

TOWN OF BERGEN

COMPREHENSIVE PLAN

2005

Town of Bergen Town Board

Marathon County Conservation, Planning & Zoning
Department

URS, Inc.
MSA

September 2005

Town of Bergen Conditions and Issues

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List of Acronyms

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

ATC—American Transmission Company

BMPs—Best Management Practices

CCC—Civilian Conservation Corps (a 1930s construction and conservation program).

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

CIP—Capital Improvement Program

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DCPZ—Department of Conservation, Planning and Zoning (Marathon County)

DWD—Department of Workforce Development

EMS—Emergency Medical Services

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FCL—Forest Crop Law

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LWRMP—Land and Water Resource Management Plan (Marathon County)

MFL—Managed Forest Law

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

ORW—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

PSCW—Public Service Commission of Wisconsin

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the 2000 U.S. Census.

STH—State Trunk Highway

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

WPS—Wisconsin Public Service Corporation

1. Introduction and Summary

The Town of Bergen's Conditions and Issues Report documents existing conditions in the Town and identifies primary issues or concerns the Town may need to address in the future. It includes information on the Town's demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation. This report provides a backdrop for the development of the final plan, which will outline policies and actions the Town can take to address identified issues and guide future growth in Bergen. Some key findings include:

- The Town of Bergen is located on the south-central edge of Marathon County, Wisconsin. It has seen rapid population increase (+29%) over the past 30 years, and this is expected to continue into the future. From 1990 – 2000, the Town's population increased 23%.
- The landscape of the Town has a very rural character to it, and this is likely to continue into the future. The Town of Bergen has a land use plan that was adopted in 1974, and updated in 1998. The Town also regulates zoning within its borders, and maintains a subdivision ordinance.
- Town roads are generally in good repair. Town residents are split nearly evenly in their desire for more blacktopped roads.
- Residents within the Town own and operate septic systems for on-site wastewater treatment. The nearest municipal sewer and water system is located in the City of Mosinee, just past the Town's northeastern border.
- Housing within the Town consists primarily of single family, detached residences. These homes are scattered throughout the Town.
- The Big Eau Pleine Reservoir splits the Town of Bergen from west to east. This reservoir and its backwaters are a major feature in the Town.
- The Town's economy relies primarily upon agriculture. In the coming years, it is predicted that the agricultural economy will continue to decline in the Town, as well as the State as a whole.

2. Demographics

This analysis is intended to describe the existing demographics of the Town of Bergen and identify the major demographic trends impacting Bergen over the next few decades. Both Marathon County and the State of Wisconsin are also listed for comparison.

Major Demographic Characteristics

Population and Households

Historical Trends

The total population for the Town of Bergen increased by 29 percent between 1970-2000. From 1990-2000, the increase was 23 percent. Total households increased by 32 percent during this same period. Median age for the Town is 39.3, which is slightly higher than the state overall, at 36.0 years. 85.7 percent of Town residents have at least a high school education.

The increase in total households over the past 30 years was substantially higher than the increase in population. This is likely due to a decrease in household size of 6%, which reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers.

Table 2-1: Demographic Change, 1970-2000

	1970	1980	1990	2000	% change 1970 to 2000	% change 1990 to 2000
Total Population						
Bergen	402	478	499	615	+29%	+23%
County	97,457	111,270	115,400	125,834	+29%	+9%
State	4,417,821	4,705,767	4,891,769	5,363,675	+21%	+10%
Total Households						
Bergen	140	168	172	228	+62%	32%
County	29771	37,865	41,534	47,402	+59%	+14%
State	1,328,804	1,652,261	1,822,118	2,084,544	+57%	+14%
Average Household Size						
Bergen	2.87	2.84	2.90	2.69	-6%	-7%
County	3.27	2.9	2.75	2.6	-20%	-5%
State	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Department of Administration, 2000

The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 9% compared to a 10% increase in the state and 8.7% in the US. The most recent estimates (Wisconsin Department of Administration [WDOA], Demographic Services, 2002) show an annual growth rate of 0.7% in all three jurisdictions. Population growth in Marathon County has been concentrated in the urbanized area surrounding Wausau.

Table 2-2 shows the median age for the Town is 39.3 years, this is slightly above the county and state medians at 36.3 and 36.0 respectively.

Table 2-2: Population by Age Group, 2000, Median Age

Age Group	Percent of Population		
	Bergen	County	State
Under 5 years	6.7	6.4	6.4
5 to 9 years	6.5	7.5	7.1
10 to 14 years	6.2	8.0	7.5
15 to 19 years	6.8	7.7	7.6
20 to 24 years	3.1	5.4	6.7
25 to 34 years	11.4	13.0	13.2
35 to 44 years	18.4	16.5	16.3
45 to 54 years	15.1	13.9	13.7
55 to 59 years	8.5	4.8	4.7
60 to 64 years	4.7	3.8	3.8
65 to 74 years	6.5	6.4	6.6
75 to 84 years	4.7	4.8	4.7
85 years and over	1.5	1.7	1.8
Median Age	39.3	36.3	36.0

Source: Wisconsin Department of Administration, 2000

Population Forecasts

The following projections for population were determined by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. The projections are based upon the percentage change (growth) in total population between 1980-2000 for each planning sub-area (Highway 51, Eastern Municipalities, North-Western, South-Central, and South-Western). Table 2-3 below illustrates population projections for the Town and the County using a moderate growth rate.

The following projections for population were determined by the NCWRPC in 2003. The projections are based upon the percentage change (growth) in total population between 1980-2000 for each planning sub-area (NCWRPC used 5 planning sub-areas in Marathon County: Highway 51, Eastern

Municipalities, North-Western, South-Central, and South-Western).

Table 2-3 illustrates population projections for the Town and the County using a moderate growth rate. The Town is expected to increase in total population by 111 persons by year 2030 (table 2-3). This is an 18 percent increase. The County is expected to increase by 13 percent overall.

Table 2-3: Population Projection – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Bergen	615	634	652	670	689	707	726	18%
County	125,834	128,632	131,430	134,217	137,022	139,820	142,618	13%

Source: North Central Wisconsin Regional Planning Commission (Final, 5-15-03)

Table 2-3b: Population Projections – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Bergen	615	656	697	737	778	819	836	36%
County	125,834	130,242	134,504	138,836	143,308	147,121	150,225	19%

Source: Wisconsin Department of Administration
2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Table 2-3b shows population projections completed by the WDOA, Demographic Services Center. The WDOA population projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statute 16.96. These projections are based on the same historical time period as those developed by NCWRPC, however more recent years carry a greater weight in the WDOA’s projected populations. Additionally, the WDOA projections are based on

the historical population trends of individual communities, whereas the NCWRPC projections are based on trends in the planning sub-areas.

The NCWRPC projections provide a baseline to determine trends in the sub-area. They are useful in identifying future population beyond the borders of individual communities. The WDOA projections are more useful at the local municipality level.

Household Forecasts

Like population, household projections were completed in 5-year increments between 2000 and 2030. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. In the South Central sub-area, the average persons-per-household was estimated to be 2.57, based on an average density of 0.83 dwelling units per acre. Persons-per-household for the County was calculated to be 2.59 based on the average persons-per-household for all five planning sub-areas. As shown in Table 2-1, the average household size was estimated to be 2.69 persons in 2000.

Assuming moderate growth, total households within the Town will grow by approximately 42 by year 2030 to 270. This is an increase of 18 percent.

Table 2-4: Household Projection --2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Bergen	228	236	242	249	256	263	270	18%
County	48,585	49,665	50,745	51,821	52,904	53,985	55,063	13%

Source: Derived from data in Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/10/03

Like the population projection, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statue 16.96. and are based on the historical population trends of individual communities. Table 2-4b includes household projections completed by the WDOA.

Table 2-4b: Household Projections – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Bergen	228	247	268	290	310	330	340	+33%
County	47,702	50,109	52,902	55,589	58,181	60,283	62,035	+30%

Source: Wisconsin Department of Administration 2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Education and Income Levels

According to 2000 Census figures, 85.7 percent of Town residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Town, 14.1 percent of residents have a bachelor’s degree or higher. This is lower than the number of persons with a bachelor’s degree or higher in the County and State with 18.3 percent and 22.4 percent respectively.

**Table 2-5: Educational Attainment, 2000
(population age 25 and over)**

Educational Attainment	Bergen		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	31	7.0	8.2	5.4
9th to 12th Grade, No Diploma	33	7.4	8.0	9.6
High School Graduate	194	43.5	38.0	34.6
Some College, No Degree	89	20.0	18.3	20.6
Associates Degree	36	8.1	9.2	7.5
Bachelor's Degree	50	11.2	12.6	15.3
Graduate or Professional Degree	13	2.9	5.7	7.2
Percent high school graduate or higher		85.7	83.8	85.1
Percent bachelor's degree or higher		14.1	18.3	22.4

Wisconsin Department of Administration, 2000

Median household income for Town of Bergen residents was \$53,214 in 2000. This compares slightly higher than Marathon County with a median of \$45,165, and higher than the State overall at \$43,791. Income distribution among all income levels is approximately proportionate to levels observed county- and statewide.

Table 2-6: Household Income Levels, 2000

Income Level	Bergen		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	238	100.0	100.0	100.0
\$10,000 - \$14,999	10	4.2	5.9	7.1
\$15,000 - \$24,999	10	4.2	5.4	5.8
\$25,000 - \$34,999	26	10.9	12.3	12.7
\$35,000 - \$49,999	23	9.7	13.1	13.2
\$50,000 - \$74,999	40	16.8	19.4	18.1
\$75,000 - \$99,999	60	25.2	25.2	22.7
\$100,000 - \$149,000	41	17.2	10.5	10.9
\$150,000 - \$199,999	19	8.0	5.4	6.4
\$200,000 or More	4	1.7	1.3	1.5
Total Households	5	2.1	1.6	1.5
Median Household Income		53,214	45,165	43,791

Wisconsin Department of Administration, 2000

Employment Characteristics

Table 2-7 illustrates the breakdown of the employed population of the Town in 2000 by occupation. The “employed population” is defined as people living in the Town who are 16 years and older and had a job at the time of the Census. In 2000, the Town had an employed population of 332. Most residents were employed in management, professional and related with almost 38 percent. Production, transportation, and material moving was second, and sales and office third.

Table 2-7: Occupation by Sector, 2000

Sector	Number	Percent
Management, professional, and related occupations	97	29.2
Service occupations	38	11.4
Sales and office occupations	72	21.7
Farming, fishing, and forestry occupations	4	1.2
Construction, extraction, and maintenance occupations	43	13.0
Production, transportation, and material moving occupations	78	23.5
Total Employed*	332	

Source: Wisconsin Department of Administration

* "Total Employed" represents employed civilian population 16 years and over

An employment forecast completed by the NCWRPC in 2003 indicates a slight decrease in total employment for the Town over the next 30 years. This estimate is based upon the rate of change in employment between 1990-2000 for non-farm employment.

Table 2-8: Employment Projections – 2000-2030

	Total Population by Year							% change
	2000	2005	2010	2015	2020	2025	2030	
Bergen	101	100	99	98	96	95	94	-7%
County	72,508	75,625	78,742	81,859	84,976	88,093	91,210	26%

Source: North Central Wisconsin Regional Planning Commission (Final, 5-15-03)

Demographic Trends

- Total population increased by 23 percent between 1990-2000 and is projected to increase by about 18 percent over the next 30 years.
- Total households increased by 32 percent between 1990-2000 and are also projected to increase by about 18 percent over the next 30 years.
- Employment is projected to decline slightly over the next 30 years.

3. Natural Resources

Because natural resource features do not follow geo-political boundaries, it is important to consider their patterns and inter-relationships on a broader scale. 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 countywide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resources features grouped below by resource type, including water, soil and biological resources. The Town of Bergen places a high value on natural resources and their protection.

Maps for the Natural Resources element include Figures: 3-1, Rivers and Floodplains; 3-2, Wetland Types; 3-3, Soil Associations; 3-4, Prime Farm Soils; 3-5, Slopes. All Figures are located at the end of this section.

Recent Planning Efforts Related to Natural Resources

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection. In addition to the plans listed below, Marathon County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based

recreational facilities and protection strategies. These are described in more detail in the Parks section.

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2001, Marathon County adopted a LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. Marathon County encompasses portions of 22 [verify] watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, state-funded Priority Watershed Program. The County’s Department of Conservation, Planning and Zoning (DCPZ) works with the WDNR to implement the program. Program funding is used to hire staff to assist in developing management plans for each watershed and to provide cost sharing to landowners for implementation of “best management practices” (BMPs) to achieve the program objectives.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the Marathon County Groundwater Plan in 1988. It is intended to guide local and County officials in setting policy. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.

- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 1996-2005** – This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Parks, Recreation, and Forestry Department’s mission to manage and protect the County forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management.

Water Resources

Marathon County contains abundant water resources. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. Outstanding Resource Waters (ORW) and Exceptional Resource Waters (ERW) designations are derived from an amendment to the U.S. Clean Water Act, which directed states to identify waters that were largely unaffected by pollution and should remain that way. States were required to develop “anti-degradation” policies to protect these waters from pollution. As a result, wastewater entering an ORW must be as clean as the water in the “outstanding” water body. The anti-degradation policies only apply to point sources of pollution, such as an industrial discharge pipe. However, Wisconsin has other programs in place to control non-point source pollution, such as animal waste and pesticides in farm runoff, urban runoff, and failing septic systems.

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the WDNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERW. Wastewater entering ERW must meet minimum clean water standards, although higher standards are encouraged where feasible.

There are no ORW or ERW in the Town of Bergen.

Streams/Rivers –The Town of Bergen has an abundance of surface waters. The Wisconsin River extends into a small residential area in the northeastern corner of the Town. The Big Eau Pleine River runs through the center, and the Little Eau Pleine River runs through the southwestern portion of the Town, through the Mead Wildlife area. The Big Eau Pleine Reservoir is located in the center of the Town of Bergen. The area north of CTH C is located within the Big Eau Pleine River Watershed, which is classified as “Impaired Water”.

Floodplains – Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe. Areas within the 100-year floodplain are located adjacent to the rivers and the reservoir, and are extensive throughout the George W. Mead State Wildlife Area.

Wetlands -- Wetlands in Wisconsin were defined by the State Legislature in 1978 as: *"an area where water is at, near, or*

above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.”

Programs in three levels of government - local, state and federal - regulate activities in wetlands. There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type and degree of saturation or water cover. Some of the more prominent wetland types are:

- **Aquatic Bed** wetlands contain plants growing entirely on or in a water body no deeper than 6'. Plants may include pondweed, duckweed, lotus and water lilies.
- **Marshes** are characterized by standing water and dominated by cattails, bulrushes, pickerel-weed, lake sedges and/or giant bur-reed
- **Sedge or "Wet" Meadows** wetlands may have saturated soils, rather than standing water, more often than not. Sedges, grasses and reeds are dominant, but look also for blue flag iris, marsh milkweed, sneezeweed, mint and several species of goldenrod and aster.
- **Scrub/Shrub** wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow and dogwood.
- **Forested** wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

Most wetlands are located adjacent to the rivers, with the largest portion located in association with the Little Eau Pleine River as it crosses the George W. Mead State Wildlife Area. There is also a rather large wetland complex located in section 2. The wetlands types in Bergen consist of emergent wet meadows, scrub/shrub, and forested.

Ground Water – Depth to groundwater varies from shallow to moderately deep. Quantities are ample throughout most of the Town for current level of development and land uses. However, quantities are limited in an area along CTH C.

Soil Resources

Prime Farm Soils – Figure 3-4 illustrates soils that have been identified as prime farm soils according to the Marathon County Cropland Evaluation System (CES). This system establishes a basis from which one parcel of land can be compared to another. It rates soils on their ability to produce food, feed, forage, and fiber crops. It is based upon the knowledge that soil properties affect yields. The system is non-biased, defendable, and can be consistently applied. Additional information on Marathon County CES can be obtained from Marathon County DCPZ.

Prime farmland soils are located primarily north of the Eau Pleine Reservoir. Another area of prime farm soils is south of the Reservoir and north of CTH C. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good

agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

Steep Slopes – There are no areas of steep slopes within the Town. Susceptibility for soil erosion is similar to the average soil loss experienced by Marathon County as a whole and is not a major concern.

Biologic Resources

Vegetation – Nearly the entire Town is wooded. The George W. Mead State Wildlife Area is entirely forested or wetland areas. The remainder of the Town is primarily cropland or other agricultural uses.

Wildlife Resources and Habitat – Wildlife resources include a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians that typically live in Marathon County. Common types of wildlife include deer, wild turkeys, raccoon, squirrels, songbirds, waterfowl, bear, badger, wolf and raptors. Wildlife resources are abundant in the many undisturbed sanctuaries, refuges, reserves, and scattered habitats located throughout the County. Numerous other species of migrating birds use habitat in Marathon County for food, shelter, and resting stops during seasonal migration.

There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major

wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park. A Natural area and both Terrestrial and Aquatic Endangered, Threatened, or Special Concern species are within the Town.

Threatened and Endangered Species - Both aquatic and terrestrial endangered, threatened, or special concern species are present within the Town. These include:

Wildlife:

- *Haliaeetus leucocephalus*-Bald Eagle
- *Nycticorax nycticorax*- Black-crowned Night Heron
- *Pandion haliaetus* - Osprey
- *Sorex arcticus* - Arctic Shrew
- *Sorex hoyi* - Pigmy Shrew

Communities:

- **Northern Mesic Forest Community** - This forest complex covered the largest acreage of any Wisconsin vegetation type prior to European settlement. Sugar maple (*Acer saccharum*) is dominant or co-dominant in most stands, while hemlock (*Tsuga canadensis*) was the second most important species, sometimes occurring in nearly pure stands with white pine (*Pinus strobus*). Beech (*Fagus grandifolia*) can be a co-dominant with sugar maple in the counties near Lake Michigan. Other important tree species were yellow birch (*Betula allegheniensis*), basswood (*Tilia americana*), and white ash (*Fraxinus americana*). The groundlayer varies from sparse and species poor (especially in hemlock stands) with woodferns (especially Dryopteris

intermedia), bluebead lily (*Clintonia borealis*), clubmosses (*Lycopodium* spp.), and Canada mayflower (*Maianthemum canadense*) prevalent, to lush and species-rich with fine spring ephemeral displays. After old-growth stands were cut, trees such as quaking and bigtoothed aspens (*Populus tremuloides* and *P. grandidentata*), white birch (*Betula papyrifera*), and red maple (*Acer rubrum*) became and still are important in many second-growth Northern Mesic Forests. Several distinct associations within this complex warrant recognition as communities, and draft abstracts of these are currently undergoing review.

- **Emergent Aquatic Community** - These open, marsh, lake, riverine and estuarine communities with permanent standing water are dominated by robust emergent macrophytes, in pure stands of single species or in various mixtures. Dominants include cat-tails (*Typha* spp.), bulrushes (particularly *Scirpus acutus*, *S. fluviatilis*, and *S. validus*), bur-reeds (*Sparganium* spp.), giant reed (*Phragmites australis*), pickerel-weed (*Pontederia cordata*), water-plantains (*Alisma* spp.), arrowheads (*Sagittaria* spp.), and the larger species of spikerush such as (*Eleocharis smallii*).
- **Northern Wet Forest Community** - These weakly minerotrophic conifer swamps, located in the North, are dominated by black spruce (*Picea mariana*) and tamarack (*Larix laricina*). Jack pine (*Pinus banksiana*) may be a significant canopy component in certain parts of the range of this community complex. Understories are composed mostly of sphagnum (*Sphagnum* spp.) mosses and ericaceous shrubs such as leatherleaf (*Chamaedaphne*

calyculata), Labrador-tea (*Ledum groenlandicum*), and small cranberry (*Vaccinium oxycoccos*) and sedges such as (*Carex trisperma* and *C paupercula*). The Natural Heritage Inventory has split out two entities, identified (but not strictly defined) by the two dominant species (see Black Spruce Swamp and Tamarack Swamp).

Issues

- **Run-off Impacts on Water Quality** - There is concern over fertilizer run-off into the Eau Pleine River and its impacts on water quality.

4. Land Use

The Town of Bergen is located along the southern edge of Marathon County. It is bordered on the east by the Town of Knowlton, to the west by the Town of Green Valley, to the north by the Town of Mosinee and the Town of Emmet, and to the south by Portage County.

Maps for the Land Use element include Figures: 4-1, Existing Land use/Land cover; 4-2, Existing Zoning; 4-3, Farm Preservation Contracts and Exclusive Agricultural Zoning. All Figures are located at the end of this section.

Current Pattern of Land Use

The Big Eau Pleine Reservoir splits the Town of Bergen from east to west. There are large areas of the Town that are covered in woodlands. Agricultural areas are mainly located on the north side of the Reservoir. There are two clusters of residential uses. The first area is south of the Reservoir, east of CTH O, and north of CTH C. The second area is located south of Moon Road in the northeast corner of the Town.

Residential - Residential development within the Town of Bergen is exclusively single family. Small groups are located within agricultural lands. However, the largest grouping of residential development is situated around the southern central shores of the Big Eau Pleine Reservoir. Another large section is located at the curve of the Wisconsin River in the northeastern corner of the Town. A small development is

located along Sandy Shore Lane at the northern end of the bridge crossing the Big Eau Pleine Reservoir. Small parcels dot CTH C as it crosses the Town from east to west. Parcel size appears to vary dependant on water location.

Commercial - There are few commercial sites in the Town of Bergen. Two are located along Moon Road at the northernmost border of the Town. The other three are located on the south side of the reservoir on Bergen Road and Pelot Lane.

Industrial and Office - No industrial or office areas are located in the Town of Bergen.

Parks and Recreational Open Space - The Big Eau Pleine Reservoir takes up a large amount of acreage through the center of the Town of Bergen. The reservoir is dammed as it connects to the Wisconsin River in the eastern segment of the Town. George W. Mead Wildlife Area is in the southwestern corner of the Town. This area is administered by the Wisconsin Department of Natural Resources (WDNR). There are two small parcels of recreational land in Bergen. One is on CTH O, the other is near the western border of the Town located on Eau Pleine Park Road. The third large parcel is located in the Wildlife Area, owned by the WDNR.

Agricultural - Agricultural land is located along CTH C, south of the reservoir. Other agricultural areas are in the northern segment of Bergen, with some ginseng fields.

Public - Two small parcels are designated as public/quasi-public lands: one on CTH C, the other on CTH O.

Mineral Excavation - There are no quarries/gravel pits in the Town of Bergen.

Existing Land Use

For purposes of this report, tax assessment land use categories were used to represent existing land use. Table 4-1 describes the various land use categories and Figure 4-1 illustrates the existing land use. Note, the acreage and percentage of land shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level.

Table 4-1: Land Use Cover Classification, 2000

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	314	1
Multi-Family Residential	Multiple family structures with three or more households, condos, duplexes, apartments	0	--
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	5	--
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	35	--
Quarries/ Gravel Pits	Mining operations	0	--
Cropland	Tilled agriculture, prime farmland	2274	10
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	154	1
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	772	3
Public/ Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, National Guard	3	--
Recreation	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	0	--
Woodlands	Forested land	6945	31
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	3558	16
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	358	2
Barren Land	Unused open land in wooded areas, along streams, along roadsides	720	3
Total Land Area		22302	100%

Source: Marathon County Land Use Cover Database

Current Land Use Plans and Regulations

Land Use Plan(s) – The Town of Bergen adopted a land use plan in 1974. The last update was in 1998, which was adopted in 2003.

Zoning – The Town of Bergen regulates zoning within its borders. The zoning ordinance was adopted in 1974 and updated in 1998. Zoning categories include light agricultural, agricultural, residence, commercial, conservancy, recreation, and floodplain. There is a 5-acre minimum for residential development. The Town has a subdivision ordinance.

Shoreland Zoning – Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties 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. This ordinance supersedes any town ordinance, unless a 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 tax by obtaining a zoning certificate, if

the land is exclusive agriculture zoned (8 towns in Marathon County), or sign a contract with the State. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm receipts of \$6,000 or more in the last year, or \$18,000 in the last three years. The income requirement can be satisfied with having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with County soil and water conservation standards. Contracts can range from 10 to 25 years, and remain in effect regardless of change in ownership. There are no properties in Bergen under Farmland Preservation Contracts.

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

With a large amount of forestland in the County, forest tax laws have a major effect on land uses. Because the tax laws require 25- to 50-year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future.

In the state, over 2.6 million acres are enrolled under the FCL and the MFL. Because high taxes had encouraged the cutting of timber for revenue, the laws were developed to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. Current contracts will continue until their expiration dates. This land is typically shown in plat books to identify locations. Land set aside under the FCL in Marathon County is often owned by forest products companies, although many

individuals also own large enough parcels to participate. There are approximately 320 acres set aside in Bergen. This amount is anticipated to grow, as owners take advantage of the tax relief offered through the program.

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forestland. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of their forestlands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sightseeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land. Information on MFL land is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

Table 4-2 shows current estimates of land set aside under the FCL and MFL programs. It is noted that information on MFL land is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

As shown in Table 4-2, there are 320 acres of land estimated to be currently enrolled in the FCL program and about 1,890 acres enrolled in MFL programs in the Town.

Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002

Year	Forest Crop Law (FCL)	Managed Forest Law (MFL) open	Managed Forest Law (MFL) closed
1998	680	343.8	500.4
2002	320	747.8	1143.7
Change	-360	+404	+643.3
% Change	-52.9	+117.5	+128.6

Source: Data compiled by local assessors with Municipal Board of Review

Development Trends

Land Supply – Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation.

The Town of Bergen has 10,865 acres of land available and 11,437 acres of land unavailable. This was calculated using NCWRPC data. Available land was considered to be cropland, special cropland, woodlands, and barren / vacant lands. All other types were considered “unavailable”. Over 47 percent of the Town is currently woodlands or covered with water. It is noted that some of this “available” land may be in public ownership, as shown in Table 4-3, thus making it essentially “unavailable” for development.

Table 4-3: Public Owned Land (in acres), 1998-2002

Year	County Owned	State Owned	Federal Owned
1998	1086.2	4965.4	0
2002	1086.2	4965.4	0
Change	0	0	0
% Change	0	0	0

Source: Data compiled by local assessors with Municipal Board of Review

Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation. As shown above in Table 4-2, over 2,000 acres are currently enrolled in forest preservation programs, effectively making them unavailable for development for the near future.

Land Demand – An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 derived from WDOA household projections and the average density of dwelling units per acre in the community. The average density was calculated using the total acres of residential land on the 2000 land use/cover map divided by the number of households according to the 2000 Census. It was assumed that the density would remain constant between 2000 and 2030. Future acres needed for residential development were then estimated by multiplying the projected number of households in 2030 by the average density. In the Town of Bergen, is estimated that 154 acres of land will be needed to accommodate new residential development through 2030.

The NCWRPC estimated land demand for future non-residential development based on projected changes in local

employment and estimated current average density of employees per acre. In the Town of Bergen, it is estimated that only 4 acres will be needed to accommodate new non-residential development through 2030.

Land Values – Residential land in the Town is very limited and more costly than in some other areas around Marathon County. Average home values in the Town are higher than the County and State overall. Table 4-4 indicates the change in assessed land values between 1998 and 2002 for various types of land use in the Town of Bergen. It also indicates percent change in acreage and land value for the Town compared to Marathon County. Between 1998 and 2002 the number of acres in residential land use increased by almost 567. At the same time, the amount of land in Agriculture decreased by over 1,150 acres and the amount of land classified as Swamp & Waste Land increased by almost 336 acres. This likely reflects the conversion of some farmland to rural residential uses and changes made in the classification of land from Agriculture to Swamp & Waste. Similarly, the acreage of land classified as Forest decreased by 817, land value for Forest land also increased by \$687. In Marathon County, land classified as Swamp & Waste Land had the highest percent increase in acreage of all categories (74.8%) and land classified as Forest had the highest percent increase in value per acre (almost 92%).

Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only
1998	371	\$8,862	2	\$5,975	0	\$0	4,468	\$295	971	\$85	3,510	\$373
2002	631	\$10,836	2	\$13,450	0	\$0	3,901	\$137	1,307	\$314	2,693	\$1,060
Chg.	+260	\$1,974	0	\$7,475	0	\$0	-567	\$-158	+336	\$229	-817	\$687
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Bergen	+70.1	+22.3	+8.3	0	+125.1	+130.8	0	0	0	-12.7	-53.6	+34.6
County	+21.2	+5.6	+6.4	+38.4	-4.0	-7.8	-0.5	+34.4	+31.4	-11.2	-47.6	+74.8

Source: Data compiled by local assessors with Municipal Board of Review

Major Opportunities and Constraints

- The water bodies in the Town provide recreation and desirable residential areas.
- Most land in the Town is reserved for conservation, recreation, or is covered in water.

Issues

- **Controlling Growth** – According to a community survey, 75 percent of residents would support land use regulations that would control growth and development.
- **Preservation of Rural / Agricultural Character** – According to a community survey 75 percent of residents indicated support for regulations aimed at preservation of the rural and agricultural character of the Town.

5. Transportation

The transportation system in a community consists of a variety of roads; some are owned and maintained by local officials, others are part of the county or State road systems. In addition to roads, the transportation system includes facilities for pedestrians (e.g., sidewalks), bicyclists (e.g., trails), railroads, airports, and in more urban areas, public transit. This section describes the transportation system in the Town of Bergen and related improvements or issues affecting the system.

Maps for the Transportation element include Figures: 5-1, Functional Classification; 5-2, Trails and Regional Transportation. All Figures are located at the end of this section.

Background

Community Survey- The Town conducted a community survey in June 2001 that asked several questions specific to the transportation system. Several respondents identified “better maintained roads” as the one major improvement Bergen needed. Eleven respondents listed “lower taxes” and nine respondents listed “more paved roads.” When asked if there had been an increase in traffic on Bergen’s roads and highways, 71 percent said yes, 16 percent said no and 13 percent gave no response. However, when asked if roads adequately met their needs, 66 percent said “yes,” 27 percent responded “no” and 6 percent did not respond. Response was more divided on whether Bergen needed more blacktopped

roads with 43 percent responded “yes,” 47 percent responded “no” and 10 percent did not respond.

When asked if the Town should plan for the future development of bike trails, 80 respondents responded “yes,” 53 responded “no” and 22 did not respond. Similarly, walking/jogging/nature trails elicited 84 “yes” responses, 48 “no” responses and 23 did not respond.

Existing Transportation Planning Efforts

Recent Transportation Plans

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO); the body designated by the Federal Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the Wausau Area MPO. The County also does transportation planning for areas outside the Wausau metropolitan area.

County transportation planning efforts are presented in various plans and studies. Findings and recommendations presented in these plans should be integrated into local community planning efforts when relevant and appropriate. Recent transportation plans prepared by Marathon County include:

- **Transportation Improvement Program (TIP)** – The TIP includes all programmed transportation projects

receiving federal and/or state funds. The TIP was adopted in October 2001 and is updated every two years.

- **State Trunk Highway 29 Corridor Land Use Review (1997)** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- **Marathon County Functional / Jurisdictional Highway Classification Study (1998)** – This plan identifies and groups classes of roadways that provided similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway’s function would carry out the operation, maintenance, and improvement of the classified roadways.

Road Network

Functional Classification of Roads and Jurisdiction

(Source: WDOT Facilities Development Manual).

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

streets that emphasize access.

The functional classifications are generally defined as:

Principal Arterials serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with populations greater than 5,000 or connect major centers of activity, the highest traffic volumes and the longest trip desires.

Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-community continuity and service to 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 onto the arterial system.

Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order of systems. Local streets offer the lowest level of mobility, and serve the through-traffic movement on this system 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 describe above, identifies the road by the level of service it provides.

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.¹

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

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

¹ U.S. Department of Transportation, Federal Highway Administration Conditions and Performance Report.

Major Road Facilities

Following is a brief description of the major road facilities located in the Town and shown on Figure 5-1. Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT), when available, are summarized for all major roads.

- **CTH C** is a major collector that connects to STH 34 to the east and STH 97 to the west. The section of CTH C that runs through Bergen ranged between 870 and 1,500 AADT in 1998 and 1,300 and 1,600 AADT in 2001.
- **CTH O** is a north-south major collector that crosses the Big Eau Pleine Reservoir in Bergen. Between 1998 and 2001 the AADT remained unchanged north of the reservoir at 1,100 vehicles per day.
- **Moon Road** is a minor collector that borders the Town of Bergen, and had an AADT volume of 250 and 160 in 1998 and 2001, respectively.

Road Maintenance

Pavement Surface Evaluation Rating (PASER) – The Wisconsin Department of Transportation (WDOT) required all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that

will enable communities and the State to begin to assess Wisconsin’s local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities.

PASER 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

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

The Town has a Capital Improvement Program (CIP) for planning and funding road construction projects. Local roads consist of mix of paved and gravel surfaces.

Table 5-3: Summary of Pavement Conditions

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
0.14	0.61	16.62	5.34			
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
1.83	12.60					

Surface Condition Rating (miles)						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
20.84	0	0	5.13	1.08	0.63	9.46

The majority of the WISLR classified roads within Bergen are gravel or unimproved roads. The roughly five miles of “Fair” surface condition rating roads should be examined within the near future to determine when resurfacing will be required. The lack of information regarding the surface ratings for the majority of the roadway miles makes any further suggestions difficult at this time.

Land Use and Transportation

Access Management – Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter 233, the WDOT was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by WDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land.

Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Marathon County Highway Department.

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Other Transportation Modes

Pedestrian – There are no sidewalks in the Town and pedestrian travel is limited to road shoulders.

Bicycle -- The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996* identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes.

The *Marathon County Bicycle and Pedestrian Plan* suggested that CTH C, CTH O, Moon Road and Eau Pleine Park Road as recommended bike routes.

Transit -- There is no public transit service available in the Town of Bergen. However, transit service for the elderly, needy, and disabled is provided throughout the County through North Central Health Care (NCHC). The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour notice. Information and services are available by calling 848-4555.

Rail – There is no rail service available within the Town.

Airports – The Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible via I-39. The terminal has been modernized and highway access reconstructed to be more

convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine airfreight and express flights daily.

Issues

- **STH 10 Bypass** - There is a planned bypass loop of STH 10 in Portage County that will pass between Stevens Point and southern Marathon County. This could become a regional route.
- **ATV's on Roads** – ATV's are allowed to use Town roads and pose safety concerns.

6. Utilities

This section describes the existing conditions and issues relative to utilities available to the Town of Bergen, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Maps for the Utilities element include Figures: 6-1, Depth to Bedrock; 6-2; Suitable Soils for Septic Tank Absorption; 6-3, Depth to Groundwater; 6-4, Watersheds; 6-5, Proposed Weston-Arrowhead power line. All figures are located at the end of this section.

Private Utilities

Most unincorporated areas of Marathon County, including the Town of Bergen use private on-site waste disposal systems for sewage disposal and obtain potable water from private wells.

On-Site Waste Disposal Systems

All development in the Town uses on-site waste disposal systems. Chapter 15 of the *General Code of Ordinances for Marathon County* requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including:

- **Comm 83** – This refers to Chapter 83 in the Wisconsin Administrative Code under the Department of Commerce. It sets standards for regulation of private sewage systems. This code was updated in 2000 now allows the use of new concepts and technologies through a system of individual component approval. Standards for effluent are based on a drinking water standard, although nitrates are generally exempted.

Types of Systems – Under the revised Comm 83 standards, property owners have a wider array of system options than previously available. Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In addition, rock in drainfields may now be substituted with specifically engineered foam peanuts bound in mesh or plastic chambers.

On-site waste disposal systems generally fall into four categories:

- **Conventional Systems** – these systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.

- **Mound Systems** – these systems include an absorption field that is constructed above ground, creating a “mound”. This type of system is generally used where clay soils, groundwater, rapid permeability or bedrock prevent construction of conventional systems.
- **Mechanical Treatment Components** – these generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.
- **Holding Tanks** - Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g., less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

Permit Requirements – The Marathon County Department of Conservation, Planning and Zoning (DCPZ) reviews and issues permits for private sewage systems. Soil and site evaluations are required to determine if the proposed septic system is suitable for the specific property and location before a permit will be issued. If deemed necessary, floodplain and/or wetland delineation may also be required prior to permit issuance. In addition, a maintenance agreement must be submitted prior to permit issuance. All septic tanks installed on or after July 1, 1980, are required to be pumped at least once every three years.

Water Wells: All development in Bergen receives water from private wells. Water is plentiful throughout the Town, however there are concerns about water quality resulting from chemical use and runoff from area farm fields.

Solid Waste Disposal: Residents of the Town contract privately for garbage and recycle collection services.

Surface Water Management

In 2001, Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources.

The County is particularly concerned about nonpoint sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Nonpoint pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, state-funded Priority Watershed Program. Preparation of resource management plans for the following watersheds is currently underway:

- Springbrook in the Town of Harrison;
- Upper Yellow River in the Town of Spencer
- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine in the south-central part of the County.
- Lower Big Rib River

Electrical and Gas Utilities

The Town of Bergen receives electric power from Wisconsin Public Service Corporation (WPS). Residents must provide their own natural gas service, typically through use of LP gas tanks.

Figure 6-5 shows the potential route of the proposed Arrowhead-Weston Transmission Line. This line, proposed by American Transmission Company (ATC), would run 220-miles from Duluth, MN to Weston, WI. This is a controversial project. Supporters claim the line is necessary to prevent energy shortages that could have significant negative impacts on the area economy. Those opposed have concerns about electro-magnetic impacts on animals and humans, loss of rural and visual character, and the imposition of major structures on private land. The Public Service Commission of Wisconsin (PSCW) must approve this line. To date, Marathon County has opposed granting easements through countywide land for the transmission line. However, if approved by the PSCW, the ATC can use eminent domain to place the line on private property.

Telecommunication Facilities and Services

- Television/Cable providers: none
- Telephone/Fiber Optics: north of Eau Pleine River – Mosinee Telephone Company; south of Eau Pleine River – Vesper TDS

Issues

- **Well Contamination** – Residents in the Town are concerned about potential well contamination resulting from farm field runoff.
- **Septic System Failure** – Some concerns have been expressed about the potential failure of old septic systems and resulting impacts on water quality.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section describes the existing housing conditions in the Town of Bergen.

Data contained in this section reflect two methodologies of data collection employed by the U.S. Census. Data in the first table, labeled as “2000 Census: STF-1 (Summary Tape File) Data” are collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to 1 in 6 households throughout the nation. Tables utilizing this sample data are identified in the footnote below each table and are labeled “STF-3 Data”. Tables are labeled as either STF-1 or STF-3 data because numbers may differ for similar statistics between each method, due to survey limitations, non-response, or other attributes unique to each form of data collection.

Housing Inventory

Housing Type and Tenure

The 2000 Census shows the Town of Bergen has 228 occupied housing units, of which 215 (94%) are owner occupied. The Town has an average household size of 2.7 persons, which is larger than the average size in the County and State. About 14 percent of all households are classified as being “1 person

households” and just over 19 percent of Town households have a householder 65 years or older.

Table 7-1: Number of Housing Units by Type and Tenure

Area	Bergen	Marathon County	Wisconsin
Total Occupied Housing Units	228	47,702	2,084,544
Owner Occupied Units	215	36,091	1,426,361
Renter Occupied Units	13	11,611	658,183
Average Household Size	2.7	2.6	2.50
% Owner Occupied	94.3	75.7	68.4
% 1 Person Households	14.5	23.6	26.8
% With Householder 65 years or older	19.3	21.7	21.5

Source: 2000 Census: STF-1 Data

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have increased by 45 (22%) while the number of occupied housing units grew by 63 (36%). Vacancy decreased from 15 to 5% between decades, reflecting the decrease in seasonal residency. The number of owner-occupied housing units grew by 57 or 34%. While the number of rental units increased by 75 percent (6 units), there are no multi-family housing units in the Town.

Table 7-2: Changes in Housing Stock, 1990-2000

	1990	2000	# Change	% Change
Total Housing Units	204	249	45	22%
Occupied Housing Units (Households)	174	237	63	36%
Vacancy %	15%	5%	--	--
Owner Occupied Housing Units	166	223	57	34%
Renter Occupied Housing Units	8	14	6	75%
Owner Occupied Housing Units as percent of Total	95%	94%	--	--
Number of Homes for Seasonal/Rec Use	18	9	-9	-50%
Number of Single Family Homes	190	242	52	27%
Detached*	190	242	52	27%
Attached**	0	0	0	--
Number of Duplexes	0	5	5	--
Multi Family Units 3-9 units	0	0	0	--
Multi Family Units 10+	0	0	0	--

Source: 1990, 2000 Census: STF-3 Data

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

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

Housing Age

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the 1980s and 1990s are typically much larger than housing built in previous decades.

This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

The following table shows housing age distribution in the Town, indicating that a significant portion of the local housing stock was built between 1970 and 2000. Housing growth since 1990 makes up approximately 20 percent of the total housing stock. That is higher than overall figures for the County where the Census reports that homes built in the 1990s make up 13 percent of the County’s overall housing stock.

Table 7-3: Age of Community Housing Stock

Total Units	Year Built								
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
249	6	28	17	45	52	18	11	14	58
100%	2%	11%	7%	18%	21%	7%	4%	6%	23%

Source: 2000 Census: STF-3 Data

Physical Housing Stock

The following table looks at several select measures of physical condition and compares them to figures for the County and State. The median home size in the Town of Bergen is about the same as in the State and County, when measured by number of rooms. Over 97 percent of Bergen’s housing stock is classified as being single family home, which is significantly higher than figures for the County or State. Census data also indicates that nearly all homes in the community have complete plumbing and kitchen facilities.

Table 7-4: Physical Housing Stock

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
Bergen	5.9	97.19%	0.00%	0.80%	0.00%
Marathon County	5.8	76.10%	4.50%	0.90%	0.90%
Wisconsin	5.4	69.30%	9.40%	1.40%	1.50%

2000 Census: STF-3 Data

Housing Values

Median Value

Table 7-5 shows home value statistics for the community, county and state. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical

office on the property. Census data indicates that the Town of Bergen has a median home value of \$115,400, which is higher than overall values for Marathon County and Wisconsin.

Table 7-5: Median Housing Value

	Median Value (dollars)
Bergen	\$115,400
Marathon County	\$95,800
Wisconsin	\$112,200

Source: 2000 Census: STF-3 Data

Range of Values

Table 7-6 shows the range of housing values that exist in Bergen. The Town has a higher percentage of homes valued above \$150,000 when compared to the County.

Table 7-6: Range of Housing Values

Number of Houses per Housing Value Category	Bergen	Marathon County
< \$49,999	4	1,459
%	3%	5%
\$50,000 to \$99,999	54	13,405
%	39%	49%
\$100,000 to \$149,999	35	8,220
%	26%	30%
\$150,000 to \$199,999	26	2,368
%	19%	9%
\$200,000 or more	18	1,714
%	13%	6%

Source: 2000 Census: STF-3 Data

Housing Affordability

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

Statistically speaking, those spending in excess of 35% of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30 percent of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29 percent of the monthly household income. The percentage of households in the Town of Bergen that pay more than 35 percent of their household income on housing costs is similar to that of the County and State among owner-occupied units. While the Town has a higher percentage of households that rent who spend over 35 percent of their monthly income on housing costs, there are only 13 total renter-occupied units in the Town.

Additionally, Table 7-7 shows that select median owner-occupied costs, both with and without a mortgage, are higher in the Town than median figures for Marathon County. The same holds true for select renter costs. Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at

the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

Table 7-7: Housing Affordability

	Owner Occupied			Renter Occupied		
	Median selected monthly owner costs ¹			Median Selected monthly renter costs ¹		
	With Mortgage	No Mortgage	% ²	Median Contract rent	Median Gross rent	% ²
Bergen	\$1,049	\$360	9%	\$425	\$525	40%
Marathon County	\$916	\$295	10%	\$423	\$484	20%
Wisconsin	\$1,024	\$333	9%	\$473	\$540	25%

¹In dollars

²Percent paying over 35% of household income on housing
2000 Census: STF-3 Data

Special Housing

Senior Housing

In Marathon County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Wausau. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the

County. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the Nation.

The senior housing needs in the South-Central region of Marathon County are met in several areas throughout the County. The Village of Edgar is home to the Eastside Apartments, and the Heide Apartments. The Eastside Apartments currently have a waiting list, indicating that there may be a need for adding additional senior housing in this region. The Wausau region (including Mosinee, Wausau, Rothschild, Weston, and Schofield), as well as the Village of Stratford and the Village of Athens, all have senior housing options that help meet the senior housing needs of South-Central region of Marathon County.

Assistance 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. The following housing resources are available to participants as specified by program.

- **Community Development Block Grant (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program

- Home Owner and Accessibility Rehabilitation Program
- Home Ownership Program
- Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.

- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
 - HUD Emergency Shelter Grants
 - State Shelter Subsidy Grants
 - Transitional Housing
- **Local Housing Organization Grant (LHOG)**

State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.
- **HOME Loans and Home Improvement Loans (Wisconsin Housing and Economic Development Authority [WHEDA])**
- **Housing-Related Consumer Protection Services (Wisconsin Department of Agriculture [WDA])**

The Trade and Consumer Protection Division is responsible for the investigation of unfair and deceptive business practices and handles individual consumer complaints involving landlord/tenant complaints, and home improvement transactions.

Trends

- Between 1990 and 2000, total housing units in the Town increased by 45 (22%) while the number of occupied housing units grew by 63 (35%).
- Vacancy decreased from 15 to 5 percent between decades, reflecting the 50 percent decline in seasonal housing. Many former seasonal housing units have become year-round residences.
- Housing built since 1990 makes up approximately 20% of the total housing stock.
- Over 97 percent of Bergen's housing stock is classified as being single family home, significantly higher than figures for the County or State. There are no multi-family housing units located in the Town.

Issues

- **Minimum Lot Sizes** – The Town would like to investigate changing minimum lot sizes.

8. Cultural Resources

Cultural resources is a broad term that can encompass many aspects of our heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings, sites and landscapes that help communities retain their sense of identity in an increasingly homogenized society.

Brief History of the Town of Bergen

The Town of Bergen was originally part of Knowlton, until split off in 1870 to form its own town. John Week, who ran a sawmill on the Big Eau Pleine River, was the first Town chairman. Lumber was originally floated down the Eau Pleine River, but in the 1870s the Wisconsin Valley Railroad line reached Dancy on Bergen's eastern border. Weeks built a road to Dancy and lumber was then shipped from there.

The settlement of Moon was on the border of Bergen and Mosinee to the north. Moon was first settled in 1887 by Ed O'Connor. A sawmill was established in Moon in 1889, and by the mid-1890s the settlement had 33 families and 160 loggers working in the vicinity.

Bergen is the location of the Big Eau Pleine Reservoir, a man-made reservoir built in 1937 by the Wisconsin Valley

Improvement Company. The reservoir was created behind a two-mile long earthen dam at the lower end of the lake. The reservoir covers 6,677 acres in Bergen and Green Valley. The reservoir is one of 21 in the Wisconsin River Reservoir System that are used for flood control and low flow augmentation on the Wisconsin River.

Both Bergen and Green Valley, split off from Bergen in 1913, have been greatly affected by the Little Eau Pleine River and various efforts to drain the land. The area around the Little Eau Pleine River was low-lying and swampy, and known as Rice Lake. Various drainage efforts began as early as 1903. This area ultimately became the George W. Mead Wildlife Area, established in 1959, which covers over 4,700 acres in Bergen and large sections in Green Valley, Day, and in Wood and Portage counties.

Properties Listed on the National Register of Historic Places (NRHP) in the Town of Bergen

There are no properties in Bergen listed on the NRHP. The Town does not have a local historic preservation commission.

One property has been determined eligible for the NRHP:

- Eau Pleine Dam T26, R 6E, Sec. 14

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at www.wisconsinhistory.org/ahi/index.html. There are eight historic properties in Bergen that have been previously surveyed and included in the AHI.

The State Historic Preservation Office (SHPO) has identified nine archaeological sites and historic cemeteries in Bergen.

Cemeteries, Burial Mounds, Other Burials – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the state Burial Sites Preservation Office. If human remains are uncovered during excavation, all work must cease pending review of the Burial Sites Preservation Office. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites.

Table 8-1: Known Cemeteries in Bergen

Cemetery Name	Location	Section
Moon	Steeple Rd., west of Moon	4
Norwegian Luth/Our Savior	Co. C., 1/2 mile east of Co. O	26

Source: <http://www.rootsweb.com/~wimarath/CemLocations.htm>

Issues

- Lack of Current Information** -- Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the County to have current information about cultural resources in order to maximize planning and make the best use of historic properties.
- No Recognition Process** -- Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.
- Rural Character and Historic Resources** -- In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.

- **Protection of Archaeological Sites and Cemeteries –**
Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

9. Community Facilities

Community facilities include an array of services and facilities associated with schools, libraries, public protection, and health care. This section describes the existing community facilities and services located in or used by the Town of Bergen.

Maps for the Community Facilities element include Figures: 9-1, School Facilities; 9-2 Police; 9-3 Fire; 9-4, Hospitals and Clinics. All Figures are located at the end of this section.

Schools

The Town of Bergen is served by the Mosinee School District. The Mosinee School District has an elementary school (K –3), a middle school (4-8), and a high school. All three schools are located in the City of Mosinee. The district is anticipating slow to moderate growth of 5 to 20 students per year. Current facilities are not meeting current needs due to an overcrowded elementary school, which has forced the district to create a school within a school for fourth and fifth graders at the middle school. Portable buildings house the kindergarten at the elementary school. The district has asked district residents to fund construction of a new elementary school along Rangeline Road, however referenda to fund the project have failed in 1999, 2000, and 2001. The district is now studying the expansion of the elementary school, which would also be put to a referendum.

Table 9-1: Mosinee School District

Year	Enrollment PreK-12
1996-1997	2,000
1997-1998	2,021
1998-1999	2,002
1999-2000	1,975
2000-2001	2,014
2001-2002	2,041

Source: State of Wisconsin, Department of Public Instruction

Table 9-2: Private Schools –Mosinee School District

Name	Address	Level
Boulevard School	591 W STH 153	Elementary
Northland Lutheran High School	2107 Tower Rd	High
St Paul’s School	404 High St	Pre-8

Libraries

The Town of Bergen is served by the Marathon County Public Library system. The Mosinee Branch-Joseph Dessert Library located on Main Street in Mosinee has a new addition expanding its space to 18,913 square feet, containing over 18,900 volumes, including books, magazines, and other materials. The Wausau Headquarters Library, located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. The new main Wausau Library is open seven days a week and offers over 555,800 volumes, as well as facilities including Internet access.

Police

Police protection in the Town of Bergen is provided by the Marathon County Sheriff's Department.

Fire

Fire protection is provided by the City of Mosinee Fire Department.

Emergency Response

Emergency Response is provided by the City of Mosinee. Bergen provides 1st Responder service.

E-911 Dispatch Service

The Marathon County Sheriff's Department Communications Division provides E-911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Marathon County. The Communications Division services 85 user agencies and also provides alert paging support for the Emergency Management Office, District Attorney, and Medical Examiners Office.

The users are served by a microwave linked voted repeater radio system, consisting of a control center at the Sheriff's Department, and nine remote radio tower sites spread throughout the County. The system is also utilized by the Marathon County Highway Department and the Wausau Fire

Department to support their radio communications. The 37 base radio transmitters and 479 mobile radios that make up the integrated system are maintained and serviced by the Sheriff Department's radio technician.

Hospitals

The major hospital in Marathon County is Wausau Hospital at 425 Pine Ridge Boulevard in Wausau. Wausau Hospital was created in the 1970s from a merger of St. Mary's Hospital and Memorial Hospital. A new building was completed in 1979 and expansions followed in 1982 and 1992. The 321-bed facility is a multi-specialty regional health center serving a 12-county region in north central Wisconsin. Annual admissions in 2001 totaled 13,631.

St. Joseph's Hospital is located at 611 Saint Joseph Avenue in Marshfield and offers a full array of services, specialty services and a complete rehabilitation unit.

Ministry Health Care announced plans in July 2002 to construct a 104-bed, \$100 million hospital and medical office complex in Weston near the intersection of STH 29 and CTH X. The hospital is planned to open in spring 2005.

Some residents also report visiting ST. Michael's in Stevens Point.

Child Care

The Wisconsin Child Care Resource and Referral (CCR&R) Network is a membership organization made up of 17 community-based CCR&R agencies serving the state of Wisconsin.

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support to potential child care providers, and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and children using their services, the type of care requested and the children's ages.

The community-based CCR&R agencies that provide services to Marathon and adjacent counties are:

Table 9-3: Area Child Care Providers

Counties	Agency	Contact Information
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	http://www.childcareconnectionrr.org/ (800) 848-5229
Portage	Mid Wisconsin Child Care Resource & Referral	715-342-0788
Wood	Child Care Resource & Referral of Central WI	800-628-8534

10. Parks

Maps for the Parks element include Figure: 10-1, Recreation Facilities. All figures are located at the end of this section.

Existing Parks, Trails and Open Space

Local Parks, Trails and Open Space

The Town of Bergen does not own or operate any public parks.

County or State Parks, Forest and Trails

Big Eau Pleine Park: Marathon County owns and maintains Big Eau Pleine Park half of which is in the Town of Bergen and the other half in Green Valley. Big Eau Pleine is the County's largest park, at 1,450 acres located on a peninsula on the north shore of the Big Eau Pleine Reservoir. Active recreation areas are concentrated in two main sites on the shores of the reservoir. Park facilities include: campgrounds, picnic tables, grills, restrooms, Civilian Conservation Corps (CCC)-era shelters, drinking fountains, boat launches, swimming beaches, play equipment. The extensive trail system allows for cross-country skiing, hiking, and nature walks. Fishing is a popular activity. Ashley Park located in the southeast of the Town of Knowlton off Sandy Creek Road. Ashley Park is a 160-acre County park located on Lake DuBay. Currently, Ashley Park is under developed, with poor lake access and no swimming beach. Boat access is provided. The County would like to acquire more land and improve the park.

Nine Mile Forest Unit: located in Rib Mountain and the Town of Mosinee, is known as a recreation area with many miles of hiking, mountain biking, and cross-country ski trails. Skiing is promoted with a ski chalet and over 25 kilometers of one-way loops. The forest is open to hunting and snowmobiling. Nine Mile has 4755 acres of mixed uplands, marshes, and water impoundments. The Burma Road Forest Unit is located in the Towns of Mosinee and Emmet. The 1,473-acre forest is a mix of aspen and northern hardwood, with recreational opportunities including an ATV trail, hunting, snowmobiling, and camping.

The George W. Mead Wildlife Area is a very large Wisconsin Department of Natural Resources (WDNR) conservation and recreation area, which is comprised of most of the land south of CTH C west of CTH O in the Town of Bergen. The WDNR's land extends across Green Valley and into the Town of Day, creating a conservation area of approximately 20,000 acres. Much of the area is wetland surrounding a series of lakes and flowages connected by the Little Eau Pleine River. Portions of the Mead Wildlife Area are open for hiking, hunting, and fishing.

Rib Mountain State Park is located within the Town of Rib Mountain. The park's main feature is Rib Mountain, which at 1924 feet above sea level is one of the highest elevations in the State of Wisconsin. The park surrounds the mountain and has the following facilities: a picnic area with 65 tables, a camping area with 31 developed sites, 3 hiking trails, a nature trail, and a private downhill ski area (Granite Peak).

Park System Needs

None identified.

Issues

- **Future Recreational Facilities** – About half of the respondents to the community survey indicated support for establishing local recreational facilities. At this time, the Town does not have any specific plans to acquire or develop any local park and recreation facilities, but it may be something they want to explore.

11. Economic Development

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

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Marathon County, in terms of key economic sectors and the regional labor force. A more specific description of employment trends, major local employers or industries, and where most residents of the Town of Bergen work is included. Potential economic development opportunities and/or issues regarding the local economy are also identified.

County Economic Environment

Originally, the Marathon 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 agricultural 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 metal 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.

Agricultural Economy

Located in the agricultural area of southern Marathon County, the economic health and vitality of Bergen is affected by the economic health of the agricultural economy. However, the agricultural economy is subject to national and international pressures, creating challenges for rural areas seeking to adapt to the changing economic environment and preserve their rural agricultural heritage.

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland has increased, and the percentage of farm equity associated with real estate values have increased significantly. The average cost for agricultural land being converted to non-farm uses has increased from \$544 per acre in 1990 to nearly \$1,200 per acre in 2000; this compares with the average cost for agricultural land continuing in agricultural use, which has increased from \$612 per acre in 1990 to nearly \$1,000 per acre in 2000. When

farms are not profitable, and the value of land rises farmers have a harder time competing for the land base.

Other forces that create an environment of change in the rural area:

- Net farm profits are increasingly a function of federal United States Department of Agriculture (USDA) support payments.
- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 10% (1565 to 951 farms) in the past 13 years, and the total number of cows decreased from 77,000 in 1990 to 64,000 in 2000, a decrease of 17%.
- Dairy production is now more concentrated; the average size of dairy herds increased from 42 cows in 1990 to 62 cows in 2001. Nearly 50 dairies have over 300 animal units (200 cows), and 12 dairies have more than 1,000 animal units (more than 700 cows.)
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- Cropland and open space are being broken up into smaller fields by rural residences.

- Cropland production is being concentrated into fewer, larger operations.
- Soil erosion is increasing and soil organic matter content is decreasing.
- Environmental regulation of farms by the state and federal government continues to increase. Agriculture is identified as a major non-point source of water pollution (sediment and nutrients) in the US.
- Larger farm equipment damages local roads and farm traffic is increasing.
- Conflicts between various land uses in rural areas are increasing.

** Source: Marathon County Task Force on the Rural Economy, Agricultural Issues in Marathon County, January 10, 2003 and Report of the Marathon County Task Force on the Rural Economy, April 2003.*

Key Economic Sectors

Key sectors of a regional economy can be identified by size; by growth or decline in employment; by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “Location Quotient” analysis. Basic industries are those sectors that export a product or service from the local community into the national or international economy. They are a critical part of the “economic engine” for a region, affecting the growth and

health of many dependent sectors such as retail, transportation, construction, and local services.

Table 11-1: Marathon County Top 10 Industry Groups Based on Number of Employees (March 2001)

Industry Group	Employers	Employees	Numeric change	
			1-year	5-year
Health Services	139	4,646	251	-276
Lumber & Wood Products	41	4,438	-30	253
Educational Services	22	3,792	108	243
Eating and Drinking Places	192	3,554	219	335
Fabricated Metal Products	32	3,458	-184	168
Insurance Carriers	24	3,339	-171	*
Miscellaneous Retail	120	3,142	206	1,206
Paper and Allied Products	11	2,649	4	*
Industrial Machinery & Eqmt	37	2,642	41	697
Wholesale Trade – Durable	164	2,521	-89	63

*data suppressed to maintain confidentiality

Source: Wisconsin Department of Workforce Development, ES-202, December 2001

Local Economic Environment

Table 11-2 presents a breakdown of employment by industry in the Town of Bergen. Data show that most jobs located in the Town were in the farm sector, with 95 employees. As shown, there are no commercial, service or manufacturing sector jobs located in the Town. As such, it is likely that many residents who do not work in farming commute to jobs located in the City of Mosinee, or in the Wausau or Stevens Point areas.

Table 11-2: Population and Employment by Sector, 2000

POPULATION	615
EMPLOYMENT:	
Commercial	-
Manufacturing	-
Service	-
Other	6
Self-Employed/Farm	95
TOTAL	101

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Employment Projections

Information on employment in Marathon County is gathered separately for non-farm and farm employment. The Wisconsin Department of Workforce Development (DWD) collects data on non-farm employment. The DWD estimated non-farm employment in Marathon County to be 49,407 in 1990 and 65,630 in 2000. This represents about a 33 percent increase over ten years. Data on farm employment is collected by the Census of Agriculture and consists of hired farm labor and operators. In 1987, farm employment in Marathon County was estimated to be 11,643 and in 1997 it was estimated to be 8,298. This represents a decrease of almost 29 percent.

The North Central Wisconsin Regional Planning Commission (NCWRPC) computed employment projections, based on the assumption that the historical growth rates described above would continue through 2030. These projections are shown in Table 11-3.

Table 11-3: Employment Projections in 5-Year Increments

	Total Employment by Year						
	2000	2005	2010	2015	2020	2025	2030
Bergen	101	100	99	98	96	95	94
County	72,508	75,625	78,742	81,859	84,976	88,093	91,210

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

The employment forecast in Table 11-3 indicates decreased employment for the Town of Bergen. By the year 2030, it is estimated that the Town will provide employment to 94 workers. This represents an employment decrease of approximately 7 percent and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment. The estimates suggest an overall increase in employment by 2030 between -9 percent if a lower than expected growth rate occurs and +13 percent if a higher growth rate occurs.

Table 11-4: Percent Change in Employment, 2000-2030

	Percent Change in Employment by Growth Rate		
	Low Growth	Moderate Growth	High Growth
Bergen	-9	-7	+13
Marathon County	+21	+26	+34

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

Major Local Employers

The area is largely agricultural and most employment located in the Town consists of farming or agricultural related jobs.

Issues

No significant issues have been identified.

12. Intergovernmental Cooperation

This section describes existing mechanisms that the Town of Bergen uses to coordinate with other units of government, including: Marathon County, adjacent towns, the school district, the State of Wisconsin and the federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Bergen and other local, regional, state or federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

Local and Regional Level Cooperation

Shared Services

Fire and Emergency Response- The City of Mosinee provides fire and Emergency Medical Services (EMS) protection.

Cooperative Practices

Surrounding Towns-

- Town of Mosinee – Shared fire and EMS protection.
- Town of Knowlton – Shared fire and EMS protection.

Mosinee School District- There is no special agreements with the school district.

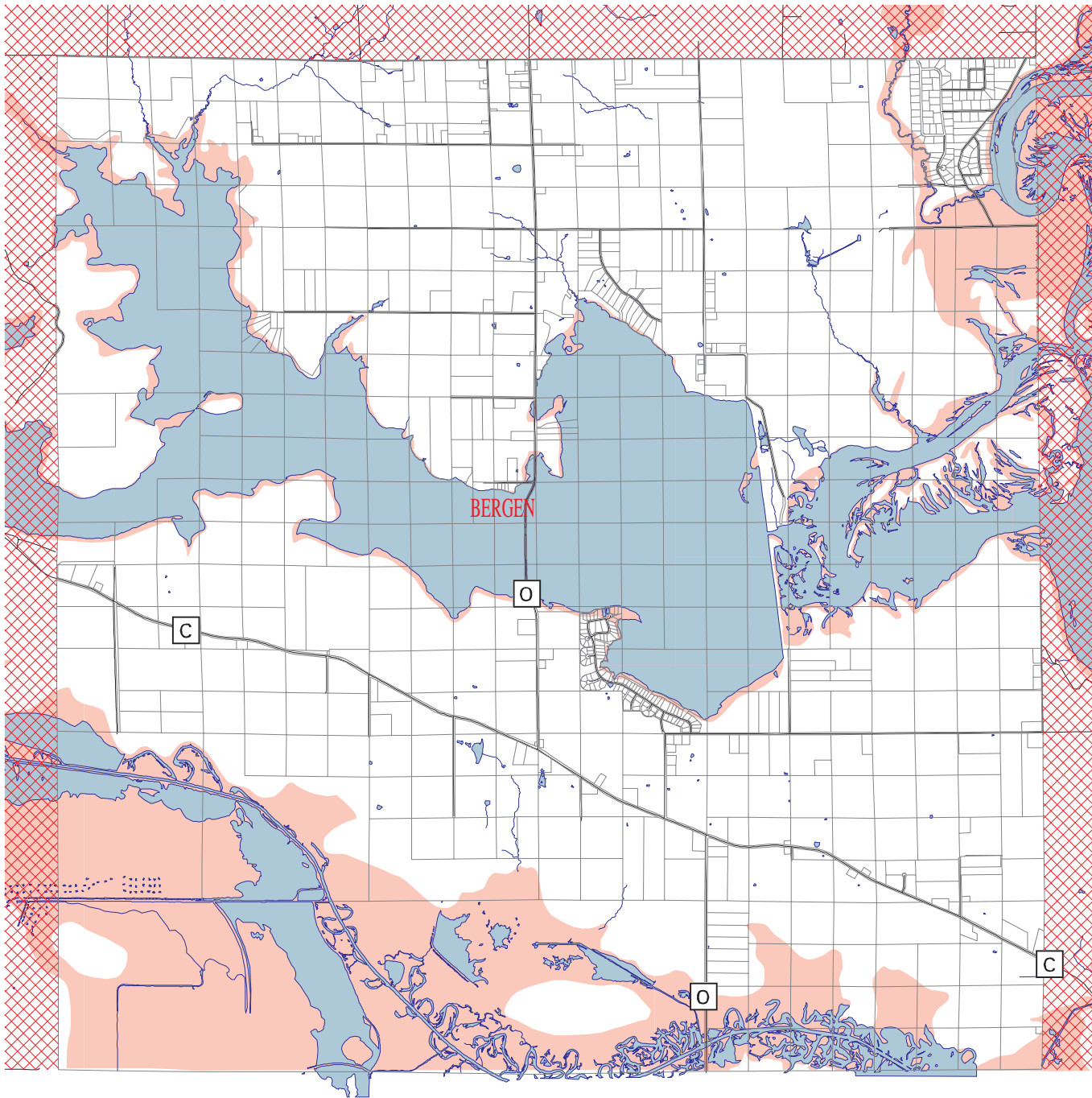
Marathon County- The County provides several services to the Town including: law enforcement through the Sheriff's Department, 911 dispatch service, access permits, maintenance and improvement of County Highways, planning and permitting oversight regarding shoreland, wetland and floodplain regulation,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

Regional Agencies- The North Central Wisconsin Regional Planning Commission (NCWRPC) provides planning and mapping assistance.

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

Existing or Potential Conflicts

None identified.

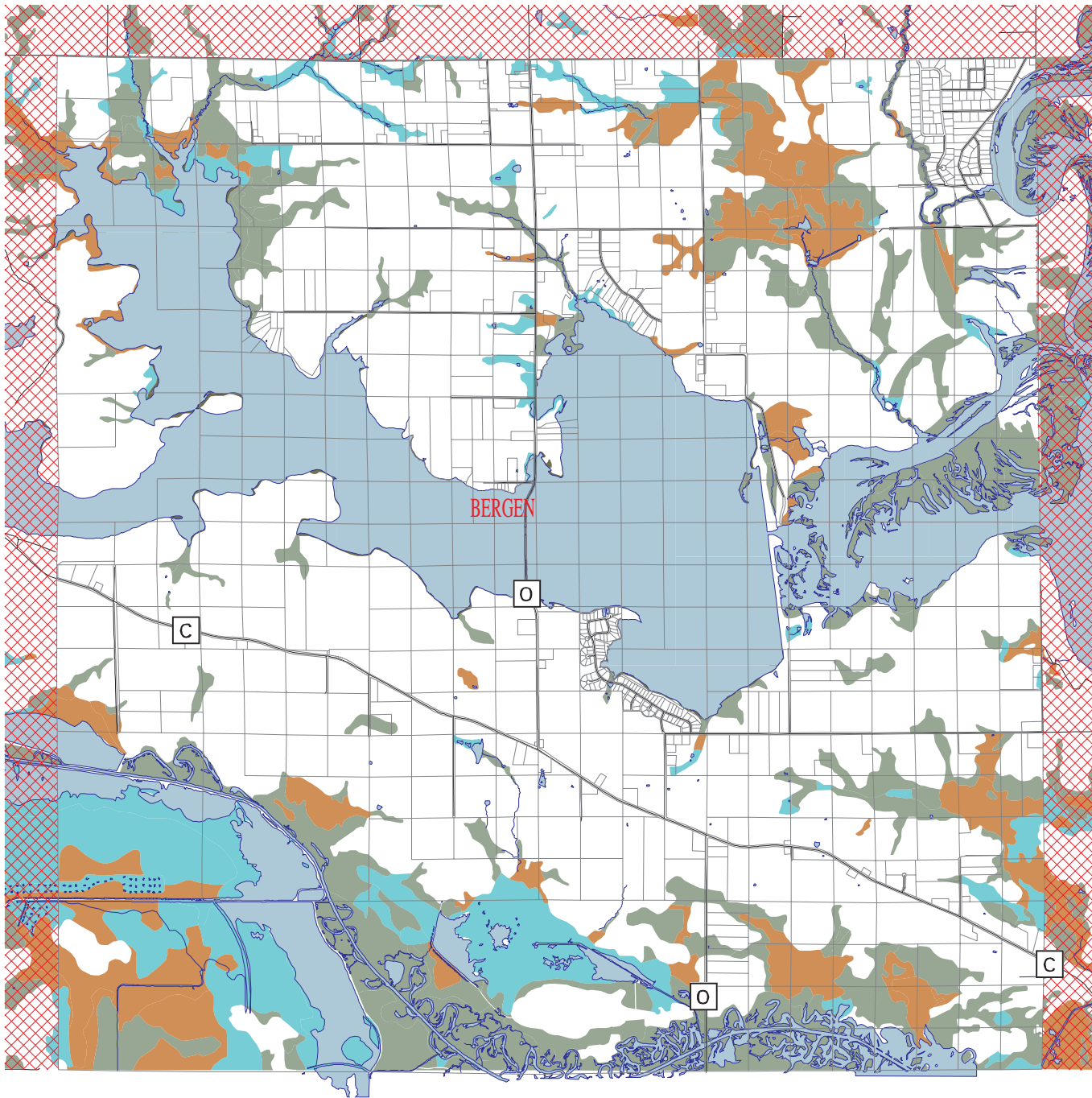


■ FEMA Floodplain

▨ Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005



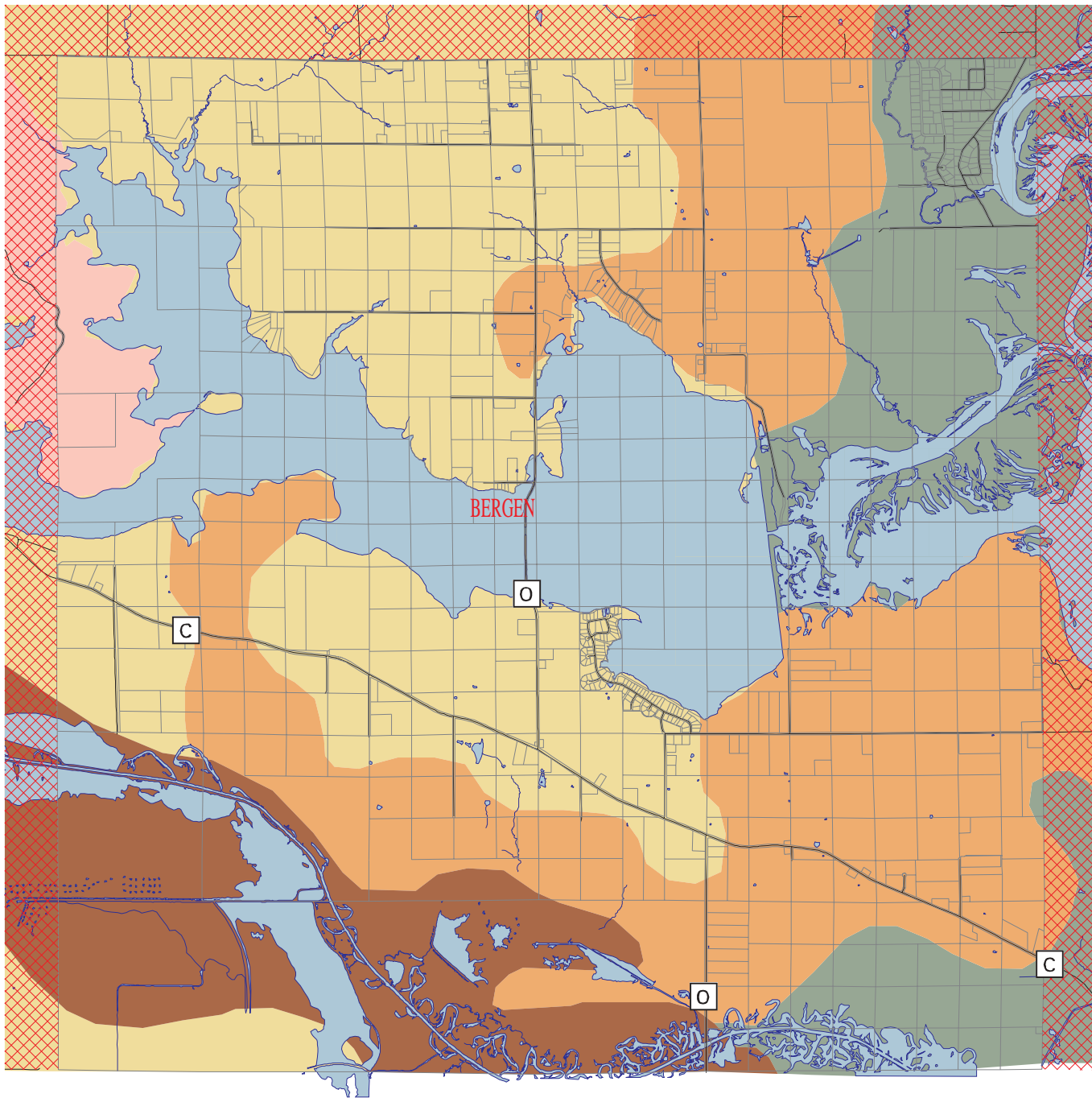
Figure 3-1
 100 Year Floodplain
 BERGEN



- Aquatic beds
- Emergent/wet meadow
- Filled/draind wetland
- Flats/unvegetated wet soil
- Forested
- Scrub/shrub

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2
Wetland Types
BERGEN



Magnor-Cable

Marathon-Mylrea-Moberg

Mahtomedi-Fordum-Sturgeon

Cathro-Seelyeville

Loyal-Withee-Marshfield

Fenwood-Rietbrock-Rozellville

Chetek-Rosholt-Oesterle

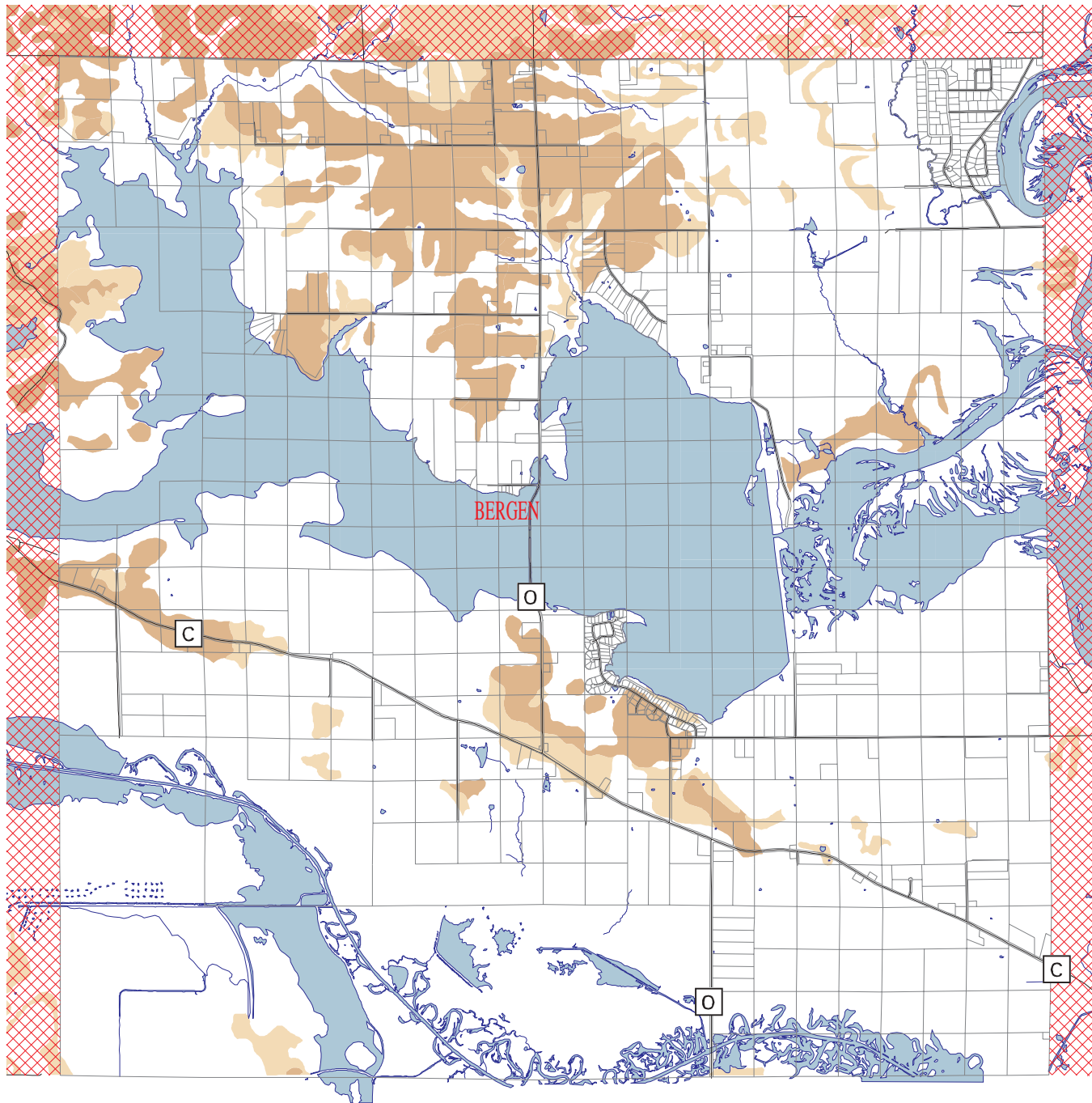
Kennan-Hatley

Mosinee-Meadland-Dancy

Mahtomedi-Graycalm-Meehan

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-3
Soil Associations
BERGEN

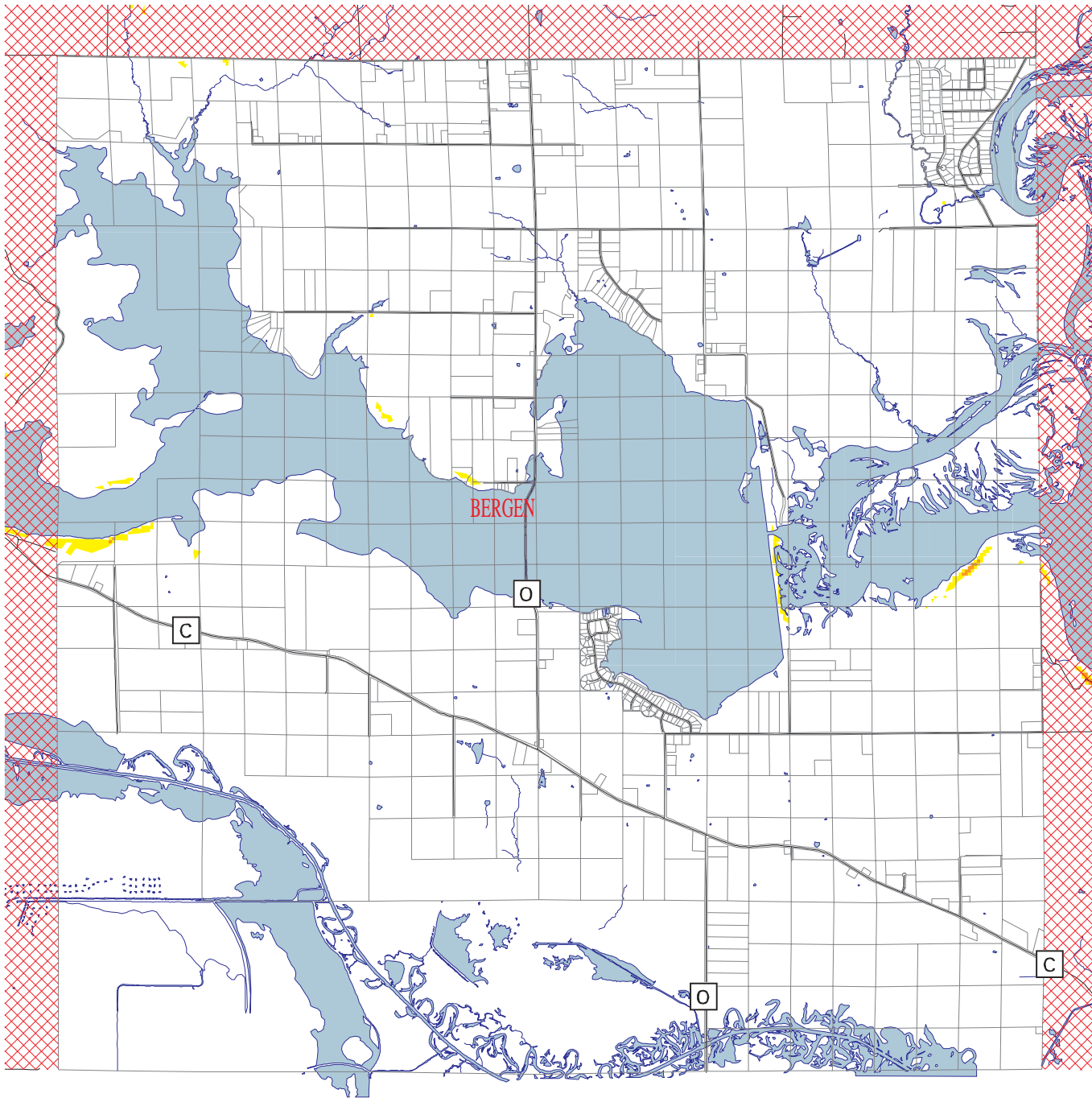


■ Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

■ Group 2: The soils in this group are very good agricultural soils. They also are designated as prime farmland Class 2. These soils differ from the preceding group by having restricted drainage. In wet years they are more difficult to work and crops needing well drained condition (alfalfa, ginseng) do very poorly.

⊠ Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-4
Prime Farm Land
BERGEN

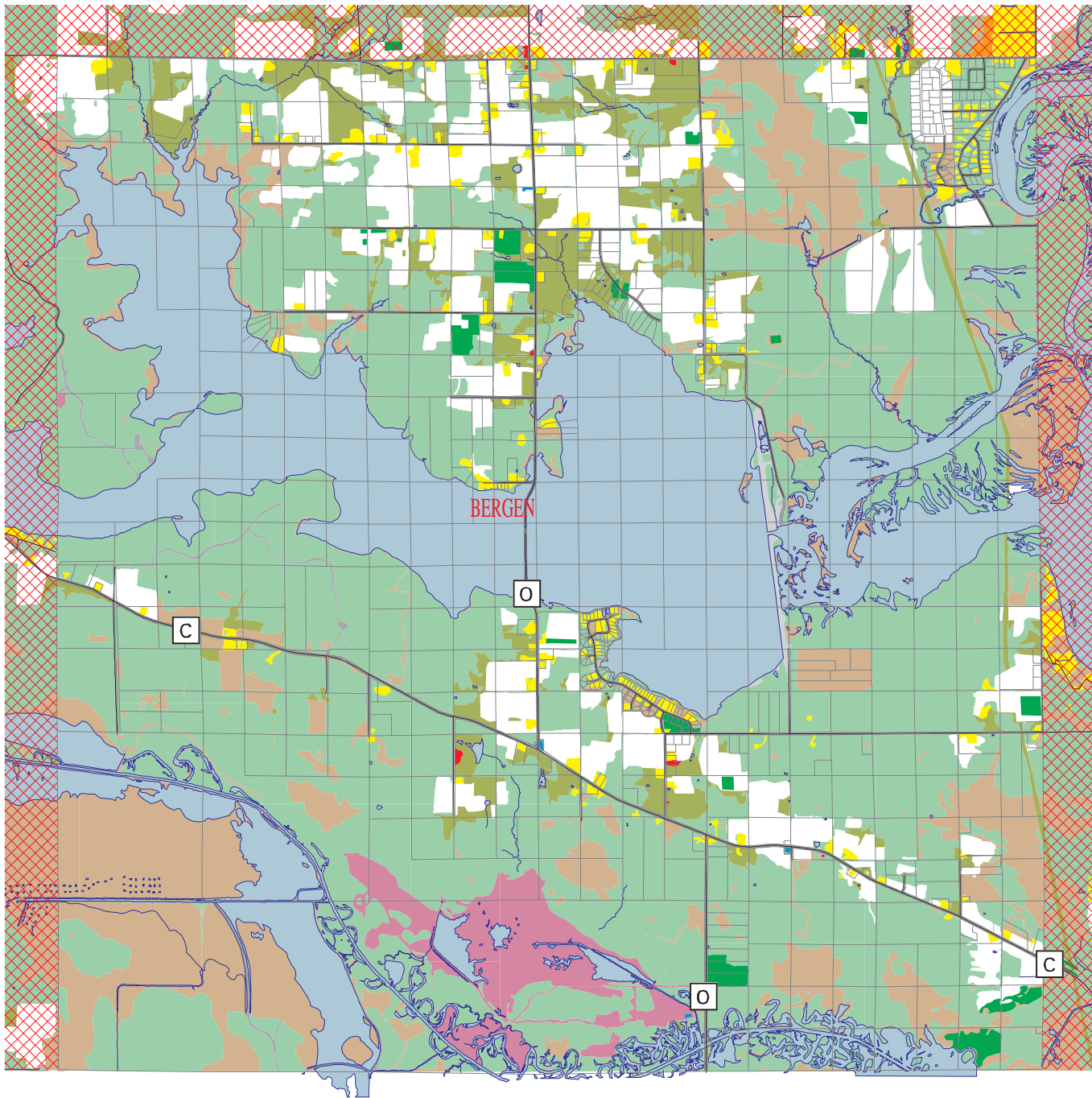


■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

⊠ Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

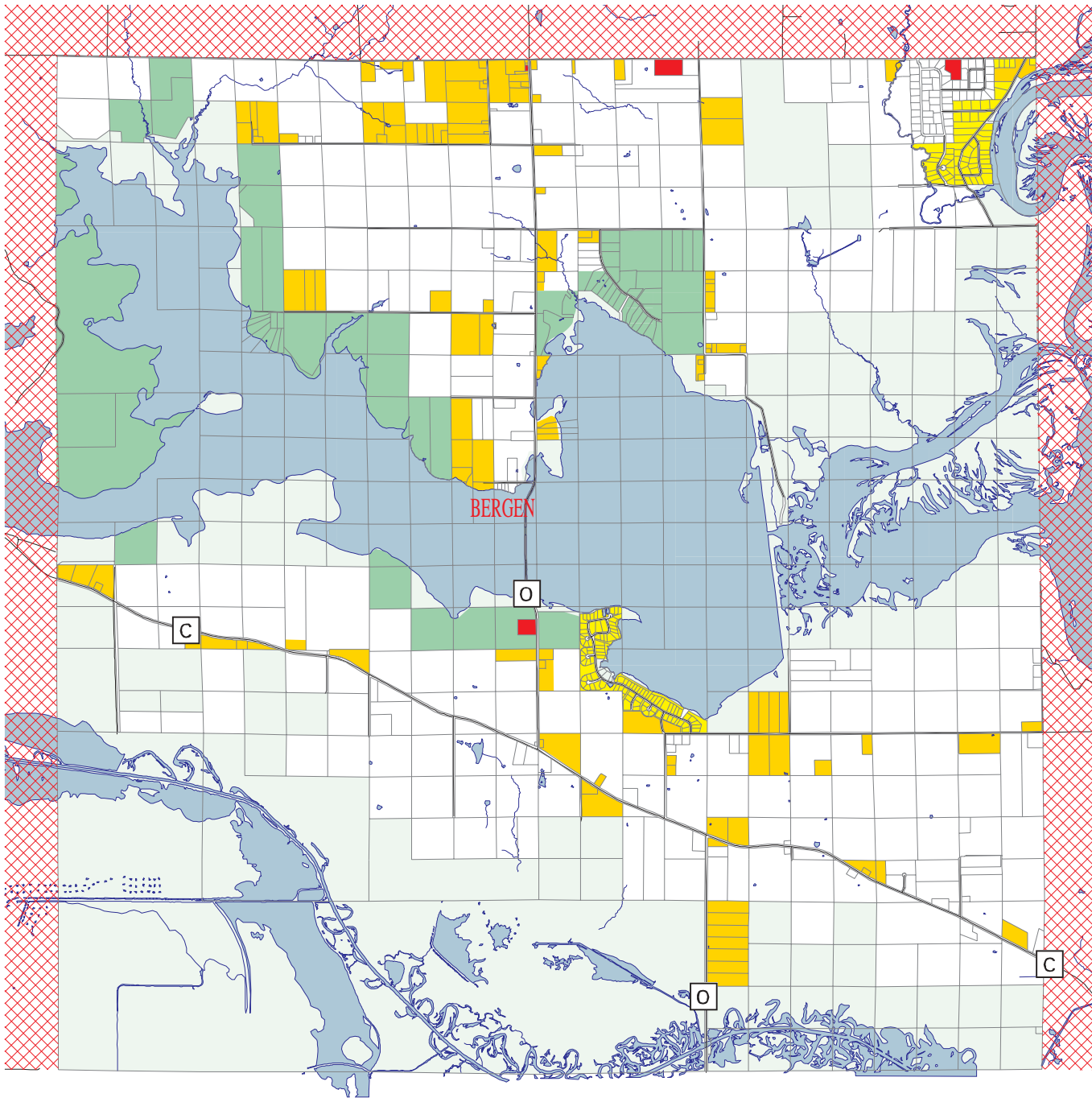
Figure 3-5
Slopes
BERGEN



- | | | | | |
|---------------------------|----------------------|---------------------|------------|--------------------|
| Single Family Residential | Industrial | Specialty Crops | Recreation | Transportation |
| Multi-Family Residential | Quarries/Gravel Pits | Other Agriculture | Woodlands | Vacant/Barren Land |
| Commercial Services | Crop Land | Public/Quasi-Public | Water | |

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

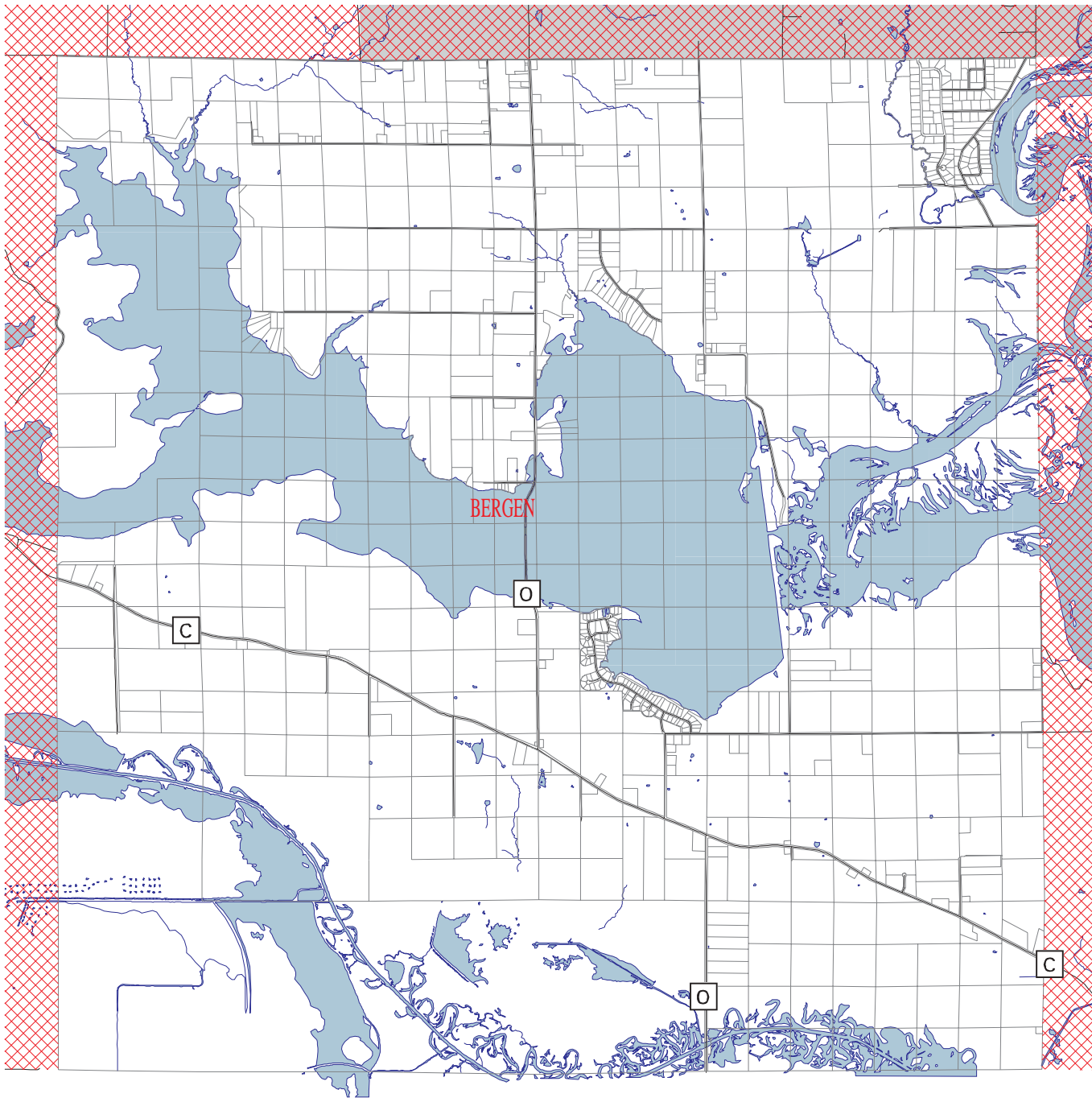
Figure 4-1
 2000 Landuse/Landcover
 BERGEN



- | | | | |
|---|--|--|--|
| RS-1 | A-1 | C-1 | RC |
| RS-2 | AR | M-1 | HI |
| RM | CV | M-2 | |


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2
Local Zoning
BERGEN

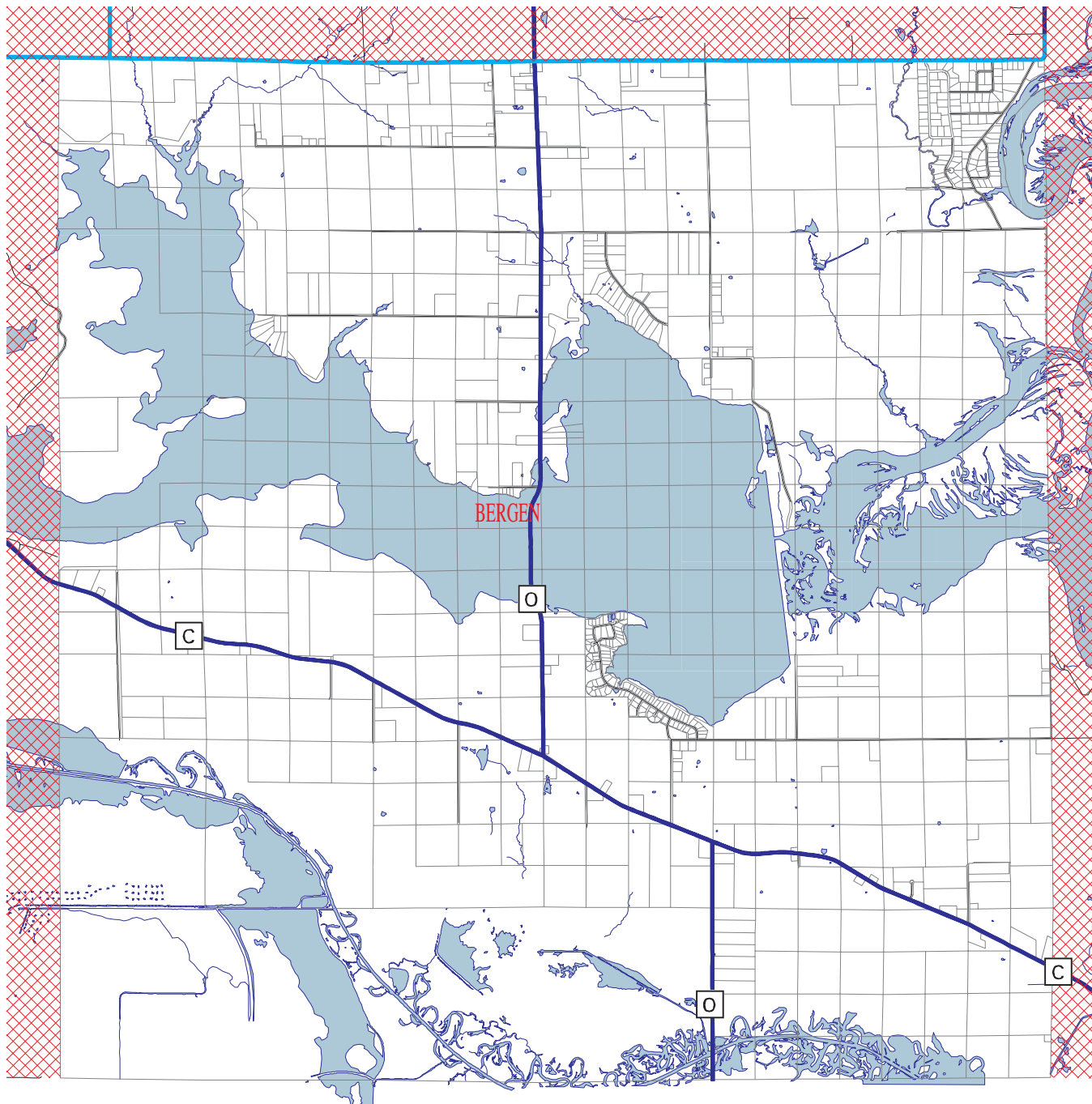


- Exclusive ag zoning
- Farmland pres contracts

 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005


Exclusive Ag & Farmland Preservation
BERGEN

Figure 4-3



- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate


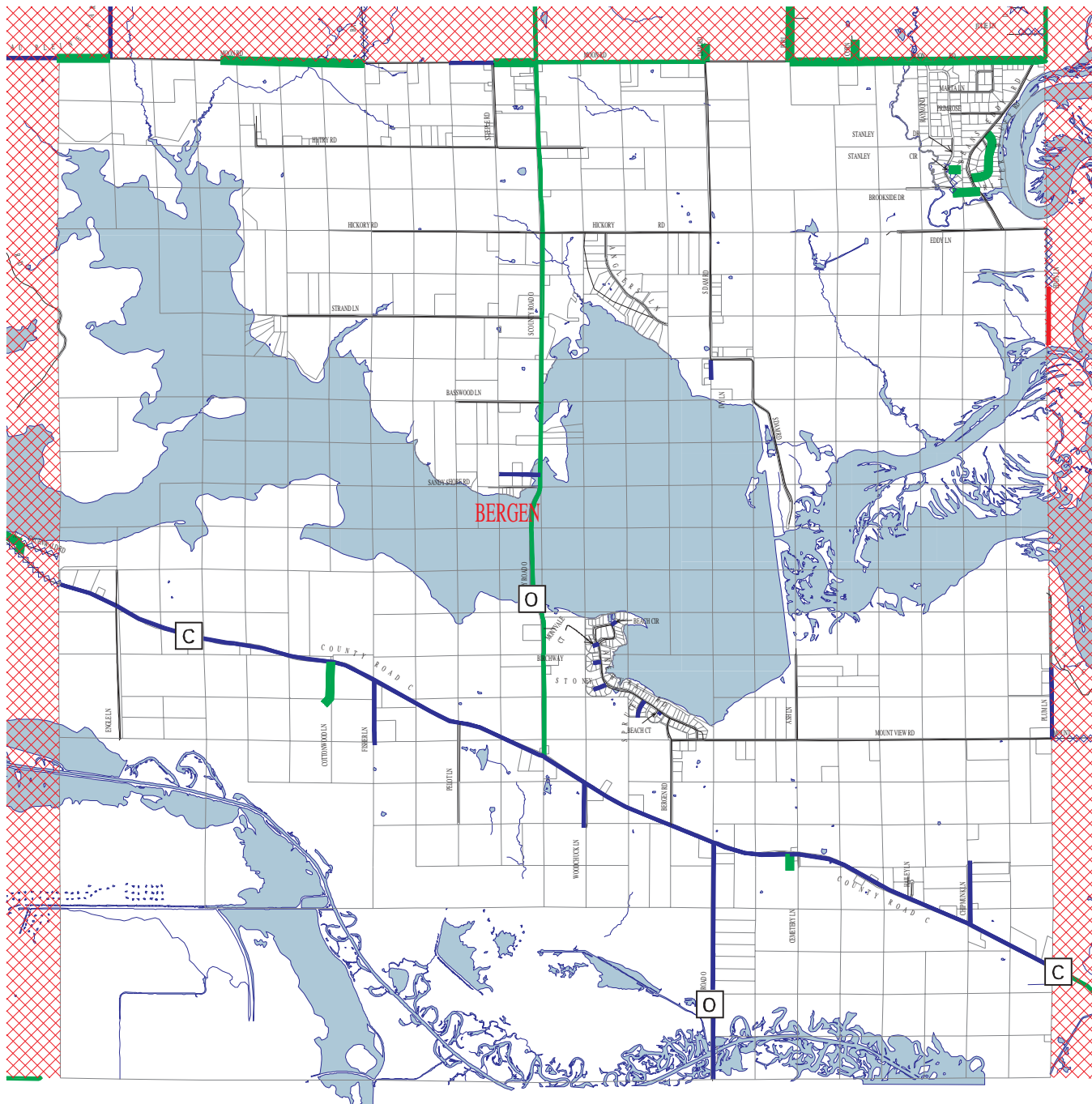

X Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

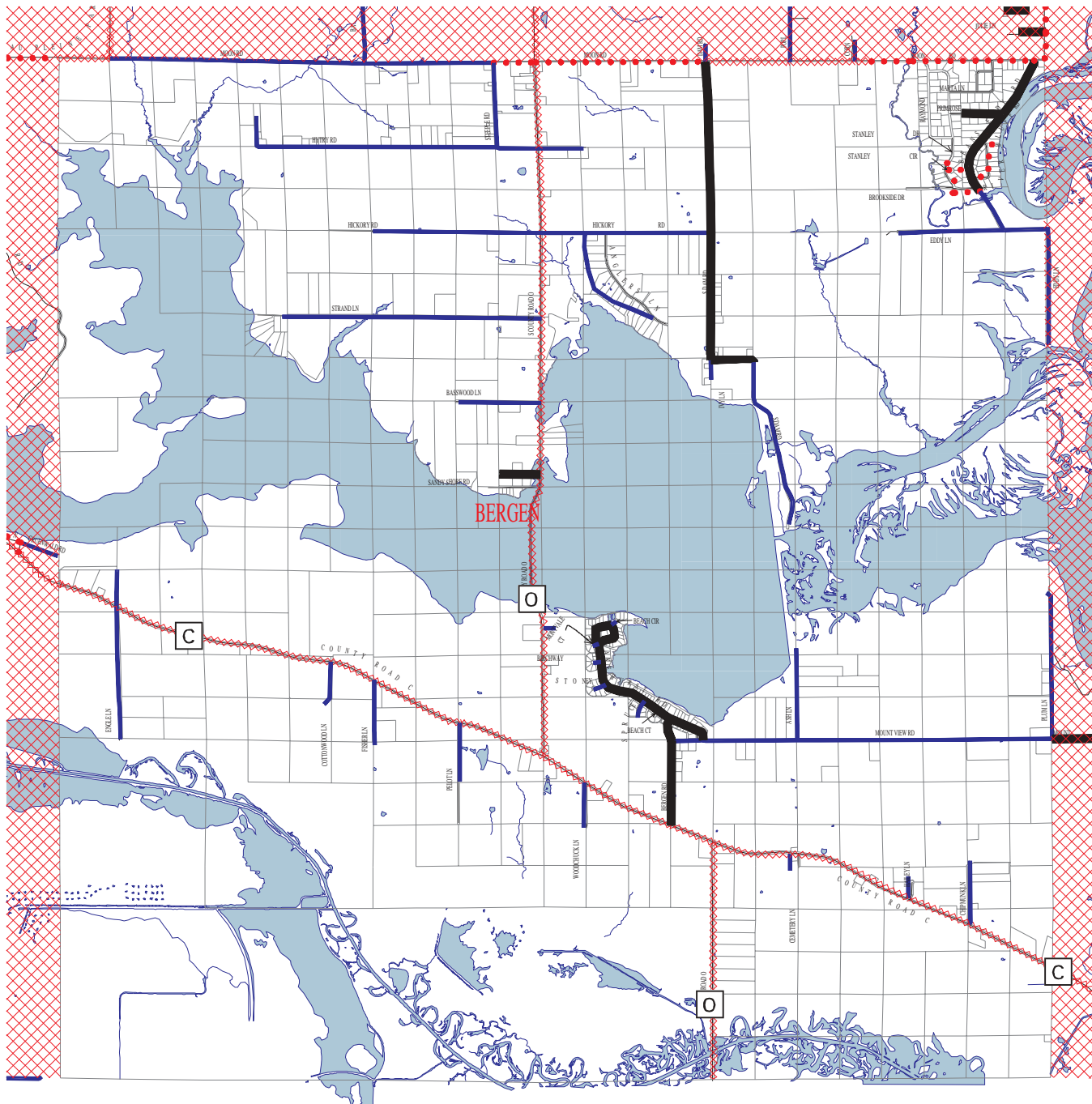
Figure 5-1
Functional Classification of Roads
BERGEN



- No Data
- Fair
- Failed
- Good
- Very Poor
- Very Good
- Poor
- Excellent


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 5-2
Road Surface Rating
BERGEN

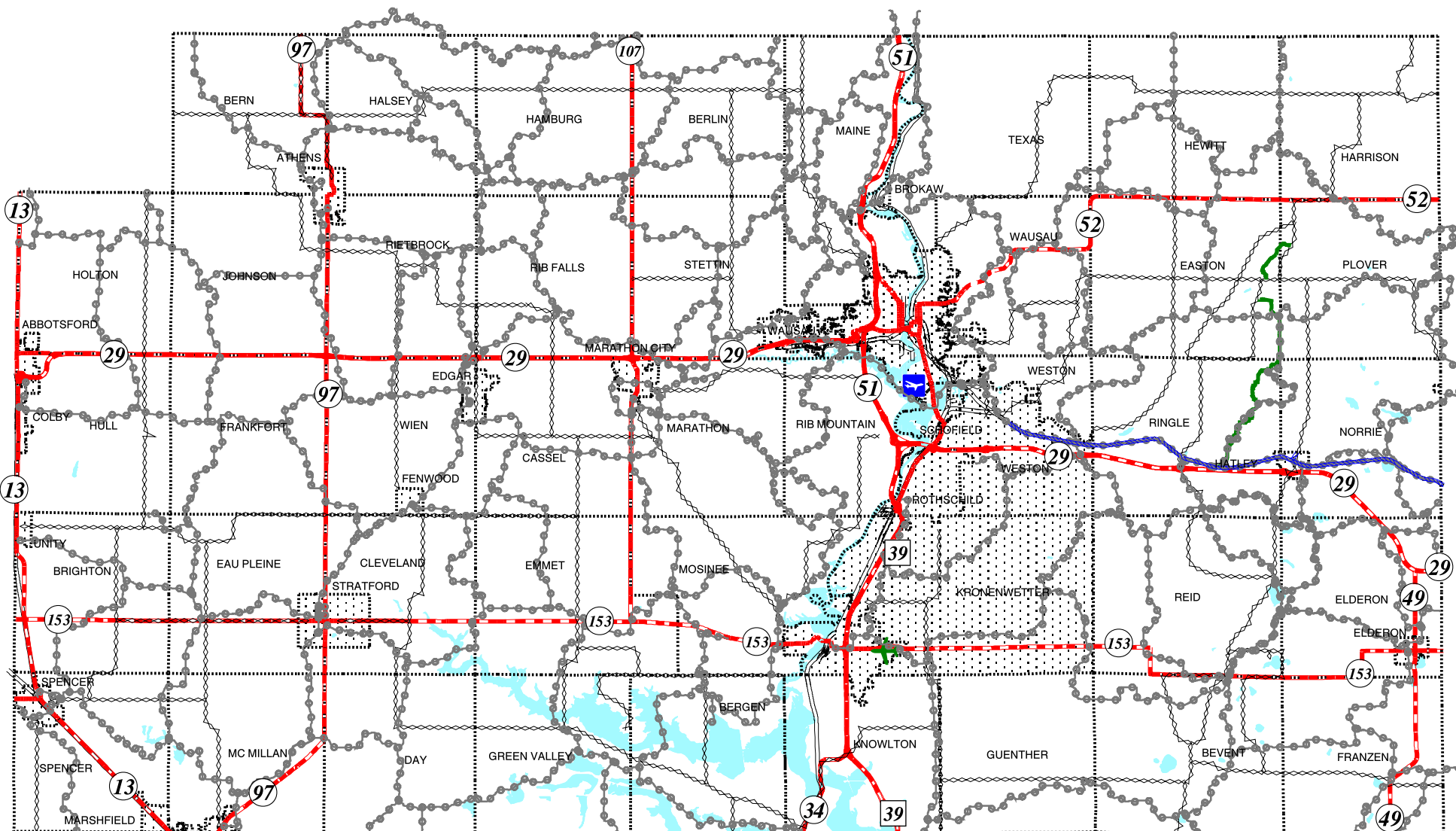


- No Data
- Concrete Pavement
- <1" Wearing Surface
- Asphalt Pavement
- Asphalt Pavement on Concrete
- Asphalt Pavement with Base >7"
- Asphalt Pavement With Base <7"
- Unimproved Road
- Brick or Block Pavement


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 5-3
Road Surface Types
BERGEN

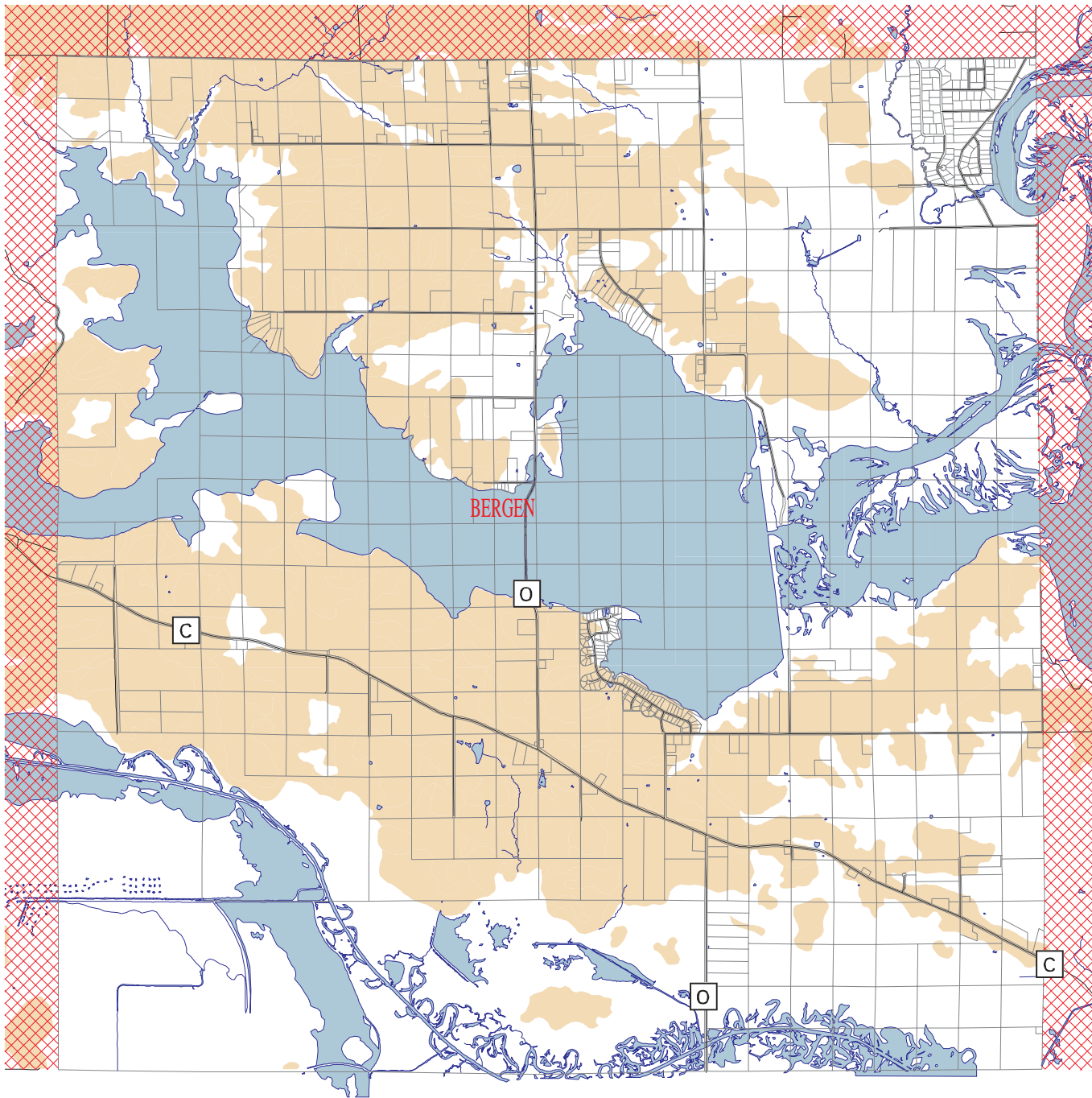
MARATHON COUNTY REGIONAL TRAILS & TRANSPORTATION



- Mountain Bay Trail
- 2001 Snowmobile Trails
- Ice Age Trail
- Suggested Bike Routes
- Wausau City Airport
- Central Wisconsin Airport (Mosinee)

- State & Us Highways
- Railroads (Active)
- Municipal Boundary
- Water Features
- Incorporated Municipality

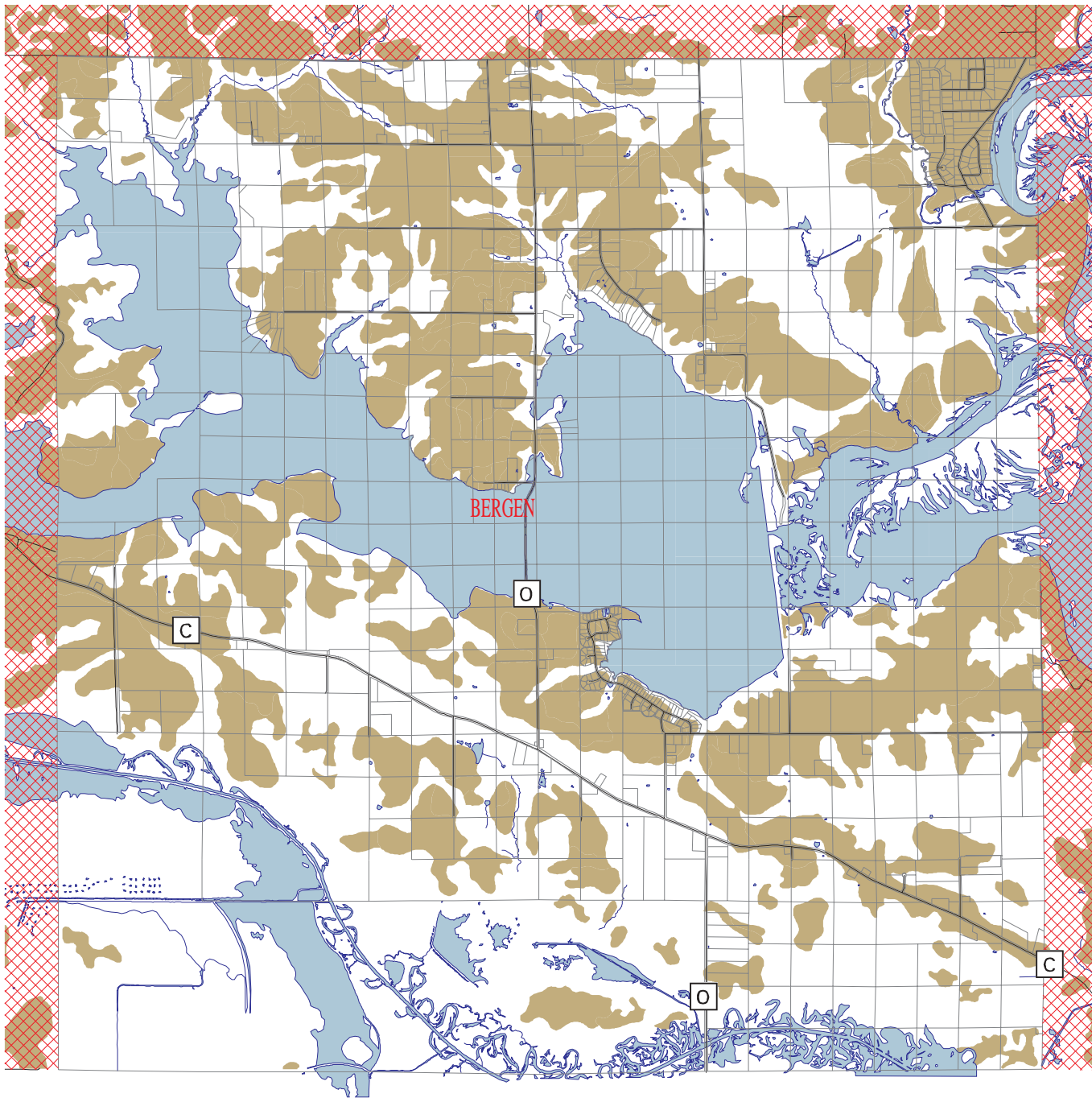
Figure 5-4



- 0 - 20" (Quarries) □ >60"
- 20 - 40 "
- 40-60"


 ■ Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-1
Depth To Bedrock
BERGEN



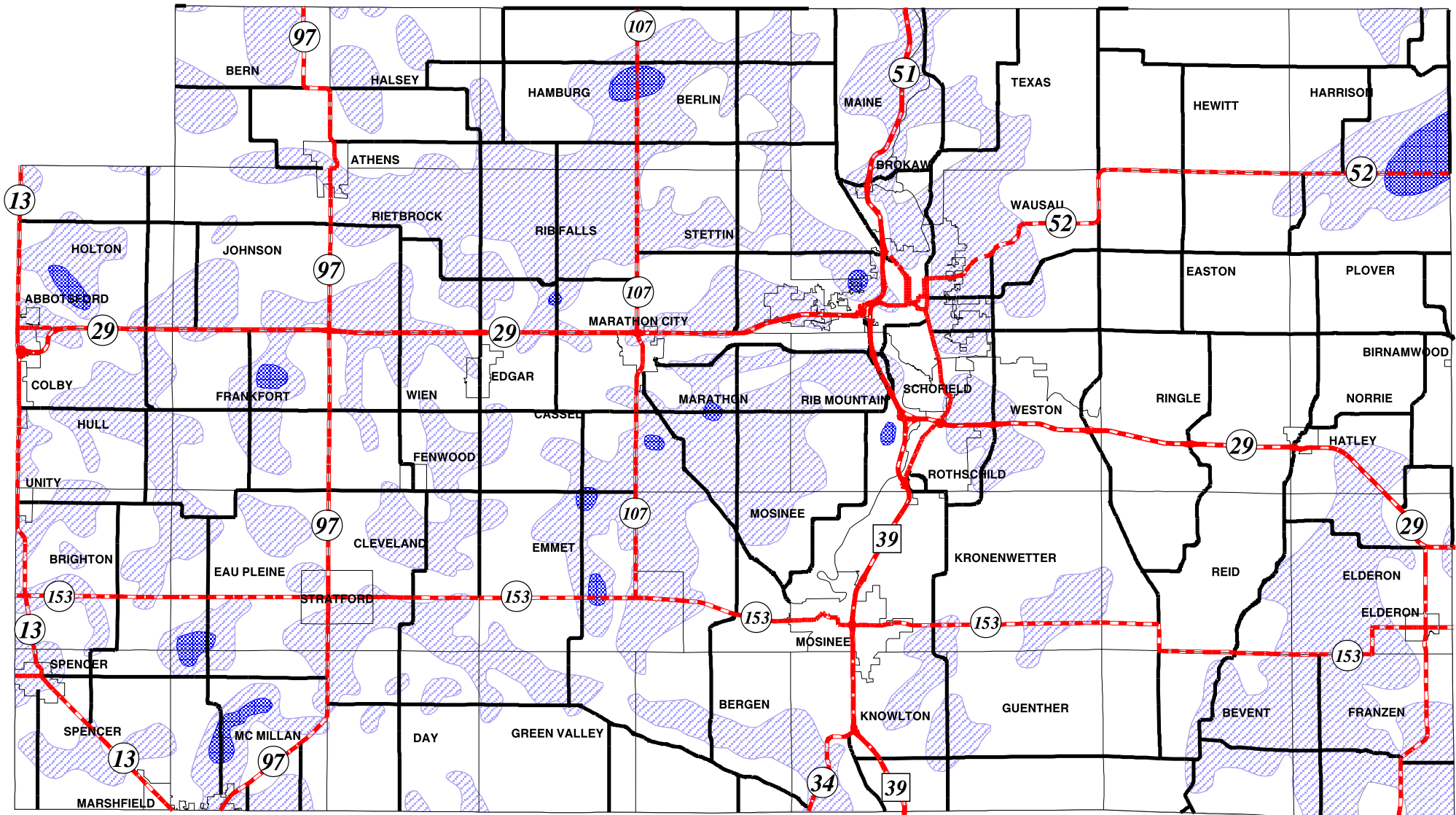
■ Soils suitable for septic systems w/soil absorption component




⊠ Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Suitable Soils-Septic Tank Absorption
 BERGEN

Figure 6-2

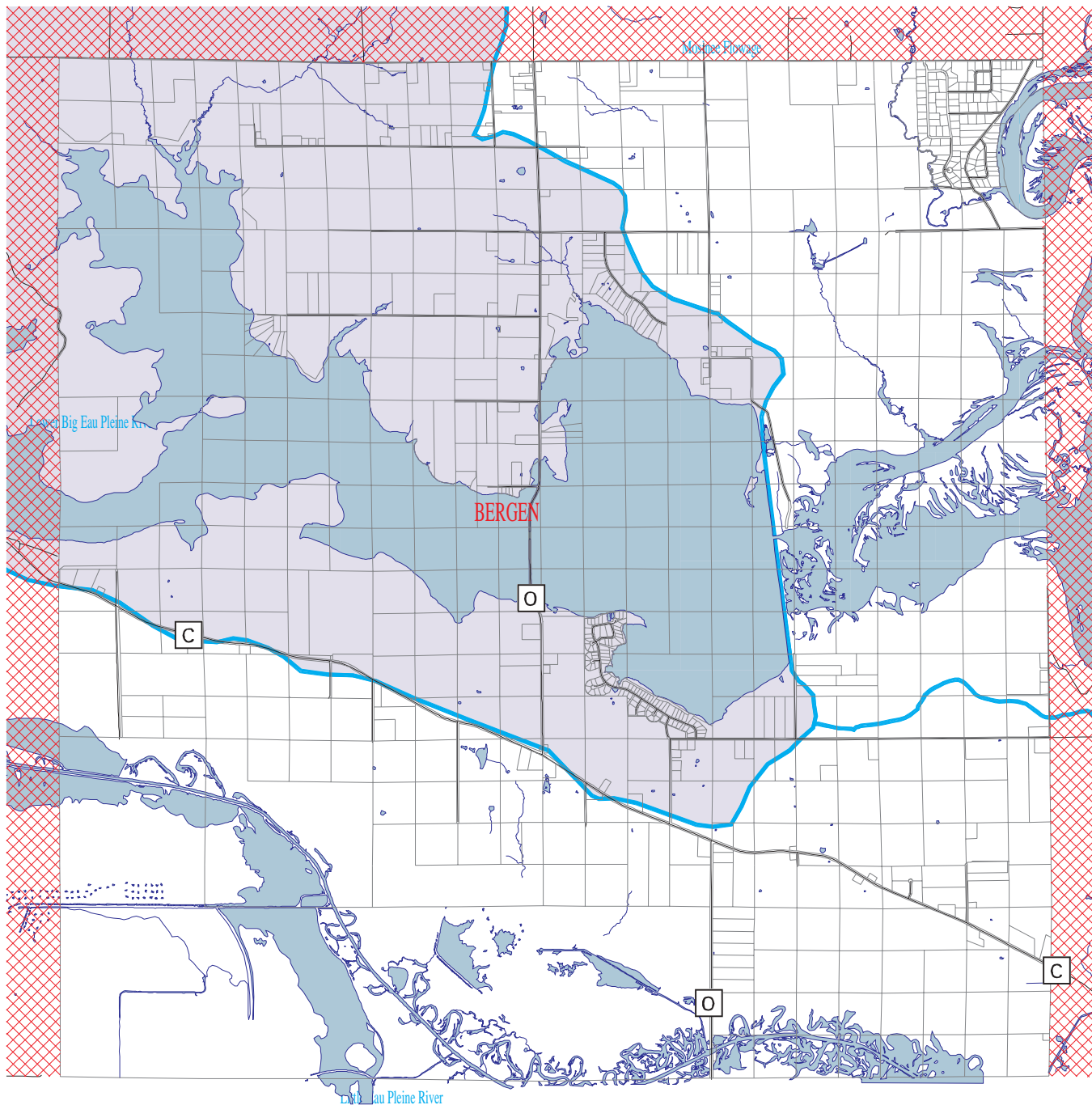
MARATHON COUNTY DEPTH TO GROUND WATER



-  State & Us Highways
-  County Roads
-  Municipal Boundary
- Ground Water Depth**
-  0-20 feet
-  20-50 feet
-  >50 feet



Source: "Irrigable Lands Inventory --- phase 1
Groundwater and Related Information", I.D. Lippett
and R.G. Hennings, MP -81-1, WGNHS 1981.



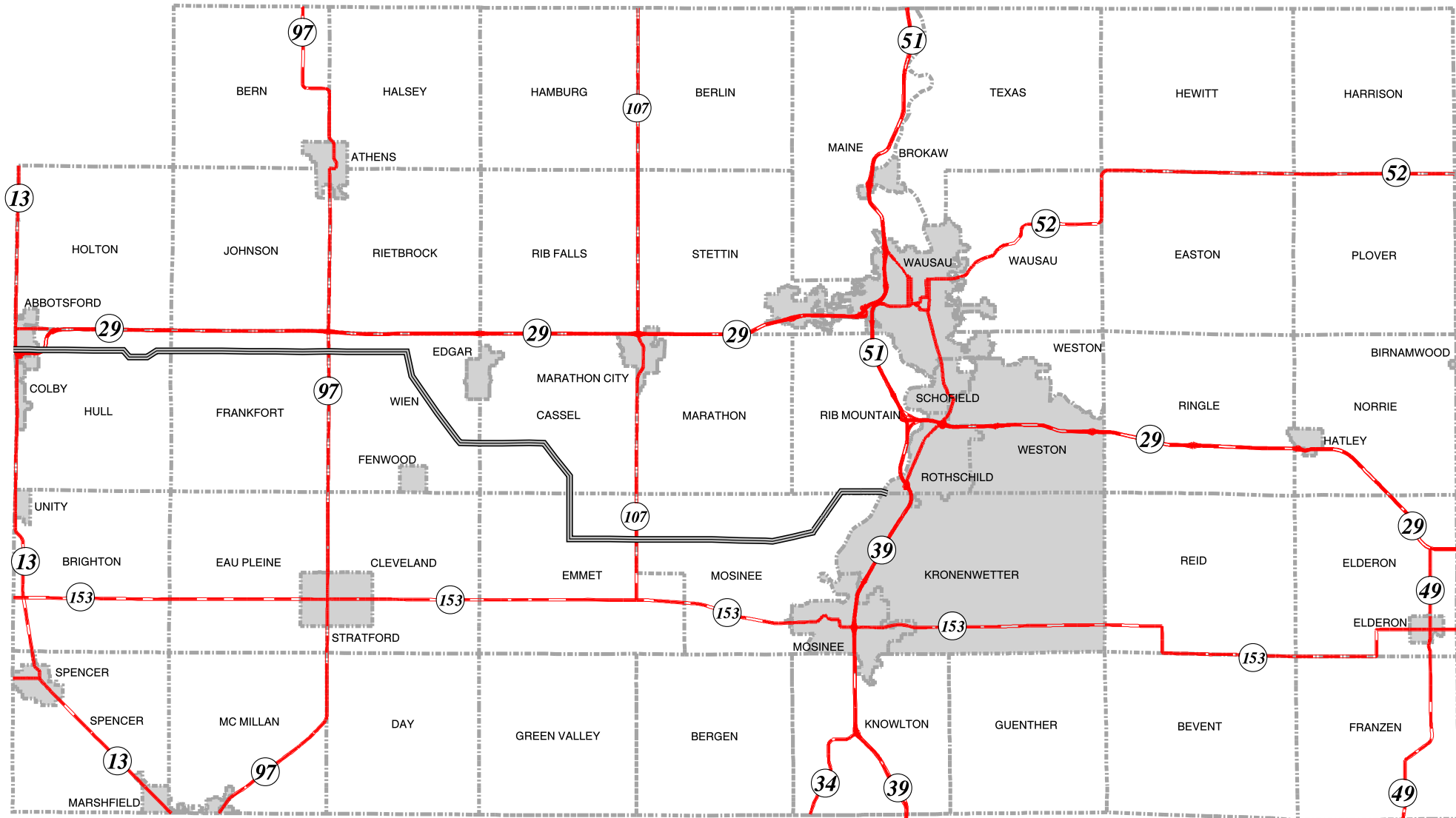
Priority Watersheds
as identified in the Marathon County
Land & Water Resource Management Plan

Watershed boundaries

Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 6-4
Major Watersheds
BERGEN

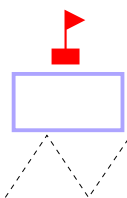
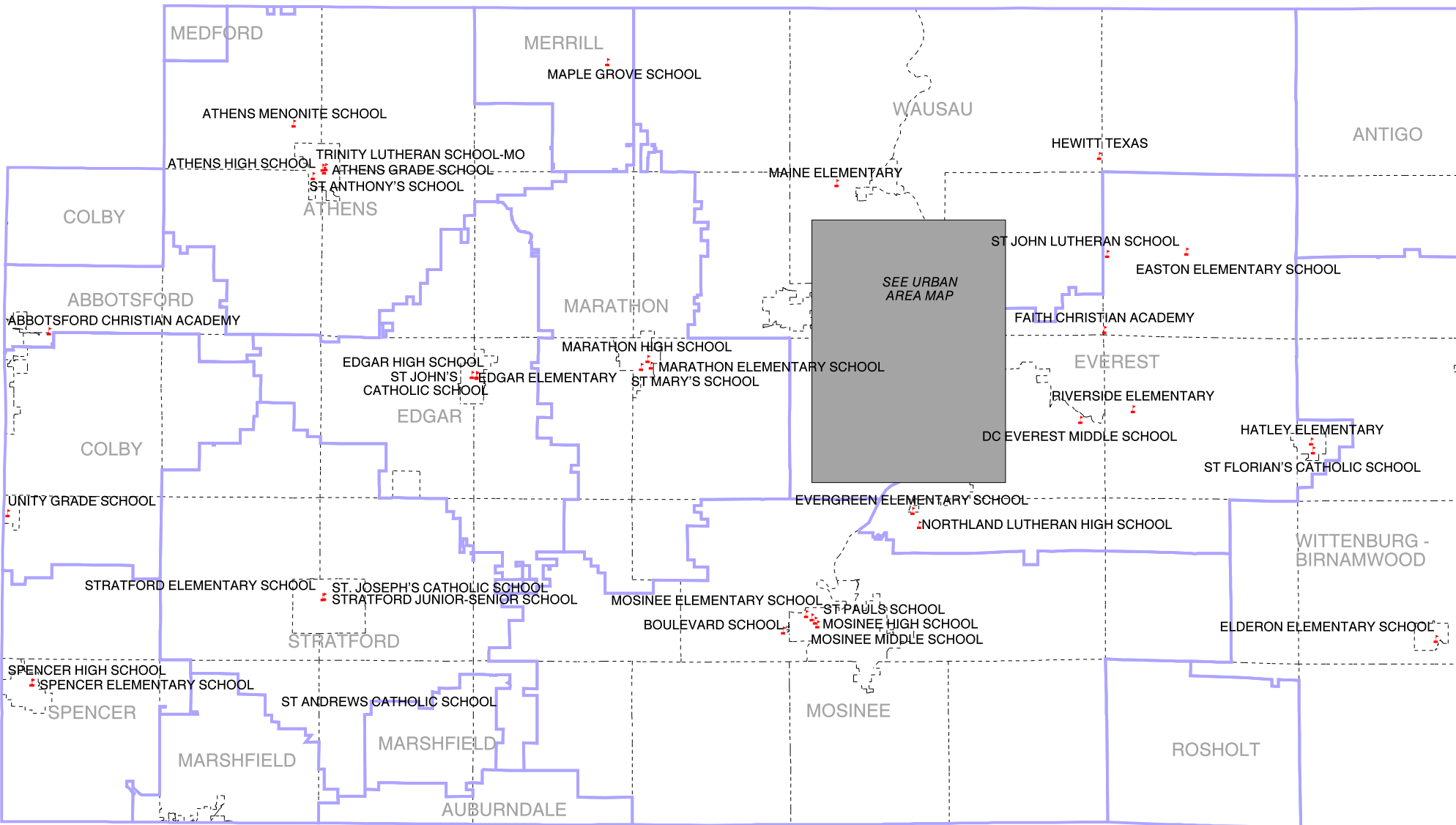
MARATHON COUNTY PROPOSED WESTON - ARROWHEAD LINE



Proposed Power Line
 State & Us Highways
 Municipal Boundary
 Incorporated Municipality

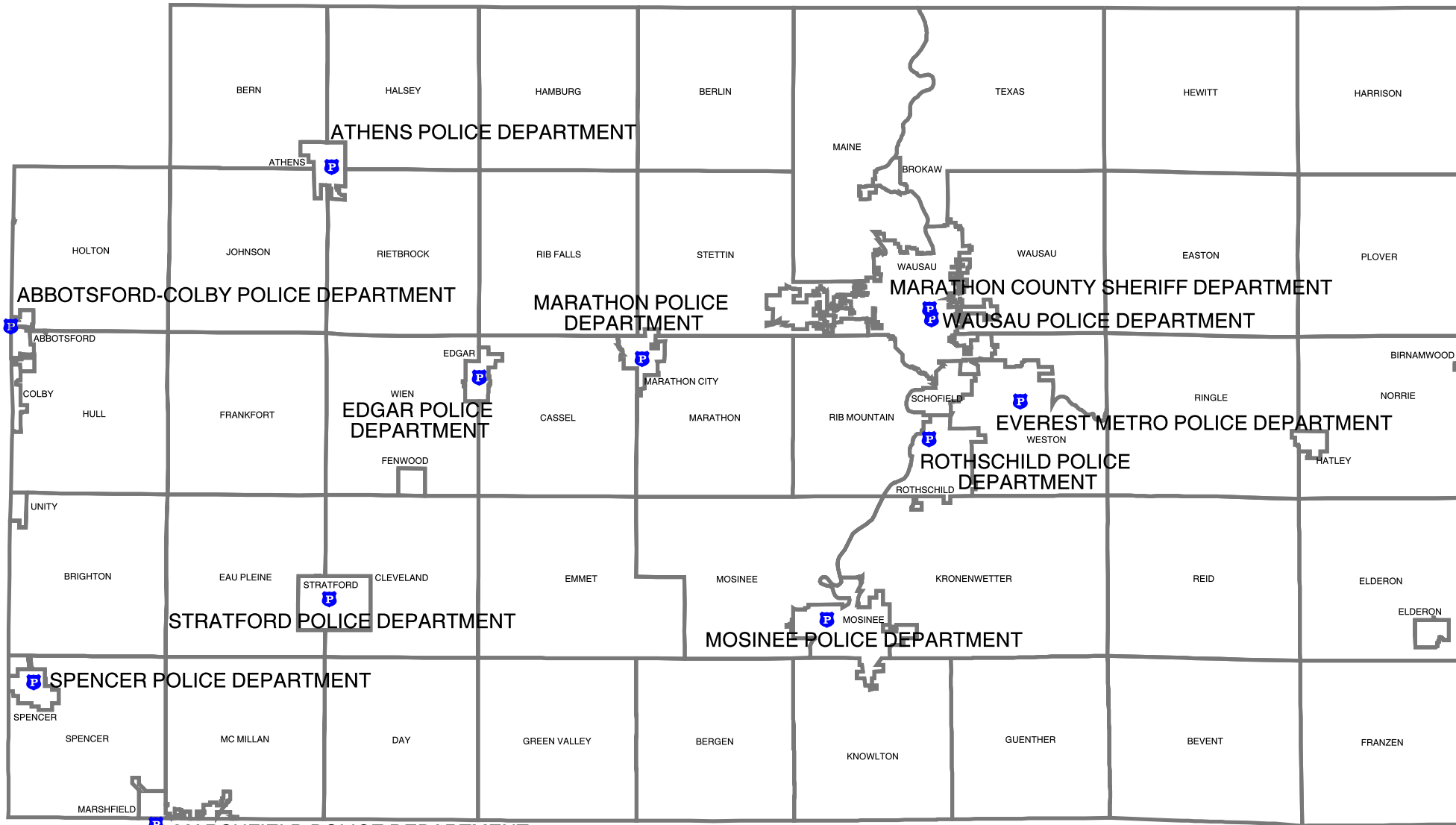
Figure 6-5

MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS RURAL AREA MAP



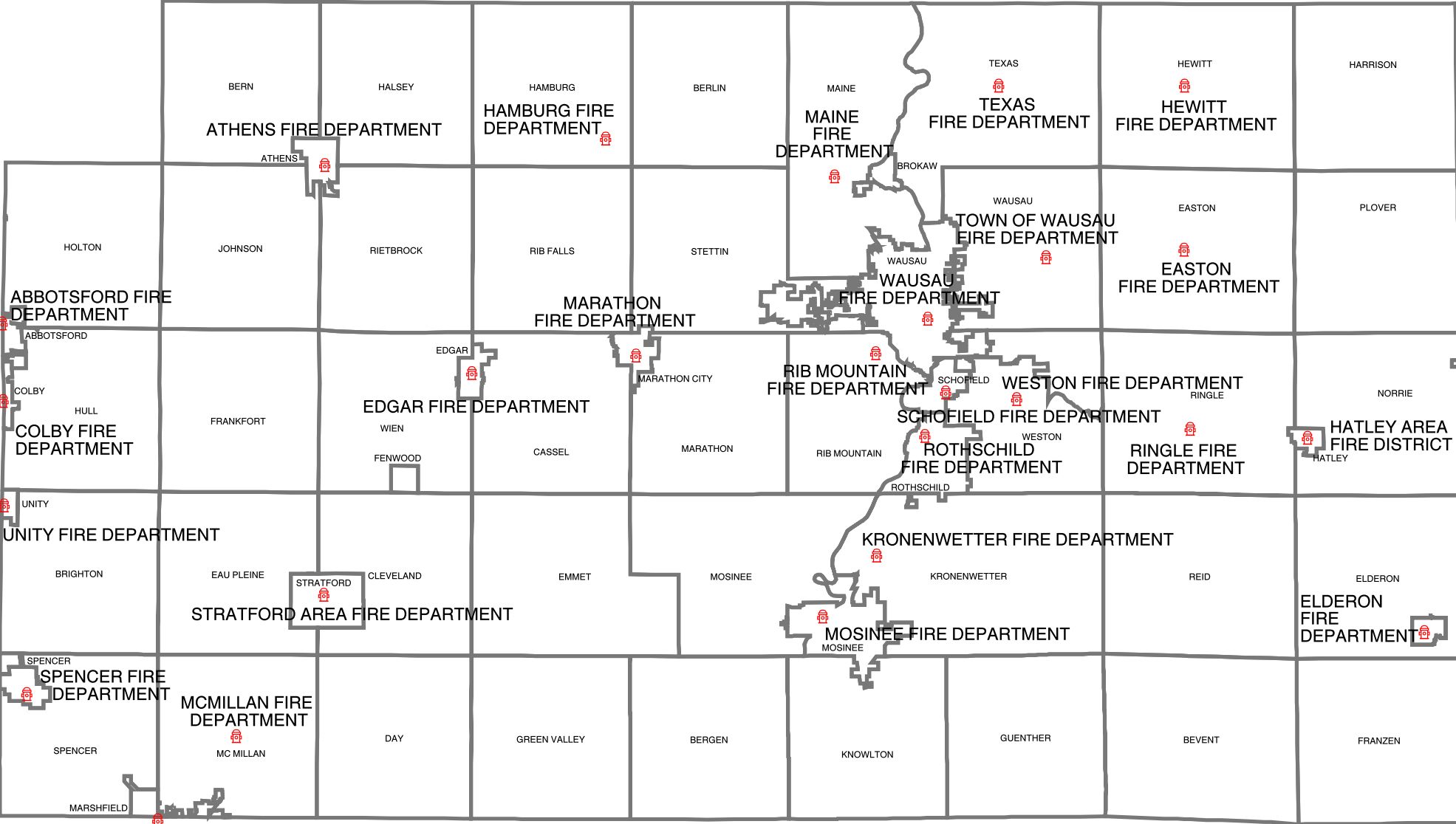
School Locations
School District Boundary
Municipal Boundary

MARATHON COUNTY LAW ENFORCEMENT



 **Police Department**
 **Municipal Boundary**

MARATHON COUNTY FIRE DEPARTMENTS



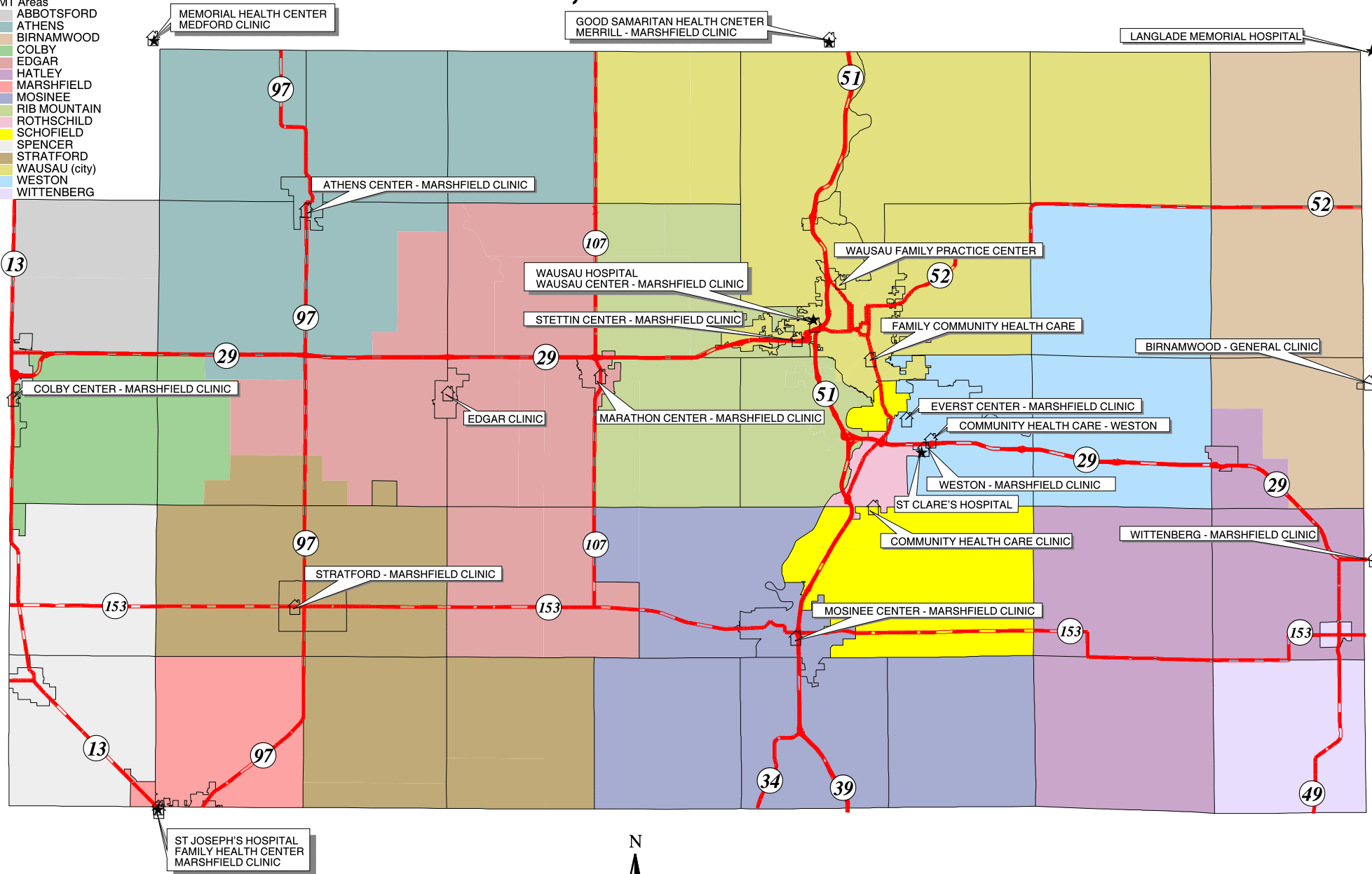
Map Developed by Marathon County CPZ & GIS 2005

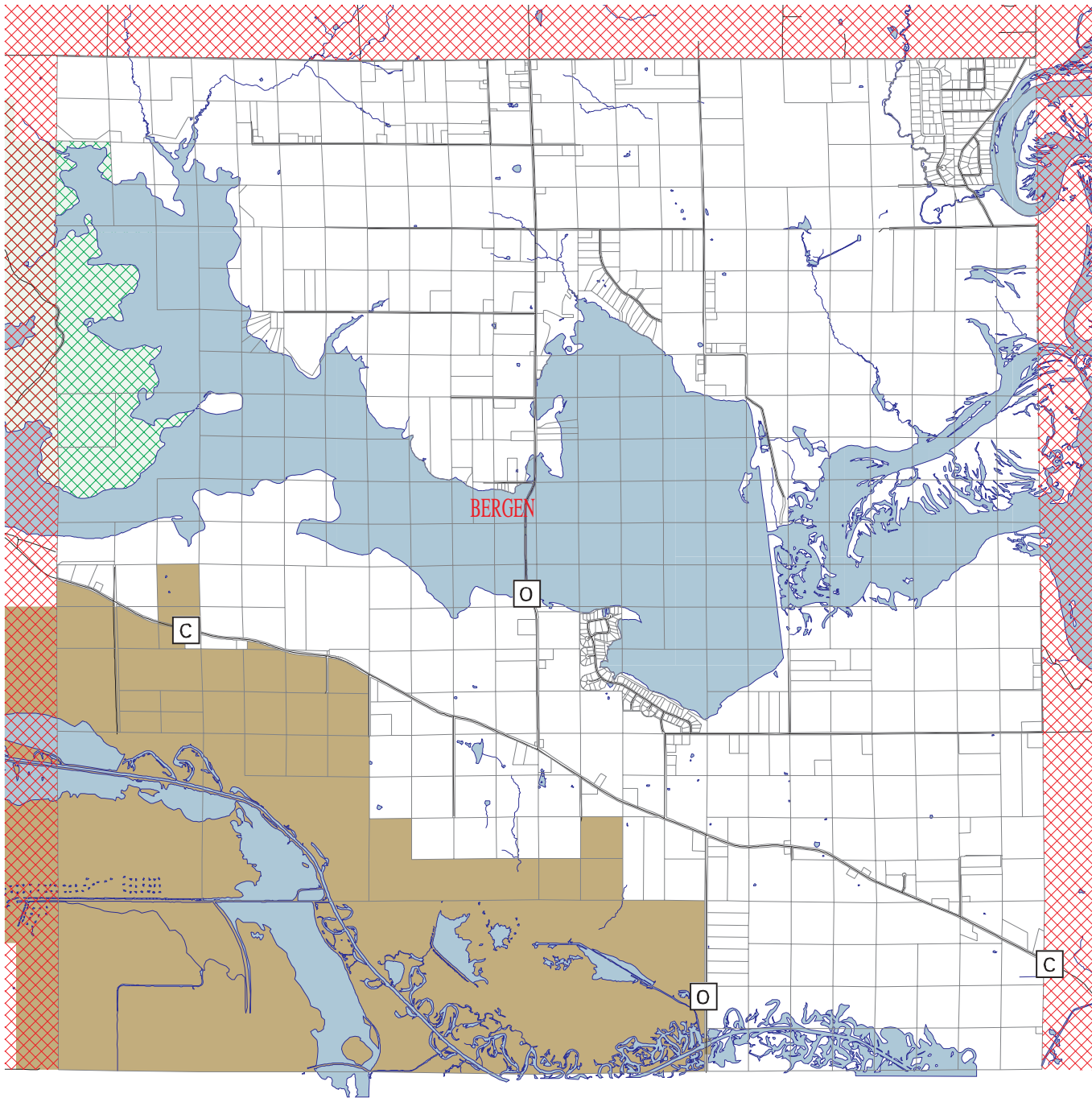
 **Fire Department**
 **Municipal Boundary**

Figure 9-3

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

- Healthcare Facilities
- CLINIC
 - HOSPITAL
 - State & US Highways
 - Municipal Boundary
- EMT Areas
- ABBOTSFORD
 - ATHENS
 - BIRNAMWOOD
 - COLBY
 - EDGAR
 - HATLEY
 - MARSHFIELD
 - MOSINEE
 - RIB MOUNTAIN
 - ROTHSCHILD
 - SCHOFIELD
 - SPENCER
 - STRATFORD
 - WAUSAU (city)
 - WESTON
 - WITTENBERG





- Municipal Parks
- State Parks
- County Forest Units
- County Parks


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 10-1
Recreation Facilities
BERGEN

Town of Bergen

Comprehensive Plan

Goals, Objectives, Policies & Implementation

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6. Housing Element	13
7. Cultural Resources Element	14
8. Community Facilities Element	15
9. Parks Element	16
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11. Intergovernmental Cooperation Element.....	19
12. Implementation Element	20

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- B. Marathon County Guiding Principles
- C. Ordinances and Resolutions for Adoption
- D. Public Participation Plan
- E. Bibliography of Related Studies and Plans
- F. Road Paving Criteria

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- Figure 3-3: Development Constraints
- Figure 4-1: Functional Classification
- Figure 4-2: WISLR Ratings
- Figure 4-3: WISLR Road Surface Type

List of Acronyms

303 (d) list—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

AADT—Annual Average Daily Traffic

AHI—Architecture & History Inventory (a database of the Wisconsin Historical Society).

BMPs—Best Management Practices

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

CIP—Capital Improvement Program

Comm 83—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

DWD—Department of Workforce Development

EMS—Emergency Medical Services

EMT—Emergency Medical Technician

ERW—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

HUD—U.S. Department of Housing and Urban Development

LHOG—Local Housing Organization Grant

LRTP—Long Range Transportation Plan (Prepared by the Wausau Metro Planning Organization for the Metro area).

LWRMP—Land and Water Resource Management Plan (Marathon County)

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

ORW—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

Town of Bergen

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

SHPO—State Historic Preservation Office

STF Data—Summary Tape File, referring to data files of the 2000 U.S. Census.

STH—State Trunk Highway

TDP—Transit Development Plan (Wausau Area Transit System)

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

USH—U.S. Highway

UW-MC—University of Wisconsin—Marathon County

WATS—Wausau Area Transit System

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

WPD—Wetland Protection District

WPS—Wisconsin Public Service Corporation

1. Introduction

This document represents the core of the Bergen Comprehensive Plan. It outlines the community's goals and objectives to address the issues and opportunities identified in the *Conditions and Issues Report* and guide future growth. Goals and objectives have been developed relative to each of the required plan elements. For each of the goals and objectives, specific policies, strategies and/or actions are recommended to enable the community to achieve them. The Implementation Element at the end of this document compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

Coordinating planning efforts with other jurisdictions was integral to the local comprehensive planning process. By working in sub-area groups, participating in county-wide planning workshops, and directly communicating with neighboring communities, all participating local municipalities have taken steps to foster intergovernmental cooperation and land use coordination. To achieve a level of broad consistency, all participating municipalities worked together to identify common likes, dislikes and concerns impacting their respective sub-areas. These were distilled into ten countywide guiding principles that describe a broad, shared vision of the future of Marathon County.

Local plans must also address the State's fourteen planning goals outlined in Wisconsin Statutes 66.1001, to the extent applicable. The sub-area concerns are summarized below and the State planning goals and countywide guiding principles are summarized in Appendix A and B, respectively.

Sub-Area Concerns

Following is a list of concerns shared by the four rural planning sub-areas outside of the Wausau metropolitan area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-areas that participants liked, disliked, or had concerns about. Because many of the concerns were shared by all the rural sub-areas, they were consolidated into one list as follows:

General Concerns:

Local Development Control

- Maintain local control of development regulation
- Private property rights

Degree of Regulation

- Prefer minimal development regulation, but open to some regulation to protect prime farmland, rural character, natural resources and water quality
- Managed development preferred

Land Use and Development:

Preserve Rural Character

- Rural settings (small farms dotting landscape)
- Low population density (1, 2 and 5 acre lots)
- Ample open space, woodlands, natural areas, etc.
- Small town living – familiar, friendly, safe
- Concentrate commercial and industrial development in cities or villages

Farm/Non-farm Conflicts

- Increased demand (from new residents) for higher level of service, paved roads, etc.
- Traffic conflicts between passenger vehicles and farm equipment
- Road paving and dust control – Costs? Benefits?
- Road damage from heavy farm equipment
- Increased complaints about farm smells, dust, noise

Urban Fringe Development

- Annexation - lack of control over where, when and what might develop
- Some support for cooperative boundary agreements to manage growth at urban edge
- Planned development preferred - but wary of over regulation

Identity and Appearance

- Lack of design/aesthetics control for commercial and industrial development (buildings, landscaping, signs)
- Cluttered appearance of major road corridors (signs, power lines, no landscaping)
- Improve housing maintenance in some neighborhoods
- Land use conflicts – i.e. old industrial adjacent to residential

Preservation and Protection of Resources:

Preserve/Protect Natural Resources

- Preserve woodlands (highest ratings in survey responses), wetlands, rivers
- Protect/maintain natural character and scenic quality
- Maintain access to natural areas

Fiscal/Economic:

Strong and Diverse Tax Base

- Loss of land, jobs and population due to annexation
- Loss of taxable land due to public purchase (e.g. County Forests)
- Maintain/foster diverse mix of land uses
- Competition for industrial development – particularly between urban and fringe areas

Farmland Preservation (primarily economic issue)

- Loss of small/family farms to development or larger farms
- Mega farms [also concerns about environmental impacts]
- Decreasing number of active farms
- Conversion of farms to non-farm development
- Land value inflation (high taxes)

Infrastructure:

Traffic and Transportation System

- Too many driveway openings on busy road corridors
- Lack of future street planning
- Limited river crossings
- New interchange locations and loss of highway access
- Highway frontage roads – access limitations

Protect Water Supply

- Depletion or degradation due to high volume users (mega farms, new high school, industry)
- Limited access to water for wells in some areas (bedrock, etc.)

Sewer and Septic System Availability

- Poor soil drainage limits suitability for on-site waste treatment systems in some areas

- “Comm83” opens more areas for on-site treatment systems
- Interest in looking at alternatives to centralized wastewater treatment

Cost Efficient Community Services

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- How/who will pay for increased services
- Lack of transit access in rural and fringe areas

20-Year Community Vision Statement

The residents of the Town of Bergen work toward a future where there are minimal changes to land use, maintaining the rural character - our farmland, our woods, our water, our wildlife - and preserving these for our children’s future.

Goals, Objectives, Policies, Strategies & Actions

This document describes a variety of goals, objectives, policies, strategies and actions the Town has identified to help it respond to issues and opportunities identified in the *Issues and Conditions* report. Definitions are provided below to clarify the purpose and intent of each category.

Definitions:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes

general concepts or things the community hopes to accomplish.

- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.
- **Strategies:** As the name implies, strategies are strategic approaches that may involve a series of individual actions to achieve a specific goal or objective.
- **Actions:** An action describes a specific effort that will be undertaken to achieve a specific goal or objective.

2. Natural Resources Element

Goal 1: Protect water quality and quantity throughout the Town.

- **Objective: To work with Marathon County, the WDNR and other appropriate agencies to identify critical zones, such as groundwater recharge areas, and update applicable Town ordinances.**
- **Objective: Work with Marathon County, the WDNR, UW-Extension, and other applicable agencies to address fertilizer runoff in the Town and its impacts on the Big Eau Pleine River and overall water quality.**

POLICIES

- The Town of Bergen discourages development in areas that are critical to maintaining the groundwater supply.

STRATEGIES / ACTIONS

- Update applicable Town ordinances to discourage development in critical groundwater protection areas.
- Work with UW-Extension and Marathon County to address uncontrolled runoff from overuse of fertilizers and other chemicals.

Goal 2: Preserve and protect areas of environmental significance.

- **Objective: Identify those natural resources that are of particular importance to residents, such as the Eau Pleine River, and actively pursue their protection.**
- **Objective: Explore public ownership of forestland.**
- **Objective: Encourage private participation in programs, such as the Managed Forest Law, to preserve forests.**
- **Objective: To explore use of public easements or land trusts to preserve forested areas.**

POLICIES

- The Town of Bergen discourages development that will have negative impacts on vital natural resources, such as the Big Eau Pleine River.
- The Town of Bergen supports public ownership of forestland, to preserve this resource for the future.

STRATEGIES / ACTIONS

- Identify areas with large stands of forested area and encourage those owners to participate in the Managed Forest Law, and other applicable programs.

Town of Bergen

- Develop a program, in concert with Marathon County and surrounding municipalities, to encourage the donation of parcels to the public, for the purposes of preservation.

3. Land Use Element

Goal 1: Preserve and protect the rural / agricultural character of the Town by effectively managing new growth.

- **Objective: Implement zoning measures, such as a conservation subdivision, that protect and preserve natural and agricultural areas in the Town of Bergen.**
- **Objective: To determine an appropriate lot size that will support the Town of Bergen’s concept of rural character.**

POLICIES

- The Town of Bergen encourages future developments to be in the form of conservation subdivisions to best preserve the existing open spaces and rural character of the community.
- Bergen will work to establish better communication with the town and city of Mosinee to keep each other apprised of future developments on adjacent land. This includes the possibility of negotiating boundary agreements for annexation (e.g. the Moon Rd./Beans Eddy subdivision).

STRATEGIES / ACTIONS

- Develop and implement a conservation subdivision ordinance.
- Determine an appropriate lot size that will support the Town’s vision of rural character.
- Communicate subdivision development plans with adjacent communities, if near a border.

Goal 2: Direct growth to appropriate locales.

- **Objective: Identify areas that are appropriate for growth in the Town of Bergen.**
- **Objective: To zone contiguous land as residential.**
- **Objective: Control growth through regulatory means, such as Town zoning.**

POLICIES

- The Town of Bergen encourages future development to locate adjacent to existing developed areas to preserve natural resources, minimize costs for service provision, and maintain the rural character of the Town.

STRATEGIES / ACTIONS

- Identify areas that are appropriate for future residential growth.

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- Work with UWEX and Marathon County to promote and develop agricultural incubators.

Future Land Use – The Town of Bergen Future Land Use map, shown in Figure 3-1 illustrates the anticipated future pattern of land uses. The map includes twelve land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table 3-1. Figure 3-3 shows areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs (i.e., Exclusive Agriculture, Forest Crop Law). Areas where existing development precludes additional development are also shown.

Table 3-1: Future Land Use, 2005

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	744	3%
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	7	<1%
Industrial Forest	Forestlands owned by paper companies for wood production	310	1%
Cropland	Tilled agriculture, prime farmland	2160	10%
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	963	4%
Public/Quasi-Public	Schools, churches, cemeteries, libraries, government buildings, National Guard, utility facilities.	2187	10%

Park and Recreation	Public and private parks and forests, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	5735	26%
Woodlands	Privately-owned forested land, including nurseries	5097	23%
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	4076	18%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	311	1%
Barren Land	Unused open land in wooded areas, along streams, along roadsides	739	3%
Total Land Area		22329	100%

Source: Future Land Use Map

As indicated in the table, a majority of the land is used for park and recreation (26%) or woodlands (23%). It should be noted that the category “park and recreation” includes a great deal of state-owned land, primarily forested, and differs from the “woodlands” category in that it is semi-public, or at least publicly owned. Single-family residential currently occupies only four percent of the total acreage within the town (744 acres).

Land Needs – Projections of future population and employment growth in Bergen are provided in the *Issues and Conditions* report. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 20 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 20 years, 154 acres will be needed to accommodate future residential development and 4 acres are needed for future non-residential development. Potential locations for these land uses are identified on the Future Land Use Map.

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Table 3-2: Acreage Projections, 2000-2030

	Estimated Total Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	10865	10840	10815	10789	10763	10737	10707
Residential	314	339	364	389	414	439	468
Industrial	37	37	37	38	39	40	41
Commercial	1	1	1	1	1	1	1

Source: determined from NCWRPC and Marathon County projections

Consistency between Land Use and Zoning – Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation Element.

4. Transportation Element

Goal 1: Coordinate future road development with other jurisdictions.

- **Objective: Work with WDOT, Marathon County, Portage County, and other municipalities to plan for the future bypass of STH 10 in Portage County and other area highways.**

POLICIES

- The Town of Bergen will listen to proposals concerning the development of a bypass of STH 10 in Portage County.
- The Town supports development of appropriate highway extensions and improvements throughout the area.

STRATEGIES / ACTIONS

- Meet with all appropriate jurisdictions, throughout the planning process, to be involved and informed about the future of STH 10 and bypass construction plans and efforts.
- Work with WDOT and other agencies or communities to participate in highway development planning in the area.

Goal 2: Address the use of All Terrain Vehicle's (ATV's) on Town roads.

- **Objective: Revise the Town's policy on the use of ATV's on roads to address ongoing safety concerns.**

POLICIES

- The Town of Bergen will limit the use of ATV's to Town maintained roads.

STRATEGIES / ACTIONS

- Review and revise the Town's policy of ATV use on roads to address safety concerns.
- Coordinate with Marathon County to revise the Town's policy on ATV use on roads.

Goal 3: Continue to utilize a formal process (CIP / PASER) for road maintenance.

- **Objective: Update and maintain the CIP and PASER analysis on a yearly basis.**

POLICIES

- The Town of Bergen will continue to use the CIP and PASER analysis to budget for road maintenance.

STRATEGIES / ACTIONS

- Continue to use the PASER / CIP on a yearly basis.

Road Improvements

The Wisconsin Department of Transportation (WDOT) required all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin’s local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER 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

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

The Town has a Capital Improvement Program (CIP) for planning and funding road construction projects. Local roads consist of mix of paved and gravel surfaces.

Table 4-1: Summary of Pavement Conditions

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
0.14	0.61	16.62	5.34			
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
1.83	12.60					

Surface Condition Rating (miles)						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
20.84	0	0	5.13	1.08	0.63	9.46

The majority of the WISLR classified roads within Bergen are gravel or unimproved roads. The roughly five miles of “Fair” surface condition rating roads should be examined within the near future to determine when resurfacing will be required. The lack of information regarding the surface ratings for the majority of the roadway miles makes any further suggestions difficult at this time.

Paving Gravel Roads – Sixteen miles of roads within the Town remain unpaved. When paving gravel roads, there are many factors that should be taken into consideration. Appendix G outlines some general guidelines to help the Town decide if or when to pave gravel roads.

5. Utilities Element

Goal 1: Maintain current provision of services.

- **Objective: To perform annual budget allocations to fund public services.**
- **Objective: Continue to find methods of cost sharing, such as equipment sharing, with surrounding municipalities to increase the efficiency by which services are provided.**

POLICIES

- The Town of Bergen supports sharing services and equipment with other communities in efforts to decrease costs and increase services.

STRATEGIES / ACTIONS

- Meet with surrounding communities to identify avenues of cost and equipment sharing.

Goal 2: Protect groundwater throughout the Town.

- **Objective: Encourage homeowners to actively address failing septic systems.**
- **Objective: Communicate with Marathon County, UW-Extension, and other applicable agencies to address fertilizer runoff in the Town and its impacts on water quality.**
- **Objective: Develop a cluster subdivision ordinance that allows the construction and use of shared septic facilities.**
- **Objective: Work with Marathon County and other appropriate agencies to identify and address failing systems in the Town of Bergen.**

POLICIES

- The Town of Bergen encourages homeowners to address failing septic systems.
- The Town of Bergen encourages future developments to be designed in a conservation subdivision layout.

STRATEGIES / ACTIONS

- Coordinate with Marathon County to assist residents that have failing septic systems.
- Develop a cluster subdivision ordinance.
- Coordinate with Marathon County and UW-Extension to address the over-use of fertilizer in the Town.

6. Housing Element

Goal 1: Locate new residential development in appropriate areas.

- **Objective: To discourage development in natural, undeveloped areas.**
- **Objective: To guide new housing to locations where the extension of service provision will be minimally impacted.**

POLICIES

- The Town of Bergen discourages development from occurring in natural, undeveloped areas that are not contiguous with existing developed sites.

STRATEGIES / ACTIONS

- Direct new housing growth to areas that are contiguous with existing developments.
- Ensure future developments will not negatively impact natural resources.

7. Cultural Resources Element

Goal 1: Preserve historically significant buildings and sites.

- **Objective: To work with the County Historical Society to identify historic resources so they may be considered in future planning.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.**

POLICIES

- The Town of Bergen supports the preservation of historical sites and structures.

STRATEGIES / ACTIONS

- Work with Marathon County and the State of Wisconsin to identify and preserve historical structures and sites in the Town.

8. Community Facilities Element

Goal 1: Provide effective public safety services.

- **Objective: Work with the Marathon County Sheriff Department and the City of Mosinee to continue to provide effective police, fire and EMS services.**

POLICIES

- The Town of Bergen supports the continued provision of fire, EMS, and police services from existing providers.

STRATEGIES / ACTIONS

- Work with existing service providers to identify areas where cost savings could be achieved, or services expanded by coordinating with other service providers.

9. Parks Element

Goal 1: Support Marathon County park system.

- **Objective: To encourage proper funding for maintenance of local Marathon County parks.**

POLICIES

- The Town of Bergen supports the continued funding of the Marathon County park and forest system.

STRATEGIES / ACTIONS

- Encourage adequate funding levels of the Marathon County park and forest system.

10. Economic Development Element

Goal 1: To maintain access to local goods and services.

- **Objective: To support local commercial corridors in the City of Mosinee.**
- **Objective: To work with the City of Mosinee to develop a long term, area strategy to promote local goods and services.**

POLICIES

- The Town of Bergen encourages the patronization of local merchants and businesses in the City of Mosinee.

STRATEGIES / ACTIONS

- Work with the City of Mosinee and the Chamber of Commerce to develop a long-term strategy to encourage residents to purchase goods and services locally.

Goal 2: To maintain active agriculture within Bergen.

- **Objective: To support local farmers through local decision-making processes and possible development of future legislation.**

- **Objective: To work with Marathon County, UWEX to increase access and information about the Agribusiness Incubator Program.**

POLICIES

- The Town of Bergen encourages sustainability of the local agricultural economy.

STRATEGIES / ACTIONS

- Work with UWEX and Marathon County to promote the incubator program.
- Support ongoing development of the incubator program and determine local ability to adopt legislation to aid farmers.

Marathon County Strengths and Weaknesses for Economic Development

Strengths

- Many acres of land zone Exclusive Agriculture, which strengthens the retention of the agricultural industry.
- Ample open space, woodlands, and natural areas, which adds to the small town living environment sought after by existing/future businesses and their employees.

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- A strong base economy made up of a variety of businesses including leaders in papermaking, lumber, insurance, and dairy products.
- Strong support for economic development from the community and economic development organizations

Weaknesses

- The agricultural economy is declining, and exclusive agricultural zoning prevents other industry development in the community.
- Access limitations along highways and frontage roads.
- Lack of design/aesthetics control for commercial and industrial development.
- Competition for industrial development – particularly between urban and fringe areas.

11. Intergovernmental Cooperation Element

Goal 1: Maintain appropriate tax base to provide minimum service levels.

- **Objective: Analyze future developments for their impact on the community's tax base in relation to the services that they would require.**
- **Objective: Coordinate with surrounding jurisdictions to investigate other services that could be effectively provided jointly.**

POLICIES

- The Town of Bergen will analyze future developments for their impact on the community tax base, in relation to the projected expenditures that they will require the community to incur.

STRATEGIES / ACTIONS

- Investigate tax base sharing arrangements with neighboring municipalities.
- Work with surrounding jurisdictions to investigate other services that could be jointly provided.

Goal 2: Maintain and enhance intergovernmental relations.

- **Objective: To develop and hold regularly scheduled meetings along a Council of Governments model to discuss issues of regional interest.**
- **Objective: Communicate development plans with adjacent jurisdictions where plans may have impacts on these other communities.**
- **Continue to work with Fire District communities.**

POLICIES

- The Town of Bergen encourages the creation of a regional forum for intergovernmental discussions.
- The Town of Bergen will continue to provide support for an ongoing Fire District.

STRATEGIES / ACTIONS

- Work with other regional governments to develop a regular meeting to discuss issues of regional concern (i.e.; Quarterly meetings held in a Council of Governments (COG) format).
- Increase interaction with the town and city of Mosinee, especially as related to future land use plans for Moon Road/Bean Eddy subdivision area.
- Continue working relationships with City of Mosinee, Town of Mosinee, Town of Knowlton, Town of Kronenwetter on the Fire District and explore increased opportunities for cooperation.

12. Implementation Element

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

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. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. 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 and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, Bergen should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** 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 side effects resulting 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 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.

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 Element.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

The Town Board makes the final decisions regarding changes to the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for 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 an asset. The Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

- **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)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

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

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.

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to 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 Use, Monitoring and Evaluation: The adopted plan should be used as a tool by Bergen 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 of Bergen. 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. The evaluation should also include an updated timetable of actions to clarify priorities.

Plan Amendments: The Bergen 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. A list of criteria to determine the merits of proposed amendments is included in Table 12-1.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption 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.

Table 12-1: Criteria to Consider When Reviewing Plan Changes

- 1.** The change is consistent with the overall goals and objectives of the Bergen Comprehensive Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** 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.
- 6.** There is a change in Town actions or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since Bergen completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

This Comprehensive Plan also references previous and concurrent related planning efforts (e.g. LRTP, Groundwater Study) to ensure they are considered in planning decisions in conjunction with the recommendations of this Plan. Summary descriptions of recent and concurrent planning efforts are provided in the *Conditions and Issues Report*. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans. Some related plans, such as the *Marathon County Hazard Mitigation Plan*, are incorporated by reference in this plan and are essentially considered appendices of this plan even though they are separate documents. Appendix E provides a bibliography of other plans and studies relevant to comprehensive planning.

Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements. It also identifies the parties that will play key roles in implementing the actions.

Table 12-2 is intended to be used by local officials in setting priorities for capital budgeting and project assignment. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Bergen, committees, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = ASAP
- Short-term = 1-4 years
- Mid-term = 5-9 years
- Long-term = 10+ years
- On-going = Current activities that should continue indefinitely

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Table 12-2: Implementation Plan Actions

Action	Who is responsible?	Priority
Natural Resources Actions		
Update applicable Town ordinances to discourage development in critical groundwater protection areas.	Plan Commission	Immediate
Work with UW-Extension and Marathon County to address uncontrolled runoff from overuse of fertilizers and other chemicals.	Town Board	Short-Term
Encourage participation in the Managed Forest Law, and other applicable programs.	Town Board	Immediate
Encourage the donation of parcels or conservation easements, for the purposes of preservation.	Town Board	Short-Term
Land Use Actions		
Develop and implement a conservation subdivision ordinance.	Plan Commission	Short-Term
Determine an appropriate lot size that will support the Town's vision of rural character.	Plan Commission	Short-Term
Identify areas that are appropriate for future residential growth.	Plan Commission	Immediate
Communicate subdivision development plans with adjacent communities, if near a border.	Plan Commission	Immediate
Promote and develop agricultural incubators.	Town Board	Immediate

Transportation Actions	Who is responsible?	Priority
Work with WDOT and other agencies or communities to participate in highway development planning in the area.	Town Board	Short-Term
Review and revise the Town's policy of ATV use on roads to address safety concerns.	Town Board	Short-Term
Continue to use the PASER / CIP on a yearly basis.	Town Board	Ongoing
Utilities Actions		
Meet with surrounding communities to identify avenues of cost and equipment sharing.	Town Board	Immediate
Coordinate with Marathon County to assist residents that have failing septic systems.	Town Board	Immediate
Develop a cluster subdivision ordinance.	Plan Commission	Short-Term
Coordinate with Marathon County and UW-Extension to address the over-use of fertilizer in the Town.	Town Board	Short-Term
Housing Actions		
Direct new housing growth to areas that are contiguous with existing developments.	Plan Commission	Immediate
Ensure future developments will not negatively impact natural resources.	Plan Commission	Ongoing

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Cultural Resources Actions	Who is responsible?	Priority
Work with Marathon County and the State of Wisconsin to identify and preserve historical structures and sites in the Town.	Town Board	Long-Term
Community Facilities Actions	Who is responsible?	Priority
Work with existing service providers to identify areas where cost savings could be achieved, or services expanded by coordinating with other service providers.	Town Board	Ongoing
Parks and Recreation Actions	Who is responsible?	Priority
Encourage adequate funding levels of the Marathon County park and forest system.	Town Board	Ongoing
Economic Development Actions	Who is responsible?	Priority
Work with the City of Mosinee and the Chamber of Commerce to develop a long-term strategy to encourage residents to purchase goods and services locally.	Town Board	Immediate
Work with UWEX and Marathon County to promote the incubator program.	Town Board	Immediate
Support ongoing development of the incubator program and determine local ability to adopt legislation to aid farmers.	Town Board	Immediate
Intergovernmental Cooperation Actions	Who is responsible?	Priority
Investigate tax base sharing arrangements with neighboring municipalities.	Town Board	Short-Term

Work with surrounding jurisdictions to investigate other services that could be jointly provided.	Town Board	Short-Term
Work with other regional governments to develop a regular meeting to discuss issues of regional concern	Town Board	Short-Term
Continue working relationships with City of Mosinee, Town of Mosinee, Town of Knowlton, Town of Kronenwetter on the Fire District and explore increased opportunities for cooperation.	Town Board	Ongoing
Increase interaction with the town and city of Mosinee, especially as related to future land use plans for Moon Road/Bean Eddy subdivision area.	Plan Commission Town Board	Short-Term

Appendix A

State Comprehensive Planning Goals

Wisconsin Statutes 66.1001 requires that the goals, objectives, policies, and programs of local governmental units be consistent with the fourteen planning goals in the State planning legislation, which include:

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

Appendix B

Marathon County Guiding Principles

Participants in the Marathon County comprehensive planning process worked cooperatively, through several meetings with sub-area groups, to develop a set of guiding principles that describe broad characteristics of a desired future for their communities and Marathon County. The guiding principles consist of a series of statements that reflect shared values and priorities regarding future growth and development. These principles were used to provide a general frame of reference for developing local goals and objectives. The ten guiding principles include:

- 1. Respect Local Governance** - Planning in Marathon County should build on local town, village and city government as a system that is unique, has served residents well, and is a strong component of local identity.
- 2. Preserve Working Agriculture** - Agriculture has been central to the culture and economy of Marathon County for over 100 years. Farming has been a way of life for generations of county residents and is fundamental to both community and individual identity. Efforts such as protecting prime farmland from development, exploring niche markets, and supporting cooperative practices can be implemented at the local level to help maintain and preserve working agriculture.
- 3. Maintain a Sense of Place** - As Marathon County's population grows and changes, communities will need to ensure that important physical features, buildings, and landscapes that exemplify their local identity are retained. These features provide a sense of heritage and continuity that contribute to a community's identity and sense of place.
- 4. Preserve Rural Character** - Shifts in the farm economy and urban expansion are altering the County's rural landscape characterized by working farms, woodlands, rolling hills, marsh areas, and plentiful water bodies. As open spaces, farms, and woodlands are being lost or fragmented by development, Marathon County communities will need to make some important choices in order to preserve the qualities and character of the rural landscape.
- 5. Safeguard Natural Resources** - Marathon County is graced with abundant natural resources including numerous rivers, wetlands, forests, and wildlife. Careful stewardship of natural resources is essential to protect against fragmentation and degradation and ensure these resources continue to contribute to the ecology, character, quality of life, and economy of Marathon County into the future.
- 6. Foster Managed Growth and Coordinated Development** - Managing growth is important to ensure that no area is overwhelmed by development, land use conflicts are minimized, and development occurs in a quality manner that minimizes impacts on natural resources. Managing growth requires coordination of land uses and infrastructure, within and between communities, and recognizes that high quality growth in any one community will benefit surrounding communities as well.
- 7. Cost-Effective and Efficient Provision of Public Services** - Marathon County residents are clear in their desire to keep local taxes reasonable. One of the most effective

means to keep taxes under control is to ensure that public services are efficiently organized to provide the best service possible for the taxpayer dollar. Communities have a responsibility to provide the highest level of services possible given limited resources. To ensure cost-effective public services, local communities may want to consider options such as greater coordination, cost-sharing and consolidation if such efforts improve access to services and service delivery.

concern for many communities, often as a result of annexation, increases in public land ownership, and shifting economic markets. Efforts to attract additional revenue generators and coordinate with adjacent municipalities can help communities protect and preserve their local tax base.

8. Build Social and Civic Capacity - Marathon County residents take pride in their long tradition of local government. Ideally, participation in community affairs embraces and builds upon the diversity of cultures and values present in the community. Providing opportunities to share ideas and participate in community decision-making is essential to building and maintaining a strong sense of local community.

9. Support Rural Service Centers - Rural centers are part of a web of services that support residents, give local identity and are part of the rural way of life that residents want to preserve. Most villages in the County grew as centers to provide goods and services for nearby farmers, but have evolved as rural activity centers including the local school, churches, and some goods and services. Just as city neighborhoods are stronger with nearby commercial services, rural areas are stronger with nearby villages that provide a central meeting place to connect with other rural residents. As more people move to rural areas, it makes sense to concentrate new development in areas that can efficiently provide utilities and other services.

10. Preserve and Enhance Local Tax Base - A strong tax base allows a community to deliver needed services to residents while helping to keep taxes low. Erosion of local tax base is a

STATE OF WISCONSIN
Town of Bergen
Marathon County

The town board of the Town of Bergen, Marathon County, Wisconsin, by this resolution, adopted on proper notice with a quorum and by a roll call vote of a majority of the town board present and voting resolves and orders as follows:

A public hearing to discuss the proposed Town of Bergen Comprehensive Plan and the adoption of an ordinance to adopt the comprehensive plan shall be held as provided in accordance with the following Notice of hearing, which the town clerk shall publish by a class 1 notice under ch. 985, Wis.

Notice of Hearing - Town of Bergen Comprehensive Plan

A. A public hearing to discuss the proposed Town of Bergen Comprehensive Plan and the adoption of an ordinance to adopt the comprehensive plan shall be held at on February 26th @ 6:00P.M

B. The proposed in summary contain the following items:

C. Jeff Brown, an employee of the Town of Bergen, may be contacted to provide additional information on the proposed comprehensive plan and ordinance at the Town Hall during the following dates and times: February 26th thru March 4th 2005.

D. A copy fo the may be inspected prior to the hearing at on the following dates and during the following times: 8:am to 4 P.M.

E. A copy of the proped may be obtained by contacing at during the following dates and times: February 26, to March 4th 2005

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

Adopted this 4th day of March 2005

Chairman of Town Board

Townships Planning Commission

Michael J Gebert

Town Supervisor:

RECEIVED

MAR 03 2005

MARATHON COUNTY PLANNING COMMISSION

Tom Doran

Tom Doran

Town Supervisor

Robert Puls

Robert Puls

Town Clerk

Mary B Gebert

Mary B Gebert

RECEIVED

JUL 05 2006

MARATHON CO. CONSERVATION,
PLANNING & ZONING DEPT.

An Ordinance to Adopt the Comprehensive Plan of the Town of Bergen, Marathon County, Wisconsin.

The Town Board of the Town of Bergen, Marathon County Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, and towns exercising City powers under 60.22(3))] of the Wisconsin Statutes, the Town of Bergen is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Bergen, Marathon County Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The plan commission of the Town of Bergen, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled "Comprehensive Plan of the Town of Bergen," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

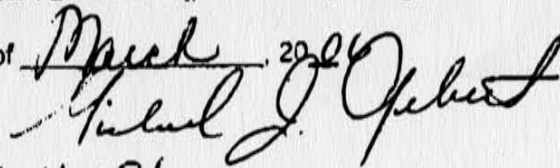
Section 4. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Bergen, Marathon County Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Town of Bergen," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and [publication/posting] as required by law.

Adopted this 7 day of March, 2006

Town Board President

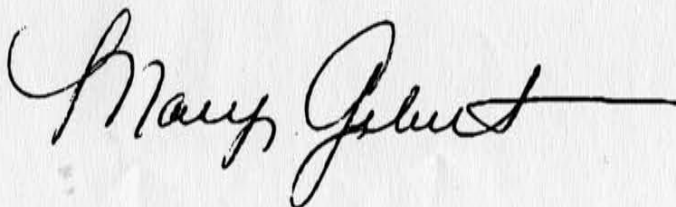


(Published/Posted): 3-16-06

(Approved, Vetoed):

Attest:

Town Clerk



EDS

INEXPENSIVE PROFITABLE

LEGALS

ORDINANCE NO. 2006-1 AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE TOWN OF BERGEN, MARATHON COUNTY, WISCONSIN

the Wisconsin Statutes, the Town of Bergen is authorized to prepare and adopt a comprehensive plan as defined in Section 66.1001 (1) (a) and 66.1001 (2) of the Wisconsin Statutes.

Section 2. The Town Board of the Town of Bergen, Marathon County Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001 (4) (a) of the Wisconsin Statutes.

Section 3. The plan commission of the Town of Bergen, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled "Comprehensive Plan of the Town of Bergen", containing all of the elements specified in Section 66.1001 (2) of the Wisconsin Statutes.

Section 4. The Town has held at least one public hearing on this or-

dinance, in compliance with the requirements of Section 66.1001 (4) (d) of the Wisconsin Statutes.

Section 5. The Town Board of the Town of Bergen, Marathon County Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Town of Bergen," pursuant to Section 66.1001 (4) (c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication-posting as required by law.

Adopted this 7th day of March, 2006.

MICHAEL GEBERT
TOWN BOARD PRESIDENT
ATTEST: **MARY GEBERT**
TOWN CLERK

3-16-06

The Town Board of the Town of Bergen, Marathon County Wisconsin, do ordain as follows:

Section 1. Pursuant to Section 59.69 (2) and (3) for counties, 62.23 (2) and (3) for cities, and towns exercising City powers under 60.23 (3) of

HIRING For 2nd & 3rd SHIFTS!
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benefits pkg offered with 1 yr
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immediate consideration. EOE.

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or 715-574-1642

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NOTICE OF P

Appendix E – Bibliography of Planning Related Studies, Regulations and Resources

Natural Resources

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2005, Marathon County adopted the LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County, to outline strategies to protect the quality and quantity of soil and water resources and to ensure compliance of state agricultural performance standards and local ordinances.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the *Marathon County Groundwater Plan* in 1988. It is intended to guide local and County officials in setting policy to safeguard groundwater resources. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 2006 - 2015**
This plan includes recommendations to manage and protect the county forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and information regarding the roles of the various agencies and regulatory framework related to forest management. The Marathon County Board of Supervisors will consider approval of the plan in September 2005 and the DNR will do so in December 2005.
- **Soil Survey for Marathon County**, published in 1990 by the U.S. Soil Conservation Service and updated in 2003.
- **Marathon County Cropland Evaluation System (CES)** - This system rates soils on their ability to produce food, feed, forage, and fiber crops. The system is non-biased, defensible, and can be consistently applied.
- **Farm Preservation Program** is an income tax credit program administered by the Wisconsin Department of Agriculture (WDA), Trade & Consumer Protection. 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 tax by obtaining a zoning certificate (if the land is zoned “exclusive agriculture”) or by signing a contract with the State.
- **Marathon County Farmland Preservation Plan**, adopted in 1982, eight towns have adopted Exclusive Agriculture Zoning. These include: Stettin, Marathon, Mosinee, Hull, Brighton, Eau Pleine, McMillan, and Day. The intent of this zoning classification is to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt Exclusive Agriculture zoning, a municipality must be enrolled in the Farmland Preservation Program.

- **Marathon County Non-metallic Mining Ordinance**, adopted in 1989 requires reclamation of these sites to a purposeful and acceptable landscape appearance and use. The program is administered by the County DCPZ and includes incentives to reclaim abandoned excavations.
- **Natural Heritage Inventory (NHI) maps** provided by the State of Wisconsin include general information on endangered resources are appropriate for general planning and assessment purposes only. The locations of endangered resources that are not considered vulnerable to collection are identified at the town level in Marathon County. Locations of more vulnerable species are generalized to minimize the potential for collection or disruption.

Land Use

- **General Code of Ordinances for Marathon County** includes several sections that specifically address land use and various development activities. Some of these include:
 - **Chapter 11 (Animal Waste and Manure Management)** includes regulations to prevent animal waste material from entering water bodies through issuance of construction permits for new and modified manure storage facilities. The ordinance also regulates the closure of abandoned manure storage facilities, mismanaged manure storage facilities and the application of manure onto cropland.
 - **Chapter 17 (Zoning Code)** includes development restrictions in shoreland and wetland areas and a wellhead protection overlay district that encompasses recharge areas for municipal water supply wells. Local communities in Marathon County may adopt their own zoning code, adopt the County zoning code, or choose to have no zoning.
 - **Chapter 16 (County Forests)** prescribes rules and regulations for the administration of County forests in cooperation with the Department of Natural Resources. Provides for the establishment, protection, development and management of County forests to provide sustained yield of forest products for commercial use and the associated benefits of soil and water conservation, scenic and recreational values, fish and game resources, multiple-use purposes and related uses.
 - **Chapter 18 (Land Division)** The County's land division regulations apply in all unincorporated areas of the County. However, where a town has land division regulations that are more restrictive than the County's, the local regulations apply. Chapter 18 includes regulations for minimum lot sizes, street design and access requirements, land dedication, surface drainage and erosion control.
 - **Chapter 19 (Parks and Recreation)** includes regulations regarding use and management of all lands and water previously and subsequently acquired by the County for park or recreational purposes or placed under the jurisdiction of the Park Commission and including without limitation, parks, beaches, swimming pools and privately owned lands, the use of which has been granted or leased to the County for park, recreational or like public purposes.
 - **Chapter 21 (Non-metallic Mining)** includes requirements for reclamation that minimize impacts on groundwater quantity and quality.

- ***Marathon County Hazard Mitigation Plan (2005)*** – This plan, prepared in accordance with Federal Emergency Management Administration (FEMA) directives of the Disaster Mitigation Act of 2000, outlines strategies for pre-disaster planning and hazard mitigation. The intent is to minimize the effects of potential disasters and help streamline the administration of disaster relief.
- ***Forest Crop Law (FCL) and Managed Forest Law (MFL)*** - the FCL and the MFL programs were developed to encourage better forest management and provide tax relief to woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes.

Transportation

Studies related to transportation are listed below under the jurisdiction who prepared the plan.

1. Marathon County (Conservation, Planning, and Zoning Department (CPZ) and/or Highway Department) is responsible for completing/updating/assisting with several plans/policies/studies relating to transportation including:

- ***State Trunk Highway 29 Corridor Land Use Review (1997)***
 - Recommends actions or measures local communities can make to protect areas within the STH 29 corridor from the negative impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1988)***
 - Identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.
- ***Marathon County Program Evaluation Team (P.E.T.) Transportation Services Recommendations (2002)***
 - These recommendations, under direction of the Marathon County Human Services Committee, are intended to address issues related to specialized transportation services provided by various Marathon County Departments, including issues related to overlapping services.
- ***Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin (1996)***
 - Identifies suggested bicycle routes in Marathon County outside the Wausau area. Routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as officially designated bicycle routes.
- ***Marathon County Paratransit Study (2001)***
 - Studied paratransit services within the Wausau area provided primarily by Wausau Area Transit System Plus (WATS+). Identified issues with regard to

providing demand responsive services for persons in the Greater Wausau Area and Marathon County. Provides a plan for enhancing paratransit services over a five-year period primarily geared toward controlling costs and increasing efficiency and trip sharing on the WATS+ system.

- **County Trunk Highway Access-Driveway Policy**
 - Available through the Marathon County Highway Department, addresses the requirements regarding culverts, access width, slope, visibility and spacing. Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered county road.

2. Wausau Metropolitan Area Planning Commission (MPO) - The MPO is responsible for completing/updating/assisting with several plans relating to transportation in the metropolitan area including:

- **Long Range Transportation Plan (LRTP) for the Wausau Metropolitan Area (1996)**
 - The LRTP addresses needed improvements to the transportation system serving the Wausau urbanized area. LRTP recommendations are based on the relationship between land use policy and transportation facilities and services, including roadways, transit, bikeways, pedestrian ways, air, inter-city bus, and the movement of goods by air, rail, and truck. The 1996 plan was reaffirmed in 2001 and will be updated by 2005.
- **Local Arterial Circulation Plan (2000)**
 - The purpose of this plan was to guide public and private sector decisions concerning the infrastructure, right-of-way, Level of Service (LOS), land use compatibility, and safety needs of the local arterial transportation system over the next 20 to 30 years.
- **Transportation Improvement Program (TIP)**
 - The TIP includes all programmed transportation projects receiving federal and/or state funds. The TIP for 2005 – 2007 was adopted in 2005 and is updated every two years.
- **Wausau Area Transit System (WATS) Transit Development Plan (TDP) (1999)**
 - The TDP is updated every five years and provides a five-year capital improvement program and service recommendation plan. This plan is being updated in 2005.

3. Wisconsin Department of Transportation (WDOT) – WDOT has completed several statewide plans relating to most modes of transportation, including:

- **Wisconsin State Highway Plan 2020**
 - Considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.
- **Wisconsin Pedestrian Policy Plan 2020**
 - Outlines statewide and local measures to increase walking and promote pedestrian safety. The plan also clarifies the WDOT role in addressing

pedestrian issues and meeting pedestrian needs by establishing policies for better integrating pedestrian travel into the transportation system.

- **Wisconsin Bicycle Transportation Plan 2020**
 - Presents a blueprint for improving bicycling conditions and encouraging bicycling in the state and calls for the implementation of metropolitan area bicycle plans that have been prepared by Metropolitan Planning Organizations (MPOs).
- **Wisconsin State Airport System Plan 2020**
 - Developed by WDOT, identifies information related to the state's aviation system. The plan is used by WDOT's Bureau of Aeronautics to pre-qualify airport improvement projects submitted by airport sponsors for funding consideration.
- **Wisconsin Rail Issues and Opportunities Report (2004)**
 - Developed by WDOT, summarizes critical rail transportation issues, suggests opportunities for public sector involvement, and points out areas where additional research is needed. This report reflects input and guidance from a variety of sources including a State Rail Advisory Committee and a Rail Industry and Shippers' Advisory Group. The information in this report was originally intended for a State Rail Plan 2020. WDOT decided to incorporate the rail planning efforts into *Connections 2030*, WDOT's long-range all-mode transportation plan, and release the Issues and Opportunities Report in the interim. *Connections 2030* is currently being developed by WDOT, and is scheduled to be completed by Spring 2006.

4. Federal Highway Administration:

- **Federal Highway Administration's Highway Functional Classification: Concepts, Criteria and Procedures**
 - Outlines Federal regulations that States must follow to classify roadways.

Utilities

- **Sewer Service Area "208" Plans** - Section 208 of the Clean Water Act passed in 1972 required the preparation of area-wide water quality management plans. This was translated at the State level through NR 121 of the Wisconsin Administrative Code, which requires that water quality management plans also address sanitary sewer service needs for 20 years into the future. These requirements form the basis of Sewer Service Area "208" Plans. The Wisconsin Department of Natural Resources (WDNR) has review and approval authority over Sewer Service Area plans; however, the technical work to prepare the plan is typically done by local government staff.
 - Wausau Urban Area Sewer Service Plan for the Year 2000 (1981) – initial "208" Plan
 - Major Amendment to the Wausau Sewer Service Area Boundary completed in 1992 (City of Wausau) and 1998 (Towns of Kronenwetter and Rib Mountain, Villages of Weston and Rothschild).
 - Current amendment in progress; with all communities in the sewer service area participating. It is anticipated that the plan will be approved by the DNR in December, 2005.

- **Chapter 15 - General Code of Ordinances for Marathon County** incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems.
- **Wellhead Protection Plans** - The State of Wisconsin mandates that **wellhead protection plans** be developed for any municipal well proposed after May 1, 1992. These plans must be approved by the WDNR before a community can use the new well. Section NR 811.16(5) of the Wisconsin Administrative Code defines specific requirements for required wellhead protection plans.

Parks and Recreation

- **Marathon County Comprehensive Outdoor Recreation Plan for 1999-2004**, completed in May 1999, this plan identifies several needs related to parks and recreation and outlines several actions to address those needs.
 - The plan has received a one-year extension from the State of Wisconsin, and is in the process of being updated with a completion date in spring of 2006.
- **The Rivers Edge Master Plan**, adopted in June 1995, outlines a long-range (20-30 year) framework for improving access to the riverfront and enhancing the riverfront environment and provides a master plan to establish a bicycle/pedestrian trail along the banks of the Wisconsin River through the City of Wausau.

Economic Development

- **Marathon County Workforce Profile**, Wisconsin Department of Workforce Development (DWD), annually in October.
- **Final Report**, Marathon County Task Force on the Rural Economy, April 2003.
- **Agricultural Impacts in Marathon County**, University of Wisconsin – Extension (UWEX), Ken Barnett and Steve Deller, February 2003.
- **Status of Wisconsin Agriculture**, 2003, UWEX, Mike Wildeck and Ed Jesse, April 2003.
- **Comprehensive Economic Development Strategy 2002-2003**, North Central Wisconsin Regional Planning Commission (NCWRPC), June 2002.

Appendix F: Guidelines for Paving Gravel Roads¹

When a local government considers paving a road, it is usually with a view toward reducing road maintenance costs and providing a smooth riding surface. But paving may not be the right answer. After all, paving is expensive. Municipalities should consider the following factors to help them make the most cost-effective decision. Taken together, these factors provide a framework for careful decision-making.

Traffic Demand

The number and weight of vehicles affects a road's lifespan. Generally speaking, the more vehicles using a road, the faster it will deteriorate. The average daily traffic volumes (ADT) used to justify paving generally range from a low of 50 vehicles per day (vpd) to 400 or 500 vpd. When traffic volumes reach this range, serious consideration should be given to some kind of paving. However, traffic volumes alone are merely guides.

Types of traffic should also be considered. Different types of traffic (and drivers) make different demands on roads. Will the road be used primarily by standard passenger cars or will it be a connecting road with considerable truck traffic or heavy farm equipment? Overloaded trucks are most damaging to paved roads. The functional importance of the road should also be considered. Generally speaking, a major road should probably be paved before residential or side roads are paved. On the other hand, a residential street may be economically sealed or paved while a road with heavy truck or farm equipment usage may best be surfaced with gravel and left unpaved until sufficient funds are available to place a thick load-bearing pavement on the road.

Maintenance Considerations

The following questions should be considered when assessing costs associated with maintaining existing gravel roads:

- How often must new gravel be applied to the gravel road? (Some roads require more than others do.)
- How many times per year must the gravel road be graded?
- How often and in what locations should calcium chloride or other road stabilizers be applied?
- What is the plan for ditching and shouldering?

Base and Drainage Needs

"Build up the road base and improve drainage before paving." This cardinal rule cannot be stressed enough. If the foundation fails, the pavement fails. If water is not drained away from the road, the pavement fails. Paving a road with a poor base or inadequate drainage is a waste of money. It is far more important to ask, "Does this road need strengthening and drainage work?" than it is to ask, "Should we pave this gravel road?"

¹ "When to Pave a Gravel Road" Gravel Roads Maintenance and Design Manual (2001); Kentucky Transportation Center, University of Kentucky at Lexington, KY, adapted from an article from the Vermont Local Roads Program, Saint Michael's College; posted by Local Technical Assistance Program and the National Local Technical Assistance Program Association and sponsored by the US Department of Transportation's Federal Highway Administration.

Safety and Design Considerations

Paving a road tempts drivers to drive faster. As speed increases, the road must be straighter, wider, and as free as possible from obstructions for it to be safe. Paving low volume roads before correcting safety and design inadequacies encourages speeds that are unsafe, especially when the inadequacies "surprise" the driver. In areas with a large number of miles of low volume roads, it is difficult to reduce speeds by enforcement.

Poorly designed and hazardous roads – Roads must be designed to provide safe travel for the expected traffic volume at the design speed. To do this a number of physical features must be considered:

- Sight Distance
- Design Speed
- Alignment and Curves
- Surface Friction
- Lane Width
- Superelevation

Some engineers insist that no road should be paved that is less than 22 feet wide. If this standard is accepted, gravel roads may need to be widened prior to paving. Likewise, bridges along these roads may need widening. It may also be necessary to remove trees or other obstructions such as boulders from the road edge. Considering these and other safety and design factors in the early stages of decision-making can help to achieve the most cost-effective road design that meets desired transportation needs.

Geometric Guidelines for Very Low-Volume Local Roads (< 400 ADT): The American Association of State Highway and Transportation Officials (AASHTO) publishes road design guidelines, including Geometric Guidelines for Very Low-Volume Local Roads (those with <400 ADT). Less stringent design criteria are generally acceptable on these low volume roads because:

- Lower traffic volumes present substantially reduced opportunities for multiple vehicle collisions, and
- Most drivers are familiar with the roadway design characteristics.

The guidelines offer more flexibility for road designers to maintain existing geometric features, which have not been shown to be a safety problem. Allowing less stringent design standards for very low volume roads provides an opportunity to reduce improvement costs, which may be better utilized elsewhere.

Costs

The decision to pave a gravel road involves determining when it becomes economical to pave; and ultimately when the benefits of paving exceed the costs.

Road Preparation Costs – Road preparation costs related to road bed construction activities that occur before paving actually takes place. Costs will vary greatly from project to project depending on topography, types of soils, and availability of good crushed stone or gravel, traffic demands and other factors. Road design should comply with standards in the municipality's road policy; which is one reason to carefully consider, and routinely update, what is contained in the road policy. For larger projects it may be desirable to hire an engineering consulting firm (another cost) to design the road and make cost estimations. For smaller projects construction costs can be fairly closely calculated by adding the estimated costs of materials, equipment and labor required to complete the job.

Maintenance Costs – Another financial consideration is to compare maintenance costs of a paved road to maintenance costs of a gravel road. To make a realistic comparison, estimate the years of pavement life (how long the pavement will be of service before it requires treatment or overlay) and the actual cost of paving. Then compare those costs with those associated with gravel roads as noted above.

User Costs – Not all road costs are directly reflected in a road budget. There is a significant difference in the cost to the user between driving on a gravel surface and on a paved surface. It costs more to operate vehicles on gravel surfaces than on paved surfaces, often 2 or 3 times greater than for bituminous or concrete roads in the same locations. There is greater rolling resistance and less traction, which increase fuel consumption. The roughness of the surface contributes to additional tire wear and influences maintenance and repair expenses. Dust causes extra engine wear, oil consumption and maintenance costs.

By including vehicle-operating costs with construction and maintenance costs, a more comprehensive total cost can be derived.

Public Opinion

Public opinion as to whether to pave a road can be revealing, but it should not be relied upon to the exclusion of any one of the factors already discussed. If a decision to pave is not based on facts, it can be very costly. Public opinion should not be ignored, of course, but there is an obligation by government leaders to inform the public about other important factors before making the decision to pave.

Staged Construction

Local government may consider using "stage construction design" as an approach to improving roads. This is how it works: A design is prepared for the completed road, from base and drainage to completed paving. Rather than accomplishing all the work in one season, the construction is spread out over three to five years. Paving occurs only after the base and drainage have been proven sufficient over approximately one year. Crushed gravel treated with calcium chloride serves as the wearing course for the interim period. Once all weak spots have been repaired, the road can be shaped for paving.

Following are some advantages to keeping a road open to traffic for one or more seasons before paving:

1. Weak spots that show up in the sub-grade or base can be corrected before the hard surface is applied, eliminating later expensive repair;
2. Risky late season paving is eliminated;
3. More mileage is improved sooner;
4. The cost of construction is spread over several years.

Note: Advantages may disappear if timely maintenance is not performed. In addition, the surface may deteriorate more rapidly because it is thinner than a designed pavement.

Summary

Some existing local roads are not engineered to accommodate the traffic they receive. Larger volumes of heavy trucks and other vehicles are weakening these roads at a fast rate. Paving roads as a sole means of improving them without considering other factors can be a costly mistake. Careful consideration of the factors described above will help to assure local government officials that they are making the right decision before paving a gravel road.

Appendix G: Economic Development Programs

The following list provides a summary of the major programs and resources available to assist with economic development efforts. This is not an exhaustive list and local officials are encouraged to contact Marathon County and MCDEVCO for more complete and current information.

Federal Programs

U.S. Department of Agriculture, Rural, Development: Provides a wide range of programs aimed at farming and rural areas, including:

- **Business and Industry (B&I) Guaranteed Loan Program:** Provides financial backing for rural businesses to create and maintain employment. Assistance includes loans for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing.
- **Rural Business Enterprise Grants (RBEG) Program:** Provides grants to public entities, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate small and emerging private businesses located outside a city or urbanizing area.
- **Rural Business Opportunity Grant (RBOG) Program:** Provides grants to promote sustainable economic development in rural communities with exceptional needs.

Economic Development Administration (EDA): Provides a variety of assistance programs focusing on long-term economic growth targeted to areas with demonstrated need or economic distress, including:

- **Public Works Program:** Investments aimed at revitalization, expansion, and upgrades to physical infrastructure specifically to attract new businesses and generate private sector jobs. Examples: water and sewer facilities, rail spurs, port improvements, access improvements.
- **Economic Adjustment Program:** Assistance to mitigate local economic changes resulting from corporate restructuring, natural disasters, depletion of natural resources, or new federal laws or requirements.
- **Technical Assistance Program (Local):** Assistance to help fill knowledge and information gaps to help local leaders in distressed areas make informed decisions regarding economic development.

U.S. Small Business Administration (SBA): The SBA provides financial, technical, and management assistance generally aimed at business startup and growth. Some programs include:

- **Certified Development Company (504 non-profit corporation) Loan Program:** Long-term, fixed-rate financing for major fixed assets, such as land and building improvements.

Wisconsin State Programs

Most State programs are provided through the Wisconsin Department of Commerce, although other departments also offer limited programs. Primary State programs include:

- **Community Development Block Grants (CDBG):** There are several CDBG programs focusing on different aspects of economic development.
 - **Economic Development Program** – grants to establish loans for business start-up, retention, and expansion.
 - **Public Facilities for Economic Development Program:** Helps underwrite the costs of necessary public infrastructure to retain or create employment opportunities.
 - **Public Facilities Program:** Helps finance infrastructure and facilities to serve low and moderate income persons.
 - **Emergency Grant Program:** Helps restore or replace critical infrastructure damaged or destroyed as a result of natural or manmade catastrophes.

- **Community Based Economic Development Program (CBED):** Provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects supporting business development.

- **Main Street Program:** Supports efforts to help communities organize to revitalize their downtowns.

- **Wisconsin Technology Zone Program:** Offers tax-credits to high-tech firms that meet certain criteria.

- **Wisconsin Development Zone Program:** Tax benefit initiative to encourage private investment and improve both the quality and quantity of employment opportunities.

- **Enterprise Zone Program:** Provides tax incentives to new or expanding businesses whose projects will enhance distressed areas.

- **Industrial Revenue Bond (IRB) Program:** Allocation of Federal tax-exempt status on bonds that will be issued by a business to finance an expansion project. Program is limited to small and mid-size manufacturers with strong financial statements.

Wisconsin Department of Workforce Development (DWD): This department offers several programs aimed at investing in the workforce, including programs in apprenticeship, vocational rehabilitation, employee training, child care, etc.

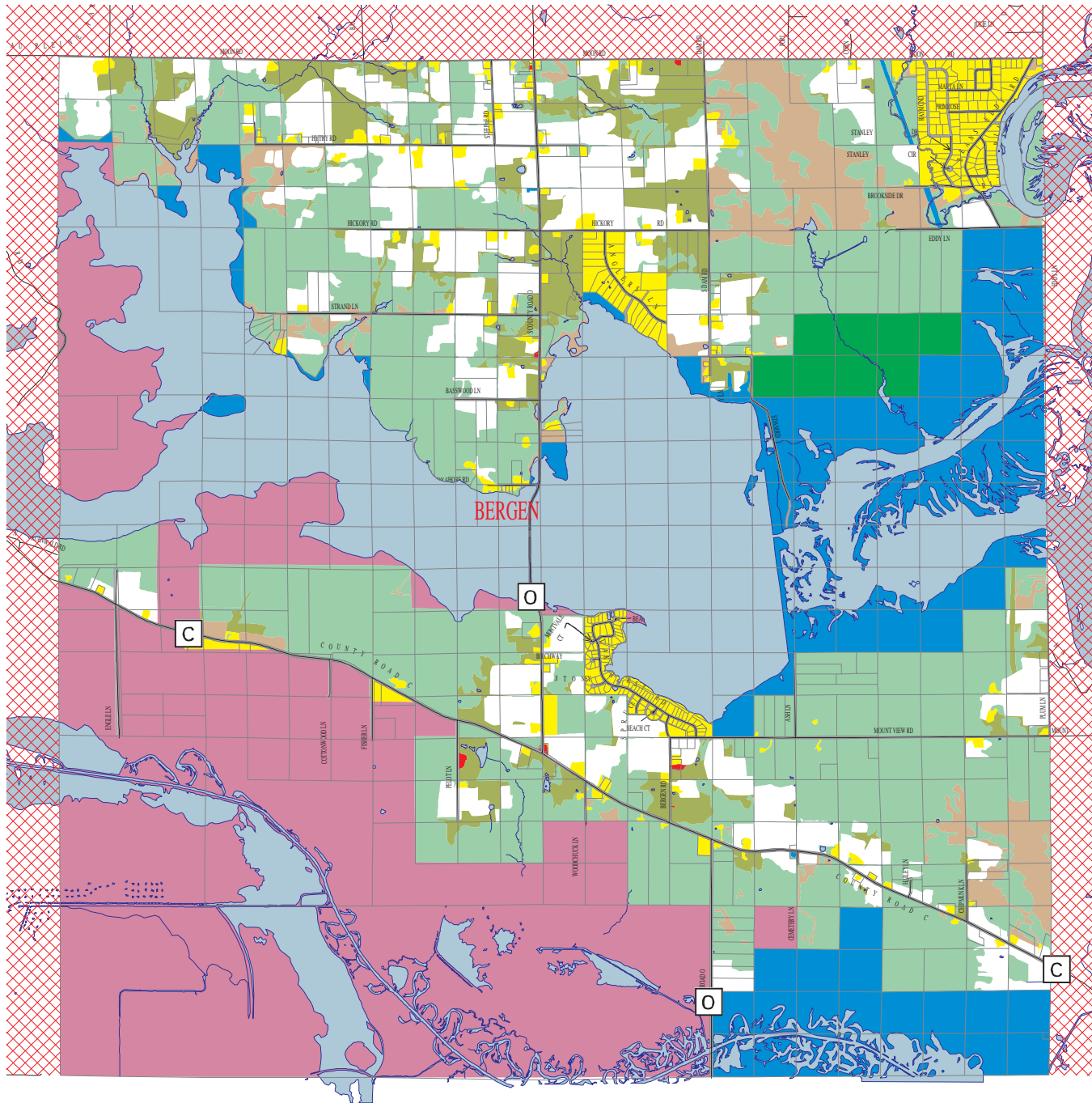
Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

Forward Wisconsin, Inc.: This is a State public-private marketing and business recruitment organization that focuses on marketing outside Wisconsin to attract new economic development to the State.

County, Regional, and Local Programs

The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:

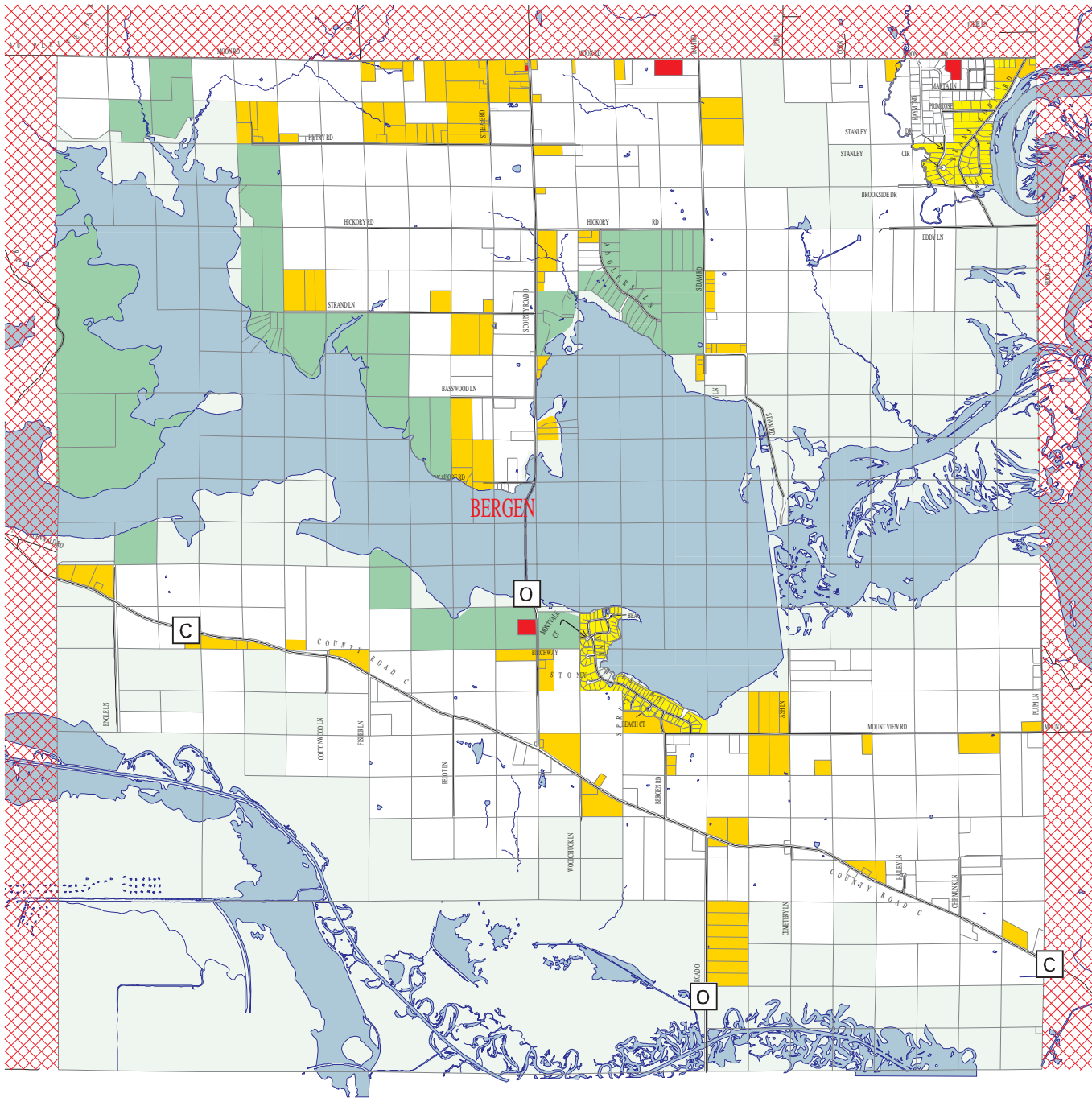
- **North Central Wisconsin Regional Planning Commission (NCWRPC):** The NCWRPC is a designated Economic Development District and provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity. The NCWRPC also works with local units of government to maintain eligibility for certain grants.
- **North Central Wisconsin Development Corporation (NCWDC):** A regional organization created for the purpose of managing a regional revolving loan fund. The NCWDC is staffed by the NCWRPC.
- **Wausau Region/Marathon County Chamber of Commerce:** The Chamber provides leadership and support for economic development efforts in the region, including a variety of networking programs, mentoring services, workshops and business counseling services.
- **Marathon County Development Corporation (MCDEVCO):** This is the economic development arm of the Wausau Area Chamber of Commerce. MCDEVCO serves all businesses and communities in Marathon County. MCDEVCO works with individual business, municipalities, and the banking community to facilitate investment in the region. Specific programs administered by MCDEVCO include a revolving loan fund, a small business incubator, and job training funds.
- **Wausau/Central Wisconsin Convention and Visitors Bureau (CVB):** The CVB promotes the area to the business and leisure traveler and provides information on the area to visitors and residents.



- Single Family Residential
- Commercial
- Barren
- Crop Land
- Other Agriculture
- Forest Land
- Industrial Forest
- Public/Quasi-Public
- Recreational
- Transportation
- Water

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

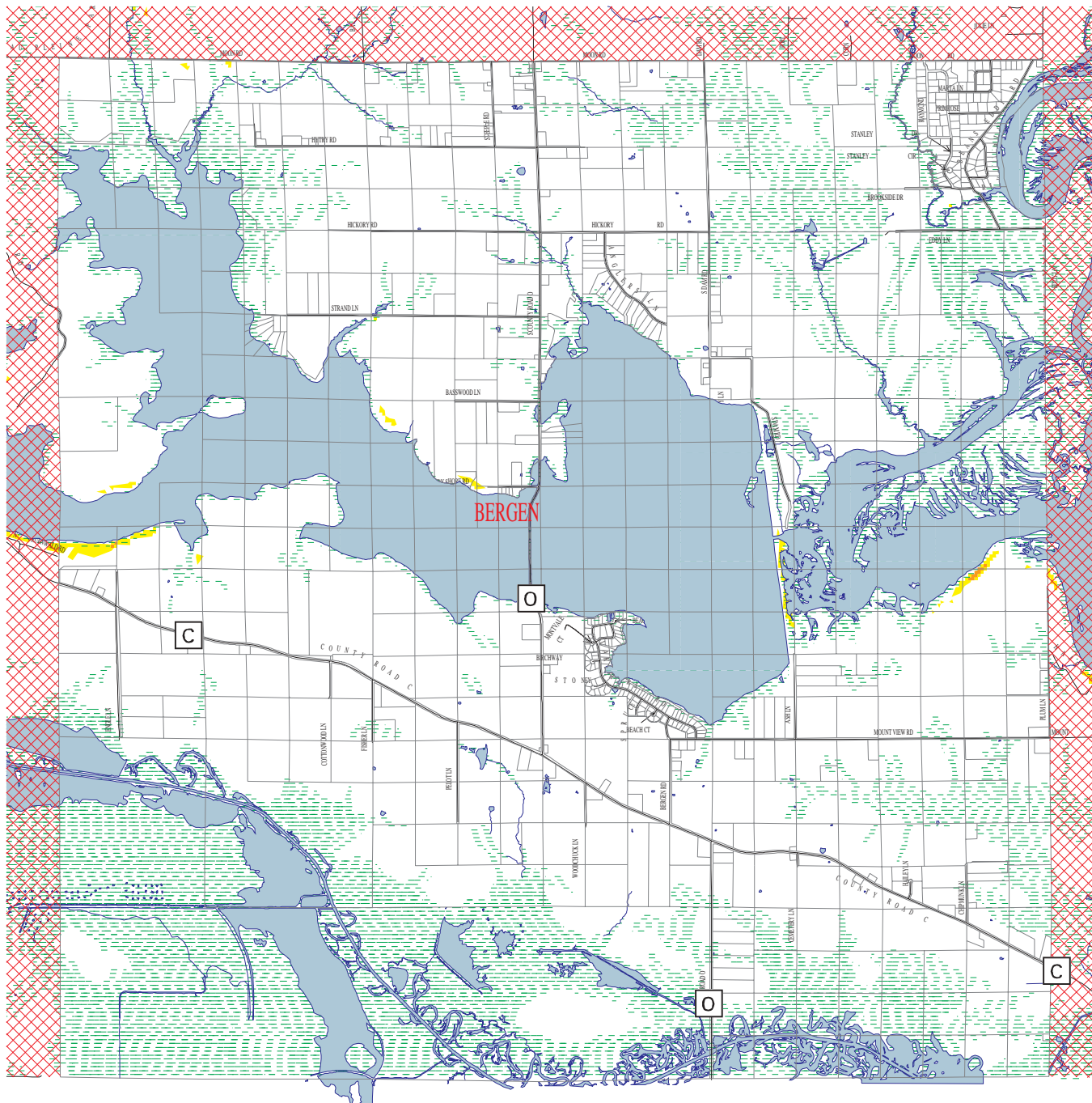
Figure 3-1
 Future Land Use
 BERGEN






- | | | |
|------|-----|-----|
| RS-1 | AR | M-2 |
| RS-2 | CV | RC |
| RM | C-1 | HI |
| A-1 | M-1 | |


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

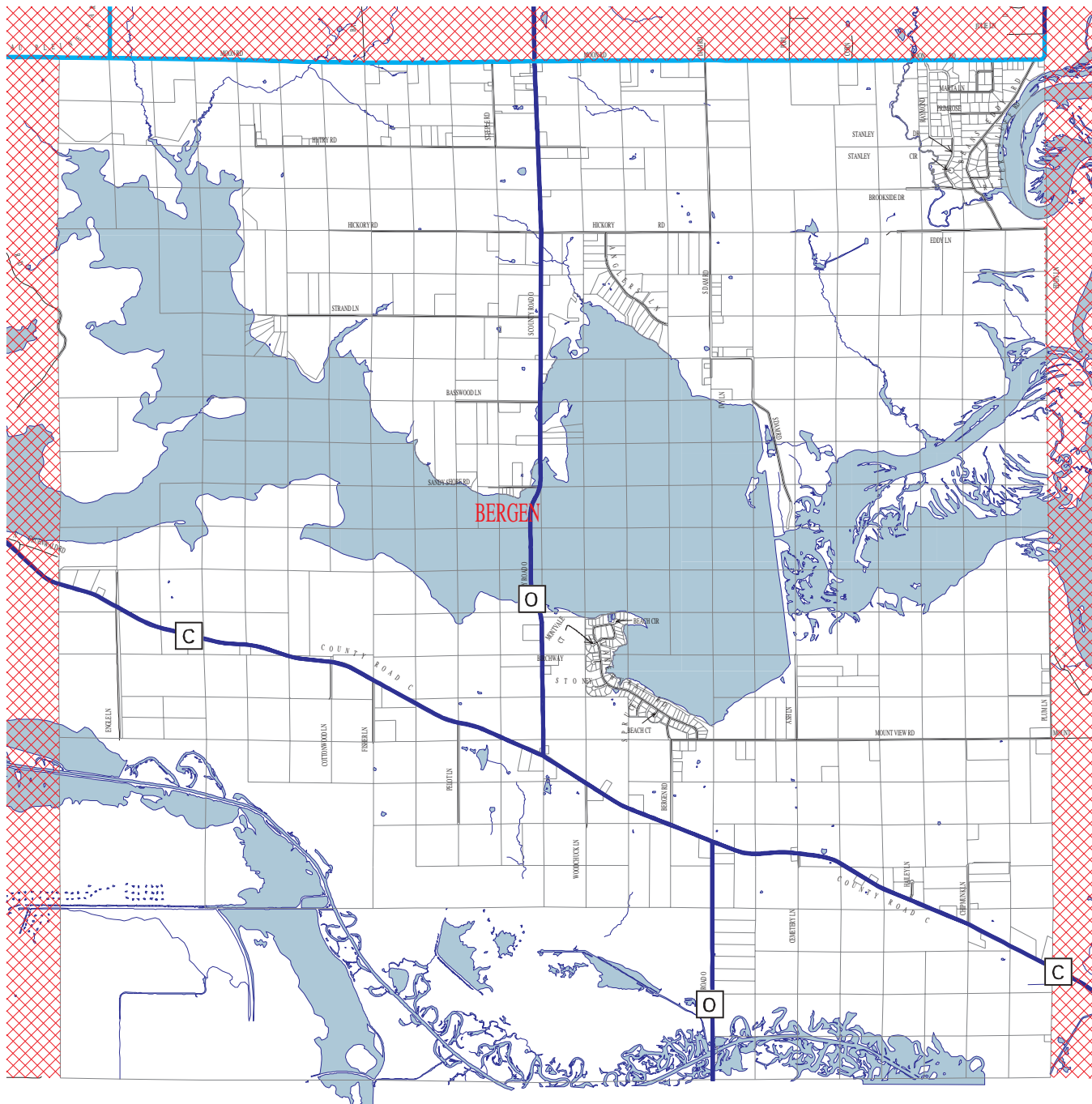
Figure 3-2
Local Zoning
BERGEN



-  Environmental Constraints
-  Slopes Generally 12-20%
-  Slopes generally greater than 20%


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-3
Development Constraints
BERGEN

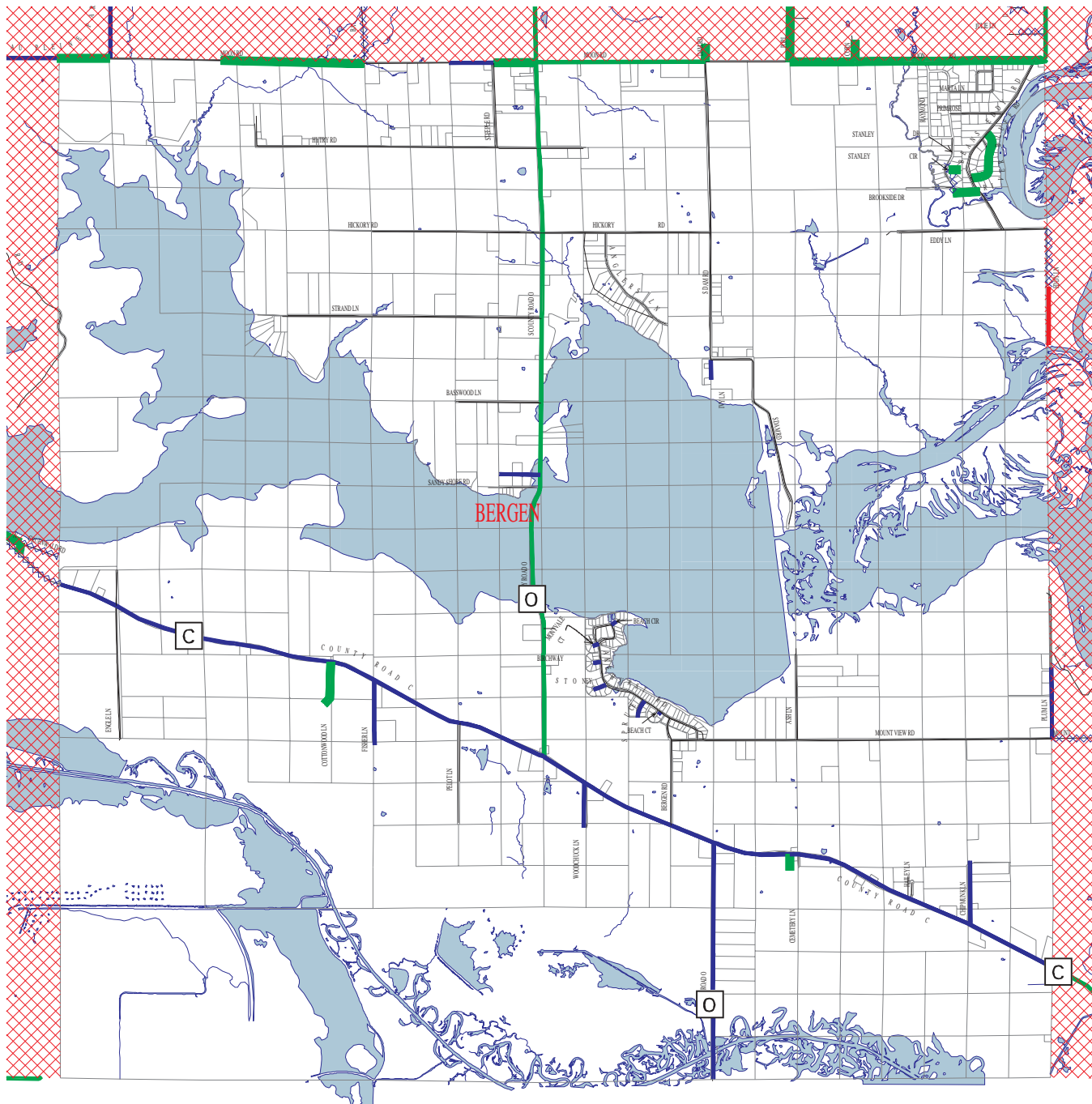


- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

X Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

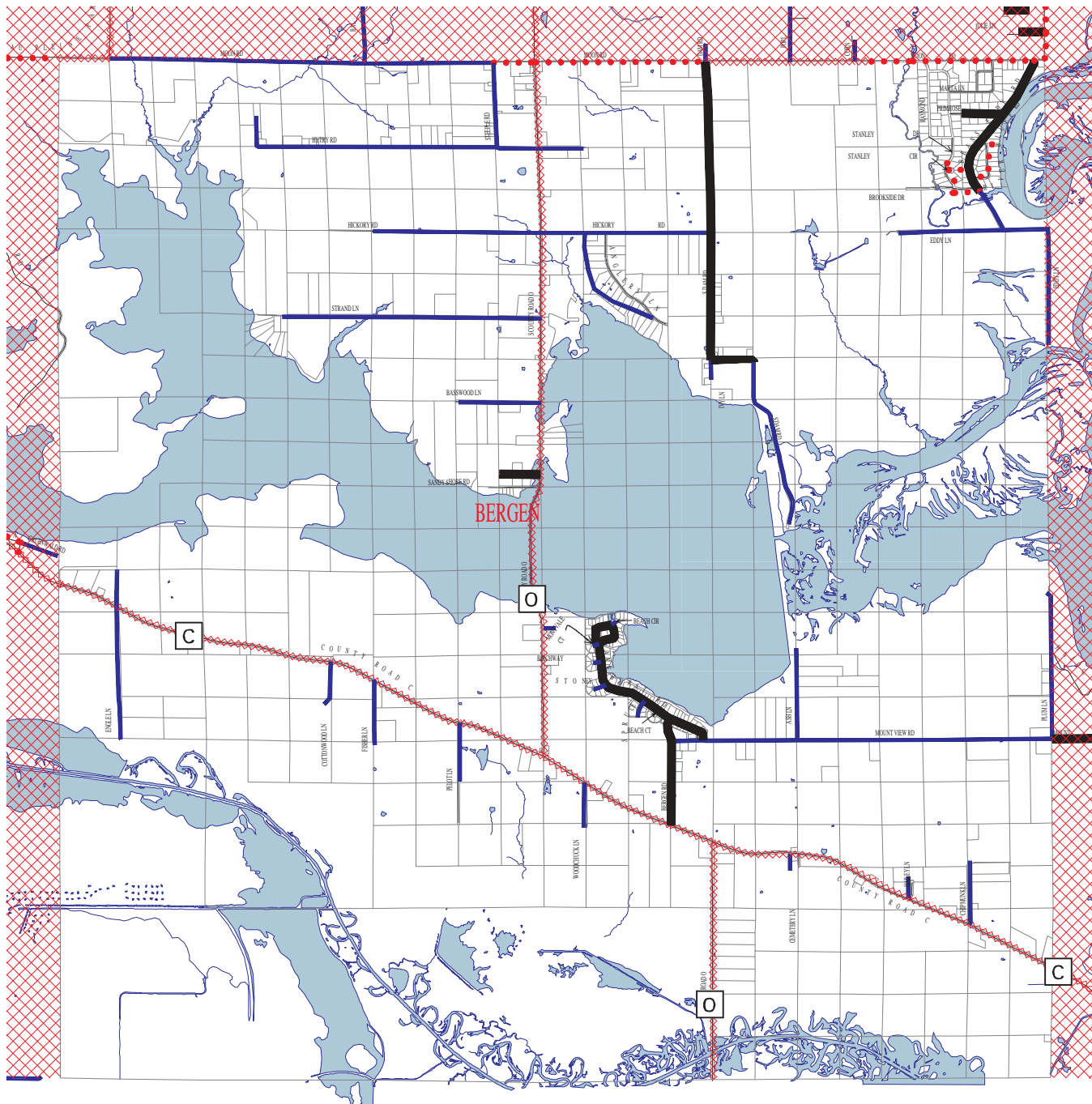
Figure 4-1
Functional Classification of Roads
BERGEN



- No Data
- Fair
- Failed
- Good
- Very Poor
- Very Good
- Poor
- Excellent


 Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2
Road Surface Rating
BERGEN



- No Data
- Concrete Pavement
- <1" Wearing Surface
- Asphalt Pavement
- Asphalt Pavement on Concrete
- Asphalt Pavement with Base >7"
- Asphalt Pavement With Base <7"
- Unimproved Road
- Brick or Block Pavement

Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-3
Road Surface Types
BERGEN