

VILLAGE OF BIRNAMWOOD

COMPREHENSIVE PLAN

2006

Village of Birnamwood Village Board

Marathon County Conservation, Planning & Zoning
Department

URS, Inc.
MSA

March 2006

Village of Birnamwood Conditions and Issues

March 2006

Table of Contents

1. Introduction and Summary	1
2. Demographics	1
3. Natural Resources	9
4. Land Use.....	3
5. Transportation	18
6. Utilities.....	22
7. Housing	25
8. Cultural Resources	31
9. Community Facilities	33
10. Parks	37
11. Economic Development	39
12. Intergovernmental Cooperation	44

List of Tables

Table 2-1: Demographic Change, 1970-2000	3
Table 2-2: Population by Age Group, 2000.....	4
Table 2-3: Population Projections – 2000-2030.....	4
Table 2-3a: Population Projections – 2000-2030.....	4
Table 2-4: Household Projections – 2000-2030	5
Table 2-4a: Household Projections – 2000-2030.....	5
Table 2-5: Educational Attainment	6
Table 2-6: Household Income Levels, 2000.....	6
Table 2-7: Occupation by Sector, 2000	7
Table 4-1: Land Use Cover Classification, 2000	14
Table 4-2: Per Acre Assessed Land Values (in dollars), 1998 – 2002	17
Table 5-1 Summary of Pavement Conditions	21

Table 7-1: Number of Housing Units by Type and Tenure	20
Table 7-2: Changes in Housing Stock	25
Table 7-3: Age of Community Housing Stock	26
Table 7-4: Physical Housing Stock	27
Table 7-5: Median Housing Value	27
Table 7-6: Range of Housing Values	27
Table 7-7: Housing Affordability	28
Table 8-1: Known Cemeteries in Birnamwood	32
Table 9-1: Wittenberg-Birnamwood School District Enrollment.....	33
Table 9-2: Child Care Referrals.....	36
Table 11-1: Shawano County Top 10 Industry Groups Based on Number of Employees (March 2001)	40
Table 11-2: Marathon County Top 10 Industry Groups Based on Number of Employees (March 2001)	41
Table 11-3: Civilian Labor Force Average Annual Figures	41
Table 11-4: Average Weekly Wages by Industry Group, Shawano County.....	41
Table 11-5: Village of Birnamwood Occupation by Sector, 2000.....	42
Table 11-6: Employment by Industry, 2000	42

List of Figures

- Figure 3-1: Outstanding and Exceptional Resource and Impaired Waters
- Figure 3-2: 100-Year Floodplain
- Figure 3-3: Wetland Types
- Figure 3-4: Slopes
- Figure 4-1: Existing Land Use/ Land Cover
- Figure 4-2: Existing Zoning
- Figure 5-1: Functional Classification
- Figure 5-2: WISLR Ratings
- Figure 5-3: WISLR Road Surface
- Figure 5-4: Regional Trails
- Figure 6-1: Suitable Soils For Septic Tank Absorption
- Figure 6-2: Watersheds
- Figure 6-3: Existing Powerlines
- Figure 9-1: School and Library Facilities
- Figure 9-2: Fire Service Districts
- Figure 9-3: Hospitals and Clinics
- Figure 9-4: Community Facilities
- Figure 10-1: Regional Recreation Facilities
- Figure 11-1: Lyons Industrial Park
- Figure 11-2: Lyons Industrial Park (closer view)

1. Introduction and Summary

The Village of Birnamwood's *Conditions and Issues Report* documents the current conditions in the community and identifies primary issues or concerns that the Village may want to address in the future. This report includes information about Birnamwood in the areas of demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation. The report provides a foundation for development of the final plan, which will outline policies and actions that the Village can take to address identified issues and guide future growth in Birnamwood. Some key findings in this report include:

- The Village of Birnamwood is located on the western edge of Shawano County and has annexed a small area of residents living in eastern Marathon County. The Village has grown steadily since 1970, with an increase of 163 persons, or 26 percent. Approximately half of all housing units in the Village were built prior to 1939, although 16 percent have been constructed since 1990.
- Birnamwood residents want to retain their traditional Main Street and have undertaken street and sidewalk improvements along the street. They are concerned about several vacant buildings and are seeking re-use options for continued use of buildings downtown.
- Birnamwood's location on the Wiouwash Recreational Trail offers opportunities for the Village to offer facilities and amenities for trail users. The trail currently ends at State Street, where construction of a Trailhead could be considered.
- Birnamwood has identified two potential areas for residential development. One area is northwest of the Village, north of CTH N. The other area is south along US Highway 45 where some housing has already been constructed.
- The Village has adequate industrial land for immediate needs, but will continue to market available property. There is a vacant building in Lyon Industrial Park, with frontage on US Highway 45, that the Village is currently trying to market.
- The proximity of US Highway 45 through Birnamwood offers convenient access for commuters and also brings traffic through the Village who support local businesses. There has been some concern, however, about heavy traffic at US Highway 45 and CTH N, particularly on summer weekends. The Village will need to work with WDOT, which is planning upgrades of US Highway 45 in 2006, to ensure that this intersection does not become a safety problem.
- The Village has maintained its water and sanitary waste facilities and should be able to accommodate anticipated growth. The Village is planning on replacing one of their wells that has had low capacity and some contamination.

Village of Birnamwood

- Birnamwood has a diverse supply of housing stock, including single-family housing, duplexes. Apartment buildings, mobile home parks, and group housing facilities.
- The Village has a revolving loan program that is available for residents to apply to housing upgrades.
- The Village of Birnamwood has a well-developed park system with five parks totaling over 30 acres, including both ball fields and recreational areas, as well as passive, nature-oriented parks.

2. Demographics

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

Population and Households

Historical Trends

As shown in Table 2-1, the Village of Birnamwood has experienced steady population growth over the past three decades, growing by 163 persons, or 26 percent. Marathon County, Shawano County and the State of Wisconsin all grew by a similar percentage over the same time period. Household growth over the past decade was lower than for Shawano or Marathon County or the State. The average household size increased since 1990, and is similar to Shawano County and the State.

Table 2-1: Demographic Change, 1970-2000

	1970	1980	1990	2000	% Change 1970 to 2000	% Change 1990 to 2000
Total Population						
Birnamwd	632	688	693	795	+26%	+11%
Marathon County	97,457	111,270	115,400	125,834	+29%	+9%
Shawano County	32,650	35,928	37,157	40,664	+25%	+9%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+21%	+10%
Total Households						
Birnamwd	197	187	277	309	+57%	+8%
Marathon County	29,771	37,865	41,534	47,402	+59%	+14%
Shawano County	9,927	12,278	13,775	15,815	+59%	+15%
Wisconsin	1,328,804	1,652,261	1,822,118	2,084,544	+57%	+14%
Average Household Size						
Birnamwd	3.05	3.61	2.42	2.48	-19%	+2%
Marathon County	3.27	2.90	2.75	2.60	-20%	-5%
Shawano County	3.24	2.88	2.64	2.51	-23%	-5%
Wisconsin	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Dept. of Administration

Table 2-2 describes the percentage of population in various age groups. Birnamwood had greater numbers of children (to age 14) but also greater numbers of persons over age 65. Birnamwood is somewhat proportional to both Counties and the State, as reflected by its median age of 36.9, lower than Shawano County, but very similar to Marathon County at 36.3 and 36.0 for the State.

Table 2-2: Population by Age Group, 2000

Age Group	Percent of Population			
	Birnam-wood	Shawano County	Marathon County	State
Under 5 years	7.5	6.1	6.4	6.4
5 to 9 years	7.9	6.8	7.5	7.1
10 to 14 years	9.7	7.8	8.0	7.5
15 to 19 years	6.2	7.2	7.7	7.6
20 to 24 years	4.7	4.6	5.4	6.7
25 to 34 years	10.9	11.9	13.0	13.2
35 to 44 years	14.8	15.7	16.5	16.3
45 to 54 years	9.7	12.8	13.9	13.7
55 to 59 years	4.0	5.6	4.8	4.7
60 to 64 years	3.8	4.7	3.8	3.8
65 to 74 years	8.9	8.4	6.4	6.6
75 to 84 years	8.4	6.1	4.8	4.7
85 years and over	3.4	2.3	1.7	1.8
Median Age	36.9	38.5	36.3	36.0

Source: Wisconsin Dept. of Administration, 2000

Population Forecasts

Table 2-3 indicates population projections for Birnamwood and Shawano County. These projections were completed by the East Central Wisconsin Regional Planning Commission (ECWRPC) (2003). Projections were based on historical growth patterns and the population from the 2000 Census, and projected in five-year increments until 2020.

Birnamwood is projected to have a 4 percent growth rate, somewhat higher than Shawano County’s 1.3 percent growth rate. Urban counties are generally anticipated to have a higher growth rate than more rural areas such as Shawano County.

Table 2-3: Population Projections – 2000-2020

	2000	2005	2010	2015	2020	% Change
Birnamwood	795	825	829	828	828	+4%
Shawano County	40,664	42,301	42,085	41,729	41,208	+1.3%

Source: Shawano County Population Projections, ECWRPC, 2003.

Table 2-3a shows population projections completed by the Wisconsin Department of Administration (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 historical population trends of individual communities.

The WDOA projections in Table 2-3a show a faster rate of growth for Birnamwood than the ECWRPC projections; the WDOA projects a population of 905 by 2020, an increase of 14 percent. The WDOA also projects a faster rate of growth for Shawano County, reaching 45,058 by 2020 compared to 41,208 in the ECWRPC projections.

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

	Total Population by Year							% change
	2000	2005	2010	2015	2020	2025	2030	
Birnamwood	795	824	853	880	905	929		
Marathon County	125,834	130,242	134,504	138,836	143,308	147,112	150,255	+19%
Shawano County	40,664	41,815	42,987	44,077	45,058	45,998	46,621	+15%

Source: Wisconsin Department of Administration

Household Forecasts

Table 2-4 indicates projected households for Birnamwood and for Shawano County, calculated by the ECWRPC. Birnamwood shows an 8.8 percent increase, or 27 additional households over the next two decades, compared to a 6.6 percent change for Shawano County.

Table 2-4: Household Projections – 2000-2020

	2000	2005	2010	2015	2020	% change
Birnamwood	306	325	329	332	333	+8.8%
Shawano County	15,815	16,677	16,794	16,857	16,851	+6.6%

Source: Shawano County Household Projections, ECWRPC, 2003

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

	Total Households by Year							% change
	2000	2005	2010	2015	2020	2025	2030	
Birnamwood	309	322	340	357	373	386		
Marathon County	47,702	50,109	52,902	55,589	58,181	60,283	62,035	+30%
Shawano County	15,815	16,399	17,166	17,906	18,552	19,162	19,611	+24%

Source: Derived from population projections prepared by the Wisconsin Dept. of Administration

Table 2-4a includes household projections based on population projections completed by the WDOA and assumes an average persons-per-household of 2.48 in Birnamwood in 2000. Like the population projections, the WDOA household projections show a faster rate of growth for Birnamwood, with an additional 64 households, for an increase of 21 percent by 2020. Shawano County households are projected to total

18, 552 by 2020, compared to 16,851 under the ECWRPC projections.

Education and Income Levels

According to 2000 Census data, 80.4 percent of Birnamwood residents have a high school education or higher. (Table 2-5) This compares to 81.5 for Shawano County, 83.8 percent for Marathon County, and 85.1 percent for the State. In Birnamwood, 10.6 percent of residents have a bachelor’s degree or higher. This is slightly lower than the number of persons with a bachelor’s degree or higher in Shawano County at 12.6 percent, Marathon County at 18.3 percent and the State with 22.4 percent.

Table 2-5: Educational Attainment

Educational Attainment	Birnamwood		Shawano County	Marathon County	State
	No.	%	%	%	%
Less than 9th Grade	46	9.0	8.0	8.2	5.4
9th to 12th Grade, No Diploma	54	10.6	10.6	8.0	9.6
High School Graduate	241	47.2	45.8	38.0	34.6
Some College, No Degree	84	16.4	17.1	18.3	20.6
Associates Degree	32	6.3	5.9	9.2	7.5
Bachelor's Degree	27	5.3	8.7	12.6	15.3
Graduate or Prof. Degree	27	5.3	3.9	5.7	7.2
Percent high school graduate or higher		80.4	81.5	83.8	85.1
Percent bachelor's degree or higher		10.6	12.6	18.3	22.4

Source: Wisconsin Dept. of Administration, 2000

Table 2-6: Household Income Levels, 2000

Income Level	Birnamwood		Shawano County	Marathon County	State
	No.	%	%	%	%
Less than \$10,000	25	8.5	8.1	5.9	7.1
\$10,000 - \$14,999	25	8.5	7.1	5.4	5.8
\$15,000 - \$24,999	51	17.4	15.0	12.3	12.7
\$25,000 - \$34,999	36	12.3	15.3	13.1	13.2
\$35,000 - \$49,999	58	19.8	21.1	19.4	18.1
\$50,000 - \$74,999	56	19.1	20.0	25.2	22.7
\$75,000 - \$99,999	24	8.2	8.2	10.5	10.9
\$100,000 - \$149,000	11	3.8	3.7	5.4	6.4
\$150,000 - \$199,999	5	1.7	0.7	1.3	1.5
\$200,000 or More	2	0.7	0.8	1.6	1.5
Total Households	293	100.0	100.0	100.0	100.0
Median Household Income	\$37,813		\$38,069	\$45,165	\$43,791

Source: Wisconsin Dept. of Administration, 2000

Median household income (Table 2-6) for Birnamwood residents was \$37,813 in 2000. The Shawano County median was slightly higher at \$38,069, while the State median was \$43,791. Income

distribution among all income levels is approximately proportionate to levels observed County- and Statewide.

Employment Characteristics

Table 2-7: Village Occupation by Sector, 2000

SECTOR	Number	Percent
Management, professional, and related occupations	93	27.5
Service occupations	57	16.9
Sales and office occupations	62	18.3
Farming, fishing, and forestry occupations	9	2.7
Construction, extraction, and maintenance occupations	34	10.1
Production, transportation, and material moving occupations	83	24.6
Total Employed*	338	100.0

Source: Wisconsin Dept. of Administration, 2000

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

Table 2-7 illustrates occupational characteristics of the employed population for the Village. In 2000 the Village had an employed population of 338. Approximately one-quarter of residents are in management and professional occupations, and another one-quarter are employed in the production and transportation sectors.

Demographic Trends

- Birnamwood has experienced steady population growth over the past three decades, growing 26 percent, similar to both Marathon and Shawano counties.
- Household growth over the past decade was 8 percent, about half the size of the County or State. The average household size is 2.48, similar to Shawano County and the State.
- Birnamwood had higher percentages of children to age 14 and persons over age 65 than the County and State, but had a median age of 36.9, as compared to 38.5 for Shawano County, 36.3 for Marathon County and 36.0 for the State.
- 80.4 percent of Birnamwood residents have a high school education or higher, compared to 81.5 percent for Shawano County, and 85.1 percent for the State.
- In Birnamwood, 10.6 percent of residents have a bachelor’s degree or higher, slightly lower than the number of persons with a bachelor’s degree or higher in Shawano County (12.6 percent) and the State (22.4 percent).
- Median household income for Birnamwood was lower at \$37,813 than either the County or State medians.
- Population is expected to grow about 4 percent and households in Birnamwood are expected to grow about 9 percent between 2000 and 2020 (ECWRPC projections).

- Occupational categories of Birnamwood residents show over 50 percent are employed in two categories: management, professional and related; and production and transportation occupations.

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 county-wide 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.

Recent Planning Efforts Related to Natural Resources

In the last decade, plans have been prepared by the County and State specifically to address protection and management of natural resources. These plans may be used to guide local policy and decision making regarding resource management and protection.

- **Shawano County Land and Water Resource Management Plan** - In 2001, Shawano County adopted a Land and Water Resource Management Plan in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the County. A major

objective of the plan is to achieve a 30% reduction in both phosphorus and sediment delivery to surface waters over the next decade. Annual reviews will be conducted to track and evaluate progress in meeting this goal.

- **State of the Wolf River Basin Report**—In 2001, the Wisconsin DNR, in partnership with Wolf River Basin Partnership, prepared this report to provide direction for managing the Wolf Basin’s natural resources. Priorities were identified for each watershed, drinking water and groundwater, and for land priorities including wildlife and natural areas, fisheries, threatened and endangered species and forests.

Water Resources

Shawano County contains abundant water resources. Many have remained in a fairly pristine state and others need 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 “Exceptional Resource Waters.” Wastewater entering ERW’s must meet minimum clean water standards, although higher standards are encouraged where feasible.

Outstanding Resource Waters in or near Birnamwood include:

- Plover River (Town of Plover, Town of Norrie)
- Norrie Brook (Town of Norrie, Village of Birnamwood)

Exceptional Resources Waters in Birnamwood include:

- Packard Creek
- Railroad Creek

Water resources that have been significantly degraded are identified as “impaired waters” on the “303 (d) list” of the U.S. Clean Water Act. The list identifies waters that do not meet current water quality standards and merit water quality improvement and protection. There are no impaired waters in Birnamwood.

Resources in Birnamwood

Streams/Rivers – Norrie Brook, just outside the Village, is an Outstanding Resource Waters (ORW). Packard Creek is on the eastern edge of the Village and Railroad Creek is on the southwest corner; both are identified as Exceptional Resources Waters (ERW). See Figure 3-1.

Watershed— Birnamwood is located in the watershed of the Middle and South Branches of the Embarrass River, within the Wolf River Basin. The Middle and South Branch Watershed covers 251 square miles in Shawano, Marathon and Langlade counties, with 195 square miles in Shawano County. Land use in the watershed is comprised of 55 percent woodland, 20 percent wetlands, 20 percent cropland, and several other uses, all under three percent.

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 on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe.

In the Village of Birnamwood, the areas within the 100-year floodplain are largely outside the Village boundaries. A floodplain is adjacent to Packard Creek, with a portion of the floodplain in the extreme southeast corner of the Village. Another area of floodplain follows Railroad Creek, south of the Village boundaries (Figure 3-2).

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, sneeze-weed, 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.

Wetlands in Birnamwood are primarily forested wetlands and are scattered throughout the Village. There is a segment in the southwest that follows the floodplain near Railroad Creek and straddles the Wiouwash Trail. There are also segments of scrub/shrub wetlands, including one area on the southeast

corner of Lyons Industrial Park and along Packard Creek in southeast Birnamwood (Figure 3-3).

Groundwater – The soils, geology and other physical resources in the Middle and South Branch of the Embarrass River Watershed indicate that there are some areas highly susceptible to groundwater contamination where there are poor land use practices. However, the 2001 *State of the Wolf River Basin Report* ranked the Middle and South Branch of the Embarrass River watershed in the medium category for groundwater contamination potential. Of 20 watersheds ranked in the Wolf River Basin, 14 were ranked in the high category, two were in the medium category and four in the low category.

Groundwater is generally available at a shallow level and of sustainable quantity. Data from the *State of the Region Report* (January 2003, ECWRPC) indicated that depth to bedrock in Birnamwood varied from five to 50 feet.

Soil Resources

Soils Types – There are two soil associations present in the Village of Birnamwood. The western portion of the Village contains Kennan-Rosholt soils, while the area adjacent to US 45 has Rosholt-Seelyville soils.

Sediments and nutrients contained in runoff from rural/agricultural landscapes are the most significant forms of nonpoint source pollution impacting water resources in Shawano County. Shawano County intends to complete a cropland erosion survey and will use that information to develop policies to address erosion issues on a watershed basis.

Steep Slopes – Steep slopes are defined as slopes with gradients over 12 percent. Figure 3-4 illustrates where steep slopes exist and separates them into two categories. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15 percent. There are no steep slopes within the Village of Birnamwood. There are several scattered Category E slopes south of Birnamwood Road, southwest of the Village.

Biological Resources

Vegetation – According to land cover maps, areas outside the developed portion of Birnamwood are divided between woodland, cropland and other agriculture. Single family development has pushed out along CTH N to the northwest, along US Highway 45 and west along Birnamwood Road into the woodland and crop areas. Within the Village there is also private landscaping consisting of trees, shrubs and gardens. Birnamwood’s almost 34 acres of park land, particularly Birchwood Park, also contribute to woodland acreage.

Wildlife Resources and Habitat – Shawano County has a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians. Forest wildlife includes white-tailed deer, eastern wild turkey, ruffed grouse, woodcock, black bear, wolf, badger, squirrel, snowshoe hare, and fisher. Wildlife resources are abundant in the sanctuaries, refuges, reserves, and scattered habitats located throughout the County. Numerous other species of migrating birds use habitat in Shawano County for food, shelter, and resting stops during seasonal migration.

Two major wildlife habitat areas include the Navarino Wildlife Area and the Mud Lake Wildlife Area, both in the eastern section of Shawano County. The Wolf River, Red River, and Embarrass River systems in the western half of Shawano County also offer fish and wildlife habitat.

Threatened and Endangered Species—No aquatic or terrestrial endangered species have been noted in Birnamwood.

Issues

Birnamwood residents have not identified any natural resources issues.

4. Land Use

The Village of Birnamwood is located primarily in Shawano County, with a small portion annexed from the Town of Norrie in Marathon County. Birnamwood is located at the intersection of US Highway 45 and CTH N and is approximately 16 miles south of Antigo and 23 miles east of Wausau.

Current Pattern of Land Use

Birnamwood was platted in the 1880s as a station on the Milwaukee, Lakeshore and Western Railroad (later the Chicago and Northwestern). Birnamwood retains a Main Street business district, located west of the original railroad right-of-way. The railroad tracks have been removed, and the alignment south of Birnamwood is developed as the Wiouwash Recreational Trail. The community has begun to redevelop areas adjacent to Main Street and the trail alignment, including the 1.2-acre Village Park, site of many community functions.

Commercial activities occur along Main Street and along US Highway 45. There are also industrial areas available, with 20 acres along US Highway 45 northwest of CTH N, and the 30-acre Lyons Industrial Park off CTH N east of US Highway 45.

Birnamwood's residential areas are zoned for single family residential, with several areas near the downtown and one area east of US Highway 45 zoned for multi-family residential. Housing stock is relatively diverse in the community. Of the approximately 315 housing units in the community,

approximately 70 percent are single-family units, 10 percent are two-family (duplex) units, 10 percent are structures with three or more units, and another 10 percent are mobile homes.

Birnamwood is well served with park land. Parks include John E. Roepke Memorial Park with ball field facilities, the wooded Birchwood Park west of the Village, the Village Park adjacent to Main Street, and additional facilities including Birnamwood Public School and tennis and basketball courts. Nearby water resources include Railroad Creek south of the Village and Packard Creek located east of the Village.

Existing Land Use - For purposes of this report, existing land cover was used as a proxy for existing land use. This was done to achieve consistency in describing existing land uses in the various municipalities participating in the Marathon County comprehensive planning effort. Table 4-1 describes the various land use cover categories and Figure 4-1 illustrates the existing land cover. The acreage and percent of land shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level.

Current Land Use Plans and Regulations

Land Use Plan – The Village of Birnamwood completed a comprehensive plan in 1974. At that time, the Village identified four future residential development areas based on soil characteristics, buffer zones, relationship of residential and commercial areas, highway access and availability of utilities.

The Village plan was progressive and encouraged concentrated urban development activity and recommended the development

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	134.9	9.6%
Multi-Family Residential	Multiple family structures with three or more households, condos, duplexes, apartments	8.8	.62%
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	26.9	1.9%
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	19.0	1.4%
Quarries/Gravel Pits	Mining operations		--
Cropland	Tilled agriculture, prime farmland	425.6	30.1%
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.		
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	100.6	7.1%
Public/Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, National Guard	24.3	1.7%
Recreation	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	38.0	2.7%
Woodlands	Forested land	506.2	35.8%
Water	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc. (including wetlands)	5.6	.40%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	88.4	6.3%
Barren Land	Unused open land in wooded areas, along streams, along roadsides	33.7	2.4%
Total Land Area		1,412	100%

Source: Marathon/Shawano County Land Use Cover Database

of a subdivision ordinance (not completed) to provide for more efficient development patterns.

Another progressive step by the Village was the identification of natural areas, and a zoning category called a Natural Resource Preservation District. This District included swamps, river shore, and land with natural aesthetic value. The current zoning map indicates that a number of these areas were identified in the Village, mostly located outside the most developed area of the community.

Zoning – The Village completed a zoning ordinance and a building code in 1973. The ordinance has been updated as needed since that time. As shown on Figure 4-2, much of the central area of Birnamwood is zoned community commercial. This zoning extends from the US 45 corridor west through Main Street until High Street. West of High Street is a single family residential district and a single family mobile home district. The Lyons Industrial Park, accessed from CTH N east of US 45, is zoned as general manufacturing.

Birnamwood’s ordinance includes a natural resource preservation district that has been used extensively on the edges of the village. The various parks, the Wiouwash Trail, and nearby wetlands are all included in the natural resource preservation district. Residential uses in this district are conditional uses, allowed only as accessory to a principal uses such as agriculture.

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 land ward side of a floodplain, whichever distance is greater.

Development Trends

Land Supply – Land potentially available for future development (residential and non-residential) was estimated for this plan based on the land cover categories shown in Table 4-1. Land categorized as barren, crop land, forest land, other agriculture, and specialty crop was considered “available” for future development. Land categorized as already developed, such as residential, commercial, industrial and public land, or areas that cannot easily be developed, such as wetlands or waterways, were considered “unavailable” for future development. In the Village of Birnamwood, 846 acres are identified as available for future development and 346 acres are considered unavailable.

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 Village of Birnamwood, is estimated that 17 acres of land will be needed to accommodate new residential development through 2030.

When considering actual building permit data, however, Birnamwood may anticipate a stronger need for residential land. Building permits have been steady over the past three years: 6 permits in 2001; 9 permits in 2002; and 7 permits in 2003.

The NCWRPC estimated land needed for non-residential development based on projected changes in local employment and an estimated current average density of 3.32 employees per acre in the Eastern Group planning sub-area. In the Village of Birnamwood, the NCWRPC estimated that zero acres will be needed to accommodate new non-residential development through 2030.

Land Values – Table 4-2 shows the change in per acre assessed land values in Birnamwood between 1998 and 2002. It also indicates percent change in acreage and land value for the Village compared to Shawano and Marathon Counties. While acreage changes were minimal in Birnamwood, most categories of land lost value. Only forest land experienced a major increase in valuation.

Major Opportunities and Constraints

- **Wiouwash Recreational Trail** – The Wiouwash State Recreational Trail runs along the former railroad alignment to State Road in Birnamwood on its path from Oshkosh to Langlade County. Snowmobile trails continue on the alignment north of State Road. The Trail connects with the Mountain-Bay Trail farther south in Eland and has the potential to attract additional visitors to the Village.
- **Access/Location** – Birnamwood is conveniently located on US Highway 45 and CTH N. With adequate roads, the community can provide residents with small town amenities and an easy commute to Wausau or Antigo.
- **Adequate Sewer and Water Capacity** – A major factor in new growth is the ability of the Village utilities to accommodate additional residential, commercial and industrial development. Birnamwood has upgraded its facilities in the last five years and should be able to accommodate anticipated new development.

Issues

- **Enhance Main Street** – Birnamwood’s Main Street still retains the feeling of a small town and the Village has taken steps to improve the street and sidewalks along Main Street. There are some vacant buildings that the Village would like to see re-used and should actively market to further enhance the Main Street character.

- **Market Industrial Property** – The Village has adequate industrial land for immediate needs. If needed in the future, the industrial park could expand to the east and still be within the Village boundaries. The Village should continue to market the land and buildings available in the industrial park to provide jobs and support the Village tax base.
- **Residential Development Potential** – The Village has identified two potential areas for residential development. One area has developed north of CTH N on the northwest corner of the Village. Another potential location for residential is south along US Highway 45 where some housing has been constructed.

The Wiouwash Recreational Trail – The Village should take advantage of the visitors, as well as the amenities that can be provided, as a result of the Wiouwash Recreational Trail connecting to the Village. There is the potential to develop a Trailhead with a parking lot near the trail south of State Street. The Village could market existing amenities and services to Trail users and/or attract new businesses that could serve this potential market. New vehicular crossings of the Trail are limited, and this should be considered to prevent potential landlocked parcels in the future.

Table 4-2: 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	161	10,011	35	15,397	31	1,194	864	318	19	765	32	296
2002	173	9,852	41	14,720	31	1,200	856	278	21	721	32	599
Chg.	+12	-159	+6	-677	0	+6	-8	-40	+2	-44	0	+303
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Birnamwood	+7.5	-1.6	+17.1	-4.4	0	+0.5	-1	-12.6	+10.5	-5.8	0	+102
Marathon County	+21.2	+5.6	+38.4	-4.0	-0.5	+34.4	-11.2	-47.6	+74.8	+137	+1.0	+91.8

Source: Wisconsin Department of Revenue, Bureau of Equalization

5. Transportation

Road Network

Functional Classification of Roads/Jurisdiction

(Source: WisDOT 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 greater than 5,000 population 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 for trips of moderate length, with more emphasis on land access than principal arterials.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from arterials through the area to local streets. The collectors also collect traffic from 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 higher order systems. Local streets offer the lowest level of mobility, and 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 described 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

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

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. Roadway jurisdictions (i.e. US, State, and County highways) are indicated in Figure 5-1.

Major Road Facilities

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

- **US 45** is a north-south principal arterial that runs through Birnamwood. North of State Road/CTH N the AADT was 4,600 in 1999 and 5,200 in 2000.
- **CTH N** is an east-west major collector that had a 1998 AADT of 1,400 and a 2001 AADT of 1,200 west of the Village.
- **CTH N** (west of Main Street) had an AADT of 1,500 in both 1999 and 2002.

- **Main Street (CTH N through Birnamwood)** had an AADT of 1,000 in 1999 and 930 in 2002 in the segment north of State Road.
- **State Road** had an AADT of 1,700 in 1999 and 1,800 in 2002, in the segment west of US 45.
- **Maple Street** had an AADT of 1,300 in 1999 and 1,400 in 2002 in the segment west of US 45.

Road Maintenance -- The Village road system is considered in excellent condition. The Village maintains a Five-year Road Plan in which road improvements are made annually. Major improvements have been made to Main Street and adjacent sidewalks over the past five years. WisDOT has scheduled US 45 for resurfacing through Birnamwood in 2006.

PASER – The Wisconsin Department of Transportation (WDOT) required all incorporated communities to prepare a Pavement Management Plan 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 Pavement Surface Evaluation Rating (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 Pavement Management Plan.

Figures 5-2 and 5-3 and Table 5-1 illustrate the WISLR road assessment done in 2004 by surface type and condition rating. As shown, about half of roads in the Village are paved with asphalt, and half are gravel. Roads exhibiting a surface condition rating at or below “Fair” should be examined to determine what type of reconstruction or strengthening is necessary. Roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to maintain safe travel conditions. Those roads without data should be examined to ensure safe travel conditions exist along these routes. About 40% of the roads in the Town are rated in “Good” or better condition and will require only preventative maintenance. However, roughly 0.13 mile of roadway will require some sort of reconstruction.

Table 5-1: 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
		0.13				
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
0.12						

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
		0.13		0.12		

Source: WDOT (WISLR), 8/10/04

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 Department of Transportation (WisDOT) was given the authority to establish rules to review subdivision plats abutting or adjoining state trunk highways or connecting highways. Regulations enacted by WisDOT 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.

Shawano County issues driveway permits and implements access restrictions on all properties fronting a lettered county road.

Traffic Generators – Major employers within Birnamwood include Kersten Lumber Company, the Birnamwood Elementary School, and the General Clinic. Traffic is also generated by North Central Lab in the Lyons Industrial Park and two retail tile businesses.

Trip Patterns – Most residents work in Wausau or Antigo.

Other Transportation Modes

Pedestrian – There are sidewalks within the Village, west of US 45.

Bicycle – The Wiouwash Recreational Trail runs 100 miles from Oshkosh to State Road in Birnamwood. It also connects with the Mountain-Bay Trail farther south in Eland. The Shawano County Park System budgeted \$60,000 for land acquisition and trail development in 2001 (Figure 5-4). CTH D west of the Village is a suggested bike route in the *Marathon County Bicycle and Pedestrian Plan*.

Transit – Elderly and disabled transit service is provided throughout Shawano County through Shawano County Aging and Disability Resource Center. Transportation is available for shopping, medical appointments, special trips, and attending congregate meal sites. Information is available at 793-4700.

Rail – There is no rail service in the Village of Birnamwood.

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 Central Wisconsin Airport 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 air freight and express flights daily.

The Shawano Municipal Airport in Shawano is a general utility airport, serving all small general aviation single and twin-engine aircraft with a maximum takeoff weight of 12,500 pounds or less. Typically these aircraft are used for business and charter flying and/or personal aircraft.

Issues

- **Pedestrian/Vehicular Safety at US 45**—There has been a sight distance problem Maple Street and US 45 because of buildings near the intersection. There is also some difficulty crossing US 45 at CTH N because of heavy traffic, particularly on summer weekends. These issues should be considered in working with WDOT on the upgrading of US 45 in 2006.

6. Utilities

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

Sanitary Sewer Service

Sewer Service Area – The sewer service area for Birnamwood encompasses the area within the developed area of the Village. Outlying areas all use private waste disposal systems.

Sewer Treatment and Collection Facilities – The Village operates its own wastewater treatment facility that was upgraded approximately five years ago. Capacity is double the current usage. The Village has consistently upgraded sewer mains over the past decade.

Private On-Site Waste Disposal Systems

Some areas within Birnamwood that are not connected to the Village system have on-site waste disposal systems. Between 1993 and mid-2003, 11 sanitary permits were issued for the Village of Birnamwood. The Shawano County Zoning and Land Use Control Division issues sanitary permits and inspects all on-site waste disposal systems in the county. Figure 6-1 shows suitable soils for septic tank absorption.

The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including Chapter 83 (Comm 83). Updated in 2000, Comm 83 allows the use of new concepts and technologies through a system of individual component approval.

Types of On-Site Systems – Under the revised Comm 83 standards, property owners have a wider array of system options than previously available. On-site waste disposal systems generally fall into four categories: conventional systems, mound systems, mechanical treatment components, and holding tanks.

Public Water Service

Service Areas and Supply – The Village distributes water to properties in the developed area of the Village. Outlying areas have private wells. The Village has two wells and water supply service. Any potential contamination is addressed by bleaching and chlorinating.

Well No. 4 along US 45 has had low capacity and some contamination issues and may need to be replaced with a new well.

Storage Facilities – Birnamwood has a new 125,000-gallon water tower located west of the business district on Tower

Street. The tower will provide adequate capacity for anticipated development.

Distribution Systems – Water mains have all been upgraded to the minimum 6-inch size.

Surface Water Management

In 2003, Shawano County adopted a Land and Water Resource Management Plan in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to restore, improve and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources in the County.

Birnamwood is located in the Wolf River Basin, and within the Middle & South Branches of the Embarrass River watershed. This watershed includes 250 square miles and over 160,000 acres. Municipal point dischargers in the system are the Village of Birnamwood, Caroline Sanitary District No. 1, Village of Tigerton, and Village of Wittenberg. The soil, geology and other physical resources indicate there are areas highly susceptible to groundwater contamination due to poor land use practices. A data search revealed groundwater samples with contamination, mainly from pesticides.

The watershed is a “medium” priority watershed because of locally significant soil erosion and animal waste problems. Most of the buffer areas along the streams are natural and undisturbed.

As a result, the Middle and South Branches of the Embarrass River watershed has not been identified as a Priority watershed for special planning and funding (see Figure 6-2).

Electric Utilities

The Village of Birnamwood receives electric power from Alliant Energy. Existing powerlines are shown in Figure 6-3.

Natural Gas

Natural gas is supplied by Wisconsin Public Service Corporation (WPS).

Telecommunication Facilities and Services

- Television/Cable providers—Charter Communications
- Telephone/Fiber Optics— Verizon.
- Cell towers— None

Solid Waste Management

The Village of Birnamwood contracts with a private company for waste management. Municipal, commercial and industrial waste is accepted at the Marathon County Landfill in Ringle. User fees collected at the landfill defray the cost of landfill operations.

Recycling

Recycling pick-up is provided by a private contractor on a bi-weekly basis.

Issues

- **Adequate Sewer and Water Capacity** – A major factor in new growth is the ability of the Village utilities to accommodate additional residential, commercial and industrial development. Birnamwood has maintained and upgraded its water and sanitary waste facilities and should be able to accommodate anticipated growth.
- **Replacement of Well** — Well No. 4 along US 45 has had low capacity and some contamination. The Village may need to dig a new well to replace Well No. 4.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section is an inventory and analysis of housing conditions in the Village of Birnamwood. Housing in the Village is predominantly single family, with approximately 70 percent owner-occupied. Sixteen percent of housing units were constructed over the last decade, and housing values are lower than median values for Shawano County as a whole.

Data contained in this section reflect two methodologies of data collection employed by the US Census. The source of data collected for the first table is from 2000 Census, STF-1 Data, which was collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the US 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”. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

Housing Inventory

Housing Type and Tenure

As shown in Table 7-1, the 2000 Census shows the Village of Birnamwood has 309 occupied housing units. 213 (or 69%) of

these units are owner-occupied. The Village has an average household size of 2.48 persons. 31.4% of all households are classified as being “1 person households.” Approximately 33% of households have a householder 65 years or older.

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

Area	Village of Birnamwood	Marathon County	Shawano County
Total Occupied Housing Units	309	47,702	15,815
Owner Occupied Units	213	36,091	12,370
Renter Occupied Units	96	11,611	3,445
Average Household Size	2.48	2.6	2.51
% Owner Occupied	68.9%	75.7	78.2
% 1 Person Households	31.4%	23.6	24.9
% With Householder 65 years or older	33.3%	21.7	29.1

Source: 2000 US Census, STF 1 Data

Changes in Housing Stock

Table 7-2 notes changes in housing stock between 1990 and 2000 according to US Census Data. Total housing units have increased by 35 while the number of occupied housing units grew by 29. Vacancy increased from 4% to 6% between decades. The number of owner-occupied housing units increased by 27 or 15%. The census reported increases in the number of single-family and duplex housing units.

Table 7-2: Changes in Housing Stock, Birnamwood

	1990	2000	# Change	% Change
Total Housing Units	293	328	35	12%
Occupied Housing Units (Households)	280	309	29	10%
Vacancy %	4%	6%	n/a	n/a
Owner Occupied Housing Units	186	213	27	15%
Renter Occupied Housing Units	94	96	2	2%
Owner Occupied Housing Units as percent of Total	66%	69%	n/a	n/a
Number of Homes for Seasonal/Rec Use	3	2	-1	-33%
Number of Single Family Homes	204	218	14	7%
Detached	201	212	11	5%
Attached	3	6	3	100%
Number of Duplexes	21	30	9	43%
Multi Family Units 3-9 units	9	12	3	33%
Multi Family Units 10+	36	23	-13	-36%

US Census: 1990, 2000 STF 3 Data

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 housing unit 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 housing unit sizes have increased. For example, average housing units constructed in the 1980s and 1990s are typically much larger than housing built in previous decades. Additional bedrooms, bathrooms,

and attached garage space are among the amenities found in newer housing units.

Table 7-3: Age of Community Housing Stock, Birnamwood

Total Units	Year Built							
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1940 to 1959	1939 or earlier
315	2	25	22	38	26	16	32	154
100%	1%	8%	7%	12%	8%	5%	10%	49%

Source: 2000 US Census, STF 3 Data

Table 7-3 shows housing age for the community. In the Village of Birnamwood, data show that almost half of the local housing stock was built before 1939. Recent housing growth from the 1990s makes up approximately 16% of the total housing stock, a figure similar to Shawano County totals, where houses built in the 1990s total 17% of the housing stock. That is slightly higher than overall figures for Marathon County, where houses built in the 1990s make up 13% of overall housing stock.

Physical Housing Stock

Table 7-4 looks at several select measures of physical condition and compares them to figures for both counties and the State. The median housing unit size in the Village of Birnamwood is similar to that of the County and State, when measured by number of rooms. 69% of the community’s

Village of Birnamwood

housing stock is classified as single family, similar to the State, but less than either County. Just over 7% of housing units are found in structures with over 10 units. Census data also indicate that all housing units 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
Birnamwood	5.8	69.0%	7.3%	0.00%	0.00%
Shawano County	5.6	79.7%	2.5%	0.70%	0.40%
Marathon County	5.8	76.1%	4.5%	0.90%	0.90%
Wisconsin	5.4	69.3%	9.4%	1.40%	1.50%

Source: 2000 US Census, STF 3Data

Housing Values

Median Value

Table 7-5 shows housing value statistics for the community, Counties and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied housing for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers housing without a business or medical office on the property. Census data indicate that the Village of Birnamwood has a median housing value below that of both Shawano County and Marathon County.

Table 7-5: Median Housing Value

	Median Value (dollars)
Birnamwood	\$61,100
Marathon County	\$95,800
Shawano County	\$84,000
Wisconsin	\$112,200

Source: 2000 US Census, STF 3 Data

Range of Values

Table 7-6 shows the range of housing values that exist in the community. The Village has a higher percentage of housing units valued under \$100,000 when compared to Shawano County and Marathon County.

Table 7-6: Range of Housing Values

Number of Houses per Housing Value Category	Birnam Wood	Shawano County	Marathon County
< \$49,999	47	1,199	1,459
%	29%	15%	5%
\$50,000 to \$99,999	99	4,294	13,405
%	62%	52%	49%
\$100,000 to \$149,999	12	1,660	8,220
%	8%	20%	30%
\$150,000 to \$199,999	2	635	2,368
%	1.3%	8%	9%
\$200,000 or more	0	465	1,714
%	0%	5%	6%

Source: 2000 US 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 housing unit. 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 US Department of Housing and Urban Development recommends that rental-housing costs not exceed 30% 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% of the monthly household income. The percentage of households in the Village of Birnamwood paying more than 35% of their household income on housing costs is less than the percentage in either Marathon or Shawano County.

Additionally, the above table shows that select Village median owner-occupied costs for households with a mortgage is less than comparable values for either County. Median costs for renting households is similar between the Village and County. 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. (*US 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
Birnamwood	\$690	\$213	7%	\$364	\$388	15%
Shawano County	\$785	\$265	11%	\$367	\$438	18%
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

Source: 2000 US Census, STF 3 Data

Special 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.

In Shawano County, the Department of Social Services has a Resource Directory listing many services in the County,

including housing such as community-based residential facilities, properties owned by the County Housing Authority and nursing homes. As the number of elderly persons increases in the coming years, there will most likely be a greater need for these types of housing options.

Special Housing

Birnamwood is well served by housing for special populations. There are two community-based residential facilities: the Cady Home at 308 Maple Street, and the new Willowbrook facility at 384 Lyons Road. The Shawano County Housing Authority provides low/moderate income housing at the Maplevue Apartments at 434 Main and the Parkview Apartments at 332 Maple Street. Nursing homes are located in the nearby communities of Antigo, Wittenberg, and Shawano.

Assistance Programs

There are a variety of state and federal housing programs geared at addressing 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-Small Cities Housing (CDBG)**
- **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)**
 - 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)**

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.

Housing in the Village of Birnamwood

- **Diverse Supply**— Birnamwood has a diverse supply of housing stock, with single-family housing, duplexes, apartment complexes, two mobile home parks, and group housing facilities.
- **New Development**— New residential development in the western part of the Village is filling in with single family and duplex dwellings.
- **Abandoned Facility**—There is an abandoned group home in the Village that has become a safety issue and may be condemned. Fortunately, there are currently three group home facilities that appear to meet needs in the community in lieu of the abandoned facility.
- **CDBG Housing Rehab Program**— Birnamwood has a Housing Rehab Program using \$750,000 of CDBG funds, used for single-family and rental unit improvements. This program ended its primary phase in October 2002 and has now become a successful revolving loan program that has resulted in housing upgrades in the community.

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 Village of Birnamwood

The Village of Birnamwood was founded in 1880 when the Milwaukee, Lakeshore and Western Railroad was extended north from Eland. The Village was platted by Fred Porter and Dan Cady on 40 acres of land adjacent to the railroad. Logging activity predominated in the area and a sawmill was built but destroyed by a boiler explosion in 1883. Other sawmills were built that served the lumber business as well.

The first school in the Village was begun in 1882, followed by Birnamwood High School in 1892. Birnamwood schools combined with Wittenberg in 1968.

The Village numbered 388 persons by 1891, and the community was incorporated in 1895. Among the earliest churches in the Village were the Congregational Church, organized in 1889; Trinity Lutheran Church in 1892; St. Paul's

Lutheran in 1889; and St. Philomena's Catholic Church in 1905.

Properties Listed on the National Register of Historic Places

There are no properties in the Village of Birnamwood listed on the National Register of Historic Places (NRHP). The Village does not have a local historic preservation commission. Archaeological sites are identified only at the town level.

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 three historic properties in Birnamwood that have been previously surveyed and included in the AHI.

The State Historic Preservation Office has identified two historic cemeteries in Birnamwood.

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 105 cemeteries and burial areas identified in Shawano 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

Village of Birnamwood

review of the Burial Sites Preservation Office. All cemeteries and burials should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites.

overlooked and should be incorporated into the planning process for local communities.

Table 8-1: Known Cemeteries in Birnamwood

Cemetery Name	Location	Section
St. Philomena	Birnamwood Road	1 (Norrie)
Forest Cemetery	CTH N (east)	8 (Village of Birnamwood)

Source: www.rootsweb.com/~wimarath/CemLocations.htm

Issues

- **Lack of Current Information** – No recent historic properties survey has been carried out in Birnamwood. It is necessary for the community to have current information about cultural resources in order to maximize planning and make the best use of historic properties.
- **No Recognition Process** – There are no local historic preservation commissions in Shawano County and there does not appear to be any 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.
- **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

9. Community Facilities

This element describes the community facilities and services provided to the Village of Birnamwood. It describes schools, libraries, public protection services, hospitals and child care services available to residents.

Schools

Primary and Secondary Schools

The Village of Birnamwood is served by the Wittenberg-Birnamwood School District, which operates three elementary schools and one high school. Residents of the Birnamwood area attend Birnamwood Elementary and Middle School (1-8) and the high school (9-12) located in Wittenberg. Enrollment in the district is declining as shown in Table 9-1. The kindergarten center in Eland has been closed and children will now attend kindergarten in each elementary school. Creation of a separate junior high school is being considered in long-range planning. There are no private schools in the Village of Birnamwood. The St. Paul Preschool is located in the Town of Birnamwood and serves 60 students.

Table 9-1: Wittenberg-Birnamwood District Enrollment

Year	Enrollment PreK-12
1997-1998	1,505
1998-1999	1,505
1999-2000	1,464
2000-2001	1,449
2001-2002	1,432

Source: State of Wisconsin, Department of Public Instruction

Figure 9-1 illustrates the school district and area schools.

Post-Secondary Educational Facilities

University of Wisconsin – Marathon County - UW-MC, located in Wausau, offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associate Degrees are offered in Arts & Sciences, and Bachelor’s Degrees (through collaborative degree programs with UW Oshkosh and UW Stevens Point) offered in Business Administration, General Studies, and Nursing. Enrollment in 2002-2003 was approximately 1,300 students.

Northcentral Technical College (NTC) – NTC has a ten-county district with six campuses located in Wausau, Antigo, Medford, Phillips, Spencer, and Wittenberg. NTC offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend classes, although more than 16,000 people take at least one class annually.

Northeast Wisconsin Technical College (NWTC) – Northeast Wisconsin Technical College is based in Green Bay and offers classes on three campuses and eight Regional Learning Centers throughout northeast Wisconsin. NWTC provides education and training for a skilled workforce through 67 associate degree and technical diploma programs, offered through various flexible learning options. The West Regional Learning Center of NWTC is located in Shawano.

Libraries

The Village of Birnamwood is served by the public library located in the Birnamwood Elementary School at 337 S. Main Street. There is also a public library in Antigo, located at 617 Clermont Street. Within the Town of Norrie, the Village of Hatley has recently constructed a branch library that is part of the Marathon County Public Library system. This library is also available for Birnamwood residents.

Public Protection

Police

Birnamwood has a police officer on staff. The Village is also served by the Shawano County and Marathon County Sheriffs.

Fire and Emergency Response

Fire and ambulance service is provided to the Village and surrounding area by the Birnamwood Area Fire Department, Inc. and the Birnamwood Ambulance Service Inc. (Figure 9-2).

Both organizations are cooperative service corporations made up of seven area towns and villages. Each governmental unit is an owner member with equal representation and voting on the governing boards. The corporations were formed in 1963 by the Villages of Aniwa, Birnamwood and Eland; and the Towns of Aniwa, Birnamwood, Norrie and Plover.

Vehicles and equipment are housed in Birnamwood. Volunteer firefighters and Emergency Medical Technicians come from the entire service area.

Fire protection is also provided on a contract basis to the Town of Harrison in Marathon County. Ambulance service is provided on a contract basis to the Town of Harrison, and in Shawano County, the Towns of Almon and Hutchins, and the Village of Mattoon.

E-911 Dispatch Service - The Shawano County Sheriff's Department is the sole dispatch center for the County. The Department dispatches for the City of Shawano; Shawano County; Stockbridge-Munsee deputies and the Villages of: Bonduel, Wittenberg, Tigerton, Mattoon, Birnamwood, Aniwa, Gresham and Cecil.

In addition to Law Enforcement dispatching, the Department also dispatches for a total of 36 other emergency services such as Fire, EMS and Ambulance units.

The center consists of 3 dispatch consoles - - 2 for County dispatching and 1 for City dispatching. Each dispatch console is set up identically with:

- One-button-paging
- Enhanced 911 display
- Computer Aided Dispatch (CAD)
- Law Enforcement records system
- Transaction Information of Management of Enforcement (TIME) System

- Internet

The dispatch center operates with a staff of 15 full-time and 1 part-time Civilian Dispatchers. This provides Shawano County with 3 on-duty Dispatchers, 24-hours-per-day, 7-days-per-week.

Hospitals

The major hospital in the region 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.

Wausau Hospital and its parent corporation, Community Health Care, and other nearby hospitals are part of the Wisconsin Valley Health Network. Hospitals nearby that are part of the network include:

- Langlade Memorial Hospital Antigo, WI

Birnamwood General Clinic is part of the Community Health Care network. The Clinic serves local needs and is located at 400 Railroad Street in the Village.

Shawano Medical Center is located at 309 N. Bartlette Street in Shawano. Shawano Medical Center offers an array of services including rehabilitation services, a 24-hour emergency room,

and a convenient care clinic. There are 12 active physicians on staff, most affiliated with the Theda Care Physicians Clinics or the Menominee Tribal Clinic. There are also a number of visiting specialists available for consultation. Shawano Medical Center is one of over 50 hospitals in the nation that are affiliated with Planetree, Inc., a non-profit organization founded on patient-centered care.

St. Joseph's Hospital in Marshfield and St. Michael's Hospital in Steven's Point are both operated by Ministry Health Care. Working in conjunction with St. Joseph's Hospital is the Marshfield Clinic. The Marshfield Clinic has grown to over 700 physicians with 41 Regional Centers in Wisconsin and Upper Michigan. Marshfield Clinic first established satellite locations in 1976. Offices in Marathon County are located in Athens, Colby/Abbotsford, Marathon, Mosinee, Schofield (Everest Center), Stratford, and Wausau (4 locations). There is a Marshfield clinic in Wittenberg.

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 State Highway 29 and County Road X. The hospital opened in 2005.

Area hospitals and clinics are shown in Figure 9-3.

North Central Health Care – In addition to the hospitals and clinics described above, Marathon County is served by North Central Health Care (NCHC), a public agency, that also serves Langlade and Lincoln counties. The NCHC main campus is located at 2400 Marshall Street in Wausau. Additional offices are located in Antigo (Langlade Health Care Center) and

Merrill and Tomahawk (Lincoln Health Care Center). According to their web site, NCHC offers outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered.

NCHC operates a nursing home (Mount View Care Center) that offers skilled nursing services at the main campus in Wausau. This facility has a licensed capacity of 320 and serves persons requiring either short term or long term skilled nursing care because of complex physical needs, psychiatric and neurological diseases, dementia or behavior problems.

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 9-2: Child Care Referrals

Counties	Agency	Contact Information
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	http://www.childcareconnectionrr.org/ (800) 848-5229
Shawano	Community Child Care Connection	800-738-8899
Portage	Mid Wisconsin Child Care Resource & Referral	715-342-0788

Issues

No community facilities issues were identified by Birnamwood. An overall community facilities map is included as Figure 9-4.

10. Parks

Existing Parks, Trails and Open Space

Local Parks and Recreation Facilities

The Village of Birnamwood has a well-developed park system with five parks totaling 33.6 acres and an additional 5.2-acre recreational area at the Birnamwood Public School. The Village prepared an Open Space and Recreation Plan in 1995 that provides a detailed inventory of all facilities. Current facilities are shown in Figure 10-1 and include:

Village Park— A small park of 1.2 acres, Village Park is located immediately east of the business district on Railroad Avenue between Elm and Wausau streets. The park provides an important community gathering space during summer months. Facilities include new play equipment, a picnic area, modern restrooms, a concession stand, and a shelter/refreshment stand.

John E. Roepke Memorial Park— Located at the north end of Main Street, Roepke Park is 6.9 acres in size. The park's main feature is a fully developed baseball and softball diamond, with outfield fence, a backstop, lighting, dugout, grandstand, and concession area. Recent improvements include new bleachers and upgraded restroom facilities. Picnic tables and grills are located near a 30-car parking lot.

Birchwood Park — At 17.3 acres, Birchwood Park is the largest recreational facility in the Village. It is located on the

north side of State Road, west of the Village. The park's main features are a wooded area, an open play area, and a pond to the south. The park has a basketball hoop, picnic area, a new shelter, and parking lot. Nature trails are planned for the woods, while the pond has been stocked with trout for fishing opportunities for seniors and children.

Tennis Court Site – This 8.2 acre site, south of State Road near Main Street, has a pair of tennis courts and a basketball court. The park has room for further development, although its location adjacent to the Village's sewage treatment plant and lagoon is a constraint.

Birnamwood Public School Site – This play area provides 5.2 acres of recreational space next to Birnamwood Public School. Play equipment and a large open play area with backstop are located on the site.

Wiouwash Recreational Trail – The Wiouwash Recreational Trail runs 100 miles from Oshkosh to State Road in Birnamwood. It also connects with the Mountain-Bay Trail farther south in Eland. This trail has been developed on an abandoned railroad right-of-way. No timetable has been set for trail extensions beyond that point. In Birnamwood, the trail alignment would pass adjacent to Village Park and Roepke Park, and near the downtown.

County or State Parks, Forest and Trails

County parks located within a 30-minute drive of Birnamwood include two Marathon County parks, Mission Lake in Reid and the Dells of the Eau Claire in Plover. Mission Lake is a 122-

acre park with facilities including shelters, restrooms, picnic tables, grills, children's play equipment, and drinking fountains. The main features are a sand beach and boat launch, with fishing a popular activity. A planned segment of the Ice Age Trail will also be constructed in the park.

The Dells of the Eau Claire Park, located off CTH Y in Plover, is 190 acres in size bisected by the Eau Claire River. A dam upstream from the falls creates an impoundment that has a swimming beach and changing rooms. A large CCC-era shelter is located north of the falls area. Park facilities include picnic tables, grills, drinking fountains, and children's play equipment. There are extensive trails located along both sides of the river, including a portion of the Ice Age Trail.

Park System Needs

No additional park or recreational needs have been identified. With \$35,000 of new playground equipment, a new shelter in Birchwood Park, and improvements to bleachers and restroom facilities at Roepke Park, Birnamwood has continued to steadily maintain and upgrade its facilities.

Issues

- **Feed Mill Site** – The Village demolished a feed mill structure and is considering options on using and improving the site. Located adjacent to Railroad Avenue and near Village Park, this location could be considered for recreational uses or other uses that could support downtown activities.

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 Shawno and Marathon Counties, in terms of key economic sectors and the regional labor force. A more specific description includes Birnamwood employment trends, major local employers or industries, and where most residents work. Potential economic development opportunities and/or issues regarding the local economy are also identified.

County Economic Environment

Shawano County developed as a lumbering center in the mid-1840s when a sawmill was built at the junction of the Wolf River and the Shawano Lake outlet. Lumbering was a primary activity throughout the nineteenth century and attracted settlers from New England and Canada. As the land was logged off, large numbers of Germans settled in Shawano County and farmed, growing wheat at first, but rapidly converting to dairy

farms by the end of the nineteenth century. Dairy and agriculturally-related activities have traditionally been important in Shawano County, with industries more concentrated in larger communities.

Agriculture in Shawano County has undergone a great deal of change in the last two decades. According to the WDATCP Agricultural Statistics Reports from 1978 to 1998, the number of farms decreased by 430 (-20 percent), while the acres devoted to farming decreased by approximately 51,000 acres (-14 percent). Crops changed as well, with alfalfa and hay land decreasing, and land devoted to corn increasing by 8,600 acres. Total dairy cow numbers decreased by 7,500 (-16 percent), while total cattle numbers increased by 2,000 (+2 percent). Planners expect the number of Shawano County farms to decline, but that the size of remaining farms will increase.

Similar to Shawano County, 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 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 in Marathon County, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal

products. Marathon County now enjoys a well-diversified economy.

Key Economic Sectors

Key sectors of a regional economy can be identified by size, by growth or decline in employment, or 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.

Educational services have the highest number of employees in Shawano County, followed by the executive and legislative group, and health services. (Table 11-1) Marathon County has larger employee numbers and is led by the health services group and lumber and wood products. Educational services are ranked third in Marathon County, and executive and legislative are not in the Marathon County top ten group (Table 11-2).

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

Industry Group	Employers	Employees	Numeric change	
			1-year	5-year
Educational Services	7	1,004	-17	-17
Executive, Legislative and General	32	988	306	306
Health Services	29	986	156	156
Eating and Drinking Places	82	959	23	23
Lumber and Wood Products	28	658	35	35
Amusement and Recreation Services	*	*	*	*
Paper and Allied Products	*	*	*	*
Automotive Dealers & Service Stations	38	414	-6	-6
Food Stores	16	382	-31	-31
Special Trade Contractors	66	338	17	17

**data suppressed to maintain confidentiality*

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

Table 11-2: 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, Dec 2001

Labor Force

The population of Shawano County grew from 37,157 in 1990 to 40,664 in 2000, an increase of 9.44 percent compared to an 8.5 percent increase in the State and 8.7 percent in the US. The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 10.3 percent. (Wisconsin Department of Administration, Demographic Services, 2002).

Labor Force growth in Shawano County matched the population growth, increasing by 9 percent between 1990 and 2000. Unemployment totals were lowered by 13 percent between 1990 and 2000 (Table 11-3).

Table 11-3: Civilian Labor Force Average Annual Figures

Shawano County	1990	2000	% Change
Labor Force	18,255	19,900	9%
Employment	17,325	19,092	10.2%
Unemployment	930	808	-13.1%
Unemployment Rate	5.1%	4.1%	-1.9%

ECWRPC State of the Region, 2003

An analysis of average weekly wages in Shawano County shows the growth in various industry group categories over the decade between 1990 and 2000. (Table 11-4). While most groups showed significant increases, wages in agriculture, forestry and fishing showed little change.

Table 11-4: Average Weekly Wages by Industry Group, Shawano County

	1990	2000	% Change
Agriculture, Forestry, Fishing	\$459.40	\$499.37	8.7%
Construction	264.92	522.63	97.28%
Manufacturing	358.88	561.89	56.57%
Transportation Public Utilities	258.80	409.05	58.08%
Wholesale Trade	344.54	499.63	45.01%
Retail Trade	159.70	265.57	66.29%
Finance, Insurance Real Estate	349.18	540.68	54.84%
Services	225.61	370.94	64.42%

ECWRPC State of the Region, 2003

Local Economic Environment

Table 11-5 illustrates employment information for the Village of Birnamwood. In 2000, the Village had an employed population of 338. Approximately one-quarter of residents are in management and professional occupations, and another one-quarter employed in production and transportation employment.

Table 11-5: Village of Birnamwood Occupation by Sector, 2000

SECTOR	Number	Percent
Management, professional, and related occupations	93	27.5
Service occupations	57	16.9
Sales and office occupations	62	18.3
Farming, fishing, and forestry occupations	9	2.7
Construction, extraction, and maintenance occupations	34	10.1
Production, transportation, and material moving occupations	83	24.6
Total Employed*	338	100.0

Source: Wisconsin Dept. of Administration, 2000

* Total Employed represents civilian population 16 years and over

Table 11-6: Employment by Industry, 2000

Industry	Birnam-wood	Birnam-wood	Shawano County	Shawano County
	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing	8	2.4	1,744	8.7
Construction	31	9.2	1,475	7.4
Manufacturing	67	19.8	4,404	22.0
Wholesale Trade	16	4.7	565	2.8
Retail Trade	28	8.3	2,069	10.4
Transportation/Utilities	13	3.8	1,024	5.1
Information	5	1.5	362	1.8
Finance, Insurance Real Estate	29	8.6	938	4.7
Professional, Mgmt., Admin	6	1.8	612	3.1
Ed., Health, Soc. Services	75	22.2	3,312	16.5
Arts, Recreation, Food Services	31	9.2	2,040	10.2
Services	26	7.7	819	4.1
Public Administration	3	0.9	653	3.3
Total Employed Civilian Pop. 16 years and over	338	100.0	20,037	100.0

Source: Wisconsin Department of Administration, 2000

Table 11-6 shows employment by industry group for Birnamwood and Shawano County. Under the industry classifications, the highest percentages in the Village of Birnamwood are education, health and social services with 22.2 percent, and manufacturing with almost 20 percent. The same two categories are also the highest for Shawano County, although with differing percentages.

Major Local Employers

The largest employers in Birnamwood include Kersten Lumber Company, Birnamwood Elementary School and the Birnamwood General Clinic. Another important employer, North Central Labs, is located in a new building in the Lyons Industrial Park. North Central Labs provides laboratory equipment, supplies and repair for water and wastewater treatment plants.

The Village has two municipally-owned industrial parks. The Birnamwood Industrial Park includes 20 acres along US Highway 45 northwest of CTH N. The 30-acre Lyons Industrial Park is accessed off CTH N east of US Highway 45 (Figure 11-1). Lyons Industrial Park has two available sites and a relatively new, vacant commercial building with frontage on US Highway 45 (Figure 11-2).

The Birnamwood Area Development Corporation works to attract businesses and people to the Village. The Corporation was active in attracting a physician to the Village. The Corporation also helped to create the TIF district needed for Lyons Industrial Park, and its subsequent transfer to the Village.

Issues

- **Market Industrial Property** – The Village should continue to market the land available in the industrial parks to provide jobs and support the tax base.
- **Commercial Development**— There are several vacant storefronts in downtown Birnamwood that the Village would like to see filled with businesses.
- **Feed Mill Site** – The Village demolished a feed mill structure and is considering options on using and improving the site. Located adjacent to Railroad Avenue and near Village Park, this location could be considered for recreational uses or other uses that could support downtown activities.
- **Abandoned Facility**—There is an abandoned group home in the Village that has become a safety issue and may be condemned. Although other group homes can meet the needs in the community, issues on this site should be addressed.

12. Intergovernmental Cooperation

This analysis presents an inventory of existing mechanisms that the Village of Birnamwood uses to coordinate with other units of government, including: Marathon County, Shawano 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 Village of Birnamwood 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.

Shared Public Services and Facilities

Law Enforcement-- Law enforcement is provided by a Village officer. The Shawano County and Marathon County sheriffs also provide law enforcement assistance.

Fire and Emergency Response- Fire and ambulance service is provided by the Birnamwood Area Fire Department Inc. and the Birnamwood Ambulance Service Inc. These two organizations are comprised of the Villages of Aniwa, Birnamwood and Eland; and the Towns of Aniwa, Birnamwood, Norrie and Plover. Fire protection is provided on a contract basis to Harrison, and ambulance service is provided on a contract basis to Harrison, and in Shawano County, to the Towns of Almon and Hutchins, and the Village of Mattoon.

Utilities- The Village has its own water and sewer system.

Relationships to Other Governmental Entities

Surrounding Municipalities- The Village of Birnamwood is bordered by the Town of Aniwa (Shawano County) to the north, Town of Birnamwood (Shawano County) to the east and south, and Town of Norrie (Marathon County) to the west. Town of Norrie is concurrently preparing a comprehensive plan, and Shawano County is entering into the comprehensive planning process in 2006. This will increase opportunities for coordination and cooperation on matters of common interest.

School District- The Village of Birnamwood is served by the Wittenberg-Birnamwood School District, which operates

Birnamwood Elementary and Middle School (1-8) in the community. Students attend Wittenberg-Birnamwood High School (9-12).

Shawano County- The County provides several services to the Village 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, and private sewage system regulation. The County also provides oversight on compliance with County soil and water conservation policy for the Farmland Preservation Program.

Rather than purchasing equipment, Birnamwood contracts with Shawano County for services that it does not provide, including mowing services, street/pavement work, street surveying and ditch dredging.

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

State and Federal Agencies- The Village 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.

Cooperative Plans or Agreements

Mutual Aid— The Plover fire department and ambulance service has a mutual aid agreement with Birnamwood.

The Birnamwood Area Fire Department, Inc. and the Birnamwood Ambulance Service Inc. are cooperative service corporations made up of seven area towns and villages. Each governmental unit is an owner member with equal representation and voting on the governing boards. The corporations were formed in 1963 by the Villages of Aniwa, Birnamwood and Eland; and the Towns of Aniwa, Birnamwood, Norrie and Plover.

Fire protection is also provided on a contract basis to the Town of Harrison in Marathon County. Ambulance service is provided on a contract basis to the Town of Harrison, and in Shawano County, the Towns of Almon and Hutchins, and the Village of Mattoon.

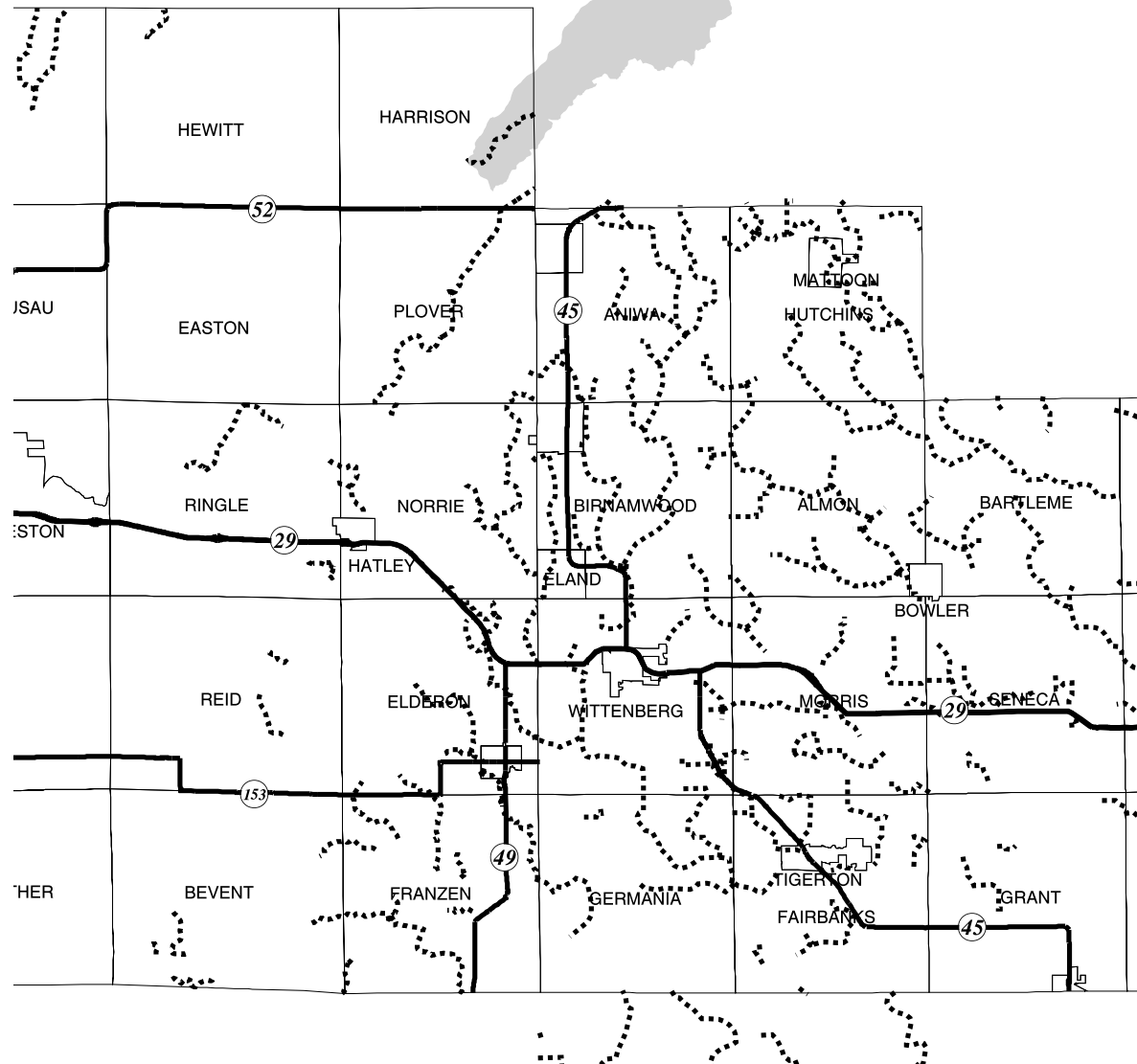
Existing or Potential Conflicts

Annexation – In Wisconsin, neither incorporated municipalities nor towns can initiate annexation. The process is driven by individual property owners (or developers) who petition for annexation into a city to receive sewer and water service. While towns often view annexation as a means to take their territory, cities and villages view annexations as a means to provide a more logical pattern of development and efficient provision of services.


Village of Birnamwood

Birnamwood has annexed 40 acres including several residences along Birnamwood Road in Norrie (Marathon County). These residences (with a population of 16) are logical extensions of Birnamwood and there have not been major issues over annexation at this point.

BIRNAMWOOD AREA OUTSTANDING/EXCEPTIONAL RESOURCE AND IMPAIRED WATERS



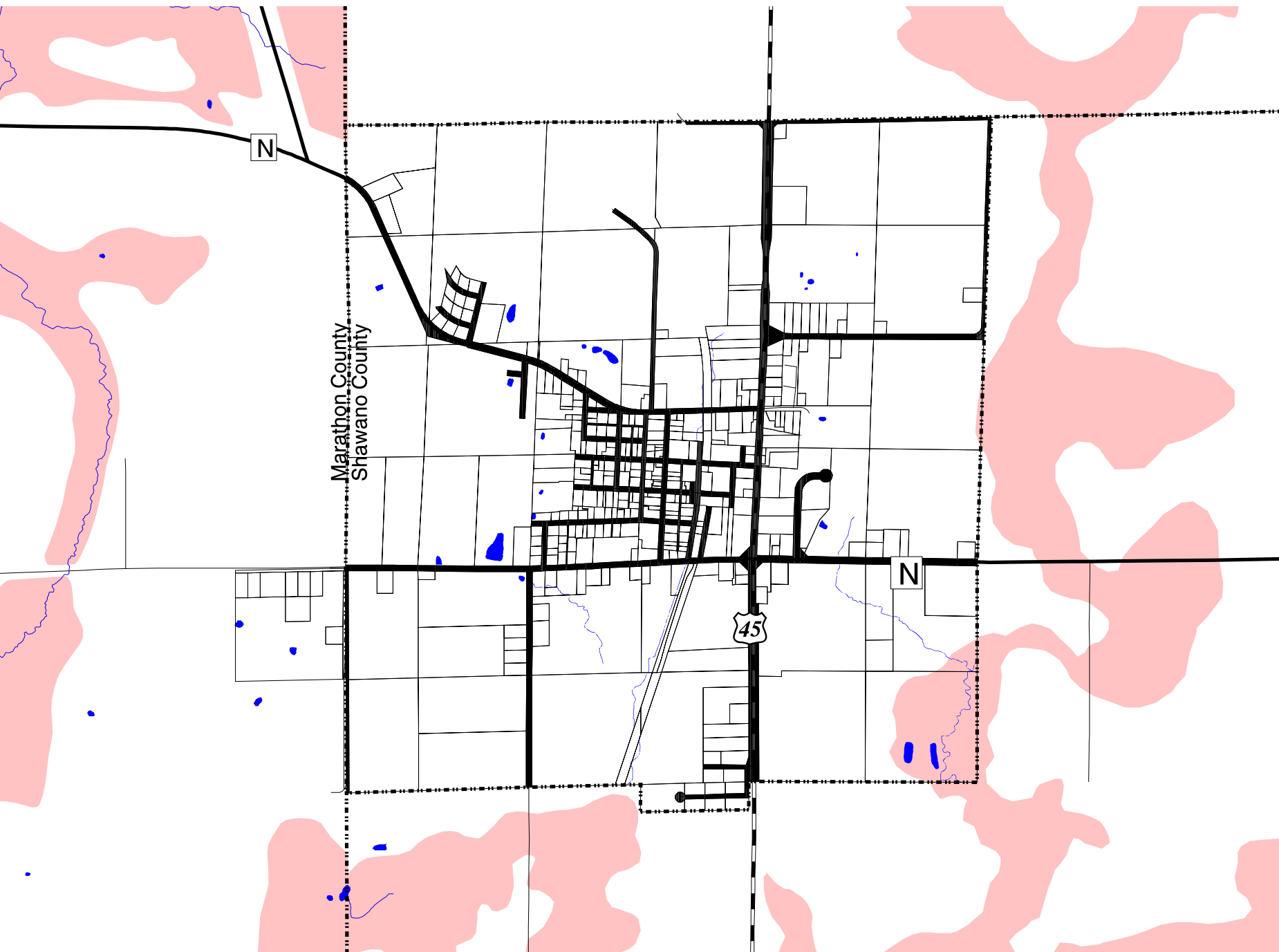
O&E Resource and Impaired Waters as identified by the Department of Natural Resources.

 Outstanding/Exceptional Resource Waters
 Impaired Waters

Map developed by Marathon County CPZ & GIS 2006



Figure 3-1

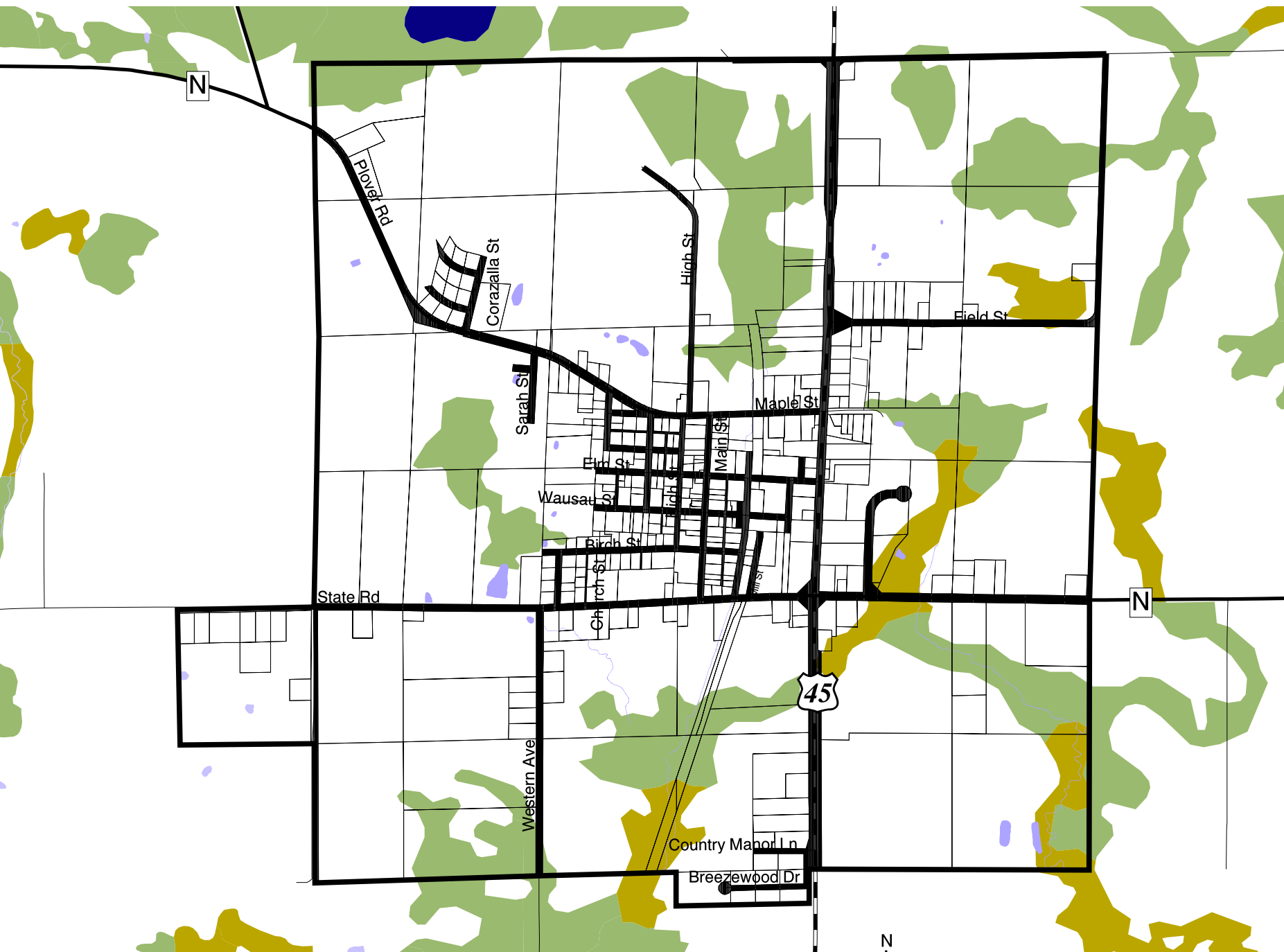


FEMA floodplains

Map developed by Marathon County CPZ & GIS 2006



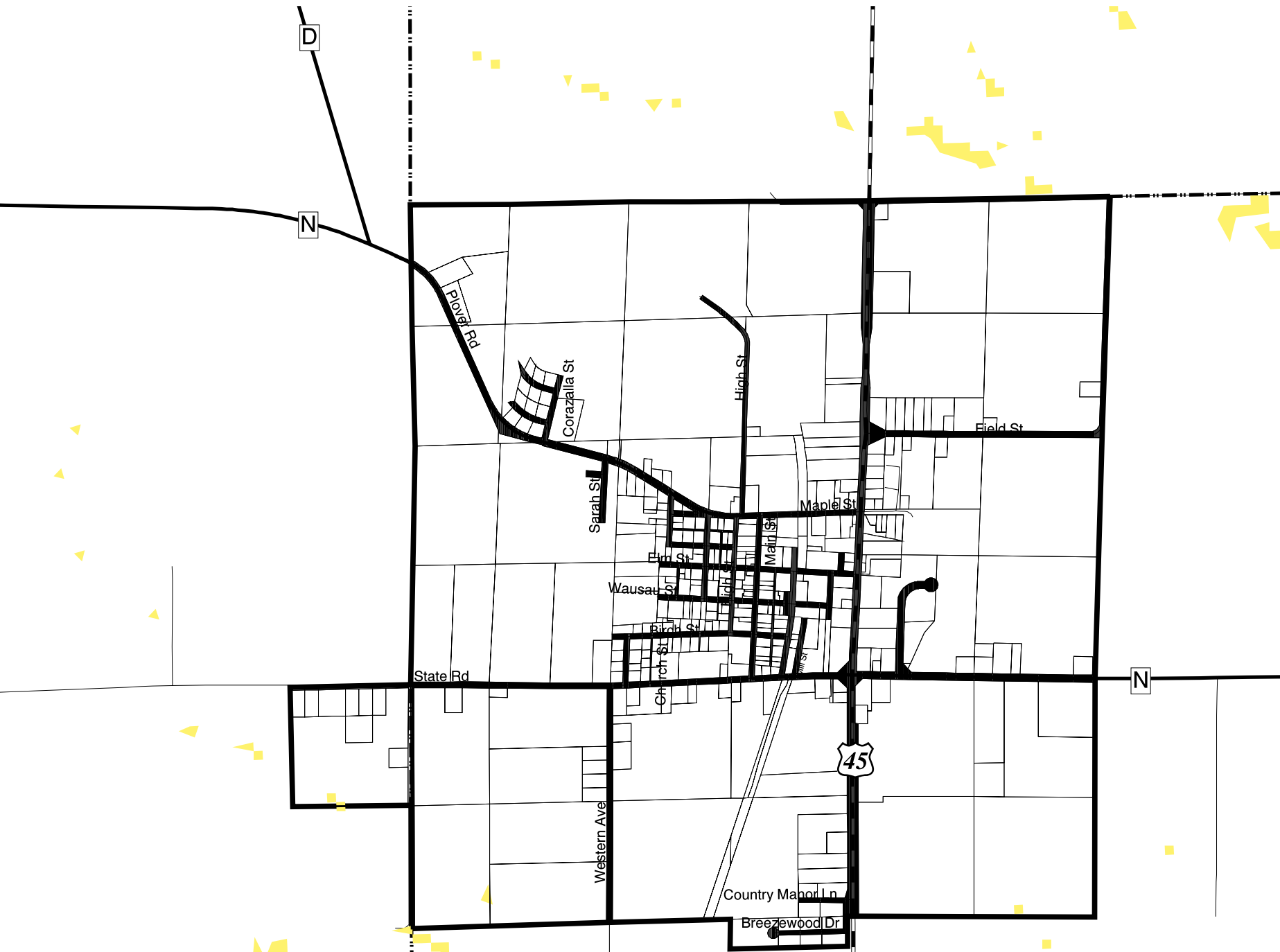
FIGURE 3-2
100 Year Floodplain
BIRNAMWOOD



- Deep water lake
- Forested
- Scrub/shrub

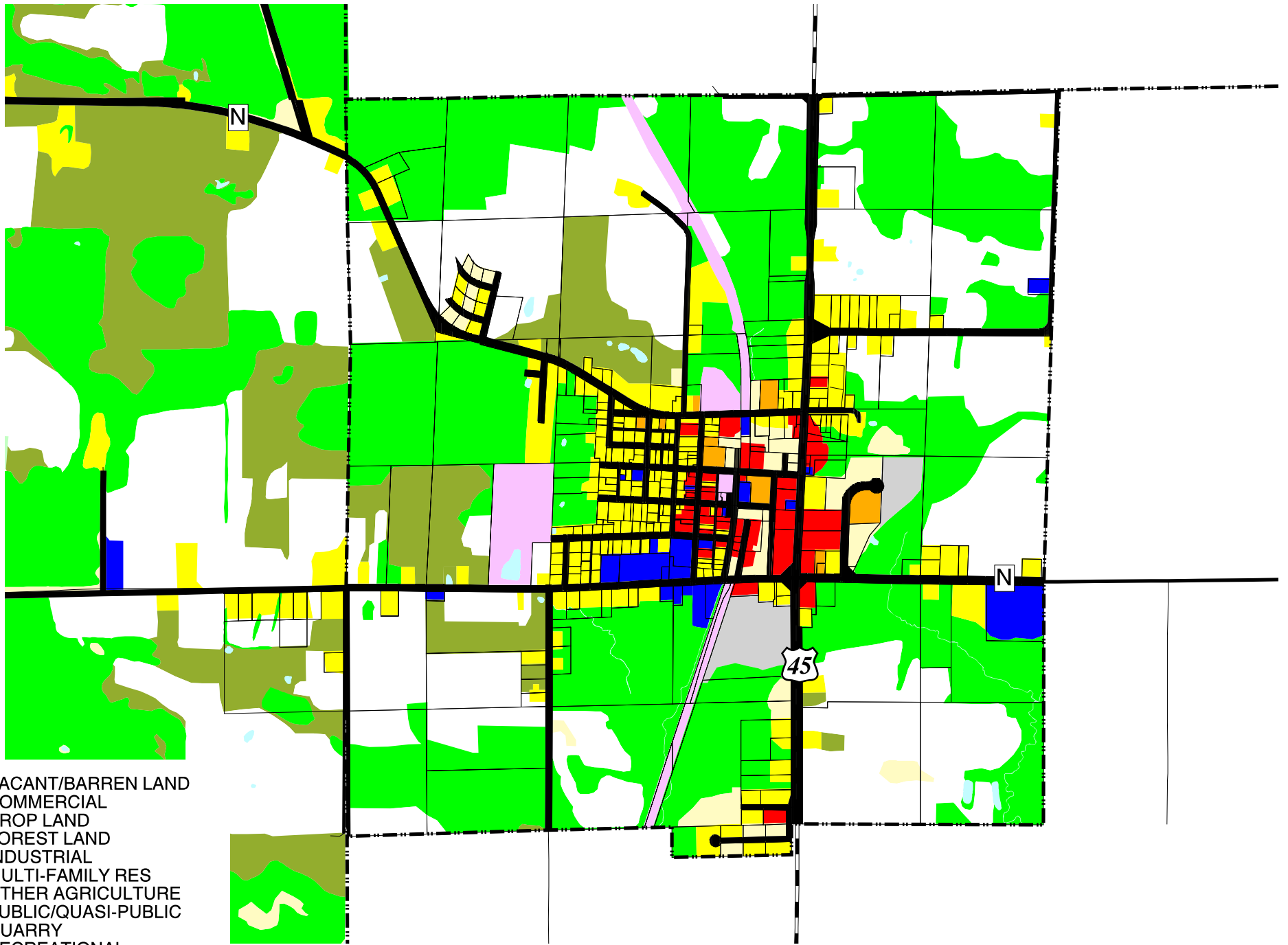
Map developed by Marathon County CPZ & GIS 2006

Figure 3-3
Wetland Types
BIRNAMWOOD



Map developed by Marathon County CPZ & GIS 2006

FIGURE 3-4
Slopes
BIRNAMWOOD

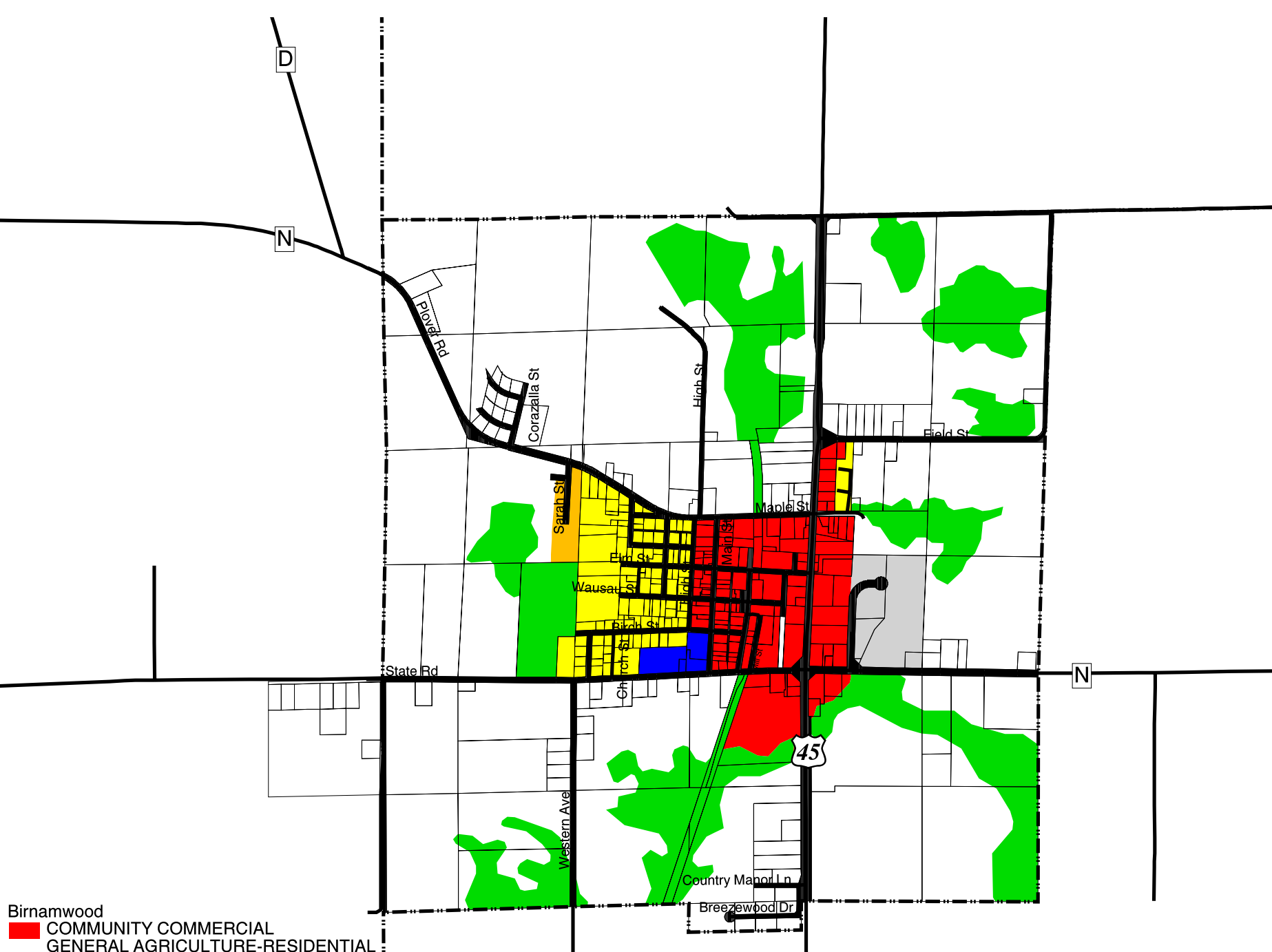


- VACANT/BARREN LAND
- COMMERCIAL
- CROP LAND
- FOREST LAND
- INDUSTRIAL
- MULTI-FAMILY RES
- OTHER AGRICULTURE
- PUBLIC/QUASI-PUBLIC
- QUARRY
- RECREATIONAL
- SINGLE FAMILY RES
- SPECIALTY CROP
- TRANSPORTATION
- WATER

Map developed by Marathon County CPZ & GIS 2006



FIGURE 4-1
2000 Landuse/Landcover
BIRNAMWOOD

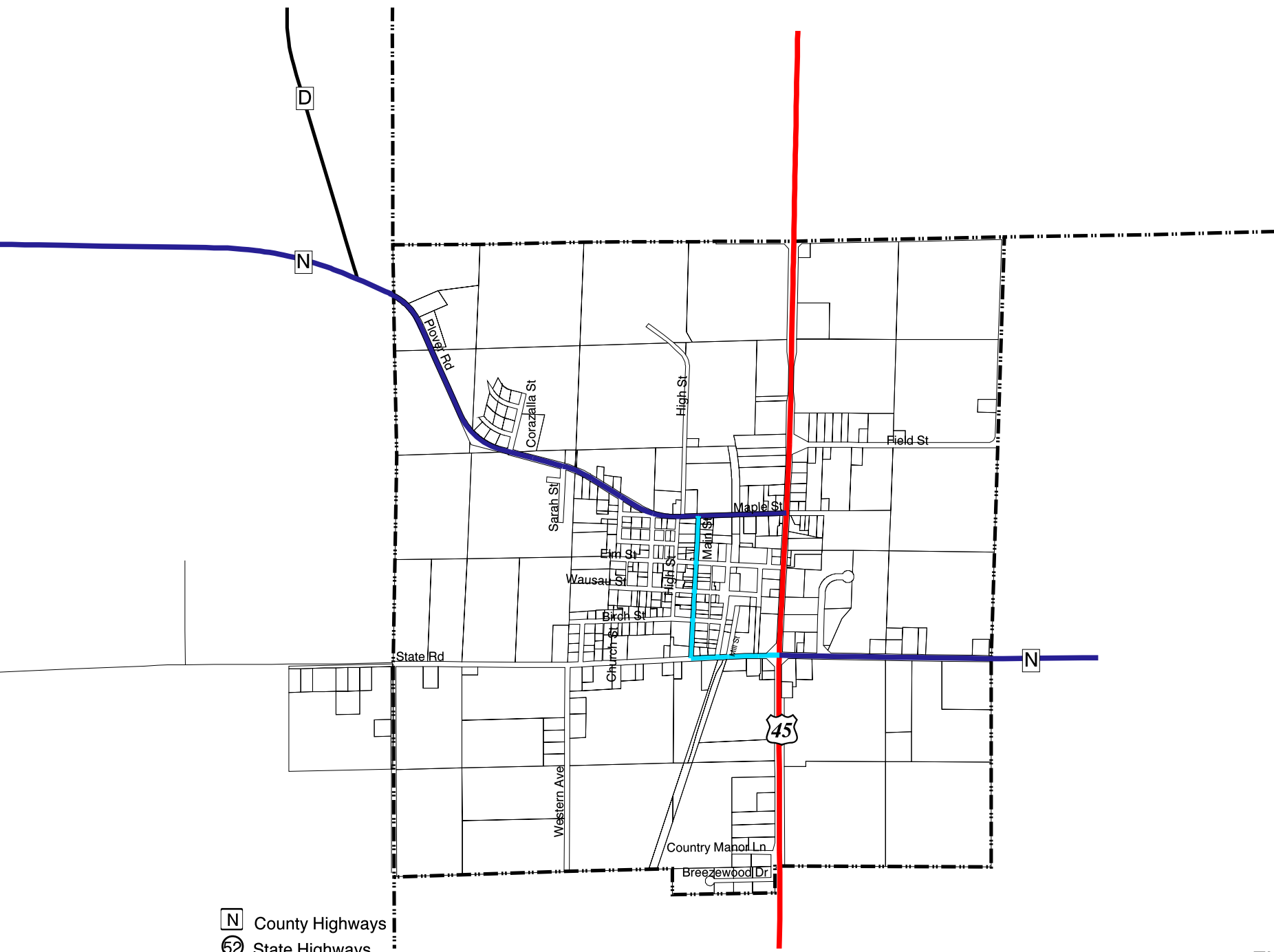


- Birnamwood
- COMMUNITY COMMERCIAL
 - GENERAL AGRICULTURE-RESIDENTIAL
 - GENERAL MANUFACTURING
 - MOBILE HOME SINGLE FAMILY
 - NATURAL RESOURCE PRESERVATION
 - RESIDENTIAL-SINGLE FAMILY
 - SCHOOL, PARKS, OTHER

Map developed by Marathon County CPZ & GIS 2006



FIGURE 4-2
Zoning
BIRNAMWOOD



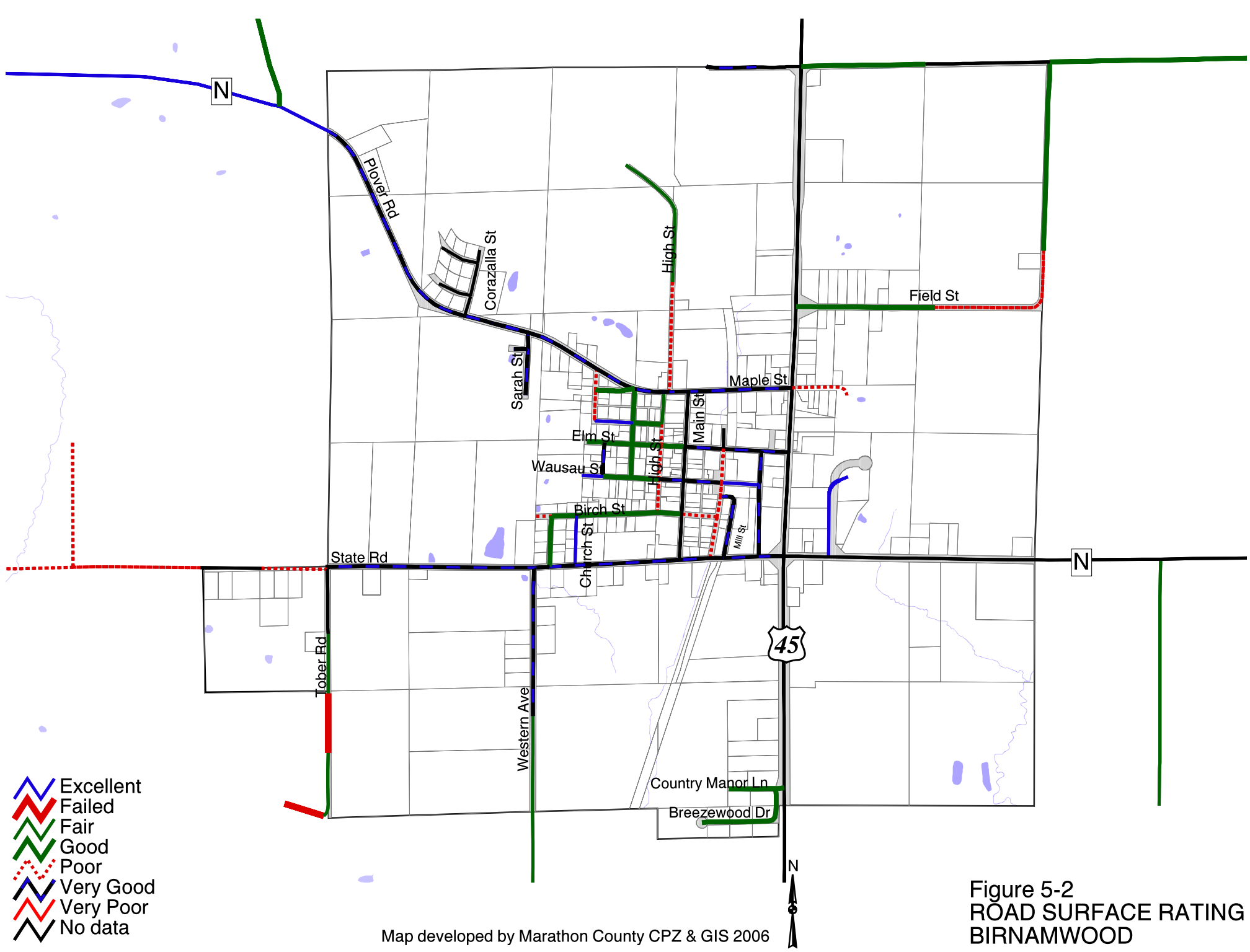
- N County Highways
- 52 State Highways
- 45 US Highways
- 39 Interstate

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

Map developed by Marathon County CPZ & GIS 2006

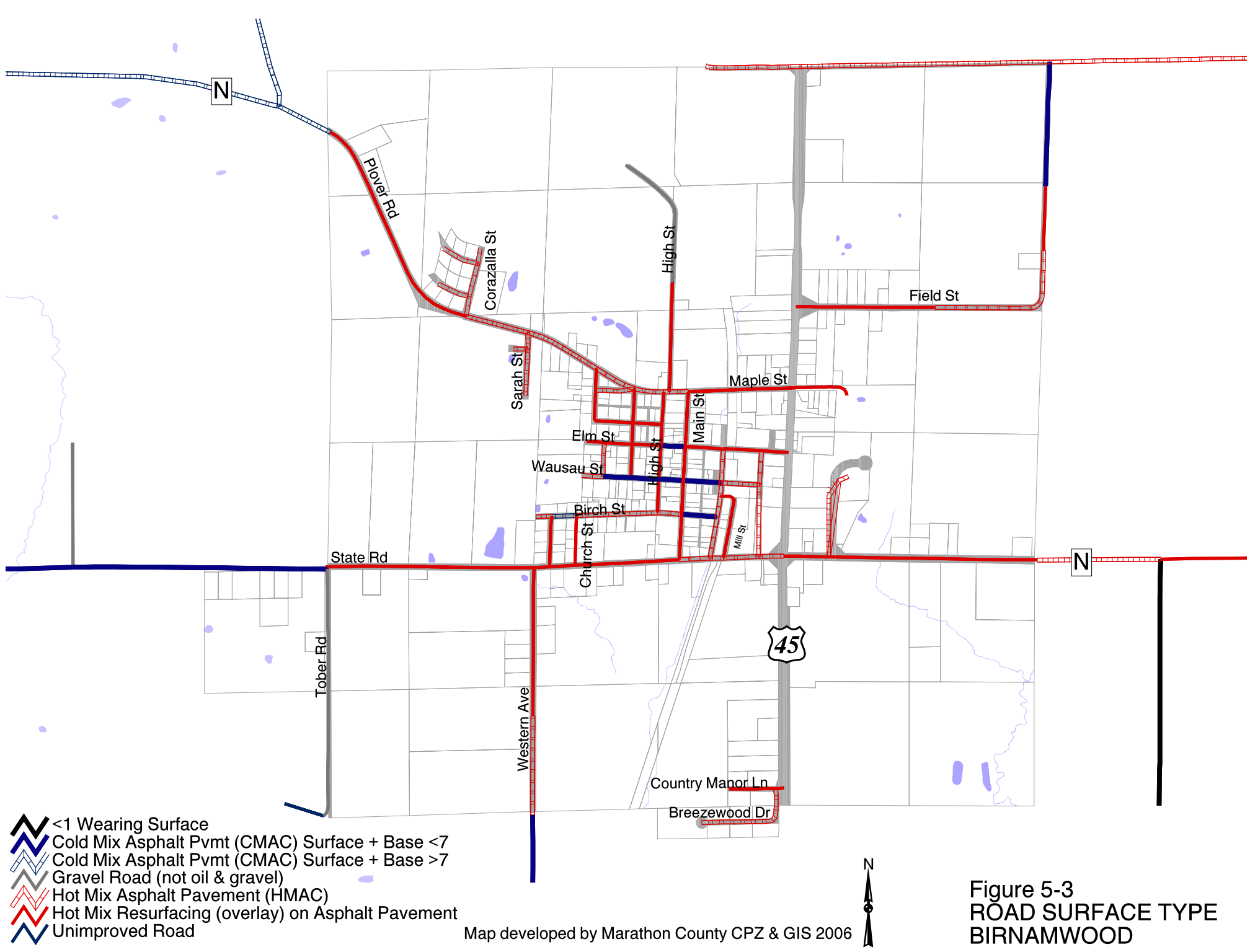


FIGURE 5-1
Functional Classification of Roads
BIRNAMWOOD



Map developed by Marathon County CPZ & GIS 2006








Figure 5-2
ROAD SURFACE RATING
BIRNAMWOOD



N

N

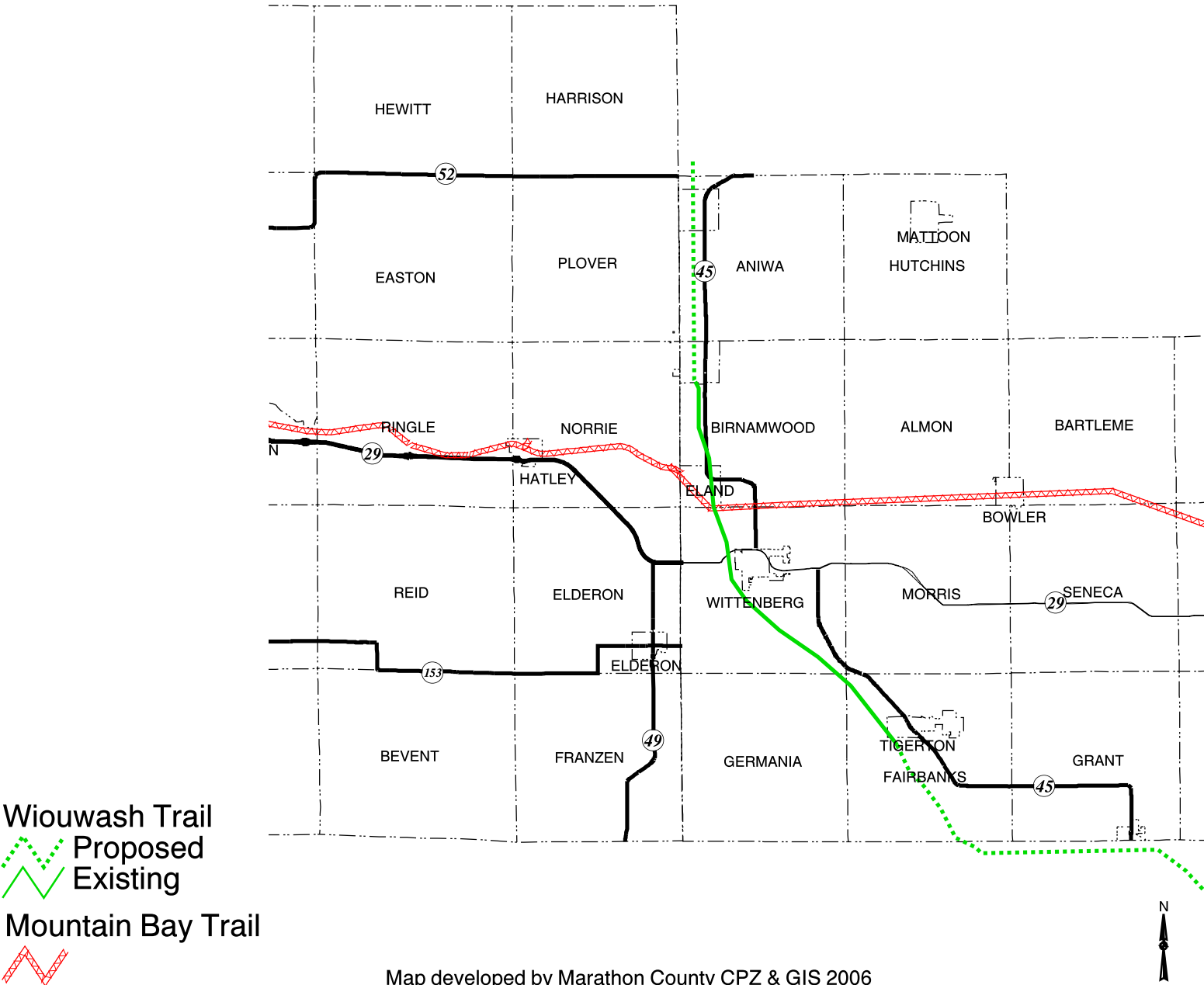


-  <1 Wearing Surface
-  Cold Mix Asphalt Pvmnt (CMAC) Surface + Base <7
-  Cold Mix Asphalt Pvmnt (CMAC) Surface + Base >7
-  Gravel Road (not oil & gravel)
-  Hot Mix Asphalt Pavement (HMAC)
-  Hot Mix Resurfacing (overlay) on Asphalt Pavement
-  Unimproved Road

Map developed by Marathon County CPZ & GIS 2006

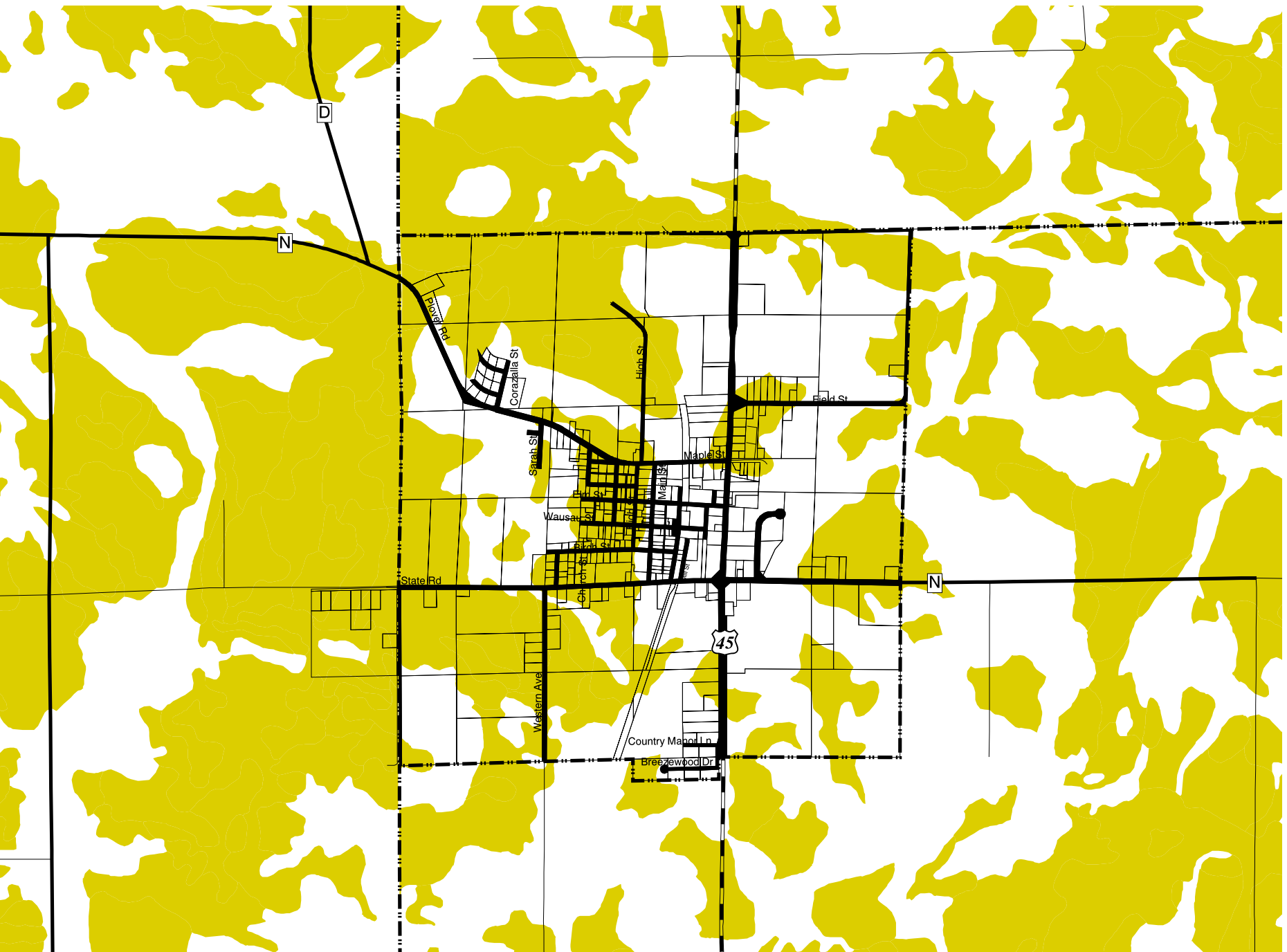
Figure 5-3
ROAD SURFACE TYPE
BIRNAMWOOD

BIRNAMWOOD AREA RECREATIONAL TRAILS



Map developed by Marathon County CPZ & GIS 2006

Figure 5-4
Trails
BIRNAMWOOD



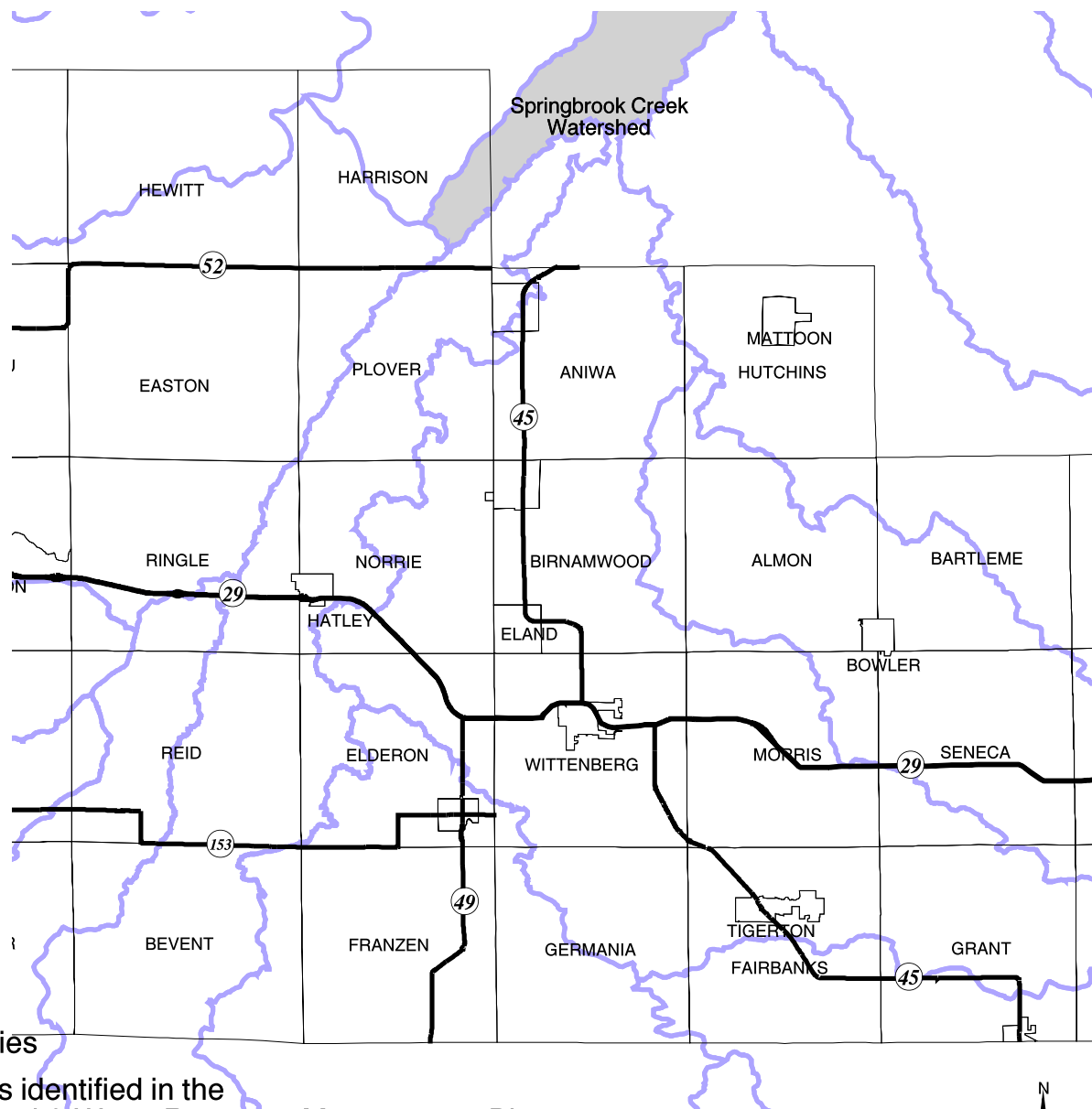
Soils suitable for septic systems w/soil absorption component

Map developed by Marathon County CPZ & GIS 2006



FIGURE 6-1
 Suitable Soils-Septic Tank Absorption
 BIRNAMWOOD

BIRNAMWOOD AREA PRIORITY WATERSHEDS



Watershed boundaries

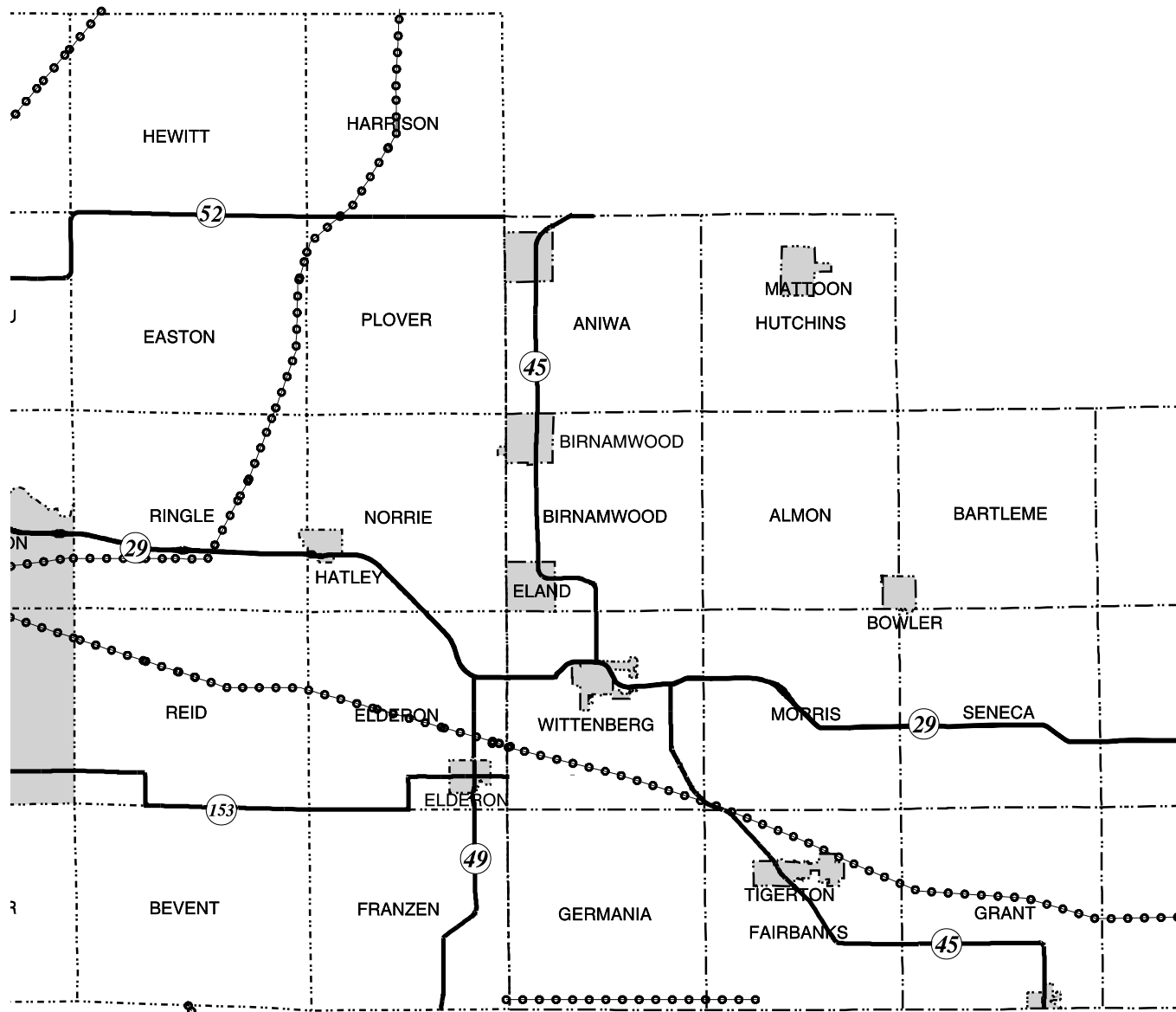
Priority watershed as identified in the Marathon County Land & Water Resource Management Plan

Map developed by Marathon County CPZ & GIS 2006



Figure 6-2

BIRNAMWOOD AREA EXISTING POWERLINES



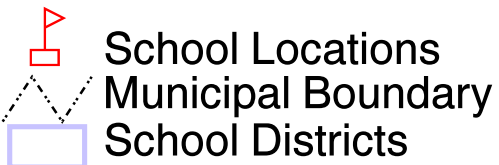
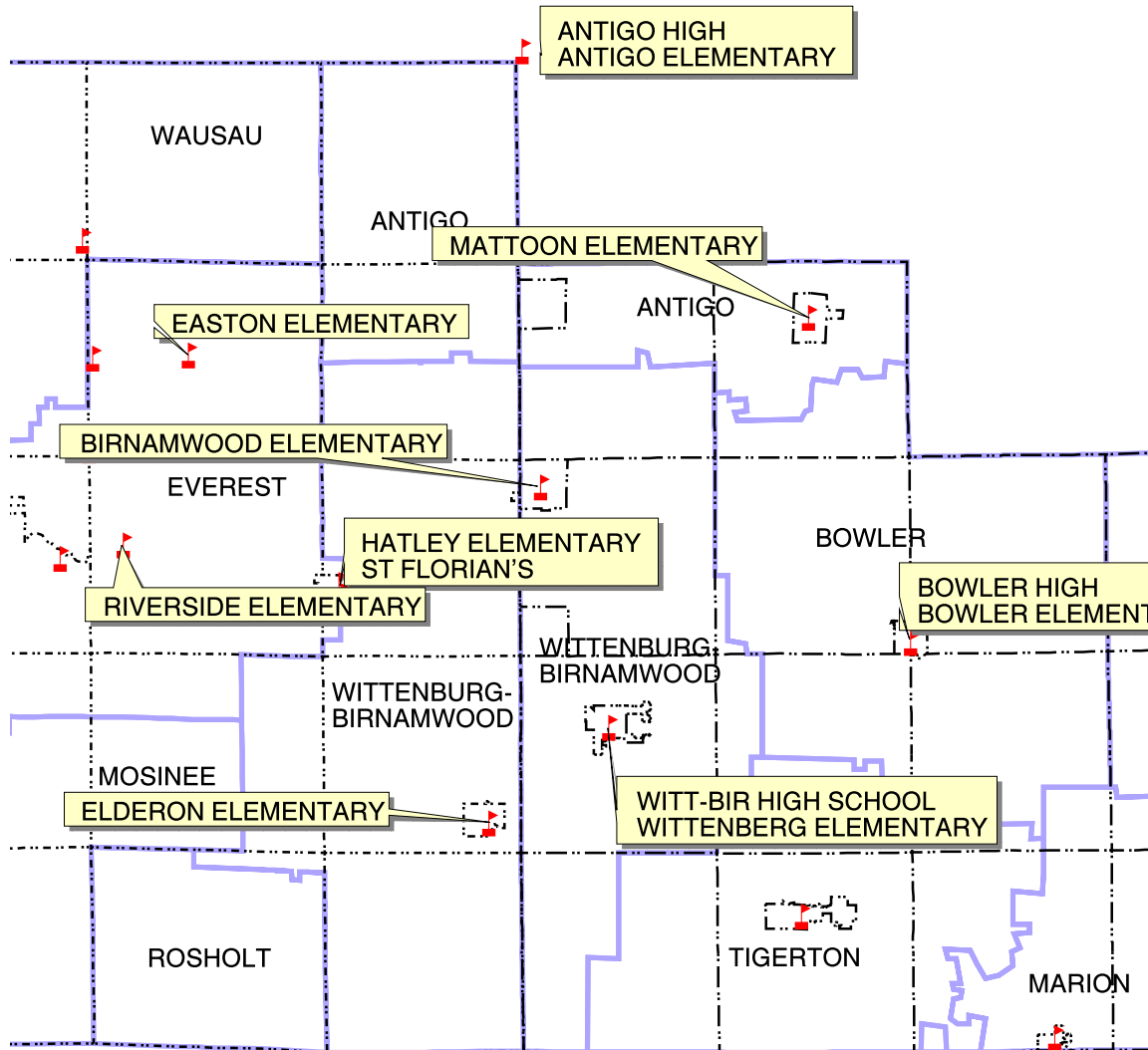
Existing Powerlines
Municipal Boundary
Incorporated Municipality

Map developed by Marathon County CPZ & GIS 2006

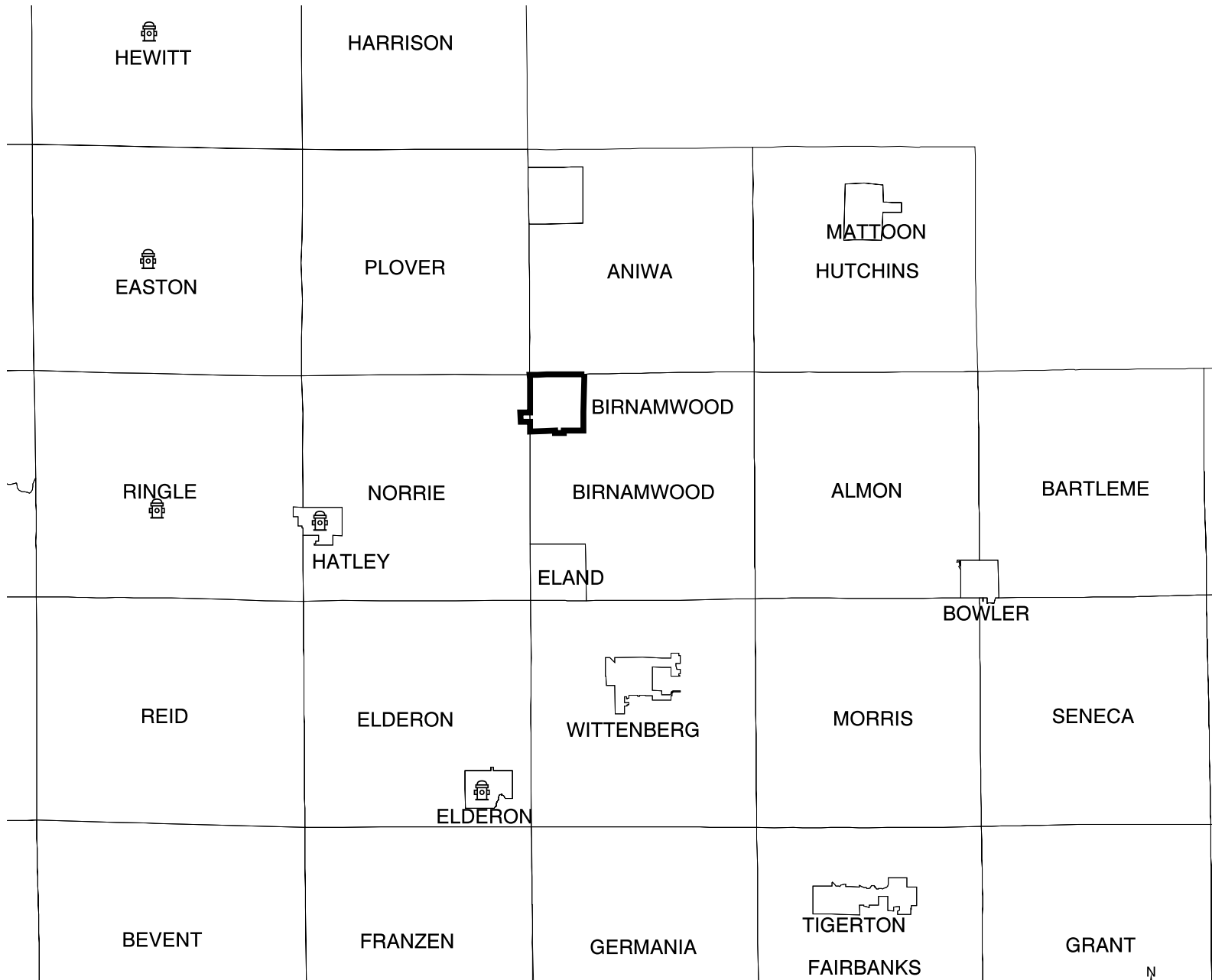


Figure 6-3

BIRNAMWOOD AREA SCHOOL DISTRICTS AND SCHOOLS



BIRNAMWOOD AREA FIRE DEPARTMENTS



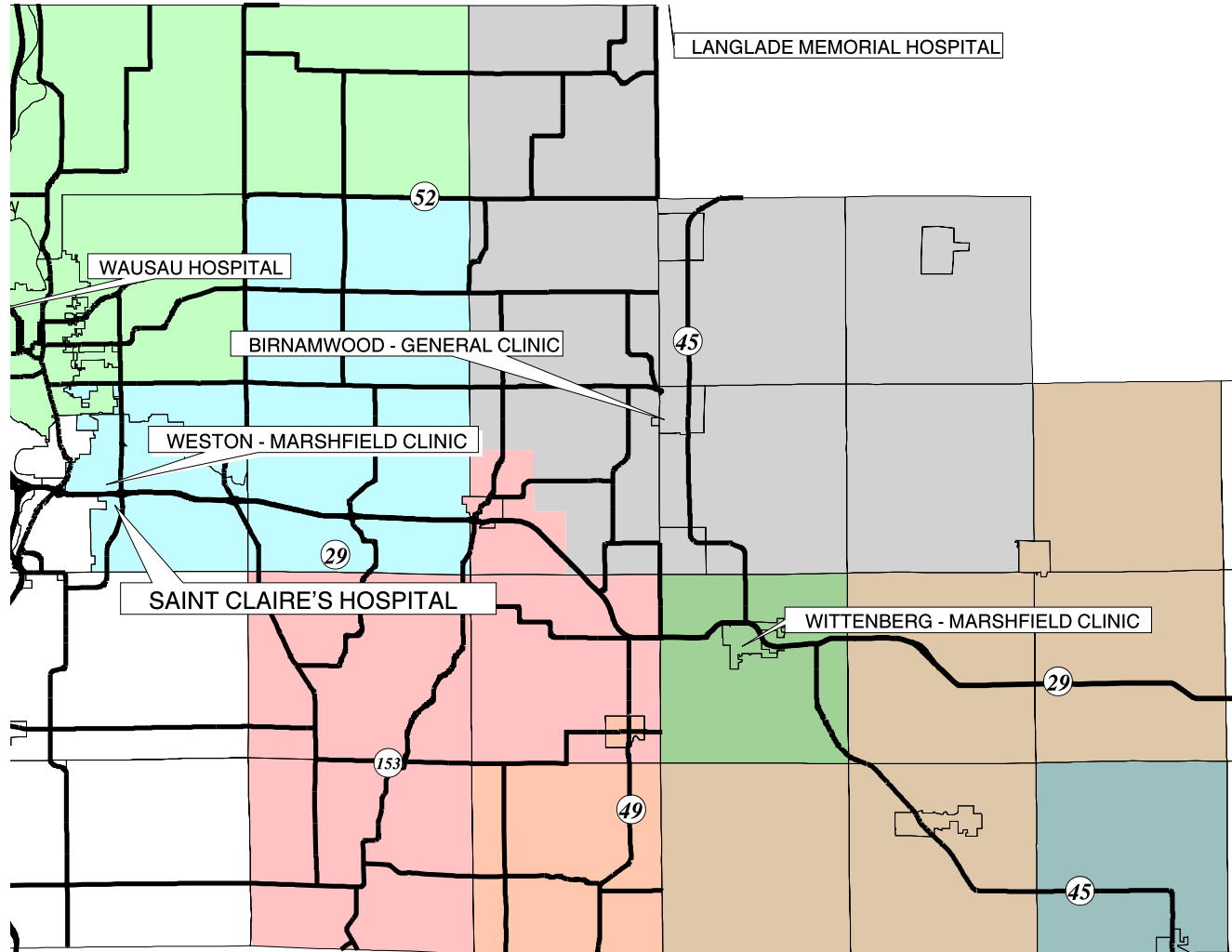
Fire Department

Map developed by Marathon County CPZ & GIS 2006



Figure 9-2

BIRNAMWOOD AREA HOSPITALS, CLINICS, & EMS ZONES



- EMS Area**
- BIRNAMWOOD
 - MARION
 - TIGERTON
 - WITTENBERG
 - HATLEY
 - WAUSAU (city)
 - WESTON
 - WITTENBERG

Map developed by Marathon County CPZ & GIS 2006



Figure 9-3

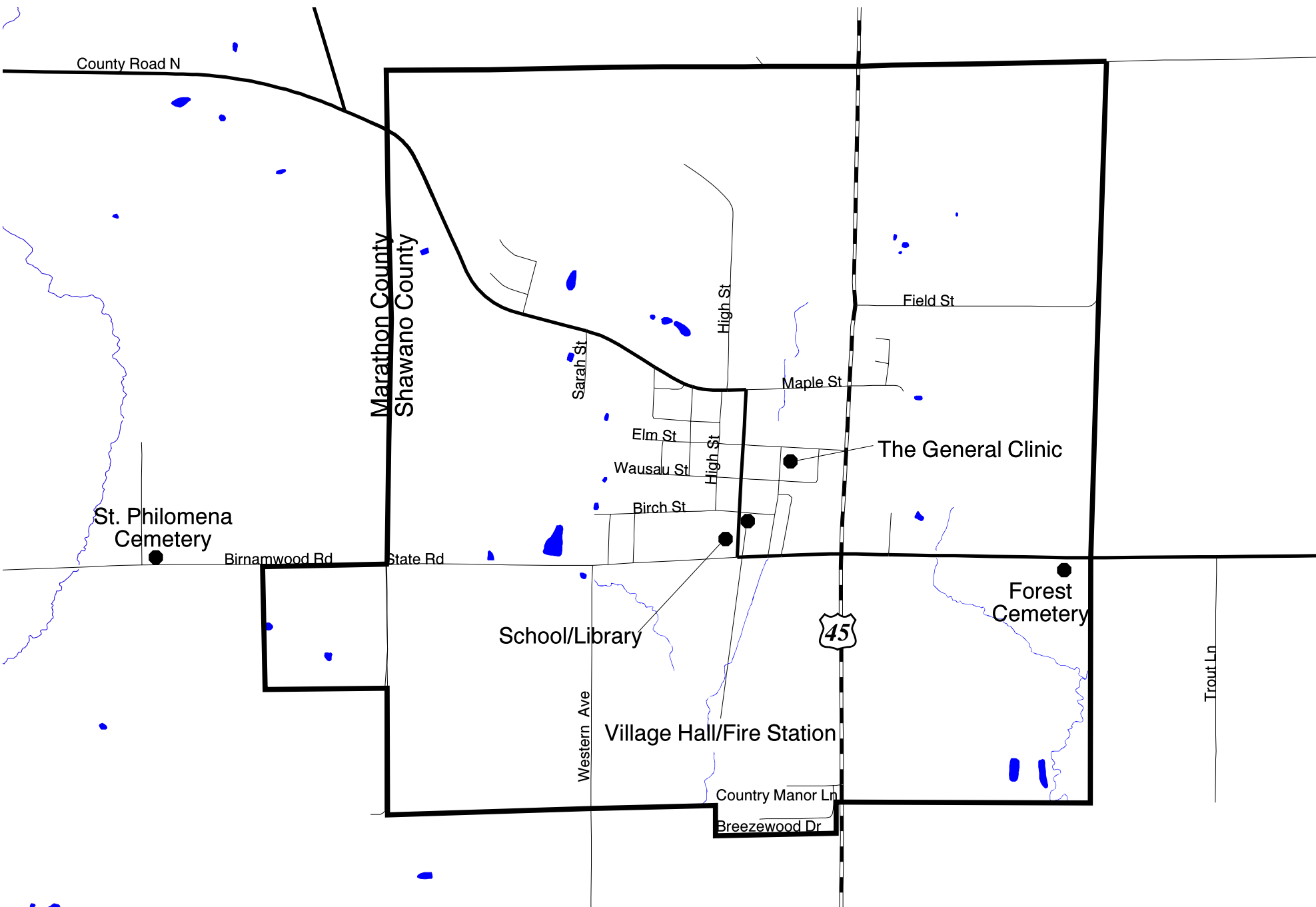
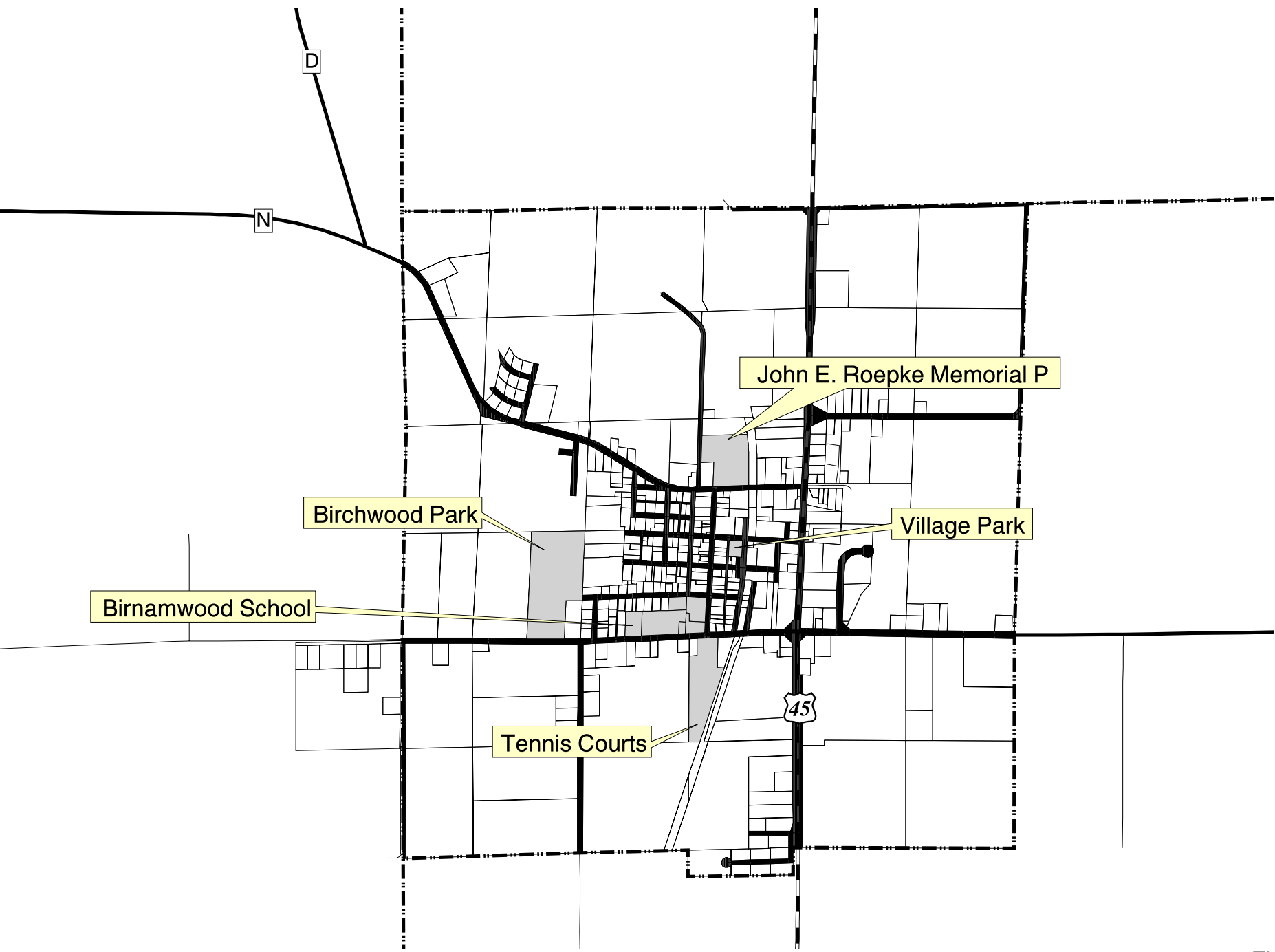


Figure 9-4
Community Facilities
BIRNAMWOOD

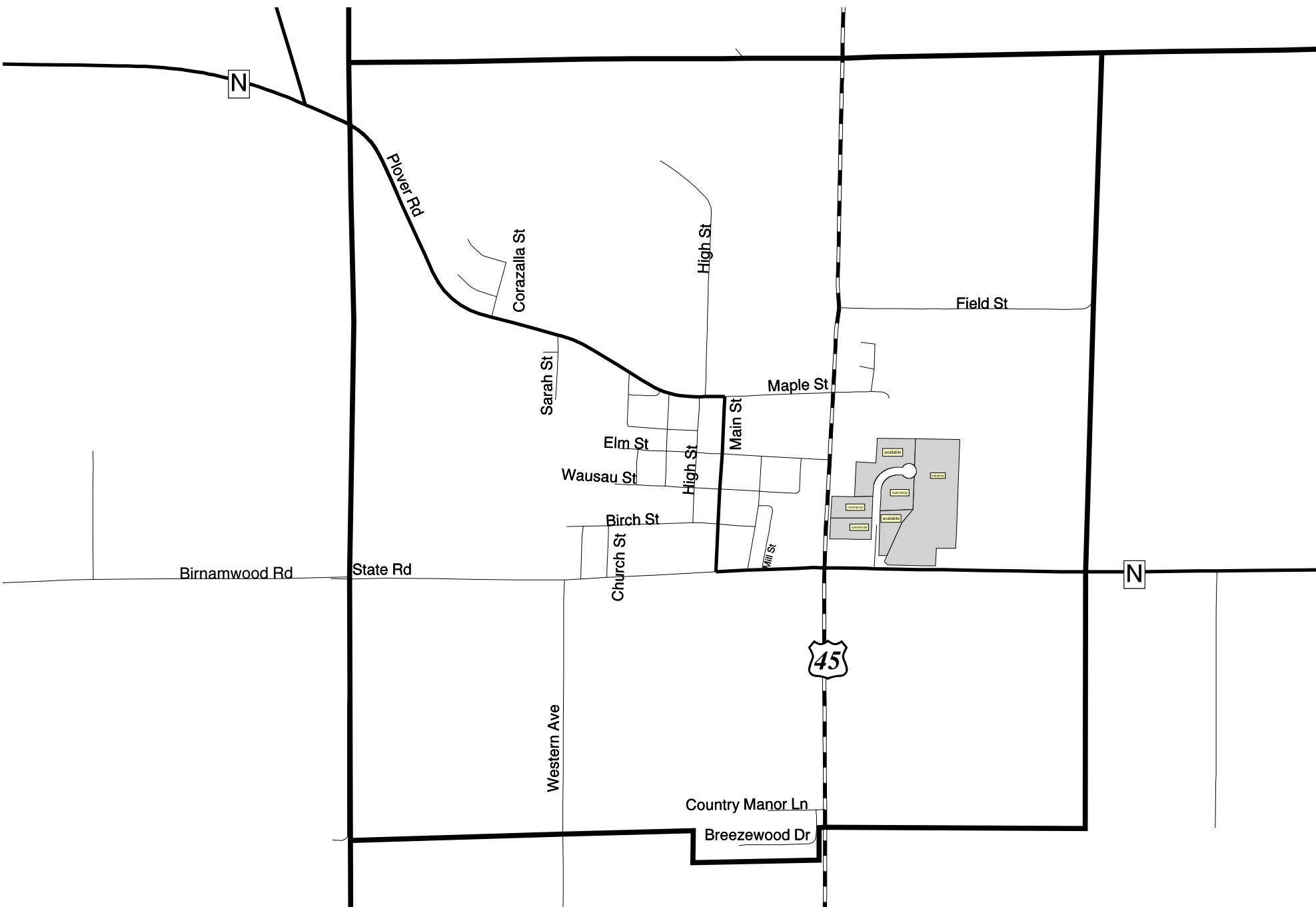


■ Village Parks

Map developed by Marathon County CPZ & GIS 2006



FIGURE 10-1
Recreation Facilities
BIRNAMWOOD



 Lyons Industrial Park

Map developed by Marathon County CPZ & GIS 2006



Figure 11-1
Lyons Industrial Park
BIRNAMWOOD



Lyons Industrial Park

Map developed by Marathon County CPZ & GIS 2006



Figure 11-2
Lyons Industrial Park
BIRNAMWOOD

Town of Birnamwood

Comprehensive Plan

Goals, Objectives, Policies & Implementation

March 2006

Table of Contents

1. Introduction	1
2. Natural Resources Element	4
3. Land Use Element	6
4. Transportation Element	10
5. Utilities Element	12
6. Housing Element.....	14
7. Cultural Resources Element	16
8. Community Facilities Element.....	17
9. Parks Element	19
10. Economic Development Element.....	20
11. Intergovernmental Cooperation Element	23
12. Implementation Element.....	25

Appendices

- A. State Comprehensive Planning Goals
- 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
- G. Economic Development Programs

List of Tables

Table 3-1: Future Land Use, 2005.....	8
Table 3-2: Acreage Projections, 2000-2030	9
Table 4-1: Summary of Pavement Conditions.....	11
Table 12-1: Criteria to Consider When Reviewing Plan Changes	28
Table 12-2: Implementation Plan Actions	30

List of Figures

- Figure 3-1: Future Land Use
- Figure 3-2: Existing Zoning
- 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.

Village of Birnamwood

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 Village of Birnamwood 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)
- Redevelop under-utilized land, particularly along Wisconsin River
- 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

Goals, Objectives, Policies, Strategies & Actions

This section is intended to address issues and opportunities as identified by the Village of Birnamwood in its *Conditions and Issues Report*. These issues and opportunities are captured in the policies, strategies and actions set forth with the intent of achieving the goals identified by the community. These goals work in concert with the goals set forth by the State of Wisconsin (Appendix A) and Marathon County (Appendix B).

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

Village of Birnamwood residents support preservation of natural resources within the Village, especially woodlands, water quality and Railroad Creek. Because Birnamwood has little regulatory authority over natural resources, the Town will continue to work with Marathon County and WDNR to protect and enhance natural resources, including threatened and endangered species within the Village. The Village has developed the following goals and actions to demonstrate its support.

Goal 1: Work with the Town of Birnamwood to protect and enhance the Exceptional Resource Waters (ERW) of Railroad Creek.

- **Objective: To minimize intensive development in areas that could affect views of, or the water quality and habitat, of Railroad Creek.**

Policies:

- The Village of Birnamwood encourages the protection of the ERWs of Railroad Creek.

Strategies/Actions:

- Establish guidelines for developing adjacent to creek.
- Consider or inform residents of conservation easements.
- Implement buffers, native vegetation with assistance from UW-Ex and DNR.
- If annexation happens, consider uses that may affect Packard Creek, also an ERW.

Goal 2: Protect the Village's water resources, including potable water.

- **Objective: To work with the WDNR, Shawano County, and the Town of Birnamwood to protect critical groundwater recharge areas.**

Policies:

- The Village of Birnamwood encourages the protection of water resources.

Strategies/Actions:

- Identify and map critical groundwater recharge areas with help from the DNR.
- Coordinate with the Town of Birnamwood and Shawano County to see what they are doing to protect potable water.
- Consider drilling a new water well.

Goal 3: Manage the woodlands in the Village and in the parks.

- **Objective: To ensure proper forest management of woodland resources in the Village.**

Policies:

- The Village of Birnamwood encourages the management of woodlands within the Village.

Strategies/Actions:

Village of Birnamwood

- Consider the implementation of a tree preservation ordinance.
- Work with the County and DNR to review current practices.
- Maintain the current practice of reviewing tree impacts at the time development applications are being reviewed.

3. Land Use Element

The Village of Birnamwood is located primarily in Shawano County, with a small portion annexed from the Town of Norrie in Marathon County. Despite being incorporated, only about 30 percent of the Village is developed. The remainder is cropland and forested land. Residents of Birnamwood wish to enhance their current assets and attract new commercial, industrial and residential development to the Village.

Goal 1: Increase the tax base by encouraging quality development in the Village.

- **Objective: To encourage residential and subdivision development in locations within the Village that can be served with sewer and water.**
- **Objective: To create guidelines that establish developer provision of adequate roadways and required utilities in new subdivisions.**
- **Objective: To review zoning and subdivision regulations to ensure that they can accommodate new development opportunities.**

Policies:

- The Village of Birnamwood encourages new development to increase the tax base.

Strategies/Actions:

- Guide development to parcels with sewer and water

- Develop guidelines for what amenities/utilities a developer must provide.
- List new development opportunities that may come up in the future – if they are desired, make sure regulations can support them and amend as necessary.

Goal 2: Maintain and expand commercial and retail businesses.

- **Objective: To continue to support the Downtown as the commercial center of the community.**
- **Objective: To continue to support existing businesses through public improvements or other means that can help ensure their continuation.**
- **Objective: To continue streetscape enhancements to ensure safe pedestrian travel in the Downtown and any nearby businesses with walk-in traffic.**

Policies:

- The Village of Birnamwood encourages the maintenance and future expansion of commercial and retail businesses.

Strategies/Actions:

- Utilize the Planning Commission, Village Board, and existing Development Corporation to attract new businesses.
- Review and prioritize the need for sidewalks.
- Encourage the development of the old laundry building.
- Continue to evaluate the need for streetscaping throughout the Village.

Goal 3: Promote industrial growth, both in the two industrial parks or other appropriate locations.

- **Objective: To identify the types of industry that may be appropriate in the Village.**
- **Objective: To continue to market the advantages for industry to locate in Birnamwood.**

Policies:

- The Village of Birnamwood encourages the protection of water resources.

Strategies/Actions:

- Create a list of desired or compatible industrial uses to use as a tool for reviewing or seeking out industry.
- Identify areas suitable for industrial development.
- Support the marketing efforts of the Development Corporation.

Goal 4: Use the future land use plan to identify where new development should occur.

- **Objective: To discourage large-scale agricultural activity within Village boundaries.**
- **Objective: To identify areas where development can be serviced with Village sewer and water.**

Policies:

- The Village of Birnamwood supports the thoughtful review of the placement of new development.

Strategies/Actions:

- Encourage only small livestock operators to be active within the Village.
- Guide any agricultural use away from land designated for development.
- Designate and map areas served with sewer and water that are suitable for development.
- Use the future land use map when reviewing current development applications.

Goal 5: Maximize benefits of the Wiouwash Recreational Trail in the Village.

- **Objective: To offer amenities or provide other connections that will encourage trail users to stop in Birnamwood.**

Policies:

- The Village of Birnamwood encourages the implementation of amenities along the Wiouwash Recreational Trail.

Strategies/Actions:

- Construct benches, water fountains and sidewalks along the trail.
- Continue to monitor and pursue land at the end of the trail for a potential trail parking area/shelter.

Accommodating Future Growth

The population of Birnamwood has grown by 26 percent between 1970 and 2000. This is similar to the growth experienced by Marathon County and the State of Wisconsin during the same time period. Birnamwood is projected to increase another 18 percent by the year 2030 (WDOA).

Future Land Use – The Village of Birnamwood Future Land Use map, shown in Figure 3-1 illustrates the anticipated future pattern of land uses. The map includes fourteen 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.

A majority of the future land use in the Village of Birnamwood is still anticipated to be dedicated primarily to woodland (36%) and cropland (30%). Slight growth in residential use will be directed to an area north of CTH N in the northwest corner of the Village, and an area south along USH 45 where some housing has already been constructed. Birnamwood also hopes to develop land currently set aside for an industrial park.

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	144	10%
Multi-Family Residential	Multiple family structures with three or more households, condos, duplexes, apartments	9	<1%
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	27	2%
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	19	1%
Quarries/ Gravel Pits	Mining operations	0	0
Cropland	Tilled agriculture, prime farmland	415	30%
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	101	7%
Public/ Quasi-Public	Schools, churches, cemeteries, libraries, government buildings, National Guard, utility facilities.	24	2%
Park and Recreation	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	38	3%
Woodlands	Privately-owned forested land, including nurseries, paper mill forests, etc.	506	36%
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	6	<1%
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	88	6%
Barren Land	Unused open land in wooded areas, along streams, along roadsides	28	2%
Total Land Area		1405	100%

Source: County's estimate of new platted development

Village of Birnamwood

Land Needs – Projections of future population and employment growth in the Village of Birnamwood 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, 17 acres will be needed to accommodate future residential development and no acres are needed for future non-residential development. Sufficient acreage to meet estimated demand for new development has been provided in the appropriate land use categories on the future land use map. Land developed for new residential and commercial use will most likely be converted from agricultural use and limited woodland use, instead of subdividing existing residential lots. This trend is illustrated in Table 3-2 below.

Table 3-2: Acreage Projections, 2000-2030

	Estimated Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	1066.1	1063.27	1060.44	1057.61	1054.78	1051.95	1049.12
Residential	143.7	146.53	149.36	152.19	155.02	157.85	160.68
Industrial	19.0	19.0	19.0	19.0	19.0	19.0	19.0
Commercial	26.9	26.9	26.9	26.9	26.9	26.9	26.9

Source: Acreage based on estimates from Regional Planning Commission dated 10/29/03 and Marathon County

The agricultural category includes cropland, other agriculture, woodlands and barren land use categories. The residential category includes single-family and multi-family uses. The non-residential category includes commercial, industrial and quarry uses. This table does not include land use categories that are generally not developable, such as public/quasi-public, recreation, water/wetlands, and transportation.

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

Birnamwood residents are particularly concerned with traffic flow safety within the Village, especially at the CTH N and US 45 crossing. Pedestrian walkways are also a priority for the Village. The following goals, objectives and actions reflect Birnamwood's desire to be proactive in planning for future transportation needs.

Goal 1: Provide for efficient movement and safety of traffic throughout the community.

- **Objective: To work with Shawano and Marathon Counties and the State to ensure that roads can accommodate increased traffic from new development and greater numbers of commuters.**
- **Objective: To develop a "toolbox" of traffic-calming methods or devices that could be implemented to better manage traffic flow and speed limits in the Village.**
- **Objective: To continue to work with WDOT to address safety issues at the CTH N and US 45 crossing.**

Policies:

- The Village of Birnamwood supports methods of providing efficient and safe traffic movements in the Village.

Strategies/Actions:

- Consult with the State and County when new development that occurs that may affect traffic.
- Research and keep a file of traffic-calming methods for future use.
- Consult with WDOT and stay updated on changes to the N/45 interchange

Goal 2: Provide walkways along main thoroughfares in the Village.

- **Objective: To develop a schedule for funding and constructing walkways in the Village.**

Policies:

- The Village of Birnamwood supports a schedule for constructing walkways in the Village.

Strategies/Actions:

- Identify where walkways are needed, and prioritize for funding.
- Include a yearly allocation in the Village budget for walkway improvements.

Road Improvements

The Wisconsin Department of Transportation requires all incorporated communities to prepare a Pavement Management Plan using a pavement rating system for their local roads. These plans were to be submitted for review by December

Village of Birnamwood

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 Pavement Management Plan. WISLR ratings and surface types in the Village of Birnamwood are shown on Figures 4-1 and 4-2, and summarized in Table 4-1.

The roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to promote safe travel conditions. Further information is necessary for those roads that display no surface rating data. This data collection effort will help ensure safe travel conditions along those routes.

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
		0.13				
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
0.12						

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
		0.13		0.12		

Source: WDOT (WISLR), 8/10/04

Paving Gravel Roads – There is 0.13 mile of roadway within the Village that remains unpaved. When paving gravel roads, there are many factors that should be taken into consideration. Appendix F outlines some general guidelines to help the Village decide if or when to pave gravel roads.

5. Utilities Element

The Village of Birnamwood has its own water supply and distribution, in addition to a sewer service district within the Village boundaries. Birnamwood's residents are concerned most with expanding service to accommodate growth outside the Village boundaries, and protecting existing utility resources. Because Birnamwood's population is expected to grow over the next 30 years, it is expected that services will require expansion and/or upgrade as reflected below.

Goal 1: Maintain high quality sewer and water services within the Village.

- **Objective: To continue to use a Capital Budgeting process to plan and program for operation and maintenance of the wastewater treatment facility and the public water system.**
- **Objective: To continue to maintain and upgrade the wastewater treatment facility as needed, given that the facility has adequate capacity for future development.**
- **Objective: To continue to maintain the water supply and storage facilities to keep pace with anticipated growth.**
- **Objective: To drill an additional well as a replacement for Well No. 4, which has had low capacity and some contamination issues.**

Policies:

- The Village of Birnamwood supports the maintenance of high quality sewer and water services in the Village.

Strategies/Actions:

- Continue to allocate funds for sewer and water services in the annual budget.
- Update and prioritize the list of needs for the wastewater treatment plant.
- Cap Well No. 4.
- Investigate and secure funds for a new well.

Goal 2: Plan for funding of sewer and water expansion outside the current service areas.

- **Objective: To use a Capital Budgeting process to plan for expansion of services.**

Policies:

- The Village of Birnamwood supports active planning for anticipated expansion of sewer and water services.

Strategies/Actions:

- Identify and prioritize areas of new development and expansion.

Goal 3: Plan for efficient on-site sanitary waste disposal in areas outside the sewer service boundaries.

Village of Birnamwood

- **Objective: To ensure that lot sizes are adequate for private waste disposal systems.**
- **Objective: To ensure that on-site waste disposal systems will not have negative effects on wetlands, rivers, or streams.**

Policies:

- The Village of Birnamwood encourages efficient disposal of sanitary sewer systems outside the Village service boundary.

Strategies/Actions:

- Review lot sizes for system adequacy.
- Stay informed of DNR and County regulations, and report violations.

Goal 4: Protect the Village's water resources, including potable water.

- **Objective: To identify critical zones, such as groundwater recharge areas and work with Marathon and Shawano Counties to ensure their protection.**
- **Objective: To explore options to improve surface water management within the Village, such as limiting uncontrolled runoff, overuse of fertilizers, or use of other contaminants to surface water.**

Policies:

- The Village of Birnamwood supports the protection of water resources, including potable water.

Strategies/Actions:

- Identify and map critical groundwater recharge areas with help from the DNR.
- Coordinate with the Town of Birnamwood and Shawano County to see what they are doing to protect potable water.
- Consider drilling a new water well.
- Continue to advocate use of Best Management Practices to control runoff.

Goal 5: Improve telecommunication services as needed by Village residents.

- **Objective: To advocate for additional provision of telecommunication services when needed.**

Policies:

- The Village of Birnamwood encourages implementation of improved telecommunication services.

Strategies/Actions:

- Continue to monitor quality of cellular service.
- Advocate for a cellular tower in the Village when needed, and implement on existing water tower brackets.

6. Housing Element

Housing in the Village of Birnamwood is predominantly single family, with a good mix of duplexes, apartment complexes and mobile home parks. Little of the housing stock has been built since 1990 (16%), with over half being built prior to 1939.

Residents wish to improve the condition of some of the older structures and mobile homes, while still maintaining a diverse supply of housing stock.

Goal 1: Improve the condition of deteriorated housing stock in the Village.

- **Objective: To continue to operate the Community Housing Grant Rehabilitation program to support single-family and rental unit improvements.**

Policies:

- The Village of Birnamwood encourages the improvement of housing stock in the Village.

Strategies/Actions:

- Maintain current revolving loan program through CHGR.

Goal 2: Ensure the safety of mobile home residential units in the Village.

- **Objective: To establish building code requirements for mobile homes and ensure consistent enforcement of the code.**

Policies:

- The Village of Birnamwood supports the safety of mobile home residential units in the Village.

Strategies/Actions:

- Develop and adopt a building code and zoning requirements for mobile home parks.
- Continue to have the Building Inspector check up on existing and new sites.

Goal 3: Continue to provide a variety of housing types as well as land for new residential development.

- **Objective: To continue to provide housing opportunities for residents in all stages of life, including young families, singles, and seniors.**
- **Objective: To continue to provide housing such as group homes for persons with special needs.**
- **Objective: To work with both Shawano and Marathon Counties to identify housing agencies that serve other needs and provide information to residents.**

Policies:

- The Village of Birnamwood encourages a variety of housing stock in the Village.

Strategies/Actions:

- Review demographic information and track age groups to determine additional housing needs
- Determine need for special needs housing
- Keep a contact list of agencies to which residents may be referred

7. Cultural Resources Element

There are no properties in Birnamwood listed on the National Register of Historic Places; however the State Historic Preservation Office has identified two historic cemeteries in the Village. Archaeological sites are identified only at the Town level, and the County-wide survey has not been updated since 1977. The Village wishes to cooperate with any future studies done by Marathon County.

Goal 1: Preserve historically significant buildings and sites.

- **Objective: To work with the local and/or 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:

- Where possible, the Village of Birnamwood supports the preservation of historically significant sites in the Village.

Strategies/Actions:

- Inventory and list sites of local importance.
- Contact the County and State for more information or to register sites.

8. Community Facilities Element

The Village of Birnamwood is part of the Wittenberg-Birnamwood School District, and has an elementary school and a middle school in the Village. The Village also operates its own fire district, and provides fire service to surrounding communities. It receives law enforcement services through the County, but also has an officer on staff at the Village. Birnamwood's goals reflect the desire to support existing facilities and services, and to look for ways to ensure that the most cost-effective service is being provided. Construction of a new Village Hall/Community Center is an important goal for the community, as population grows in the future. It is anticipated that existing facilities and services are adequate to meet current and future needs, however the Village will work with Marathon County, school districts and service providers to address needed service or facility expansions as needs arise.

Goal 1: Ensure adequate fire and emergency service protection.

- **Objective: To continue to participate in the Birnamwood Area Fire Department, Inc. and Birnamwood Ambulance Service, Inc. and maintain and improve equipment and service.**
- **Objective: To maintain an adequate number of trained volunteer staff for both fire and emergency services.**

Policies:

- The Village of Birnamwood wishes to provide adequate fire and emergency services.

Strategies/Actions:

- Develop a list of needed improvements to fire and EMS systems, and prioritize for funding.
- Continue the current quarterly schedule for the Fire and Ambulance Boards.

Goal 2: Establish a central meeting place to accommodate a variety of community functions.

- **Objective: To build a Village Hall/Community Center.**
- **Objective: To identify funding sources to build a Village Hall/Community Center.**

Policies:

- The Village of Birnamwood supports the construction of a Village Hall/Community Center.

Strategies/Actions:

- Continue to pursue funding to construct on land reserved to building a new Village Hall/Community Center.

Goal 3: Maintain the community library located in the elementary school.

- **Objective: To continue to assist the library with needs as they arise.**

Village of Birnamwood

Policies:

- The Village of Birnamwood supports the existing community library.

Strategies/Actions:

- Continue to evaluate needs as they are brought to the Village's attention.
- Continue to support library funding and fundraising.

9. Parks Element

The Village of Birnamwood has a well-developed park system of three public parks, a site with tennis and basketball courts, plus a large recreational areas at the public school. The Wiouwash Recreational Trail also passes through the Village. The Village wishes to maintain existing park facilities and plan for further park development along the trail.

Goal 1: Continue to maintain the high quality and improve the three public parks in the Village.

- **Objective: To ensure that any maintenance and upkeep costs for the parks are included in annual budgeting.**
- **Objective: To upgrade park facilities and equipment as needed to accommodate increased population and use.**

Policies:

- The Village of Birnamwood encourages the improvement and quality of the three Village parks.

Strategies/Actions:

- Continue to include a parks line item in the annual budget.
- Identify improvement needs and prioritize for funding as needed.
- Maintain additional land space at the baseball park for future needs.

Goal 2: Maximize benefits of the Wiouwash Recreational Trail in the Village.

- **Objective: To offer amenities or provide other connections that will encourage trail users to stop in Birnamwood.**

Policies:

- The Village of Birnamwood encourages the implementation of amenities along the Wiouwash Recreational Trail.

Strategies/Actions:

- Construct benches, water fountains and sidewalks along the trail.
- Continue to monitor and pursue land at the end of the trail for a potential trail parking area/shelter.

10. Economic Development Element

The major employers in the Village of Birnamwood are Kersten Lumber Company, Birnamwood Elementary School and Birnamwood General Clinic. Birnamwood's goals reflect a desire to maintain and expand current business, and manage new subdivisions to adequately support growth in the Village.

Goal 1: Maintain business vitality in the Village to provide a mix of goods and services for the surrounding area.

- **Objective: To encourage new businesses to locate in the Village.**
- **Objective: To provide support and assistance to established businesses to help them maintain and expand their role in the community.**

Policies:

- The Village of Birnamwood encourages a vital mix of economic goods and services for the surrounding area.

Strategies/Actions:

- Identify areas suitable and desirable for new commercial development.
- Survey local residents to find out what types of business they would like to see in the Village.
- Encourage existing business owners to be involved in the committees.

- Consider streetscaping and roadway improvements to key business areas.

Goal 2: Promote industrial growth, both in the two industrial parks or other appropriate locations.

- **Objective: To identify the types of industry that may be appropriate in the Village.**
- **Objective: To continue to market the advantages for industry to locate in Birnamwood.**

Policies:

- The Village of Birnamwood supports industrial growth.

Strategies/Actions:

- Develop criteria for siting of an industrial/business park.
- Identify and map sites within the Village which are most suitable for industrial uses. Use the map to guide future growth.
- Review the CIP to ensure that adequate infrastructure is planned or exists in areas planned for industrial development.

Goal 3: Promote managed subdivision development to provide quality growth for the Village.

- **Objective: To create guidelines that establish developer provision of adequate roadways and required utilities.**

Village of Birnamwood

Policies:

- The Village of Birnamwood supports developer-provided amenities in new residential developments.

Strategies/Actions:

- Develop guidelines for what amenities developers are responsible for providing, thresholds, etc.
- Enter into additional agreements with developers on a case-by-case basis.

New Business and Industry

The Village of Birnamwood wishes to maintain and grow its economic viability in commercial and industrial sectors. If the population of the Village grows as predicted, there will be higher demand for more variety of local goods and services.

The Village has adequate industrial land for immediate needs. If needed in the future, the Lyons Industrial Park could expand to the east and still be within the Village boundaries. The Village will continue to market available land and buildings available in the industrial park to provide jobs and support the Village tax base. The Village is also looking for opportunities to grow business along Main Street.

Redevelopment Opportunities

Birnamwood's Main Street still retains the feeling of a small town and the Village has taken steps to improve the street and sidewalks in the area. There are some vacant buildings that the Village would like to see re-used and should actively market to

further enhance the character of Main Street as a commercial area and town center. Future redevelopment efforts will be focused in this area. There are also several vacant parcels along CTH N in the southeast part of the Village, along US 45 in the northeast part, and in the eastern part of the Village near the industrial park.

Strengths and Weaknesses

The Village has good highway access, particularly with US 45 and CTH N providing north-south and east-west access through the Village, respectively. This provides the type of access that is attractive for new commercial and industrial development. Improvements to US 45 are also planned for 2006. In addition, Birnamwood has a well-traveled Main Street which functions as a town center and has many opportunities for redevelopment. The Village has already completed enhancements to this area, but will need to focus on this area in the future to maintain its character and a good mix of businesses and services to the growing residential population.

Birnamwood has room for expansion, with vacant land currently existing in prime areas along CTH N in the southeast part of the Village, and along US 45 in the northeast part of the Village. The Village has also identified land available and suitable for residential growth north of Plover Road/Maple Street, south of State Road, and west of Western Avenue.

The primary challenges facing the Village are natural development constraints such as floodplains or wetlands, and also potential future annexation of land in surrounding townships.

Economic Development Programs

Appendix G provides a listing of local, regional, state and federal programs relating to economic development.

11. Intergovernmental Cooperation Element

The Village of Birnamwood recognizes the importance of good communication with surrounding communities. The Village provides fire and ambulance service to a number of communities, and its goals and actions indicate its desire to work effectively with those communities.

Goal 1: Provide the most cost-efficient, effective services to residents in areas such as road maintenance, snowplowing, or other services.

- **Objective: To explore opportunities to work with the county or adjacent communities where there are potential cost savings in service delivery.**

Policies:

- The Village of Birnamwood wishes to provide and solicit cost-effective services.

Strategies/Actions:

- Continue monitoring of current agreements by the Village Board.
- Solicit bids or other agreements if current agreements become less cost-effective.

Goal 2: Encourage participation by Village officials in all levels of government.

- **Objective: To encourage local officials to participate in county and state government activities and organizations.**
- **Objective: To encourage regular participation and feedback from residents through surveys, informational public meetings, newsletters or other activities.**

Policies:

- The Village of Birnamwood encourages local officials and residents to participate in local planning activities and organizations.

Strategies/Actions:

- Attend meetings held by other government entities (agencies, communities, etc.).
- Develop a survey which can be mailed out to residents, asking for suggestions or feedback on proposed or recently constructed projects (roads, residential developments, etc.)
- Designate a main contact person who will be responsible for organizing and/or distributing public information materials.
- Consider developing a newsletter.
- Continue to distribute public information materials through tax bills, postings, door-to-door visits, etc.

Goal 3: Continue to work with surrounding communities to maintain the fire and ambulance service.

Village of Birnamwood

- **Objective: To work with the County or other agencies to offset the expenses of purchasing new equipment.**

Policies:

- The Village of Birnamwood encourages cooperation with other communities in the maintenance of fire and EMS services.

Strategies/Actions:

- Initiate discussions with Shawano County Emergency Management about cost-sharing for new fire equipment.
- Survey surrounding municipalities about their emergency service needs, and identify potential ways to share costs or services.

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 Village 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, the Village of Birnamwood should update related ordinances on or before the year 2010. The Village 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. The Village has recognized this opportunity to revisit and update its ordinances and other regulatory tools in its goals and actions.

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 Village 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 Village 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 Village 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 the Village of Birnamwood 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 the Village of Birnamwood. 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 Village 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 Village of Birnamwood Comprehensive Plan may be amended at any time by the Village 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

Village of Birnamwood

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 Village Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Village 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 Village of Birnamwood 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 Village 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 the Village of Birnamwood 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.

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 for use by local officials in setting priorities for capital budgeting and staff allocation. 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 Birnamwood, staff, 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

Village of Birnamwood

Table 12-2: Implementation Plan Actions

ACTION	Priority
Natural Resources	
Establish guidelines for developing adjacent to creek.	Short-term
Consider or inform residents of conservation easements.	Mid-term
Implement buffers, native vegetation with assistance from UW-Ex and DNR.	Short-ter
If annexation happens, consider uses that may affect Packard Creek, also an ERW.	Mid-term
Identify and map critical groundwater recharge areas with help from the DNR.	Short-term
Coordinate with the Town of Birnamwood and Shawano County to see what they are doing to protect potable water.	Immediate
Consider drilling a new water well.	Mid-term
Consider the implementation of a tree preservation ordinance.	Short-term
Review current development practices.	Short-term
Maintain the current practice of reviewing tree impacts at the time development applications are being reviewed.	Ongoing
Land Use	
Guide development to parcels with sewer and water.	Ongoing
Develop guidelines for what amenities/utilities a developer must provide.	Short-term
List new development opportunities that may come up in the future – if they are desired, make sure regulations can support them and amend as necessary.	Short-term
Utilize the Planning Commission, Village Board, and existing Development Corporation to attract new businesses.	Mid-term
Review and prioritize the need for sidewalks.	Short-term
Encourage the development of the old laundry building.	Mid-term
Continue to evaluate the need for streetscaping throughout the Village.	Ongoing
Create a list of desired or compatible industrial uses to use as a tool for reviewing or seeking out industry.	Short-term
Identify areas suitable for industrial development.	Ongoing
Support the marketing efforts of the Development Corporation.	Short-term
Encourage only small livestock operators to be active within the Village.	Ongoing
Designate and map areas served with sewer and water that are suitable for development.	Short-term
Guide any agricultural use away from land designated for development.	Ongoin
Use the future land use map when reviewing current development applications.	Short-term
Construct benches, water fountains and sidewalks along the trail.	Mid-term

Village of Birnamwood

ACTION	Priority
Transportation	
Consult with the State and County when new development that occurs that may affect traffic.	Ongoing
Research and keep a file of traffic-calming methods for future use.	Short-term
Consult with WDOT and stay updated on changes to the N/45 interchange	Ongoing
Identify where walkways are needed, and prioritize for funding.	Short-term
Include a yearly allocation in the Village budget for walkway improvements.	Short-term
Utilities	
Continue to allocate funds for sewer and water services in the annual budget.	Ongoing
Update and prioritize the list of needs for the wastewater treatment plant.	Short-term
Cap Well No. 4.	Short-term
Investigate and secure funds for a new well.	Short-term
Identify and prioritize areas of new development and expansion.	Short-term
Review lot sizes for system adequacy.	Short-term
Stay informed of DNR and County regulations, and report violations.	Ongoing
Identify and map critical groundwater recharge areas with help from the DNR.	Short-term
Coordinate with the Town of Birnamwood and Shawano County to see what they are doing to protect potable water.	Ongoing
Continue to advocate use of Best Management Practices to control runoff.	Ongoing
Continue to monitor quality of cellular service.	Ongoing
Advocate for a cellular tower in the Village when needed, and implement on existing water tower brackets.	Short-term
Housing	
Maintain current revolving loan program through CHGR.	Ongoing
Determine need for special needs housing	Mid-term
Develop and adopt a building code and zoning requirements for mobile home parks.	Short-term
Continue to have the Building Inspector check up on existing and new sites.	Ongoing
Review demographic information and track age groups to determine additional housing needs	Mid-term
Keep a contact list of agencies to which residents may be referred	Immediate
Cultural Resources	
Inventory and list sites of local importance.	Mid-term
Contact the County and State for more information or to register sites.	Mid-term

Village of Birnamwood

ACTION	Priority
Community Facilities	
Develop a list of needed improvements to fire and EMS systems, and prioritize for funding.	Ongoing
Continue to pursue funding to construct on land reserved to building a new Village Hall/Community Center.	Ongoing
Continue the current quarterly schedule for the Fire and Ambulance Boards.	Ongoing
Continue to evaluate needs as they are brought to the Village's attention.	Ongoing
Continue to support library funding and fundraising.	Ongoing
Parks and Recreation	
Continue to include a parks line item in the annual budget.	Ongoing
Identify improvement needs and prioritize for funding as needed.	Ongoing
Maintain additional land space at the baseball park for future needs.	Ongoing
Construct benches, water fountains and sidewalks along the trail.	Mid-term
Continue to monitor and pursue land at the end of the trail for a potential trail parking area/shelter.	Ongoing
Economic Development	
Identify areas suitable and desirable for new commercial development.	Short-term
Survey local residents to find out what types of business they would like to see in the Village.	Mid-term
Encourage existing business owners to be involved in the committees.	Short-term
Consider streetscaping and roadway improvements to key business areas.	Short-term
Develop criteria for siting of an industrial/business park.	Short-term
Identify and map sites within the Village which are most suitable for industrial uses. Use the map to guide future growth.	Short-term
Review the CIP to ensure that adequate infrastructure is planned or exists in areas planned for industrial development.	Ongoing
Develop guidelines for what amenities developers are responsible for providing, thresholds, etc.	Short-term
Enter into additional agreements with developers on a case-by-case basis.	Ongoing
Intergovernmental Cooperation	
Continue monitoring of current agreements by the Village Board.	Ongoing
Solicit bids or other agreements if current agreements become less cost-effective.	Ongoing
Attend meetings held by other government entities (agencies, communities, etc.).	Ongoing
Develop a survey which can be mailed out to residents, asking for suggestions or feedback on proposed or recently constructed projects (roads, residential developments, etc.)	Mid-term
Consider developing a newsletter.	Short-term
Designate a main contact person who will be responsible for organizing and/or distributing public information materials.	Immediate
Continue to distribute public information materials through tax bills, postings, door-to-door visits, etc.	

Village of Birnamwood

ACTION	Priority
Initiate discussions with Shawano County Emergency Management about cost-sharing for new fire equipment.	
Survey surrounding municipalities about their emergency service needs, and identify potential ways to share costs or services.	

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.
- 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 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.

RESOLUTION 05 - 06 - 01

RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY THE VILLAGE OF BIRNAMWOOD PLANNING COMMISSION

WHEREAS, the Village Board of the Village of Birnamwood established a Plan Commission for the purposes of preparing a recommended Comprehensive Plan for the Village of Birnamwood; and

WHEREAS, numerous persons involved in local planning provided information at regular and special meetings called by the Village of Birnamwood Planning Commission; and

WHEREAS, members of the public were invited to make comments at said meetings, wherein the Comprehensive Plan herein adopted was reviewed and commented upon by members of the public; and

WHEREAS, the Village of Birnamwood Planning Commission has reviewed the recommended Comprehensive Plan at a regular monthly meeting; and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Marathon County will be given a 30-day review and comment period prior to the public hearing, which will be conducted by the Village Board for the Comprehensive Plan; and

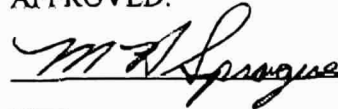
WHEREAS, after said public hearing, the Village Board will decide whether to adopt by ordinance the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, updating the zoning ordinance, accomplishing extra-territorial zoning, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Village of Birnamwood; and

WHEREAS, this Comprehensive Plan may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, by the Village of Birnamwood Planning Commission that the recommended Comprehensive Plan is hereby adopted as a part of the Village of Birnamwood' Comprehensive Plan pursuant to s.62.23 and s.66.0295, Wis. Stats. and that the Planning Commission recommends said Comprehensive Plan to the Village of Birnamwood for adoption by ordinance, after a 30-day public review and comment period and public hearing.

APPROVED:



Chairperson
Planning Commission

ATTEST:



Ordinance No. 08-06-01

An Ordinance to Adopt the Comprehensive Plan of the Village of Birnamwood Wisconsin.

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

Section 4. The Village 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 Village Board of the Village of Birnamwood, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Village of Birnamwood," 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 Village Board and [publication/posting] as required by law.

Adopted this 14 day of August, 2006

Village Board President M.A. Sprague

(Published/Posted): 5-25-06

(Approved, Vetoed): 8-14-06

Attest: Lauri Klumpner

Village Clerk

Village of Birnamwood Comprehensive Plan

Public Participation Plan

Introduction

Public participation is the process which people who will be affected by or interested in a decision by a governmental body have an opportunity to influence its content before the decision is made.

Wisconsin's Comprehensive Planning statute recognizes the necessity of effective public participation and requires the adoption of a written public participation plan as stated in Chapter 66.1001(4)(a).

“The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments”.

In preparation of the Comprehensive Plan for the Village of Birnamwood, the Village Board and Planning Commission are committed to providing on-going opportunities for public participation throughout the planning process. The Village of Birnamwood is therefore committed to completing the following tasks in order to provide opportunities for public participation.

Posting/Notification of all planning commission meetings.

Public notification for Plan Commission meetings will be posted at the following locations:

- Birnamwood Village Hall
- Backes Food Mart
- Chet & Emil's Restaurant

Village Board and Plan Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Comprehensive Planning process until the adoption of a comprehensive plan by the Village of Birnamwood.

Village Meetings

The Village of Birnamwood Planning Commission will hold periodic public informational hearings/input sessions during the course of the planning process.

In addition, the Planning Commission will hold two public hearings as required by Chapter 66.1001(4)(d). These meetings will be held upon the completion of the Birnamwood Comprehensive Plan and prior to Board voting to accept or deny the Comprehensive Plan. A notice of the hearing must be published at least 30

days before the hearing in a newspaper likely to give notice in the area. The notice will meet the requirements for proper notification regarding date, time, location, etc.

Sub-Area / Consultant Meetings

All meetings conducted Marathon County or the Consultant will be open to the public and posted similar to planning commission meetings.

Village Newsletters

The Village Board along with the Planning Commission will prepare a newsletter for property owners and residents in the Village of Birnamwood. This newsletter will be sent with property tax bills. The newsletter will include important news and updates about the comprehensive planning process.

Newspaper Notices

The Village of Birnamwood Planning Commission will prepare notices of meetings in the local paper. Notices will be published in the Northerner.

Public Comments

The Village Board and the Planning Commission will always welcome written comments regarding issues presented. Direct written responses will be made where a response is appropriate. Comments will always be addressed and discussed at meetings.

Other

Planning is a continuous process that does not end with the adoption of the plan. Unforeseen issues at the time this document was prepared, or as future issues arise, the planning commission may organize additional public participation activities or as it considers specific planning issues and amendments to the comprehensive plan. The topics of the meetings or open houses will depend on these issues and will be designed to feature opportunities for public education, input, and interaction.

Resolution #R- 12 -03

A RESOLUTION BY VILLAGE OF BIRNAMWOOD
THE COMPREHENSIVE PLANNING PUBLIC PARTICIPATION PLAN

WHEREAS, a requirement of Wisconsin Statutes §66.1001 (Comprehensive Planning Law) is the adoption of a public participation plan.

WHEREAS, the Village of Birnamwood is participating in the Marathon County Comprehensive Planning Process.

WHEREAS, the Village of Birnamwood recognizes the importance of public participation throughout the Comprehensive Planning Process.

NOW, THEREFORE, BE IT RESOLVED that the Village of Birnamwood approves the Comprehensive Planning Public Participation Plan.

DATED: Dec. 8, 2003.

VILLAGE OF BIRNAMWOOD

<u>M. A. Sprague</u> - PRESIDENT	_____
<u>David R. [Signature]</u> TRUSTEE	_____
<u>Robert [Signature]</u> Trustee	_____
<u>James F. Bowers</u> PRESIDENT	_____
<u>Agnes [Signature]</u> trustee	_____
<u>Harold [Signature]</u> trustee	_____

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.

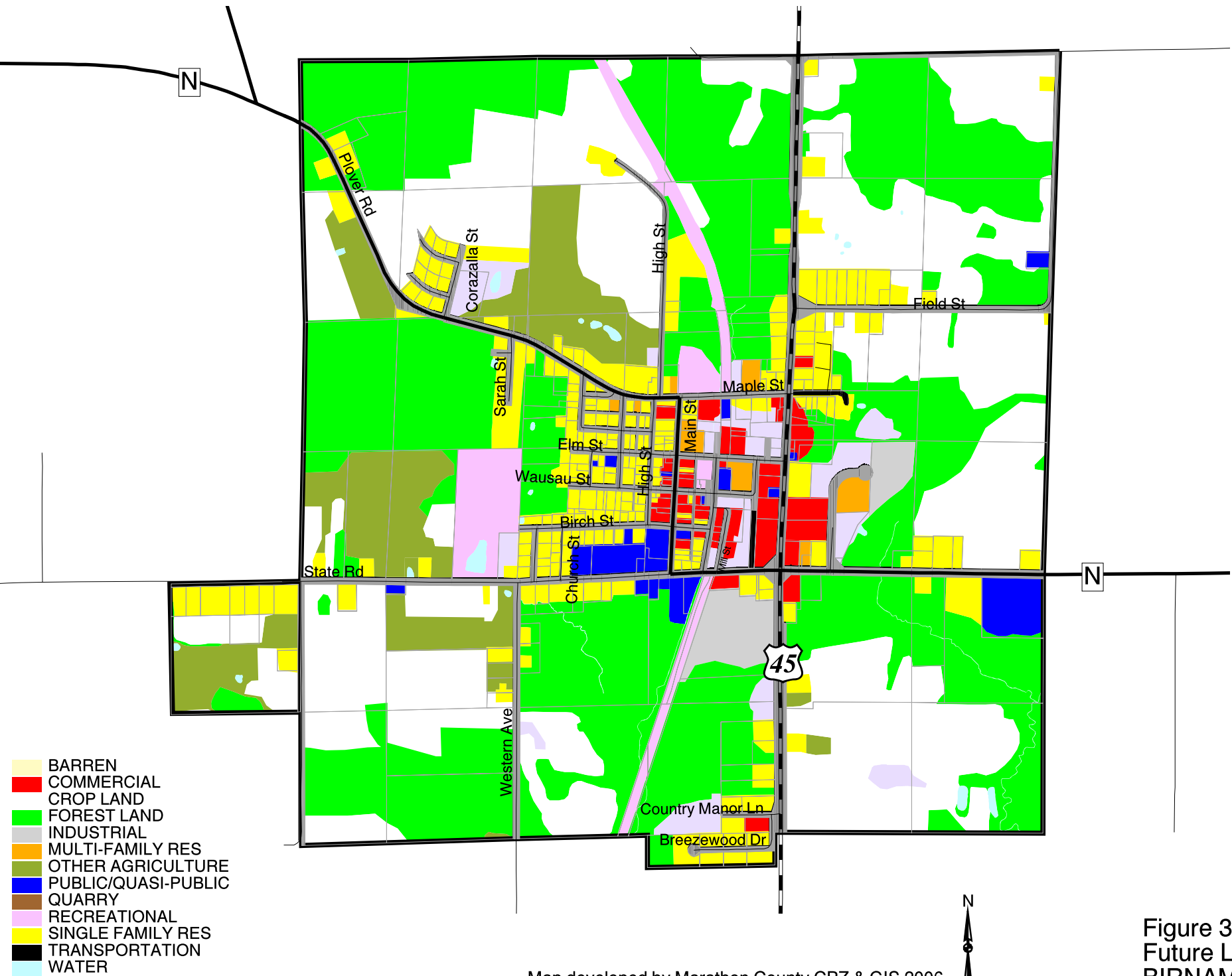
Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

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

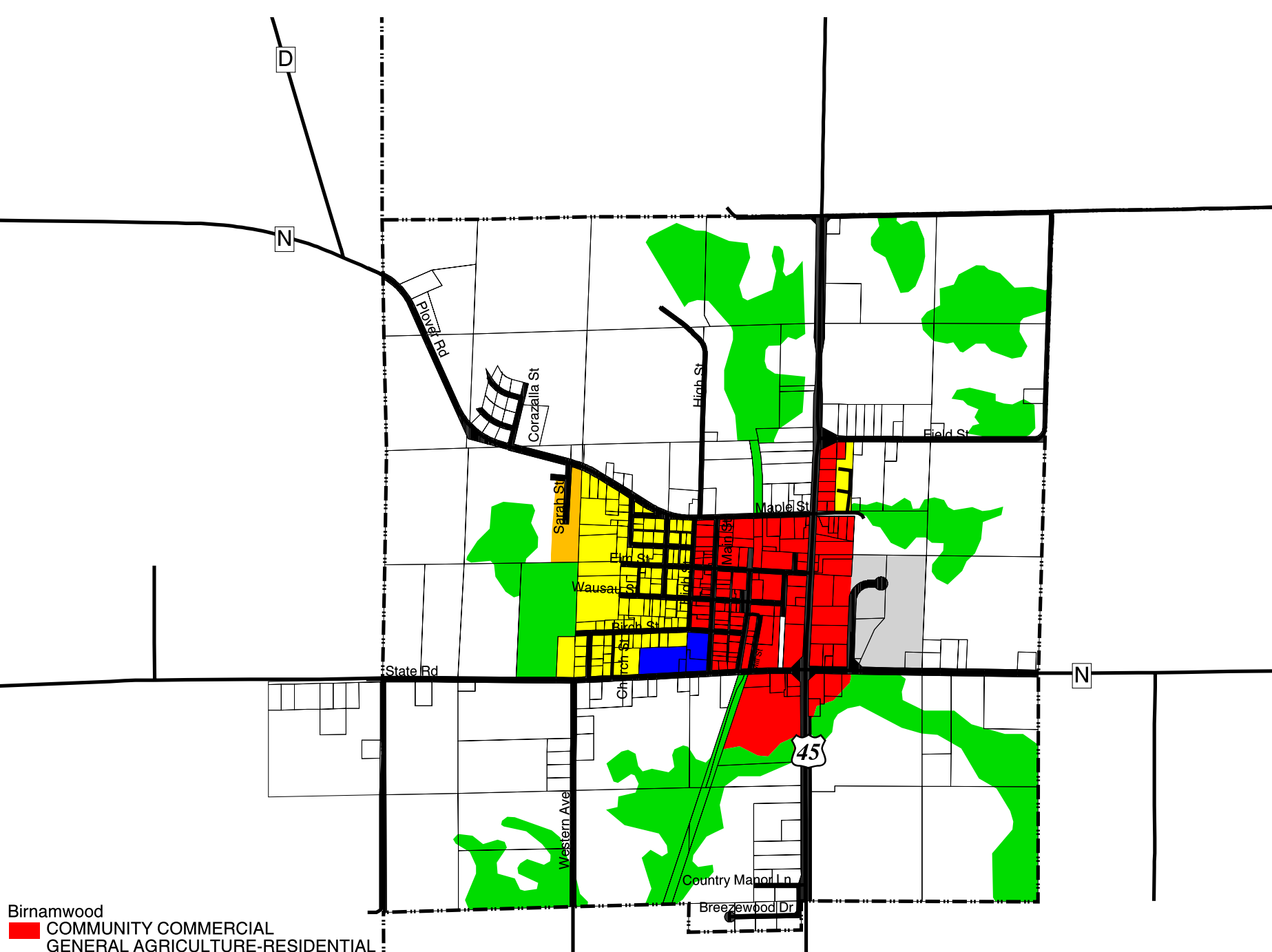
The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:

- **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.



Map developed by Marathon County CPZ & GIS 2006

Figure 3-1
Future Land Use
BIRNAMWOOD

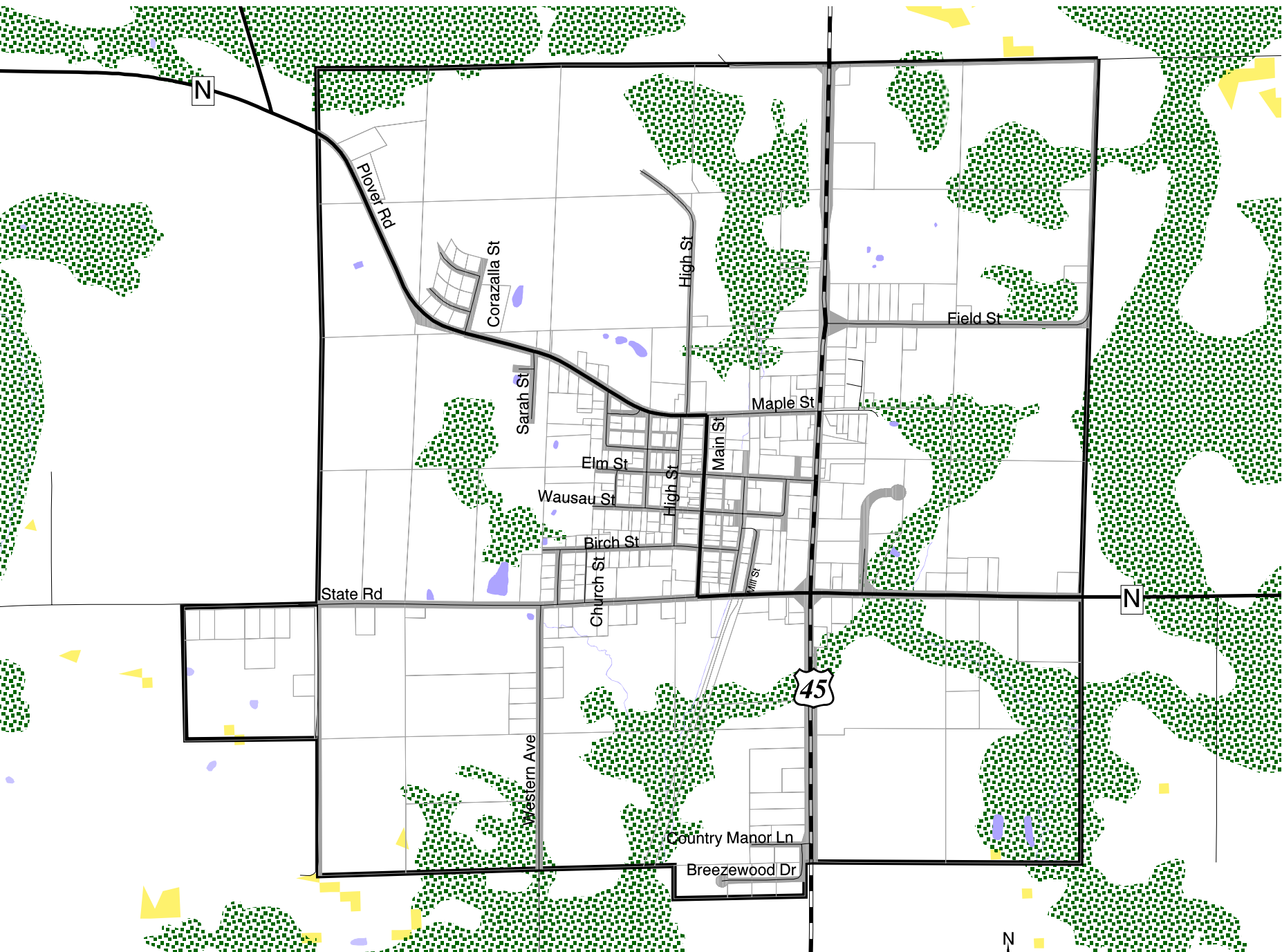


- Birnamwood
- COMMUNITY COMMERCIAL
 - GENERAL AGRICULTURE-RESIDENTIAL
 - GENERAL MANUFACTURING
 - MOBILE HOME SINGLE FAMILY
 - NATURAL RESOURCE PRESERVATION
 - RESIDENTIAL-SINGLE FAMILY
 - SCHOOL, PARKS, OTHER

Map developed by Marathon County CPZ & GIS 2006



FIGURE 3-2
Zoning
BIRNAMWOOD

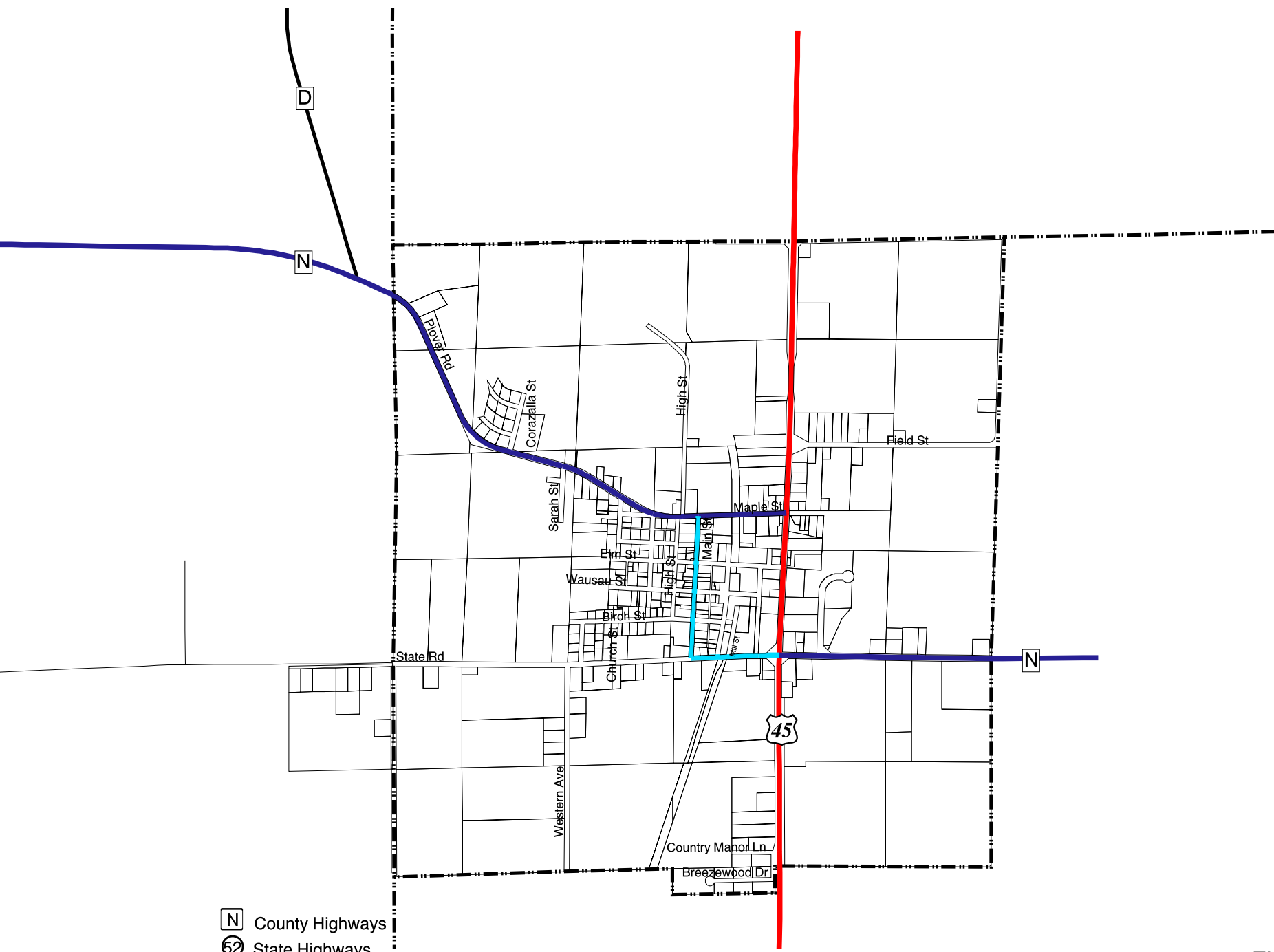


- D - generally 12-20% slopes
- E - generally greater than 15% slopes
- Environmental Constraints (wetland, floodplain)




Map developed by Marathon County CPZ & GIS 2006



Figure 3-3
Development Constraints
BIRNAMWOOD



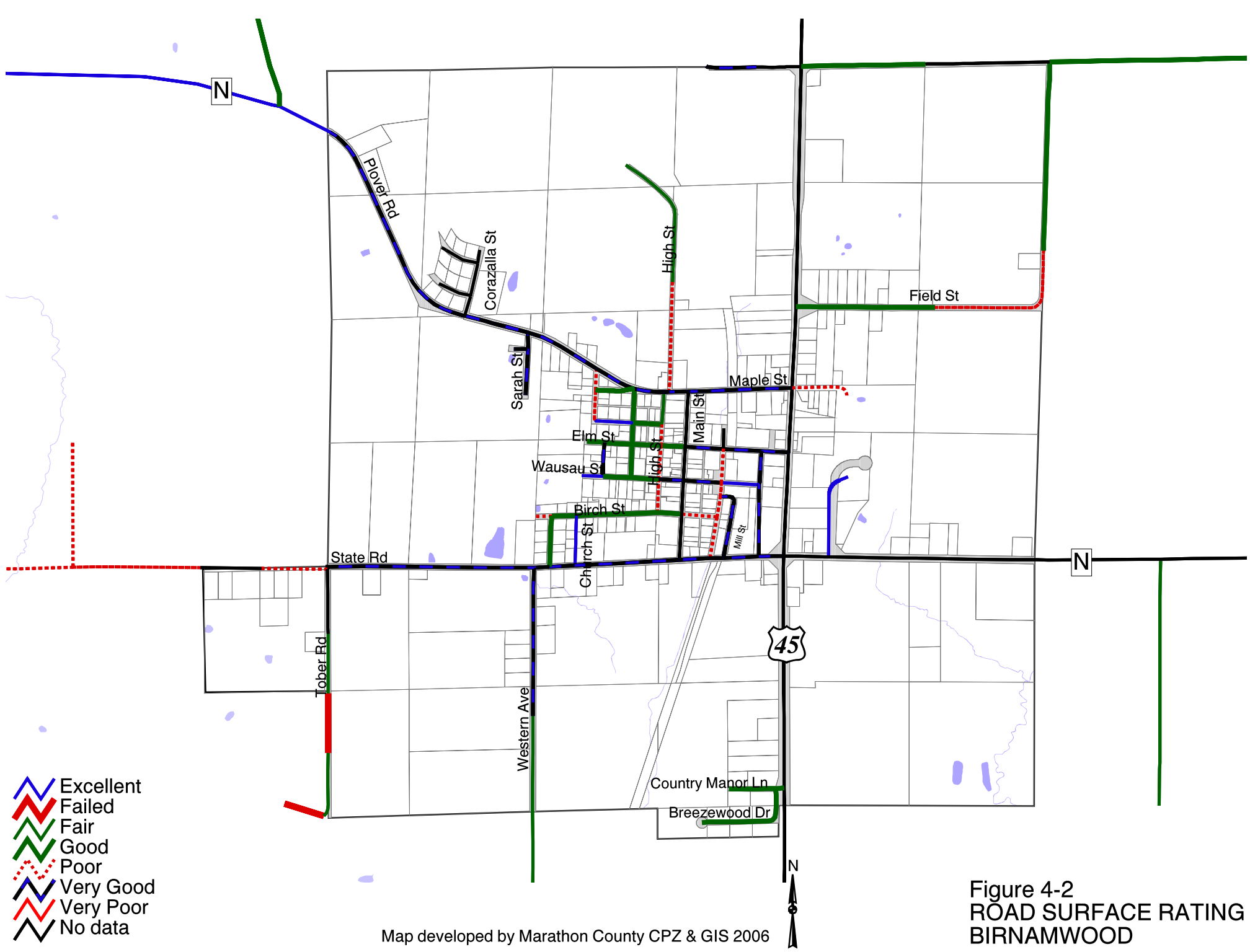
-  County Highways
-  State Highways
-  US Highways
-  Interstate

-  Major Collector
-  Minor Collector
-  Principal Arterial

Map developed by Marathon County CPZ & GIS 2006

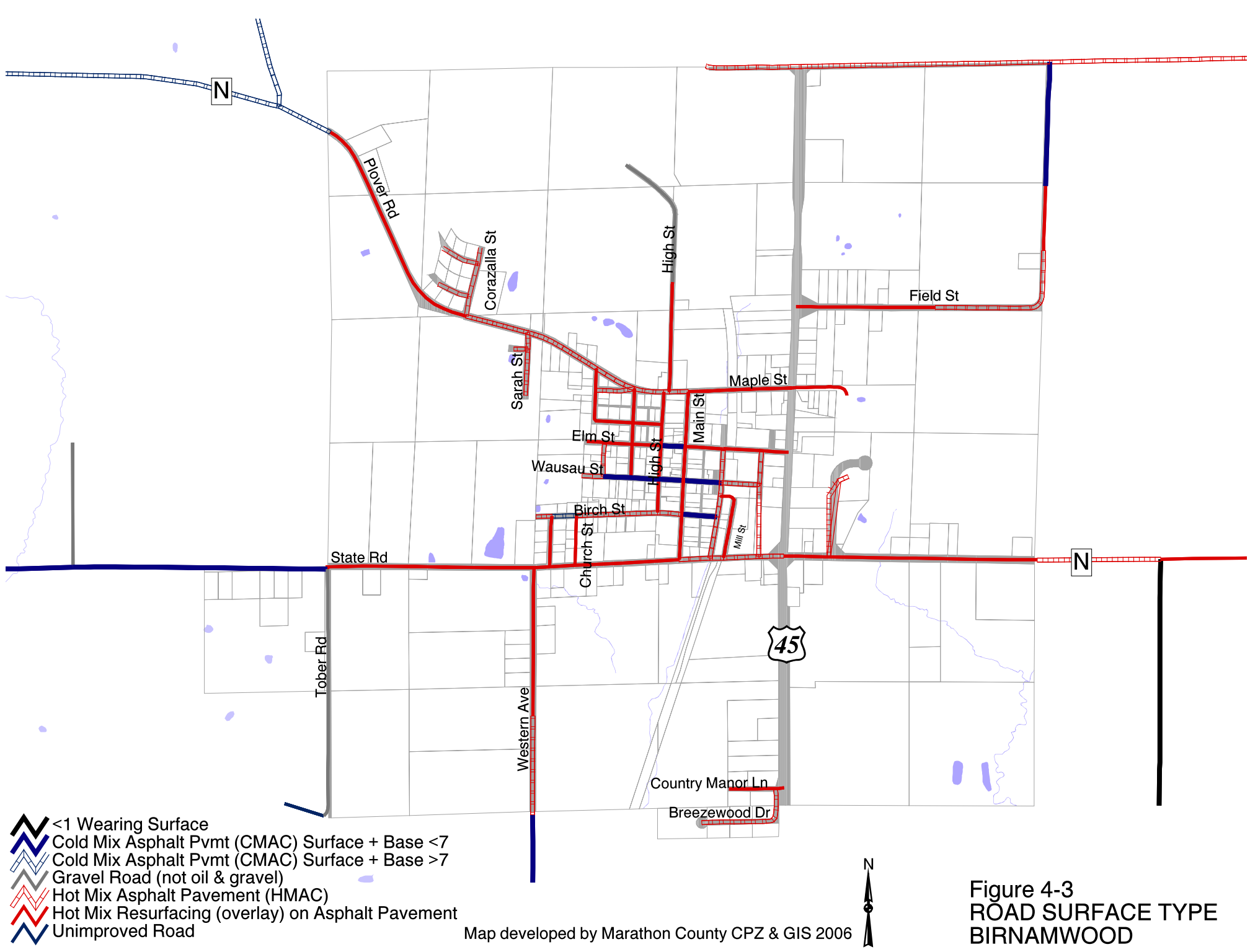


FIGURE 4-1
Functional Classification of Roads
BIRNAMWOOD



Map developed by Marathon County CPZ & GIS 2006

Figure 4-2
ROAD SURFACE RATING
BIRNAMWOOD



N

Plover Rd

Corazalla St

Sarah St

Elm St

Wausau St

Birch St

Church St

High St

High St

Main St

Maple St

Mill St

Field St

State Rd

Tober Rd








Western Ave

45

Country Manor Ln

Breezewood Dr

N

-  <1 Wearing Surface
-  Cold Mix Asphalt Pvmt (CMAC) Surface + Base <7
-  Cold Mix Asphalt Pvmt (CMAC) Surface + Base >7
-  Gravel Road (not oil & gravel)
-  Hot Mix Asphalt Pavement (HMAC)
-  Hot Mix Resurfacing (overlay) on Asphalt Pavement
-  Unimproved Road

Map developed by Marathon County CPZ & GIS 2006



Figure 4-3
ROAD SURFACE TYPE
BIRNAMWOOD