

VILLAGE OF EDGAR

COMPREHENSIVE PLAN

2006

Village of Edgar Village Board

Marathon County Conservation, Planning & Zoning
Department

URS, Inc.
MSA

Village of Edgar Conditions and Issues

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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).

ATC—American Transmission Company

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

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

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

DWD—Department of Workforce Development

EMS—Emergency Medical Services

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

FCL—Forest Crop Law

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

HOME—Home Investment Partnerships Program

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

LHOG—Local Housing Organization Grant

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

MFL—Managed Forest Law

MPO—Wausau Area Metropolitan Planning Organization

NCHC—North Central Health Care

NCWRPC—North Central Wisconsin Regional Planning Commission

NRHP—National Register of Historic Places

NTC—Northcentral Technical College

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

PASER—Pavement Surface Evaluation Rating

PMP—Pavement Management Plan

PSCW—Public Service Commission of Wisconsin

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

STH—State Trunk Highway

TID—Tax Incremental District

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

UW-MC—University of Wisconsin—Marathon County

WDA—Wisconsin Department of Agriculture

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WHEDA—Wisconsin Housing and Economic Development Authority

WISLR—Wisconsin Information System for Local Roads

WPS—Wisconsin Public Service Corporation

1. Introduction and Summary

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

- The Village of Edgar is located in the northwestern portion of Marathon County, in the STH 29 corridor west of the City of Wausau. Over the past 30 years, the population has grown by 49 percent. However, during the last decade, the total population only grew by 5 percent.
- Edgar is an older, free-standing village with a traditional downtown commercial district surrounding by residential areas. Edgar serves as a small rural service center and provides commercial, industrial and community facilities that are used by residents of the Village and those in surrounding towns.
- The Village is just south of I-29, a major transportation corridor in the area. CTH H also bisects Edgar and is a major north-south route in the area. Road conditions overall are good, and the Village has a 5-year Capital Improvement Program (CIP) to schedule maintenance and improvements.
- All property in the Village is served by public sewer and water. It is the Village policy to not extend sewer service to property outside the Village boundary without annexation.
- While most of the housing in the Village is single-family, the Village also provides multi-family housing opportunities. There may be a need to increase the amount of multi-family housing within the community, particularly to serve senior residents.
- The Village of Edgar provides many community services and facilities. It contains a branch of the Marathon County library, has five local parks, and is home to three public schools serving elementary, middle, and senior high students.
- There are a range of businesses and employment opportunities within the Village. The community is also interested in improving the central business district and increasing the number of higher-paying jobs locally.
- The Village of Edgar has good relationships with the surrounding Towns, providing many services including fire and Emergency Medical Services (EMS).

2. Demographics

This analysis is intended to describe the existing demographics of the Village of Edgar and identify the major demographic trends impacting Edgar over the next few decades.

Demographic information on both Marathon County and the State of Wisconsin are also listed for comparison.

Population and Households

Historical Trends

The Village population grew by 49 percent since 1970, although growth has slowed recently, with only 5 percent growth occurring between 1990-2000. Total households also developed rapidly between 1970 and 2000, increasing by 75 percent and an increase of 13 percent between 1990-2000. Historical census data are shown in Table 2-1.

The increase in total households over the past 30 years was substantially higher than the increase in population. This is likely due to a decrease in household size of 17 percent, which reflects the national trend toward smaller households comprised of singles, couples without children, and widows or widowers.

Table 2-1: Demographic Change – 1970-2000

	1970	1980	1990	2000	% change 1970 to 2000	% change 1990 to 2000
Total Population						
Edgar	928	1,194	1,318	1,386	+49%	+5%
County	97,457	111,270	115,400	125,834	+29%	+9%
State	4,417,821	4,705,767	4,891,769	5,363,675	+21%	+10%
Total Households						
Edgar	308	422	478	542	+75%	+13%
County	29,771	37,865	41,534	47,402	+59%	+14%
State	1,328,804	1,652,261	1,822,118	2,084,544	+57%	+14%
Average Household Size						
Edgar	3.01	2.82	2.76	2.56	-17%	-7%
County	3.27	2.9	2.75	2.6	-20%	-5%
State	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Department of Administration

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

Table 2-2 shows age distribution in the Village, which had a median age of 35.3 years in 2000. This is very similar to the County and State medians at 36.3 and 36.0 respectively.

Table 2-2: Population by Age Group, 2000

Age Group	Percent of Population		
	Village of Edgar	Marathon County	Wisconsin
Under 5 years	6.5	6.4	6.4
5 to 9 years	7.9	7.5	7.1
10 to 14 years	8.1	8.0	7.5
15 to 19 years	7.5	7.7	7.6
20 to 24 years	5.2	5.4	6.7
25 to 34 years	14.4	13.0	13.2
35 to 44 years	16.3	16.5	16.3
45 to 54 years	12.3	13.9	13.7
55 to 59 years	4.3	4.8	4.7
60 to 64 years	3.7	3.8	3.8
65 to 74 years	5.8	6.4	6.6
75 to 84 years	6.6	4.8	4.7
85 years and over	1.5	1.7	1.8
Median Age	35.3	36.3	36.0

Source: Wisconsin Department of Administration, 2000

Population Forecasts

Population projections were prepared by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. These projections are based on the percent change (growth rate) in total population between 1980-2000 for each of the sub-areas (Highway 51, Eastern Municipalities, North-Western, South-Central, and South-Western) participating in the Marathon County comprehensive planning process. Table 2-3 below illustrates population projections for the Village and the County assuming a moderate growth rate.

According to projections, the Village is expected to increase in total population by 249 persons (18%) by 2030. This suggests a higher rate of growth than is anticipated to occur in the County, which is projects to increase by 13 percent overall.

Table 2-3: Population Projection – 2000-2030

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Edgar	1,386	1,428	1,469	1,510	1,552	1,593	1,635	+18
County	125,834	128,632	131,430	134,217	137,022	139,820	142,618	+13

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

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

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

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Edgar	1,386	1,418	1,450	1,482	1,515	1,548	1,581	+14%
County	125,834	130,242	134,504	138,836	143,308	147,112	150,255	+19%

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

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

Household Forecasts

Like population, household projections were completed in 5-year increments between 2000 and 2030 and are shown in Table 2-4. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. As shown in Table 2-1, the average household size in the Village was estimated to be 2.56 persons in 2000.

Assuming moderate growth, total households within the Village will grow by approximately 97 (18%) by 2030. As shown in Table 2-4, the increase in households in the Village is projected to occur at a slightly higher rate than in the County overall.

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

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Edgar	542	558	574	590	606	622	639	+18
County	48,585	49,665	50,745	51,821	52,904	53,985	55,065	+13

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

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

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

	Total Households by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
Edgar	542	564	590	615	637	659	678	+25%
County	47,702	50,109	52,902	55,589	58,181	60,283	62,035	+30%

Source: Wisconsin Department of Administration

2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Education and Income Levels

According to 2000 Census figures, 85.2 percent of Village residents have a high school education or higher as shown in Table 2-5. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Village, 12.2 percent of residents have a bachelor’s degree or higher, which is slightly lower than the number of persons with a bachelor’s degree or higher in the County and State with 18.3 percent and 22.4 percent respectively.

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

Educational Attainment	Edgar		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	93	10.4	8.2	5.4
9th to 12th Grade, No Diploma	39	4.4	8.0	9.6
High School Graduate	439	49.2	38.0	34.6
Some College, No Degree	135	15.1	18.3	20.6
Associates Degree	77	8.6	9.2	7.5
Bachelor's Degree	71	8.0	12.6	15.3
Graduate or Professional Degree	38	4.3	5.7	7.2
Percent high school graduate or higher	--	85.2	83.8	85.1
Percent bachelor's degree or higher	--	12.2	18.3	22.4

Source: Wisconsin Department of Administration, 2000

Median household income for Village of Edgar residents was \$40,759 in 2000. This compares slightly lower than Marathon County with a median of \$45,165 and the State overall at \$43,791. Income distribution among all income levels is approximately proportionate to levels observed county- and statewide, although the Village did not report any household incomes above \$150,000 in 2000.

Table 2-6: Household Income Levels, 2000

Income Level	Edgar		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	33	6.2	5.9	7.1
\$10,000 - \$14,999	42	7.9	5.4	5.8
\$15,000 - \$24,999	67	12.6	12.3	12.7
\$25,000 - \$34,999	78	14.6	13.1	13.2
\$35,000 - \$49,999	98	18.4	19.4	18.1
\$50,000 - \$74,999	150	28.1	25.2	22.7
\$75,000 - \$99,999	42	7.9	10.5	10.9
\$100,000 - \$149,000	19	3.6	5.4	6.4
\$150,000 - \$199,999	-	-	1.3	1.5
\$200,000 or +	4	0.8	1.6	1.5
Total Households	533	100.0	100.0	100.0
Median Household Income		40,759	45,165	43,791

Source: Wisconsin Department of Administration, 2000

Employment Characteristics

Table 2-7 provides a breakdown of the types of occupations Village of Edgar residents work in. The three largest sectors include: production, transportation and material moving; sales and office occupations; and management, professional, and related occupations.

Table 2-7: Occupation by Sector, 2000

Sector	Number	Percent
Management, professional, and related occupations	183	25.5
Service occupations	56	7.8
Sales and office occupations	197	27.4
Farming, fishing, and forestry occupations	18	2.5
Construction, extraction, and maintenance occupations	57	7.9
Production, transportation, and material moving occupations	208	28.9
Total Employed*	719	100.0

Source: Wisconsin Department of Administration, 2000

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

Demographic Trends

- Between 1970-2000 the total population in the Village has increased by almost 50 percent. However, in the last decade population growth has slowed to 5 percent.
- The number of total households also increased dramatically over the last 30 years with a 75 percent increase between 1970-2000. This reflects the nationwide decline in average household size, due to more households consisting of singles, couples without children, and widows or widowers.
- 85.2 percent of Village residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State.

- Median household income for Village of Edgar residents was \$40,759 in 2000, which compares slightly lower than Marathon County with a median of \$45,165, and lower than the State overall at \$43,791.

Issues

No significant issues have been identified. However, the Village recognizes that it has a number of senior residents and services and facilities to serve there needs may be needed in the future.

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.

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

Recent Planning Efforts Related to Natural Resources

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

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

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

Water Resources

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

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

There are no ORW or ERW in the Village of Edgar.

Water resources that have been significantly degraded are identified as “impaired waters”. Four of the 22 watersheds in Marathon County have been 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. In Edgar, these include:

- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine in the south-central part of the County.

Resource management plans for these watersheds, plus the Lower Big Rib River watershed are currently being done as part of the Priority Watershed Program, a State-funded, voluntary program administered by the County. The County’s resource management planning efforts are described in more detail in the *Marathon County Land and Water Resource Management Plan* (2001).

Streams/Rivers – As shown on Figure 3-1, the primary water feature in the Village of Edgar is Scotch Creek, which runs directly through the Village and connects with Soda Creek, forming part of the Big Rib River watershed.

Floodplains – Property in the 100-year floodplain flanks Scotch Creek and a tributary stream. The largest floodplain areas are located in the southern half of the Village. Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe.

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-feet. Plants may include pond-weed, 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.

As shown on Figure 3-2, areas of wetlands are generally located adjacent to Scotch Creek and its tributary. The largest wetland areas are located south of Redwood Street and Thomas Hill. Most wetlands are of the scrub/shrub type but there are also some emergent/wet meadow and forested wetlands in the Village.

Groundwater – Depth to groundwater is relatively shallow and there are concerns about high levels of radon in the water supply.

Soil Resources

Soil Types – As shown on Figure 3-3, the entire Village contains soils in the Fenwood-Rietbrock-Rozellville association. Susceptibility for soil erosion is similar to the average soil loss experienced by Marathon County as a whole and is not a major concern.

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

There is a significant amount of prime farm soils in the Village, with about 80 percent of the land area classified as Class 1 or 2 prime farm soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

There are no properties under Farmland Preservation contracts in the Village. However, there is a block just outside the Village border to the northwest in the Town of Wien.

Biological Resources

Vegetation – As noted above, most wetland areas around Scotch Creek contain scrub and shrub vegetation. The Village is largely developed and vegetation in developed areas generally consists of urban type landscaping of trees, shrubs and private gardens.

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

There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park.

Endangered Species – There are currently no identified endangered, threatened, or species of concern within the Village of Edgar.

Issues

- **Village Expansion** - Potential growth scenarios for the Village include expansion of development into active farmlands. This raises concerns about impacts on rural character and negative reactions from residents and farmers in surrounding towns.
- **Resource Preservation and Enhancement** - Residents value wetlands, creeks and other natural features and recognize their value to enhance the attractiveness of the Village while providing habitat for wildlife. Preserving and enhancing wetlands and other natural features in and around the Village are a priority and thus, new development should be done in a sensitive manner that minimized impacts to these resources.

4. Land Use

The Village of Edgar is a small community located in the STH 29 corridor west of the City of Wausau. The Village has several local employers and businesses, serving as a convenient retail/commercial center, and service provider to surrounding rural towns.

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

Current Pattern of Land Use

Existing Land Use – The older part of the Village of Edgar follows a traditional community layout, with mostly grid-patterned streets. There is a central commercial district, surrounded by single-family residential areas. The commercial district is centered near Redwood Street and 3rd Avenue. Newer portions of the Village reflect suburban-style development including cul-de-sacs and meandering streets. The area surrounding the developed portion of the Village contains farmland and natural, open space.

For purposes of this report, existing land cover was used to represent existing land use. Table 4-1 describes the various land use categories and Figure 4-1 illustrates the existing land use pattern.

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	179	17
Multi-Family Residential	Multiple family structures with three or more households, condos, duplexes, apartments	7	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	33	3
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	12	1
Quarries/Gravel Pits	Mining operations	0	
Cropland	Tilled agriculture, prime farmland	295	28
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	29	3
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	57	5
Public/Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, National Guard	25	2
Recreation	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	8	1
Woodlands	Forested land	124	12
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs,	20	2
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	88	8
Barren Land	Unused open land in wooded areas, along streams, along roadsides	30	3
Total Land Area		1,059	100%

Source: Marathon County Land Use Cover Database

Current Land Use Plans and Regulations

Land Use Plan(s) – The Village of Edgar does not currently have a land use plan.

Zoning – The Village of Edgar has its own zoning code, as well as a subdivision ordinance.

Shoreland Zoning – Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. This ordinance supersedes any Town ordinance, unless a Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

Farmland Preservation Program– The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their State income tax by obtaining a zoning certificate, if the land is exclusive agriculture zoned (8 towns in Marathon County), or sign contract with the State. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm receipts of \$6,000 or more in the last year, or \$18,000 in the

last three years. The income requirement can be satisfied with having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with County soil and water conservation standards. Contracts can range from 10 to 25 years, and remain in effect regardless of change in ownership.

As shown on Figure 4-2, there is a large tract of land under Farmland Preservation contract just northwest of the Village in the Town of Wien.

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

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

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of their 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. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

Currently there is no land in the Village enrolled in the FCL program or the MFL programs.

Development Trends

Land Supply – Land potentially available for future development (residential and non-residential) between 2000 and 2030 was estimated by the North Central Wisconsin Regional Planning Commission (NCWRPC) 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. On the other hand, land categorized as already developed, such as industrial, or areas that cannot easily be developed, such as wetlands or waterways, were considered “unavailable” for future development.

The NCWRPC estimates suggest that the Village has 535 acres of land available and 524 acres of land unavailable for future development.

Land Demand – The NCWRPC also estimated land demand for future residential and non-residential development. An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 and the current average density of 2.57 dwelling units per acre

in the South-Central planning sub-area. In the Village of Edgar, it is estimated that about 80 acres of land will be needed to accommodate new residential development through 2030.

An alternate 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 Edgar, it is estimated that 47 acres of land will be needed to accommodate new residential development through 2030.

There has been an increase in scattered, low density residential in the towns around the Village of Edgar. While there is a desire to concentrate development in the Village and other areas that have existing public utilities, that could result in annexations in order to extend public utilities into surrounding areas.

Estimated land needed for non-residential development was based on projected changes in local employment and an estimated current average density of 2.94 employees per acre in the South-Central planning sub-area. In the Village, it is estimated that about 60 acres will be needed to accommodate new non-residential development through 2030.

Land Values – Table 4-2 indicates the change in assessed land values between 1998 and 2002 for various types of land use in the Village of Edgar. It also indicates percent change in acreage and land value for the Village compared to Marathon County. Between 1998 and 2002 the assessed value of land classified as Residential increased by over 31 percent, which was significantly higher than the 5.6 percent increase in the County overall. Values for land in the Village classified as Commercial and Manufacturing also increased since 1998. The amount and the assessed value of land classified as Agriculture decreased. At the same time the amount and the assessed value of land classified as Swamp & Waste Land increased. These changes suggest the conversion of some farmland to residential uses and reflect changes made in the classification of land from Agriculture to Swamp & Waste. The highest increase in assessed value was in land classified as Forest, which increased about 83 percent. In Marathon County, land classified as Swamp & Waste Land had the highest percent increase in acreage (74.8%) and value (137%) of all categories.

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	90	\$36,010	24	\$20,825	88	\$1,531	403	\$427	0	\$0	124	\$356
2002	109	\$47,285	30	\$26,317	70	\$2,100	353	\$226	36	\$397	124	\$652
Chg.	+19	\$11,275	+6	\$5,492	-18	\$539	-50	\$-201	+36	\$397	0	\$296
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Village	+21.1	+31.3	+25.0	+26.4	-20.5	+34.5	-12.4	-47.1	+100.0	+100.0	0	+83.1
County	+21.2	+5.6	+38.4	-4.0	-0.5	+34.4	-11.2	-47.6	+74.8	+137.0	+1.0	+91.8

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

Major Opportunities and Constraints

Commercial and Uses – While the Village would like to improve the downtown commercial area, there is no commitment from downtown business owners to embrace expansion or recruitment of additional business.

Annexation - The Village does not want to “consume” the surrounding towns through annexation and does not initiate annexations.

Industrial Uses - Residents are discussing whether future industrial lots should be located in the Village of Edgar, instead of the surrounding Towns.

Issues

- **Development Subsidies** – To encourage new residential development in the Village, subsidies are provided for development of new public infrastructure. However, revenue received from new residential development does not cover the costs of providing new public streets and services. AS such, the Village will need to look at other incentives to encourage new housing development.
- **Scattered Rural Residential Development** – The proliferation of scattered rural residential development in towns surrounding the Village of Edgar can place additional pressures on Village services. Some type of intergovernmental agreement may be necessary regarding development and services provided to rural residential housing and subdivisions outside the Village.

- **Limited Development Sites** - The Village has a limited supply of vacant, development lots, thus limiting development opportunities. However, Village ordinances have been recently revised to include policies and standards to accommodate new growth.

5. Transportation

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

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

Background

The Village of Edgar developed on CTH H just south of STH 29. CTH H passes through the center of the Village. Local streets on either side of CTH H are generally organized in a traditional grid pattern extending to the east and west. Some newer developments reflect a more suburban layout with cul-de-sacs.

Existing Transportation Planning Efforts

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Wausau Area

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

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

- **Transportation Improvement Program (TIP)** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP was adopted in October 2001 and is updated every two years.
- **State Trunk Highway 29 Corridor Land Use Review (1997)** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- **Marathon County Functional / Jurisdictional Highway Classification Study (1998)** – This plan identifies and groups classes of roadways that 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.

Road Network

Functional Classification and Jurisdiction

(Source: *WDOT Facilities Development Manual*).

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

The functional classifications are generally defined as:

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

Minor Arterials, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials.

Collectors provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also collect traffic from the local streets and channel it onto the arterial system.

Local Streets comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order of systems. Local streets offer the lowest level of mobility, and serve the through-traffic movement on this system is usually discouraged.

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

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

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road

¹ U.S. 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. U.S., State, and County highways) are shown on Figure 5-1.

Major Road Facilities

- **STH 29** is a four-lane divided principal arterial, located just north of the Village border. It provides the primary access to the Wausau metropolitan area to the east and to Abbotsford to the west. The following Annual Average Daily Traffics (AADTs) were listed for STH 29.

STH 29 AADT Location	1998	2001
West of CTH H	7,400	12,000
East of CTH H	10,200	14,000
West of STH 107	12,000	13,800

- **CTH H** is a north-south major collector that passes through the center of the Village. The AADT north of CTH N was 2,200 in 1998 and 2,000 in 2001. Current AADT might be as high as 3000, however data has not yet been compiled to verify current traffic volumes.

- **CTH N** is an east-west major collector, located just south of the Village. The AADT volume west of STH 107 was 1,800 in 1998 and 2,200 in 2001.

Road Maintenance – The Village of Edgar is on the Pavement Surface Evaluation Rating (PASER) system uses a 5-year Capital Improvement Program (CIP) to schedule and fund routine maintenance and improvements.

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

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

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

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

Table 5-3: Summary of Pavement Conditions

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
		2.19	0.04			
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
1.18	6.02	0.12		2.71		

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
2.02		0.5	2.18	2.64	3.39	1.53

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

Roads without data available concerning the surface condition should be examined to ensure safe travel along these routes. Roads with a surface rating at or below “Fair” or having no surface rating data also present safety concerns and should be examined for potential resurfacing or reconstruction. The remainder of the roads do not present immediate concerns and will require yearly upkeep to ensure the lifespan of the road and adequate facilities for safe travel.

Land Use and Transportation

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

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

Trip Patterns -- Edgar is located in fairly close proximity to both the Wausau and Marshfield areas, which are primary destinations for work, shopping and entertainment. STH 29 provides convenient and direct access to the Wausau metro area and development is expected to occur adjacent to STH 29 at the CTH H intersection.

According to a community survey conducted in March 2001, 17 percent of survey participants reported working in the Village with 55 percent saying they worked outside of Edgar.

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About 60 percent of survey respondents reported doing the majority of their shopping in Wausau, with 27 percent, and 7 percent reporting doing the majority of their shopping in Edgar and Marshfield, respectively. The survey asked respondents to report the number of miles they travel to work. The following results were reported:

Distance	Percent of responses
Less than one mile	15%
2 to 10 miles	7%
11 to 19 miles	18%
20 to 40 miles	23%
45 or more miles	3%
work at home	1%

Other Transportation Modes

Pedestrian – The 2001 community survey found that the majority of respondents were satisfied with the Village sidewalk system. The Village has a sidewalk guideline based on traffic volume.

Bicycle -- The *Marathon County Bicycle and Pedestrian Plan* identified CTH H as a suggested bicycle route through the Village of Edgar. Some community survey respondents said they would like bicycle and walking trails. The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996* identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes.

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

Rail -- An abandoned railroad line, identified by County data, extends between the towns of McMillan and Marathon and passes through the Village of Edgar. The corridor also connects to the villages of Stratford, Fenwood, and Marathon City. The trail is used as an ATV/snowmobile trail.

Airports –The Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible via I-39. The terminal has been modernized and highway access reconstructed to be more convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

Issues

- **Road Improvements for New Development** - Village subsidies of road improvements in new subdivision/development is expensive. Identifying methods of transferring infrastructure costs to the developer would allow more funding to be used for other local projects.
- **Funding Street Repairs** - Determining, prioritizing, and funding additional blacktopping and maintenance of roads is a continual challenge, although the Village does use a 5-year CIP to assist in project scheduling and setting funding priorities.
- **Sidewalk Guideline** – The Village has sidewalk guidelines that require sidewalk installation on streets with a certain amount of traffic. However, sidewalk installation can be expensive and in times of tight budgets and declining State aid, other street improvement needs may be considered a higher priority.
- **Trail Development** – Reuse/conversion of the abandoned rail line for a bike/pedestrian trail has been discussed and is supported by Village residents. However, the Village currently lacks the funding to invest in this project.

6. Utilities

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

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

Public Utilities

Sanitary Sewer System

Sewer Service Area: The sewer service area for the Village of Edgar encompasses the area within the Village limits. It is the Village policy to not extend sewer service to property outside the Village boundary without annexation.

Sewer Treatment and Collection Facilities - The Edgar wastewater treatment facility is in good shape and has capacity to serve anticipated future development within the service area. The wastewater collection system (pipe network and lift stations) is generally in good condition, although some pipes are very old. Sewer pipes and mains are replaced and upgraded

in conjunction with road reconstruction or in response to known problems.

Public Water Service

Service Areas and Supply: The Village distributes water to properties within its municipal boundary. The Village currently has five wells, three of which are currently idle. The two operating wells generally provide an adequate amount of water to meet the needs of existing development. The three idle wells served the former pecking plant. Wells are routinely monitored and tested to ensure they do not become contaminated. This is a concern given the shallow aquifer depth, which is the source of the municipal water supply. In addition, high levels of radon have been detected, which has raised concerns about potential impacts on the water supply.

Storage Facilities: The Village of Edgar has a new-elevated water tower.

Distribution Systems: The Village's water distribution system is in good working condition. Generally old pipes are replaced in conjunction with road reconstruction or in response to a known problem. The Village has a capital improvement program that indicates when pipes will be replaced, typically within a 5-year programming schedule.

Surface Water Management

In 2001, Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource

management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. The County is particularly concerned about non-point sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Non-point pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown in Figure 6-4. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. Preparation of resource management plans for the following watersheds is currently underway:

- Upper Big Eau Pleine in western Marathon County
- Lower Big Eau Pleine in the south-central part of the County.
- Lower Big Rib River

Electrical Utilities and Natural Gas

Electrical power and some natural gas is provided to the Village of Edgar by Wisconsin Public Service Corporation (WPS). Some receive natural gas via private LP tanks.

Figure 6-5 shows the potential route of the proposed Arrowhead-Weston Transmission Line. This line, proposed by American Transmission Company (ATC), would run 220-miles from Duluth, MN to Weston, WI. This is a controversial project. Supporters claim the line is necessary to prevent

energy shortages that could have significant negative impacts on the area economy. Those opposed have concerns about electro-magnetic impacts on animals and humans, loss of rural and visual character, and the imposition of major structures on private land. The Public Service Commission of Wisconsin (PSCW) must approve this line. To date, Marathon County has opposed granting easements through county-wide land for the transmission line. However, if approved by the PSCW, the ATC can use eminent domain to place the line on private property.

Telecommunication Facilities and Services

- Television/Cable providers: Charter
- Telephone/Fiber Optics: Verizon
- Cell towers: none

Solid Waste Management

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

The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting, and waste-to-energy. The Department opened a Household Hazardous Waste Collection Facility in May 1997, where County residents can drop off hazardous waste free of charge.

Recycling

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

Issues

- **Utility System Deficits** - The Village water and sewer systems are currently running a deficit of funds. This could impact sewer and water service, rates, and future improvements.
- **Drinking Water Quality** – Maintaining the quality of the municipal water supply is concern. It is noted that high radon and phosphorous levels are common in the Village.

7. Housing

This section describes housing conditions in the Village of Edgar. The current housing stock is predominantly single family, with over 76 percent owner-occupied. While about 40 percent of the housing stock was built before 1960, about 18 percent of housing units were constructed over the last decade.

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

Housing Inventory

Housing Type and Tenure

As shown in Table 7-1, the Village of Edgar had 542 occupied housing units in 2000, of which 413 (76%) were owner-occupied. The Village has an average household size of 2.56 persons, which is slightly smaller than the average size in the

County. About 25 percent of all households are classified as being “1 person households” and approximately 25 percent have a householder 65 years or older.

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

Area	Edgar	Marathon County	Wisconsin
Total Occupied Housing Units	542	47,702	2,084,544
Owner Occupied Units	413	36,091	1,426,361
Renter Occupied Units	129	11,611	658,183
Average Household Size	2.56	2.6	2.50
% Owner Occupied	76.2	75.7	68.4
% 1 Person Households	25.1	23.6	26.8
% With Householder 65 years or older	24.7	21.7	21.5

Source: 2000 Census: STF-1 Data

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units increased by 65 (13%) while the number of occupied housing units grew by 60 (13%) and the number of owner-occupied housing units increased by 49 (14%). The largest increase was in the number of multi-family buildings with 10 or more units, which increased by 76 percent.

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

	1990	2000	# Change	% Change
Total Housing Units	500	565	65	13%
Occupied Housing Units (Households)	478	538	60	13%
Vacancy %	4%	5%	--	--
Owner Occupied Housing Units	356	405	49	14%
Renter Occupied Housing Units	122	133	11	9%
Owner Occupied Housing Units as percent of Total	74%	75%	--	--
Number of Homes for Seasonal/Rec Use	2	0	-2	-100%
Number of Single Family Homes	351	389	38	11%
*Detached	351	376	25	7%
**Attached	0	13	13	--
Number of Duplexes	27	26	-1	-4%
Multi Family Units 3-9 units	56	70	14	25%
Multi Family Units 10+	17	30	13	76%

Source: 1990, 2000 Census: STF-3 Data

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

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

Housing Age

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

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

Table 7-3: Age of Community Housing Stock

Total Units	Year Built								
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
565	5	28	67	87	99	57	50	43	129
100%	1%	5%	12%	15%	18%	10%	9%	8%	23%

Source: 2000 Census: STF-3 Data

Table 7-3 shows housing age distribution in the Village of Edgar. Data show fairly steady over the past several decades with housing growth since 1990 making up approximately 18 percent of the total housing stock. That is slightly higher overall figures for the County where the Census reports that homes built in the 1990s make up 13 percent of the County's overall housing stock.

Physical Housing Stock

Table 7-4 looks at several select measures of physical housing condition and compares them to the County and State. The median home size in the Village of Edgar is similar to that of the County and State, when measured by number of rooms. Approximately 69 percent of Edgar's housing stock is

Village of Edgar

classified as being single-family homes, which is similar to overall figures for the County or State. Census data indicates that a small percentage of Village homes lack complete plumbing and kitchen facilities.

Table 7-4: Physical Housing Stock, 2000

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
Edgar	5.4	68.85%	5.31%	0.71%	0.35%
Marathon County	5.8	76.10%	4.50%	0.90%	0.90%
Wisconsin	5.4	69.30%	9.40%	1.40%	1.50%

Source: 2000 Census: STF-3 Data

Housing Values

Median Value

Table 7-5 shows home value statistics for the Village, County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicate that the Village of Edgar had a median home value of \$93,300 in 2000, which is slightly lower than the County.

Table 7-5: Median Housing Value, 2000

	Median Value (dollars)
Edgar	\$93,300
Marathon County	\$95,800

Wisconsin	\$112,200
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Source: 2000 U.S. Census: STF-3 Data

Range of Values

The following table shows the range of housing values that exist in Edgar, which are similar to that of the County.

Table 7-6: Range of Housing Values, 2000

Number of Houses per Housing Value Category	Edgar	Marathon County
< \$49,999	31	1,459
%	10%	5%
\$50,000 to \$99,999	172	13,405
%	53%	49%
\$100,000 to \$149,999	104	8,220
%	32%	30%
\$150,000 to \$199,999	10	2,368
%	3%	9%
\$200,000 or more	8	1,714
%	2%	6%

Source: 2000 U.S. Census: STF-3 Data

Housing Affordability

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

Statistically speaking, those spending in excess of 35 percent of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and

Urban Development (HUD) recommends that rental-housing costs not exceed 30 percent of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29 percent of the monthly household income.

As shown on Table 7-7, about 8 percent of households in the Village of Edgar pay more than 35 percent of their income on housing costs. This is similar to that of the County and State among owner and renter-occupied households. Additionally, select median owner-occupied costs in the Village, both with and without a mortgage, are similar to median figures for Marathon County.

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
Edgar	\$836	\$301	8%	\$306	\$365	21%
Marathon County	\$916	\$295	10%	\$423	\$484	20%
Wisconsin	\$1,024	\$333	9%	\$473	\$540	25%

In dollars

2Percent paying over 35% of household income on housing

2000 Census: STF-3 Data

Select median renter costs in the Village are also similar to those in the County and State. Technical documentation from the Census states that contract rent is the monthly rent agreed

to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

Special Housing

Senior Housing

In Marathon County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Wausau. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the County. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the Nation.

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

Rothschild, Weston, and Schofield), as well as the Village of Stratford and the Village of Athens, all have senior housing options that help meet the senior housing needs of South-Central region of Marathon County.

Assistance Programs

There are a variety of State and Federal housing programs geared at addressing a variety of housing issues. Grants and low interest loans are available for counties, communities, or individual homeowners. The following housing resources are available to participants as specified by program.

- **Community Development Block Grant (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program
 - Home Owner and Accessibility Rehabilitation Program
 - Home Ownership Program
 - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.
- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
 - HUD Emergency Shelter Grants
 - State Shelter Subsidy Grants
 - Transitional Housing
- **Local Housing Organization Grant (LHOG)**

State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.

- **HOME Loans and Home Improvement Loans (Wisconsin Housing and Economic Development Authority [WHEDA])**
- **Housing-Related Consumer Protection Services (Wisconsin Department of Agriculture [WDA])**

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

Trends

- Between 1990-2000, total housing units in the Village increased by 65 while the number of occupied housing units grew by 60. Vacancy increased slightly, from 4 to 5% between decades.
- Housing built since 1990 makes up approximately 18% of the total housing stock in the Village. That is slightly higher than overall figures for the County.
- Census data indicates that the Village of Edgar has a median home value of \$93,300, which slightly less than that of the County at \$95,800.

Housing Issues

- **Scattered Rural Residential Development** – There are concerns about the proliferation of scattered rural residential development and related impacts on rural character and fragmentation of farmland. While this is taking place beyond the Village borders and jurisdiction, the provision of more housing choices, particularly for new housing in the Village might help stem the demand for scattered rural housing in the towns around Edgar.
- **Affordable Housing** - There is a strong need to develop additional, improved, affordable residential lots within the Village of Edgar.
- **Cost-Effecting Housing Development** - The Village currently provides incentives to residential developers to develop in the Village. However, this is not cost effective since the increased tax revenue from residential development does not cover the costs to provide new public service, streets, etc.
- **Senior Housing** - Elderly households currently comprise about 25 percent of all households. As resident population continues to age, there will be increasing demand for elderly housing. Housing opportunities for senior residents is currently limited. The addition of more multi-family housing, or an assisted living facility would allow more residents to stay in Edgar when they are no longer able to remain in their current homes.

8. Cultural Resources

Cultural resource 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 Edgar

The Village of Edgar was the site of a logging camp on Scotch Creek until the 1891 arrival of the Milwaukee, Lake Shore & Western made it a railroad stop. With two sawmills, it soon evolved into a service center for the surrounding farmers. By 1898 when the Village incorporated, 250 residents lived in Edgar. Local industry included a brickyard that produced material for many of the early business buildings and nearby farmhouses. By 1915, the community had grown to 850 persons and boasted three cheese factories and a creamery to support nearby farmers. Farmers in Edgar formed local clubs affiliated with the County Holstein Association and the County Guernsey Association in the 1920s.

The Village of Edgar was located in the heart of the German settlement of Marathon County. German settlement was concentrated in Marathon, Cassel, Maine, Berlin, Wien,

Wausau, Stettin, Rib Falls and Hamburg. Approximately 75 percent of population in the County was of German parentage in the late nineteenth century. As late as 1905, 36 of 41 townships in the County were still predominantly populated by persons of German descent.

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

There is one property in Edgar listed on the NRHP.

- Edgar Village Hall 107 West Beech Street

The Edgar Village Hall is significant for its role in the Village's civic, educational, social and cultural evolution as the location of Village government and services. The Village Hall is also significant as an example of eclectic Period Revival design, with elements derived from French Colonial, Italianate and Classical styles.

The community 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. Only one historic property in Edgar has been previously surveyed and was included in the AHI.

Cemeteries, Burial Mounds, Other Burials – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the State Burial Sites Preservation Office. If human remains are uncovered during excavation, all work must cease pending review of the Burial Sites Preservation Office. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites. There are no cemeteries in the Village.

Issues

- **Lack of Current Information** -- Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the County to have current information about cultural resources in order to maximize planning and make the best use of historic properties.
- **No Recognition Process** -- Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.

- **Rural Character and Historic Resources** --In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.
- **Protection of Archaeological Sites and Cemeteries** – Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

9. Community Facilities

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

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

Schools

Primary and Secondary Schools

The Edgar School District has an elementary and middle school at 203 Maple Street and a high school at 203 Birch Street, all located in the Village of Edgar. Edgar High School had 240 students in the 2002-2003 school year.

Table 9-1: Edgar School District Enrollment

Year	Enrollment PreK-12
1996-1997	692
1997-1998	695
1998-1999	681
1999-2000	667
2000-2001	665
2001-2002	679

Source: State of Wisconsin, Department of Public Instruction

The Village of Edgar has one private school. St. John’s Catholic School is located at 125 N. 4th Avenue.

Post-Secondary Educational Facilities

University of Wisconsin – Marathon County (UW-MC) - 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, located in Wausau, 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.

Libraries

The Village of Edgar is served by the Marathon County Public Library system. The new Edgar Branch Library, located on Third Street, has 2,046 square feet of space and approximately 14,800 volumes, including books, magazines, and other materials. Other libraries in the area include the Marathon Branch Library, located on Third Street in Marathon City, which has 1050 square feet of space, holding nearly 11,500 volumes, with preliminary plans for expansion under consideration. The Wausau Headquarters Library, located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. The new main Wausau Library is

open seven days a week and offers over 555,800 volumes, as well as facilities including Internet access.

Police

The Village of Edgar is served by the Edgar Police Department.

Fire

The Village of Edgar is served by the Edgar Fire Department.

Emergency Response

Emergency Medical Services (EMS) are provided by the Edgar Fire Department.

E-911 Dispatch Service

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

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

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

Hospitals

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

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 and may serve Marathon County residents include:

- Good Samaritan Health Center Merrill, WI
- Memorial Health Center Medford, WI

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

Ministry Health Care announced plans in July 2002 to construct a 104-bed, \$100 million hospital and medical office

complex in Weston near the intersection of STH 29 and CTH X. The hospital is planned to open in spring 2005.

There is a local health care clinic located in Edgar through Wausau Hospital.

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 presented in Table 9-2 below:

Table 9-2: Area Child Care Providers

Counties	Agency	Contact Information
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	http://www.childcareconnectionrr.org/ (800) 848-5229

Issues

- **Senior Housing and Care Facilities** - There is no nursing home or assisted living facility in the Village of Edgar. Given the aging population, demand for senior housing and care facilities is anticipated to increase in the future.

10. Parks

The Village takes pride in and supports its park system. In fact, in 1998, as part of the Village of Edgar's Centennial Celebration, a proclamation was prepared, declaring Edgar "The Village of Parks." The Village has a Park Commission and updated its Outdoor Recreation Plan in 1999.

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

Existing Parks, Trails and Open Space

Local Parks, Trails and Open Space

The Village has five parks and two playgrounds associated with school facilities. These include:

Oak Street Park – Approximately 3.5 acres located on N. Third Avenue (Cty H, "Main" Street) between Oak Street and Lutz Street. Facilities include both a large shelter and a small shelter, restroom facilities, picnic tables, grills, horseshoe pits, grass volleyball court and playground equipment. This park is also home to the "Pioneer Log Cabin," a local historical building once occupied by early settlers to the area.

Edgar Softball Park - Located at First Avenue and Lutz Street. This recreation area includes a lighted softball field with backstop and outfield fencing, bleachers, concession stand, restrooms, picnic tables and playground equipment.

Minnow Ponds Park - Located on Chesak Avenue at the northwest corner of the Village. This 10.3-acre park was built on land donated to the Village in May of 1984. The park contains four spring-fed ponds, which were initially developed for raising minnows. The park facilities include a shelter, restrooms and changing area, grills, picnic tables, grass volleyball court, walking/jogging trails. A 1.75-acre pond with a sand beach has been developed for swimming. The other ponds have fish planted in them.

Shortner Athletic Park - Located on the south bank of Scotch Creek, just east of Third Avenue (Cty H, "Main" Street). In this park you will find a three basket, blacktopped basketball court, completed in 1994, and a soccer field. Benches near the court, and a shaded picnic table are also available. This park is undergoing further development with plans for restroom facilities, handicapped access fishing dock, and tennis courts under consideration.

Scotch Creek Park - This one-acre park is located on the north bank of Scotch Creek, just west of Third Avenue (Cty H, "Main" Street). Facilities include a shelter with picnic tables, sand volleyball court, tetherball and playground equipment. An ice rink was constructed in this park following the replacement of the bridge in the fall of 2000.

Edgar Public School's Athletic Field and Playground - The public school property provides 10 acres of recreational area. Facilities include a baseball field, lighted football field, practice field, two tennis courts, all-weather track, asphalt basketball court, and a playground area with various pieces of

play apparatus. The Nature Trail is located on school property. Future plans look toward extending the trail to surround the Village with hiking/cross-country skiing trails.

St. John's Playground - The parochial school property is about two acres of recreational area. Facilities include a sandlot baseball field with backstop, asphalt surfaced area, basketball hoops, and playground equipment. This area is also a favorite in the winter as home to the local sledding hill.

Recreational activities available in Edgar include Little League Softball, Youth Soccer League, and Men's Softball League. Special athletic events in the Village of Edgar include the Edgar 3 on 3 Basketball Jam and an annual 10K/5K Cross Country Run-Walk.

County or State Parks, Forest and Trails

A variety of County and State park facilities providing opportunities for hiking, camping, fishing, cross-country skiing and other activities are available within reasonable driving distance of the Village of Edgar. These include:

Rib Falls County Park is located off CTH S at the intersection with CTH U. Rib Falls Park is 315 acres with park facilities including an open shelter, toilet, well, and children's play equipment. The majority of the park is currently undeveloped and is the temporary site of a County gravel pit and asphalt plant. The park's main feature is the Big Rib River, which flows through the park and over a dam and rapids, with an impoundment that allows for swimming. The gravel pit is

currently being developed as an artificial lake for recreational use.

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

Park System Needs

The Village would like to purchase property to establish an additional community park.

Issues

No significant issues have been identified.

11. Economic Development

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

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

County Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest

products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

Agricultural Economy

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

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland has increased, and the percentage of farm equity associated with real estate values have increased significantly. The average cost for agricultural land being converted to non-farm uses has increased from \$544 per acre in 1990 to nearly \$1,200 per acre in 2000; this compares with the average cost for agricultural land continuing in agricultural use, which has increased from \$612 per acre in 1990 to nearly \$1,000 per acre in 2000. When farms are not profitable, and the value of land rises farmers have a harder time competing for the land base.

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

- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 10%.
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- The immigrant work force associated with industrial farms, impacts public services such as schools, social services and law enforcement.

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

Key Economic Sectors

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

“economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

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

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

**data suppressed to maintain confidentiality*

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

Local Economic Environment

Table 11-2 presents a breakdown of employment by industry in the Village of Edgar. Data show that most employment located in the Village consists of service sector jobs, with 138 employees. Manufacturing is the second largest employment sector with 135 workers.

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

POPULATION	1,386
EMPLOYMENT:	
Commercial	128
Manufacturing	135
Service	138
Other	67
Self-Employed/Farm	65
TOTAL	533

Source: Marathon County 2030 Population and Employment Projections Methodology Report, North Central Wisconsin Regional Planning Commission (NCWRPC), 6/03

Employment Projections

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

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

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

	Total Employment by Year						
	2000	2005	2010	2015	2020	2025	2030
Edgar	533	562	591	620	650	679	708
County	72,508	75,625	78,742	81,859	84,976	88,093	91,210

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

The employment forecasts above indicate an increase of almost about 180 jobs in the Village of Edgar by 2030. This represents an employment increase of 33% and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment. The NCWRPC estimates suggest an overall increase in employment by 2030 between 28 percent if a lower than expected growth rate occurs and 38 percent if a higher growth rate occurs.

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

	Percent Change in Employment by Growth Rate		
	Low Growth	Moderate Growth	High Growth
Edgar	+28	+33	+38
Marathon County	+21	+26	+34

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

Major Local Employers

About half of employed residents of the Village commute to jobs outside Edgar, mostly in the Wausau metropolitan area or in Marshfield. While the Village does not have an industrial

park it has two Tax Increment Finance Districts (TIDs). TID #1 includes the former ConAgra plant site.

As noted on Table 11-2, about 533 people work at jobs located in the Village of Edgar. The four largest employers in the Village are shown on Table 11-5.

Table 11-5: Major Employers

Business Name	# Employees
Edgar School District	85
Edgar Elementary School	40
Badger Basket Co	37

Issues

- **Downtown** - There is support and local interest in improving the downtown, in particular to reinvigorate the commercial retail sector of the Village, which has declined in recent years. While Edgar has traditionally served as a rural service center to surrounding rural towns, improved access to the Wausau metro area, in particular, has made it more difficult to sustain commercial businesses in Edgar.
- **Diversity Tax Base** - The Village would like to diversify its tax base.
- **Concentrate Development** - There is general consensus that future commercial and industrial development should be concentrated in the Village of Edgar to take advantage of existing utilities and services. The Village does not have an improved industrial park. However the Village has two Tax Increment Finance Districts (TID) that have available

land. One includes the ConAgra plant, which is a potential site for redevelopment.

- **Agricultural Economy** - The continuing decline of the farm economy, both dairy and ginseng, is impacting the Village in numerous ways. Area farmers traditionally shopped in Edgar and the decline in the number of farms and farmers results in a loss of customers to some Village businesses.

12. Intergovernmental Cooperation

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

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

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

Local and Regional Level Cooperation

Shared Services

Fire and Emergency Response- The Edgar Fire Department provides fire service to the Town of Wien. There are no first responders in the Village of Edgar and Emergency Medical Service (EMS) is shared with the towns of Marathon, Emmet, and Frankfort.

Utilities- The Village does not provide sewer or water service outside its border

Cooperative Practices

Surrounding Towns- The Village of Edgar currently has a good working relationship with surrounding Towns.

School District- The Village of Edgar shares athletic fields and playgrounds with the Edgar School District.

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

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

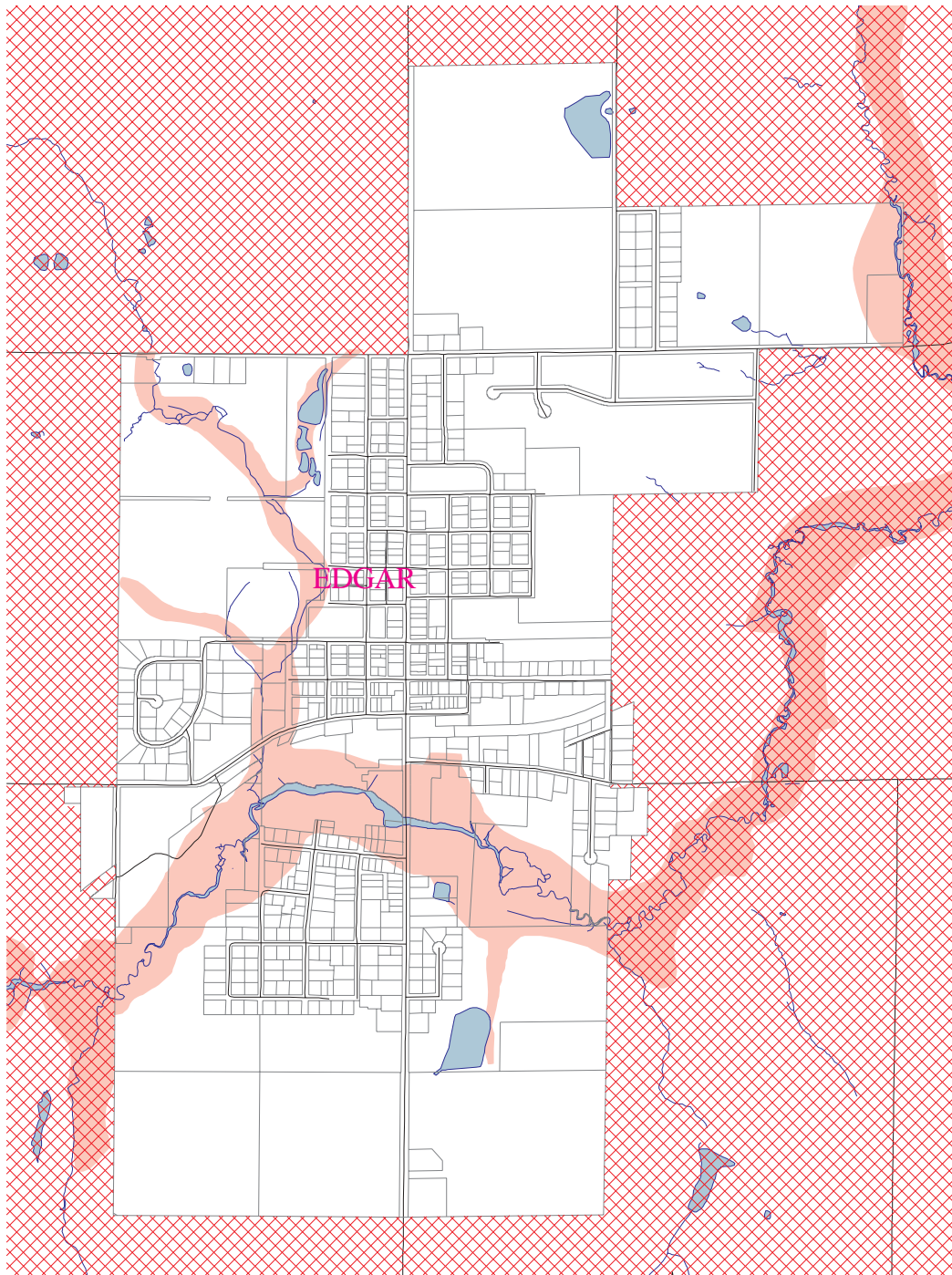
State and Federal Level Cooperation

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.

Existing or Potential Conflicts

- **Annexation.** While the Village does not have any current interest in annexing land from surrounding the surrounding towns of Wien or Cassel, annexation may be necessary to accommodate future development that requires public utilities. The Village has a policy to not extend utilities without annexation.

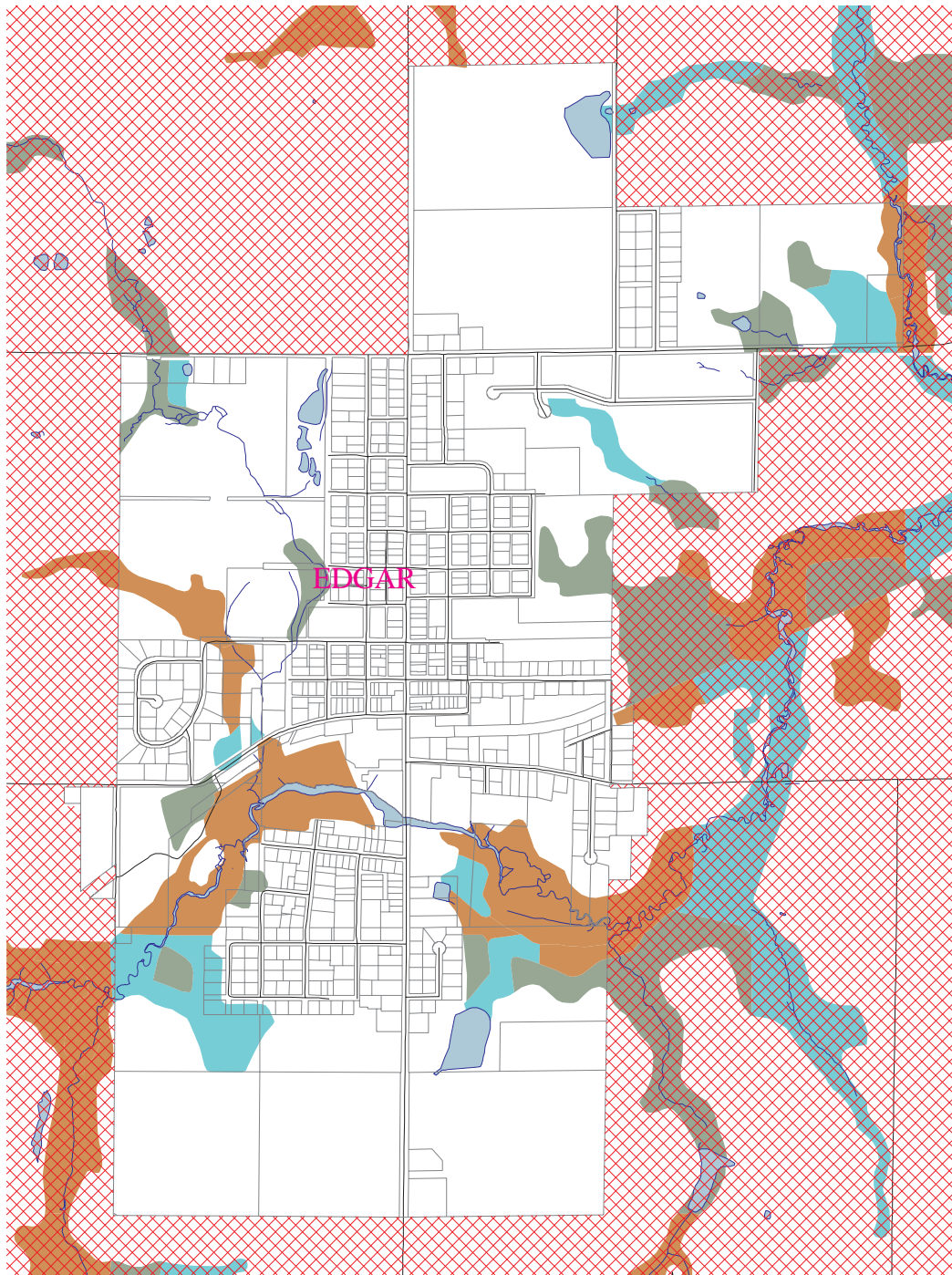
In Wisconsin, neither incorporated municipalities nor towns can initiate annexation. The process is driven by individual property owners (or developers) who petition for annexation into a city to receive public sewer and water service. While towns often view annexation as a means to take their territory,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



■ FEMA Floodplain

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

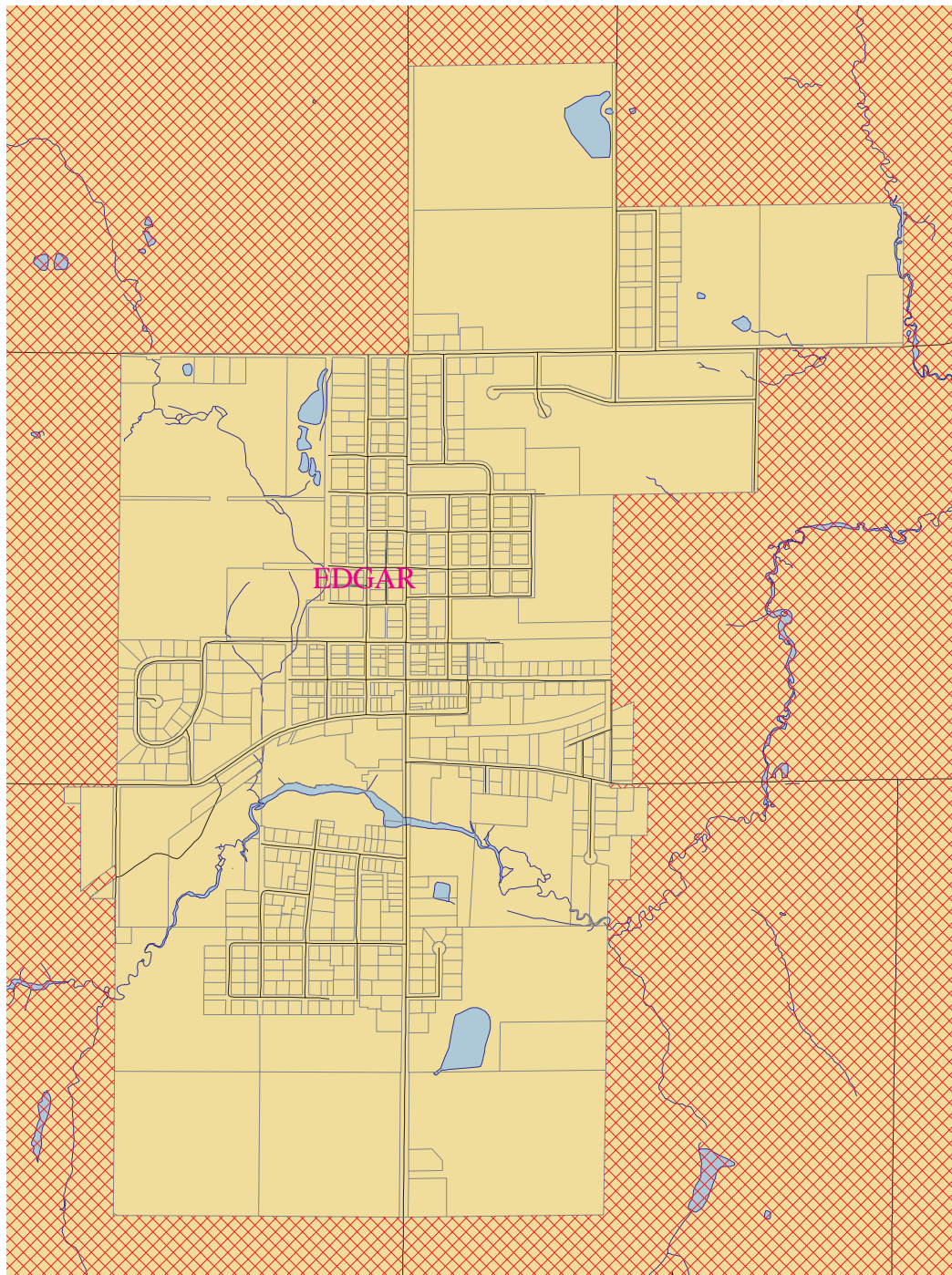
Figure 3-1
100 Year Floodplain
EDGAR



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

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

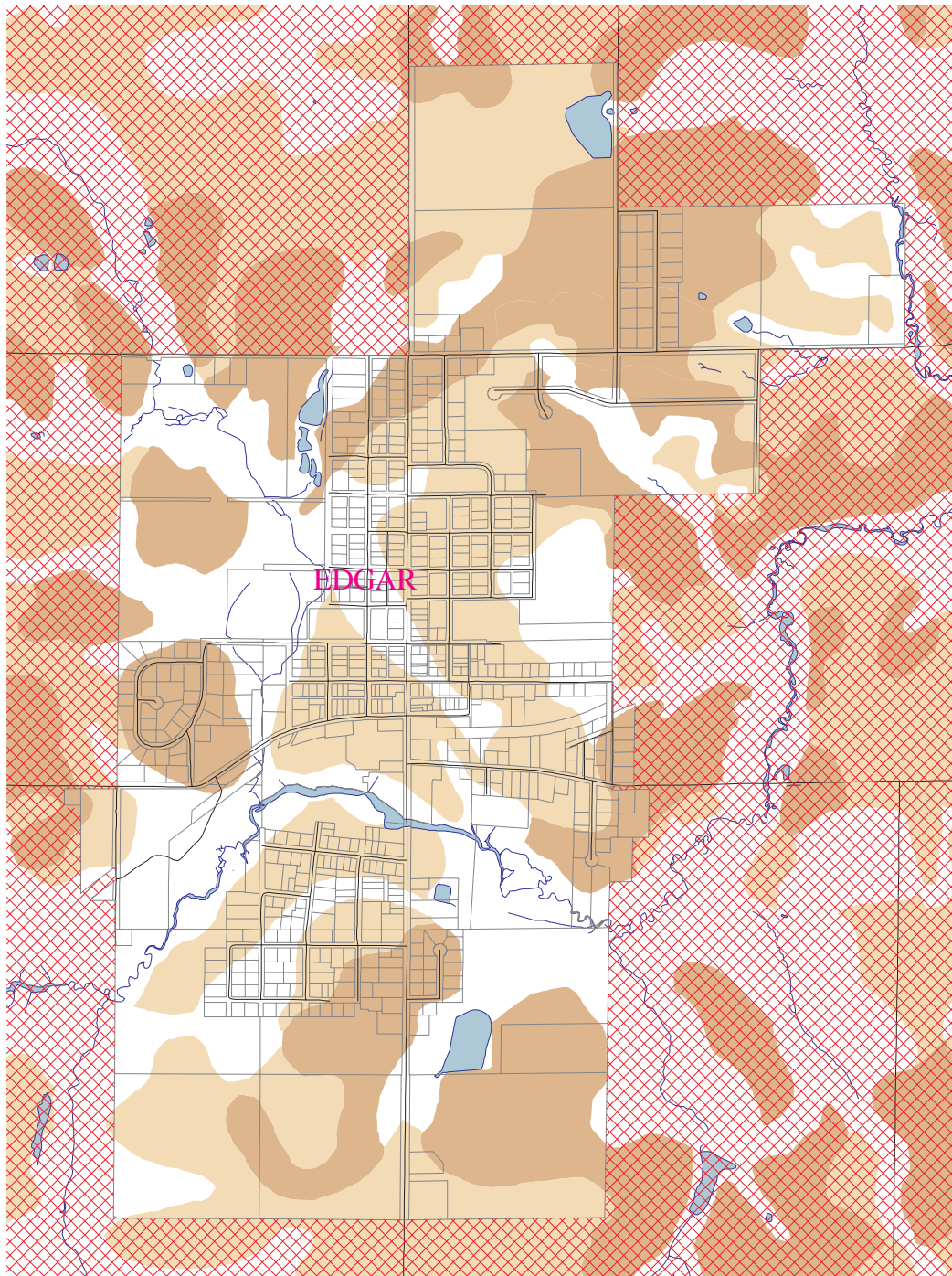
Figure 3-2
Wetland Types
EDGAR



- | | | | |
|-------------------------|-------------------------------|---------------------------|--------------------|
| Magnor-Cable | Marathon-Mylrea-Moberg | Mahtomedi-Fordum-Sturgeon | Cathro-Seelyeville |
| Loyal-Withee-Marshfield | Fenwood-Rietbrock-Rozellville | Chetek-Rosholt-Oesterle | |
| Kennan-Hatley | Mosinee-Meadland-Dancy | Mahtomedi-Graycalm-Meehan | |

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

Figure 3-3
 Soil Associations
 EDGAR

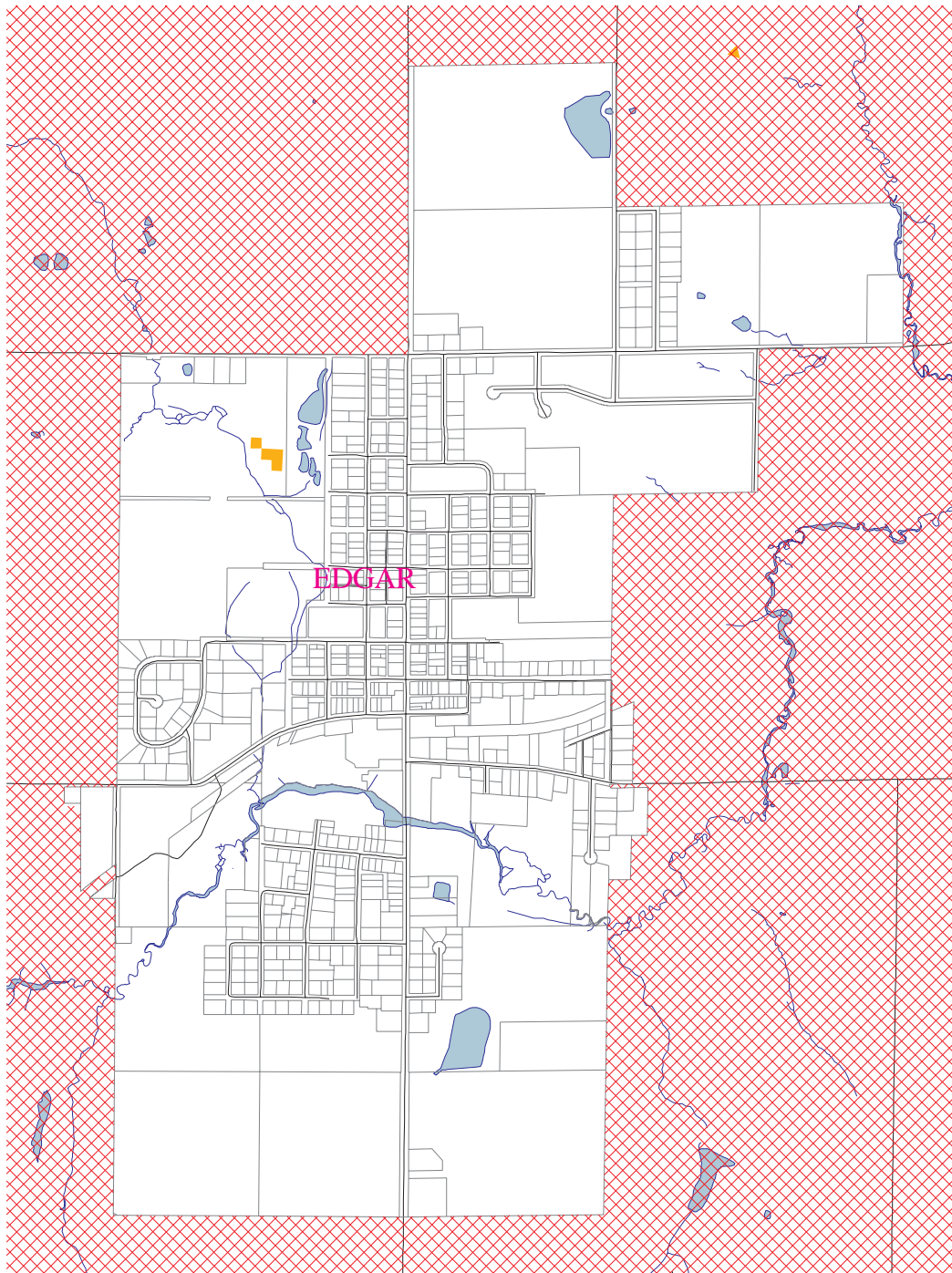


■ Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

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

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

Figure 3-4
 Prime Farm Land
 EDGAR

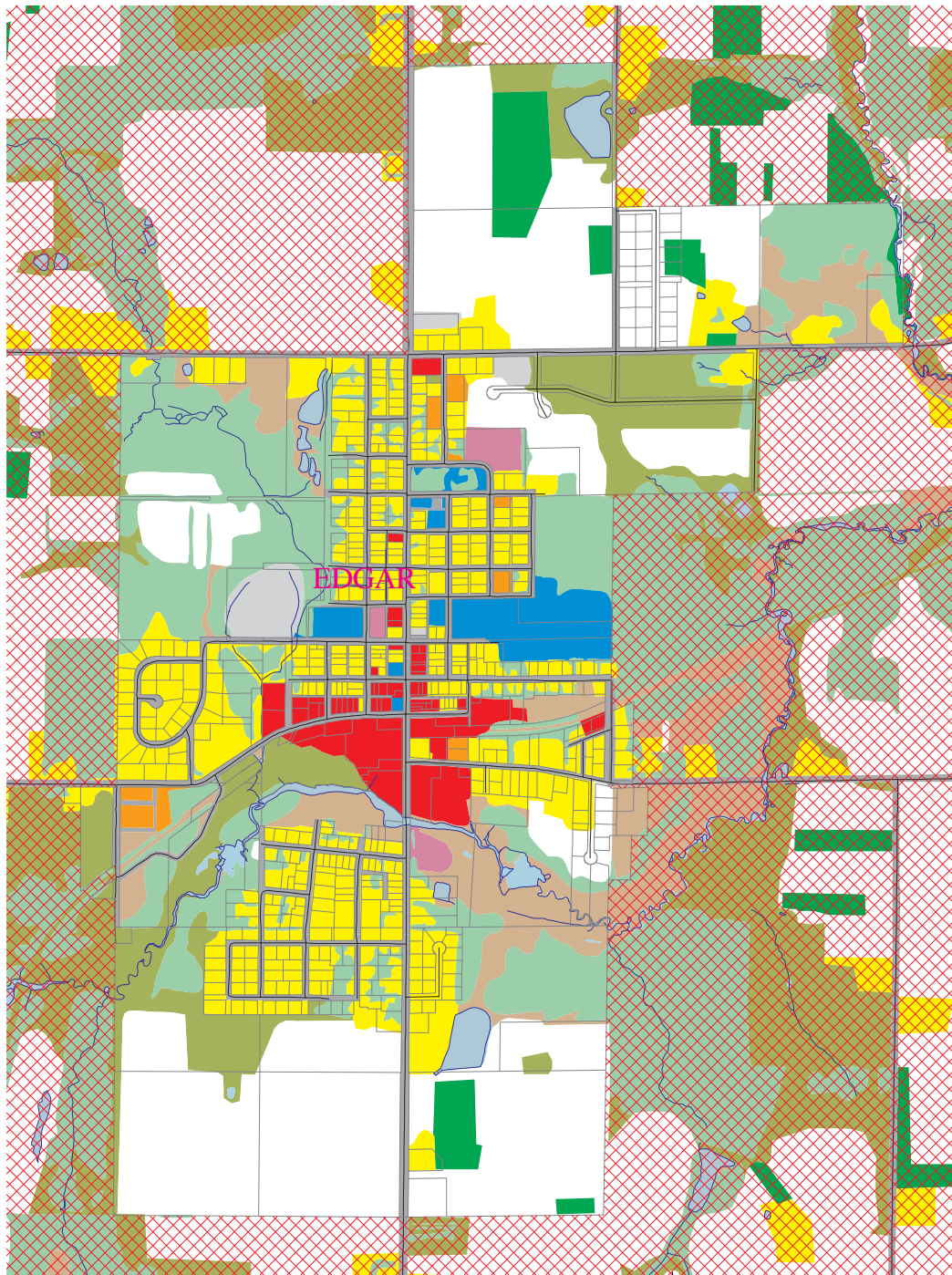


■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

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

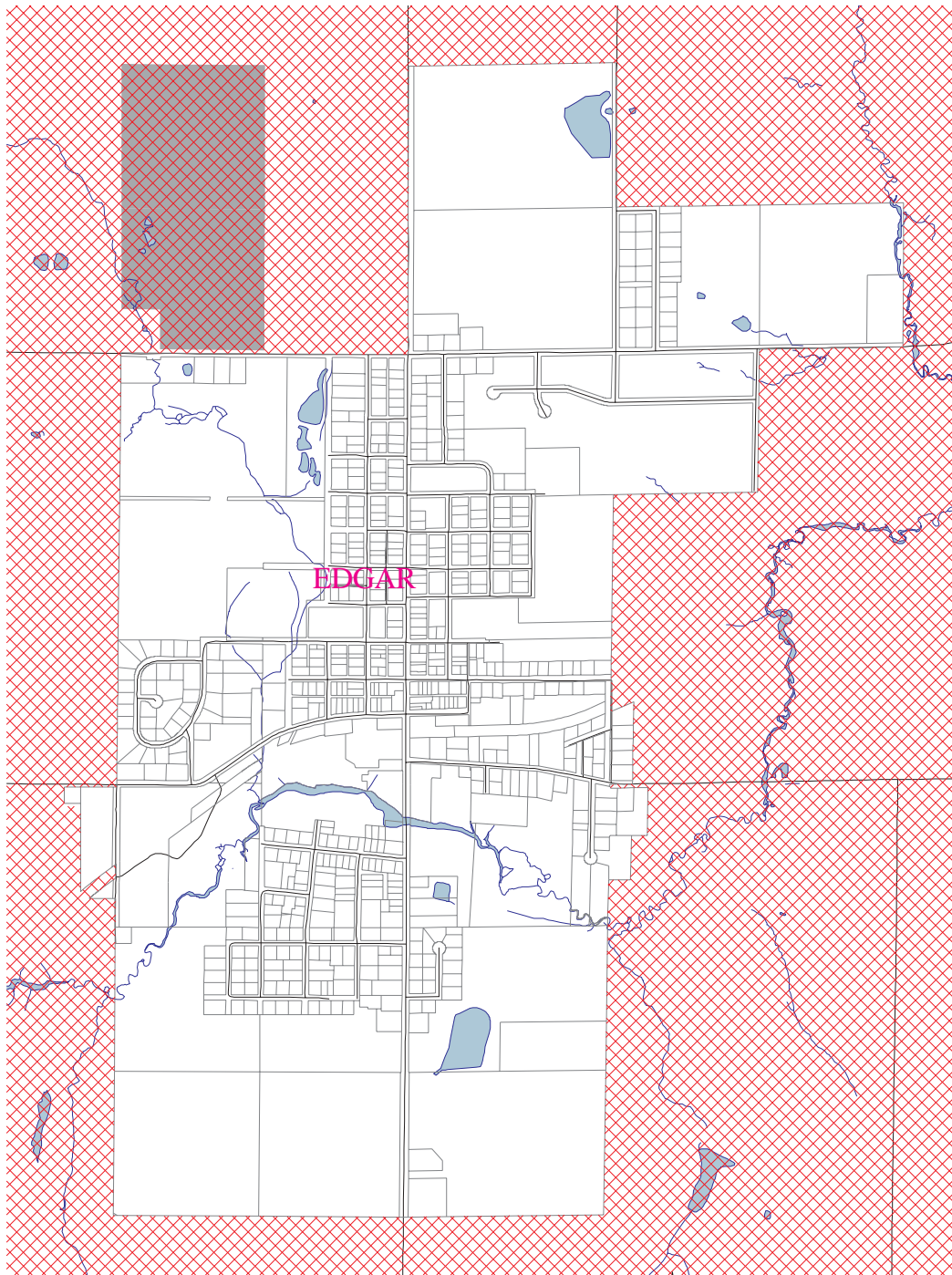
Figure 3-5
Slopes
EDGAR



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

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

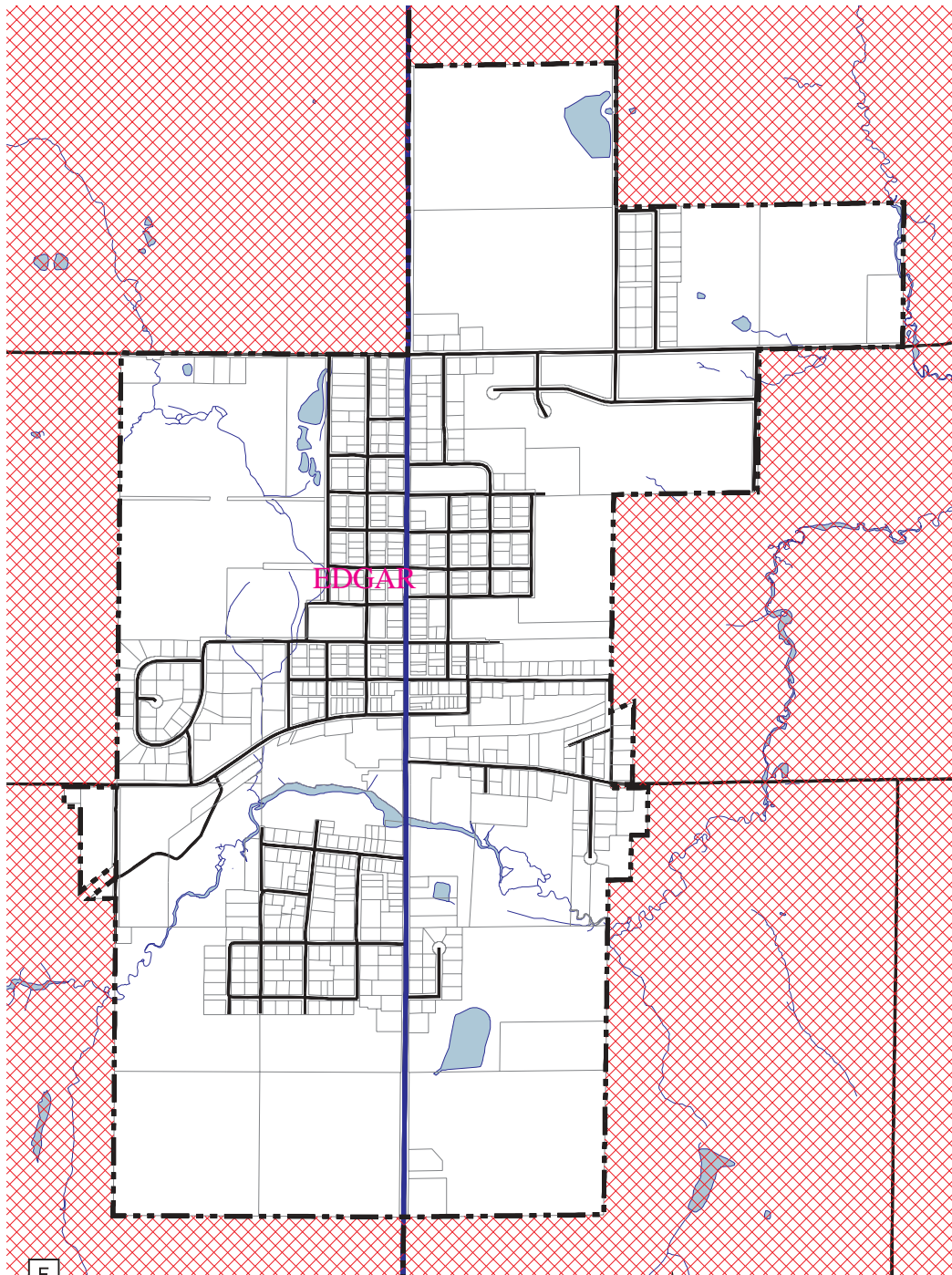
Figure 4-1
 2000 Landuse/Landcover
 EDGAR



- Exclusive ag zoning
- Farmland pres contracts

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

Figure 4-2
Exclusive Ag & Farmland Preservation
EDGAR

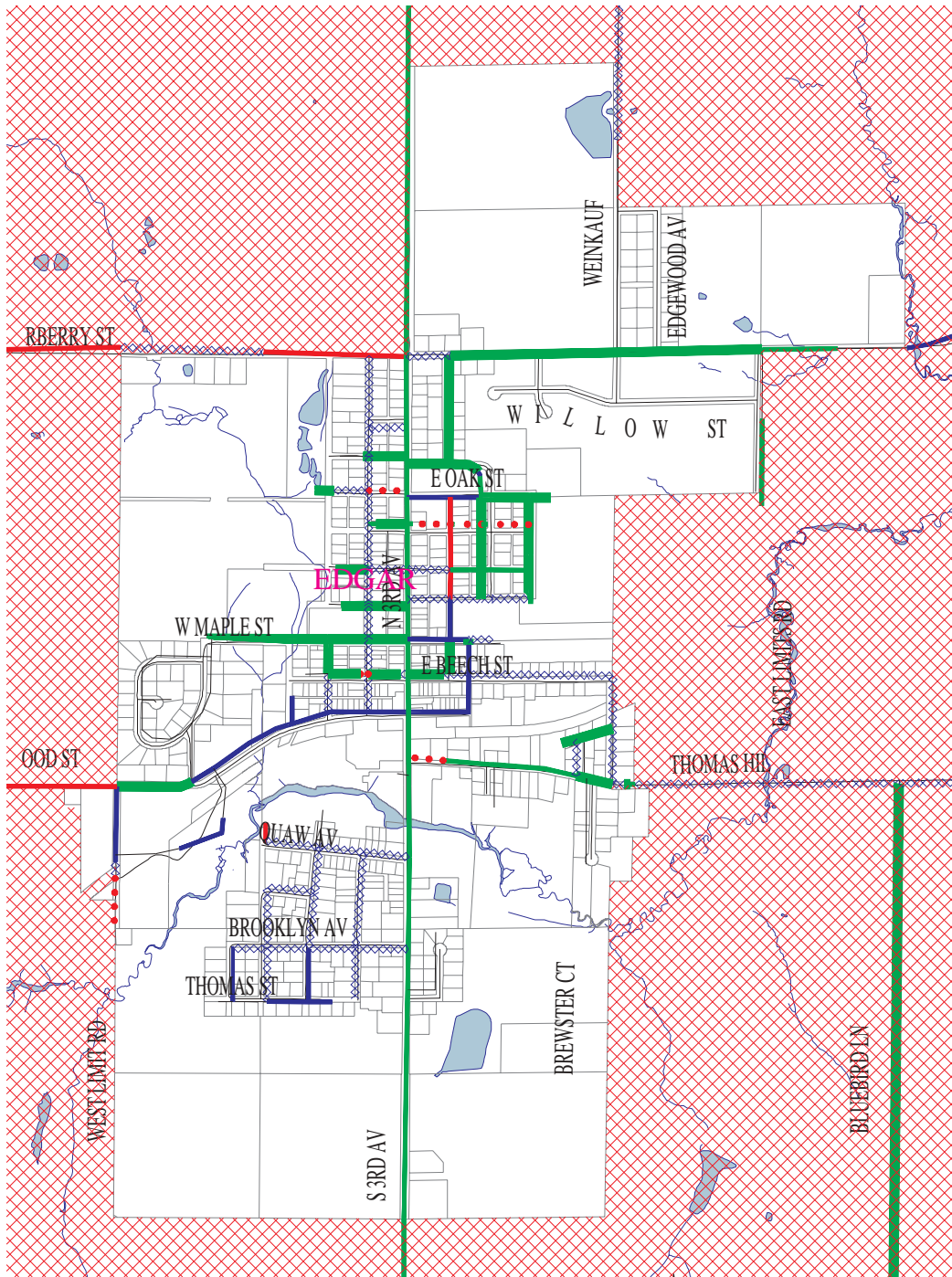


- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

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

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

Figure 5-1
Functional Classification of Roads
 EDGAR



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

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

Figure 5-2
 Road Surface Rating
 EDGAR

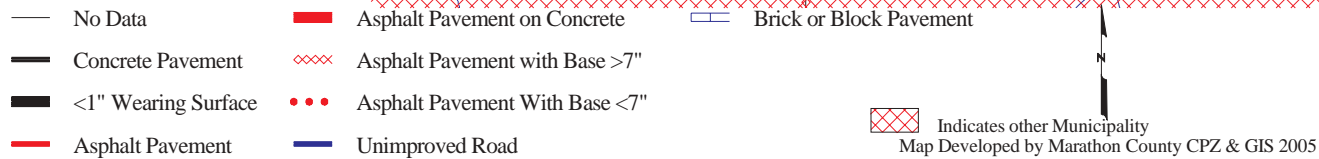
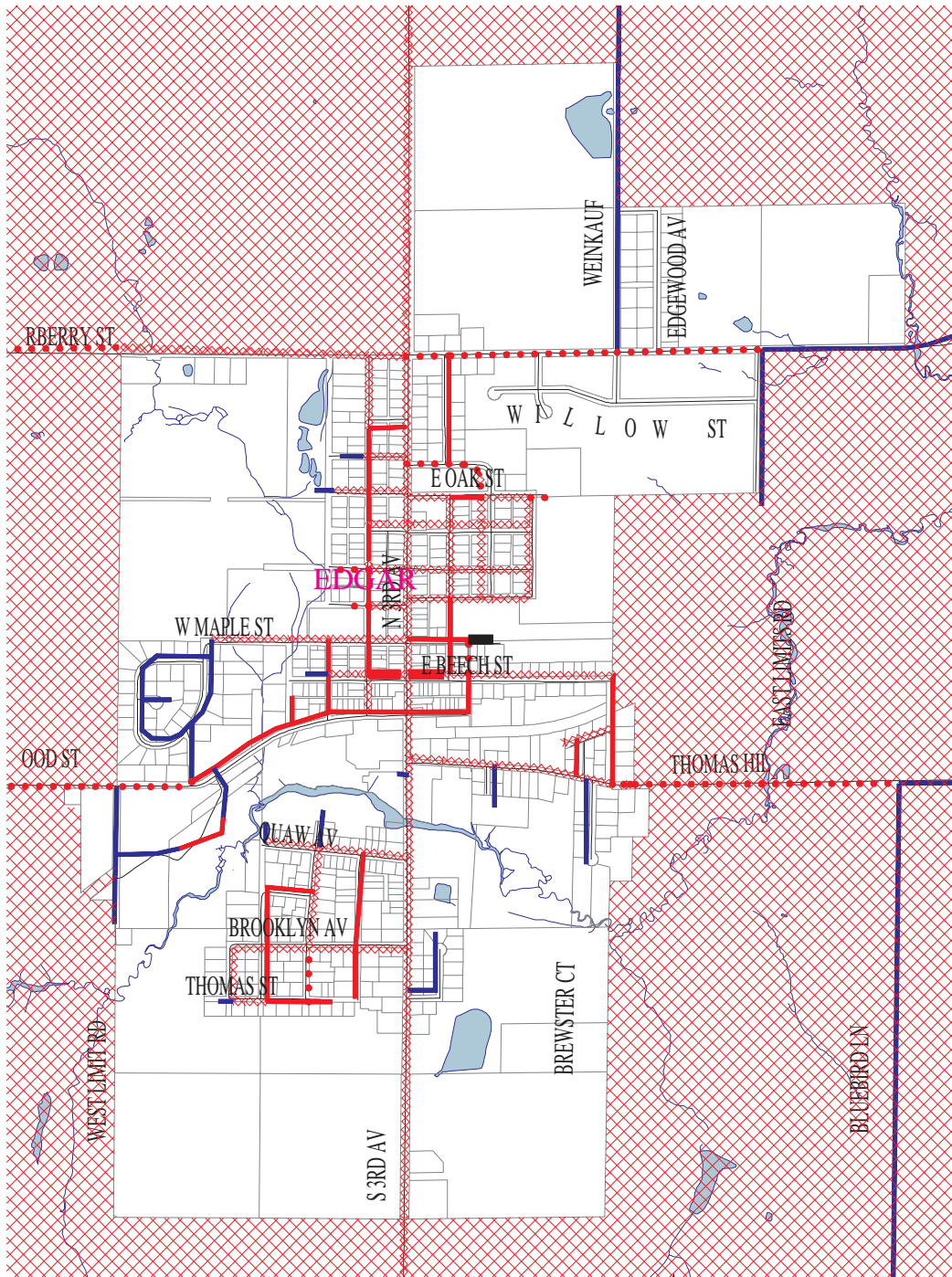
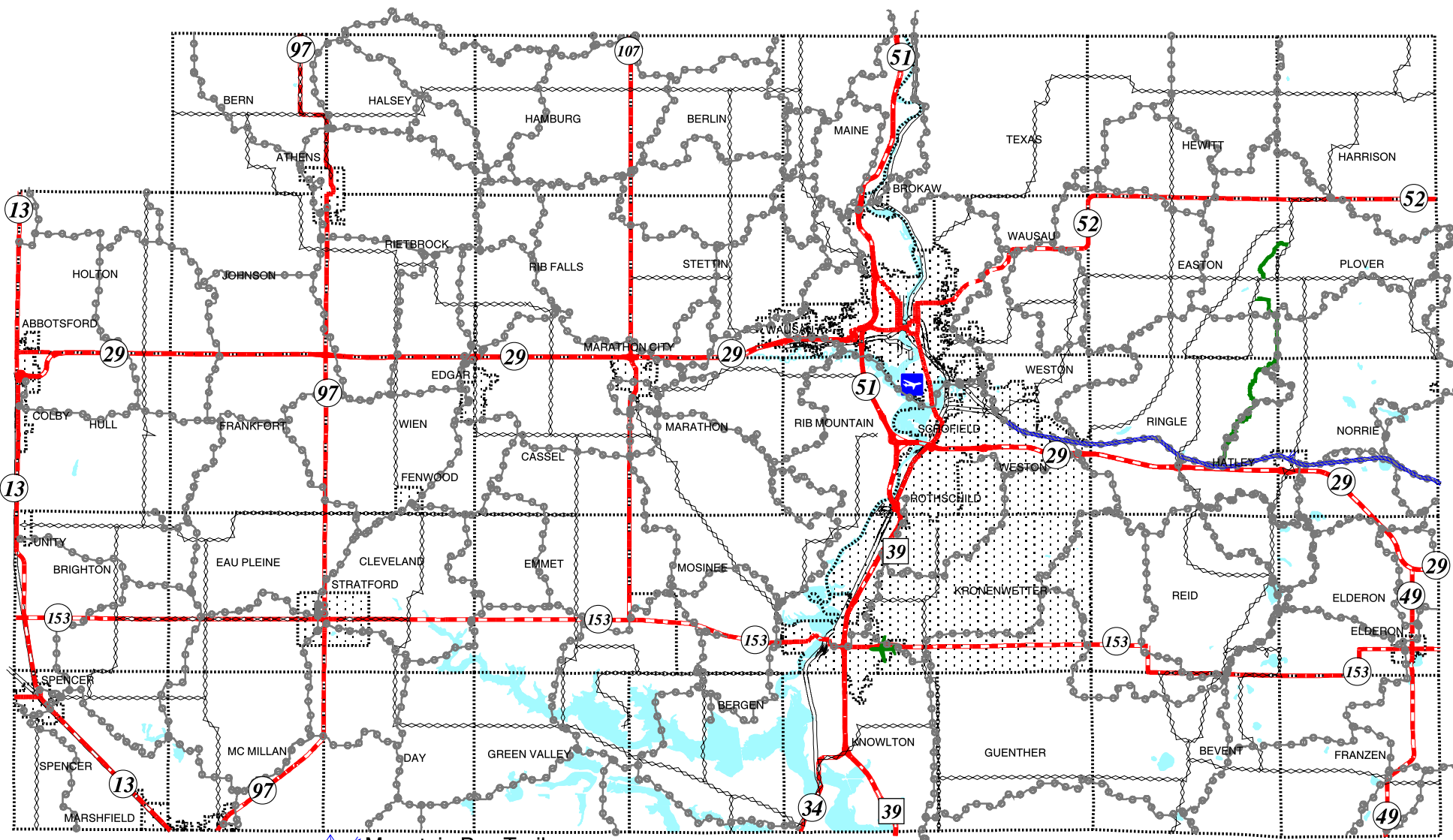


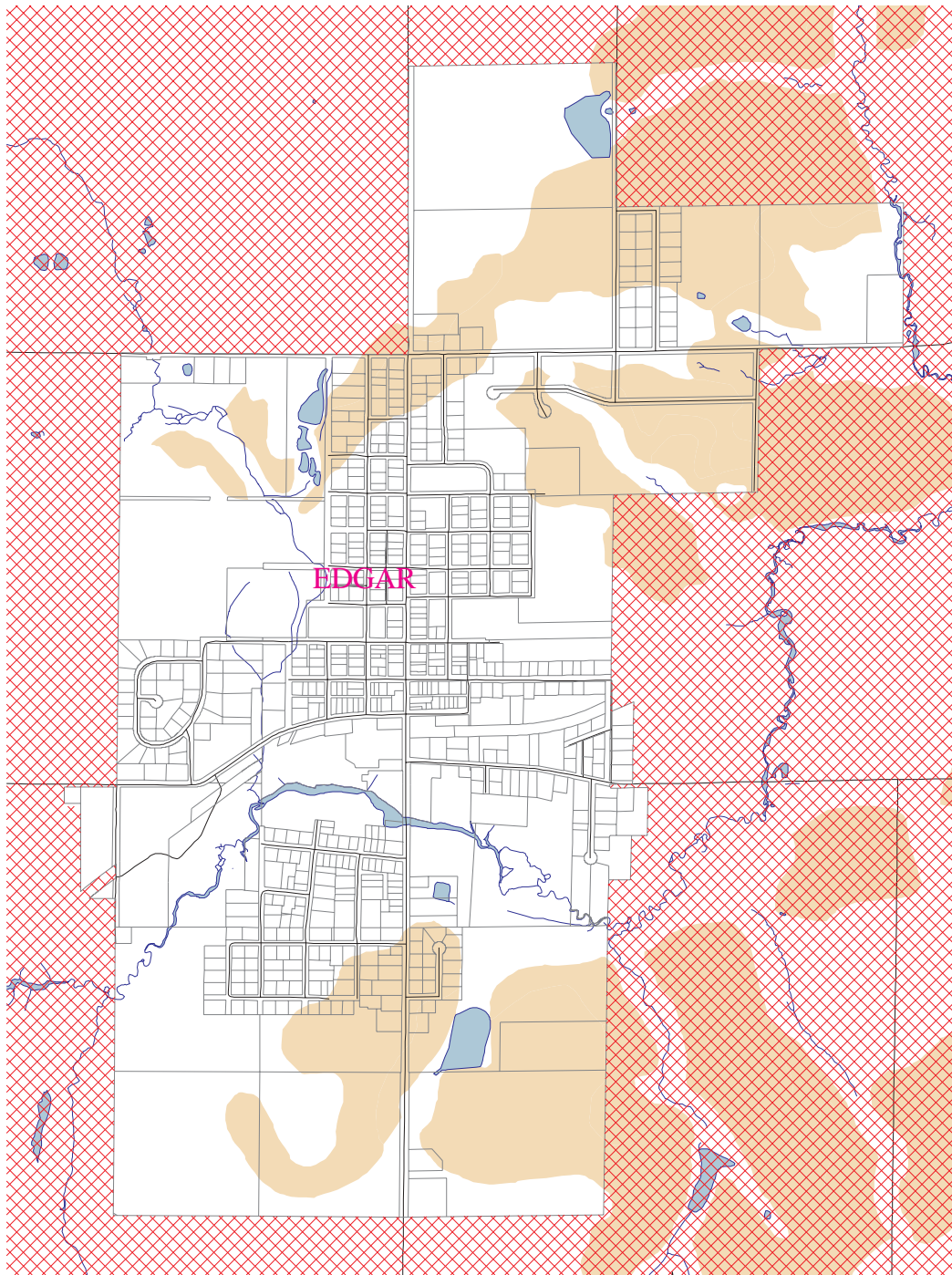
Figure 5-3
 Road Surface Types
 EDGAR

MARATHON COUNTY REGIONAL TRAILS & TRANSPORTATION



- Mountain Bay Trail
- 2001 Snowmobile Trails
- Ice Age Trail
- Suggested Bike Routes
- Wausau City Airport
- Central Wisconsin Airport (Mosinee)
- State & Us Highways
- Railroads (Active)
- Municipal Boundary
- Water Features
- Incorporated Municipality

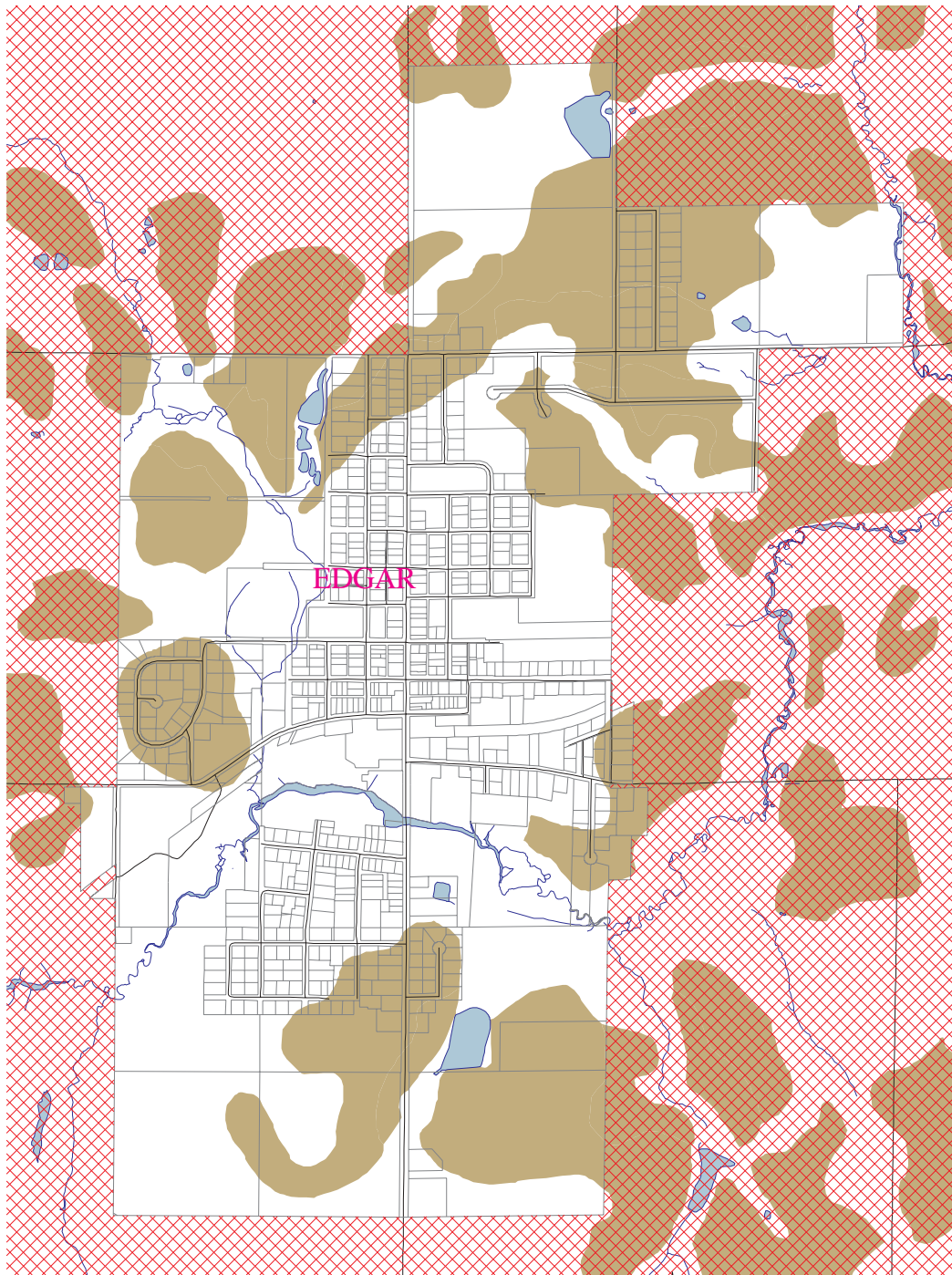
Figure 5-4



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

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

Figure 6-1
 Depth To Bedrock
 EDGAR

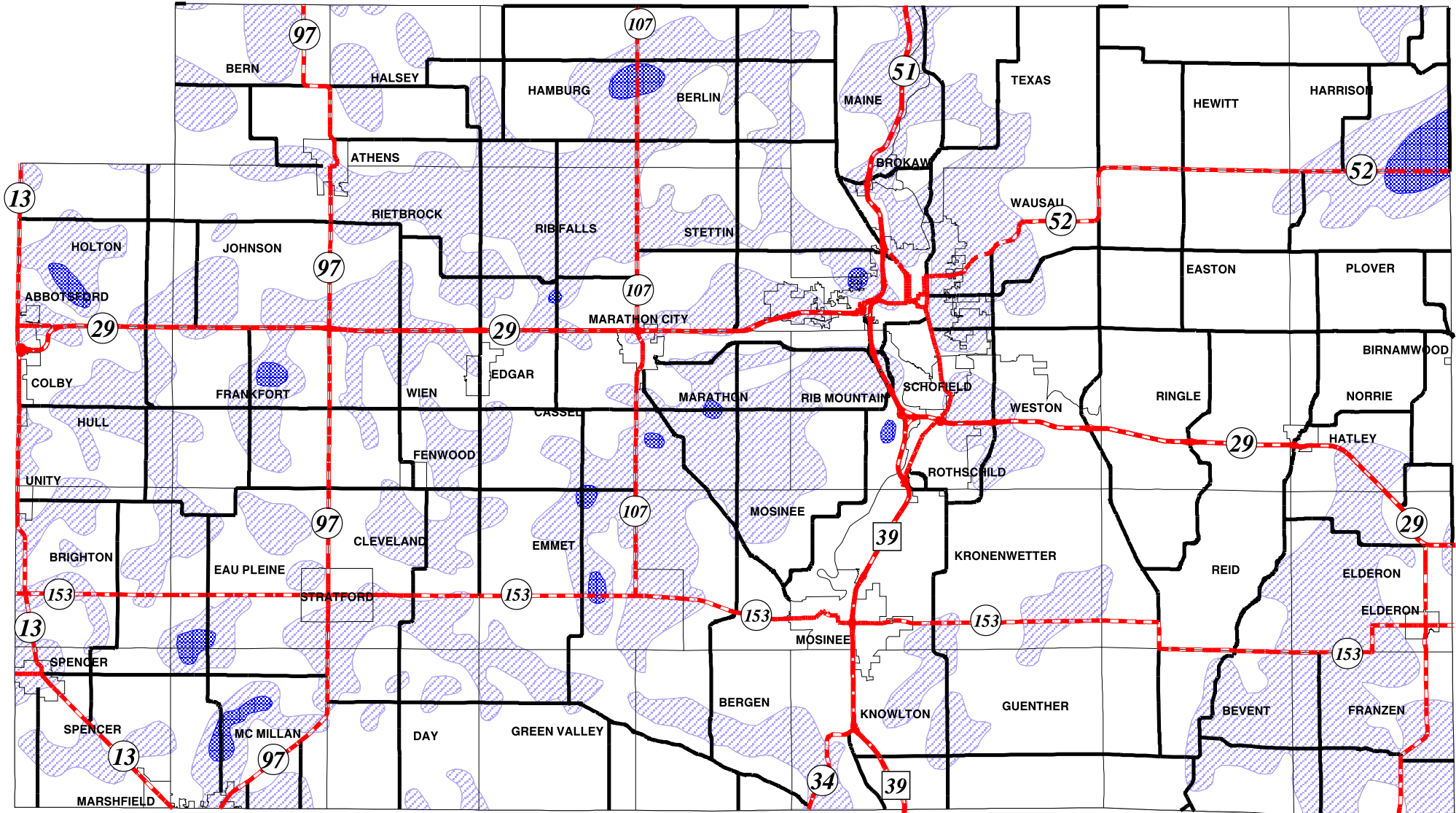


■ Soils suitable for septic systems w/soil absorption component

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

Figure 6-2
 Suitable Soils-Septic Tank Absorption
 EDGAR

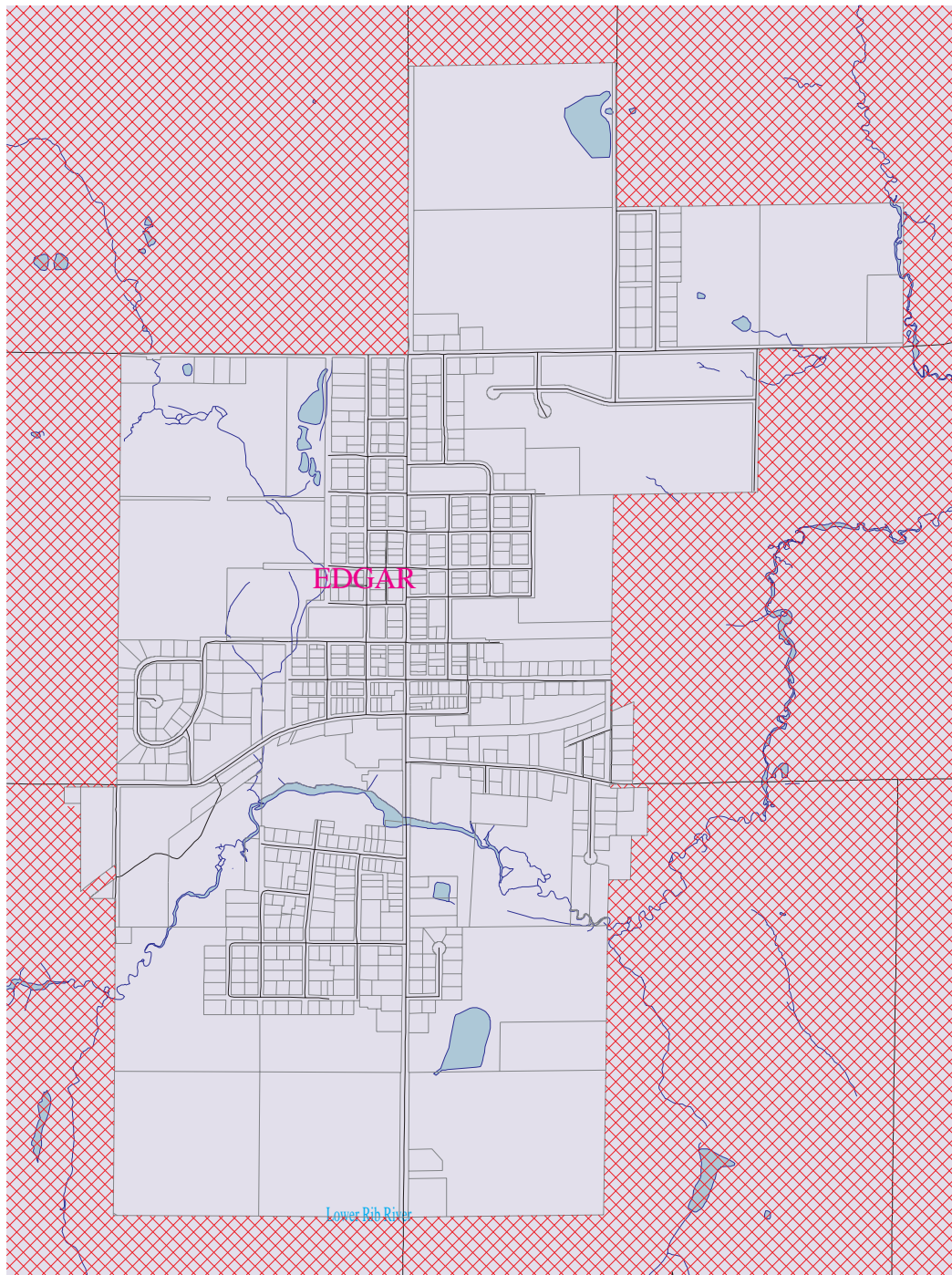
MARATHON COUNTY DEPTH TO GROUND WATER



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



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



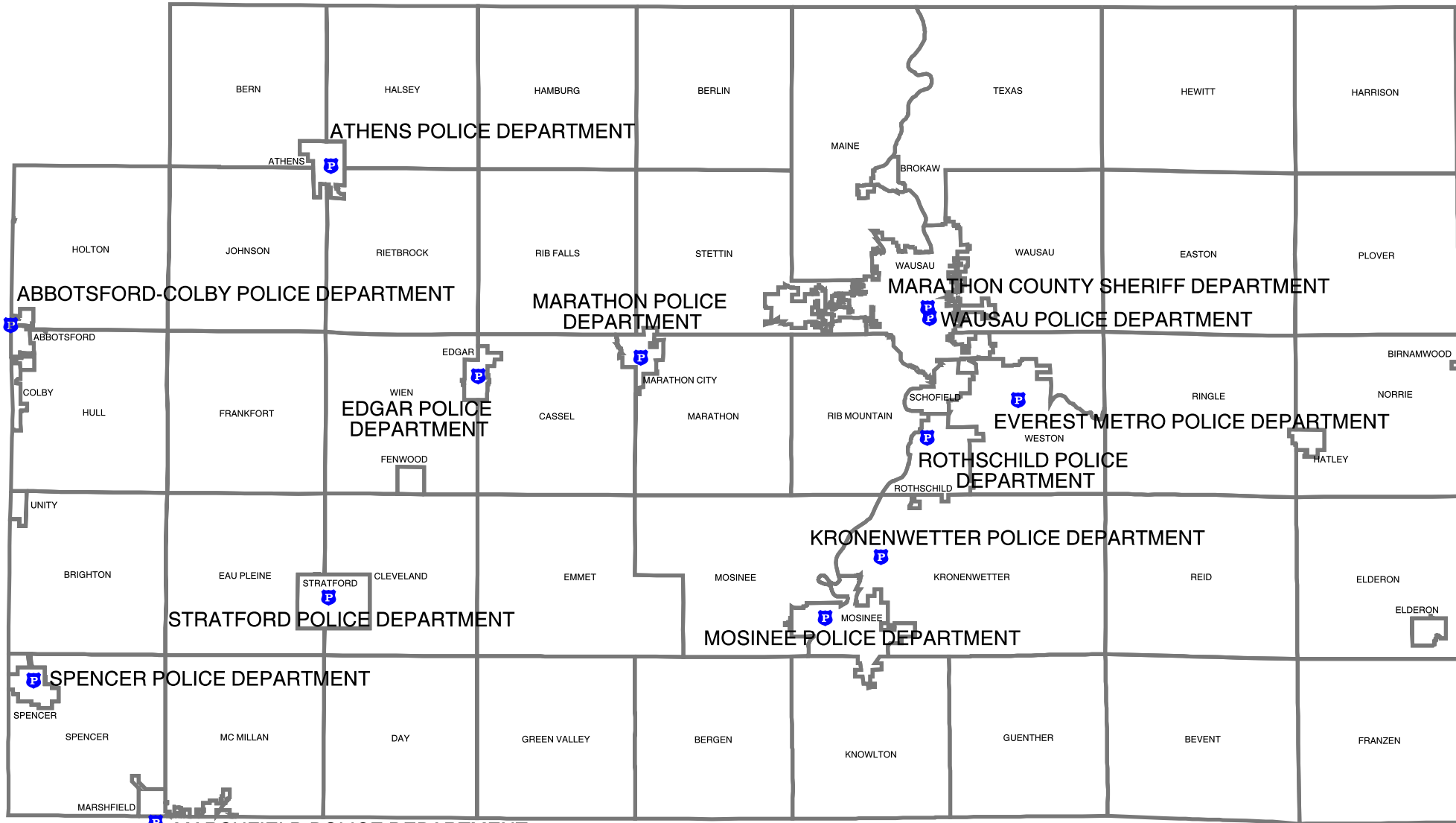
Priority Watersheds
 as identified in the Marathon County
 Land & Water Resource Management Plan

Watershed boundaries

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

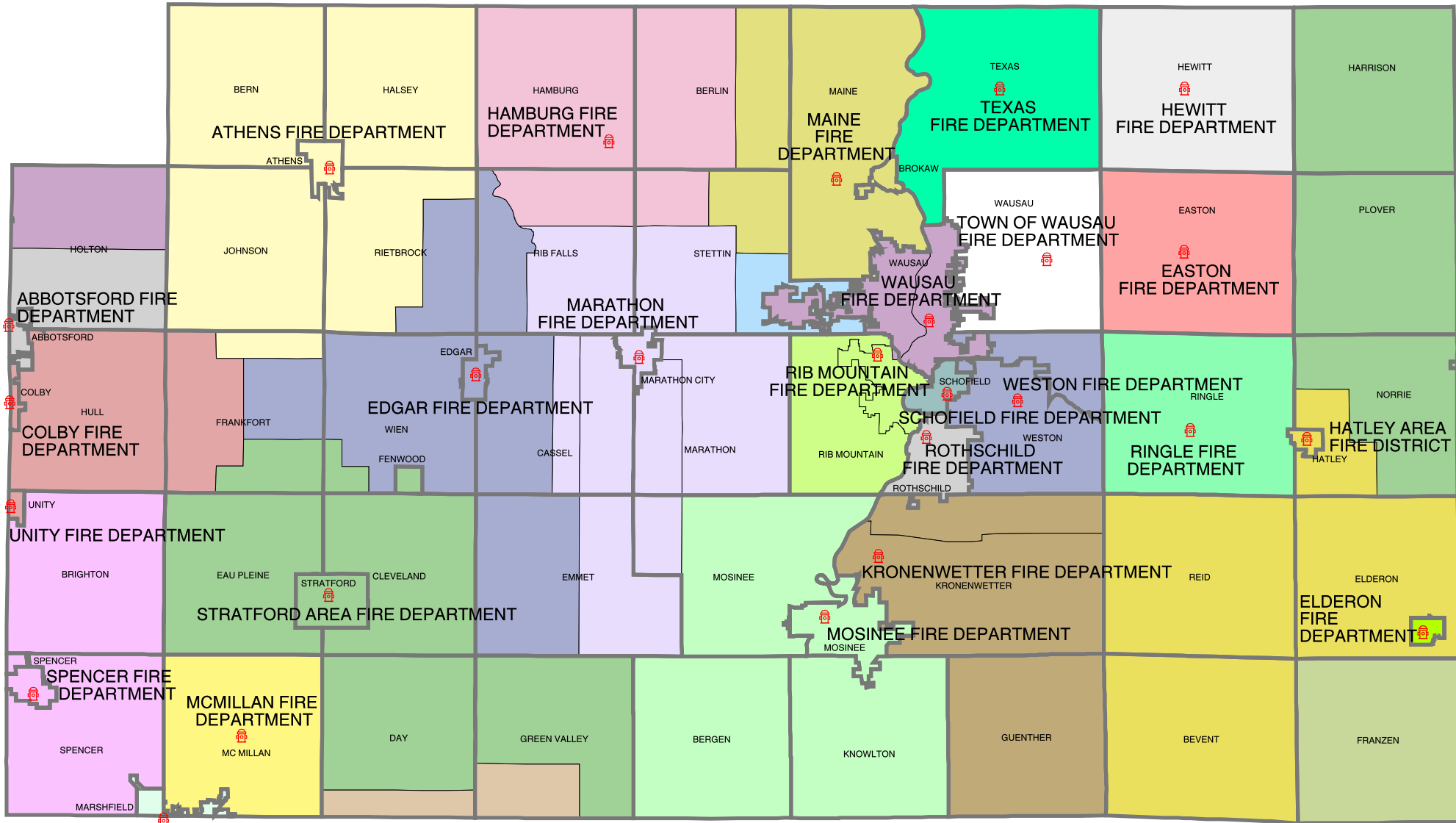
Figure 6-4
Major Watersheds
EDGAR

MARATHON COUNTY LAW ENFORCEMENT



 Police Department
 Municipal Boundary

FIRE DEPARTMENTS & SERVICE AREAS



Fire Department
 Municipal Boundary

Fire Service Districts

	ABBOTSFORD		MARATHON
	ATHENS		MARSHFIELD
	AUBURNDALE		MOSINEE
	BIRNAMWOOD		MOSINEE
	COLBY		RIB MOUNTAIN
	DORCHESTER		RINGLE
	EASTON		ROTHSCHILD
	ELDERON		SCHOFIELD
	FAMILY		SPENCER
	HAMBURG		STRATFORD
	HEWITT		WAUSAU
	KRONENWETTER		WAUSAU (town)
	MAINE		WESTON
	MAINE/RIB MTN		WITTENBERG



Map Developed by Marathon County CPZ & GIS 2005

Figure 9-3

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

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

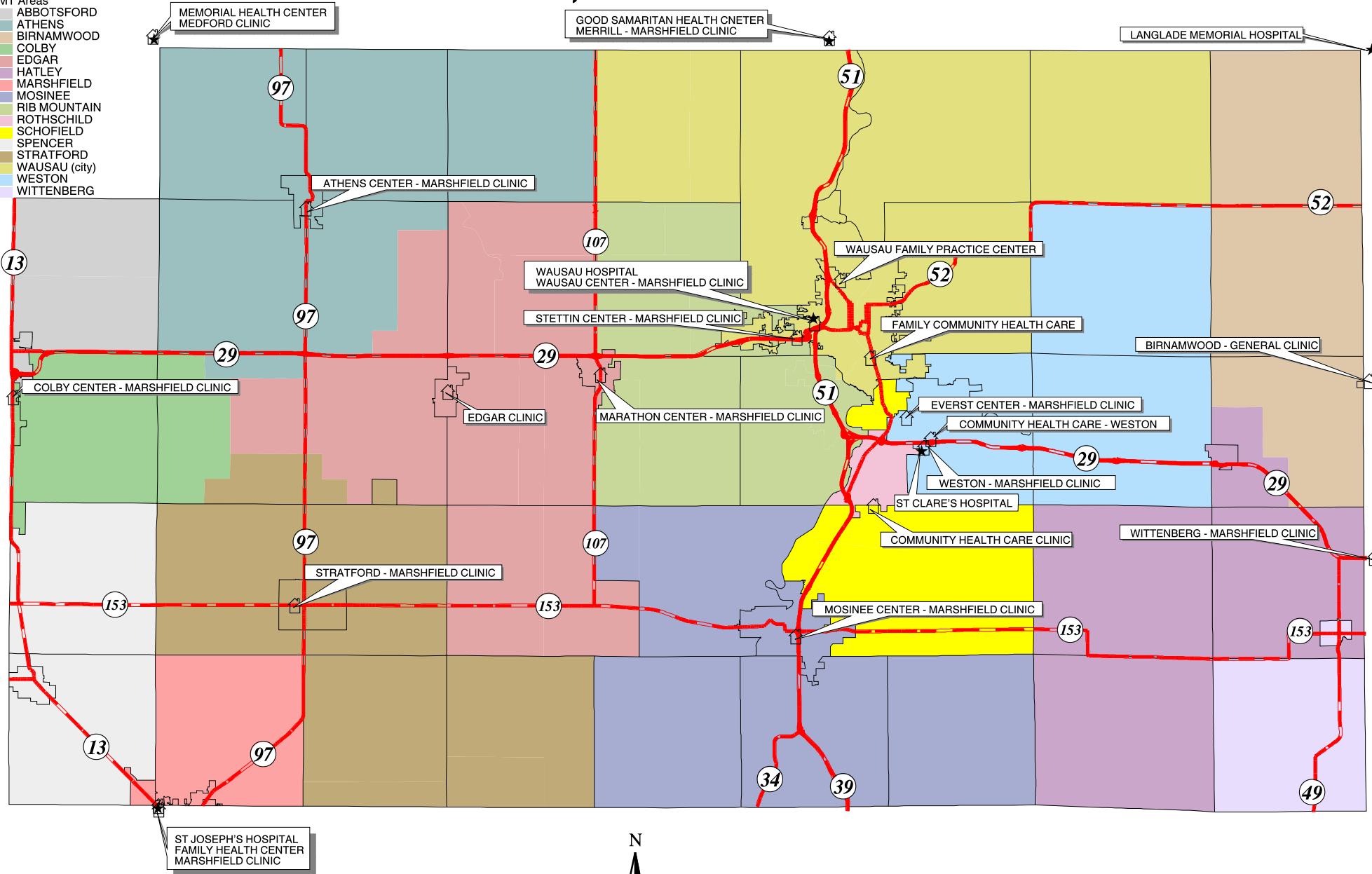
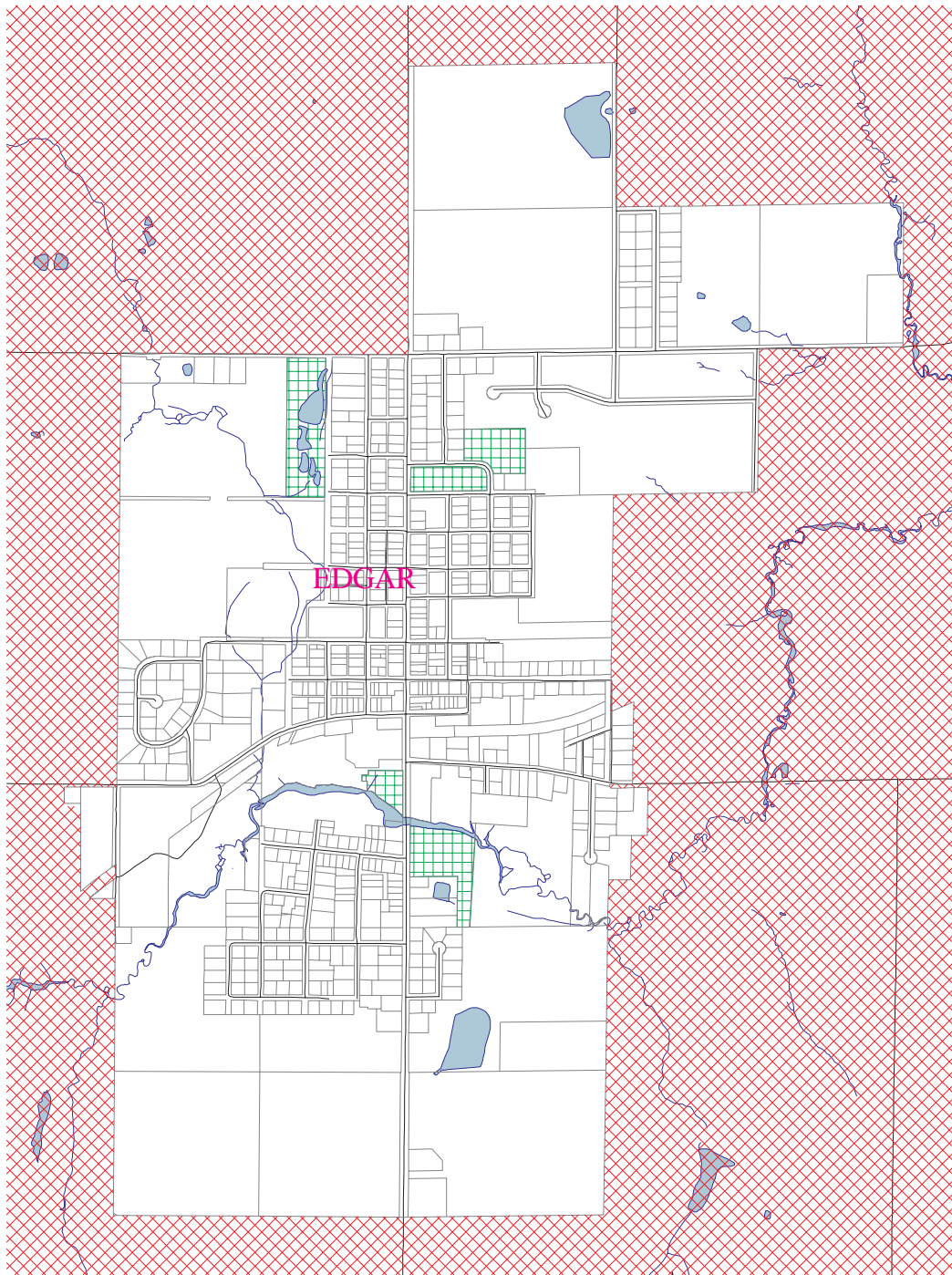


Figure 9-4



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

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

Figure 10-1
Recreation Facilities
EDGAR

Village of Edgar

Comprehensive Plan

Goals, Objectives, Policies & Implementation

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- C. Ordinances and Resolutions for Adoption
- D. Public Participation Plan
- E. Bibliography of Related Studies and Plans
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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 Edgar

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 Edgar 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

20-Year Community Vision Statement

The Village of Edgar will protect and enhance natural and open spaces while allowing for efficient movement throughout the community for both drivers and pedestrians. Edgar will maintain current levels of infrastructure and provide effective services to residents. There will continue to be a range of housing options available and the village will remain a service center for neighboring towns. Communication with neighboring communities will be strong and Edgar will work to grow a diversified tax base.

Goals, Objectives, Policies, Strategies & Actions

This document describes a variety of goals, objectives, policies, strategies and actions the Village has identified to help it respond

to issues and opportunities identified in the *Issues and Conditions* report. Definitions are provided below to clarify the purpose and intent of each category.

Definitions:

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

2. Natural Resources Element

Goal 1: Protect watersheds serving village utilities.

- **Objective: Develop a wellhead protection plan in cooperation with neighboring townships.**
- **Objective: Establish development buffer zones to facilitate wellhead protection plan.**

POLICIES

- The Village of Edgar will discourage development from occurring on or near areas that will impact the Village's water supply.

STRATEGIES / ACTIONS

- Review and update, as appropriate, Village ordinances related to the use and overuse fertilizers in the Village.
- Establish buffer zones to protect the Village's wellheads.
- Work with surrounding Towns to develop a wellhead protection plan.

Goal 2: Protect and enhance current conservancy areas for aesthetic, recreational and open space uses.

- **Objective: Establish the boundaries of the Village's conservancy areas and where conservancy areas continue into townships. Protect these areas on both sides of the border.**
- **Objective: Charge the Edgar Park Commission to coordinate recreational activities on conservancy areas, i.e. walking trails, skiing trails, ATC and snowmobile trails.**
- **Objective: Investigate strategic land purchases and/or landowner agreements to protect public recreational use of conservancy land into the future. Coordinate this activity with the townships.**

POLICIES

- The Village of Edgar supports the expansion of conservancy and recreational areas.

STRATEGIES / ACTIONS

- Work with surrounding Towns to identify conservancy areas that flow between communities.
- Direct the Edgar Park Commission to coordinate recreational activities on conservancy areas.

Village of Edgar

- Investigate strategic land purchases and / or the use of agreements with landowners to protect public recreational uses and conservancy land.
- Coordinate park and conservancy planning with surrounding Towns.
- Develop a long-range parks and open space plan.
- Utilize the parks and open space plan to apply for WDNR grant funds for park enhancements.

3. Land Use Element

Goal 1: Maintain the village as a residential/service center in a larger rural community dedicated to preserving agricultural land use and open space.

- **Objective: Maintain basic village services to the larger Edgar community and preserve a community identity distinct from Wausau metro.**
- **Objective: Participate in regional planning through Marathon County, UW-Extension and the Wausau/Marathon County Chamber of Commerce in the hopes of generating new entrants to farming and make farming more sustainable.**
- **Objective: Coordinate residential housing development in the larger Edgar community with surrounding townships to best meet the goal of preserving open space and agricultural land.**
- **Objective: Develop a conservation with landowners in and adjacent to the village concerning the orderly transition of cropland to residential housing or other development uses. Generate scenarios for future development and growth in and around Edgar.**

POLICIES

- The Village of Edgar will encourage future residential, commercial, and industrial development to locate in the Village, where these developments are easier to provide services to.

STRATEGIES / ACTIONS

- Meet with surrounding Towns to develop a regional strategy to direct growth to the Village of Edgar.
- Discuss the development of a regional tax base sharing program with surrounding Towns, to direct growth to the Village, while ensuring that Town revenues and tax base are not negatively impacted.
- Support the Marathon County incubator farm and mentoring program to connect new farm operators with agricultural operators that wish to sell their land and equipment and retire.
- In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.
- In concert with the County and UW-Extension, develop a visitation program to meet with local agricultural operators and discover how to assist them.
- Develop joint land use plans with the surrounding Towns.

Village of Edgar

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

Table 3-1: Future Land Use, 2005

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	334	35
Multi-Family Residential	Attached residential units with more than one unit per structure	19	2
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	99	10
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, mining	11	1
Cropland	Tilled agriculture, prime farmland	106	11
Utilities	Public easements and facilities used to provide municipal services	18	2
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	79	8
Public/	Schools, churches, cemeteries,	111	11

Quasi-Public	libraries, government buildings, National Guard, utility facilities.		
Park and Recreation	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	1	<1
Woodlands	Privately-owned forested land, including nurseries, paper mill forests, etc.	76	8
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	5	1
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	97	10
Barren Land	Unused open land in wooded areas, along streams, along roadsides	10	1
Total Land Area		966	100

Source: Future Land Use map

As indicated in the table, a majority of the land is projected to be used for single-family residential (35%) within the next 20 years. Past 20 years, there is planned considerable increases in commercial, single-family residential, and multi-family residential mostly north of the Village, west of 3rd Avenue. See Table 3-1a.

Table 3-1a: Future Land Use Past 20 years

Land Cover Category	Description	Acres
Single Family Residential	One family structures, farm residences, mobile homes	187
Multi-Family Residential	Attached residential units with more than one unit per structure	58
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	219

Village of Edgar

Land Needs – Projections of future population and employment growth in Edgar 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, there will be 47 acres needed to accommodate future residential development, and 60 acres are needed for future non-residential development. Potential locations for these land uses are identified on the Future Land Use Map.

Table 3-2: Acreage Projections, 2000-2030

	Estimated Total Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	535	517	499	481	463	445	428
Residential	186	194	202	210	218	226	233
Industrial	6	7	8	9	10	11	12
Commercial	49	58	67	76	85	94	103

Source: determined from NCWRPC and Marathon County projections

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

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is considering a proposed zoning change. The decision to approve a

zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

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

4. Transportation Element

Goal 1: Provide for the affordable, efficient maintenance of village roads.

- **Objective: Continue to plan road construction and maintenance through a PASER evaluation system as part of annual five-year street plans.**
- **Objective: Continue to research and study chipseal, bituminous and sub-base alternatives to determine the most effective way to maintain village streets. Use traffic counts as part of this study.**

POLICIES

- The Village of Edgar will continue to budget for road improvements and maintenance through the PASER and budget process.

STRATEGIES / ACTIONS

- Continue to utilize the PASER evaluation to budget for road maintenance and upgrades.
- Continue to research and study chipseal, bituminous and sub-base alternatives to determine the most effective way to maintain village streets. Use traffic counts as part of this study.

Goal 2: Make the village pedestrian friendly.

- **Objective: Implement village sidewalk guidelines to keep the village accessible to walkers and safeguard pedestrian safety.**

POLICIES

- The Village of Edgar will consider requiring all future developments to install sidewalks to Village standards, to enhance connectivity and pedestrian friendliness in these developments.

STRATEGIES / ACTIONS

- Review and update Village ordinances to ensure that sidewalk installation is required in future developments.
- Develop a sidewalk policy to apply to developed areas, regarding cost sharing, replacement, construction standards, and replacement time frame.

Road Improvements

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

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

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

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

Roads without data available concerning the surface condition should be examined to ensure safe travel along these routes. Roads with a surface rating at or below “Fair” or having no surface rating data also present safety concerns and should be examined for potential resurfacing or reconstruction. The remainder of the roads do not present immediate concerns and will require yearly upkeep to ensure the lifespan of the road and adequate facilities for safe travel.

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

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
		2.19	0.04			
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
1.18	6.02	0.12		2.71		

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
2.02		0.5	2.18	2.64	3.39	1.53

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

5. Utilities Element

Goal 1: Provide efficient water and sewer service to the Village of Edgar.

- **Objective: Continue to search for water-using industries that will share the burden of Village utility costs.**
- **Objective: Begin preliminary planning for eventual construction of an air-stripper needed for radon removal from the Village water supply.**

POLICIES

- The Village of Edgar encourages water-using industries to locate in the Village and make use of the Village water and sewer facilities.

STRATEGIES / ACTIONS

- Identify industries that the Village would like to attract that would use the Village utilities.
- Develop incentives to attract identified industries.
- Begin preliminary planning and budgeting for the installation of an air stripper to remove radon from the Village water supply.

6. Housing Element

Goal 1: Develop a range of housing choices for Edgar and the larger Edgar community.

- **Objective: Identify parcels in the village best suited for new residential subdivisions. Best suited parcels will allow the logical extension of village street grid and utilities.**
- **Objective: Work with developers and public agencies to investigate Planned Unit Developments for possible senior and assisted living housing.**
- **Objective: Investigate alternatives other than mobile homes to provide affordable housing to low and moderate income individuals.**
- **Objective: Coordinate housing program with surrounding townships to best make use of Edgar infrastructure and to preserve productive farmland.**

POLICIES

- The Village of Edgar encourages future development to occur adjacent to existing developed areas, with logical extensions of village utilities and the village grid street system.

- The Village of Edgar will work with developers who are interested in developing senior and assisted living housing, who also wish to use a Planned Unit Development (PUD) format.

STRATEGIES / ACTIONS

- Review and update Village ordinances to require development to be laid out in a grid pattern.
- Investigate alternatives to provide affordable housing to low and moderate income residents.
- Coordinate with the Marathon County Housing Authority to develop affordable housing for low and moderate income residents.
- Coordinate with surrounding Towns to preserve productive farmland and direct housing growth to the Village of Edgar.

7. Cultural Resources Element

Goal 1: Preserve historically significant buildings and sites.

- **Objective: Work with local historians and the Marathon County Historical Society to identify and preserve historic resources.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from development.**

POLICIES

- The Village of Edgar encourages the preservation of local historical resources.

STRATEGIES / ACTIONS

- Work with Marathon County and the State of Wisconsin to identify and preserve existing historic resources.

8. Community Facilities Element

Goal 1: Partner with local and county agencies and private businesses to provide necessary and quality of life services for Edgar residents.

- **Objective: Maintain and enhance cooperative relationships with Edgar Public Schools, Edgar Family Resource Center, Marathon County Public Library, Edgar/Marathon Circle of Joy, Edgar veterans groups, Edgar Lions Club, Edgar Jaycees, Edgar Fire Department, Edgar FFA Alumni, Edgar Women’s Club, other groups and local businesses to provide both basic and quality of life services to the Edgar community.**
- **Objective: Begin a community process to provide greater services to senior citizens, including affordable housing and assisted living.**

- Invite members of local groups, on a regular basis, to meet with the Village Board to provide updates on their activities, and increase cooperation and communication between these entities.
- Meet with local organizations to develop a plan to provide greater services to senior citizens, including affordable housing and assisted living.

POLICIES

- The Village of Edgar will actively support and coordinate with local non-governmental agencies, county organizations, and private businesses, in providing services.

STRATEGIES / ACTIONS

9. Parks Element

Goal 1: Maintain and enhance Edgar's park system.

- **Objective: Have the Edgar Park Commission develop a long-range park plan for the village including possible land acquisition and equipment maintenance and replacement.**

POLICIES

- The Village of Edgar supports the enhancement of the facilities and size of the park system.

STRATEGIES / ACTIONS

- Direct the Edgar Park Commission to develop a long-range park and recreation plan for the Village.
- Budget for the completion of a park and recreation plan.
- Encourage local businesses to donate funds for the creation of a park and recreation plan, as well as future equipment and facilities.
- Utilize the park and recreation plan to apply for WDNR funds to construct park facilities and acquire new park areas.

Goal 2: Pursue development of multi-use trails.

- **Objective: Work with appropriate agencies, such as DNR, Marathon County and Edgar School District and area townships and private landowners to identify possible walking, skiing, ATV and snowmobile trails in Edgar.**
- **Objective: Coordinate trail development with the Edgar Park Commission.**

POLICIES

- The Village of Edgar supports the development of a multi-jurisdictional, multi-use trail.

STRATEGIES / ACTIONS

- Direct the Edgar Parks Commission to coordinate with the appropriate agencies to create a long-term plan for the development of a regional trail system.
- Utilize the park and recreation plan as a means to acquire WDNR funds for the construction of a regional multi-use trail.

Goal 3: Acquire additional sites for future park development.

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- **Objective: Work with appropriate agencies, such as DNR, Marathon County to secure funding for parkland acquisition.**
- **Objective: To proactively pursue acquisition of additional parkland as funding becomes available.**

POLICIES

- The Village will proactively pursue acquisition of additional lands for the purpose of providing recreation and open space for local residents.

STRATEGIES / ACTIONS

- Work with the WDNR to apply for funding to allow for the acquisition of property for park use.
- Utilize a formal evaluation process to identify potential sites and facilities for park development.

10. Economic Development Element

Goal 1: Develop a business park.

- **Objective: Identify a site for a business park.**
- **Objective: Identify future, economically viable industries for the village through consultation with the Wisconsin Department of Commerce, Marathon County Economic Development Corporation (MCDEVCO) and a market study.**
- **Objective: Encourage local industrial businesses to expand by locating in Edgar’s business park.**

POLICIES

- The Village of Edgar will develop a business park.

STRATEGIES / ACTIONS

- Identify a site for a business park.
- Coordinate with MCDEVCO, the Wisconsin Department of Commerce, and other appropriate entities to identify industries that the Village could seek to attract to a newly developing industrial park.
- Develop an incentive policy to attract desired industries to the Village of Edgar.

- Tie any incentive policies to a list of desired businesses.
- Develop a business visitation program to meet with existing local businesses to provide them with any assistance they may need, as well as encourage them to expand and discover their ongoing needs.

Goal 2: Diversify the village’s tax base

- **Objective: Identify future, economically viable commercial businesses for the village through a market study.**
- **Objective: Concentrate new commercial businesses in the central business district (CBD) and/or TIF districts.**
- **Objective: Develop a consensus strategy on revitalizing the Edgar downtown commercial district.**

POLICIES

- The Village of Edgar will direct new commercial developments to the CBD or TIF districts.

STRATEGIES / ACTIONS

- Meet with downtown business owners to develop a vision and consensus for the future of the downtown.

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- Develop an overall redevelopment plan to revitalize infrastructure in the CBD.
- Consider the creation of a Redevelopment Authority (RDA) or Community Development Authority (CDA) to lead redevelopment and community development efforts.
- Work with UW-Extension to conduct a market study to determine what types of businesses would be best suited to the downtown area.

Goal 3: Strengthen the viability of the local agricultural economy.

- **Objective: To work with Marathon County and other agencies to explore regional approaches to aiding the agricultural economy.**
- **Objective: Explore with surrounding town governments approaches to aiding the agricultural economy and preserving farm land.**

POLICIES

- The Village of Edgar supports ongoing efforts to aid the agricultural economy in the region.

STRATEGIES / ACTIONS

- Take an active role in regionally based agricultural forums and programs.

- Encourage agricultural operators in the surrounding Towns to participate in regional programs aimed at improving the agricultural economy.
- In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.
- In concert with the County and UW-Extension, develop a visitation program to meet with local agricultural operators and discover how to assist them in being more successful.

Marathon County Strengths and Weaknesses for Economic Development

Strengths

- Many acres of land zone Exclusive Agriculture, which strengthens the retention of the agricultural industry.
- Ample open space, woodlands, and natural areas, which adds to the small town living environment sought after by existing/future businesses and their employees.
- A strong base economy made up of a variety of businesses including leaders in papermaking, lumber, insurance, and dairy products.
- Strong support for economic development from the community and economic development organizations

Weaknesses

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

11. Intergovernmental Cooperation Element

Goal 1: Pursue a land use policy of agricultural land preservation through joint planning with local townships.

- **Objective: Support the concept of village subdivisions as a superior housing concept than un-serviced rural subdivisions or unrestricted, scattered rural residential development.**
- **Objective: Support the concept of “funneling” residential subdivisions into Edgar to promote village economic development.**
- **Objective: Support town ordinances that promote farmland preservation, i.e. land division ordinances, minimum parcel size.**

POLICIES

- The Village of Edgar supports joint planning with the surrounding Towns.

STRATEGIES / ACTIONS

- Meet with surrounding Towns to develop joint land use plans.

- Utilize the Village’s extraterritorial authority to review developments that are proposed in the extraterritorial area surrounding the Village.
- Meet with surrounding Towns to develop intergovernmental agreements to direct growth to the Village of Edgar.
- Discuss a tax base sharing arrangement with surrounding Towns to ensure that all communities are adequately able to fund the required services, while also preserving agricultural and natural lands.

Goal 2: Pursue orderly development along the STH 29 and CTH H corridor.

- **Objective: Meet with town officials to consider growth scenarios and come up with a long-term development plan.**

POLICIES

- The Village of Edgar supports directing future growth to the STH 29 and CTH H corridor.

STRATEGIES / ACTIONS

- Meet with surrounding Towns to develop a long-range corridor plan for the STH 29 / CTH H corridor

12. Implementation Element

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

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

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the 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, Edgar 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.

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 Edgar 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 Edgar. 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 Edgar 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 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.

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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 Edgar 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 Edgar completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

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

Action Plan

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

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

Priority ranking is defined as follows:

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

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Table 12-2: Implementation Plan Actions

Action	Who is responsible?	Priority
Natural Resources Actions		
Work with surrounding Towns to develop a wellhead protection plan.	Plan Commission	Immediate
Work with surrounding Towns to identify conservancy areas that flow between communities.	Village Board	Immediate
Develop a long-range parks and open space plan.	Edgar Park Commission	Short-Term
Apply for WDNR grant funds for park enhancements.	Village Board	Long-Term
Land Use Actions		
Meet with surrounding Towns to develop a regional growth strategy.	Plan Commission	Short-Term
Discuss the development of a regional tax base sharing program with surrounding Towns.	Village Board	Short-Term
Support the Marathon County incubator farm and mentoring program.	Village Board	Ongoing
Develop joint land use plans with the surrounding Towns.	Plan Commission	Immediate
Transportation Actions		
Continue to utilize the PASER evaluation to budget for road maintenance and upgrades.	Village Board	Ongoing
Continue to research and study chipseal, bituminous and sub-base alternatives to determine the most effective way to maintain village streets. Use traffic counts as part of this study.	Village Board	Short-Term

Develop a sidewalk policy to apply to developed areas.	Village Board Plan Commission	Immediate
Utilities Actions		
Identify industries that the Village would like to attract that would use the Village utilities.	Village Board	Short-Term
Begin preliminary planning and budgeting for the installation of an air stripper to remove radon from the Village water supply.	Village Board	Short-Term
Housing Actions		
Review and update Village ordinances to require development to be laid out in a grid pattern.	Plan Commission	Immediate
Coordinate with the Marathon County Housing Authority to develop affordable housing for low- and moderate-income residents.	Village Board	Short-Term
Coordinate with surrounding Towns to preserve productive farmland and direct housing growth to the Village of Edgar.	Village Board	Immediate
Cultural Resources Actions		
Work with Marathon County and the State of Wisconsin to identify and preserve existing historic resources.	Village Board	Ongoing

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Community Facilities Actions	Who is responsible?	Priority
Increase cooperation and communication between members of local groups and the Village Board.	Village Board	Immediate
Develop a plan to provide greater services to senior citizens, including affordable housing and assisted living.	Village Board	Short-Term
Parks and Recreation Actions	Who is responsible?	Priority
Direct the Edgar Park Commission to develop a long-range park and recreation plan for the Village.	Village Board	Short-Term
Encourage local businesses to donate funds for the creation of a park and recreation plan, as well as future equipment and facilities.	Village Board	Long-Term
Utilize the park and recreation plan to apply for WDNR funds to construct park facilities and acquire new park areas.	Village Board	Long -Term
Economic Development Actions	Who is responsible?	Priority
Identify a site for a business park.	Plan Commission	Immediate
Develop an incentive policy to attract desired industries to the Village of Edgar.	Village Board	Immediate
Coordinate with existing businesses to ensure solvency, address needs.	Village Board	Short-Term
Develop an overall redevelopment plan to revitalize infrastructure in the CBD.	Village Board	Immediate
Consider the creation of a Redevelopment Authority (RDA) or Community Development Authority (CDA) to lead redevelopment and community development efforts.	Village Board	Immediate

In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.	Village Board	Short-Term
Intergovernmental Cooperation Actions	Who is responsible?	Priority
Meet with surrounding Towns to develop joint land use plans.	Plan Commission	Immediate
Utilize the Village’s extraterritorial authority to review developments that are proposed in the extraterritorial area surrounding the Village.	Plan Commission	Short-Term
Meet with surrounding Towns to develop intergovernmental agreements to direct growth to the Village of Edgar.	Village Board	Short-Term
Discuss a tax base sharing arrangement with surrounding Towns.	Village Board	Short-Term
Meet with surrounding Towns to develop a long-range corridor plan for the STH 29 / CTH H corridor	Village Board/ Plan Commission	Mid-Term

Appendix A

State Comprehensive Planning Goals

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

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

Appendix B

Marathon County Guiding Principles

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

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

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

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

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

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

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



VILLAGE OF EDGAR

224 S. Third Avenue
P.O. Box 67
Edgar, Wisconsin 54426
Ph. (715) 352-2891
www.vll.edgar.wi.us



EST. 1898

Village of Edgar

Ordinance 2006-2

An Ordinance to Adopt the Comprehensive Plan of the Village of Edgar, Wisconsin.

The Village Board of the Village of Edgar, Marathon County Wisconsin do ordain as follows:

SECTION 1. CONDITIONS OF ADOPTION.

Pursuant to section 60.22(3) of the Wisconsin Statutes, the Village of Edgar, 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.

The Village Board of the Village of Edgar, 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.

The plan commission of the Village of Edgar, 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 Edgar," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

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.

The Village Board of the Village of Edgar, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the Village of Edgar," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION II. SEVERABILITY.

If any provision of this Ordinance is invalid or unconstitutional or if the application of this Ordinance to any person or circumstance is invalid or unconstitutional, such invalidity to unconstitutionality shall not affect the other provision or applications of this ordinance that can be given effect without the invalid or unconstitutional provision or application.

SECTION III. EFFECTIVE DATE.

This ordinance shall take effect upon passage as provided by law.

APPROVED AND ADOPTED this 13th day of March, 2006.

PUBLISHED: ~~March 29th~~, 2006

April 26th

VILLAGE OF EDGAR, WISCONSIN

Richard Guenther
Richard Guenther Date
Village President

Dennis M. Weix
Dennis M. Weix Date
Village Administrator



PUBLIC PARTICIPATION PLAN

FOR THE

MARATHON COUNTY

COMPREHENSIVE PLAN PROCESS

Village of Edgar

March 10, 2003

PREPARED BY

Village of Edgar

**PUBLIC PARTICIPATION PLAN
FOR THE
MARATHON COUNTY
COMPREHENSIVE PLAN PROCESS
Village of Edgar**

Prepared for:

**The Village Board,
Plan Commission and Residents**

The Edgar Village Board

Village President Richard Guenther, Village Trustees Michael Bergs, Donald Behnke,
Thomas Fahey, George Fergot, Timothy Karlen and Allen Huebsch,

Village of Edgar Plan Commission

Dennis Myszka, James Warosh, Deb Steinke, George Fergot, Richard Guenther, Joe Heil,
Peter Weinschenk, Rick Mueller and Michael Bergs

- ! All persons attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate, may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator or chair if the need arises.
- ! All attendees will be encouraged to sign in using a provided sign in sheet.
- ! Proceeding of meetings and hearings will be recorded by the Village Clerk.
- ! Summaries or minutes of meetings or hearings will be made available as soon as possible following the meeting or hearing through mailings or via the Village of Edgar website at vil.edgar.wi.us
- ! Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

Opportunity for Written Comments

Detailed comments can most often be better expressed through written format. To encourage the citizens of the Village of Edgar to express written comment throughout the planning process, the following steps will be taken:

- ! All meeting and hearing notices will include the name, address and email address (if applicable) of a person(s) to whom written comments should be sent, along with any deadlines for submitting comments.
- ! At public meetings or hearings, the facilitator or chair will clearly announce any deadline for submitting written comments, if such comments are allowed subsequent to the meeting or hearing.
- ! Persons speaking or testifying will be encouraged to concisely express their comments and provide specific details in written format.
- ! The Marathon County Internet website <http://www.co.marathon.wi.us/> and the Village of Edgar website will also provide residents with the opportunity to E-mail comments. Any comments received through the Marathon County Internet website will be forwarded to the main comprehensive planning contact for the Village of Edgar by Marathon County Planning staff.

Consideration of and Response to Public Comments

The various methods for involving the public and soliciting public opinions and comments during the Village of Edgar Comprehensive Plan Process are defined herein. These methods represent the initial steps for bringing public comment into the decision-making process. The following steps will be taken to ensure that public recommendations and comments are taken into consideration by the decision-makers when developing the Village of Edgar Comprehensive Plan:

- ! Time will be reserved subsequent to the close of a meeting, hearing or comment deadline and prior to the actual decision or recommendation being made to ensure that decision-makers can adequately review all relevant materials or comments.

PUBLIC PARTICIPATION GUIDELINES

General

The main goals of the Public Participation Plan are to make all the citizens of the Village of Edgar aware of the progress of the Countywide Comprehensive Planning Process occurring in the County and the Village of Edgar and to offer the public opportunities to make suggestions or comments during the process. To reach these goals, the Village of Edgar has adopted the following plan to encourage public participation through the remainder of the planning process. Taken individually, the activities described in this plan are not expected to reach and inform each and every resident of the Village of Edgar. Collectively, however, the plan activities are designed to effectively and efficiently provide a broad-based dissemination of information and maximize the opportunity for citizen involvement and comment.

The majority of the public participation activities will center around public information, education, and input, and will occur at the Comprehensive Plan Sub-area Planning Group (Map 1) or municipality level through a series of public meetings. Public meetings, workshops and open houses, provide opportunities for the public to openly discuss comprehensive planning issues with local decision-makers, County Staff and the hired planning consultant. A formal public hearing will also be conducted as part of the plan adoption process to allow public testimony to be made regarding the Village of Edgar Comprehensive Plan. During the Village of Edgar Comprehensive Plan Process, every effort will be made to ensure that public meetings are held at one or more public locations central and convenient to all citizens of the Village of Edgar. Other public participation activities will be explored to inform and receive input from residents that may not be able to attend these public meetings and hearings.

Provisions for Open Discussion

The Village of Edgar will ensure that public meetings allow for an open discussion of the relevant issues at hand and that public hearings allow for appropriate testimony. When public meetings or hearings are conducted, the Village of Edgar will make every effort to ensure those who choose to participate in the planning process have the opportunity to actually have their opinions heard. To accomplish this, the following actions will be implemented:

- ! An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.
- ! The scheduled date, time, and place will be convenient to encourage maximum participation by Village of Edgar residents.
- ! A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues or provide testimony.
- ! The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input and describe how the public input will be used.
- ! As appropriate, an overview of documents or proposals to be considered will be discussed.

DOCUMENTATION OF IMPLEMENTATION

As part of the documentation necessary to satisfy the requirements of the "Smart Growth" Legislation as it relates to public participation, the Village of Edgar will maintain a chronology of meetings, presentations, notices, exhibits, and similar public outreach efforts made at the Village of Edgar level. The County Planning Department is responsible for documenting and maintaining a chronology of meetings, presentations, notices, exhibits, and similar public outreach efforts made at the County and Sub-Area Planning Group levels. A chronology of Village of Edgar public participation activities to date is attached.

PAST PUBLIC PARTICIPATION EFFORTS

- ! February 5, 2001 Village of Edgar Planning Commission Survey

CONTACT INFORMATION FOR THE Village of Edgar

The Village Board of the Village of Edgar

Richard Guenther, Village President, 611 Madge Street, Edgar, WI 54426 (715) 352-2488
Michael Bergs, 425 North First Avenue, Edgar, WI 54426 (715) 352-2276
Donald Behnke, 112 Eddy Road, Unit #10, Edgar, WI 54426 (715) 352-2616
Thomas Fahey, 621 Madge Street, Edgar, WI 54426 (715) 352-2934
George Fergot, 119 South Fourth Avenue, P. O. Box 193, Edgar, WI 54426 (715) 352-2043
Timothy Karlen, 120 South Fourth Avenue, P. O. Box 284, Edgar, WI 54426 (715) 352-2285
Allen Huebsch, 211 Eighth Avenue, Edgar, WI 54426 (715) 352-3220

Village of Edgar Planning Commission

Dennis Myszka, 148 Eddy Road, Edgar, WI 54426 (715) 352-2737
James Warosh, 603 West Redwood Street, Edgar, WI 54426 (715) 352-3112
Deb Steinke, 716 West Street, Edgar, WI 54426 (715) 352-3161
George Fergot, 119 South Fourth Avenue, P. O. Box 193, Edgar, WI 54426 (715) 352-2043
Richard Guenther, 611 Madge Street, Edgar, WI 54426 (715) 352-2488
Joe Heil, 1051 South Third Avenue, Edgar, WI 54426 (715) 352-7005
Peter Weinschenk, 625 North Fourth Avenue, Edgar, WI 54426 (715) 352-3240
Rick Mueller, 610 West Chesak Avenue, Edgar, WI 54426 (715) 352-2704
Michael Bergs, 425 North First Avenue, Edgar, WI 54426 (715) 352-2276

The Village of Edgar Web Site Address is: <http://www.vil.edgar.wi.us>

The Village of Edgar e-mail Address is: viledgar@dwave.net

INTRODUCTION

Recognizing that the Village of Edgar Comprehensive Plan must reflect the people it serves, the Village of Edgar intends to encourage citizen input throughout the development of the Village of Edgar Comprehensive Plan through the multi-jurisdictional Marathon County Comprehensive Planning Process, a county-wide cooperative effort between the County and 56 other municipalities to create individual "Smart Growth" compliant comprehensive plans. The public participation procedures required by the state statutes, must provide for a broad dissemination of proposals and alternatives, public meetings after effective notice, opportunity for written comments, communication programs, information services, provisions for open discussion and consideration of and response to public comments. These procedures are required in addition to the minimum public notifications required by law.

The Village of Edgar's Public Participation Plan forms the basic framework for achieving an interactive dialogue between local decision makers, County Staff, the planning consultant and the residents of the Village of Edgar. This report outlines the public participation strategy for the development, evaluation and eventual adoption of the Village of Edgar Comprehensive Plan. The Public Participation Plan documents the strategy for soliciting public review and input for the development of the Village of Edgar Comprehensive Plan. The creation of the Public Participation Plan is the first step in meeting the requirements of Wisconsin's Comprehensive Planning and "Smart Growth" Legislation (1999 Wisconsin Act 9 and AB 872 Technical Changes). This Public Participation Plan will apply throughout the local planning process, leading to the adoption of the Village of Edgar Comprehensive Plan.

Prepared by:

The Village of Edgar

With Assistance by:

Marathon County Planning Department
and
Marathon County UW-Extension

MARATHON COUNTY COMPREHENSIVE PLAN SUB-AREA PLANNING GROUPS

HIGHWAY 51 PLANNING GROUP

VILLAGE OF BROKAW
CITY OF WAUSAU
VILLAGE OF WESTON
VILLAGE OF ROTHSCHILD
CITY OF MOSINEE
TOWN OF STETTIN

TOWN OF RIB MOUNTAIN
TOWN OF BERLIN
TOWN OF TEXAS
TOWN OF MAINE
TOWN OF WAUSAU
TOWN OF WESTON
CITY OF SCHOFIELD

SOUTH-CENTRAL PLANNING GROUP

VILLAGE OF EDGAR
VILLAGE OF MARATHON CITY
VILLAGE OF FENWOOD
TOWN OF MARATHON
TOWN OF EMMET

TOWN OF CASSEL
TOWN OF WIEN
TOWN OF KNOWLTON
TOWN OF GREEN VALLEY
TOWN OF MOSINEE
TOWN OF BERGEN

NORTH-WESTERN MUNICIPALITIES PLANNING GROUP

VILLAGE OF ATHENS
TOWN OF HOLTON
TOWN OF JOHNSON
TOWN OF RIETBROCK
TOWN OF HULL

TOWN OF BERN
TOWN OF HALSEY
TOWN OF HAMBURG
TOWN OF FRANKFORT
TOWN OF RIB FALLS

SOUTH-WESTERN MUNICIPALITIES PLANNING GROUP

VILLAGE OF UNITY
VILLAGE OF SPENCER
VILLAGE OF STRATFORD
TOWN OF MC MILLAN
TOWN OF DAY

TOWN OF BRIGHTON
TOWN OF EAU PLEINE
TOWN OF CLEVELAND
TOWN OF SPENCER

- ! Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- ! The record (written comments or testimony, tape recordings, or transcripts) of hearings and meetings will be compiled by the Village of Edgar Clerk or a Plan Commission member and made available to decision-makers for their review and consideration prior to a recommendation or decision being made.
- ! Substantive comments pertaining to studies, analyses, or reports, along with appropriate responses, will be included in the published documents itself.
- ! Relevant comments or testimony will be addressed through the findings-of-fact portion of the decision-maker's written decision or recommendation.

PUBLIC PARTICIPATION PLAN

Public Meetings and Workshops

The SOUTH-CENTRAL PLANNING GROUP *Comprehensive Plan Sub-area Planning Groups Meetings & Workshops*

Participating Municipalities of the County have been broken into smaller Sub-area Planning Groups (Map 1) which will hold public meetings and workshops to assimilate information collected at the municipal level about the sub-area and relevant to the Nine Elements of a Comprehensive Plan as currently defined by the State. These sub-area planning groups will be composed of at least two plan commission members from each participating municipality, however, these meetings are open to the public and all plan commission members are encouraged to attend. It is preferred that one of these members also serves as the contact person to the County throughout the Countywide Comprehensive Plan Process. This contact person will attend any informational meetings held by the County throughout the comprehensive planning process and will also be responsible for bringing any information collected at the County Informational Meetings and Sub-Area Planning Group Meetings back to their municipality public meetings and municipal plan commission meetings. The Village of Edgar is a member of the **SOUTH-CENTRAL PLANNING GROUP** Comprehensive Planning Group Sub-Area (map 1).

Village of Edgar Public Meetings and Plan Commission Meetings

The majority of opportunities for citizen participation will be provided at the municipal level. Through Village of Edgar public meetings and plan commission meetings, residents will be able to become an instrumental part of their community's planning process. By participating in meetings and workshops, citizens can aid their elected officials and plan commission members in creating a vision statement for their community's comprehensive plan. Interested citizens can also become involved in the planning process as members of their community's plan commission. Plans created at the municipal level will be used as building blocks to build the County Development Plan.

Meeting/Hearing Notices

Official meeting notices will be prepared for any public meetings or hearings conducted pertaining to the Village of Edgar Comprehensive Plan Process. All public hearings held by the Village of Edgar Plan Commission must comply with applicable notice requirements of the Wisconsin Open Meetings Law, statutes governing procedures for plan commissions, Department of Natural Resources rules for shoreland, shoreland wetland and floodplain zoning matters, and any other notice requirements imposed by local ordinance or bylaws. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met. The Village of Edgar Clerk will place meeting notices in appropriate newspapers, based on the location of the public meeting or hearing. In all cases, notices will be placed in the Village of Edgar official paper, currently the Record Review, for each Village of Edgar organized meeting. Marathon County Planning Staff will place notices for Sub-Area Planning Group meetings and notices of countywide importance in the Wausau Daily Herald, Record Review and Marshfield News Herald. It is recommended that any meeting notices be published at least one week prior to the meeting. All meeting or public hearing notices conducted by the County will also be posted on the Marathon County Web Internet Site. <http://www.co.marathon.wi.us/>.

The following information should be included in any notice:

- Name of the governmental body that will meet.
- Date, time and location of the hearing.
- Name of the applicant, appellant or petitioner.
- Location of land involved.
- General description of the proposal, application or petition.
- Subject matter, statutory authority (recommended) and notice of any anticipated closed session and any intent to reconvene in open session within 12 hours after completion of a closed session (§ 19.85(2), Wisconsin Statutes).
- Notice that interested persons may present testimony regarding matters on the agenda at the meeting/hearing or in writing to the board prior to a deadline.
- Contact information for further information about the proposal or application.

The Village of Edgar must place a Class 1 notice at least 30 days prior to a hearing for comprehensive plan adoption or amendments (§ 985.07 and 985.01(1), Wisconsin Statutes). A Class 1 notice is one (1) newspaper publication at least one week before the act or event (§ 985.07 and 985.01(1), Wisconsin Statutes). Public hearings held by the Village of Edgar Plan Commission regarding ordinance adoption or amendment require a Class 2 notice according to state statutes. A Class 2 notice consists of two newspaper publications, at least once each week for consecutive weeks, the last at least one week before the act or event (§ 985.07 and 985.01(1), Wisconsin Statutes). Newspaper publications must be in the Village of Edgar official newspaper or, if no official newspaper is designated, in a newspaper likely to give notice in the affected area (§ 985.03 and 985.05, Wisconsin Statutes). Notice of any proposed ordinance amendments within three miles of an airport must also be sent to the owner or operator of the airport (§ 59.69(5)(e)5m, 62.23(7)(d)2 and 62.23(6)(am), Wisconsin Statutes).

- Location of land involved.
- General description of the proposal, application or petition.
- Subject matter, statutory authority (recommended) and notice of any anticipated closed session and any intent to reconvene in open session within 12 hours after completion of a closed session (§ 19.85(2), Wisconsin Statutes).
- Notice that interested persons may present testimony regarding matters on the agenda at the meeting/hearing or in writing to the board prior to a deadline.
- Contact information for further information about the proposal or application.

Village of Edgar Comprehensive Plan Adoption Process

The Village of Edgar will follow the procedures for adopting the comprehensive plan as listed in § 66.1001, Wisconsin Statutes (Comprehensive planning). The first step in the adoption process is being met by the adoption of this document which details written procedures that are designed to foster public participation throughout the Village of Edgar's local Plan Process and Countywide Comprehensive Plan Process.

Hard copies will be made available to the public for the cost of reproduction through the Marathon County Planning Department, 210 River Drive, Wausau, WI 54403, (715) 261-6040 during normal business hours.

Meeting and hearing notices will state the availability and location of documents.

Athens Branch Library	221 Caroline Street, Athens, WI
Edgar Branch Library	224 S. 3 rd Avenue, Edgar, WI
Marathon Branch Library	704 3 rd Street, Marathon, WI
Mosinee Branch - Joseph Dessert Library	123 Main Street, Mosinee, WI
Rothschild Area Branch Library	211 Grand Avenue, Rothschild, WI
Spencer Branch Library	105 Park Street, Spencer, WI
Stratford Branch Library	400 N. 4 th Avenue, Stratford, WI
Wausau Headquarters Library	300 N. First Street, Wausau, WI

Public Hearings

Once the Final Draft Village of Edgar Comprehensive Plan is complete, the Village of Edgar will conduct a public hearing/s to receive public comment on the proposed Plan. As plan development progresses, a schedule for these meetings will be prepared.

Hearing Notices

The Village of Edgar will place legal notices of any hearing held in the municipality's official paper, currently the Record Review, if no official newspaper is designated, in a newspaper likely to give notice in the affected area (§ 985.03 and 985.05, Wisconsin Statutes). Notice of any proposed ordinance amendments within three miles of an airport must also be sent to the owner or operator of the airport (§ 59.69(5)(e)5m, 62.23(7)(d)2 and 62.23(6)(am), Wisconsin Statutes). Hearing notices will be published as required by state law and Village of Edgar policy.

The Village of Edgar must place a Class 1 notice at least 30 days prior to a hearing for comprehensive plan adoption or amendments (§ 985.07 and 985.01(1), Wisconsin Statutes). A Class 1 notice is one (1) newspaper publication at least one week before the act or event (§ 985.07 and 985.01(1), Wisconsin Statutes).

The following information should be included in any notice:

- Name of the governmental body that will meet.
- Date, time and location of the hearing.
- Name of the applicant, appellant or petitioner.

Newsletter Mailings

Village of Edgar Comprehensive Planning Internet Web Page

Marathon County's current homepage (<http://www.co.marathon.wi.us/>) has been supplemented with a link under the information button to a page regarding Comprehensive Planning efforts in Marathon County <http://www.co.marathon.wi.us/infosubtop.asp?dep=27&tid=1>. The Comprehensive Planning web page will include topics related to Wisconsin's "Smart Growth Initiative," the Countywide Comprehensive Plan Process, a list of participating municipalities, drafts of plan elements, meeting and hearing agenda's and minutes, a list of contacts, and will also include an E-mail address so that viewers can submit comments or place their name on a mailing list to receive further information. The Marathon County Planning Department has developed this web page and will perform periodic updates to keep the web page current. Ultimately, the Marathon County Development Plan and individual participating Municipalities Comprehensive Plans could be placed on the web page. As plan documents and maps are developed for the Plans, they may also be placed on the Web Page.

Community Displays

Planning Document Dissemination

Documents such as reports, plans, technical memoranda or environmental reviews that contain or describe proposed plans, policies, maps, or regulations will be made available for public review. Such documents will be made available at least 10 (ten) calendar days prior to any public meeting or hearing scheduled for their discussion or a decision.

Documents may be disseminated as follows:

- ! Digital versions may be posted on the Marathon County Comprehensive Planning website. <http://www.co.marathon.wi.us/infosubtop.asp?dep=27&tid=1>
- ! Hard copies will be delivered to the Marathon County Library-Wausau Headquarters and will be available through inter-library loan through the branch libraries located throughout the County listed below.
- ! Hard copies will be delivered to each Municipality's chief elected official and/or key staff. An additional copy will also be delivered for placement at Village of Edgar Village Offices for citizen review.
- ! Hard copies will also be available for review at the Marathon County Planning Department, 210 River Drive, Wausau WI 54403 during normal business hours.

**Village of Edgar
PUBLIC PARTICIPATION PLAN
FOR THE
Village of Edgar COMPREHENSIVE PLAN PROCESS
COMMENT SHEET**

Village of Edgar local governing body and members of its Plan Commission are interested in your thoughts on any aspects of the Public Participation Plan for the Village of Edgar Comprehensive Plan. Please submit your comments to:

Dennis M. Weix, Village Administrator
Village of Edgar
P. O. Box 67
Edgar, WI 54426
Phone: 715-352-2891
Fax: 715-352-2964
viledgar@dwave.net

Your input is appreciated and will allow the Village of Edgar Comprehensive Plan and the Marathon County Development Plan to better serve the people it represents. Feel free to attach additional sheets if needed.

NAME:

AGENCY:

ADDRESS:

PHONE NUMBER:

E-MAIL ADDRESS:

COMMENTS:

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

Natural Resources

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

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

Land Use

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

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

Transportation

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

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

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

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

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

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

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

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

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

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

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

4. Federal Highway Administration:

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

Utilities

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

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

Parks and Recreation

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

Economic Development

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

Appendix F: Guidelines for Paving Gravel Roads¹

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

Traffic Demand

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

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

Maintenance Considerations

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

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

Base and Drainage Needs

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

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

Safety and Design Considerations

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

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

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

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

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

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

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

Costs

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

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

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

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

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

Public Opinion

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

Staged Construction

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

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

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

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

Summary

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

Appendix G: Economic Development Programs

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

Federal Programs

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

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

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

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

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

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

Wisconsin State Programs

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

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

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

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

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

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

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

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

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

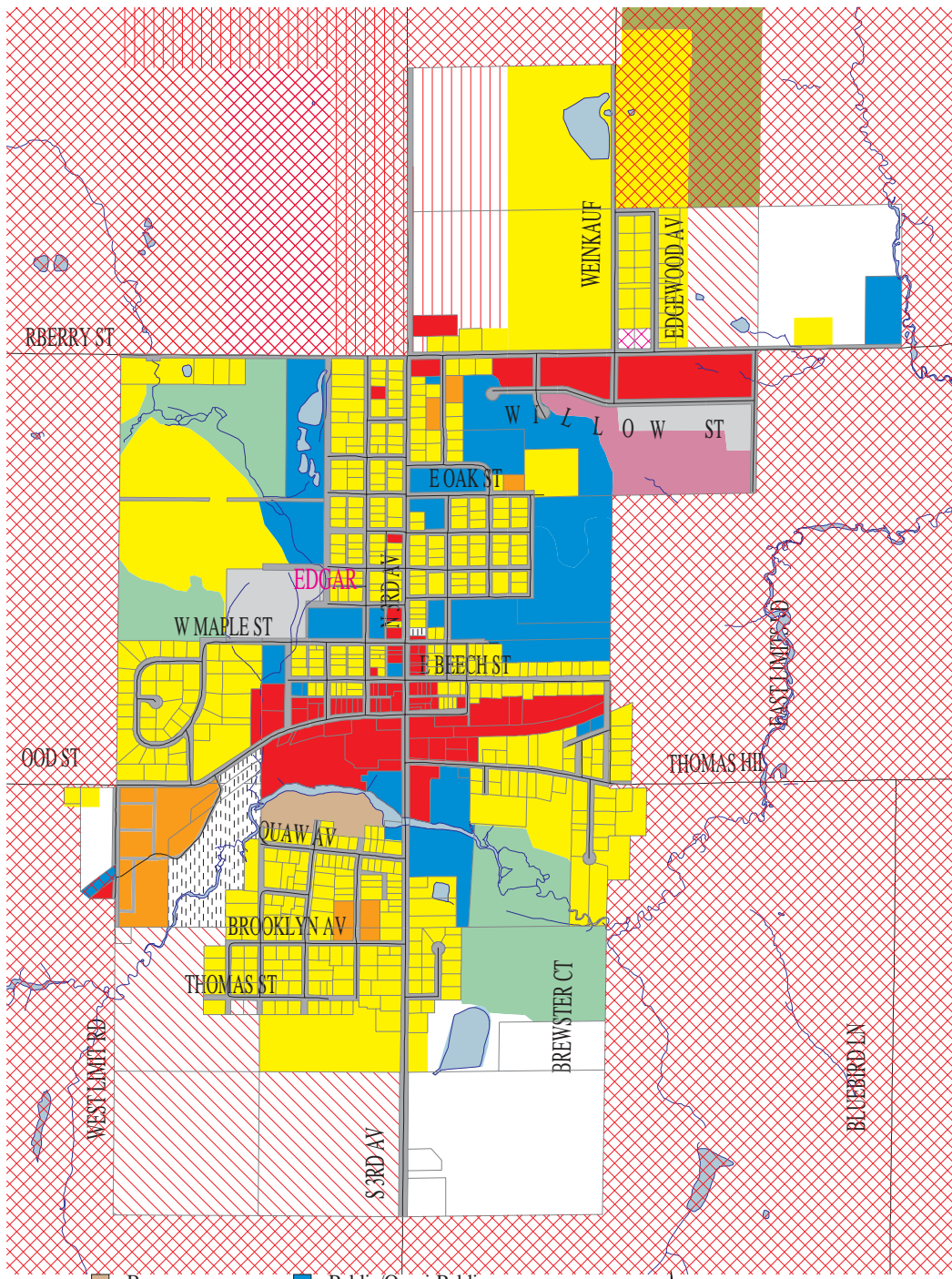
Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

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

County, Regional, and Local Programs

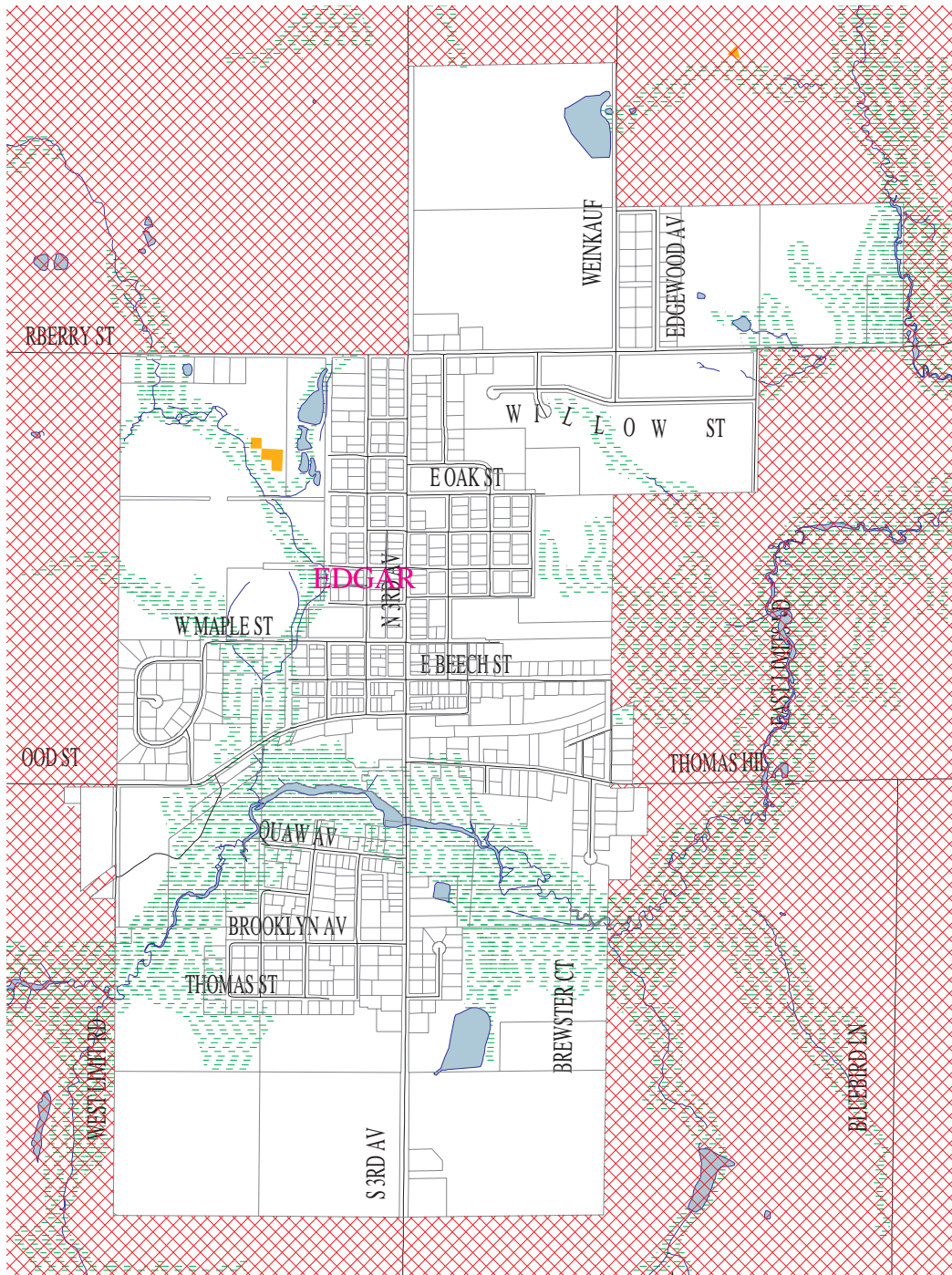
The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:




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



- | | | | |
|-----------------------------|----------------------|-------------------|---------------------|
| Single Family Residential | Commercial | Barren | Public/Quasi-Public |
| 20+ Years Single Family Res | 20+ Years Commercial | Crop Land | Recreational |
| Multi-Family Residential | Industrial | Other Agriculture | Transportation |
| 20+ Years Multi-Residential | Utilities | Forest Land | Water |
- Indicates other Municipality
 Map Developed by Marathon County CPZ & GIS 2005

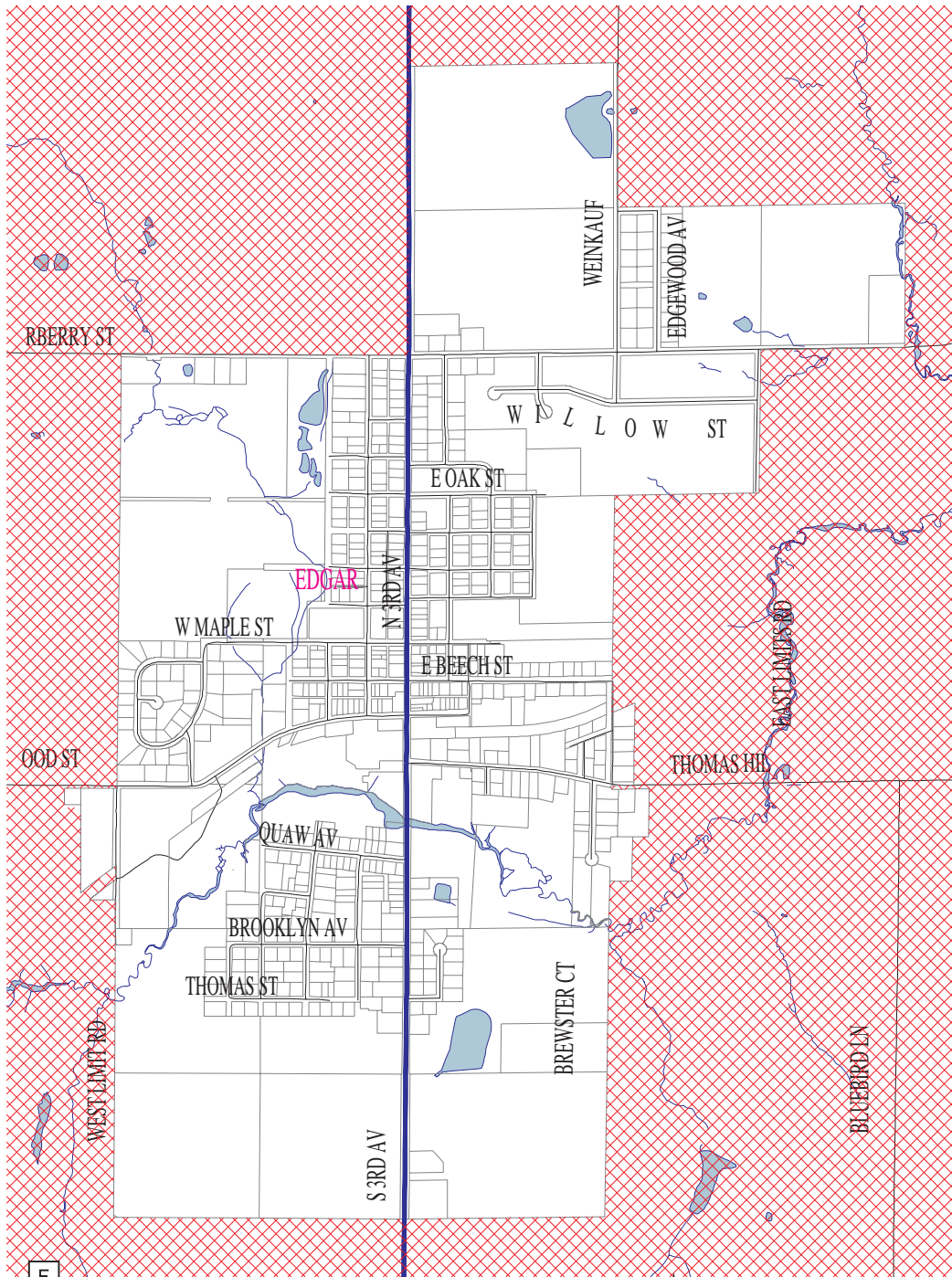
Figure 3-1
 Future Land Use
 EDGAR



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

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

Figure 3-2
 Development Constraints
 EDGAR

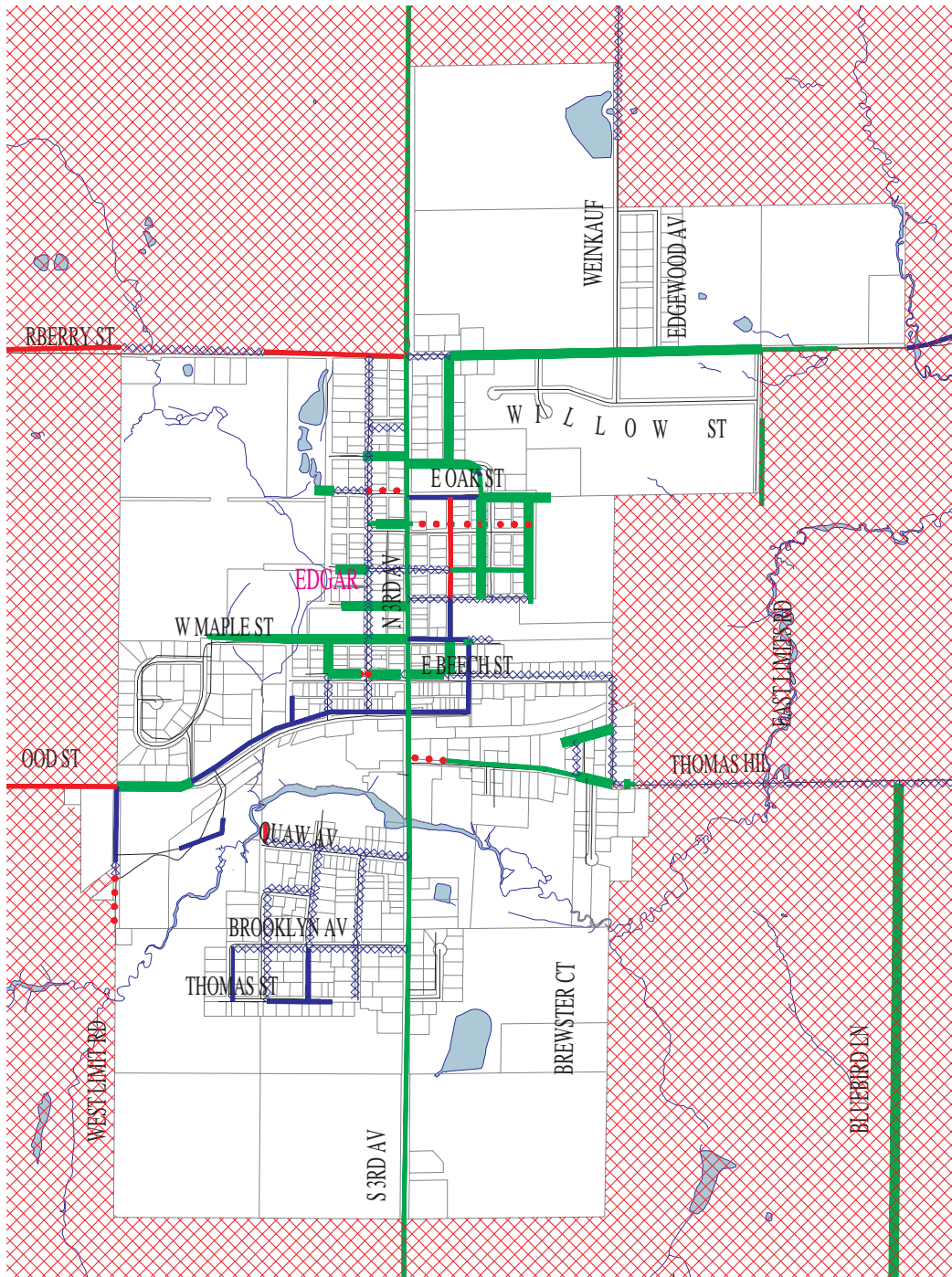


- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

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

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

Figure 4-1
Functional Classification of Roads
EDGAR



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

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

Figure 4-2
 Road Surface Rating
 EDGAR

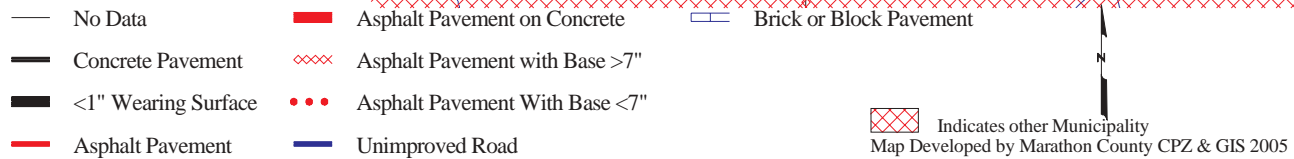
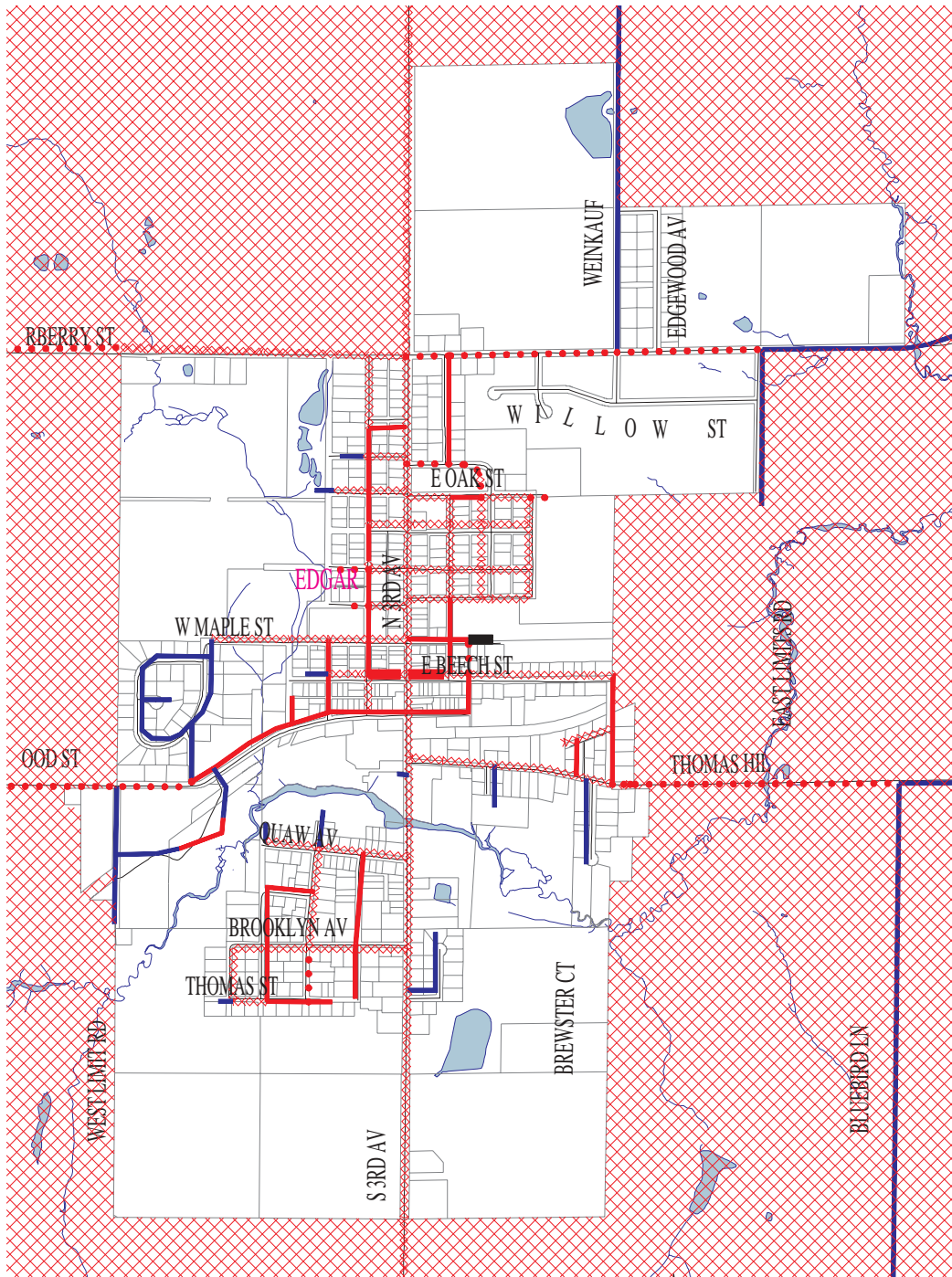


Figure 4-3
 Road Surface Types
 EDGAR