

TOWN OF WAUSAU

COMPREHENSIVE PLAN

2006

Town of Wausau Town Board

Marathon County Conservation, Planning & Zoning
Department

URS, Inc.
MSA

January 2006

Town of Wausau

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).

BMPs—Best Management Practices

CCR&R—Child Care Resource and Referral Network

CDBG—Community Development Block Grant

CES—Cropland Evaluation System (Marathon County)

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

CRP—Conservation Reserve Program

CTH—County Trunk Highway

CWA—Central Wisconsin Airport

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

DWD—Department of Workforce Development

EMS—Emergency Medical Services

EMT—Emergency Medical Technician

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

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)

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

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

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

WPS—Wisconsin Public Service Corporation

1. Introduction and Summary

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

- The Town of Wausau is located adjacent to and immediately east of the City of Wausau. Population growth over the past 30 years has been fairly slow, increasing only 6 percent. However, some growth may have been offset by a loss of population through annexation.
- Much of the Town east of 41st Street retains a very rural character. Denser, mostly residential development is generally located west of 41st Street.
- Development of the new Wausau East high school near STH 52 and North 25th Street is anticipated to generate demand for new development. Likewise, the proposed expansion of CTH X to create an “east bypass” arterial is also anticipated to increase demand for development adjacent to that corridor.
- The Town has its own zoning, which is currently in the process of being updated.
- Town roads are generally in good repair and about half of the local roads are paved. With new residential development, demand to pave more local roads has increased.
- All development in the Town uses private septic systems and wells. The nearest wastewater treatment system is located in the City of Wausau and obtaining public sewer and water is a primary factor prompting annexation.
- Housing in the Town consists primarily of owner-occupied, single family residences. However, between 1990 and 2000 the number of multi-family units doubled and rental units increased by 33 percent.
- There are currently no local parks in the Town. However, the *Town of Wausau Master Plan (May 2000)* recommended taking steps to require parks in new subdivisions.
- As the number of active farms declines, the influence of agriculture on the Town’s economy has also declined. In the future the agricultural economy is predicted to continue to decline in the Town, as well as the County and State.
- The Town's primary intergovernmental concern is annexation. The Town does not currently have a formal or cooperative working relationship with the City of Wausau in this regard.

2. Demographics

This analysis is intended to describe the existing demographics of the Town of Wausau and identify the major demographic trends impacting the Town over the next few decades. . Data for both Marathon County and the State of Wisconsin are also listed, where available, for comparison.

Population and Households

Historical Trends

Over the past 30 years, the population of the Town of Wausau has increased by 6 percent. As shown on Table 2-1, this was significantly less than the percent increase experienced by Marathon County (29%) and the State (21%). Similarly, during the last decade, the rate of population increase in the Town (4%) was less than that for both the County (9%) and the State (10%). It is likely that some growth in the Town has been offset by loss of population through annexations.

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 27 percent, which reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers.

Table 2-1: Demographic Change, 1970-2000

	1970	1980	1990	2000	% change 1970 to 2000	% change 1990 to 2000
Total Population						
T. Wausau	2,088	2,215	2,133	2,214	+6%	+4%
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						
T. Wausau	546	672	708	796	+46%	+12%
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						
T. Wausau	3.82	3.30	3.01	2.77	-27%	-8%
County	3.27	2.90	2.75	2.60	-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 a 10 percent increase in the State and 8.7 percent in the U.S. The most recent estimates (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.

As shown in Table 2-2, the largest age groups in the Town include those between 25-54 years old, with the median age being 40.5 years. The distribution of population across age groups in the Town is similar to that of the County and State, despite the Town’s higher median age.

Table 2-2: Population by Age Group, 2000

Age Group	Percent of Population		
	Wausau	County	State
Under 5 years	3.9	6.4	6.4
5 to 9 years	6.2	7.5	7.1
10 to 14 years	8.9	8.0	7.5
15 to 19 years	8.3	7.7	7.6
20 to 24 years	4.3	5.4	6.7
25 to 34 years	10.3	13.0	13.2
35 to 44 years	17.2	16.5	16.3
45 to 54 years	18.0	13.9	13.7
55 to 59 years	6.6	4.8	4.7
60 to 64 years	4.4	3.8	3.8
65 to 74 years	7.8	6.4	6.6
75 to 84 years	3.3	4.8	4.7
85 years and over	0.9	1.7	1.8
Median Age	40.5	36.3	36.0

Source: Wisconsin Department of Administration, 2000

Population Forecasts

Population projections were completed in 5-year increments between 2000 and 2030. Projections in Table 2-3 were computed by the North Central Wisconsin Regional Planning Commission (NCWRPC) and are based on a historical growth rate between 1980 and 2000.

Assuming a moderate rate of growth, population is estimated to increase by 310 or 14 percent between 2000 and 2030. This is slightly higher than the County increase of 13 percent. The estimates suggest an overall increase in population by 2030 between 9 percent if a lower growth rate occurs and 19 percent if a higher growth rate occurs. It should also be noted that the growth rate is based strictly on historical trends, and does not

take into account potential loss of population due to annexations.

Table 2-3: Population Projections, 2000-2030

	Total Population by Year						
	2000	2005	2010	2015	2020	2025	2030
Town of Wausau	2,214	2,266	2,317	2,369	2,421	2,472	2,524
County	125,834	128,632	131,430	134,217	137,022	139,820	142,618

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 2003

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

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

Table 2-3a: WDOA Population Projections, 2000-2030

Total Population by Year								
	2000	2005	2010	2015	2020	2025	2030	% change
Town of Wausau	2,214	2,252	2,337	2,423	2,512	2,599	2,654	+20%
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

Household Forecasts

Like population, household projections were completed in 5-year increments between 2000 and 2030. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. As shown on Table 2-1, the average persons-per-household was estimated to be 2.77. Persons-per-household for the County was calculated to be 2.59 based on the average persons-per-household for all five planning sub-areas.

The projections shown in Table 2-4 assume a moderate rate of growth and the number of households is estimated to increase by 112, or 14 percent between 2000 and 2030. This is slightly higher than the County increase of 13 percent.

Table 2-4: Household Projections, 2000-2030

Total Households by Year								
	2000	2005	2010	2015	2020	2025	2030	% change
Town of Wausau	799	818	836	855	874	892	911	+14
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, 2003

Like the population projection, the DOA 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 2-4a includes household projections completed by the WDOA.

Table 2-4a: WDOA Household Projections, 2000-2030

Total Households by Year								
	2000	2005	2010	2015	2020	2025	2030	% change
Town of Wausau	796	823	874	924	971	1,015	1,044	+31%
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 data, 83.6 percent of Town residents have a high school education or higher (see Table 2-5). This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Town, 16.9 percent of residents have a bachelor’s degree or higher. This is slightly lower than the number of persons with a bachelor’s degree or higher in the

County and State with 18.3 percent and 22.4 percent respectively.

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

Educational Attainment	Wausau		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	100	6.5	8.2	5.4
9th to 12th Grade, No Diploma	152	9.9	8.0	9.6
High School Graduate	617	40.2	38.0	34.6
Some College, No Degree	254	16.6	18.3	20.6
Associates Degree	151	9.8	9.2	7.5
Bachelor's Degree	168	11.0	12.6	15.3
Graduate or Professional Degree	92	6.0	5.7	7.2
Percent high school graduate or higher		83.6	83.8	85.1
Percent bachelor's degree or higher		16.9	18.3	22.4

Source: Wisconsin Department of Administration, 2000

Median household income for Town of Wausau residents was \$51,071 in 2000. This compares higher than both Marathon County with a median of \$45,165 and the State overall at \$43,791. Income distribution among all income levels is similar to levels observed in the County and State.

Table 2-6: Household Income Levels, 2000

Income Level	Town of Wausau		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	22	2.8	5.9	7.1
\$10,000 - \$14,999	28	3.5	5.4	5.8
\$15,000 - \$24,999	81	10.1	12.3	12.7
\$25,000 - \$34,999	130	16.3	13.1	13.2
\$35,000 - \$49,999	124	15.5	19.4	18.1
\$50,000 - \$74,999	236	29.5	25.2	22.7
\$75,000 - \$99,999	123	15.4	10.5	10.9
\$100,000 - \$149,000	34	4.3	5.4	6.4
\$150,000 - \$199,999	-	-	1.3	1.5
\$200,000 or More	22	2.8	1.6	1.5
Total Households	800	100.0	100.0	100.0
Median Household Income	\$51,071	-	\$45,165	\$43,791

Source: Wisconsin Department of Administration, 2000

Employment Characteristics

Table 2-7 illustrates the breakdown, by occupation, of the employed population of the Town in 2000. The “employed population” is defined as people living in the Town of Wausau who are 16 years and older. In 2000, the Town had an employed population of 1,254. About half of all Town residents were employed in management, professional and related, or sales and office occupations, while only 19 indicating that they were employed in farming, fishing and forestry occupations. This suggests that many residents commute to jobs in the City of Wausau or elsewhere in the metro area.

Table 2-7: Occupation by Sector, 2000

Sector	Number	Percent
Management, professional, and related	382	30.5
Service	165	13.2
Sales and office	322	25.7
Farming, fishing, and forestry	19	1.5
Construction, extraction, and maintenance	144	11.5
Production, transportation, and material moving	222	17.7
Total Employed Population	1,254	100

Source: Wisconsin Department of Administration

The North Central Wisconsin Regional Planning Commission (NCWRPC) computed employment projections, based on the assumption that historical employment growth rates would continue through 2030.

Table 2-8: Employment Projections, 2000-2030

Total Employment by Year							
	2000	2005	2010	2015	2020	2025	2030
Town of Wausau	447	451	455	459	463	467	471
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, 2003

The employment forecasts in Table 2-8 indicate continued employment growth for the Town of Wausau. By the year 2030, it is estimated that the Town will provide employment to 471 workers. This represents an employment increase of slightly more than 5 percent and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment.

Demographic Trends

- The Town of Wausau has experienced low population growth over the last 30 years. It is likely some loss in population is due to annexations into the City of Wausau.
- The population of the Town is slightly older, on average than the general population of the County or State, with a median age of 40.5 years.
- A little over 83 percent of Town residents have high school diplomas or higher, which compares similarly to the County and State.
- The median household income in the Town of Wausau in 2000 was \$51,071, which is slightly higher than median incomes in the County (\$45,165) or State (\$43,791).
- Only 1.5 percent of the population living in the Town reports their occupation to be farming, or related occupations. Most residents report occupations related to management, professional, sales and office type work. This suggests that many residents commute to jobs located outside the Town of Wausau, but likely elsewhere in the Wausau metro area.

Issues

- **Loss of Population through Annexation** – Over the years, land on the west edge of the Town has been annexed into the City of Wausau. This has resulted in a loss of population and tax base in the Town.

3. Natural Resources

Because natural resource features do not follow geo-political boundaries, it is important to consider their patterns and inter-relationships on a broader scale. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State or Federal level. Thus, an overview of recent countywide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resources features grouped below by resource type, including water, soil and biological resources.

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.

- **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). This plan was updated in 2005. 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 Parks, Recreation, and Forestry Department’s mission to manage and protect the County forest on a sustainable basis for

ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management. This plan is currently being updated and is anticipated to be adopted in 2006.

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 “Exceptional Resource Waters”. Wastewater entering ERWs

must meet minimum clean water standards, although higher standards are encouraged where feasible. There are no designated ORW or ERW in the Town of Wausau.

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. There are no “impaired” watersheds in the Town of Wausau.

Streams/Rivers – There are many small creeks and tributaries in the Town as shown on Figure 3-1. The major creeks include Big Sandy Creek in the southeast corner, Prah Creek, which flows in a north-south direction through the eastern half of the Town, and Moore Creek, which flows through the northwest corner of the Town.

Floodplains – Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe.

Most areas in the Town within the 100-year floodplain are adjacent to Big Sandy Creek as shown on Figure 3-1.

Wetlands – Wetlands in Wisconsin were defined by the State Legislature in 1978 as: *“an area where water is at, near, or above the land surface long enough to be capable of*

supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.”

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

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

Most wetlands in the Town are located adjacent to the creeks, as shown on Figure 3-2. A large wetland classified as a forested wetland exists between CTH Z and STH 52. Most other wetlands are also classified as forested, although there are also areas of scrub/shrub and emergent/wet meadow type wetlands.

Groundwater – As shown on Figure 3-3, depth to groundwater is shallow to moderate and supply is limited in some areas, primarily due to the presence of high bedrock as shown on Figure 3-4. These factors do not pose concerns or limitations on residential development, but can be an issue where an ample water supply is needed for livestock.

Soil Resources

Soil Types – There are three major soil associations in the Town as shown on Figure 3-5. The predominant soils consist of Fenwood-Rietbrock-Rozellville association, which occupy the western and most of the central portion of the Town. Marathon-Mylrea-Moberg soils are primarily located north of STH 52, although a small area also exists south of CTH Z. Soils in the southeast corner of the Town are in the Mahtomedi-Graycalm-Meehan association.

Susceptibility for soil erosion is generally lower in the Town than the average soil loss rate in Marathon County overall and is not an issue.

Prime Farm Soils – Figure 3-6 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 Class 1 and 2 prime farm soils located throughout the Town. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

Steep Slopes – Steep slopes are defined as slopes with gradients over 12 percent. Figure 3-7 illustrates where steep slopes exist and separates them into two categories. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15%.

Most steep slopes are located on the west side of the Town, near the border with the City of Wausau, along a north-south oriented ridge. Generally, development is restricted or prohibited on steep slopes.

Non-Metallic Mining - There are about 400 operating or abandoned sand, gravel, decomposed (“rotten”) granite and stone excavation sites in Marathon County. In 1989 the County adopted a Non-metallic Mining Ordinance that requires reclamation of these sites to a purposeful and acceptable landscape appearance and use. The program is administered by the Marathon County Conservation, Planning and Zoning Department and includes incentives to reclaim abandoned excavations.

Biological Resources

Vegetation – Cropland vegetation is predominant in the eastern and northern portion of the Town, while woodlands are concentrated along the creeks and wetlands. Vegetation in developed areas generally consists of private landscaping of trees, shrubs and 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.

Threatened and Endangered Species – There are no identified endangered, threatened, or special concern species present in the Town. A list of endangered species for Marathon County is provided in the County’s comprehensive plan.

Issues

- **Hunting Near Residences** – With the increase in residential development, concerns have grown about recreational hunting in areas that are close to residential development. While the Town is not interested in banning hunting, some controls may be warranted such as restricting hunting to areas further east and only allowing use of shotguns.
- **Preserve Prime Agricultural Land and Rural Character** – The Town is interested in preserving its rural character without presenting too many restrictions on private property owners. The *Town of Wausau Master Plan (2000)* identifies several measures the Town may consider to improve development aesthetics and maintain rural character.

4. Land Use

Located to the immediate east of the City of Wausau, development in the Town of Wausau is greatly influenced by growth in the City of Wausau. This is reflected in the concentration of development in the western third of the Town and the irregular shape of the western boundary resulting from various annexations.

Current Pattern of Land Use

Most of the land area in the Town is classified under agricultural related uses, particularly east of North 41st Street. While the number of active farms has declined in recent years, most remaining farming consists of dairy and grain crops. Residential land uses are scattered through the Town with the highest densities in the western third adjacent to the City of Wausau. According to the *Town of Wausau Master Plan (2000)* residential density averages 2.7 houses per square mile.

Relatively little land area is devoted to commercial or industrial land uses. Most commercial land uses are located along major roadways, primarily STH 52 and North 41st Street. Patches of productive forestland are scattered throughout the Town.

Existing Land Use - For purposes of this report, tax assessment land use categories and land cover data were used to represent existing land use. Although rough, land cover data was used to achieve consistency in describing existing land uses in the Highway 51 Sub-Area group participating in the

Marathon County comprehensive planning effort. Table 4-1 describes the various land use categories and Figure 4-1 illustrates the existing land use pattern. It is noted that some of the acreage shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level.

Table 4-1: Land Use Classification, 2000

Land Cover Category	Description	Acres	% of Total Land Area
Single Family Residential	One family structures, farm residences, mobile homes	1,438	6.78
Commercial Services	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops and implement dealers, automobile dealerships, business offices, motels/hotels, telephone/gas company	94	0.44
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	1	0.01
Quarries	Mining operations	0	0
Cropland	Tilled agriculture, prime farmland	8,117	38.30
Specialty Crops	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	303	1.43
Other Agriculture	Fallow, pasture and undetermined agriculture, power lines & towers, water towers, municipal wells	1,860	8.78
Public/Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, National Guard	6*	0.03
Recreation	Ball fields, golf courses, parks, trails, camp grounds, shooting ranges	0	0
Woodlands	Forested land	5,459	25.76
Water and Wetlands	Open waters, such as lakes, ponds, streams, rivers, reservoirs	2,833*	13.36
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	689	3.25
Barren Land	Unused open land in wooded areas, along streams, along roadsides	394	1.86
Total Land Area		21,195	100%

Source: Marathon County Land Use Cover and Tax Assessment Code Database (* The Town has questions about the acreage on these categories).

Current Land Use Plans and Regulations

Land Use Plan(s) – The *Town of Wausau Master Plan* was adopted in 2000. This plan covers a range of topics, including land use and will serve as a starting point for preparation of this comprehensive plan. It describes existing conditions, defines goals and objectives, and makes recommendations regarding a desired future land use pattern for the Town of Wausau. Key elements of this desired future development pattern include:

- New residential development should be concentrated west of North 41st Street. Directing most new development west of North 41st Street will help reduce demand for residential development further east on prime agricultural lands.
- Other areas of concentrated residential development should occur in the vicinity of Jefferson Street/South 93rd Street/Shenandoah Road and along South 57th Street.
- Commercial land uses should be concentrated along North 41st Street south of CTH Z and along CTH Z between North 41st Street and 52nd Street.
- Four park, recreation and open space areas, comprising about 885 acres, are identified in areas currently designated as forestland. The largest park area would be located east of the North 41st Street/Sell Street intersection.

Zoning – The Town of Wausau has its own zoning and Figure 4-2 illustrates the existing pattern of zoning. Currently the minimum lot size is 20,000 s.f. in areas zoned R2. The Master Plan recommends increasing lot sizes to two acres on property

east of North 41st Street. The Town is currently working with a consultant (Vierbecher) to update its zoning code. It is anticipated that the new code will be adopted by the end of 2003.

It is noted that the Town does not have staff to formally enforce the zoning code or nuisance complaints. If necessary, the County Sheriff would be called to enforce the code if problems arise.

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

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 zoned “Exclusive Agriculture” (8 towns in Marathon County), or if they sign a contract with the State. Several parcels in the Town are under Farmland Preservation

Contracts. As shown on Figure 4-3, most are located in the northwest or along the far eastern side of the Town.

The program requires that a landowner by 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.

The number of farms in the Town has been decreasing while the price of land and development pressure has increased. The Town estimates that it has lost about 65 percent of its farms over the last 40 years. The Town does not consider the Farmland Preservation Program as a very effective tool for protecting farms from development. In addition, when developing the Master Plan, there was discussion about establishing a 35-acre minimum lot size to protect farmland. However, that idea did not receive sufficient support to be included in the final plan.

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 forestland. Because of the smaller acreage requirement compared to FCL, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of their forestlands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sightseeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

As shown in Table 4-2, the number of acres in the FCL program decreased by almost 50 percent between 1998 and 2002, while acreage in MFL programs increased slightly. In 2002 there were about 300 acres of land estimated to be enrolled in the FCL program and about 880 acres enrolled in MFL programs in the Town.

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

Year	Forest Crop Law (FCL)	Managed Forest Law (MFL) open	Managed Forest Law (MFL) closed
1998	569.2	361.1	425.6
2002	294.8	451.1	427.6
Change	-274.4	+90	+2
% Change	-48.2	+24.9	+0.5

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

It is noted that accurate information on MFL lands is not readily available since landowners select various acreage amounts and may have both closed or open land. Because acreage amounts do not correspond with parcel boundaries, they are not mapped.

Development Trends

Land Supply – The primary factors affecting supply of land suitable for development are access to a potable water supply and loss of land through annexation. In addition, regulations to preserve prime agricultural lands for active farming (e.g., Exclusive Agriculture zoning) decreased the desirability of some areas for development.

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. In the Town of Wausau, 16,134 acres are identified as available for future development and 5,062 are considered unavailable.

In addition, land considered “available” may be in public ownership, thus making it “unavailable”. However, as shown in Table 4-3, there is virtually no land under public ownership in the Town of Wausau.

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

Year	County Owned	State Owned	Federal Owned
1998	0	0	0
2002	0.7	0	0
Change	+0.7	0	0
% Change	-	0	0

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

While public land ownership may not significantly impact the supply of “available” land in the Town, forest tax laws can have a major effect on land uses. Because the tax laws require 25- to 50-year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future. As shown above in Table 4-2, almost 1,200 acres are currently enrolled in the FCL or MFL programs, in effect reducing their availability for development.

Land Demand – According to the *Town of Wausau Master Plan (2000)*, 15-20 new housing starts are expected each year over the next ten years. Based on the Town’s proposed (but not yet adopted) minimum lot sizes of 1-acre west of North 41st

Street and 2-acres to the east, the Master Plan reports a need for between 15 and 40 acres of land to accommodate anticipated residential development each year. Between 1990 and 2002, 227 sanitary permits for residential development were approved in the Town of Wausau. This represents an average of about 19 new homes constructed each year and is consistent with the estimate in the Master Plan.

An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 derived from WDOA household projections and the average density of dwelling units per acre in the community. The average density was calculated using the total acres of residential land on the 2000 land use/cover map divided by the number of households according to the 2000 Census. It was assumed that the density would remain constant between 2000 and 2030. Future acres needed for residential development were then estimated by multiplying the projected number of households in 2030 by the average density. In the Town of Wausau, is estimated that 449 acres of land will be needed to accommodate new residential development through 2030. This equals about 15 acres per year, which is consistent with the estimates in the Town’s Master Plan.

The NCWRPC estimated land demand for future non-residential development based on projected changes in local employment and an estimated current average density of 8.20 employees per acre in the Highway 51 planning sub-area. In the Town of Wausau, it is estimated that only 10 acres will be needed to accommodate new non-residential development through 2030.

Land Values -- Table 4-4 indicates the change in assessed land values between 1998 and 2002 for various types of land use in the Town of Wausau. It also indicates percent change in land value for the Town compared to Marathon County. Between 1998 and 2002 the assessed value of residential land in the Town declined by over 5 percent, which is nearly identical to the value increase in the County of 5.6 percent. Manufacturing land in the Town had the highest increase in value at almost 26 percent. While there was a substantial increase (over 600%) in the amount of land designated Swamp and Waste, likely due to reclassification, the assessed value per acre only increased about 10 percent. In contrast, the value of Swamp and Waste land in the County overall increased by 137 percent. This was followed by land classified as Forest, which experienced an increase in value per acre of almost 92 percent, countywide.

Major Opportunities and Constraints

- **Annexation** – According to a 1992 major amendment to the Wausau Sewer Service Area Boundary, approximately 746 acres of land in the Town have been identified to potentially receive public sewer and water. However, under current City policy, prior to serving these areas with public utilities, they would need to be annexed into the City. Given the lack of authority for towns to resist annexation and the immediate adjacency of the City of Wausau, annexation is considered a continual threat. When land is annexed, a town typically loses population and tax base in addition to land area. The constant threat of annexation can also create a disincentive to investing in

planning or provision of local services to areas vulnerable to annexation.

- **Utilities** – Physical constraints on installation of private utilities limit development in some areas. High bedrock, in particular results in use of mound septic systems and holding tanks. Sufficient water supplies can also be difficult to find in some areas, particularly where high bedrock is present. Failure of septic systems is the primary reasons residents petition to annex to the City of Wausau, particularly in the area west of 20th St.
- **CTH X “Bypass”** – CTH X is planned to be upgraded to create a “bypass” arterial around the east Wausau metro area and is intended to become a major north-south route. With improved access, land adjacent to CTH X will likely become more desirable for commercial development, particularly at major intersection such as CTH Z and STH 52. Commercial development in this corridor is consistent with the land use recommendations in the *Town of Wausau Master Plan (2000)*.

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

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only
1998	1,989	\$4,037	120	\$2,824	10	\$3,400	11,907	\$531	235	\$475	4,595	\$677
2002	2,124	\$3,814	124	\$3,094	11	\$4,282	10,024	\$214	1,661	\$521	5,144	\$671
Chg.	+135	\$-223	+4	\$270	+1	\$882	-1,883	\$-317	+1,426	\$46	+549	\$-6
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Wausau (town)	+6.8	-5.5	+3.3	+9.6	+10.0	+25.9	-15.8	-59.7	+606.8	+9.7	+11.9	-0.9
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

Issues

- **Preserve Rural Character**– The Town places a high value on its rural character and open space. There is a desire to maintain a rural, open character, although it is recognized that active farming will continue to decline as a means of livelihood. According to the Master Plan, during the 1990s the Town experienced a steady (17.5%) increase in non-farm single-family housing development. Given the close proximity to the City of Wausau, this trend will likely continue as more people choose to live in a semi-rural area with easy access to the city.
- **Annexation** – The Town is vulnerable to annexation by the City Wausau and the extension of sewers to serve the new high school will likely result in an increase of annexation petitions. The Town does not currently have a cooperative working relationship with the City of Wausau in this regard. Therefore, the Town and City may need to consider establishing a boundary agreement that identifies a joint planning area where new development and annexations are likely to occur.
- **Urban/Rural Lifestyle Differences** – As more homes are built in rural areas, conflicts can arise between new residents and existing residents, particularly farmers. These conflicts are most pronounced with regard to paving of gravel roads, farm equipment use and impacts on roads, and hunting in close proximity to residential areas. As more “city folks” move to rural areas, demands often increase for road paving to eliminate dust problems and for various other services. Farmers and other rural residents

are generally not very receptive to paying for road pavement that they do not want or see any benefit from. Similarly, the right to hunt on private property in rural areas is a long-standing tradition. In recent years, new housing has been built close to areas where people continue to hunt, elevating safety concerns of both residents and hunters.

- **Zoning** – The Town is in the process of updating its zoning code and land division ordinance.

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 consists of facilities for pedestrians (e.g., sidewalks), bicyclists (e.g., trails), railroads, airports, and in more urban areas, public transit. This section describes the transportation system in the Town of Wausau and related improvements or issues affecting the system.

Background

The Town identified the following strengths and weaknesses related to its transportation system.

Weaknesses:

- Roads need improvements
- Poor alternative routes to get to town.
- No sidewalks or bike trails.
- Auto transportation is only option.
- Narrow road shoulders.
- Cul-de-sacs not conducive for fire rescue.

Strengths:

- Mostly County and State roads which don't have to pay for maintenance.
- Half of town roads are paved.

Existing Transportation Planning Efforts

Transportation planning in Marathon County is coordinated between Marathon County Planning Department staff and the Marathon County Metropolitan Planning Commission; the Wausau Area Metropolitan Planning Organization (MPO) designated by the Federal Department of Transportation to be responsible for transportation planning in the Wausau area. Marathon County provides staff for the 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 most recently adopted in October 2001 and is updated every two years.
- **STH 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.

The Wausau Area MPO in conjunction with the Marathon County Planning Department have developed the following transportation plans for the Wausau metropolitan area:

- **Long Range Transportation Plan for the Wausau Metropolitan Area (1996)** – This plan was produced by Barton-Aschman Associates, Inc. for the MPO. This plan considers the transportation system and its relationship to land use. The plan was reaffirmed in 2001 and is currently being updated by URS Corporation. The new plan is anticipated to be adopted in spring 2006.
- **Local Arterial Circulation Plan (2000)** – This plan was produced by the Marathon County Planning and Highway Departments for the MPO. This plan is intended to guide public and private sector decisions concerning improvements to the local arterial transportation system over the next two to three decades.
- **Transit System Management Performance Audit Wausau Area Transit System (WATS) (2001)** – The Wisconsin Department of Transportation (WDOT) is required by statute to conduct a management performance review of all urban transit systems receiving State aid.

Performance reviews are conducted at least once every five years.

- **WATS Transit Development Plan (TDP) (1999)** – The TDP was prepared by Abrams-Cherwony & Associates with Urbitran Associates. It is updated every five years and provides a five-year capital improvement program and service recommendation plan.
- **Marathon County Paratransit Study (2001)** – The study, prepared by Urbitran Associates, Inc. with Abrams-Cherwony & Associates, reviewed paratransit services within the Wausau area provided primarily by WATS Plus (WATS+).

Road Network

Functional Classification of Roads/Jurisdiction

(Source: *WDOT Facilities Development Manual*)

Functional Classification – 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. They carry the highest traffic volumes and are designed to accommodate longer trips.

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

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

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

Jurisdiction – Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while

functional classification, as describe above, identifies the road by the level of service it provides.

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

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about five 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 indicated in Figure 5-1.

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

Major Road Facilities

Following is a brief description of the major road facilities located in the Town of Wausau. All major roads are summarized by functional classification, jurisdiction, and Annual Average Daily Traffic² (AADT), when available.

- **STH 52** is an east-west minor arterial through the Town of Wausau. West of the intersection with CTH J, STH 52 had an AADT volume of 2,900 in 1998 and 2,400 in 2001. West of the intersection with North 41st Street, STH 52 had a reported AADT volume of 7,800 in 1998 and 4,100 in 2001. The 1998 volume at this location is inconsistent with nearby counts, which suggests that there may have been an irregular traffic pattern when the count was taken (e.g. detour due to construction) or the data may be in error.
- **CTH Z** is a major collector that parallels STH 52 to the south. Between N. 73rd Street and N. 97th Street, CTH Z had an AADT volume of 1,300 in both 1998 and 2001. West of the intersection with CTH X, CTH Z had an AADT volume of 1,200 in 1998 and 3,200 in 2001, which is a significant increase of 2,000 vehicles per day (vpd). This increase would appear to be related to increases in traffic from CTH X.
- **CTH X/North 41st Street** is designated as a major collector through the Town, providing a connection to STH 29 to the south in the Village of Weston. The Wisconsin

² 1998 and 2001 Wisconsin Highway Traffic Data, Wisconsin Department of Transportation, May 1999 and 2002.

traffic count data for 1998 and 2001 does not include AADT counts along CTH X through the Town.

- **CTH J** is a north-south major collect and the eastern Town boundary. CTH J had an AADT volume south of the STH 52 west intersection of 980 in 1998 and 1,100 in 2001. North of CTH N, CTH J had an AADT volume of 990 in 1998 and 1,400 in 2001. These increases are relatively minor.
- **CTH N (Town Line Road)** is an east-west route that serves as the southern border of the Town of Wausau. CTH N is designated as a minor arterial west of S. 57th Street and a major collector east of S. 57th Street. West of CTH X, CTH N had an AADT volume of 2,800 in 1998 and 3,500 in 2001. Near the Big Sand Creek crossing, CTH N had an AADT volume of 2,600 in 1998 and 2,700 in 2001. Once again, traffic increases are more prevalent west of CTH X, suggesting traffic is using the CTH N via CTH X. East of the intersection with CTH J, CTH N had a 2001 AADT volume of 3,000.

Planned Road Improvements

The Wausau Metropolitan Area's Long-range Transportation Plan (LRTP) calls for CTH X to be expanded along the Camp Phillips Road/North 41st Street alignment to create a new north-south eastern arterial "bypass" through the area. The arterial will provide another major north-south route to improve mobility through the metro area. It will also provide convenient access to the new hospital and related development in the Village of Weston.

North 41st Street currently curves to form a 90-degree intersection at STH 52. There is interest in extending the proposed CTH X arterial north of STH 52, which would require some realignment to tie into the existing North 41st Street right-of-way. Currently, N. 41st Street connects to STH 52 from the north a little east of where S. 41st Street connects to STH 52 from the south. Extending CTH X directly north at STH 52 would eliminate having to divert east on STH 52 to connect to the existing North 41st Street alignment.

This alignment is consistent with the LRTP, which also calls for CTH X continuing north to Evergreen Road or another east-west route (e.g., Butternut Road) that could accommodate a new Wisconsin River crossing and ultimately connect to USH 51.

The *Town of Wausau Master Plan (2000)* identifies future commercial/retail development on CTH X south of STH 52. Because of County access restrictions on CTH X, the Town is considering building a frontage road and would rely on cross streets for business access to CTH X.

Road Maintenance

About half of all Town roads are paved (35 of 55 miles of roadway). However, the pressure to pave gravel roads has increased as new residents move into the Town from urban areas. The dust generated from the gravel roads is the biggest complaint. The Town does not have an assessment policy for road improvements or existing revenue to pave additional roads. The Town does provide snowplowing service.

Pavement Surface Evaluation Rating (PASER) – The 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.

Figures 5-2 and 5-3 and Table 5-1 below illustrate the WISLR road assessment done in 2004 by surface type and condition rating. As shown, the majority of roads in the Town are paved

with either asphalt or concrete. Roads exhibiting a surface condition rating at or below “Fair” should be examined to determine what type of reconstruction or strengthening is necessary. Roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to maintain safe travel conditions. Those roads without data should be examined to ensure safe travel conditions exist along these routes. The majority of the roads within the Town of Wausau will require preventative maintenance, however, roughly twelve miles of roadway will require some sort of reconstruction.

Table 5-1: Summary of Pavement Conditions (in miles)

Surface Type Code						
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
		17.34	0.52			
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
6.21	9.53		3.90	33.06		
Surface Condition Rating						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
0.38		1.37	10.81	28.93	13.31	15.76

Source: WDOT (WISLR) 8/10/04

Land Use and Transportation

Land use and transportation have a reciprocal relationship. Land use affects the demand for transportation to and from a given geographic area. Likewise, improved transportation facilities can affect land use decisions.

Traffic Generators – The new high school is anticipated to generate a significant amount of traffic in the area of North 41st Street (CTH X) between Evergreen and STH 52.

Desired future land use pattern recommendations from the *Town of Wausau Master Plan* adopted 2000 include:

- New residential development concentrated west of North 41st Street.
- Concentrated residential development in the vicinity of Jefferson Street/South 93rd Street/Shenandoah Road and along South 57th Street.
- Commercial land uses concentrated along North 41st Street south of CTH Z and along CTH Z between North 41st Street and 52nd Street.

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.

The Town requires driveway permits on local roads. They have minimum driveway spacing requirements and a driveway ordinance that is modeled after the County's policy.

Other Transportation Modes

Pedestrian – There are no public sidewalks in the Town and pedestrians walk on road shoulders, which are typically narrow and gravel. This raises concerns about pedestrian safety.

Bicycle – The Town does not provide any bicycle facilities. The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996* identified suggested bicycle routes in Marathon County. These routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as designated bicycle routes. Figure 5-4 illustrates the potential bike routes in the Town of Wausau suggested in the Bicycle and Pedestrian Plan, including CTH F and CTH O.

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

Rail – There are no rail lines in the Town of Wausau.

Airports – Area airports are described below and shown in Figure 5-5.

- **Central Wisconsin Airport (CWA)** – The 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.

- **Wausau Municipal Airport** – The Wausau Municipal Airport, located in the City of Wausau, provides general

aviation services and is fully equipped to receive large corporate jets, charters, and privately owned aircraft. Air charter, flight instruction, aircraft rental, scenic rides, as well as aviation line services such as refueling, transportation, lodging and catering are some of the services available.

- **New Streets Around New High School** – The City of Wausau would like the Town to improve its local streets around the new high school. Given the increased potential for annexation near the school, the Town is reluctant to make investments in road improvements in this area.

Issues

- **Farm/Non-Farm Traffic** – Conflicts between passenger vehicles and farm equipment are a growing concern. Widening roads to improve traffic movement and decreasing vehicle conflicts with farm equipment has been suggested as a solution. Currently, all new roads are “four-roads” (i.e., 66 feet) wide. However conflicts are anticipated to increase because farm equipment is getting larger and wider and being driven farther. The Town is considering providing wider shoulders as another possible solution.
- **Road Paving** – Paving of gravel roads is a perennial issue that increases as more “city folks” move into the Town. Dust on gravel roads is the primary complaint of new residents. One of the main issues for the Town is providing a consistent funding source for addressing such road improvement requests.
- **Access Management** – Traffic impacts and access management issues are anticipated relative to the planned east arterial “bypass”. Of particular concern is the need to redesign the intersection of North 41st Street (CTH X) and STH 52.

6. Utilities

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

Private Utilities

The Town of Wausau does not provide public sewer or water service. All development is on private wells and septic systems. The Town, which has its own zoning, allows septic systems on lots as small as 20,000 s.f. in the R2 zoning district.

Portions of the Town of Wausau are located within the 208 Sewer Service Area defined in the *Wausau Urban Area Sewer Service Plan for the Year 2000*. Thus, as shown on Figure 6-1, some portions of the Town are identified as areas where public sewer service may be extended. According to a 1992 major amendment to the Wausau Sewer Service Boundary, approximately 746 acres of land in the Town of Wausau are identified to potentially receive public sewer and water. However, the City of Wausau has a policy to not extend sewer service without annexation. Therefore, when and if sewer service is provided, the property would likely no longer be under the jurisdiction of the Town of Wausau.

It is noted that the *Wausau Urban Area Sewer Service Plan* is currently being updated and is anticipated to be completed in spring 2006.

On-Site Waste Disposal Systems

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

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

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

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

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

All development in the Town of Wausau uses private on-site waste disposal systems. Most are mound type systems due to the presence of high bedrock in some areas as shown on Figure

6-2. Areas with soils suitable for “conventional” type septic systems are shown in Figure 6-3. To date, there have not been many problems with system failures, except in the area around 20th Street. Those properties have subsequently annexed into the City of Wausau.

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

Water Supply

All development in the Town of Wausau receives water from private wells. High bedrock makes access to groundwater difficult in some area. Water supply is also limited in some area and wells drying up can be a problem. To date, water supply has been sufficient for most residential and business use. However, supplies are not always sufficient for some livestock operations.

Surface Water Management

The Town does not currently have any regulations or standards regarding surface water management. Regionally, surface water management occurs at the watershed level. In 2001,

Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). This plan was updated in 2005. 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 on 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:

- Springbrook in the Town of Harrison;
- Upper Yellow River in the Town of Spencer;
- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine in the south-central part of the County.
- Lower Big Rib River, which extends west from the City of Wausau and north and south of STH 29 to just west of the Village of Edgar.

There are currently no watersheds identified for special planning and funding in the Town of Wausau.

Electrical and Gas Utilities

The Town of Wausau receives electric power and gas from Wisconsin Public Service Corporation (WPS). Some property owners may also purchase LP gas tanks for private use.

Telecommunication Facilities and Services

- Television/Cable providers – Charter Communications. There is limited cable service in the southwest corner of the Town.
- Telephone/Fiber Optics - Verizon
- Cell towers – There are two or three existing cell towers in the Town of Wausau. The Town does not have a cell tower ordinance, but is currently considering adding regulations in conjunction with the current zoning ordinance update.

Solid Waste Management

Town of Wausau residents and property owners contract individually with private companies for solid waste management. Municipal, commercial and industrial waste is accepted at the Marathon County Landfill in Ringle. User fees collected at the landfill defray the cost of landfill operations.

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

- **Limited Water Supply** – Difficulty in obtaining water in supplies sufficient to support development or certain farm operations is a concern in some areas.
- **Site Grading Standards** – The Town is considering establishing site grading standards in conjunction with the update of its zoning ordinance. Site grading standards would help minimize and/or prevent site drainage problems.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section describes existing housing conditions in the Town of Wausau. Housing in the Town is predominantly single family, with over 90 percent owner-occupied. About half of all housing units have been constructed since 1970 and median housing values are higher in the Town than in Marathon County overall.

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

Housing Inventory

The following information provides a summary overview of the type, character and conditions of the housing stock in the Town of Wausau.

Housing Type and Tenure

As shown in Table 7-1, the Town of Wausau currently has 796 occupied housing units, with about 91 percent owner-occupied. The Town has an average household size of 2.77 persons, which is slightly larger than average household size in Marathon County and the State. About 13 percent of all households are classified as being “1 person households” and 20 percent have a householder 65 years or older.

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

Area	Town of Wausau	Marathon County	Wisconsin
Total Occupied Housing Units	796	47,702	2,084,544
Owner Occupied Units	725	36,091	1,426,361
Renter Occupied Units	71	11,611	658,183
Average Household Size	2.77	2.6	2.50
% Owner Occupied	91.1	75.7	68.4
% 1 Person Households	13.2	23.6	26.8
% With Householder 65 years or older	19.8	21.7	21.5

Source: 2002 Census: STF-1 Data

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have increased by 90 (12%) and the number of occupied housing units rose by 83 (12%). Vacancy remained at 4%. The number of owner-occupied housing units increased by 64 (10%) while the number of rental units increased by 19 (33%). The census reports increases in the number of single-family and multi family units, however duplex units decreased by 32 percent.

Table 7-2: Changes in Housing Stock

	1990	2000	# Change	% Change
Total Housing Units	733	823	90	12%
Occupied Housing Units (Households)	707	790	83	12%
Vacancy %	4%	4%	--	--
Owner Occupied Housing Units	649	713	64	10%
Renter Occupied Housing Units	58	77	19	33%
Owner Occupied Housing Units as percent of Total	92%	90%	--	--
Number of Homes for Seasonal/Rec Use	4	0	-4	-100%
Number of Single Family Homes	683	773	90	13%
*Detached	681	773	92	14%
**Attached	2	0	-2	-100%
Number of Duplexes	28	19	-9	-32%
Multi Family Units 3-9 units	4	9	5	125%
Multi Family Units 10+	0	0	0	--

Source: U.S. Census: 1990, 2000 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
823	15	68	75	69	212	122	60	53	149
100%	2%	8%	9%	8%	26%	15%	7%	6%	18%

Source: U.S. Census: 1990, 2000 STF 3 Data

Table 7-3 shows housing age for the Town of Wausau and residential growth by decade. Most housing in the Town has been built since 1970 and housing built in the 1990s makes up approximately 19 percent of the total housing stock. That is slightly higher than overall percentages for the County. 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 condition and compares them to figures for Marathon County and Wisconsin. The median home size in the Town of Wausau is larger in size compared to the overall figures for the County and State, as measured by number of rooms. Nearly 94 percent of the Town’s housing stock is classified as being a “single family” home, which is significantly higher than overall figures for the County (76%) or State (69%). At the time of the 2000

Census, no homes in the Town were within structures with more than 10 units and only a small percentage of homes in the lack complete plumbing and/or kitchen facilities.

Table 7-4: Physical Housing Stock

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
Town of Wausau	6.5	93.92%	0.00%	1.22%	1.22%
Marathon County	5.8	76.10%	4.50%	0.90%	0.90%
Wisconsin	5.4	69.30%	9.40%	1.40%	1.50%

Source: U.S. Census: 1990, 2000 STF 3 Data

Housing Values

Median Value

Table 7-5 compares average home values for the Town, County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicates that the Town of Wausau has a median home value of \$112,100, which is higher than the County but about equal to the State.

Table 7-5: Median Housing Value

	Median Value (dollars)
Town of Wausau	\$112,100
Marathon County	\$95,800
Wisconsin	\$112,200

Source: U.S. Census: 1990, 2000 STF 3 Data

Range of Values

Table 7-6 shows the range of housing values that exist in the Town and County. Compared to overall percentages for Marathon County, the Town of Wausau has a slightly higher percent of homes in higher value ranges.

Table 7-6: Range of Housing Values

Number of Houses per Housing Value Category	Town of Wausau	Marathon County
< \$49,999	6	1,459
%	1%	5%
\$50,000 to \$99,999	199	13,405
%	38%	49%
\$100,000 to \$149,999	237	8,220
%	45%	30%
\$150,000 to \$199,999	55	2,368
%	10%	9%
\$200,000 or more	29	1,714
%	6%	6%

Source: U.S. Census: 1990, 2000 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 United States Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30 percent of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29 percent of the monthly household income. The percentage of households in the Town of Wausau that pay more than 35 percent of their household income on housing costs is slightly higher than that of the County and State among owner-occupied households. Select median owner-occupied costs, for both households with and without a mortgage, in the Town are similar to figures for Marathon County.

In contrast, the percent of Town households spending over 35 percent of their monthly income on rental housing costs is significantly lower (4%) than in the County (20%) or State (25%). However, median renter costs appear to be consistent between the Town, the County and the State. Technical documentation from the Census defines contract rent as the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal,

kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

Table 7-7: Housing Affordability

	Owner Occupied			Renter Occupied		
	Median selected monthly owner costs ¹			Median Selected monthly renter costs ¹		
	With mortgage	No Mortgage	% ²	Median Contract rent	Median gross rent	% ²
Town of Wausau	\$980	\$287	14%	\$455	\$525	4%
Marathon County	\$916	\$295	10%	\$423	\$484	20%
Wisconsin	\$1,024	\$333	9%	\$473	\$540	25%

¹In dollars

²Percent paying over 35% of household income on housing

Source: U.S. Census: 1990, 2000 STF 3 Data

Special Housing

Senior Housing

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

The Highway 51 area is the center of Marathon County for population, jobs, and housing opportunities. As such, most of Marathon County's senior housing opportunities are centered in and around this area as well. There are approximately 110 different senior and special needs housing programs and facilities in and around the Wausau metropolitan area.

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-Small Cities Housing (CDBG)**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program
 - Home Owner and Accessibility Rehabilitation Program
 - Home Ownership Program
 - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.
- **Homeless Programs (Wisconsin Department of Administration [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.

Issues

- **Development Pressure** – Several recent or pending developments will likely increase demand for new housing development in the Town. In particular, the new Wausau East High School, the Ministry Health Care complex in the Village of Weston, and the proposed expansion of CTH X/North 41st Street.

8. Cultural Resources

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

Brief History of the Town of Wausau

The Town of Wausau begins at the eastern edge of the City of Wausau, on a high ridge of granite. Early mill workers with families, who wanted to live away from the boardinghouses and saloons closer to the mills, followed the logging roads northeast to build houses. There were so many mill workers in the area that it was known as Mechanic’s Ridge; a name still used to identify the area along STH 52 running east from the City of Wausau.

The original settlers were later joined by German immigrants and many began farming. The settlement of Nutterville grew around the Nutterville Hall located on STH 52. Named after James Nutter, one of the original “mechanics”, the Nutterville Hall served as a kind of community center for social and political activities in rural areas.

On the eastern boundary with Easton is the settlement of Sunset, which dates to 1867. Sunset was a crossroads community serving the farmers who located nearby on Big Sandy Creek. The community had a church and school, tavern and a cheese factory.

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

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

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at www.wisconsinhistory.org/ahi/index.html. There are 9 historic properties in the Town of Wausau that have been previously surveyed and included in the AHI.

Archaeological sites are identified only at the town level. The State Historic Preservation Office (SHPO) has identified 15 archaeological sites and historic cemeteries in the Town of Wausau (includes the City of Wausau, grouped together for this category).

Cemeteries, Burial Mounds, Other Burials – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial

areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the State Burial Sites Preservation Office. If human remains are uncovered during excavation, all work must cease pending review of the Burial Sites Preservation Office. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites.

Table 8-1: Known Cemeteries

Cemetery Name	Location	Section
St. Peter's Evang. Lutheran	N 33rd St. at Granite Road	5
Mechanics Ridge	N. 69th St.	10
St. Peters		15

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

Cultural Resources Opportunities and Constraints

- **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 Town 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.

Issues

No significant issues have been identified.

9. Community Facilities

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

Schools

Primary and Secondary Schools

The Town of Wausau is served by two public school districts as shown on Figure 9-1. The majority of the Town is served by the Wausau School District, while small portions of the Town, north of Town Line Road and west of CTH J, are in the D. C. Everest School District.

The Wausau School District has a pre-school center, 13 elementary schools (grades K-5), 2 middle schools (grades 6-8), and 2 high schools (9-12). Residents of the northern part of the Town of Wausau are within the Riverview Elementary School attendance zone, while those between Jefferson and Sylvan Streets attend Hewitt-Texas Elementary in the Town of Texas. The district reports that most students attend the middle and high school on the side of the Wisconsin River where they reside. Therefore, students living in the Town of Wausau attend Horace Mann Middle School at Sell Street and 13th Street, and Wausau East High School at 708 Fulton Street.

A new Wausau East High School is under construction between North 18th Street and North 25th Street off STH 52.

The new school will provide a state of the art facility, representing an investment of \$42 million, replacing the inadequate and obsolete existing school. The Wausau School District undertook a number of major projects in the 1990s to upgrade, expand, and build schools as ratified by citizens through public referenda in 1991, 1995, and 1999.

Students in the portion of the Town served by the D. C. Everest School District attend Riverside Elementary located at R12231 River Road in the Town of Ringle and Weston Elementary School, located in the Village of Weston. The district opened a new middle school at 9302 Schofield Avenue in Weston in the fall of 2002. The junior and senior high schools are both in the Village of Weston. The senior high campus is located off Alderson Street and includes the new Greenheck Field House.

Table 9-1 and 9-2 present district enrollment information. As shown on Table 9-3, there is one private elementary school located within the Town of Wausau.

Table 9-1: Wausau School District Enrollment

Year	Enrollment PreK-12
1996-1997	9,300
1997-1998	9,386
1998-1999	9,267
1999-2000	9,208
2000-2001	9,015
2001-2002	8,944

Source: State of Wisconsin, Department of Public Instruction

Table 9-2: D.C. Everest School District Enrollment

Year	Enrollment PreK-12
1996-1997	4,882
1997-1998	4,892
1998-1999	4,950
1999-2000	5,032
2000-2001	5,084
2001-2002	5,104

Source: State of Wisconsin, Department of Public Instruction

Table 9-3: Private Schools

Name	Address	Level
St John Lutheran School	10723 CTH Z	Elem.

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 Town of Wausau is served by the Marathon County Public Library system (see Figure 9-1). The Wausau Headquarters Library, located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. This new main Wausau Library is open seven days a week and offers over 555,800 volumes, including books, magazines and other materials, as well as internet access.

Public Protection

Police

The Town uses the Marathon County Sheriffs Department for police protection and law enforcement. Figure 9-2 illustrates police service areas.

Fire and Emergency Response

The Town has a volunteer fire department with 15 firefighters. They also have 11 first responders. It is noted that the Town, along with the City of Wausau, Schofield, Villages of Weston and Rothschild, and the Town of Rib Mountain are presently in discussions about consolidating fire service.

The Town contracts with the City of Wausau for ambulance service. Like the fire service, there is also consideration among metro area communities to consolidate ambulance and Emergency Medical Technician (EMT) service. Figure 9-3 illustrates fire and emergency service areas.

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

The users are served by a microwave linked voted repeater radio system, consisting of a control center at the Sheriff's Department, and nine remote radio tower sites spread throughout the County. The system is also utilized by the Marathon County Highway Department and the Wausau Fire Department to support their radio communications. The 37 base radio transmitters and 479 mobile radios that make up the integrated system are maintained and serviced by the Sheriff Department's radio technician.

Hospitals

Figure 9-4 illustrates hospitals and clinics in the area. 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, now known as Aspirus Wausau Hospital, and its parent corporation, Community Health Care, and other

nearby hospitals are part of the Wisconsin Valley Health Network (see Figure 9-4).

St. Joseph's Hospital in Marshfield and St. Michael's Hospital in Stevens Point are both operated by Ministry Health Care. 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. St. Michael's is a fully accredited acute care facility with 181 beds and nearly 200 doctors on staff. It is located at 900 Illinois Avenue in Stevens Point.

Working in conjunction with St. Joseph's Hospital is the Marshfield Clinic. Marshfield Clinic began in 1916 when six physicians decided to join their efforts. The Marshfield Clinic has grown to over 700 physicians with 41 Regional Centers in Wisconsin and Upper Michigan. Marshfield Clinic first established satellite locations in 1976. Offices in Marathon County are located in Athens, Colby/Abbotsford, Marathon, Mosinee, Schofield (Everest Center), Stratford, and Wausau (4 locations).

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 facility – now called the Weston Regional Medical Center – opened in 2005.

North Central Health Care (NCHC) – In addition to the hospitals and clinics described above, Marathon County is served by NCHC, a public agency that also serves Langlade and Lincoln counties. The NCHC main campus is located at

2400 Marshall Street in Wausau. Additional offices are located in Antigo (Langlade Health Care Center) and Merrill and Tomahawk (Lincoln Health Care Center). According to their web site, NCHC offers outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered.

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

Child Care

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

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support

to potential child care providers, and give technical assistance and support to existing childcare programs.

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

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

Table 9-4: Area Child Care Providers

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

Issues

- **High Cost of Services** – The Town has concerns about the increased cost of ambulance services it receives through a contract with the City of Wausau. However, the Town does not feel they have any good alternatives to obtain this necessary service.

10. Parks and Recreation

Existing Parks, Trails and Open Space

Local Parks, Trails and Open Space

The Town of Wausau does not own or operate any public parks. However, in a recent survey cited in *The Town of Wausau Master Plan (May 2000)*, 61 percent of respondents said that the Town should "plan for the future development of recreational facilities and park land in the township." The Master Plan includes the following recommendations regarding parks:

- Establish a plan to develop a Town park funded through building permits.
- Require developers of subdivisions to fund and/or provide an appropriate amount of land for open space, park or recreation land based on projected occupancy.
- Talk to the City of Wausau about developing the "Paff Woods Nature Reserve," which is located on land within the Town that was dedicated to the City for future park land.

Just across the border, in the City of Wausau, is the 70-acre **Sylvan Hill Park**, designated as a "special park" focused on winter sports. The facilities include picnic areas, shelters, playgrounds, trails and a sledding hill.

County or State Parks, Forest and Trails

County and State park facilities in the vicinity are shown on Figure 10-1 and include:

Marathon Park – Located in the City of Wausau, this is a 78-acre County park that provides a large number of facilities and programs. Marathon Park is the home of the Wisconsin Valley Fair, which utilizes a number of historic exposition buildings. The park's mature stand of white pines is highly visible along Stewart Avenue. The park also contains a wide variety of recreation facilities, including basketball and tennis courts, skating rinks, and a new grandstand area.

Wisconsin River Park - North of the Town of Wausau, Marathon County owns the undeveloped Wisconsin River Park, with roughly half of this 290-acre park located on the east bank of the Wisconsin River in the Town of Texas, the other half being in the Town of Maine. The parkland has some archeological resources and, when developed, will provide access to the Wisconsin River. Proposed development includes extraction of extensive gravel deposits. The pit resulting from the gravel extraction will be used to create an artificial lake for recreation. Long range plans are for the park to contain picnicking, boat launches, camping, swimming, and hiking. Also within the Town of Texas is the Trappe River Dells County Park, which is also undeveloped. The park is an 80-acre woods, which is not accessible from other public lands or roads. The County has no current plans to develop the woods into a functioning park.

Rib Mountain State Park – This 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 skiing area (Granite Peak).

Park System Needs

The Town does not anticipate the need to provide local parks and does not have a committed source of revenue to construct and maintain parks. However, the Town is currently considering adopting parkland dedication requirements to require playgrounds in new subdivisions to be maintained via homeowners associations.

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. A more specific description of employment trends, major local employers or industries, and where most residents of the Town of Wausau work follows. 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.

Key Economic Sectors

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

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

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

*data suppressed to maintain confidentiality

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

Agricultural Economy

Located in east-central part of Marathon County on the metropolitan fringe, the economic health and vitality of the Town of Wausau is somewhat influenced by the economic health of the agricultural economy. However, the degree of influence of the agricultural economy is declining as the number of farms in the Town continues to decline. Given the Town’s adjacency to the City of Wausau, it is anticipated that farmland in the western part of the Town will continue to be

converted to other, mostly residential uses in coming years. In addition, the agricultural economy is subject to national and international pressures, creating challenges for rural areas seeking to adapt to the changing economic environment and preserve their rural agricultural heritage.

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland has increased, and the percentage of farm equity associated with real estate values have increased significantly. The average cost for agricultural land being divert 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.

The following information regarding forces influencing changes in the rural area was summarized from two reports prepared by the 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):

- Net farm profits are increasingly a function of United States Department of Agriculture (USDA) support payments.

- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 40% (1565 to 951 farms) in the past 13 years, and the total number of cows decreased from 77,000 in 1990 to 64,000 in 2000, a decrease of 17%.
- Dairy production is now more concentrated; the average size of dairy herds increased from 42 cows in 1990 to 62 cows in 2001. Nearly 50 dairies have over 300 animal units (200 cows), and 12 dairies have more than 1,000 animal units (more than 700 cows.)
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- Crop land and open space are being broken up into smaller fields by rural residences.
- Crop land production is being concentrated into fewer, larger operations.
- Soil erosion is increasing and soil organic matter content is decreasing.
- Environmental regulation of farms by the State and Federal government continues to increase. Agriculture is identified

as a major non-point source of water pollution (sediment and nutrients) in the U.S.

- Larger farm equipment damages local roads and farm traffic is increasing.
- Conflicts between various land uses in rural areas are increasing.

Local Economic Environment

Table 11-2 illustrates population and employment information for the Town of Wausau. In 2000, there were 447 people employed at jobs located in the Town of Wausau. A breakdown of employment by sector shows that most employment was in the Self-employed/Farm sector, with 304 workers. This likely reflects the predominance of farming jobs located in the Town. However, as noted previously in the Demographics section, the majority of Town residents are employed in service and commercial type jobs, most of which are located outside the Town, likely in the City of Wausau or other metro area communities.

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

POPULATION	2,214
EMPLOYMENT:	
Commercial	66
Manufacturing	12
Service	43
Other	22
Self-Employed/Farm	304
TOTAL	447

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 2003

Data in Table 11-2 was derived from the Wisconsin Department of Workforce Development (DWD) data on covered employment. This is generally considered to be more accurate than Census data, which is subject to sampling errors. However, DWD data is not as good at accounting for employment that is not “covered” under unemployment benefits, which can be common for farm employment.

Employment Projections

Information on employment in Marathon County is gathered separately for non-farm and farm employment. The 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 (Table 11-3).

Table 11-3: Employment Projections, 2000-2030

Total Employment by Year							
	2000	2005	2010	2015	2020	2025	2030
Town of Wausau	447	451	455	459	463	467	471
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, 2003

The employment forecasts in Table 11-3 indicate continued employment growth for the Town of Wausau. By the year 2030, it is estimated that the Town will provide employment to 471 workers. This represents an employment increase of slightly more than 5 percent and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment. The estimates suggest an overall increase in employment by 2030 between 2.5 percent if a lower than expected growth rate occurs and 21 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
Town of Wausau	+2.5	+5.4	+21
Marathon County	+21	+26	+34

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 2003

Major Local Employers

There are several small businesses and industries located in the Town of Wausau, including a truck terminal, blacktop contractor, cabinet shop, repair shop, excavation business, builders, nurseries/tree farms, bar/restaurants, and ballrooms. Most are located along County roads or State highways.

The Town's Master Plan identifies North 41st Street as a future commercial node or corridor between CTH Z and N. This would like occur in conjunction with improvements to expand CTH X between STH 29 and STH 52 to create an "east bypass" arterial.

Issues

No significant issues have been identified.

12. Intergovernmental Cooperation

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

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

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

Shared Services and Facilities

Fire and Emergency Response- The Town contracts with the City of Wausau for ambulance service. The Town also has mutual aid agreements with surrounding municipalities. The

Town is currently in discussions with surrounding municipalities about consolidation of fire and emergency services in the metro area.

Police – The Town uses the Marathon County Sheriff’s Department for law enforcement and police protection.

Relationships to Other Governmental Entities

Surrounding Towns- Surrounding Towns in Marathon County, are concurrently preparing comprehensive plans.

School District- The Town of Wausau is served by the Wausau and DC Everest school districts. There are no operating public schools and one private school located in the Town.

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 general planning and mapping assistance to the Town of Wausau. The Town is also a participating member of the Wausau Area Metropolitan

Planning Organization (MPO), whose primary function relates to coordination of regional transportation planning.

Technician (EMT) and road planning with surrounding municipalities.

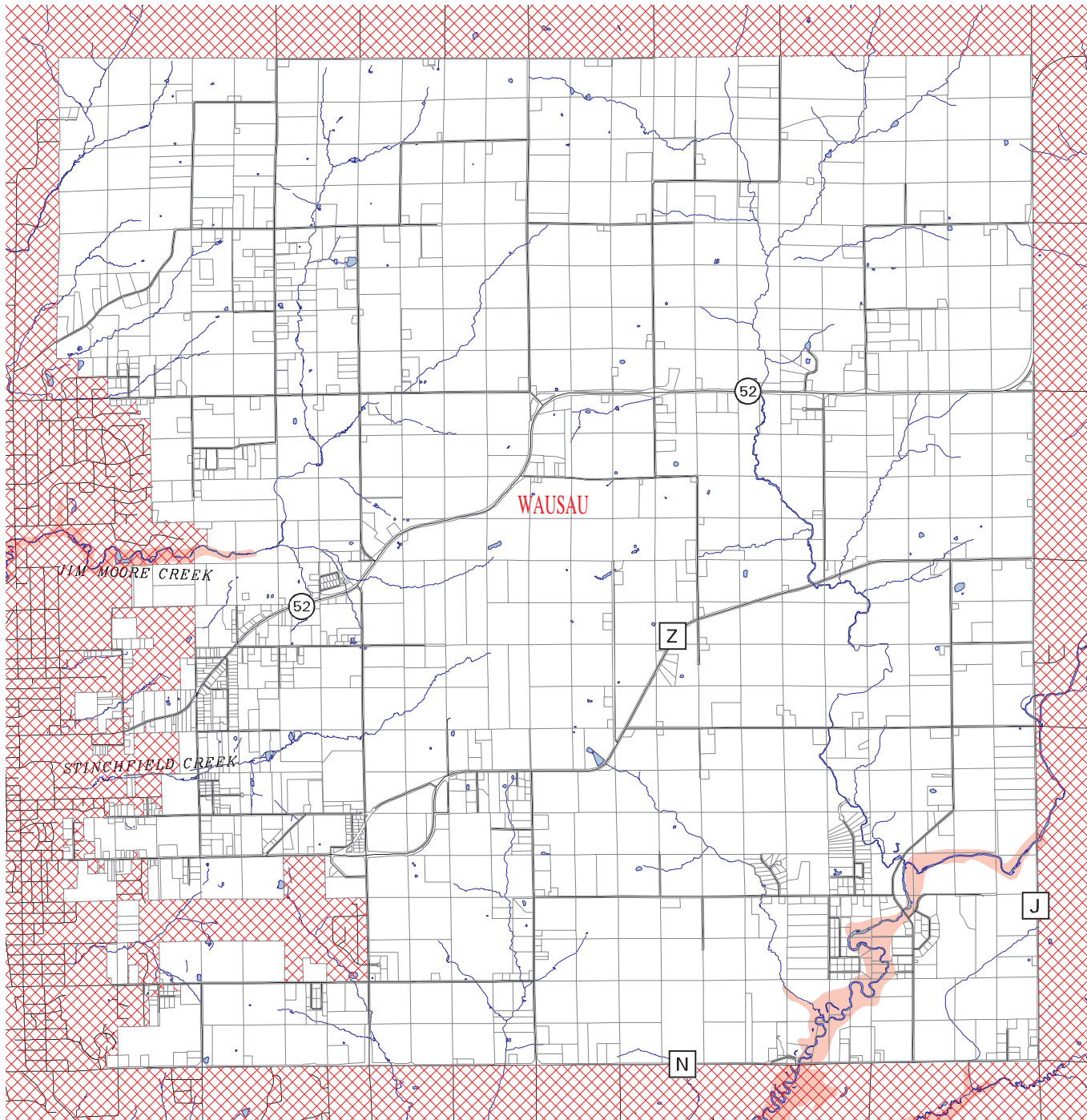
State and Federal Agencies- The Town has little direct contact with State or Federal agencies. However State agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland zoning oversight, navigable waters protection, compliance with water quality standards,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

Existing or Potential Conflicts

- **Annexation.** Given its adjacency to the City of Wausau, annexation is a constant threat to the Town. However, the Town does not currently have a cooperative working relationship with the City of Wausau. The Town and City may need to consider establishing a boundary agreement that identifies a joint planning area along their shared border.

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

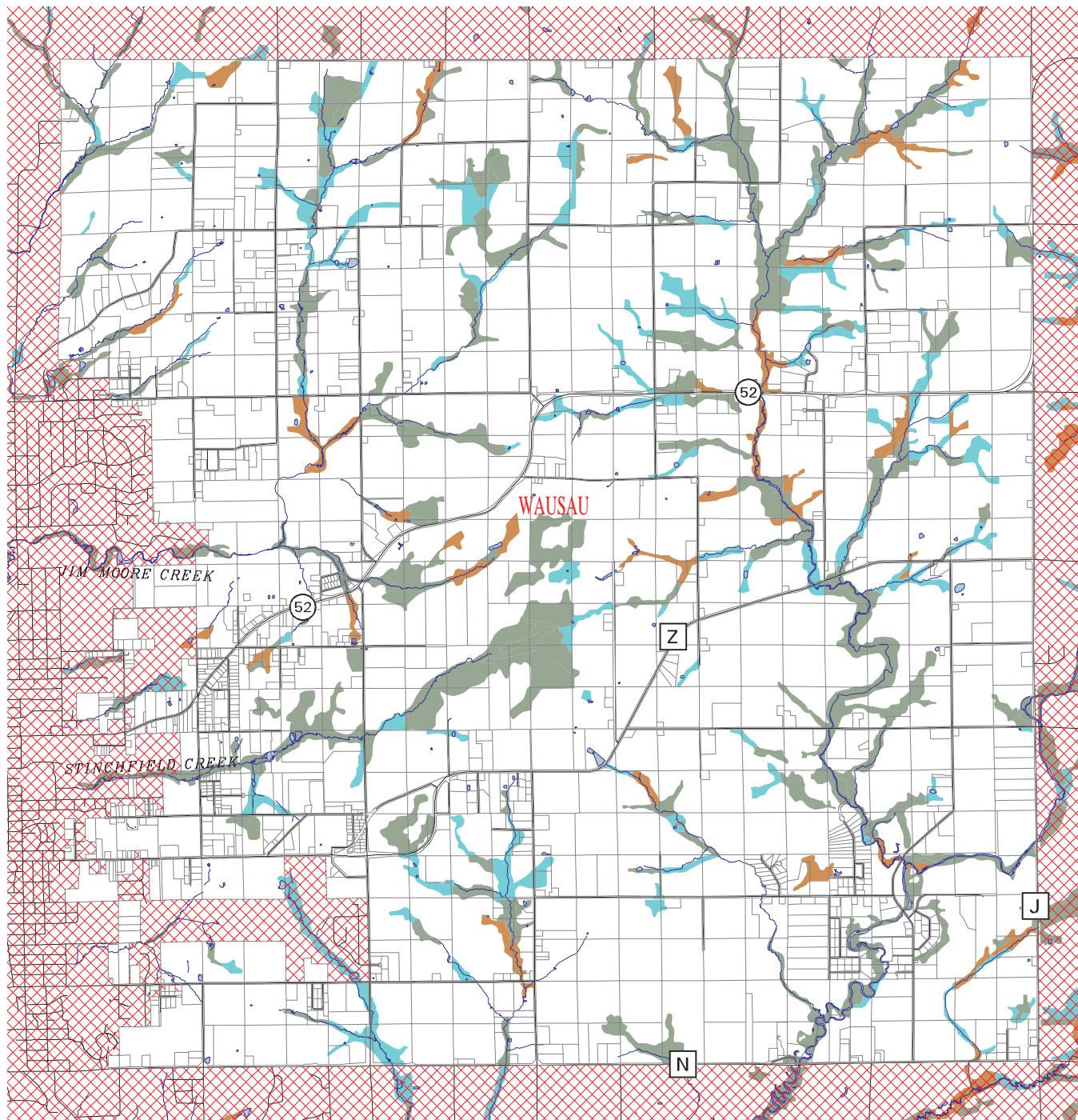
- **Shared Services –** The Town would like to encourage more sharing of services, such as fire/Emergency Medical



■ FEMA Floodplain

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

Figure 3-1
 100 Year Floodplain
 T-WAUSAU

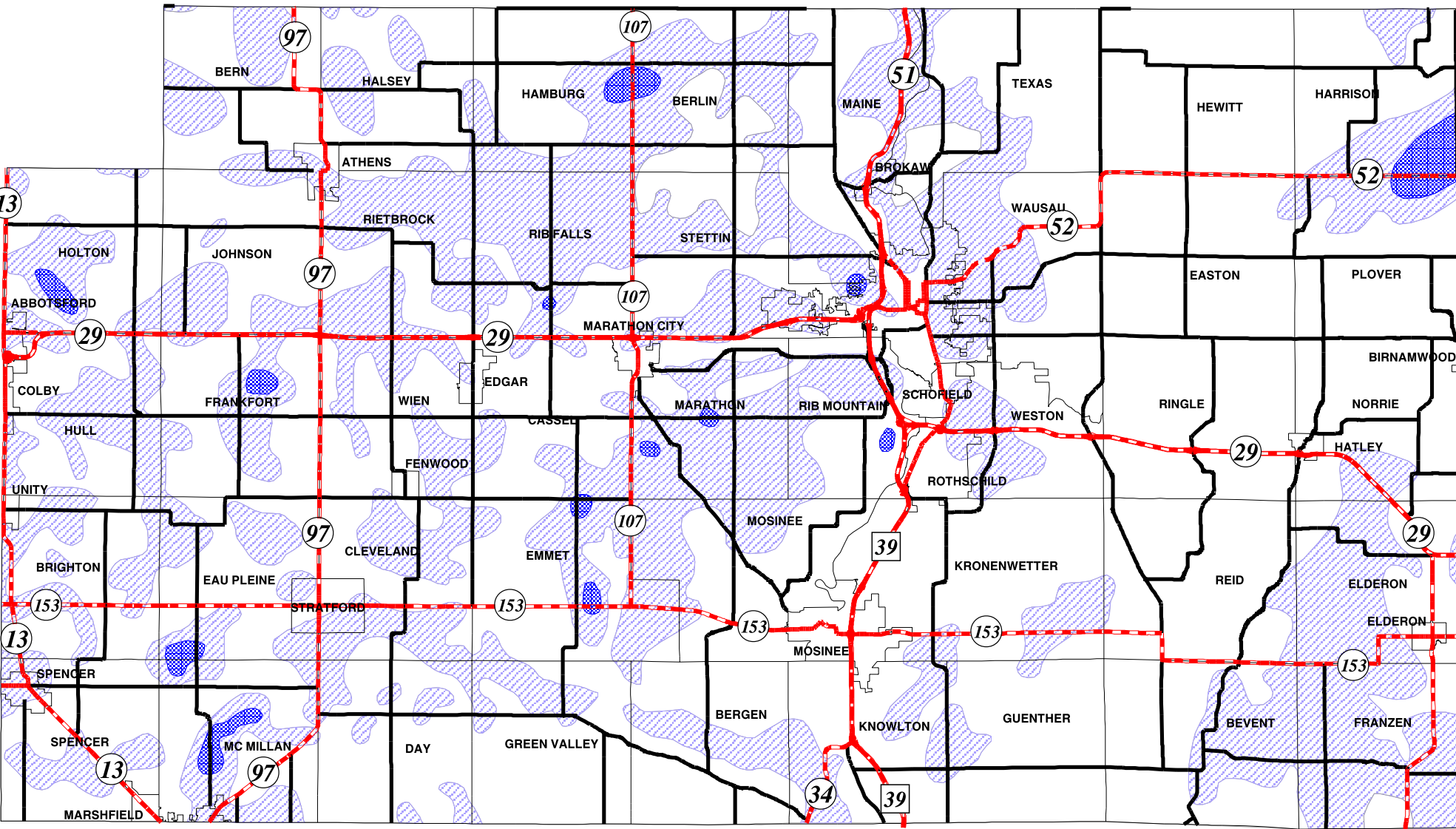


- Aquatic beds
- Emergent/wet meadow
- Filled/draind wetland
- Flats/unvegetated wet soil
- Forested
- Scrub/shrub

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

Figure 3-2
Wetland Types
T-WAUSAU

MARATHON COUNTY DEPTH TO GROUND WATER

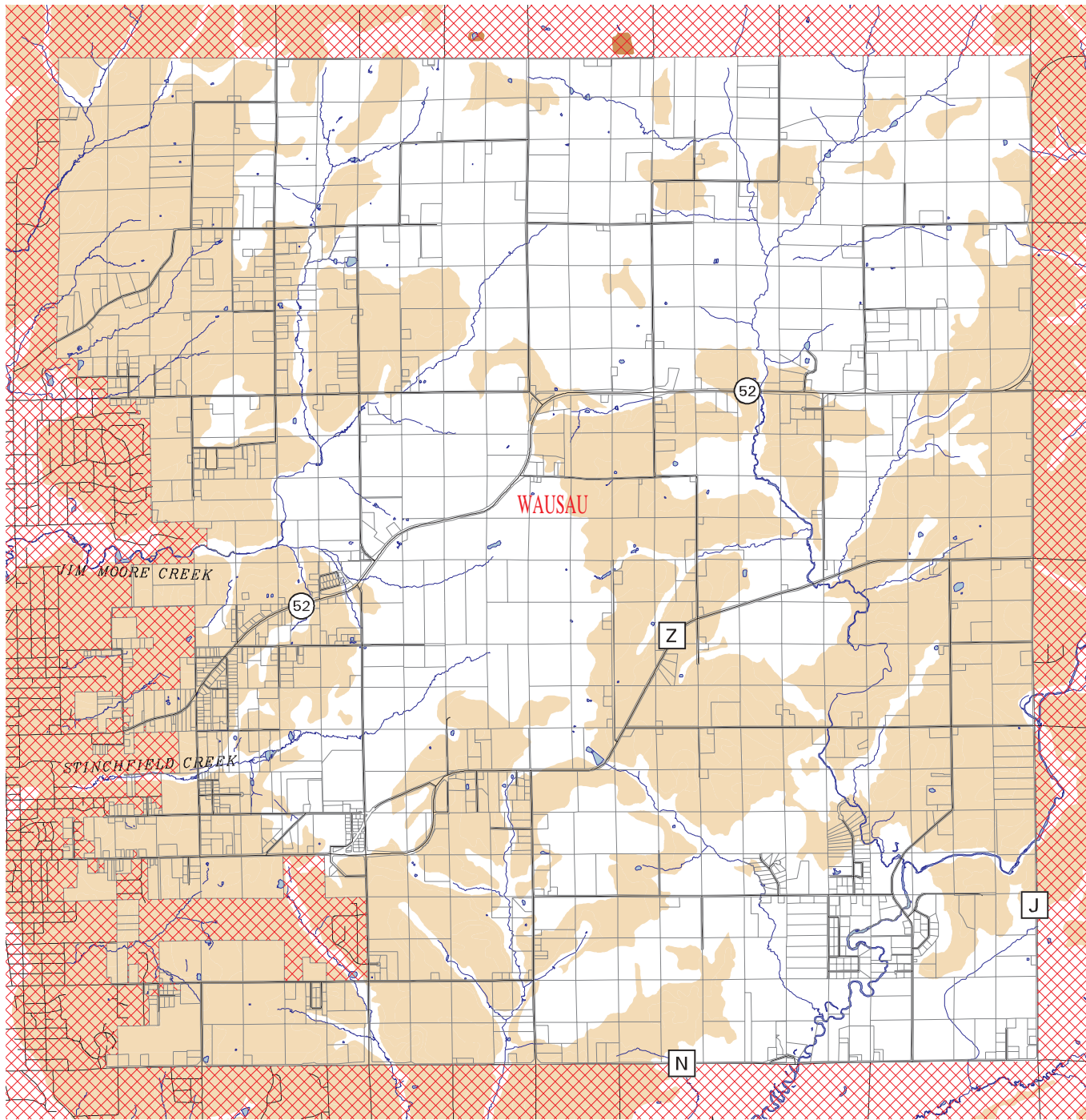


- State & Us Highways
- County Roads
- Municipal Boundary
- Ground Water Depth**
- 0-20 feet
- 20-50 feet
- >50 feet



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

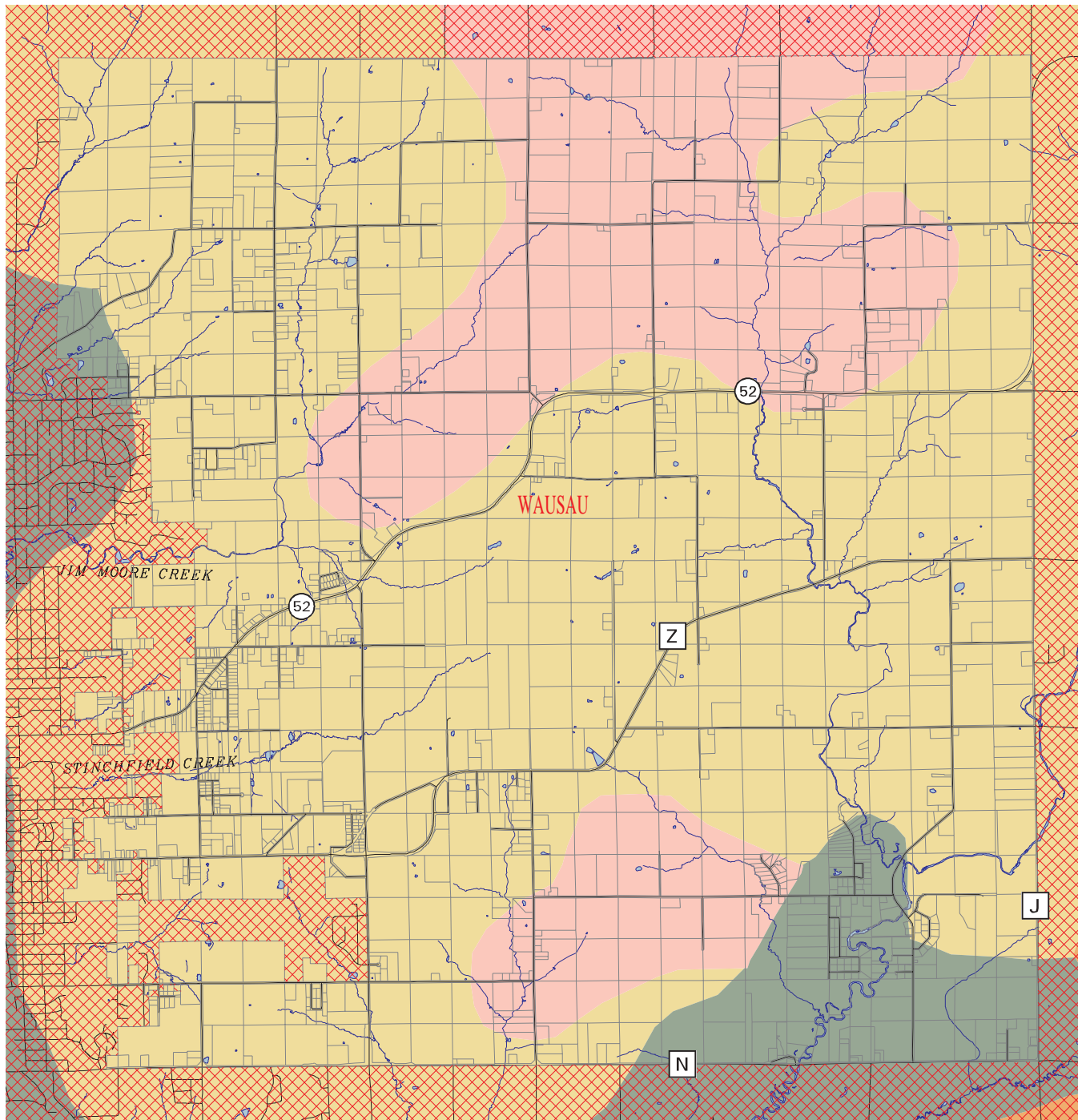
Figure 3-3



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

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

Figure 3-4
Depth To Bedrock
T-WAUSAU



Magnor-Cable

Marathon-Mylrea-Moberg

Mahtomedi-Fordum-Sturgeon

Cathro-Seelyeville

Loyal-Withee-Marshfield

Fenwood-Rietbrock-Rozellville

Chetek-Rosholt-Oesterle

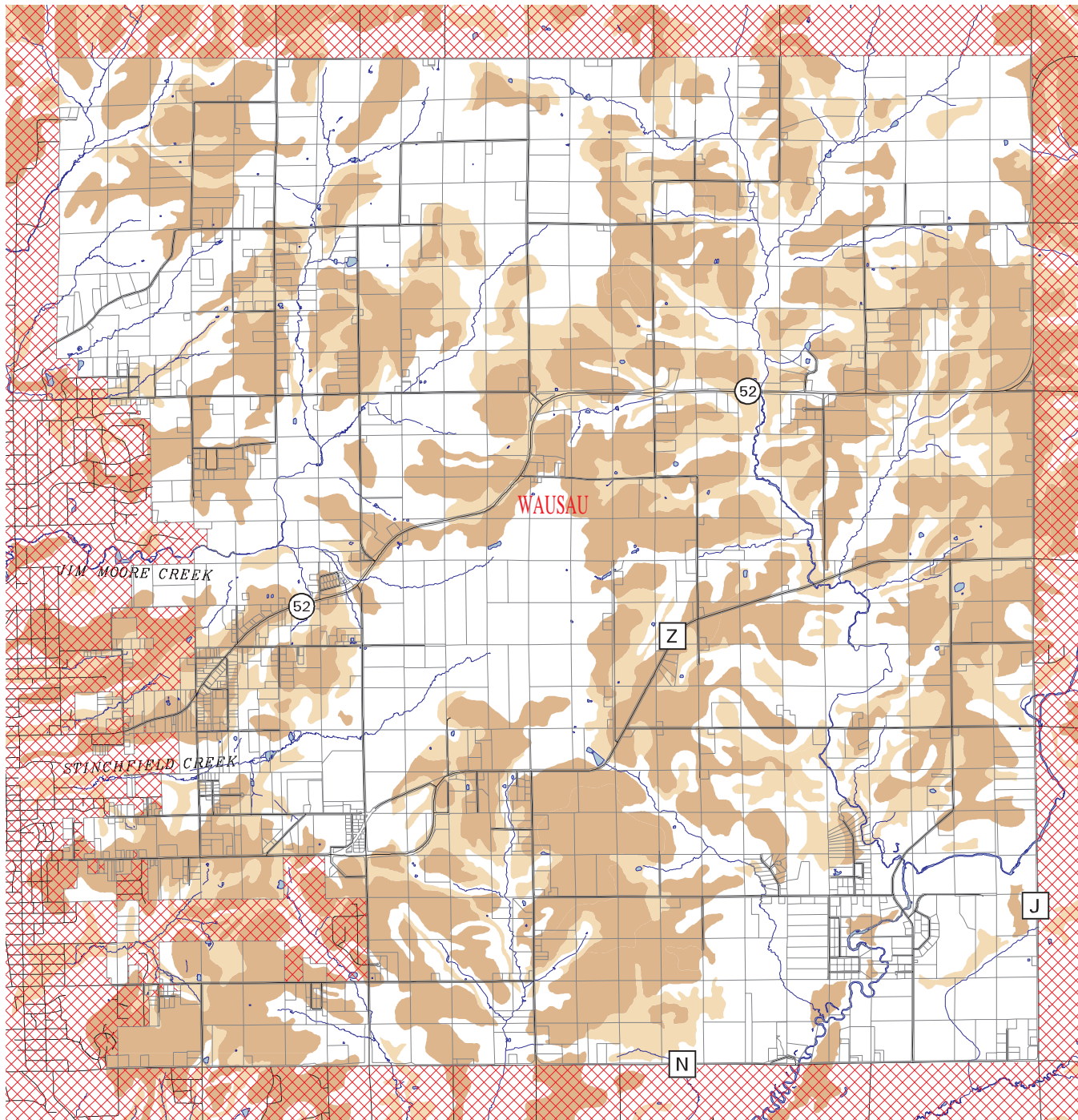
Kennan-Hatley

Mosinee-Meadland-Dancy

Mahtomedi-Graycalm-Meehan

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

Figure 3-5
Soil Associations
T-WAUSAU

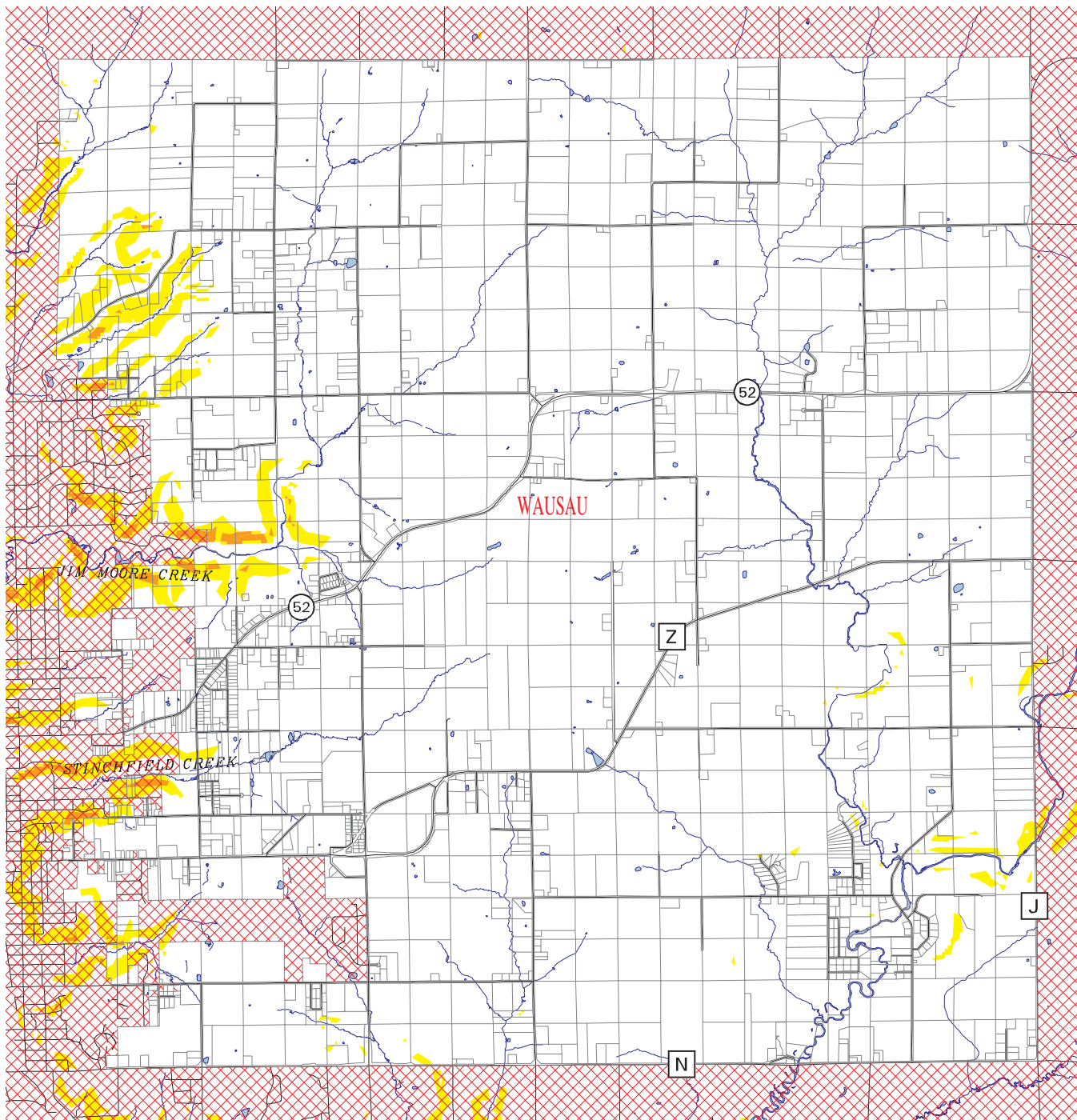


Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

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

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

Figure 3-6
Prime Farm Land
T-WAUSAU

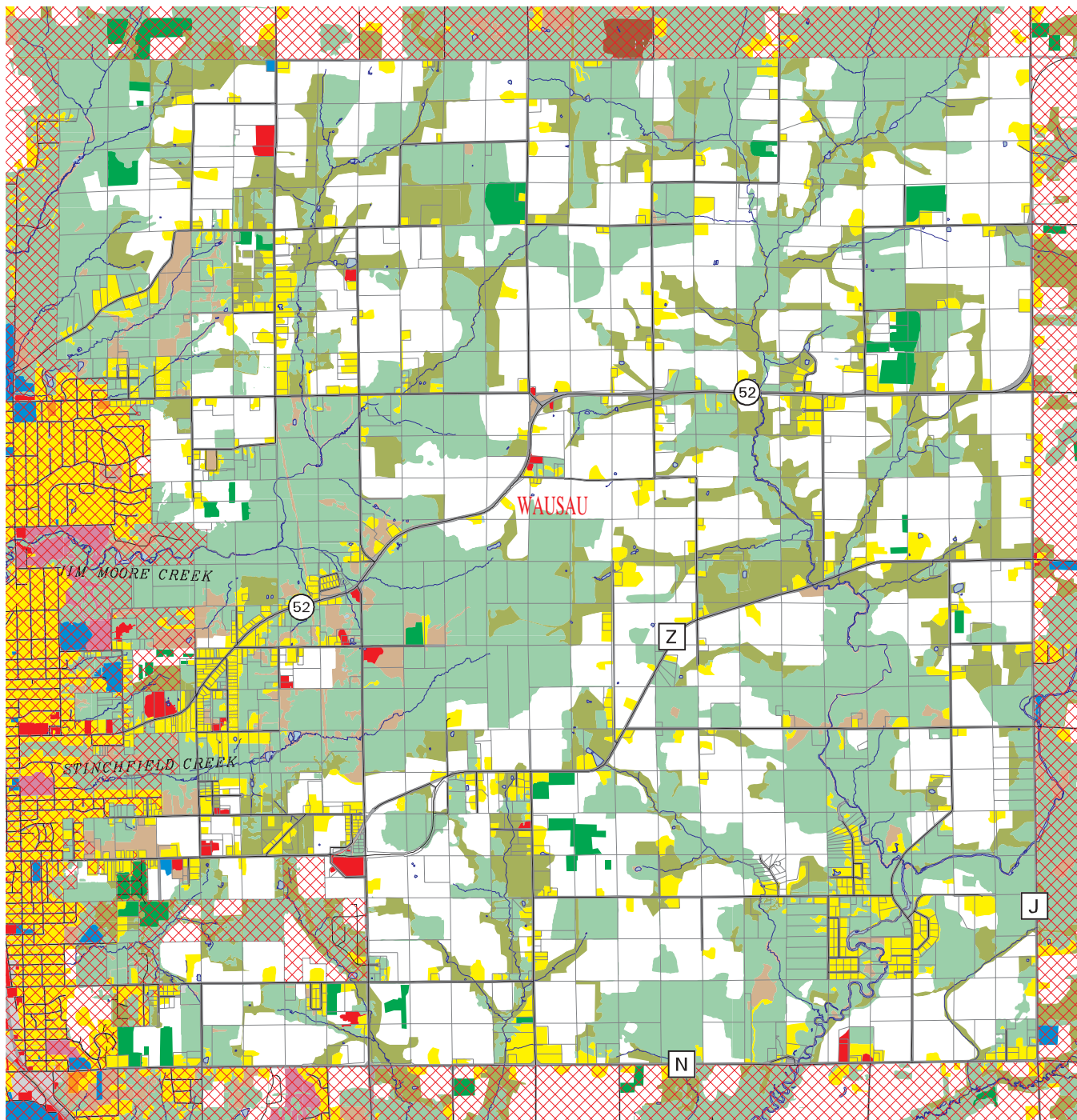


■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

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

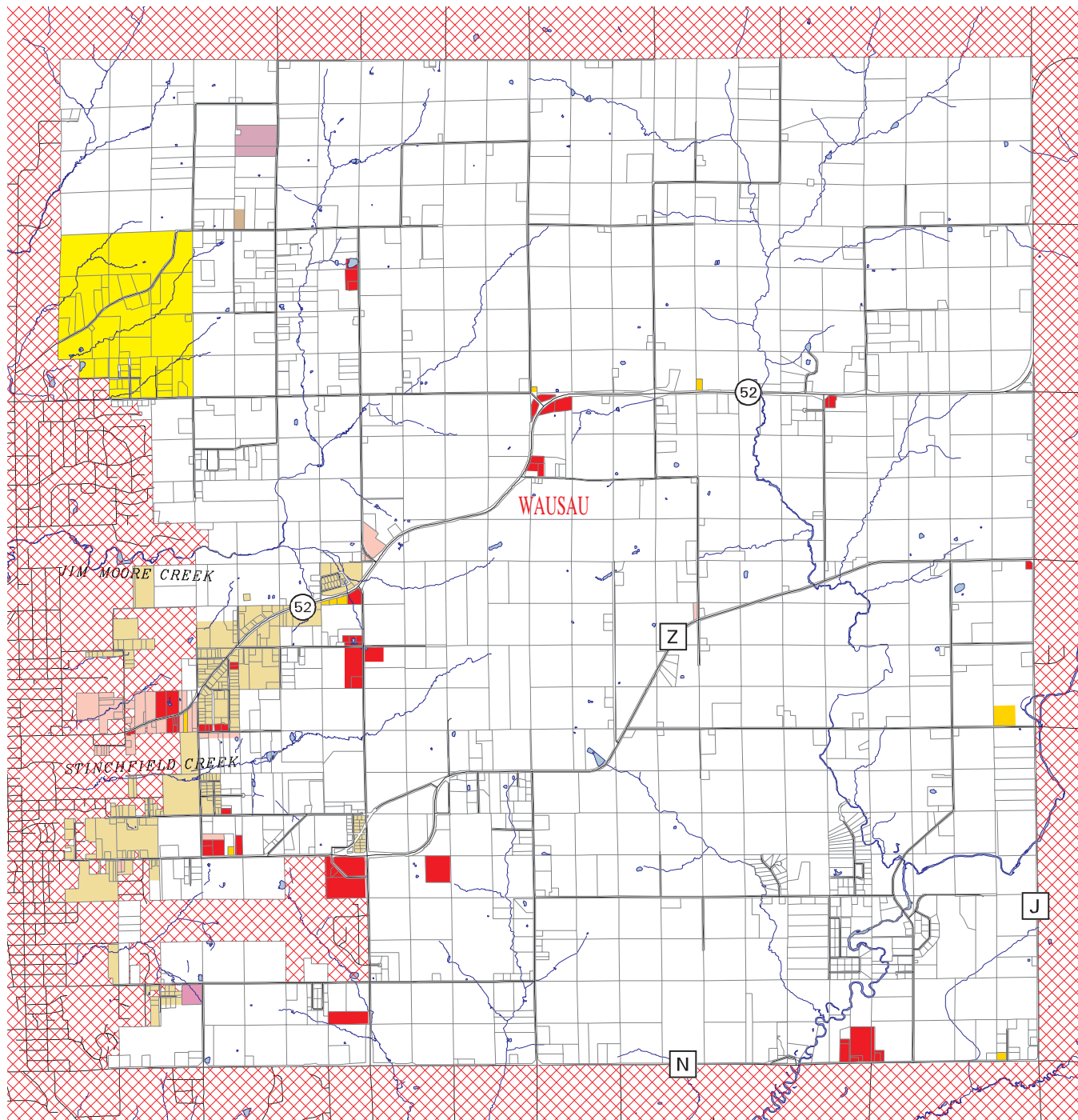
Figure 3-7
 Slopes
 T-WAUSAU



- | | | | | |
|---------------------------|----------------------|---------------------|------------|--------------------|
| 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

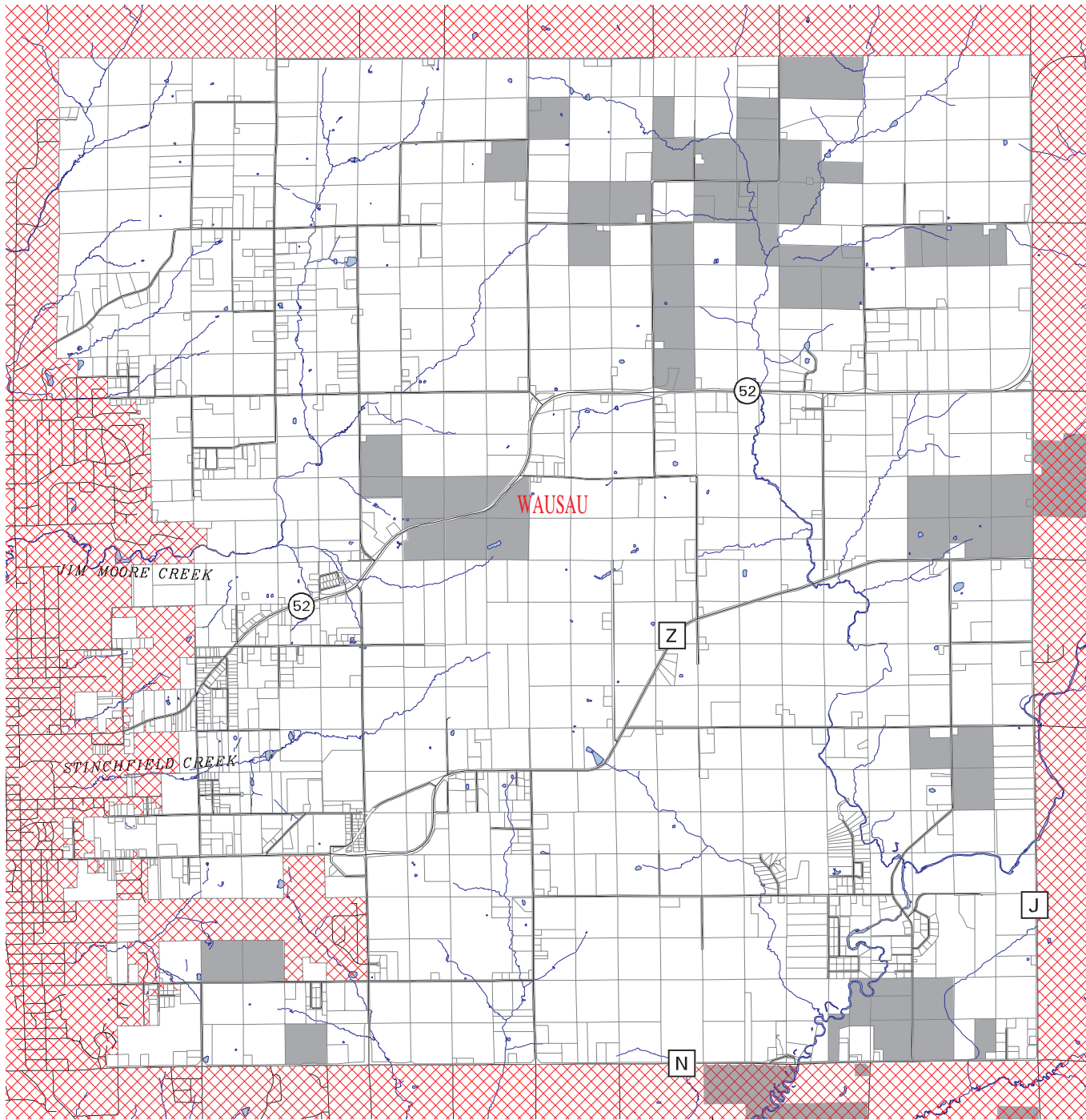
Figure 4-1
 2000 Landuse/Landcover
 T-WAUSAU



- A1 □ R3 □ B2 □ M2
- R1 ■ R4 ■ B3
- R2 ■ B1 ■ M1

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

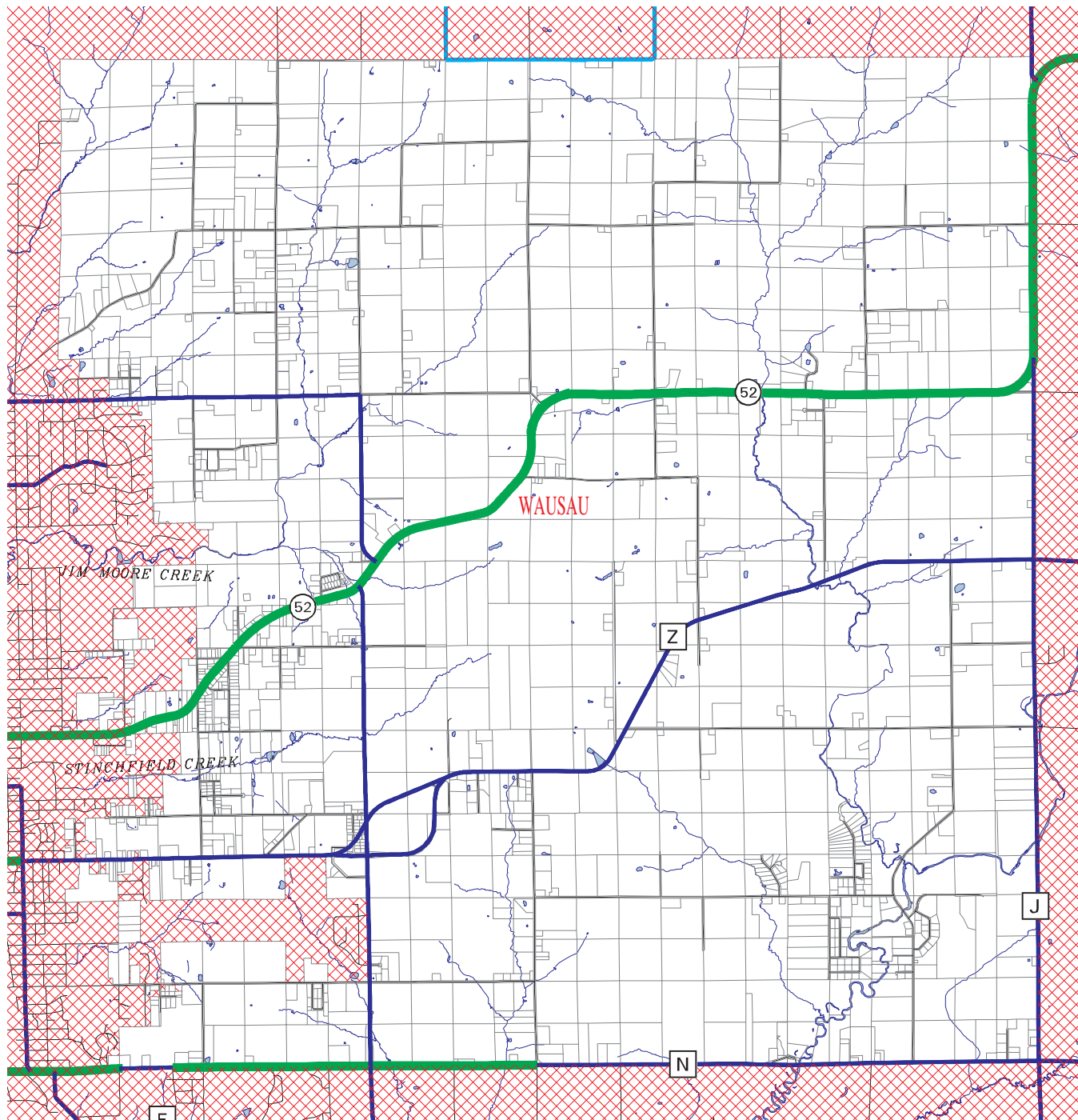
Figure 4-2
Local Zoning
 T-WAUSAU



- Exclusive ag zoning
- Farmland pres contracts

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

Figure 4-3
Exclusive Ag & Farmland Preservation
T-WAUSAU

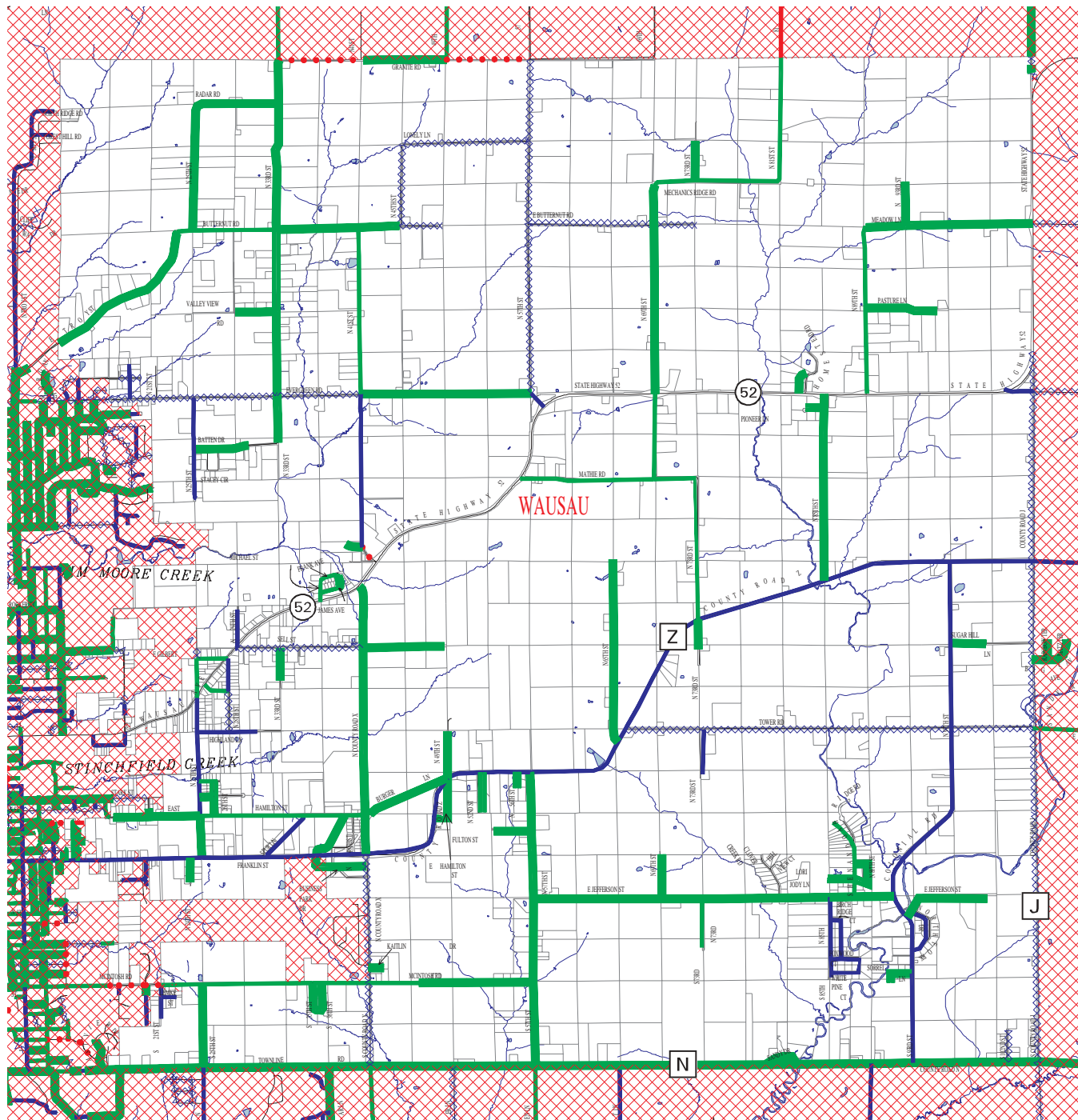


- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

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

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

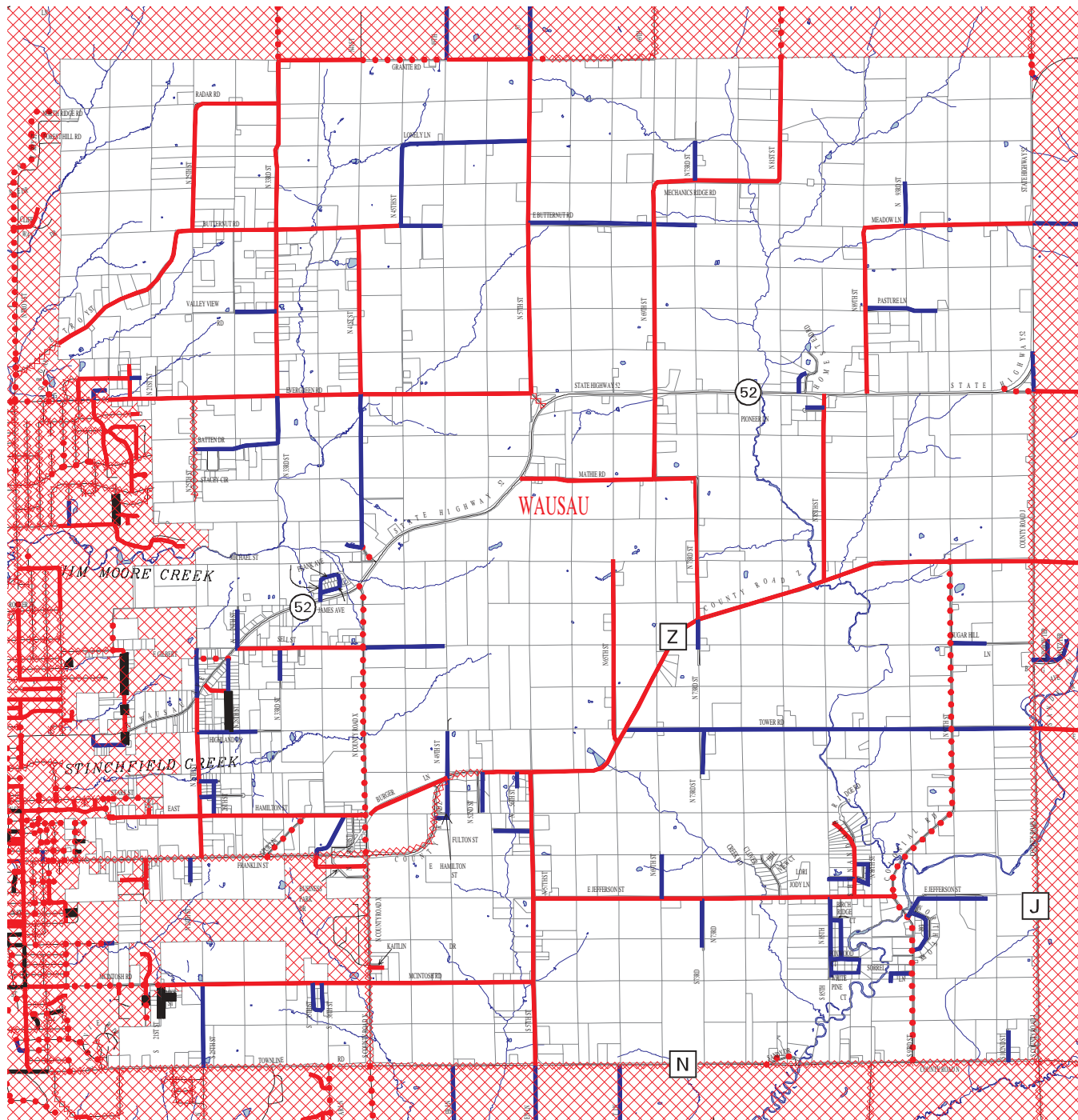
Figure 5-1
Functional Classification of Roads
 T-WAUSAU



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

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

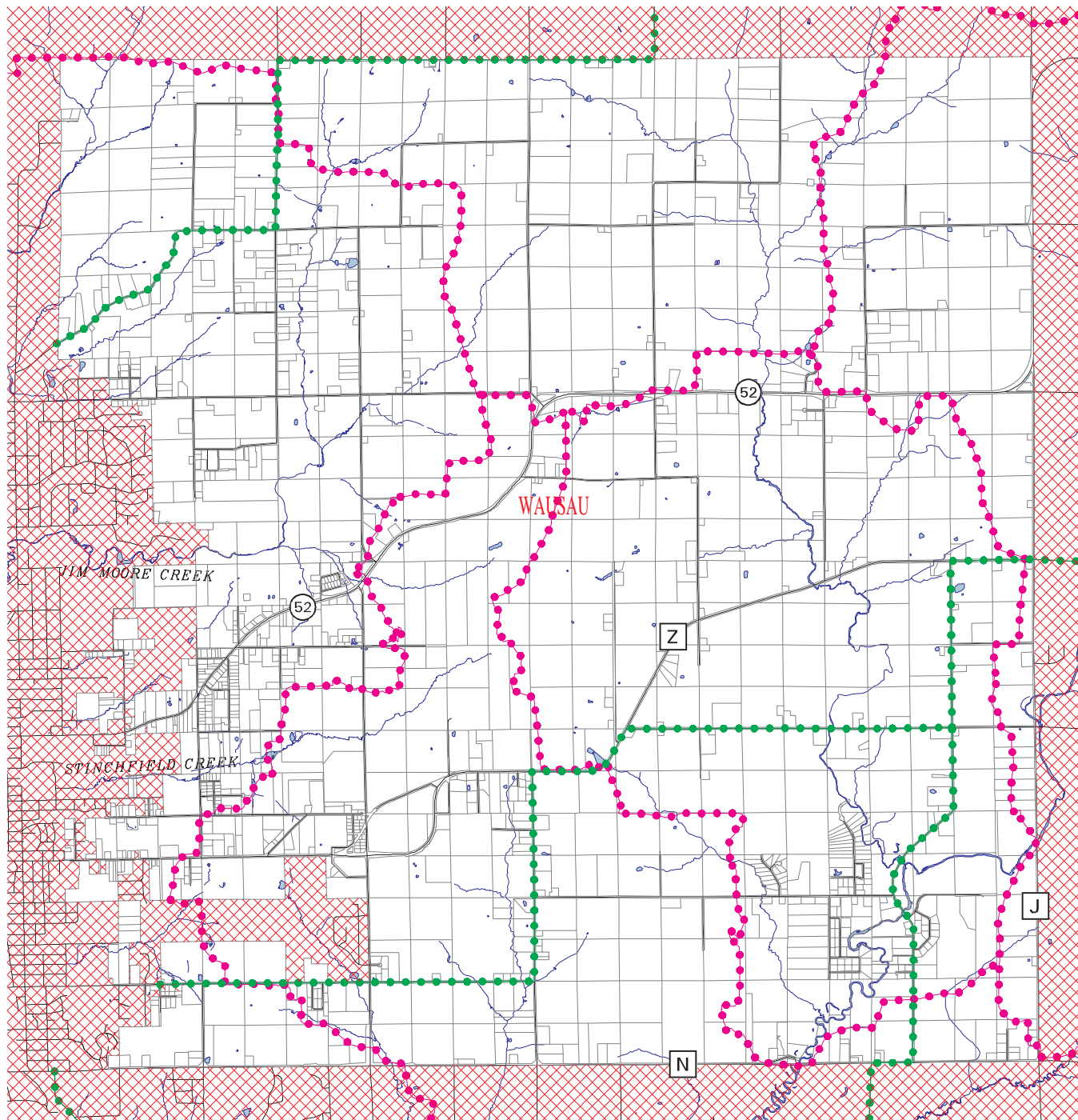
Figure 5-2
Road Surface Rating
T-WAUSAU



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

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

Figure 5-3
Road Surface Types
 T-WAUSAU

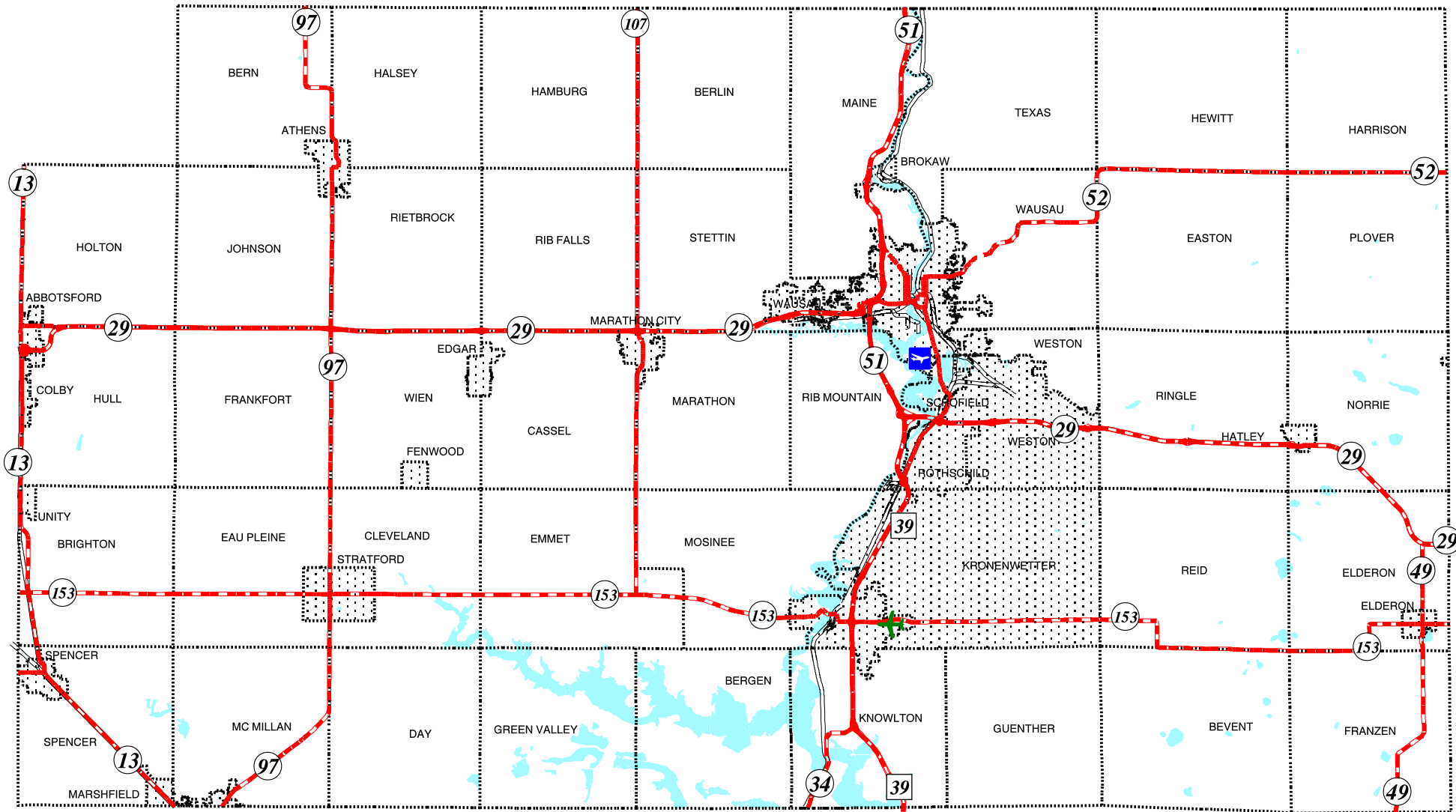


- 2001 Snowmobile Trails
- Mountain Bay Trail
- Ice Age Trail
- Suggested Bike Routes

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

Figure 5-4
 Trails
 T-WAUSAU

MARATHON COUNTY REGIONAL TRANSPORTATION









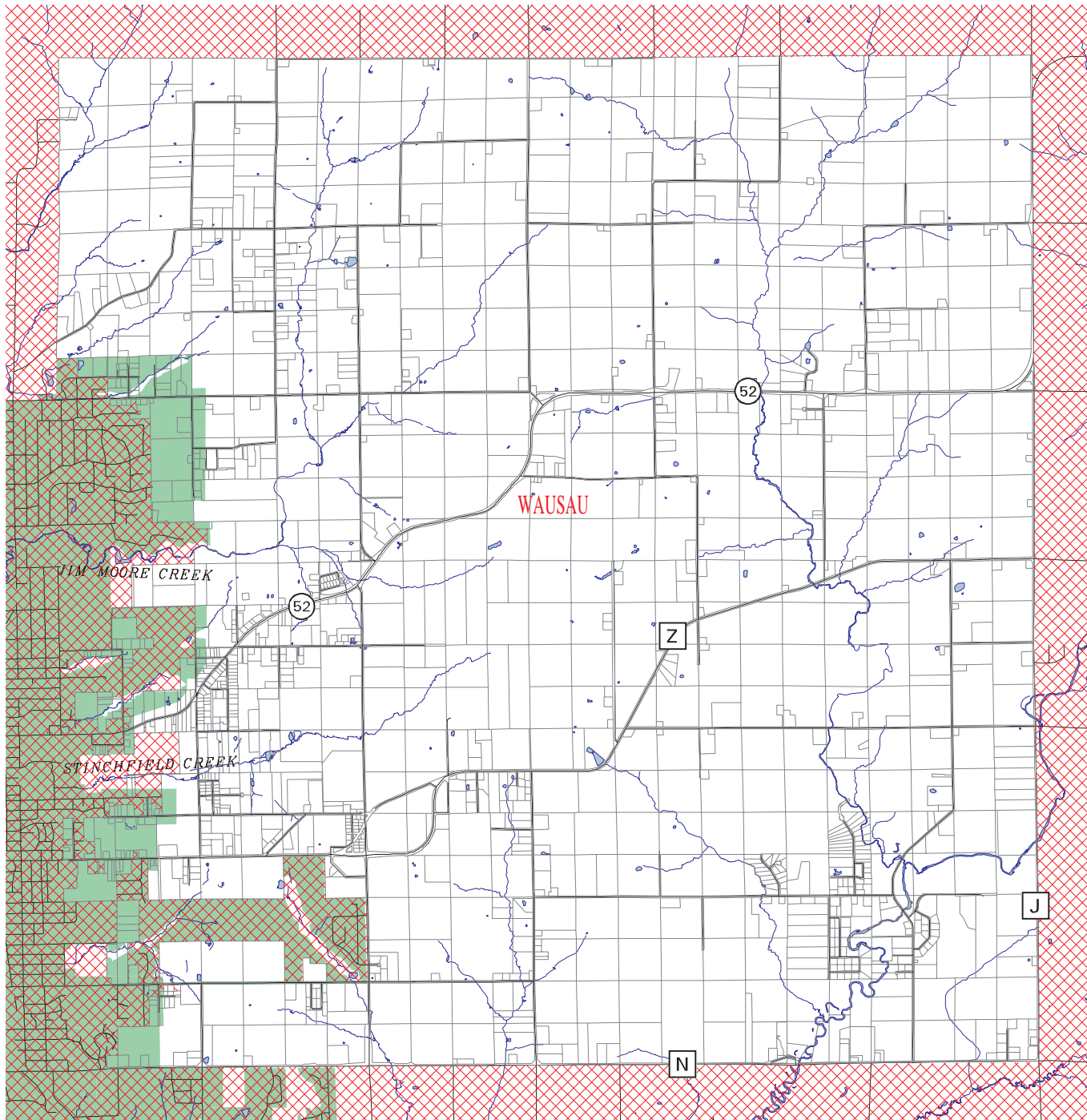
-  Wausau City Airport
-  Central Wisconsin Airport (Mosinee)
-  State & Us Highways
-  Railroads (Active)
-  Municipal Boundary
-  Water Features
-  Incorporated Municipality



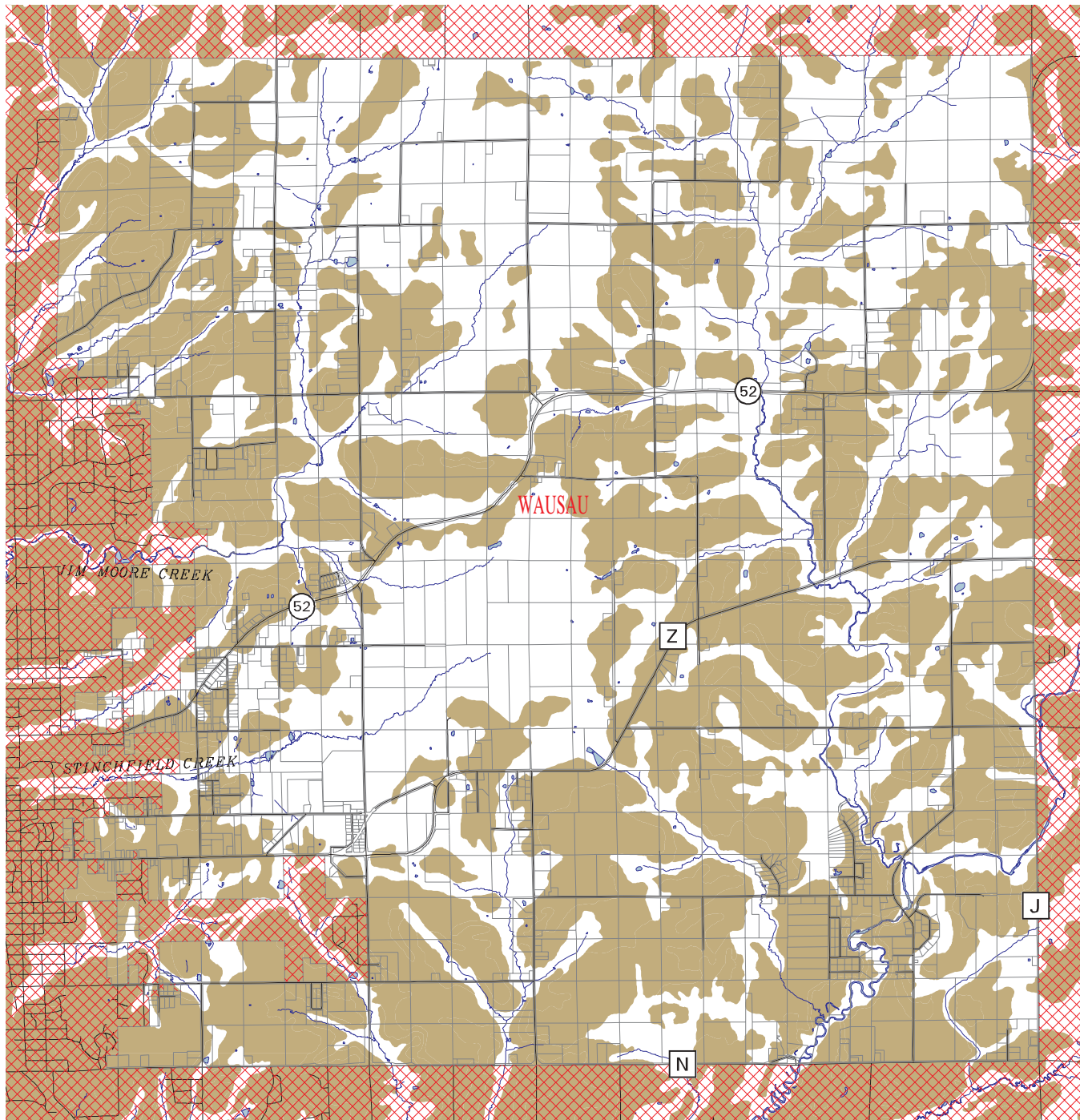
Figure 5-5



■ Sewer Service Areas

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

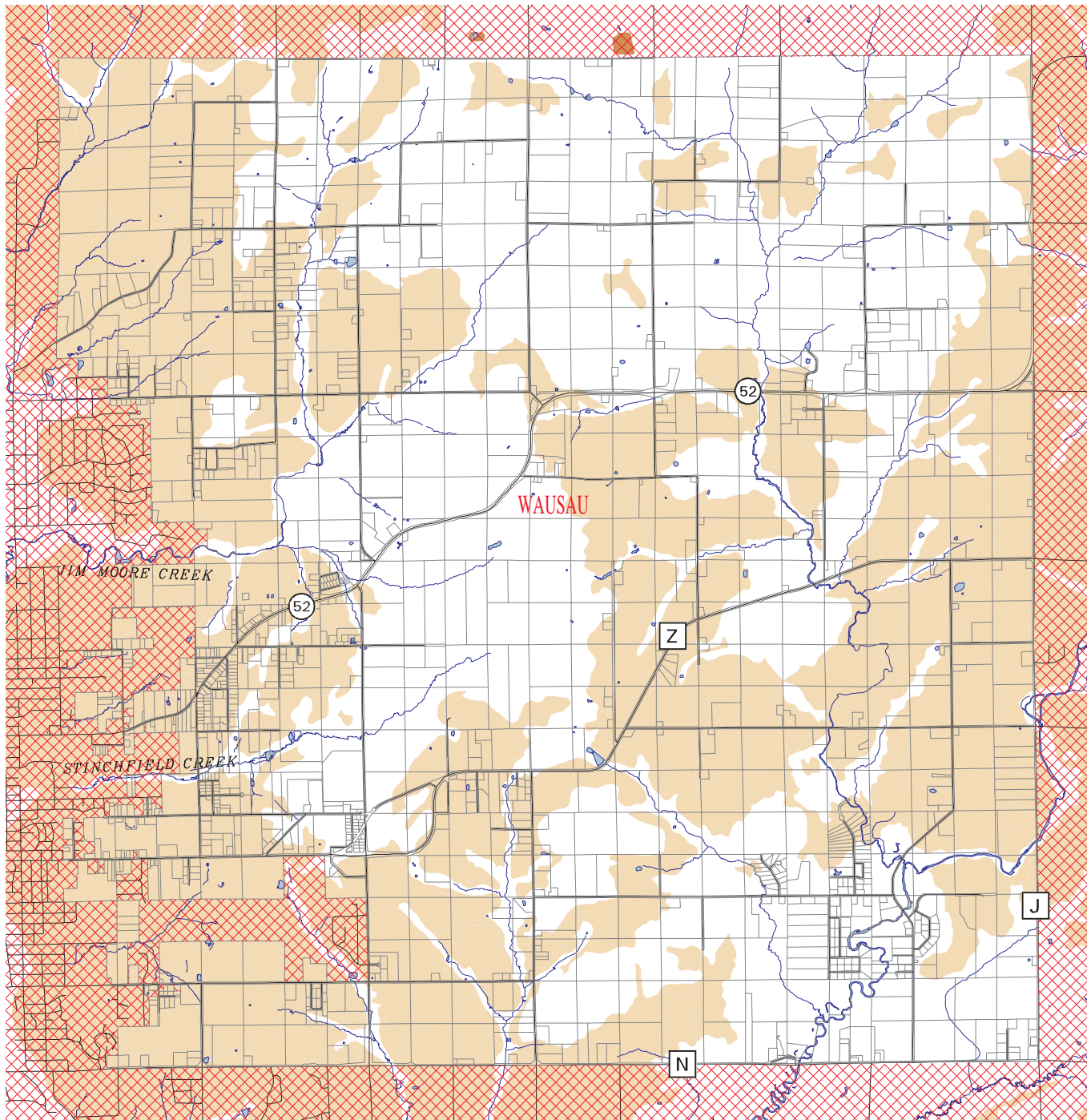
Figure 6-1
 Sewer Service Areas
 T-WAUSAU



■ Soils suitable for septic systems w/soil absorption component

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

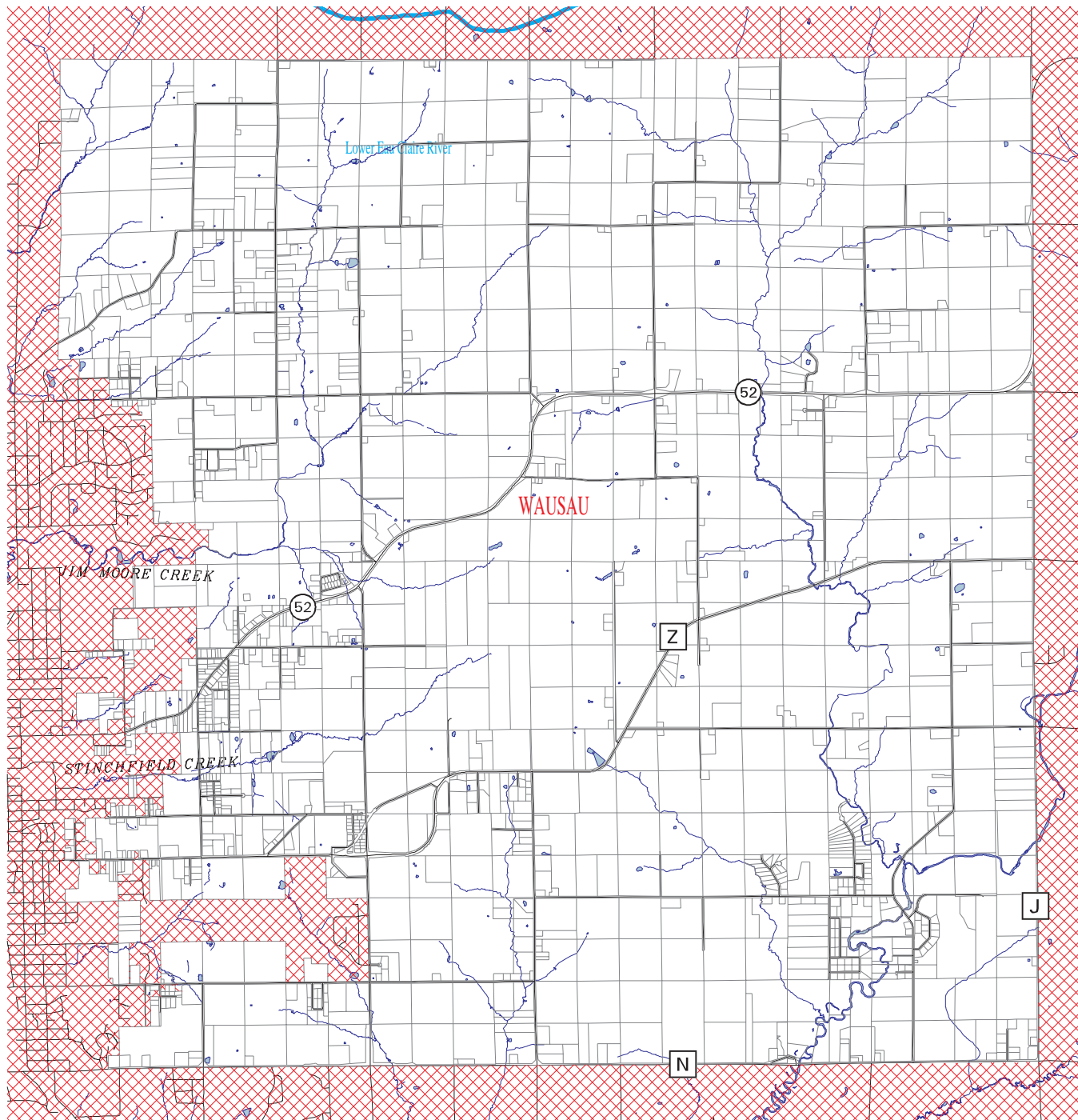
Figure 6-2
 Suitable Soils-Septic Tank Absorption
 T-WAUSAU



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

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

Figure 6-3
Depth To Bedrock
T-WAUSAU



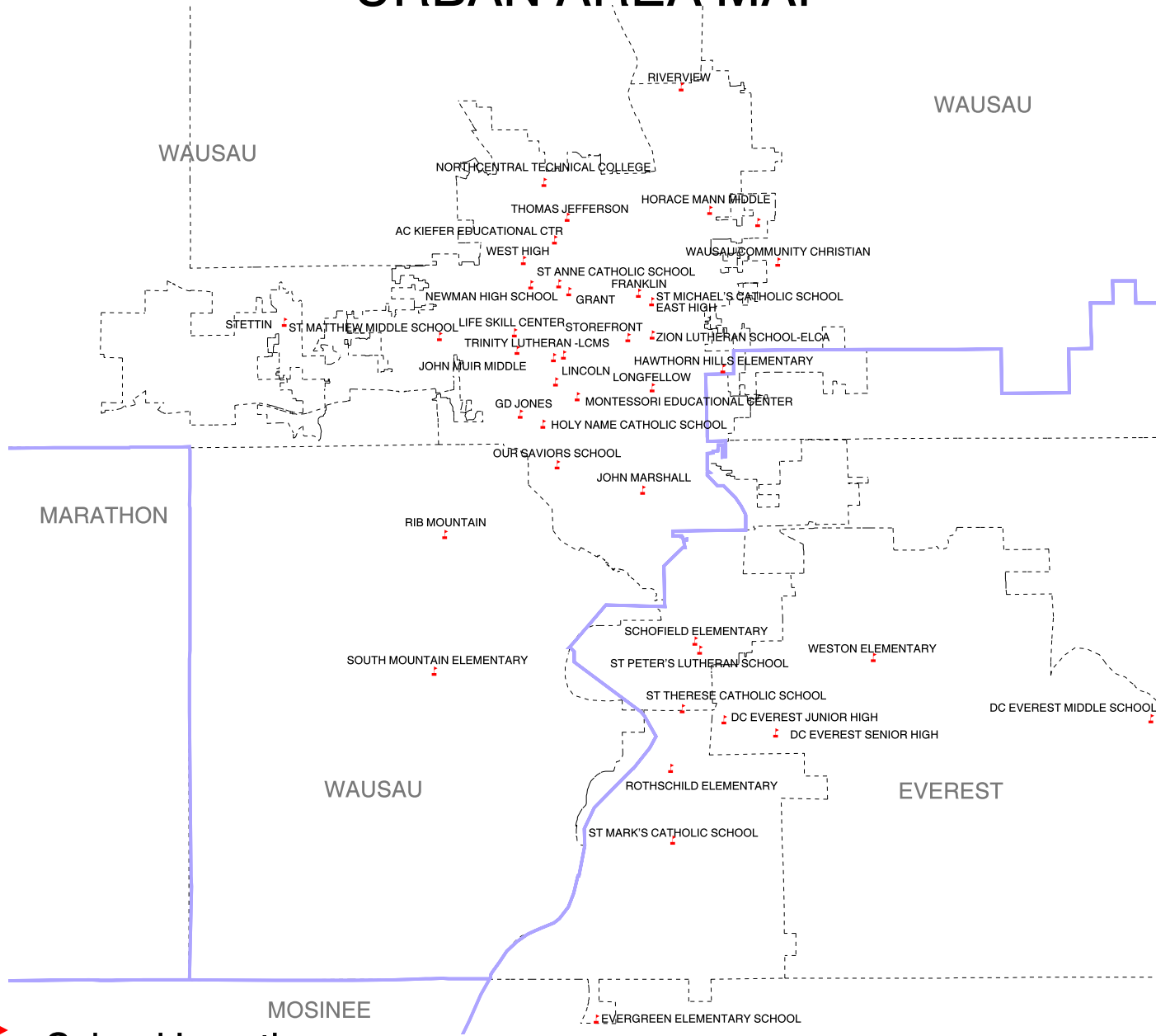
Priority Watersheds as identified in the Marathon County Land & Water Resource Management Plan




Watershed boundaries

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

Figure 6-4
Major Watersheds
T-WAUSAU

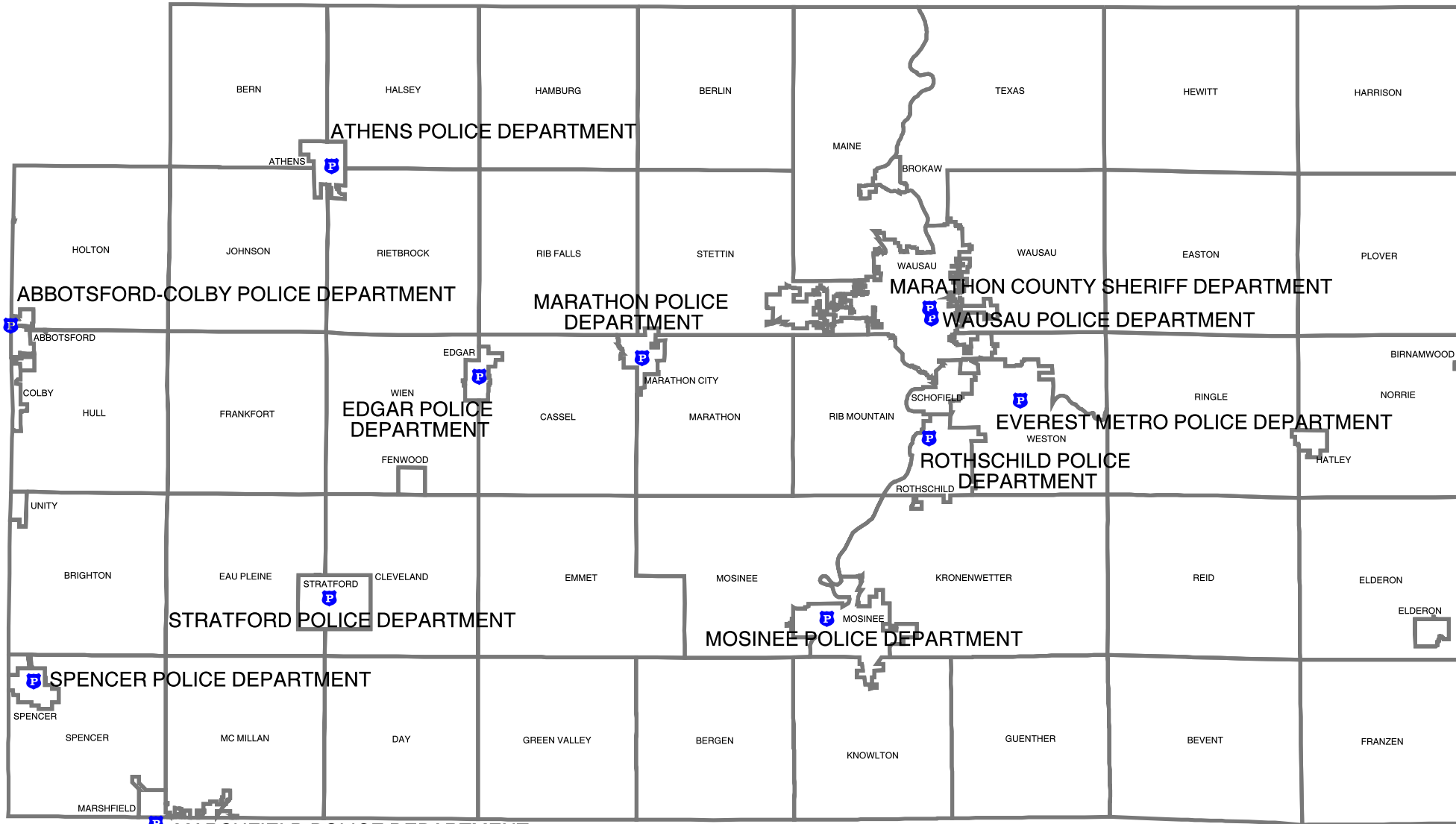
MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS URBAN AREA MAP



 School Locations
 School District Boundary
 Municipal Boundary

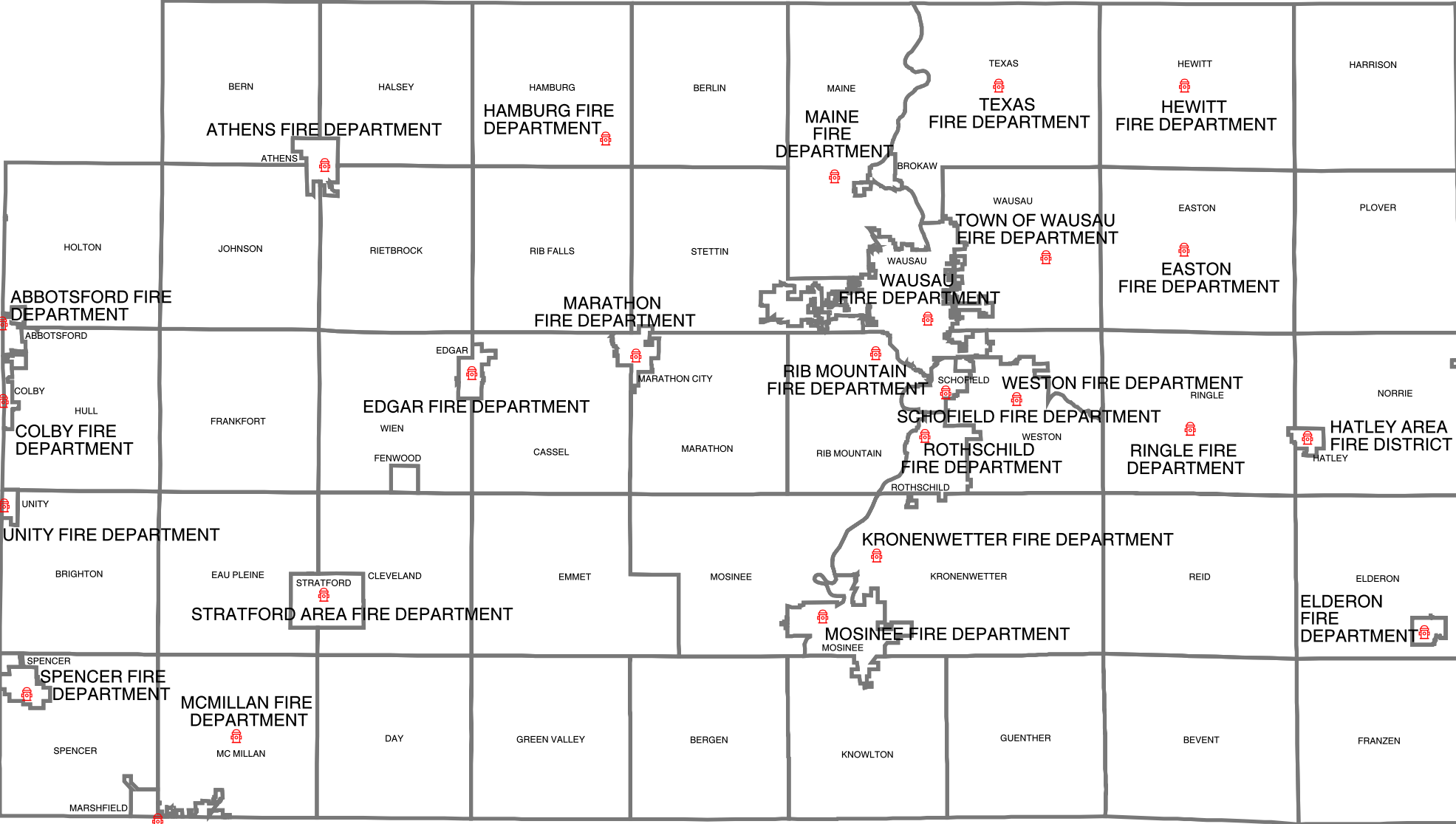


MARATHON COUNTY LAW ENFORCEMENT



 Police Department
 Municipal Boundary

MARATHON COUNTY FIRE DEPARTMENTS



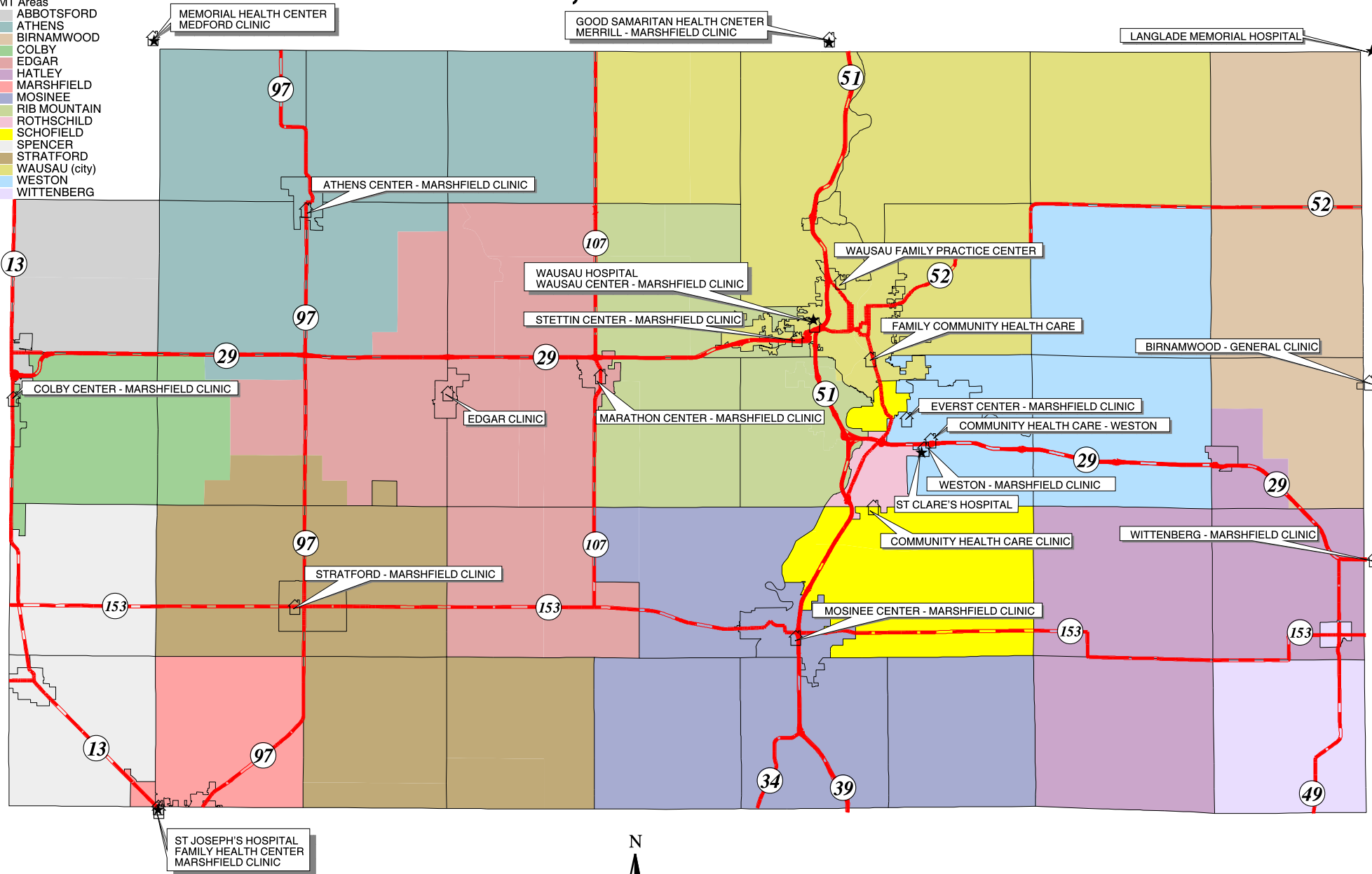
Map Developed by Marathon County CPZ & GIS 2005

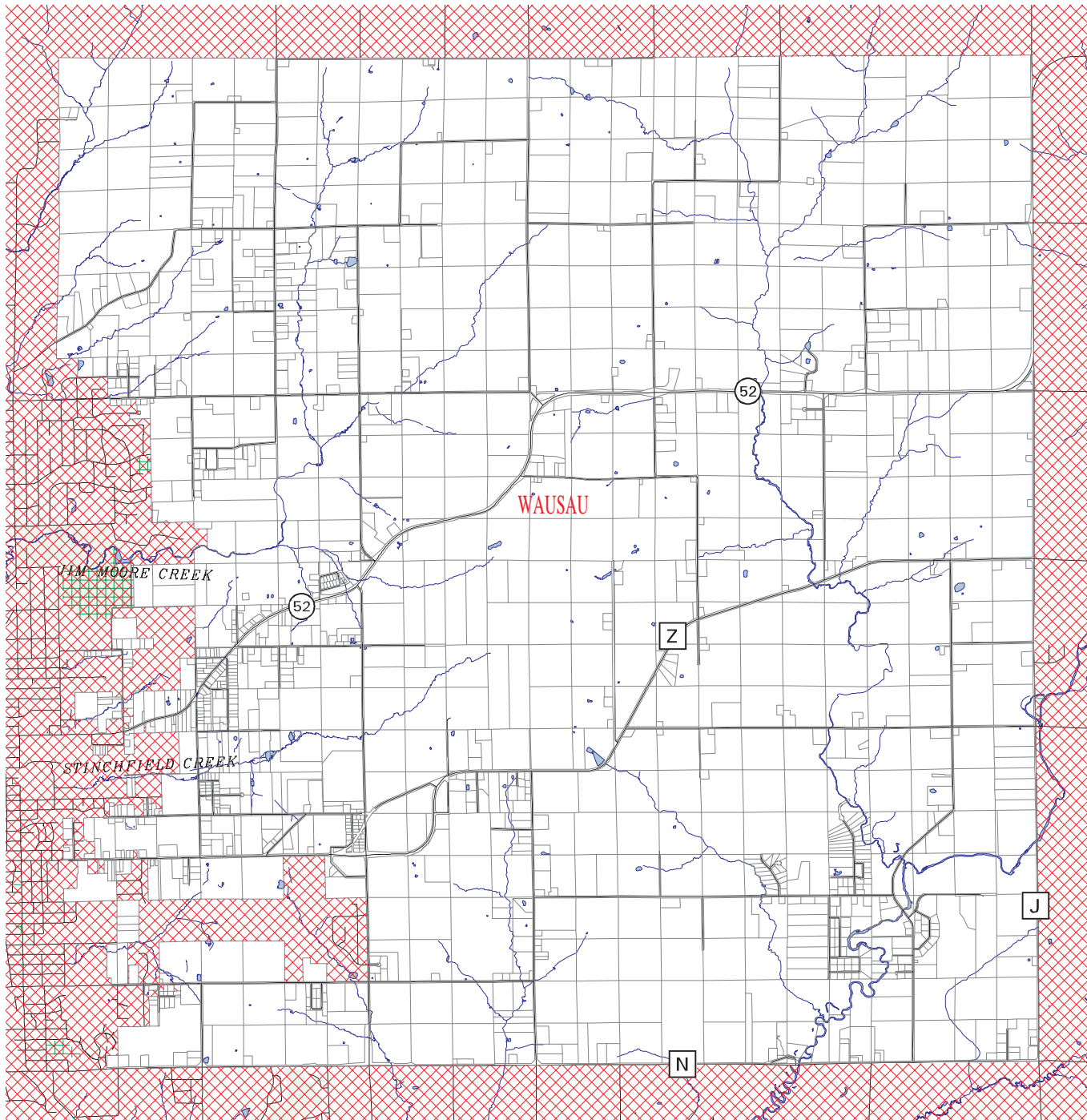
 **Fire Department**
 **Municipal Boundary**

Figure 9-3

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

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





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

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

Figure 10-1
Recreation Facilities
T-WAUSAU

Town of Wausau

Comprehensive Plan

Goals, Objectives, Policies & Implementation

January 2006

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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.

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 Town of Wausau 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 nine 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

Follow is a list of concerns shared by the municipalities in the Highway 51 planning sub-area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-area that participants liked, disliked, or had concerns about.

Land Use and Development:

Development regulation

- Maintain local control of development regulations
- Private property rights important
- Managed development preferred

Urban fringe development

- Annexation – lack of control over where, when and what might develop
- Cooperative boundary agreements – option to manage growth at urban edge
- Planned development preferred
- Land use conflicts are a concern
- Concentrate commercial and industrial development in cities or villages

Identity and appearance

- Lack of design/aesthetics controls
- Cluttered appearance on major road corridors (signs, power lines, no landscaping, etc.)
- Housing maintenance problems in some areas
- Land use conflicts – i.e., old industrial adjacent to residential

Infrastructure:

Traffic management

- Driveway access control needed (e.g., frontage roads)
- Street parking can be a problem in some areas
- One way streets (primarily Wausau)
- Limited river crossings
- Interchange locations – desire for new interchanges

Water supply

- Depletion or degradation due to high volume users (e.g., new high school, industry)
- Limited access in certain areas (bedrock, etc.)

Sewer and septic systems

- Interest in alternatives to centralized wastewater treatment
- “Comm83” opens more areas for septic systems
- High bedrock, steep slopes, and poor soils influence and/or limit sewer extensions and septic systems

Community services

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- Cost to provide increased level of services
- Transit services (lack of and/or desire for) in fringe communities

Fiscal/Economic:

Tax base

- Redevelopment of under-utilized lands, particularly along Wisconsin River recognized as priority

- Maintain and foster diverse mix of land uses
- Competition for development between communities not always productive
- Loss of taxable land due to public purchase

Community Vision Statement

The vision of the Town of Wausau is to provide for the growth and development of the town over the next ten years in such a way as to balance individual private property rights with the town’s need to protect property values community-wide, minimize conflicts and keep the cost of local government as low as possible.

Goals, Objectives, Policies, Strategies & Actions

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

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

The Town contains a variety of natural resources. Most wetlands and woodlands are associated with streams running through the Town. One of the Town's most significant resources is an abundance of prime farm soils. Protection and enhancement of these natural resources is a continuing priority of the Town. Because the Town has little regulatory authority over natural resources, it will continue to work with Marathon County and WDNR to protect and enhance natural resources, including threatened and endangered species within the Town.

Goal 1: Protect and enhance the sensitive natural resource areas in the Town.

- **Objective: To recognize that limited water availability may affect development in some areas.**
- **Objective: To continue working with the WDNR and Marathon County to ensure appropriate preservation of wetlands and shorelines.**
- **Objective: To encourage residents to conduct regular well testing to ensure safe water supplies.**
- **Objective: To the extent possible, limit uncontrolled runoff, over use of fertilizers, and other waterway contaminants that could impact surface water.**
- **Objective: To discourage clear-cutting of woodlands.**
- **Objective: To improve wildlife habitat.**

Policies:

1. The Town of Wausau places a high priority on protection of its sensitive natural resources.
2. The Town of Wausau will strive to ensure development occurs in an environmentally sensitive manner.

Strategies/Actions:

1. Continue to serve as the liaison between private property owners in the Town and the County, WDNR, and others regarding the Managed Forest Law (MFL) and other programs aimed at protection and preservation of woodlands.
2. Continue to work cooperatively with Marathon County and the WDNR to enforce regulations to protect and mitigate development impacts on wetlands.
3. Routinely provide information in the newsletter to residents on well testing.
4. Amend the land division and zoning ordinance to incorporate adequate surface water management and soil erosion control measures.

Goal 2: Protect and preserve prime farmland for agricultural production.

- **Objective: To encourage efforts to reduce soil erosion, decrease sedimentation into surface waters, and increase proper nutrient crediting to protect soil quality.**

- **Objective: To participate in regional programs through agencies such as Marathon County and the UW-Extension that promote the preservation of prime agricultural land and assist farmers in maintaining economically viable farms.**

Policies:

1. The Town of Wausau recognizes the importance of its farmland to its livelihood and heritage and strives to preserve its productive agricultural resources.

Strategies/Actions:

1. Amend local ordinances as necessary to incorporate appropriate soil erosion and surface water runoff measures.
2. Consider requiring larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms.
3. Work with UW-Extension and the Chamber of Commerce to provide information to Town farmers regarding tools, programs, and resources available to help farmers stay in business, develop niche markets, etc.

Goal 3: Discourage hunting in close proximity to residential areas.

- **Objective: To continue to enforce and review existing ordinances regarding hunting.**
- **Objective: To identify areas where recreational hunting will not pose safety concerns for surrounding properties.**

Policies:

1. The Town of Wausau supports hunting in locations that do not pose safety concerns for surrounding properties.

Strategies/Actions:

1. Continue to actively enforce regulations regarding hunting in the Town.
2. Identify areas in the Town where hunting is allowed under certain circumstances and restrictions.

Goal 4: Consider establishing a Purchase of Development Rights program.

- **Objective: To explore approaches other communities are taking regarding PDR programs. [action]**
- **Objective: To establish a fund to support a PDR program.**

Policies:

1. The Town of Wausau will continue to explore approaches to manage growth.

Strategies/Actions:

1. Compile information from other communities (e.g., Town of Dunn, WI) with PDR programs to determine if such a program is appropriate in the Town of Wausau and identify steps to initiate.

3. Land Use Element

Located just east of the City of Wausau, the land use pattern in the Town is greatly influenced by proximity to the City. Most development has occurred west of CTH X, while the east half of the Town has remained largely agricultural. The Town's future land use map reflects a continuation of this pattern – guiding most new development to areas east of CTH X. This also supports preservation of the agricultural character and active farming in the eastern half of the Town. Areas for future commercial development are generally located at key intersections along CTH X.

In preparing the future land use map, the Town Plan Commission considered the City of Wausau's plans for future land uses within its 3-mile extra-territorial jurisdictional area.

Goal 1: Proactively plan for transition from agricultural to residential land development.

- **Objective: To concentrate residential development west of North 41st Street and in the vicinity of Jefferson Street/South 93rd Street/Shenandoah Road.**
- **Objective: To manage the location and density of residential development in order to minimize development-related costs for the Town (public safety services, paved roads, etc.).**
- **Objective: To encourage new residential development in close proximity to existing residential development.**

- **Objective: To establish a transition zone between concentrated residential areas and both agricultural and commercial areas.**
- **Objective: To discourage residential development in prime farmland areas.**
- **Objective: To minimize conflicts between non-farm residents and farms and minimize fragmentation of large blocks of remaining farmland.**

Policies:

1. The Town of Wausau recognizes its rural and natural character as important and attractive assets that should be maintained.
2. The Town of Wausau will direct most future development to areas west of North 41st Street and discourage intensive development in the east half of the Town.

Strategies/Actions:

1. Consider establishing a Transitional Agriculture zoning district or other tools to allow limited new residential development in a manner that will allow for future subdivision when public utilities become available.
2. Develop a brochure to distribute to local realtors and/or potential homebuyers educating them on the characteristics of active farming activities (i.e., smells, noise, farm equipment using local roads, etc.).

Goal 2: Provide tools for managing growth.

- **Objective: To base land use decisions on the adopted comprehensive plan (currently, Town of Wausau Master Plan).**
- **Objective: To update the zoning and subdivision regulations on a regular basis to ensure they support the community vision expressed by the comprehensive plan (currently, Town of Wausau Master Plan).**
- **Objective: To work with Marathon County to improve communication regarding land divisions prior to recording with the County.**
- **Objective: To balance individual property rights with the desires of the community as a whole.**

Policies:

1. The Town of Wausau will strive to ensure orderly and efficient growth.
2. The Town of Wausau will adopt, consistently enforce, and update its various codes and ordinances needed to achieve the plan goals.
3. The Town of Wausau encourages new development to locate in close proximity to existing developed areas.

Strategies/Actions:

1. Consider the merits of establish a Transitional Agriculture zoning district or other tools to allow limited new residential development in a manner that will allow for future subdivision when public utilities become available.
2. Continue to require buffers between adjacent uses of different intensities. This will involve developing and adopting buffer standards, including buffer yards/setbacks, screening, and landscaping.
3. Clarify a method of routine communication with Marathon County to coordinate review of minor land divisions prior to approval.

Goal 3: Encourage annexations to proceed in an orderly manner.

- **Objective: To strengthen lines of communication and continue to work cooperatively with the City of Wausau to coordinate future growth and development along common borders.**

Policies:

1. The Town of Wausau strongly supports coordination of development along common boundaries.

Strategies/Actions:

1. Work with the City of Wausau to explore opportunities to establish a cooperative boundary agreement to manage growth along common boundaries.
2. Work cooperatively with the City of Wausau to prepare a coordinated zoning plan if Extraterritorial Zoning authority is initiated.

Goal 4: Proactively plan for commercial and industrial development.

- **Objective: To concentrate commercial development along county roads (i.e., CTH X and Z), particularly at intersections with other major roads (i.e., STH 52).**
- **Objective: To locate new commercial development near or adjacent to existing commercial development.**
- **Objective: To discourage retail commercial uses that may create excessive traffic flow through the Town.**
- **Objective: To ensure commercial development does not negatively impact environmental resources or adjoining property values.**
- **Objective: To discourage commercial development in prime farmland areas.**

Policies:

1. The Town of Wausau encourages the concentration of commercial development in areas with good transportation access.
2. The Town of Wausau will strive to ensure commercial development occurs in an environmentally sensitive manner with minimal impacts on surrounding properties.

Strategies/Actions:

1. Zone areas along CTH X and Z for commercial development to encourage such development in those locations.
2. Continue to coordinate access management with Marathon County through enforcement of driveway access standards.

Future Land Use – The Town of Wausau Future Land Use map, shown in Figure 3-1, illustrates the anticipated future pattern of land uses. The map includes distinct 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 3-2 shows areas with development constraints [include zoning map as Fig. 3-2?]** 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.

As indicated by the acreage breakdown shown in Table 3-1, most of the land area in the Town is designated for Agriculture or **Transitional Agricultural** land uses. These land use categories dominate the east half of the Town. Areas designated for Residential land uses occupy **slightly less than 5** percent of the total land area and are mostly located along the west edge of the Town, adjacent to the City of Wausau where much of the existing residential development is concentrated. Commercial development is planned to be concentrated along major roads - particularly CTH X – and at intersections. Slightly less than 800 acres are designated for Park, Recreation, and Open Space. Some of these areas are currently enrolled in managed forest programs and are likely to remain undeveloped for several years.

Table 3-1: Future Land Use

Land Cover Category	Description	Acres	% of Total Land Area
Residential	One family structures, farm residences, mobile homes	978	4.68
Transitional Agriculture	Residential structures on large lots that are transitioning from agricultural to residential uses	8,292	39.67
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	577	2.76
Agriculture	Tilled agriculture, prime farmland, fallow, pasture and undetermined agriculture, ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	9,494	45.4
Park, Recreation, & Open Space	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc. Also privately-owned forested land	787	3.76

	and undeveloped natural areas.		
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	700	3.35
Total Land Area		20,904	100%

Source: Future Land Use map, 2006

Land Needs – Projections of future population and employment growth in the Town of Wausau are provided in the *Conditions and Issues* report and are based on projections compiled by the North Central Wisconsin Regional Planning Commission and Marathon County. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 25 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 25 years, 449 acres will be needed to accommodate future residential development and 10 acres are needed for future non-residential development. Data provided in the *Conditions and Issues* report estimate that there are currently about 16,134 acres of land that could be developed within the existing Town borders. However some of this acreage could have environmental or other constraints that limit development potential.

Table 3-2 indicates estimated acreage in land use categories with land considered “developable”. For purposes of this acreage breakdown, the year 2000 acreage was taken from the Existing Land Use Map (Figure 4-1) in the *Conditions and Issues* report. Acreage in “Residential” includes land designated for Single Family and Multiple Family Residential land uses, “Commercial” includes land designated for Commercial Services, including some industrial type land uses, and “Agricultural” includes land designated a Cropland, Specialty Crops, Other Agriculture,

Barren, or Woodlands. The increase in acreage is assumed to occur evenly, with Residential acreage increasing by about 75 acres every 5-years and Commercial acreage increasing by about 1.7 acres every 5-years. It is also assumed that Agricultural acreage will decrease proportionate to the increase in Residential and Commercial acreage, as land is developed and converted from Agricultural land uses. Thus, the amount of land in Agricultural land use will decrease by 77 acres every 5-years.

Table 3-2: Acreage Projections, 2000-2030

	Estimated Total Acreage						
	2000	2005	2010	2015	2020	2025	2030
Agricultural	15,739	15,662	15,585	15,508	15,431	15,354	15,277
Residential	1,438	1,513	1,588	1,663	1,738	1,813	1,888
Commercial	95	96.7	98.4	100.1	101.8	103.5	105.2

Source: Acreage based on estimates compiled by NCWRPC, 2003 and Marathon County.

Comparing the estimated acreage needed shown in Table 3-2 and the acreage allotted on the Figure 3-1, Future Land Use Map, it appears sufficient acreage to meet estimated demand for new residential and commercial development has been provided in the appropriate land use categories. The Town has not provided a separate category for industrial land uses because they do currently have many industrial operations and do not want to encourage new industrial uses.

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 indicate 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

County and State highways provide good access to and through the Town of Wausau. These are supplemented by a network of local roads. Proposed improvements to CTH X and a possible connection to a “northern crossing” on the Wisconsin River could bring additional growth and development pressures to the central and western portions of the Town in the future. Figure 4-1 illustrates the roadway system in the Town.

Goal 1: Maintain and improve Town roads.

- **Objective: To conduct an annual road analysis, using PASER to rate local road conditions and prioritize maintenance scheduling.**
- **Objective: To develop a policy to address when to blacktop new roads, based on things such as traffic volume, funding availability, and other factors.**
- **Objective: To develop guidelines for local road design and access requirements.**
- **Objective: To continue to seek adequate and consistent sources of revenue to fund needed road improvements.**
- **Objective: To explore opportunities to coordinate and share road improvement responsibilities with the City of Wausau in areas anticipated for future annexation.**
- **Objective: To improve enforcement of weight limits on Town roads.**

Policies:

1. The Town of Wausau will strive to ensure that roads in the Town are well maintained and designed to accommodate current and anticipated traffic volumes.

Strategies/Actions:

1. Continue to utilize WISLR evaluation ratings to prioritize road improvement projects.
2. Work cooperatively with Marathon County and WDOT to seek and obtain funding for road improvements.
3. Develop and adopt specific criteria/thresholds to assist in the evaluating when an existing gravel road should be paved. Criteria might include overall traffic volume, amount of truck or heavy equipment use, proximity or connection to other paved roads.
4. Work with Marathon County Sheriff’s Department to enforce weight limits within the Town.

Goal 2: Provide for efficient and safe traffic movement throughout the Town.

- **Objective: To work with Marathon County and the State to ensure that roads can accommodate increased traffic from new development and greater numbers of commuters.**
- **Objective: To develop a “toolbox” of traffic-calming methods or devices that could be implemented to**

better manage traffic flow and speed limits in the Town.

- **Objective: To consider widening roads that accommodate a large amount of farm and non-farm traffic.**

Policies:

1. The Town of Wausau places a high priority on minimizing road conflicts between farm and non-farm users.
2. The Town of Wausau will strive to maintain and enhance road safety.

Strategies/Actions:

1. Work with Marathon County Sheriff’s Department to enforce speed limits within the Town.
2. Work with Marathon County to identify “problem” intersections and plan for design improvements.
3. Continue to update design standards for roads that receive significant volumes of heavy equipment and truck traffic. These might include: thicker pavement or deeper road base; wider pavement and/or paved shoulders; installation of signage indicating frequent use by heavy/large equipment/vehicles.
4. Identify and map roads that should be widened to accommodate farm and non-farm traffic. Use map and traffic volume information to prioritize improvements during annual budget process.

Goal 3: Ensure that new development will not have negative impacts on the local road network or create traffic issues within the Town.

- **Objective: To ensure subdivision and road ordinances provide adequate road design and access management requirements.**
- **Objective: To require roads in new subdivisions to be designed to accommodate future expansion where appropriate.**
- **Objective: To continue to require developer contributions for road improvements that serve new developments.**
- **Objective: To encourage new development to incorporate bicycle and pedestrians facilities.**

Policies:

1. The Town of Wausau will strive to minimize the impacts of new development on existing development and infrastructure.

Strategies/Actions:

1. To discourage lining of Town roads with individual driveways, consider requiring minor subdivisions to be designed as small clusters served by shared driveways or streets.
2. Routinely review, and revise as necessary, road design and access standards in the Town’s subdivision ordinance.

3. Require that roads in new subdivisions be designed to allow extensions and connections to roads in future developments on adjacent properties where possible.
4. Coordinate review of major developments/subdivisions with Marathon County to ensure local and county traffic concerns are adequately addressed.
5. Coordinate review of major developments/subdivisions with the adjacent municipalities to discuss potential traffic impacts on Town roads and opportunities to mitigate traffic problems.

Goal 4: Improve access management along CTH X.

- **Objective: To work with surrounding communities, the County and the State to ensure adequate access management provisions are provided in conjunction with road improvements and new development in the CTH X corridor.**
- **Objective: To ensure that development along CTH X occurs in areas with adequate and safe access.**

Policies:

1. The Town of Wausau will continue to cooperate in efforts to improve safety and traffic management along CTH X.

Strategies/Actions:

1. Work with Marathon County to establish adequate access management requirements for new commercial/industrial development along CTH X.

2. Require developers to submit traffic studies for large commercial or industrial developments.
3. Continue to participate in regional planning efforts regarding improvements to CTH X.

Road Improvements

Planned improvements to the Wausau metropolitan area road system are identified in the Long Range Transportation Plan for the Wausau Metropolitan Area (LRTP). An update to this plan is currently underway and should be completed in spring 2006. Figure 4-2 illustrates planned roadway improvements in the Wausau area.

The WDOT requires all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. The Pavement Surface Evaluation Rating (PASER) system is the 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 Wisconsin Information System for Local Roads (WISLR), the rating system gives communities a detailed assessment of the appropriate maintenance method for

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each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

Figures 4-3 and 4-4 and Table 4-1 below illustrate the WISLR road assessment done in 2004 by surface type and condition rating. As shown, the majority of roads in the Town are paved with either asphalt or concrete. Roads exhibiting a surface condition rating at or below “Fair” should be examined to determine what type of reconstruction or strengthening is necessary. Roads that display a surface rating of “Good” or better will only require minimal preventative maintenance to maintain safe travel conditions. Those roads without data should be examined to ensure safe travel conditions exist along these routes. The majority of the roads within the Town of Wausau will require preventative maintenance, however, roughly twelve miles of roadway will require some sort of reconstruction.

Table 4-1: Summary of Pavement Conditions (in miles)

Surface Type Code						
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
		17.34	0.52			
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
6.21	9.53		3.90	33.06		

Surface Condition Rating						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
0.38		1.37	10.81	28.93	13.31	15.76

Paving Gravel Roads – Most roads in the Town are paved, however about 17 miles remain gravel. When deciding to pave gravel roads, several factors should be taken into consideration. Appendix F outlines some general guidelines to help the Town decide if or when to pave gravel roads.

5. Utilities Element

The Town of Wausau is partially located in the Wausau Urban Service Area, which defines existing and proposed areas where public utilities may be provided (see Figure 5-1). An update to the Wausau Urban Area Sewer Service Plan is currently in progress and is expected to be completed in early 2006.

The Town does not provide public utilities and does not plan to provide utilities in the future. Given the Town's shared border with the City of Wausau, the potential for provision of public utilities – and subsequent annexation – is ever present. While the Town has little authority to oppose annexation petitions, efforts will continue to be made to work with the City to manage development along their shared boundary.

The Town does not provide stormwater management facilities. Water quality and soil erosion are managed at the county level through implementation of the *Marathon County Land and Water Resources Management Plan*, which was updated in 2005.

Goal 1: Protect the Town's water resources, including groundwater sources of potable water.

- **Objective: To recognize that limited water availability may affect development in some areas.**
- **Objective: To work with the City of Wausau to improve communication about identifying and coordinating development in areas where future utility extensions are anticipated.**

- **Objective: To the extent possible, limit uncontrolled runoff, over use of fertilizers, and other waterway contaminants that could impact surface water.**

Policies:

1. The Town of Wausau will continue to strive to protect its drinking water supply.

Strategies/Actions:

1. Meet with the City of Wausau to discuss establishment of a cooperative boundary agreement to plan for orderly extension of water and sewer services.
2. Coordinate with the City of Wausau to review proposed development within the City's extraterritorial jurisdiction area to evaluate impacts on groundwater.
3. Obtain and distribute information to encourage Town residents to routinely test their private wells, particularly to determine levels of nitrates and radon.
4. Routinely report instances of potential groundwater contamination to the WDNR and/or Marathon County.
5. Work with UW-Extension to provide information to Town farmers and residents regarding alternatives to chemical fertilizers and weed controls.
6. Amend the land division and zoning ordinance to incorporate grading standards and/or best management practices (BMPs) to ensure adequate surface water management and erosion control.

Goal 2: Plan for efficient and environmentally sensitive on-site sanitary waste disposal.

- **Objective: To ensure that lot sizes are adequate for on-site waste disposal systems, particularly in areas with high bedrock.**
- **Objective: To encourage residents to routinely inspect and pump their septic tanks to minimize septic system failures and guard against potential negative impacts on wetlands, rivers or streams in the Town.**

Policies:

1. The Town of Wausau will strive to minimize environmental impacts related to on-site sanitary waste disposal.

Strategies/Actions:

1. Identify and map areas where environmental constraints may restrict installation of on-site waste disposal systems. Consider zoning these areas for very low-density land uses and/or requiring larger lot sizes.
2. Coordinate with Marathon County to assist residents that have failing septic systems.
3. Work with Marathon County, UW-Extension, and WDNR to compile and make information available to residents regarding septic system maintenance and inspections.

Goal 3: Minimize site drainage problems.

- **Objective: To improve site drainage.**

Policies:

1. The Town of Wausau will strive to minimize existing and potential drainage problems.

Strategies/Actions:

1. Amend the land division and zoning ordinance to incorporate grading standards and/or best management practices (BMPs) to ensure adequate surface water management and erosion control.

6. Housing Element

The majority of housing in the Town consists of single-family, owner-occupied dwellings, including farmsteads. The housing stock is generally in good condition overall and most is less than 40 years old.

Goal 1: Accommodate demand for new residential development while preserving the rural character in the Town.

- **Objective: To encourage new residential development in close proximity to existing residential development.**
- **Objective: To establish a transition zone between concentrated residential areas and agricultural and/or commercial areas. [action]**
- **Objective: To direct residential development to locations with sufficient existing road access.**
- **Objective: To consider larger minimum lot sizes for new rural residential development in areas of active farming to minimize fragmentation of farmland and reduce the potential for farm/non-farm conflicts.**
- **Objective: To concentrate higher density residential development (e.g., subdivisions) west of N. 41st Street/CTH X.**

Policies:

1. The Town of Wausau recognizes its rural and natural character

as important and attractive assets that should be maintained.

2. The Town of Wausau will direct most future development to areas west of North 41st Street and discourage intensive development in the east half of the Town.

Strategies/Actions:

1. Maintain low intensity zoning (e.g., Agricultural) east of N. 41st Street/CTH X to discourage non-farm development in the east portion of the Town.
2. Consider increasing minimum lot sizes to provide for limited residential development in areas zoned for agricultural uses.
3. Develop a brochure or newsletter insert to distribute to local realtors and/or potential homebuyers educating them on the characteristics of active farming activities (i.e., smells, noise, farm equipment using local roads, etc.).

Goal 2: Provide information to residents on the variety of housing options in the County.

- **Objective: To work with Marathon County to provide information to residents regarding area housing agencies that serve special housing needs (i.e., seniors, low-income).**

Policies:

1. The Town of Wausau will strive to provide access to information and opportunities to meet the housing needs of Town residents.

Strategies/Actions:

1. Work with Marathon County (Housing Authority) and others, as appropriate, to pursue funding (grants) and administer housing improvement programs.
2. Collect and display at the Town Hall, information on the various housing agencies and programs available to Town residents.

Goal 3: Improve property maintenance.

- **Objective: To establish and enforce nuisance and property maintenance regulations.**

Policies:

1. The Town of Wausau will strive to improve property maintenance and minimize nuisances.

Strategies/Actions:

1. Periodically distribute information on property maintenance codes to Town residents (i.e., via newsletter or flyer).

7. Cultural Resources Element

The Town does not have any properties listed on the National Register of Historic Places and does not have a local historic preservation commission. Efforts to preserve and enhance its historic resources and cultural history will continue to be made through cooperation with the County Historical Society and support of efforts by local residents.

Goal 1: Preserve historically significant buildings and sites.

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

Policies:

1. The Town of Wausau supports the preservation of historically significant buildings and sites.

Strategies/Actions:

1. Work with the County Historical Society and State Historic Preservation Office to determine if structures are eligible for listing on the National Register of Historic Places.

Goal 2: Preserve the cultural history of the Town of Wausau.

- **Objective: To preserve and update, as necessary, the written history of the Town of Wausau.**

Policies:

1. The Town of Wausau will strive to maintain a written history of the Town.

Strategies/Actions:

1. Maintain a copy of the written history of the Town at the Town Hall.

8. Community Facilities Element

The Town provides a variety of community services and facilities some in cooperation with the County or adjacent municipalities. Providing high-quality and cost-effective community services is a continuing goal of the Town. The Town will continue to work with Marathon County, the school districts, and other service providers to address needed service or facility expansion or improvements as needs arise.

Goal 1: Maintain current provision of community services.

- **Objective: To continue to perform annual budget allocations to fund public services.**
- **Objective: To analyze future developments for their impact on the Town's tax base in relation to the cost of additional services that they would require.**

Policies:

1. The Town of Wausau will strive to maintain current levels of community services.

Strategies/Actions:

1. Perform annual reviews and budget allocations to fund public services. Evaluate cost-effectiveness of current agreements with adjacent municipalities regarding provision of fire and emergency response services.

Goal 2: Provide cost-effective public safety services.

- **Objective: To continue to work with the Marathon County Sheriffs Department to provide law enforcement services.**
- **Objective: To continue to support the volunteer fire department and maintain and improve fire equipment.**
- **Objective: To maintain the current contract with the City of Wausau for ambulance service, but review if community needs or response times change.**
- **Objective: To continue to work with surrounding communities to investigate whether fire, EMS and ambulance services could be combined for more efficient and cost-effective service.**

Policies:

1. The Town of Wausau supports the continued provision of cost-effective community services.

Strategies/Actions:

1. Conduct an annual evaluation of the Town's volunteer fire department and equipment. Use the annual reviews to identify, prioritize, and budget for needed improvements.
2. Work with Marathon County Sheriffs Department as needed to improve communications or other efforts to enhance the efficiency and effectiveness of police protection services.

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3. Work with the City of Wausau as needed to improve communications or other efforts to enhance the efficiency and effectiveness of ambulance services.
4. Meet regularly with surrounding municipalities to explore opportunities to enhance community services, while keeping costs to a reasonable level.

Goal 3: Encourage recycling.

- **Objective: To increase awareness about recycling services in the Town.**

Policies:

1. The Town of Wausau encourages residents and business owners to actively recycle waste.

Strategies/Actions:

1. Collect and maintain information on recycling and recycling contractors and make available at the Town Hall or through periodic distribution to Town residents and businesses (e.g., via newsletter).

9. Parks and Recreation Element

While the Town does not have any public parks, community residents have expressed interest in development of neighborhood parks; likely through cooperative efforts with subdivision developers. The Town is also interested in cooperating with its neighbors to establish a regional trail system that would provide connections between various local communities and park facilities in the Wausau area.

Goal 1: Support the Marathon County park and forest system that serves Town residents.

- **Objective: To encourage adequate funding for maintenance and improvements of Marathon County parks and forests.**

Policies:

1. The Town of Wausau recognizes and supports the Marathon County park system as an important asset to the community.

Strategies/Actions:

1. Compile and display information on Marathon County parks, recreation and forestry at the Town Hall.

Goal 2: Support the development of regional multi-use trails.

- **Objective: To coordinate with other communities and agencies to identify and obtain funds to complete and maintain a system of regional multi-use trails.**

Policies:

1. The Town of Wausau supports and encourages the development of an interconnected system of regional trails.

Strategies/Actions:

1. Work with adjacent municipalities and Marathon County to identify and map potential routes for multi-use trails.
2. Establish requirements for provision of trail easements in conjunction with new development.

10. Economic Development Element

Farming remains an important part of the Town's economy and livelihood of many Town residents. However, changes in the agricultural economy will continue to impact the viability of large-scale farming in the Town, given its close proximity to the City of Wausau and subsequent increase in demand for residential development. This close proximity makes the Town a desirable location for people who work in the City but want to live in a more rural setting. To minimize conflicts between new residential development and active farming, the Town has designated much of the area west of CTH X for residential development while the east half of the Town is designated to remain largely agricultural.

Proposed improvements to CTH X will likely increase the appeal of this corridor for commercial development in the future, particularly around key intersections such as STH 52. The Town recognizes this potential and has identified areas along CTH X on its Future Land Use map to accommodate limited future commercial development.

Goal 1: Maintain an adequate tax base to provide vital Town services.

- **Objective: To encourage and direct new commercial and industrial development to areas along CTH X and CTH Z.**

Policies:

1. The Town of Wausau will strive to maintain a healthy tax base.

Strategies/Actions:

1. Identify and zone parcels of sufficient size to encourage new commercial development in appropriate locations.
2. Compile and maintain a list of vacant land zoned for commercial development. Make this information available to area real estate professionals and developers.

Goal 2: Support the local agricultural economy to ensure that existing farms are able to remain in agriculture for as long as they choose.

- **Objective: To discourage intensive development in areas with large blocks of farmland and active farm operations.**
- **Objective: To support the creation of niche markets or other opportunities that will help farmers to stay in business.**
- **Objective: To work with Marathon County to encourage the use of agricultural Best Management Practices (BMPs) to increase productivity of farmland.**
- **Objective: To support development that preserves rural character (i.e., horse riding stables).**

Policies:

1. The Town of Wausau recognizes the importance of farming to its livelihood and strives to protect prime farmland and active farm areas from encroachment by non-farm development.

Strategies/Actions:

1. Consider requiring larger lot sizes or establishing a sliding-scale density provision to minimize non-farm uses in areas with significant amounts of prime farmland and/or existing active farms.
2. Work with UW-Extension, Marathon County and NRCS to implement and monitor farmland conservation and best management practices.

New Business and Industry

Given the Town’s location adjacent to the City of Wausau, there is no pressing need for significant non-residential development as intensive commercial and industrial development will occur in the City where a full range of urban utilities and services are provided. The Town would like to preserve its rural character and retain its agricultural economic base to the extent practical and concentrate new commercial development to limited areas along major roadways and intersections, in particularly along CTH X.

It is recognized that improvements to CTH X will likely foster demand for new commercial development along this roadway. As such most land designated on the future land use map for commercial land uses are located in this corridor. It is also noted that the Town discourages further industrial development and has

not designated areas specifically for new industrial development on its future land use map.

Strengths and Weaknesses

Close proximity to employment opportunities in the Wausau metropolitan area have allowed the Town to develop essentially as a “bedroom” community and retain a rural residential and agricultural character. It is also recognized that annexation of land in the western half of the Town into the City of Wausau will continue to occur. However, the Town has little control over when and where annexation will be proposed. As such, the Town will continue to work with the City of Wausau to manage development along their shared boundary.

As noted above, improvements to CTH X and a proposed “north river crossing” will improve access to and through the Town. Likewise, the opening of the Weston Regional Medical Center in the Village of Weston is expected increase demand for residential development, and subsequently supportive retail and commercial development in the vicinity.

Economic Development Programs

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

11. Intergovernmental Cooperation Element

The Town of Wausau cooperates with neighboring municipalities, the County, and the State on a variety of matters ranging from delivery of services to coordination of planning along common boundaries. While challenges exist – particularly regarding annexation - the Town recognizes that cooperation with its neighbors can improve the quality and cost-effectiveness of services, foster coordinated development, and enhance its overall quality of life.

Goal 1: Coordinate development and planning activities with surrounding communities.

- **Objective: To communicate with surrounding communities when proposed development is on a boundary or the development could have impacts on the adjacent community.**
- **Objective: To work with surrounding communities on preservation of natural resources.**
- **Objective: To communicate with adjacent communities when planning locations for public facilities that may serve more than one community.**

Policies:

1. The Town of Wausau will strive to cooperate and coordinate with its neighbors and the region to manage growth and development.

Strategies/Actions:

1. Work cooperatively with adjacent municipalities to review and coordinate development along common boundaries.
2. Establish a list of contacts for adjacent municipalities and routinely inform and invite them to review pending development proposals.

Goal 2: Ensure that annexations proceed in an orderly manner.

- **Objective: To improve and maintain lines of communication with the City of Wausau to discuss future growth areas and potential annexations.**
- **Objective: To investigate the possibility of developing a boundary agreement with the City of Wausau.**

Policies:

1. The Town of Wausau will continue to cooperate with the City of Wausau regarding annexations, however, strongly supports coordination of development along common boundaries.

Strategies/Actions:

1. Continue to engage in regular communication with the City of Wausau on annexation issues.
2. Continue to work toward establishing a cooperative boundary agreement with the City of Wausau.

Goal 3: Improve access management and safety along CTH X (N. 41st Street).

- **Objective: To work with surrounding communities, the County and the State to ensure CTH X corridor improvements provide for adequate traffic management and safety.**

Policies:

1. The Town of Wausau will continue to cooperate in efforts to improve safety and traffic management along CTH X.

Strategies/Actions:

1. Require adequate access management measures are installed in conjunction with new commercial/industrial development along CTH X.
2. Continue to participate in regional planning efforts regarding improvements to CTH X.

Goal 4: Provide cost-effective public safety services.

- **Objective: To maintain the current contract with the City of Wausau for ambulance service, but review if community needs or response times change.**
- **Objective: To continue to work with surrounding communities to investigate whether fire, EMS and ambulance services could be combined for more efficient and cost-effective service.**

Policies:

1. The Town of Wausau supports the continued provision of cost-effective public services.

Strategies/Actions:

1. Conduct annual reviews of service agreements with neighboring municipalities.
2. Continue to participate in discussions with neighboring municipalities and the Wausau metropolitan area regarding service consolidation and opportunities to share services and/or public facilities.

Goal 5: Encourage participation by Town officials and residents in all levels of government.

- **Objective: To encourage local officials to participate in county and state government activities and organizations.**
- **Objective: To encourage regular participation and feedback from residents through surveys, informational public meetings, newsletters or other activities.**
- **Objective: To continue to participate with the Metropolitan Planning Organization (MPO) to coordinate timing of road maintenance and improvements with surrounding communities.**

Policies:

1. The Town of Wausau encourages local officials and residents to actively participate in government, planning, and policy related activities and organizations.

Strategies/Actions:

1. Maintain and post at the Town Hall, a calendar of monthly meetings of the various governmental agencies.
2. Maintain Town membership in the North Central Wisconsin Regional Planning Commission.
3. Maintain Town membership in the Wausau Area Metropolitan Planning Organization.
4. Conduct regular community surveys to solicit public input on various issues and concerns affecting the Town.

Goal 6: Continue to communicate with Marathon County officials on issues for which they are responsible.

- **Objective: To continue to work with the Marathon County Sheriffs Department to provide law enforcement services.**
- **Objective: To continue to work with Marathon County on bridge and road maintenance and improvements.**
- **Objective: To continue to work with Marathon County on permitting oversight regarding shoreland, wetland and floodplain regulations, private sewage system**

regulation, and animal waste and manure management.

Policies:

1. The Town of Wausau will continue to cooperate with Marathon County on issues for which the County is responsible.

Strategies/Actions:

1. Maintain regular contact and timely feedback to Marathon County staff regarding concerns with road maintenance and code enforcement.

12. Implementation Element

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

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

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town's 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, Town of Wausau should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

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

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the

community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Element.

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

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

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset. The Town Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the Plan Commission.
- **Capital Improvement Plan (CIP):** This is an ongoing financial planning program that allows local communities to

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

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

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

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

Plan Adoption, Monitoring, and Amendments

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

Plan Adoption: The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the

next 20 years. The adopted plan should also be recognized as a tool for communicating the community’s land use policy and goals and objectives regarding coordination of growth and development.

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

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

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

Plan Amendments: The Town of Wausau Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless

of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table 12-1.

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

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

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

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

Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since the Town 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.

Table 12-2 is intended to be used by local officials in setting priorities for capital budgeting. 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 Town citizens, staff, and other local/county/state agencies.

Priority ranking is defined as follows:

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

Table 12-2: Implementation Actions

Action	Priority
Natural Resources	
Consider requiring larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms.	Short-term
Routinely provide information in the newsletter to residents on well testing.	Short-term
Amend the land division and zoning ordinance to incorporate adequate surface water management and soil erosion control measures.	Short-term
Continue to actively enforce regulations regarding hunting in the Town.	Short-term/On-going
Work with UW-Extension and the Chamber of Commerce to provide information to Town farmers regarding tools, programs, and resources available to help farmers stay in business, develop niche markets, etc.	Long-term
Compile information from other communities (e.g., Town of Dunn, WI) with PDR programs to determine if such a program is appropriate in the Town of Wausau and identify steps to initiate.	Long-term
Continue to work cooperatively with Marathon County and the WDNR to enforce regulations to protect and mitigate development impacts on wetlands.	On-going
Continue to serve as the liaison between private property owners in the Town and the County, WDNR, and others regarding the Managed Forest Law (MFL) and other programs aimed at protection and preservation of woodlands.	On-going
Land Use	
Clarify a method of routine communication with Marathon County to coordinate review of minor land divisions prior to approval.	ASAP
Develop a brochure to distribute to local realtors and/or potential homebuyers educating them on the characteristics of active farming activities (i.e., smells, noise, farm equipment using local roads, etc.).	Short-term
Work cooperatively with the City of Wausau to prepare a coordinated zoning plan if Extraterritorial Zoning authority is initiated.	Long-term
Zone areas along CTH X and Z for commercial development to encourage such development in those locations.	Long-term
Work with the City of Wausau to explore opportunities to establish a cooperative boundary agreement to manage growth along common boundaries.	Long-term
Continue to require buffers between adjacent uses of different intensities. This will involve developing and adopting buffer standards, including buffer yards/setbacks, screening, and landscaping.	On-going
Continue to coordinate access management with Marathon County through enforcement of driveway access standards.	On-going

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Transportation	
Require that roads in new subdivisions be designed to allow extensions and connections to roads in future developments on adjacent properties where possible.	Short-term
Identify and map roads that should be widened to accommodate farm and non-farm traffic. Use the map and traffic volume information to prioritize improvements during annual budget process.	Mid-term
Require developers to submit traffic studies for large commercial or industrial developments.	Mid/Long-term
To discourage lining of Town roads with individual driveways, consider requiring minor subdivisions to be designed as small clusters served by shared driveways or streets.	Long-term
Coordinate review of major developments/subdivisions with the adjacent municipalities to discuss potential traffic impacts on Town roads and opportunities to mitigate traffic problems.	Long-term
Develop and adopt specific criteria/thresholds to assist in the evaluating when an existing gravel road should be paved. Criteria might include overall traffic volume, amount of truck or heavy equipment use, proximity or connection to other paved roads.	Long-term
Routinely review, and revise as necessary, road design and access standards in the Town’s subdivision ordinance.	Long-term/On-going
Work with Marathon County Sheriff’s Department to enforce weight limits within the Town.	On-going
Work with Marathon County Sheriff’s Department to enforce speed limits within the Town.	On-going
Work with Marathon County to identify “problem” intersections and plan for design improvements.	On-going
Develop design standards for roads that receive significant volumes of heavy equipment and truck traffic. These might include: thicker pavement or deeper road base; wider pavement and/or paved shoulders; installation of signage indicating frequent use by heavy/large equipment/vehicles.	On-going
Work cooperatively with Marathon County and WDOT to seek and obtain funding for road improvements.	On-going
Routinely review, and revise as necessary, developer requirements regarding contributions for road improvements in new developments.	On-going
Continue to utilize WISLR evaluation ratings to prioritize road improvement projects.	On-going
Work with Marathon County to establish adequate access management requirements for new commercial/industrial development along CTH X.	On-going
Continue to participate in regional planning efforts regarding improvements to CTH X.	On-going
Continue to utilize WISLR evaluation ratings to prioritize road improvement projects.	On-going
Work cooperatively with Marathon County and WDOT to seek and obtain funding for road improvements.	On-going
Utilities	
Amend the land division and zoning ordinance to incorporate grading standards and/or best management practices (BMPs) to ensure adequate surface water management and erosion control.	Short-term

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Coordinate with the City of Wausau to review proposed development within the City’s extraterritorial jurisdiction area. This would also involve evaluation of development impacts on groundwater in the Town and planning for orderly extension of water and sewer services.	Long-term
Identify and map areas where environmental constraints may restrict installation of on-site waste disposal systems. Consider zoning these areas for very low-density land uses and/or larger lot sizes.	Long-term
Routinely report instances of potential groundwater contamination to the WDNR and/or Marathon County.	On-going
Work with UW-Extension to provide information to Town farmers and residents regarding alternatives to chemical fertilizers and weed controls.	On-going
Work with Marathon County, UW-Extension, and WDNR to compile and make information available to residents regarding septic system maintenance and inspections and to assist residents that have failing septic systems.	On-going
Housing	
Maintain low intensity zoning (e.g., Agricultural) east of N. 41 st Street/CTH X to discourage non-farm development in the east portion of the Town.	On-going
Work with Marathon County (Housing Authority) and others, as appropriate, to pursue funding (grants) and administer housing improvement programs.	On-going
Collect and display at the Town Hall, information on the various housing agencies and programs available to Town residents.	On-going
Periodically distribute information on property maintenance codes to Town residents (i.e., via newsletter or flyer).	On-going
Cultural Resources	
Work with the County Historical Society and State Historic Preservation Office to determine if structures are eligible for listing on the National Register of Historic Places.	Long-term
Maintain a copy of the written history of the Town at the Town Hall.	On-going
Community Facilities	
Perform annual reviews and budget allocations to fund public services. Evaluate cost-effectiveness of current agreements with adjacent municipalities regarding provision of fire and emergency response services.	On-going
Conduct an annual evaluation of the Town’s volunteer fire department and equipment. Use the annual reviews to identify, prioritize, and budget for needed improvements.	On-going
Work with Marathon County Sheriffs Department as needed to improve communications or other efforts to enhance the efficiency and effectiveness of police protection services.	On-going
Work with the City of Wausau as needed to improve communications or other efforts to enhance the efficiency and	On-going

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effectiveness of ambulance services.	
Meet regularly with surrounding municipalities to explore opportunities to enhance community services, while keeping costs to a reasonable level.	On-going
Collect and maintain information on recycling and recycling contractors and make available at the Town Hall or through periodic distribution to Town residents and businesses (e.g., via newsletter).	On-going
Parks and Recreation	
Establish requirements for provision of trail easements in conjunction with new development.	Long-term
Compile and display information on Marathon County parks, recreation and forestry at the Town Hall.	On-going
Work with adjacent municipalities and Marathon County to identify and map potential routes for multi-use trails.	On-going
Economic Development	
Identify and zone parcels of sufficient size to encourage new commercial and industrial development in appropriate locations.	Long-term
Compile and maintain a list of vacant land zoned for commercial and industrial development. Make this information available to area real estate professionals and developers.	Long-term
Work with UW-Extension, Marathon County and NRCS to implement and monitor farmland conservation and best management practices.	On-going
Intergovernmental Cooperation	
Establish a list of contacts for adjacent municipalities and routinely inform and invite them to review pending development proposals.	Mid/Long-term
Continue to engage in regular communication with the City of Wausau on annexation issues.	On-going
Work cooperatively with adjacent municipalities to review and coordinate development along common boundaries.	On-going
Continue to participate in discussions with neighboring municipalities and the Wausau metropolitan area regarding service consolidation and opportunities to share services and/or public facilities.	On-going
Maintain and post at the Town Hall, a calendar of monthly meetings of the various governmental agencies.	On-going
Maintain Town membership in the North Central Wisconsin Regional Planning Commission.	On-going
Maintain Town membership in the Wausau Area Metropolitan Planning Organization.	On-going
Conduct regular community surveys to solicit public input on various issues and concerns affecting the Town.	On-going
Maintain regular contact and timely feedback to Marathon County staff regarding concerns with road maintenance and code enforcement.	On-going

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

Appendix C: Ordinance of Adoption

Appendix D: Public Participation Plan

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 Fifteen-Year Comprehensive Land Use Plan, 2006 - 2020** 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. Chapter 28 of the Wisconsin State Statutes was revised in 2005 to extend the planning period from ten to fifteen years. The Marathon County Board of Supervisors will amend the current ten year plan to a fifteen year plan in early 2006.
- **Soil Survey for Marathon County**, published in 1990 by the U.S. Soil Conservation Service and updated in 2003.
- **Marathon County Farmland Preservation Plan** (adopted in 1982) created the local Farmland Preservation Program, 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. The intent of this zoning classification is to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. As of 2005, Stettin, Marathon, Mosinee, Hull, Brighton, Eau Pleine, McMillan, and Day have adopted Exclusive Agriculture Zoning.

- **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 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 (2006)**
 - 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 updated plan will be complete in May 2006.
- **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 early 2006.

- **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.

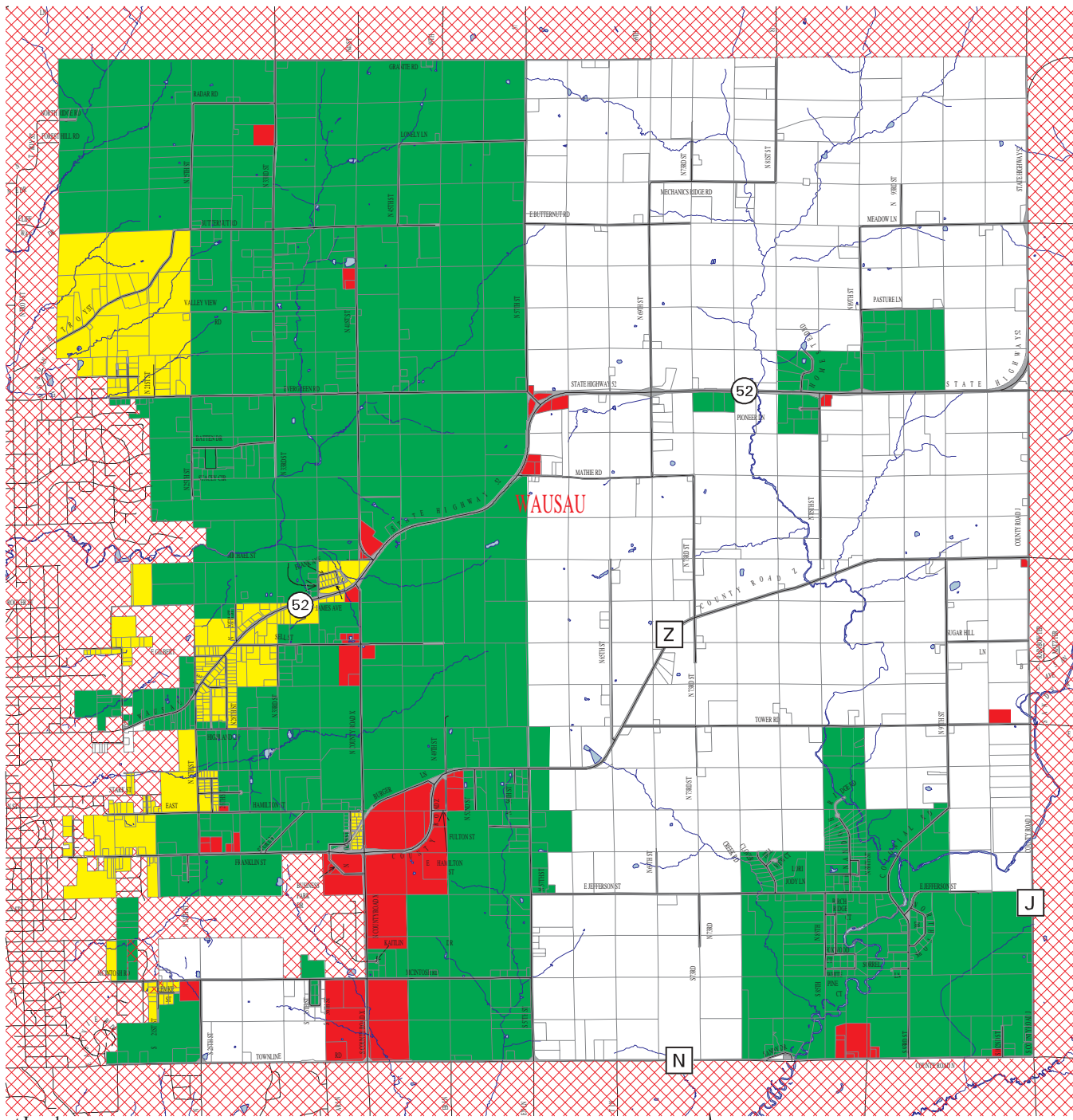
Wisconsin Department of Natural Resources (DNR): The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

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:

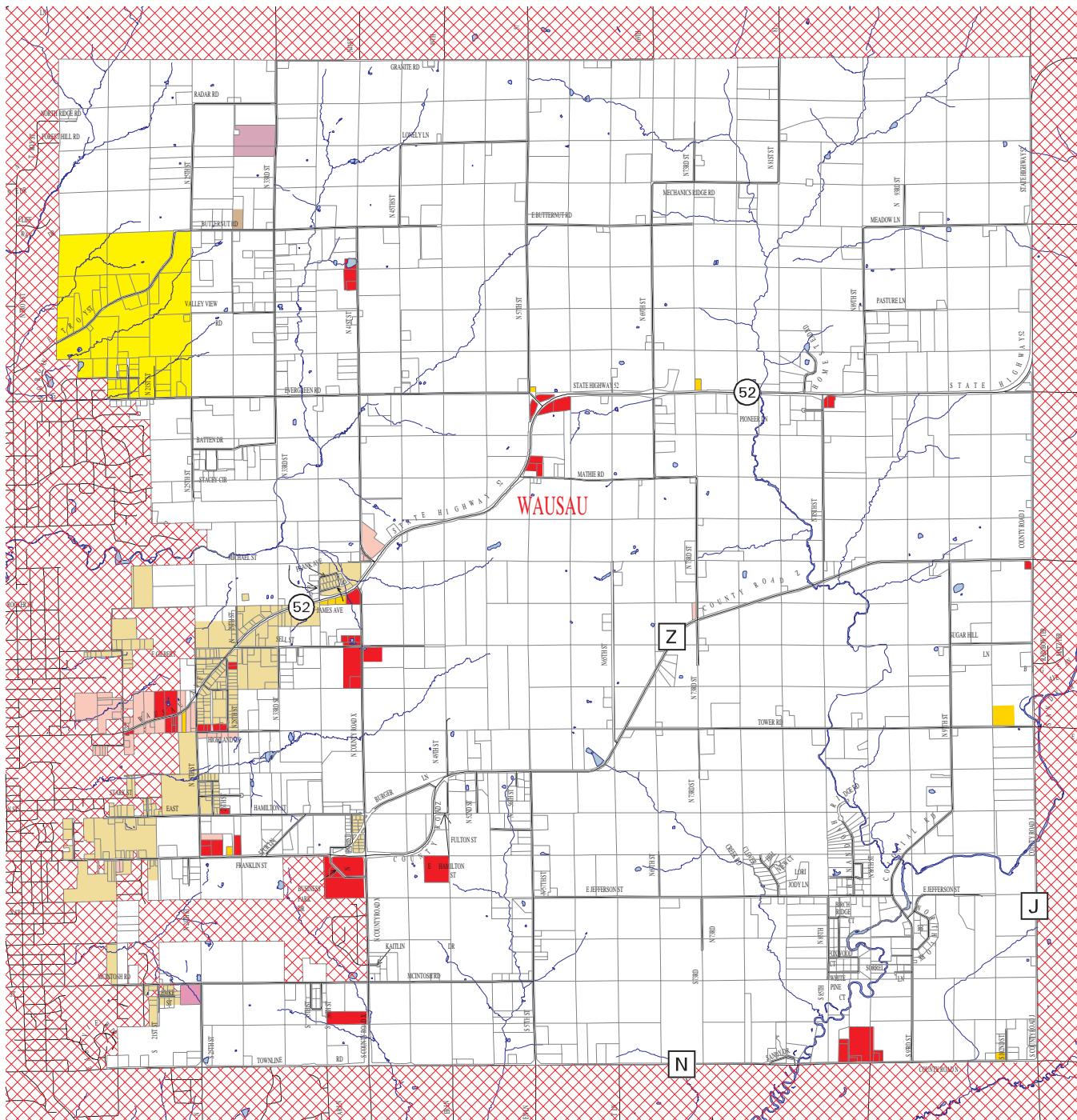
- **North Central Wisconsin Regional Planning Commission (NCWRPC):** The NCWRPC is a designated Economic Development District and provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development 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.



- Residential
- Commercial
- Agriculture
- Transitional Agriculture
- Forest Land
- Transportation

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

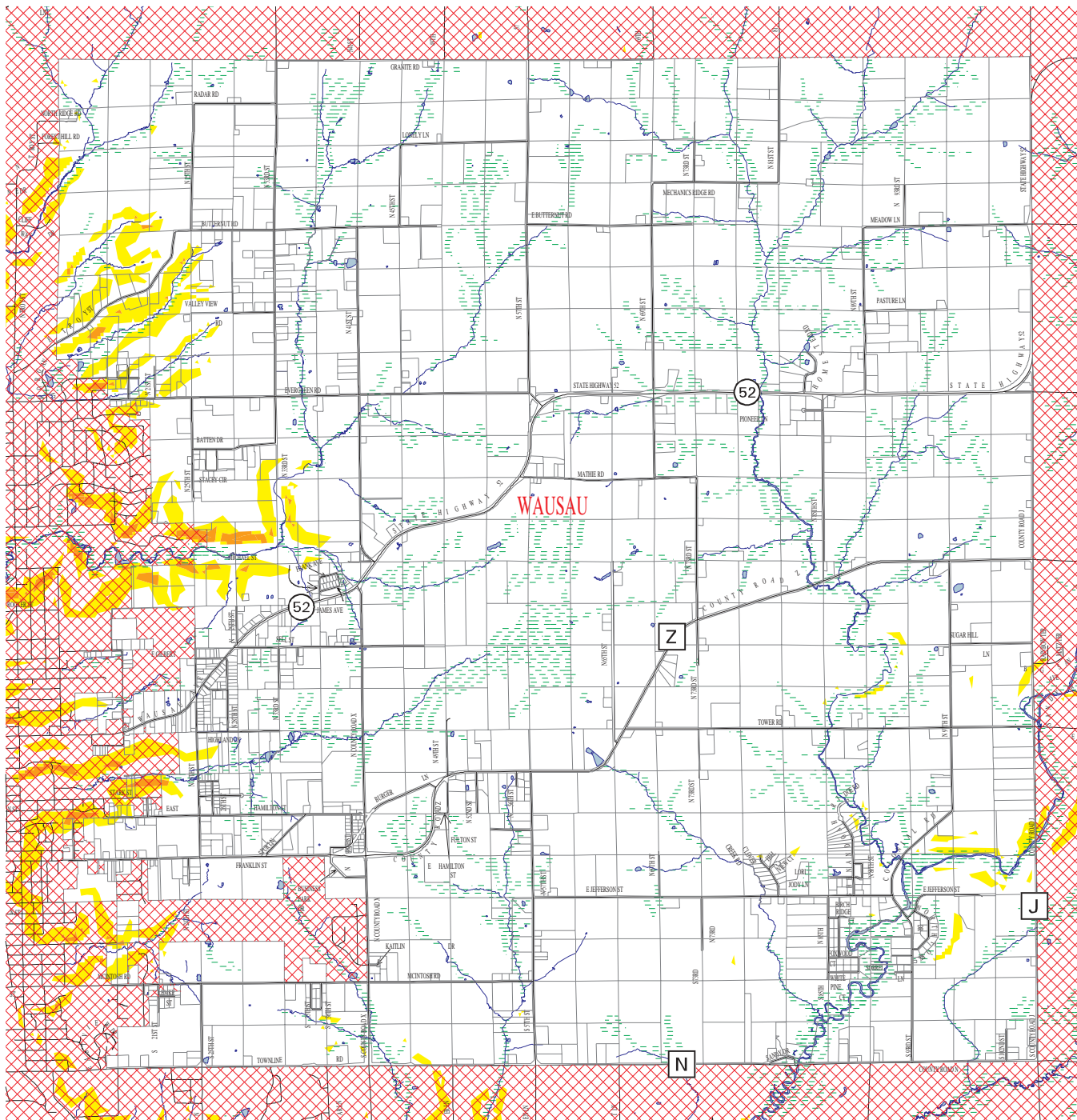
Figure 3-1
 Future Land Use
 T-WAUSAU






- A1 ■ R4 ■ M1
- R1 ■ B1 ■ M2
- R2 ■ B2
- R3 ■ B3

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

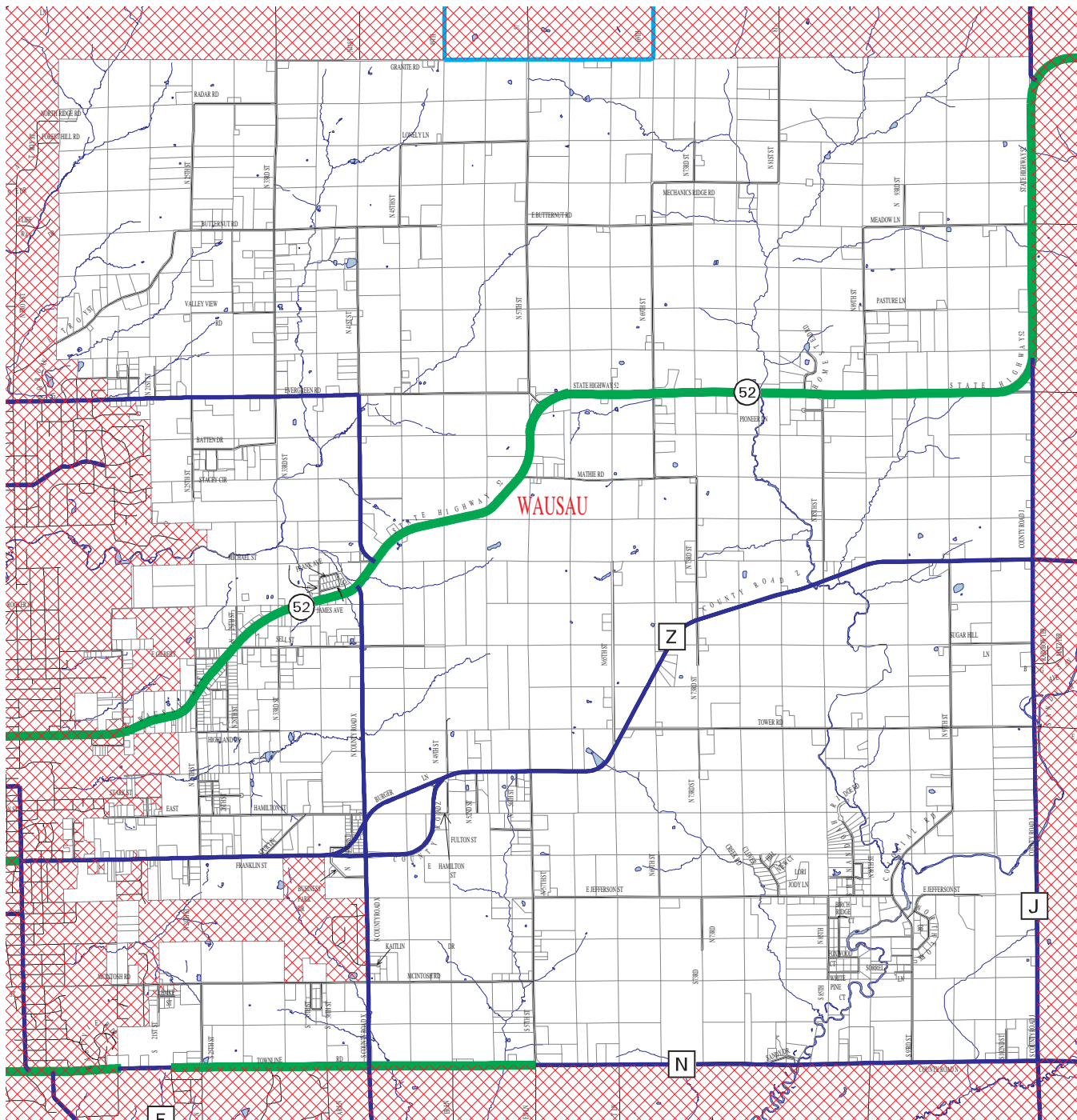
Figure 3-2
Local Zoning
T-WAUSAU



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

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

Figure 3-3
Development Constraints
T-WAUSAU

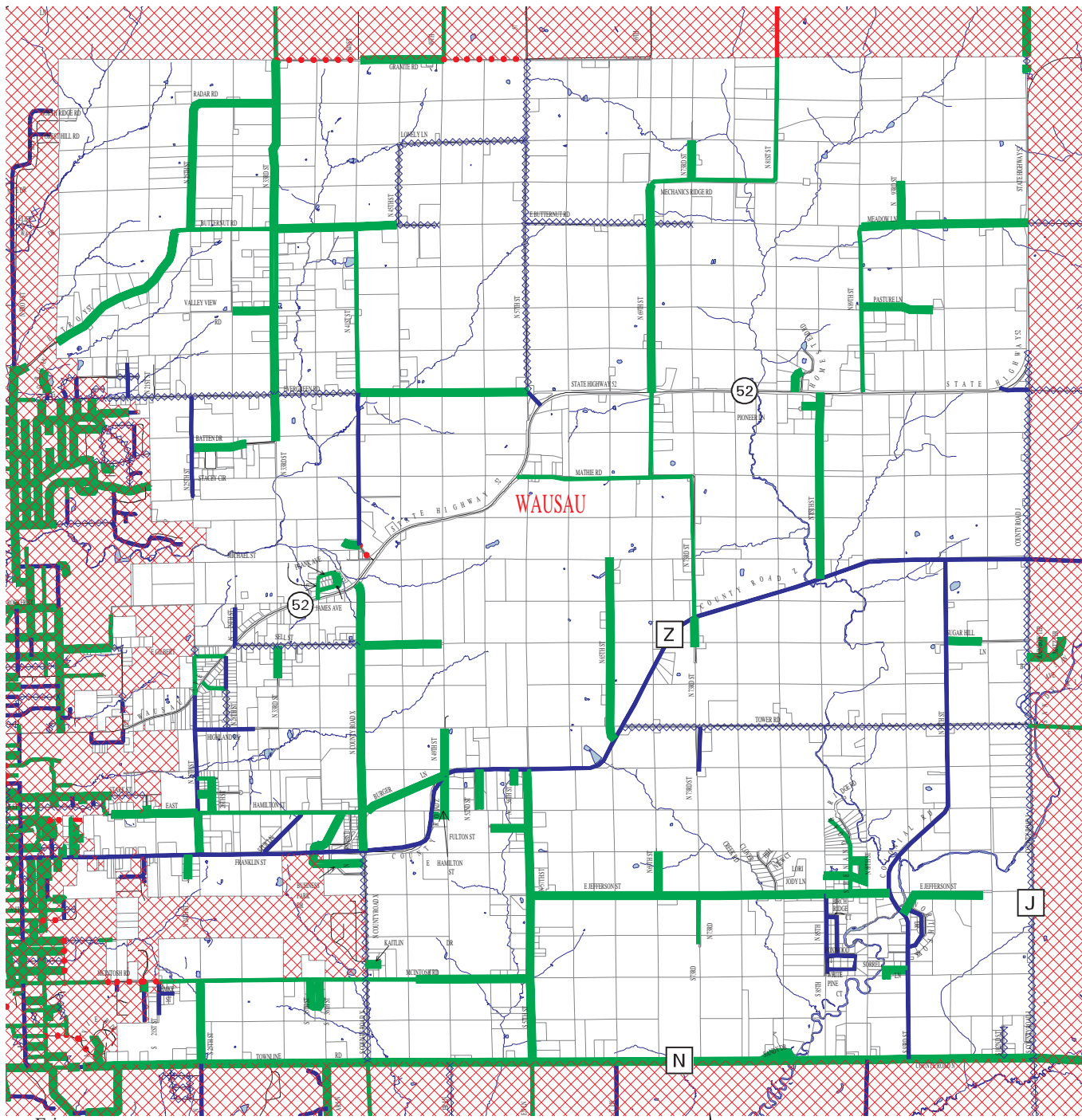


- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

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

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

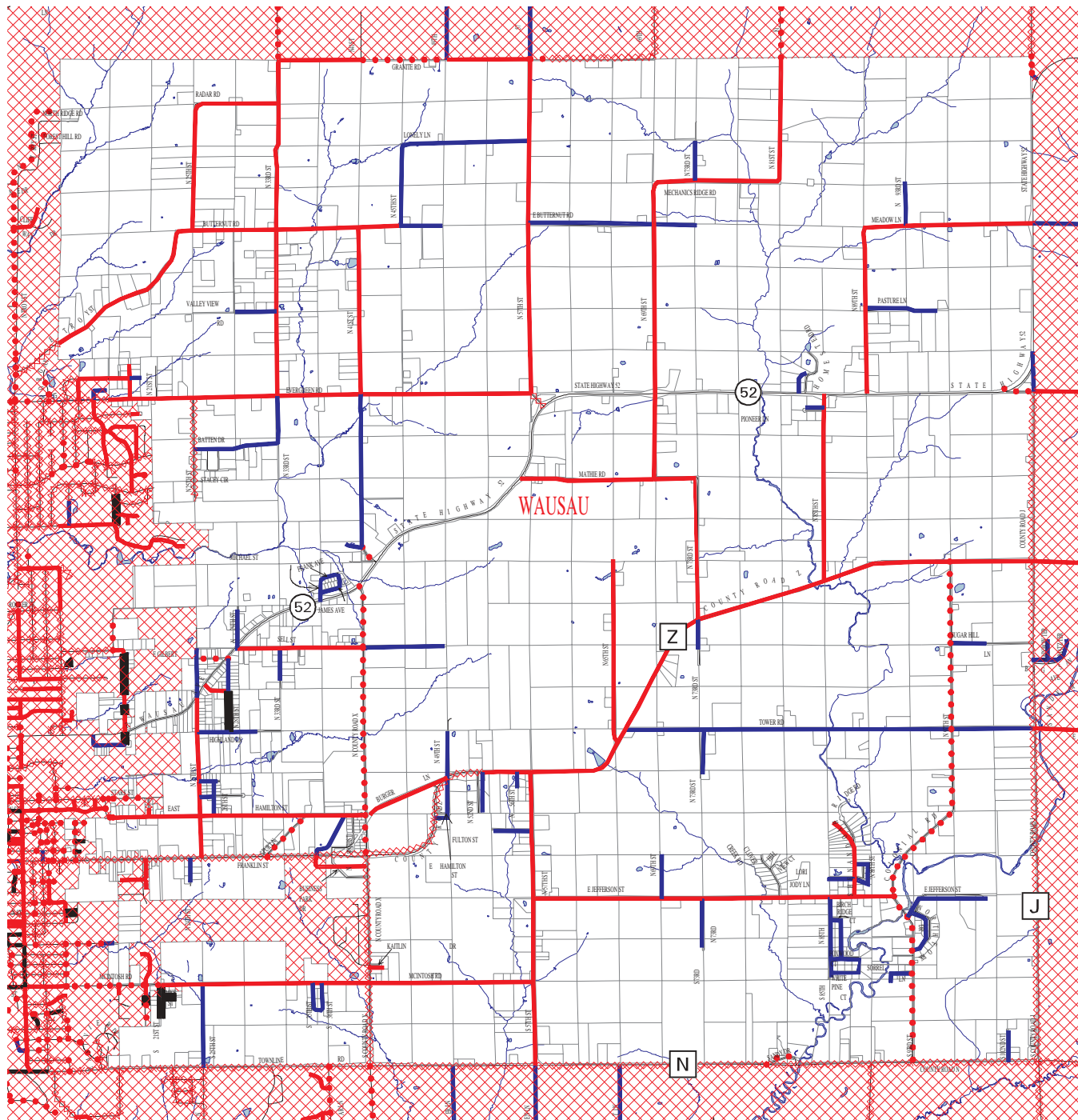
Figure 4-1
Functional Classification of Roads
 T-WAUSAU



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

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

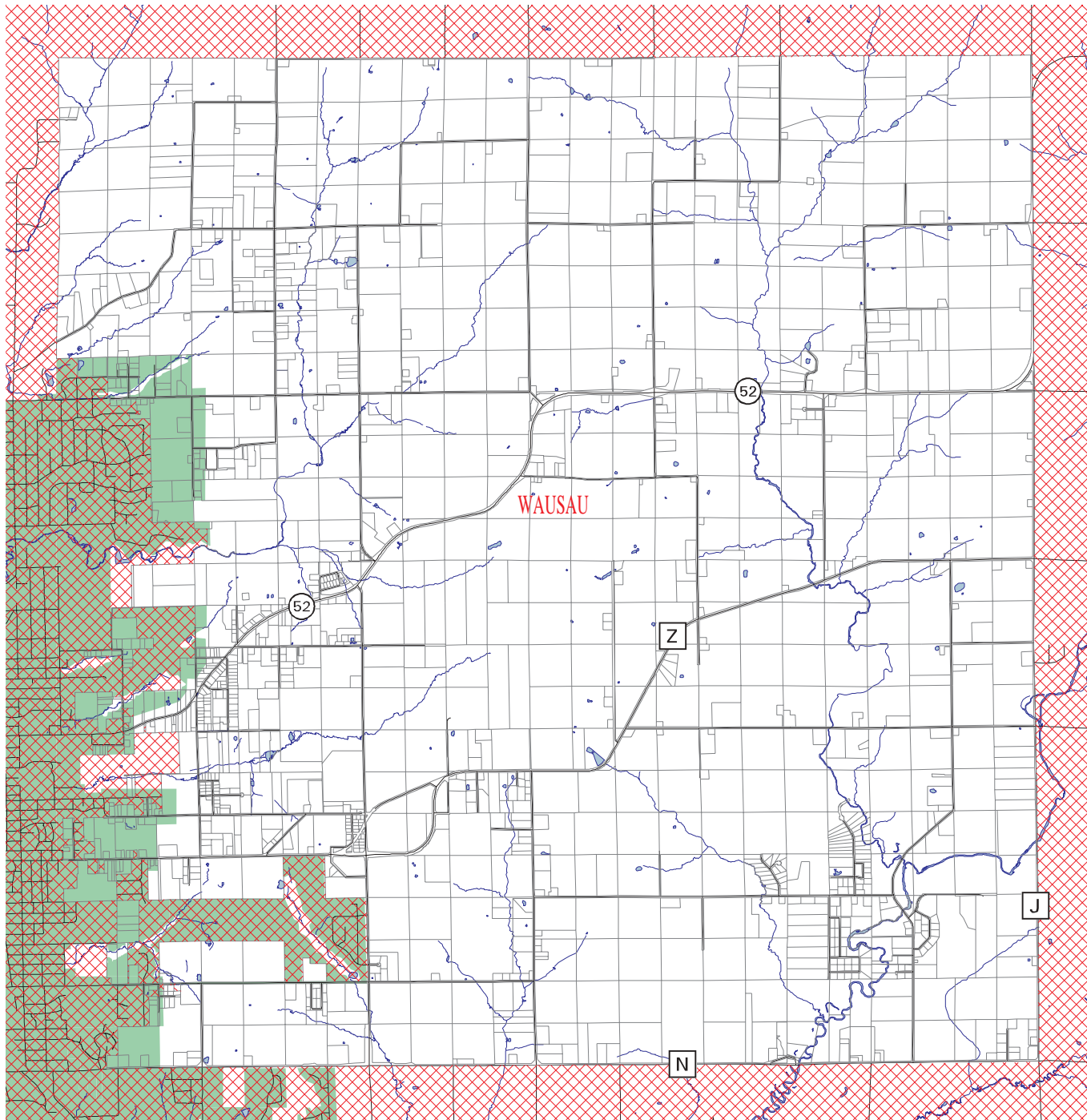
Figure 4-3
Road Surface Rating
T-WAUSAU



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

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

Figure 4-4
 Road Surface Types
 T-WAUSAU



■ Sewer Service Areas

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

Figure 5-1
 Sewer Service Areas
 T-WAUSAU