

Town of Berlin, Marathon County
Comprehensive Plan
2015 Update



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TOWN OF BERLIN - MARATHON COUNTY

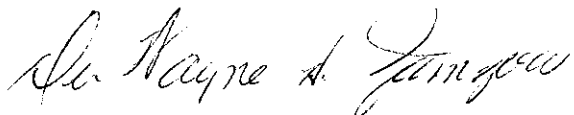
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RE: Town of Berlin, Marathon County, Comprehensive Plan, 2015 Update

Enclosed you will find a copy of the revised Comprehensive Plan document. In accordance with Wis. stats., distribution to surrounding communities and to the County is required.

Please contact me if you have any questions. I can be reached by phone number or email as found listed above.

Sincerely,



DuWayne H. Zamzow, Clerk
Town of Berlin

JAN 04 2016

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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).

CDBG—Community Development Block Grant

CRP—Conservation Reserve Program

CWA—Central Wisconsin Airport

DWD—Department of Workforce Development

EMS—Emergency Medical Services

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

FCL—Forest Crop Law

FEMA—Federal Emergency Management Agency

FIRM—Flood Insurance Rate Maps

LOS—Level of Service (related to amount of traffic and congestion on a roadway, measure from Level A, no congestion and freely moving traffic, to Level F, traffic gridlock).

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

SHPO—State Historic Preservation Office

STH—State Trunk Highway

TIP—Transportation Improvement Program (Marathon County)

USDA—United States Department of Agriculture

WATS—Wausau Area Transit System

WDNR—Wisconsin Department of Natural Resources

WDOA—Wisconsin Department of Administration

WDOT—Wisconsin Department of Transportation

WISLR—Wisconsin Information System for Local Roads

1. Introduction

The Town of Berlin Comprehensive Plan includes information on the Town's demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation.

The Town sought assistance from the North Central Wisconsin Regional Planning Commission (NCWRPC) to revise portions of the 2006 Comprehensive Plan as part of an update process as required by the State's Planning Law ss. 66.1001.

General findings from this Conditions and Issues report are summarized below:

- The Town of Berlin is located northwest of the Wausau metropolitan area along the northern border of Marathon County. It has seen slow population growth over the past 30 years, and this is predicted to continue in the future.
- The population of Berlin is stable but is aging.
- The Town landscape is very rural in character and the Town is interested in protecting its natural resources and prime farmlands from negative impacts of commercial and industrial development.
- All development in the Town uses private, on-site septic systems for on-site wastewater treatment and private wells.
- Housing within the Town consists primarily of single-family homes and/or farmsteads.

- Town roads are generally in good repair. However, the Town does not currently have any design standards for new roads and is interested in establishing some.
- The Town's economy relies primarily upon agriculture. In the coming years, it is predicted that the agricultural economy will continue to decline in the Town, as well as the County and State as a whole.

2. Demographics

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

Population and Households

Historical Trends

Over the past three decades overall population growth in Berlin increased 15 percent, growth. The highest growth rate occurred between 2000 and 2010. Since 1980, there was an average of about a four percent increase each decade until 2000. If the trend of the past 20 years is projected over the next two decades, the population would be expected to reach 980 people by 2020. During the past 30 years, Berlin has grown at a slower rate than the County and the State, which experienced population increases of 20 and 21 percent, respectively, between 1980 and 2010. The estimated 2014 Town population is 942.

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, which reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers. Of the 364 total households in 2010, 80.5 percent were family households, while the remaining 19.5 percent were non-family households. Almost 87 percent consist of married households. Almost 25 percent of all households include someone 65 years old or older, while 41.6 percent included someone 18 or younger.

Table 2-1: Demographic Change, 1980-2010

	1980	1990	2000	2010	% change 1980 to 2010	% change 2000 to 2010
Total Population						
Berlin	820	849	887	945	+15%	+7%
County	111,270	115,400	125,834	134,063	+20%	+7%
State	4,705,767	4,891,769	5,363,675	5,686,986	+21%	+6%
Total Households						
Berlin	261	262	313	364	+40%	+16%
County	37,865	41,534	47,402	53,176	+40%	+12%
State	1,652,261	1,822,118	2,084,544	2,279,768	+40%	+9%
Average Household Size						
Berlin	3.14	3.24	2.83	2.60	-17%	-8%
County	2.90	2.75	2.60	2.49	-14%	-4%
State	2.35	2.68	2.50	2.43	+3%	-3%

Source: Wisconsin Department of Administration

The population of Marathon County grew from 125,834 in 2000 to 134,063 in 2010, an increase of 6.5 percent compared to a 6 increase in the State and 9.7 percent in the U.S. 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 currently include residents between 25-54 years old, with the median age being 42.3 years. The distribution of population across age groups in Berlin is similar to that of the County and State. The number of residents aged 65 and older increased from 65 in 1980 to 106 in 2000, an increase of 63 percent. In 2010, about 14 percent of the population in Berlin was 65 years or older. From 1980 to 2000, the number of persons age 5 and under decreased by 57 percent. In 2010, approximately seven percent of Berlin was under age 5. Both trends indicate an aging population in Berlin.

Table 2-2: Population by Age Group, 2010

Age Group	Percent of Population		
	Berlin	County	State
Under 5 years	6.9	6.5	6.3
5 to 9 years	6.6	6.6	6.5
10 to 14 years	5.2	7.0	6.6
15 to 19 years	6.7	6.9	7.0
20 to 24 years	3.6	5.3	6.8
25 to 34 years	11.1	12.2	12.6
35 to 44 years	14.0	13.2	12.8
45 to 54 years	16.5	15.7	15.4
55 to 59 years	8.9	6.9	6.8
60 to 64 years	6.5	5.5	5.5
65 to 74 years	9.0	7.2	7.1
75 to 84 years	4.7	4.6	4.6
85 years and over	0.4	2.3	2.1
Median Age	42.3	40.4	38.5

Source: Wisconsin Department of Administration, 2010

In 1980, all of Berlin's 820 residents were white. That has changed very little in the last three decades. In the 2010 Census, only ten of the 945 residents of the Town listed any race other than white.

Population Forecasts

Table 2-3 shows population projections completed by the WDOA, Demographic Services Center. The WDOA population projections are recognized as Wisconsin's official population projections.

Table 2-3: Population Projections (WDOA), 2010-2040

	Total Population by Year		
	2010	2030	2040
Berlin	945	1,020	1,025
County	134,504	142,200	152,790
			% Change
			+9
			+14

Source: Wisconsin Department of Administration

Household Forecasts

Like population, household projections are presented in 5-year increments between 2010 and 2040 and are shown in Table 2-4.

Table 2-4: Household Projections (WDOA), 2010-2040

	Total Households by Year				
	2010	2015	2020	2030	2040
Berlin	364	370	385	408	419
County	53,176	54,657	57,394	61,524	63,730
					% change
					+15
					+20

Source: Wisconsin Department of Administration

Education and Income Levels

According to 2010 Census data, 86.8 percent of Berlin residents have a high school education or higher (see Table 2-5). This compares to 88.4 percent for the County, and 89.4 percent for the State. In Berlin, 18.6 percent of residents have a bachelor's degree or higher. This is slightly lower than the number of persons with a bachelor's degree or higher in the County and State with 20.8 percent and 25.8 percent, respectively. It should be noted the statistics in Table 2-5 only include persons 25 years of age and older.

**Table 2-5: Educational Attainment, 2010
(population age 25 and over)**

Educational Attainment	Berlin		County		State	
	Number	Percent	Percent	Percent	Percent	Percent
Less than 9th Grade	41	6.5	5.3	3.7	3.7	3.7
9th to 12th Grade, No Diploma	42	6.7	6.3	6.9	6.9	6.9
High School Graduate	263	41.8	37.8	34.0	34.0	34.0
Some College, No Degree	116	18.4	19.0	20.6	20.6	20.6
Associates Degree	50	7.9	10.8	9.0	9.0	9.0
Bachelor's Degree	91	14.5	13.9	17.1	17.1	17.1
Graduate or Professional Degree	26	4.1	6.9	8.6	8.6	8.6
Percent high school graduate or higher	-	86.8	88.4	89.4	89.4	89.4
Percent bachelor's degree or higher	-	18.6	20.8	25.8	25.8	25.8

Source: Wisconsin Department of Administration, 2000

As shown in Table 2-6 the median household income in Berlin was \$62,750 in 2010. This compares higher than both Marathon County with a median of \$53,471 and the State overall at \$52,413. Of the 352 households in the Town, only 52 reported incomes less than \$24,999 and 50 had incomes above \$100,000. The 2010 Census indicates poverty is largely concentrated among individuals 65 and older. 9.4 percent of the elderly population has incomes below the poverty rate.

Table 2-6: Household Income Levels, 2010

Income Level	Berlin		County		State	
	Number	Percent	Percent	Percent	Percent	Percent
Less than \$10,000	7	2.0	4.2	6.0	6.0	6.0
\$10,000 - \$14,999	7	2.0	4.5	5.3	5.3	5.3
\$15,000 - \$24,999	38	10.8	10.7	11.0	11.0	11.0
\$25,000 - \$34,999	31	8.8	11.4	10.8	10.8	10.8
\$35,000 - \$49,999	41	11.6	15.8	14.6	14.6	14.6
\$50,000 - \$74,999	111	31.5	22.0	19.8	19.8	19.8
\$75,000 - \$99,999	67	19.0	15.2	13.4	13.4	13.4
\$100,000 - \$149,000	44	12.5	11.4	12.5	12.5	12.5
\$150,000 - \$199,999	6	1.7	2.7	3.6	3.6	3.6
\$200,000 or More	0	0.0	2.1	2.9	2.9	2.9
Total Households	352	100.0	100.0	100.0	100.0	100.0
Median Household Income	62,750	-	53,471	52,413	52,413	52,413

Source: Wisconsin Department of Administration, 2010

Employment Characteristics

Table 2-7 illustrates the breakdown, by occupation, of the employed population of Berlin in 2010. The "employed population" is defined as people living in the Town who are 16 years and older. In 2010, Berlin had an employed population of 522. Most Town residents were employed in management, professional and related occupations. Sales and office occupations and production, transportation, and material moving occupations also account for a good share of local jobs.

U.S. census data indicates between 1980 and 2010 the Town's employed residents increased approximately 43 percent, from 366 to 522. In 1980, Agricultural & Forestry and Manufacturing were the two sectors with the highest number of employees, respectively. By 2000, Management and Professional occupations were the most prevalent. This trend has continued into 2010. This suggests a shift away from farm employment.

Table 2-7: Occupation by Sector, 2010

Sector	Number	Percent
Management, professional, and related occupations	147	28.2
Service occupations	68	13.0
Sales and office occupations	115	22.0
Natural Resources, construction, and maintenance occupations	86	16.5
Production, transportation, and material moving occupations	106	20.3
Total Employed Population	522	100

Source: Wisconsin Department of Administration

Table 2-8 illustrates employment projections to 2040. By the year 2040, it is estimated that the Town will provide employment to about 226 workers, which represents a decrease of 20 percent from 2010. This reflects the historical countywide decline in agricultural employment of almost 29 percent between 1987 and 1997.

Table 2-8: Employment Projections, 2010-2040

		Total Employment by Year						
		2010	2015	2020	2025	2030	2035	2040
Berlin		283	274	264	255	245	235	226
County		78,742	81,859	84,976	88,093	91,210	94,501	97,809

Source: Wisconsin Department of Administration & NCWRPC

3. Natural Resources

The Town of Berlin and Marathon County are located in the mid-latitude continental climatic zone, which is characterized by long, snowy winters and short, warm summers. Spring and fall are often short with rapid changes from summer to winter and winter to summer. Annual precipitation, throughout the area, averages about 32 inches. About one-half to two-thirds of the annual precipitation falls between May and September. Snowfalls range between 45 and 80 inches annually, with a continuous snow cover from November to early April.

In terms of the physical landscape, the protection of certain natural features is necessary for the environment and for future generations. Certain environmental features and assets have more than merely aesthetic and leisure-time activity values. They are essential to long-term human survival and the preservation of life, health, and general welfare. As such, the protection and/or management of these environmental features and assets clearly are in the public's best interest.

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 Marathon 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)** - Marathon County adopts a LWRMP in accordance with Wisconsin Statutes. 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.
- **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** This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Forestry Department's mission to manage and protect the County forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management. The updated plan will cover a 15 year time frame.

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 were 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. In short, wastewater entering an ORW must be as clean as the water in the "outstanding" water body. The anti-degradation policies only apply to point sources of pollution, such as an industrial discharge pipe. However, Wisconsin has other programs in place to control non-point source pollution, such as animal waste and pesticides in farm runoff, urban runoff, and failing septic systems.

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the WDNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERW.

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

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. The primary watershed in the Town of Berlin is the Little Rib River watershed, which is not listed as "impaired".

Streams/Rivers – Together ponds, streams and wetlands total about 100 acres in the Town of Berlin. The major water bodies are the Little Rib River and its tributaries as shown on Figure 3-1. These surface water resources replenish the groundwater as part of the hydrologic cycle.

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.

Area within the 100-year floodplain if limited and most is located adjacent to the Little Rib River and the Little Rib River West Fork (see 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, sneezeweed, mint and several species of goldenrod and aster.
- **Scrub/Shrub** wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow and dogwood.
- **Forested** wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

Most wetlands in Berlin are associated with the creeks as shown on Figure 3-2. Most are categorized as forested or scrub/shrub type wetlands.

Groundwater – Depth to groundwater varies from shallow to deep as shown on Figure 3-3. Groundwater supply is limited in some areas, mostly along the Little Rib River, due to the presence of high bedrock, as shown in Figure 3-4. Protection of these groundwater reserves is necessary to ensure adequate

water for domestic, agricultural and commercial uses. If the groundwater reserves become contaminated, the quality and supply of water in the Town would be endangered. Under natural conditions, the aquifers generally receive clean water from rainfall percolating through the overlying soils.

Soil Resources

Soils Types – As shown on Figure 3-5, soils of the Magnor-Cable association cover the northeast and western edge of Berlin. Soils in the center of the Town, flanking the Little Rib River, consist mainly of the Fenwood-Rietbrock-Rozellville association. More detailed soils information is provided in the 2002 Land Use Plan.

Susceptibility for soil erosion is consistent with average soil lost in Marathon County overall and is not a major concern.

Prime Farm Soils - Areas most suitable for agricultural production, with minimal limitations and requiring minimal inputs for successful production have been identified as "prime farm lands" by the United States Department of Agriculture (USDA). The USDA further defines prime farm lands into land capability classes. Land Capability Classification (LCC) is a system of grouping soils primarily on the basis of their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. Prime farm lands in Marathon County have been classified into the USDA Land Capability Class II.

Figure 3-6 illustrates soils in Berlin that have been identified as prime farm soils according to the USDA. Group 1 soils represent the best farmland in Marathon County and Group 2 soils, while also very good, have some restrictions due to poor soil drainage. 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 adjacent to streams in the south central portion of the Town. 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 – About 40 percent of Berlin is covered in woods or forested wetlands, with most woodlands located adjacent to streams and rivers. Some woodlands are being maintained through the Managed Forest Crop Program (MFL). This is a tax credit program available to landowners willing to manage their forest plots according to sound forestry practices as specified in a management plan. This program is discussed in greater detail in the Land Use section. Much of the remainder of the Town is vegetated with cropland. According to the *Wisconsin Land Use Databook*, 29.5 percent

of the Town’s total land area is used for row crops, 18.6 percent is used for foraging and 11.8 percent is grassland.

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, deer, wolf, badger, 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 - Both aquatic and terrestrial endangered, threatened, or special concern species are present within Berlin. These include:

Communities:

- **Northern Dry-Mesic Forest Community** - In this forest community, mature stands are dominated by white and red pines (*Pinus strobus* and *P. resinosa*), sometimes mixed with red oak (*Quercus rubra*) and red maple (*Acer rubrum*). Common understory shrubs are hazelnuts (*Corylus* spp.), blueberries (*Vaccinium angustifolium* and *V. myrtilloides*), wintergreen (*Gaultheria procumbens*), partridge-berry (*Mitchella repens*); among the dominant herbs are wild sarsaparilla (*Aralia nudicaulis*), Canada

mayflower (*Maianthemum canadense*), and cow-wheat (*Melampyrum lineare*). Stands usually occur on sandy loams, sands or sometimes rocky soils.

- **Northern Mesic Forest Community** - This forest complex covered the largest acreage of any Wisconsin vegetation type prior to European settlement. Sugar maple (*Acer saccharum*) is dominant or co-dominant in most stands, while hemlock (*Tsuga canadensis*) was the second most important species, sometimes occurring in nearly pure stands with white pine (*Pinus strobus*). Beech (*Fagus grandifolia*) can be a co-dominant with sugar maple in the counties near Lake Michigan. Other important tree species were yellow birch (*Betula allegheniensis*), basswood (*Tilia americana*), and white ash (*Fraxinus americana*). The groundlayer varies from sparse and species poor (especially in hemlock stands) with woodferns (especially Dryopteris intermedia), bluebead lily (*Clintonia borealis*), clubmosses (*Lycopodium* spp.), and Canada mayflower (*Maianthemum canadense*) prevalent, to lush and species-rich with fine spring ephemeral displays. After old-growth stands were cut, trees such as quaking and bigtoothed aspens (*Populus tremuloides* and *P. grandidentata*), white birch (*Betula papyrifera*), and red maple (*Acer rubrum*) became and still are important in many second-growth Northern Mesic Forests. Several distinct associations within this complex warrant recognition as communities, and draft abstracts of these are currently undergoing review.

Fauna:

- Clinostomus elongatus (Redside Dace)

Issues

- **Environmentally Sensitive Development** – The Town places a high priority on protection of its sensitive natural resources. Therefore, new development in Berlin should be done in manner that does not negatively impact environmental resources.

Goals, Objectives & Policies

The Town contains a variety of natural resources. Most wetlands and woodlands are associated with the Little Rib River and its tributaries, which flow north/south through the Town. The Town contains significant areas of prime farm soils, which supports the Town's agricultural economic base. Protection and enhancement of natural resources and the Town's rural, natural character 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, the WDNR, and other State and Federal agencies to protect and enhance natural resources, including prime farm soils and threatened and endangered species within the Town.

Goal 1: Protect and enhance the wetlands, woodlands, open spaces, and wildlife habitat in Berlin.

- **Objective:** To encourage enrollment in Managed Forest Law programs to prevent fragmentation of large sections of woodland and to encourage good forest practices.

- **Objective:** To continue working with the WDNR and Marathon County to ensure appropriate preservation of wetlands and shorelines.
- **Objective:** To provide leadership in disseminating information about wetland preservation and management to Berlin residents.

Policies:

1. The Town places a high priority on protection of its sensitive natural resources.

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. Identify a point person in the Town to be responsible for gathering and distributing information regarding wetland protection, preservation, and management from the WDNR, UW-Extension, Marathon County and others.

Goal 2: Protect the Town's water resources, including groundwater sources of potable water.

- **Objective:** To work with WDNR and Marathon County to identify and protect critical groundwater recharge areas.
- **Objective:** To encourage residents to conduct regular well testing to ensure that water is safe.
- **Objective:** To minimize intensive development in areas that could affect the water quality and natural habitat along the Little Rib River.
- **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 Berlin will strive to enhance the quality of its water resources.

Strategies/Actions:

1. Routinely educate residents on well testing through brochures or speakers on the subject, utilizing resources from UW-Extension, Marathon County, the WDNR and others.
2. Amend the land division and zoning ordinance to incorporate best management practices (BMPs) to ensure new development provides for adequate surface water management and erosion control.

3. Report instances of possible groundwater contamination to the WDNR.

Goal 3: Protect and preserve economically productive resources, including farmland and commercial forests.

- **Objective:** To encourage farmer owners to use agricultural Best Management Practices (BMPs) to reduce soil erosion, decrease sedimentation into surface waters, and increase proper nutrient crediting to protect the land.

- **Objective:** To encourage use of Farmland Preservation Contracts to keep land in agricultural uses.

- **Objective:** 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 Berlin recognizes the importance of its farmland and commercial forests to its livelihood, lifestyle, and history and strives to preserve its productive resources.

Strategies/Actions:

1. Work with UW-Extension, Marathon County, and the NRCS to implement and monitor farmland conservation practices, including Farmland Preservation Contracts.

2. Amend local ordinances as necessary to incorporate agricultural Best Management Practices regarding soil erosion, surface water runoff, fertilizer use, etc.
3. Consider requiring larger lot sizes (i.e., 3 acre minimum) in areas with significant amounts of prime farmland and/or existing active farms.

Goal 4: Preserve the beauty of the natural environment and ensure new development does not negatively impact environmental resources or adjoining property values.

- **Objective:** To identify those areas with significant natural resources and actively protect them from encroachment by development.

Policies:

1. The Town of Berlin will strive to ensure development is done in a manner that does not negatively impact its environmental resources or natural character.

Strategies/Actions:

1. Develop an inventory of natural resource areas, including open space and wildlife habitat that the Town would like to make a priority for preservation. Work with property owners to encourage use of land management techniques (e.g., best management practices) to protect and enhance these resources.

2. Identify areas where development should be restricted to very low intensity land uses to ensure preservation and protection of sensitive natural resources. Consider establishing a Conservation overlay zone to restrict development in these areas.

4. Land Use

The Town of Berlin is located along the northern border of Marathon County, north and west of the City of Wausau. It was one of the first towns established by Marathon County in 1859. While the original Town was much larger, its present day boundaries, established in 1886, encompass a traditional six-mile by six-mile township with 36 sections. Berlin is generally bound by STH 107 on the west, Lincoln County on the north, 72nd Avenue on the east and North Lane on the south.

Existing Land Use

The Town of Berlin has historically been an agricultural community and over half of the land area is still used for agriculture. In fact, most of the land area in Berlin is designated “prime” farmland. Woodlands also comprise a significant amount of land area. Housing development is very low density and is scattered throughout the Town. Commercial development is concentrated on STH 107 and CTH A in Little Chicago.

Land use data was derived from aerial photos. Table 4-1 describes the various land use categories and Figure 4-1 illustrates the existing land use.

Table 4-1: Existing Land Use, 2010

Category	Description	Acres	% of Total Land Area
Residential	One family structures, farm residences, mobile homes.	846	3.8
Commercial	Retail stores, taverns, restaurants, gas stations, automobile dealerships, business offices, motels/hotels, offices, etc.	12	0.05
Industrial	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, etc.	0	0
Open Space	Recreational areas, undeveloped open areas	422	1.9
Agricultural	Tilled agriculture, prime farmland	12,936	58.3
Public/Quasi-Public	Schools, churches, cemeteries, town halls, fire departments, etc.	22	0.1
Woodlands	Forested land.	7,283	32.8
Water	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	105	0.5
Transportation	Airports, highways, road right-of-ways, railroads, logging roads.	569	2.6
Total Area		22,195	100%

Source: Marathon County Land Use Cover and Tax Assessment Code Database

Land Use Plan Vision:

The Town of Berlin boasts a safe, peaceful, country-style environment as a special place to raise a family. The Town's wish is to ensure our strong family farming tradition, preserve and conserve our most valuable resource of prime agricultural land, and to protect food, fiber and livestock production.

The Town utilizes three basic future land use categories, these are:

- **Agriculture and Scattered Residential** – General farm related activities, including cropland, pasture and limited woodlands and scattered residential development that fits with the rural nature of the Town.

- **Commercial** – Retail and services related activities, not including home based businesses.
- **Open Space/Recreation** – Open spaces and environmentally sensitive areas, such as conservancy areas, wetlands and floodplains.

Zoning – The Town has its own zoning ordinance and requires a minimum lot size of 3-acres for installation of individual septic systems. Figure 4-2 illustrates the existing pattern of zoning in the Town.

Shoreland Zoning - Counties are mandated by Wisconsin law to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. 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 for “exclusive agriculture” or if they sign a contract with the State. See the County Farmland Preservation Plan for more information.

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 a number of acres minimum acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing.

Development Trends

Land Supply – Land potentially available for future development (residential and non-residential) between 2000 and 2030 was estimated by the NCWRPC based on the land cover categories shown in Table 4-1. Land categorized as barren, cropland, 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 Berlin 19,193 acres are identified as available for future development and 3,002 are considered unavailable. It is noted that some of the land considered “available” may be in public ownership, thus making it “unavailable”.

Current tax incentive programs, such as the FCL and MFL programs described above also impact supply of the “available” land. With a large amount of forest land in the Town, forest tax laws have a major effect on land uses. Because the tax laws require 25 to 50 year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future. As shown above on Table 4-2, approximately 283 acres in Berlin are enrolled in the FCL program and about 1,082 acres are enrolled in MFL programs. It should be noted that information on MFL lands is not precise since landowners select various acreage amounts and may have land that is both closed or open to public access. These acreage amounts are dynamic and change frequently, and thus are not mapped.

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

In the Town of Berlin, it is estimated that 264 acres of land will be needed to accommodate new residential development through 2030. Between 1990 and 2002, 115 sanitary permits for residential development were approved in the Town of Berlin. This represents an average of 9.6 new homes constructed each year. Given a minimum lot size of 3-acres, approximately 29 acres would be needed each year to accommodate that rate of new housing growth. That would result in over 700 acres devoted to new residential

development over the next 30 years, which is significantly higher than the estimate based on WDOA projections. The NCWRPC estimated land demand for 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 Berlin, it is estimated that only 2 acres will be needed to accommodate new non-residential development through 2030. This small acreage reflects the anticipated decline in employment, due primarily to loss of farm employment. Even though employment is estimated to decline, loss of acreage devoted to farming or other non-residential land uses should not occur. Rather, farm acres may remain constant, while the number of people employed in farming declines.

Land Values – Table 4-2 indicates the change in assessed land values between 1998 and 2002 for various types of land use in the Town of Berlin. 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 increased by over 90 percent, which was significantly higher than the 5.6 percent increase Countywide.

At the same time the value of land in Agriculture decreased by 23 percent and the value of land classified as Swamp & Waste Land increased by over 330 percent. In addition, the amount of land classified as Swamp & Waste Land increased tremendously, adding over 13,000 acres between 1998 and 2002. These value and acreage changes likely reflect the conversion of some farmland to rural residential uses and reclassification of land from Agriculture to Swamp & Waste. In Marathon County, lands classified as Swamp & Waste Land and Forest had the highest increases in assessed values, at 137% and 92%, respectively.

Future Land Use – The Town of Berlin Future Land Use map, shown in Figure 4-3 illustrates the anticipated future pattern of land uses. The map includes fourteen land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table 4-3. Areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs are shown on Figures 3-1 to 3-4.

As shown by the acreage breakdown on Table 4-3, most of the land area in the Town is designated for either agricultural or woodland land uses. The three agricultural land use categories (Cropland, Specialty Crops, and Other Agriculture) account for over 59 percent of the total land acreage in the Town. Woodlands and Barren land uses account for over 34 percent.

Table 4-3: Future Land Use

Land Cover Category	Description	Acres	% of Total Land Area
Agriculture & Scattered Residential	Cropland, pasture, limited woodlands, one-family structures, farm residences	18,531	83.4
Commercial Services	Retail and services businesses (e.g., taverns, restaurants, gas stations, farm coops, vehicle and implement dealerships, business offices)	83	0.4
Recreation & Open Space	Environmentally sensitive areas, wetlands, floodplains, open waters, such as lakes, ponds, streams, rivers, etc.	3,031	13.6
Transportation	Airports, highways, road right-of-ways, railroads, logging roads	571	2.6
Total Land Area		22,216	100%

Source: Future Land Use map, 2015

Of the land use categories associated with development, Agriculture & Scattered Residential land uses occupy the largest amount of acreage, covering over 83 percent of the Town's total land area. Recreation & Open Space land uses occupy the next largest amount of land in the Town, covering almost 14 percent of the total land area. Commercial land uses account for less than one-half percent of the total land area. Thus, the Future Land Use map indicates that the overall land use pattern of the Town is planned to remain predominantly agricultural and natural in character.

Land Needs – Table 4-4 indicates estimated acreage in land use categories with land considered “developable”. It is noted that the four categories shown are broken down more specifically than the land use categories on the Town's Future Land Use Map.

The breakdown shown in Table 4-4 reflects the State's requirement that all communities project future land needs for these four specific land use categories. It is estimated over the next 20 years, 176 acres will be needed to accommodate future residential development and 1 acre needed for future non-residential development.

Table 4-4: Projected Acreage Needs, 2000-2030

Estimated Total Acreage							
	2000	2005	2010	2015	2020	2025	2030
Agricultural	19,489	19,444	19,399	19,354	19,309	19,264	19,219
Residential	638	682	726	770	814	858	902
Commercial	22	22.25	22.5	22.75	23	23.25	23.5
Industrial	10	10	10.1	10.2	10.3	10.4	10.5

Source: Marathon County.

For purposes of this acreage breakdown, the 2000 acreage was taken from the Existing Land Use Map (Figure 4-1) in the *Conditions and Issues* report. “Residential” includes land

designated for Single Family and Multiple Family Residential land uses, "Commercial" includes land designated for Commercial Services, and "Industrial" includes land designated for Industrial and Quarry 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 44 acres every 5 years, Commercial acreage increasing by about 0.25 acres every 5 years, and Industrial acreage increasing by less than 0.1 acres every 5 years. It is also assumed that Agricultural acreage will decrease proportionate to the increase in Residential, Commercial and Industrial acreage, as land is developed and converted from Agricultural land uses. Thus, the amount of land in Agricultural land use will decrease by about 45 acres every 5 years.

Comparing the estimated total acreage needed shown in Table 4-4 and the acreage allotted on Figure 3-1, Future Land Use Map, it appears sufficient acreage to meet estimated demand for new residential, commercial, and industrial development has been provided in the appropriate land use categories. It is noted that some future residential development will occur in areas designated as Cropland and Woodlands.

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.

Major Opportunities and Constraints

- **Farmland Preservation** – Large amount of land area are designed "prime" farmland, which may be a deterrent to development. While some of these soils are also suitable for development, the highest and best use may be agriculture. Farming is traditionally and currently a major part of the local economy and the community desires to retain rural, agricultural character.
- **Limited Access** – The only major highway access in Berlin is along STH 107. As a result, the Town is off the "beaten track", making it less conducive to non-farm commercial and/or industrial land uses. It is also located in between more developed areas where commercial and

industrial development is more likely to be concentrated (e.g. Merrill, Marathon City, Wausau).

Issues

- **Preserve Farming and Rural Character** – The Town places a high value on its agricultural heritage and rural character. There is a desire to maintain a strong agricultural base, although it is recognized that the number of farms will continue to decrease. The Town believes that new development should be done in a manner that is sensitive to environmental and agricultural resources.

Goals, Objective & Policies

The Town of Berlin is located along the north boundary of Marathon County. While the Town does not have any direct access to the major regional thoroughfares in the area, access to more developed urban areas (e.g., Merrill, Wausau, Marathon City) is fairly easy. As a result, the Town has maintained a predominant rural character, consisting mostly of farms, rural residences, and natural, open space areas. Preserving the Town's rural character is a primary goal. This is reflected on the Future Land Use map, which designates most land for agricultural and woodland uses, with most "development" areas designed for low-density residential land uses.

Goal 1: Preserve the rural and natural character in Berlin.

- **Objective: To determine an appropriate lot size that will support Berlin's concept of rural character.**

- **Objective: To support development that preserves rural character.**

Policies:

1. The Town of Berlin recognizes its rural and natural character as important and attractive assets that should be maintained.
2. The Town of Berlin will discourage future development from infringing upon natural areas.

Strategies/Actions:

1. Identify (and map) areas the Town wishes to preserve for very low intensity development and/or active farming.
2. Consider requiring larger lot sizes (i.e., 3 acre minimum) in areas with significant amounts of prime farmland and/or existing active farms.
3. Revise ordinances as needed to incorporate provisions to allow conservation (cluster) subdivisions.

Goal 2: Provide tools for managing growth.

- **Objective: To base land use decisions on Berlin's adopted plan for future development.**
- **Objective: To routinely update the zoning code to provide tools for managing new development.**
- **Objective: To routinely update subdivision regulations to ensure high quality subdivision development.**

- **Objective: To manage the location of land uses and development in order to minimize development-related costs for the Town (public safety services, paved roads, etc.).**
- **Objective: To limit industrial and heavy commercial uses to locations near state and county roads.**
- **Objective: Balance individual property rights with the desires of the community as a whole.**

Policies:

1. The Town of Berlin will strive to ensure orderly and efficient growth.
2. The Town of Berlin will adopt, consistently enforce, and update its various codes and ordinances needed to achieve the plan goals.
3. The Town of Berlin encourages new development to locate in close proximity to existing developed areas to minimize impacts on natural resources and minimize costs of providing new services.

Strategies/Actions:

1. Enforce buffer requirements between adjacent uses of different intensities, including buffer yards/setbacks, screening, and landscaping.
2. Identify areas along major roads where commercial and industrial development would be appropriate and revise zoning map to direct such development to those locations. These areas should have good road access and parcel sizes large enough for commercial and

industrial uses. Consideration should also be given to locating areas for new commercial/industrial development adjacent to existing similar uses.

3. Identify and zone appropriately, areas where new development should be encouraged in order to concentrate the provision of new public services.

Goal 3: Retain and support prime farmland and active farming areas for agricultural production.

- **Objective: To restrict the placement of non-farm commercial or industrial uses in identified prime farming areas.**

Policies:

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

Strategies/Actions:

1. Maintain a map of prime farm soils and active farms in the Town.
2. Revise the zoning ordinance and map as necessary to restrict non-farm commercial and industrial uses in areas containing significant amounts of prime farmland.
3. 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.).

Table 4-2: Per Acre Assessed Land Values (in dollars), 1998 – 2002

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only (\$)	Acres	Land Only (\$)	Acres	Land Only (\$)	Acres	Land Only (\$)	Acres	Land Only (\$)	Acres	Land Only (\$)
1998	970	\$1,535	11	\$4,418	0	\$0	13,926	\$367	22	\$136	5,325	\$327
2002	1,268	\$2,919	14	\$3,071	0	\$0	10,681	\$222	2,941	\$591	5,409	\$1,371
Chg.	+298	\$1,384	+3	\$-1,347	0	\$0	-3,245	\$-145	2,919	\$455	84	\$1,044
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Berlin	+30.7	+90.2	+27.3	-30.5	0	0	-23.3	-39.5	+13,268.2	+334.6	+1.6	+319.3
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

5. Transportation

The local transportation network is essential to the safe movement of people and goods, as well as to the physical development of Berlin. The transportation system consists of a variety of roads; some are owned and maintained by local officials, others are part of the County or State road systems. There is no transit, rail, air or water transportation service within the Town's jurisdiction.

This section describes the transportation system in the Town of Berlin and related improvements or issues affecting the system.

Existing Transportation Planning Efforts

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning, and Zoning staff and Marathon County Metropolitan Planning Commission; the 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's planning department also does transportation planning for areas outside the Wausau metropolitan area.

The area south of CTH A and east of CTH O is included in the Wausau Area MPO planning area. While this area is a fraction of the Town, findings and recommendations presented in MPO plans should be integrated into local planning efforts when relevant and appropriate. 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** – 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 adopted in 2011.
- **Local Arterial Circulation Plan** – 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.

Road Network

Functional Classification of Roads/Jurisdiction as defined by the *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 this system is usually discouraged.

Jurisdiction – Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while functional classification, as describe above, identifies the road by the Level of Service (LOS) 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.

Major Road Facilities

The Town of Berlin road network consists of roughly 6 miles of State highway, 20 miles of County highways, and 47 miles of local roads. Of the 47 miles of local roads, approximately 37 miles are unpaved.

All major roads are described by functional classification, jurisdiction, and Annual Average Daily Traffic² (AADT), where available. Between 1998 and 2001, traffic volumes have

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

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

remained relatively stable. Figure 5-1 shows the primary roads in the Town of Berlin.

- **STH 107** is a major collector road that also serves as the western boundary of Berlin. STH 107 connects to STH 29 to the south. AADT increased from 980 in 1998 to 1,100 in 2001 just north of CTH A.
- **CTH A** is an east-west major collector, and had an AADT east of STH 107 of 1,400 in both 1998 and 2001.
- **CTH F** is an east-west major collector, which had an AADT of 520 to 670 in 1998 and 430 and 720 in 2001.
- **CTH O** is a north-south minor collector between STH 29 and CTH F. North of CTH A, CTH O had an AADT volume of 630 in 1998 and 540 north of CR A in 1998 in 2001.

The Wisconsin Department of Transportation (WDOT) acquires annual average daily traffic counts for three sites within the Town. Traffic counts at these sites are monitored to gauge traffic increases and decreases in the Town. More current count information can be found on the WDOT website.

Road Maintenance

As development occurs and/or land use changes, road system maintenance needs will likely increase. More traffic may result in more maintenance and expansion of the local road system. The Town reviews its road system annually and determines funding set-asides for anticipated maintenance. The Town also provides snowplowing within its jurisdiction.

Pavement Surface Evaluation Rating (PASER) --Berlin utilizes a PASER computer program to maintain an inventory

of its local roads and monitor conditions and improvements of its roads. Ideally, this system will enable the Town to better budget and keep track of roads that are in need of repair. Thus, the Town complies with the WDOT requirement that all incorporated communities 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, over half the miles of roads in the Town are

gravel and about 29 miles 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 road conditions throughout Berlin rate fairly high and do not present any immediate maintenance concerns. About 9-miles are classified as "Fair" and should be examined to determine whether maintenance or resurfacing is necessary. The amount of mileage (77%) classified as Very Good or Excellent suggests that routine annual maintenance should be sufficient to ensure the longevity of the roadways in the foreseeable future. This information is currently being updated.

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

Surface Type Code					
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base
		37.03	1.00		
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Asphalt Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement
4.85	15.16		1.01	7.82	
					Brick or Block Pavement

Surface Condition Rating				
No Data	Failed	Poor	Fair	Good
			8.82	6.79
				40.64
				10.62

Source: WDOT (WISLR), 2004

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.

The road system in the Town of Berlin plays a key role in development by providing both access to land and serving to move people and goods through the area. The interrelationship between land use and the road system makes it necessary for each to be coordinated and balanced with the other. Types and intensities of land-uses have a direct relationship to the traffic on roadways that serve those land-uses. Intensely developed land often generates high volumes of traffic. If this traffic is not planned for, safety can be seriously impaired for both local and through traffic flows.

Traffic generated and attracted by any new land-use can increase traffic volumes throughout the roadway system and result in increased congestion, which can keep property from reaching its full potential value. Even without the creation of new access points, changes in land use can alter the capacity of a roadway as more, and possibly different, kinds of vehicles enter, leave, and add to the traffic flow. In addition, uncontrolled division of land tends to affect highways by intensifying the use of abutting lands, which may impair safety and impede traffic movements.

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.

Other Transportation Modes

Pedestrian – There are no public sidewalks in the Town.

Bicycle – The Town has not designated any local bicycle routes. However, the *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin*, completed in 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 Berlin suggested in the *Bicycle and Pedestrian Plan*, including CR F and CR O.

Transit – There is no public transit service in Berlin. The nearest transit system is the Wausau Area Transit System (WATS), which primarily serves the City of Wausau and adjacent metro-area communities.

Elderly and disabled transit service is provided throughout the County through North Central Health Care (NCHC). The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour notice. Information and services are available by calling 848-4555.

Rail – There is no rail service in Berlin. The nearest rail service is provided by the Wisconsin Central Railroad (i.e. Canadian Pacific).

Airports – The nearest commercial air service is at the Central Wisconsin Airport (CWA) regional airport near the City of Mosinee. Figure 5-5 illustrates airports in the vicinity, including:

- **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 US 51 and I-39.

The terminal has been modernized and highway access reconstructed to be more convenient. Service is provided through three major carriers that connect through Chicago, Detroit, and Minneapolis. There are also 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.

Issues

- **Road Design Standards** – The Town does not currently have any design standards for new roads. The Town has expressed an interest in developing design standards for new roads in its subdivision ordinance.

Goals, Objectives & Policies

County highways provide good access to and through the Town of Berlin. However, the majority of roads in the Town are under local jurisdiction and many are gravel. Figure 4-1 illustrates the road system in the Town.

Goal 1: Provide an integrated, efficient and economical transportation system that affords mobility, convenience, and safety.

- **Objective: To continue to work with Marathon County to investigate safety issues such as road geometry, speed limits, driveway access and other factors along county roads.**
- **Objective: To routinely review Town driveway access standards to ensure they foster safety, emergency vehicle access, and efficient traffic management.**

Policies:

1. The Town of Berlin supports continued maintenance and enhancement of its transportation system to meet current and future needs.
2. The Town of Berlin will strive to work with adjacent communities to coordinate and foster cost savings related to road improvements and maintenance.

Strategies/Actions:

1. Work cooperatively with Marathon County Sheriff's Department to enforce speed limits and weight limits within the Town. Serve as the "eyes on the street".
2. Work with Marathon County to identify "problem" intersections and plan for design improvements.
3. Routinely review, and revise as necessary, road design and access standards in the Town's subdivision ordinance.
4. Require that roads in new subdivisions be designed to allow extensions and connections to roads in future developments on adjacent properties where possible.
5. Coordinate review of major developments/subdivisions with Marathon County and surrounding municipalities to ensure local and county traffic concerns are adequately addressed.
6. Initiate meetings (or correspondence) with adjacent municipalities and Marathon County to discuss road maintenance schedules and opportunities for cost-sharing.

Goal 2: Maintain and improve Town roads.

- **Objective: To continue the annual road budgeting process so that maintenance and improvements can be programmed and adequately funded.**
- **Objective: To continue to use an annual process of roadway analysis, such as PASER to rate local road conditions and prioritize maintenance scheduling.**
- **Objective: To continue to seek adequate and consistent sources of revenue to fund needed road improvements.**
- **Objective: To develop guidelines for new road design.**

Policies:

1. The Town of Berlin will give priority to improving existing roads prior to constructing new roads.
2. The Town of Berlin will strive to limit Town and private road development until existing infrastructure is improved to a common level.

Strategies/Actions:

1. Continue to utilize the PASER/WISLR system to prioritize and budget for road maintenance and improvements.
2. Enforce design standards for new roads that address:

pavement and right-of-way width, pavement type/depth, shoulder requirements, connections with other roads, and driveway access standards.

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. Coordinate with the Marathon County Highway Department to plan for improvements and access to county roads to accommodate new development.
5. Consider establishing a road maintenance fund or development fees sufficient to cover road improvement costs.

6. Utilities

This section describes the existing conditions and issues relative to utilities available in the Town of Berlin, 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 Berlin does not provide public sewer or water service. All development is on private wells and septic systems. High bedrock in some areas can pose constraints on wells and septic systems (see Figure 6-1). Berlin has its own zoning and requires a minimum lot size of 3-acres for installation of individual septic systems and wells.

On-Site Waste Disposal Systems

All development in Berlin uses private, on-site waste disposal systems, which are routinely inspected. Figure 6-2 illustrates soils suitable for conventional type septic 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:

- **SPS 383** – This refers to Wisconsin Administrative Code. It sets standards for regulation of private sewage systems. This code 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 standards, property owners have a wider array of system options than previously available. Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In addition, rock in drainfields may now be substituted with specifically engineered foam peanuts bound in mesh or plastic chambers.

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

- **Conventional Systems** – these systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.
- **Mound Systems** – these systems include an absorption field that is constructed above ground, creating a “mound”. This type of system is generally used where clay soils, groundwater, rapid permeability or bedrock prevent construction of conventional systems.
- **Mechanical Treatment Components** – these generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.

- **Holding Tanks** - Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g., less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

Permit Requirements – The Marathon County Department of Conservation, Planning and Zoning (CPZ) 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 Berlin receives water from private wells.

Surface Water Management

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

The County is particularly concerned about non-point sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Non-point pollution is best

addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown on Figure 6-3. 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

There are currently no watersheds identified for special planning and funding in Berlin.

Electrical and Gas Utilities

Property owners in the Town of Berlin receive electric power from Wisconsin Public Service Corporation (WPS). Property owners purchase LP gas tanks for private gas supplies.

Telecommunication Facilities and Services

- Television/Cable providers – Cable service is not provided in Berlin.
- Telephone/Fiber Optics – Telephone service is provided by Verizon.
- Cell towers – Berlin has regulations for cell towers in its zoning ordinance, however there are no towers currently located in Berlin.

Solid Waste Management

The Town of Berlin does not provide curbside refuse collection. However, three private firms offer curbside refuse and recycling collection for a fee to individual property owners. 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

As noted above, three private contractors serving private property owners provide curbside recycling pick-up.

Issues

No significant issues have been identified.

Goals, Objectives & Policies

The Town of Berlin does not provide public utilities and all development relies on private septic systems and wells. Given its distance from any incorporated municipalities that do provide public utilities, it is not anticipated that any areas of the Town will be served by public utilities in the foreseeable future. High

bedrock in some areas poses constraints on installation of wells and septic systems.

The Town does not provide storm water management facilities and site specific grading is addressed in conjunction with building permit requests. Water quality and soil erosion are managed at the county level through implementation of the Marathon County Land and Water Resources Management Plan.

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

- **Objective: To work with the WDNR and Marathon County to identify and protect critical groundwater recharge areas.**

Policies:

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

Strategies/Actions:

1. Identify and map areas where high bedrock or other constraints may restrict installation of on-site waste disposal system and/or wells. Consider zoning these areas for very low-density land uses.
2. Work with Marathon County and the WDNR, when needed, to identify and map critical groundwater recharge areas.
3. Routinely report instances of potential groundwater contamination to the WDNR and/or Marathon County.

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

- **Objective: To ensure that lot sizes are adequate for private waste disposal systems.**

Policies:

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

Strategies/Actions:

1. Coordinate with Marathon County to assist residents that have failing septic systems.
2. Review zoning and related minimum lot size standards to determine if they provide sufficient protection against potential groundwater contamination.

Goal 3: Encourage Town residents to recycle.

- **Objective: Increase the rate of residential recycling.**

Policies:

1. The Town of Berlin encourages residents and business owners to participate in recycling and plans to continue roadside pickup.

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.

7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section describes existing housing conditions in the Town of Berlin. The housing stock in Berlin is predominantly single family, with almost 90 percent owner-occupied. About 45 percent of housing units were constructed in the last 40 years, and housing values are higher than median values for Marathon County as a whole.

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 Characteristics

Housing Type and Tenure

As shown on Table 7-1 there were 313 occupied housing units in 2000 in the Town of Berlin. The majority of these units (89%) are owner occupied. The Town has an average household size of 2.83 persons, which is slightly larger than the average household size in both the County and the State. Only 16.6 percent of all households are classified as being "1 person households". Just over 20 percent of households are headed by someone over 65 years old.

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

Area	Berlin	Marathon County	Wisconsin
Total Occupied Housing Units	313	47,702	2,084,544
Owner Occupied Units	277	36,091	1,426,361
Renter Occupied Units	36	11,611	658,183
Average Household Size	2.83	2.6	2.50
% Owner Occupied	88.5	75.7	68.4
% 1 Person Households	16.6	23.6	26.8
% With Householder 65 years or older	20.4	21.7	21.5

Source: 2000 Census

Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units increased by 61 (23%) while the number of occupied housing units grew by 51 (19%). The number of owner-occupied housing units grew by 50 or 22 percent. The data indicate large percent increases in the number of duplex (71%) and multi-family (3-9 units) housing units (67%). However, that is due to the small number of duplex and multi-family units existing in 1990. Thus a small increase in number (5 duplex and 2 multi-family units) results in a large percent increase.

According to the *Town of Berlin Land Use Plan (2002)*, an additional 21 housing units will be needed to accommodate projected population growth over the next 20 years. The North Central Wisconsin Regional Planning Commission (NCWRPC) estimated an additional 51 dwelling units would be needed by 2030. Both estimates are significantly lower than the average increase of 6.1 units per year experienced between 1990 and 2000. The Berlin Land Use Plan estimates an average of one new housing unit per year and the NCWRPC estimated about 2 per year.

Table 7-2: Changes in Housing Stock

	1990	2000	# Change	% Change
Total Housing Units	269	330	61	23%
Occupied Housing Units (Households)	262	313	51	19%
Vacancy %	3%	5%	--	--
Owner Occupied Housing Units	227	277	50	22%
Renter Occupied Housing Units	35	36	1	3%
Owner Occupied Housing Units as percent of Total	87%	88%	--	--
Number of Homes for Seasonal/Rec Use	4	0	-4	-100%
Number of Single Family Homes	245	297	52	21%
Detached*	242	293	51	21%
Attached**	3	4	1	33%
Number of Duplexes	7	12	5	71%
Multi Family Units 3-9 units	3	5	2	67%
Multi Family Units 10+	0	0	0	--

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 non-residential 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 shows the age of housing in Berlin. The data indicates that a significant portion of the local housing stock was built before 1939. On the other hand, housing growth during the 1990s makes up approximately 19 percent of the total housing stock. That is higher than Census data for the County, which indicates that homes built in the 1990s makes up 13 percent of the County's overall housing stock.

Table 7-3: Age of Community Housing Stock

Table 2. Age of Community Housing Stock	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
Total Units									
330	10	24	29	32	49	14	12	3	157
100%	3%	7%	9%	10%	15%	4%	4%	1%	48%

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

Physical Housing Stock

Table 7-4 looks at several select measures of physical condition and compares them to figures for the County and State. The median home size in the Town of Berlin is larger than that of the State and County, when measured by number of rooms. Ninety percent of the housing stock is classified as single family homes, which is significantly higher than figures for the County or State. There do not appear to be any structures with over 10 units located in Berlin. Census data also indicates that nearly 5 percent of homes lack complete plumbing and nearly 4 percent lack complete kitchen facilities. These figures are higher than statistics for the County or State, and likely reflect the relatively high percent of older homes in Berlin.

Table 7-4: Physical Housing Stock

	Median Rooms	Characteristic (%)		
		1 unit, detached or attached	In buildings with 10 or more units	Lacking complete plumbing facilities
Community				
Berlin	6.9	90.00%	0.00%	3.64%
Marathon County	5.8	76.10%	4.50%	0.90%
Wisconsin	5.4	69.30%	9.40%	1.50%

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

Housing Values

Median Value

Table 7-5 shows home value statistics for Berlin, the County and the 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 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 Berlin has a median home value of \$108,300, which is slightly higher than that of the County (\$95,800), although less than the State (\$112,200).

Table 7-5: Median Housing Value

Community	Median Value (dollars)
Berlin	\$108,300
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 in Berlin, which are similar to overall figures for Marathon County. However, there are more homes in the \$100,000-149,999 range in Berlin.

Table 7-6: Range of Housing Values

Number of Houses per Housing Value Category	Berlin	Marathon County
<\$49,999	2	1,459
%	2%	5%
\$50,000 to \$99,999	55	13,405
%	44%	49%
\$100,000 to \$149,999	49	8,220
%	40%	30%
\$150,000 to \$199,999	11	2,368
%	9%	9%
\$200,000 or more	7	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 U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30 percent of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29 percent of the monthly household income. About 17 percent of households in Berlin pay more than 35 percent of their household income on owner-occupied housing costs, which is higher than that of the County and State and reflects the slightly higher mortgage costs in the Town.

Additionally, Table 7-7 shows that select renter costs are slightly lower in the Town. Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

Table 7-7: Housing Affordability

	Owner Occupied		Renter Occupied	
	Median selected Monthly owner Costs ¹		Median Selected monthly renter costs ¹	
	With mortgage	No mortgage	Median Contract rent	Median gross rent
		% ²		% ²
Community				
Berlin	\$929	\$322	\$331	\$460
Marathon County	\$916	\$295	\$423	\$484
Wisconsin	\$1,024	\$333	\$473	\$540
		9%		25%

¹ In dollars

² Percent 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 (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
 - Rental Rehabilitation Program
 - Home Owner and Accessibility Rehabilitation Program
 - Home Ownership Program
 - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.
- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
 - HUD Emergency Shelter Grants
 - State Shelter Subsidy Grants
 - Transitional Housing

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

No significant issues have been identified.

Goals, Objectives & Policies

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 almost half is less than 40 years old. Housing values in the Town exceed median values in the County as a whole.

Goal 1: 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 (senior, low-income, etc.).**
- **Objective: To work with Marathon County to explore opportunities to provide home loan programs to encourage rehabilitation and/or first time home ownership.**

Policies:

1. The Town of Berlin 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 to pursue funding and administer housing improvement programs.
2. Collect and display at the Town of Berlin Center, information on the various housing agencies and programs available to Town residents.

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 Berlin

The Town of Berlin was established in 1859, soon after German immigrants from Pomerania arrived. From that time on, Berlin was associated with the heavy concentration of German settlement in the north central section of Marathon County. The land was forested when the Germans arrived, and they constructed their early dwellings of logs. Berlin has been noted for its log barns, as well as for the forebay or porch barns associated with German settlers.

Although the forests were harvested early on and lumbering declined in favor of farming on the cleared land, sawmilling persisted in Berlin longer than in many other towns. The Sellin Mill, located on the Town's western boundary, operated until 1927. The mill employed residents of Berlin, Hamburg, Maine and Stettin.

The settlement of Little Chicago on the southwest boundary of Berlin dates to the 1840s and the early logging activity in the area. As farming became more prevalent, Little Chicago grew to provide a sawmill, blacksmith shop, grist mill, church, school,

stores and a creamery and two cheese factories. An 1895 atlas showed two other settlements in the Town of Berlin, Taegesville and Naugat. Taegesville was located on the eastern town border along the Wausau Road (CTH A), where August Taeg built a saloon and later a cheese factory by the 1890s. The Berlin Town Hall was built in the 1800s as the Naugat School and is an important historic building at the site of Naugat.

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

The original Town Hall was built in the 1800s and is currently one of the oldest structures in the Town. There are also several original farm homes and farm buildings in the Town. The Town of Berlin Center has been listed on the State Register of Historic Places. Listing on the registry provides recognition to properties that retain their historic character in local or state history. It is also noted that the Town of Berlin's Land Use Plan identifies preservation of cultural, historic and architectural sites as a goal.

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 State Historic Preservation Office (SHPO) has identified 6 archaeological sites and historic cemeteries in Berlin and there are 51 historic properties that have been previously surveyed and included in the AHI. The inventory may be reviewed at: www.wisconsinhistory.org/ahi/index.html.

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. Statute 157.70 to provide maximum protection of these sites. Known cemeteries in the Town of Berlin are shown in Table 8-1.

Table 8-1: Known Cemeteries

Cemetery Name	Location	Section
Trinity Luth./German	Co. FF, east of Hwy 107	6
St. Paul Evang. Luth./Naugart	Naugart Dr., at Berlin Lane	22
Big Hill/Hilltop/Stubbe	Co A. at Big Hill Lane	26
Friedenshain/Dreienigkeit	Co. A., at Valley Lane	28
Berlin	N. 72nd Ave., south of Taegesville	36

Source: www.rootsweb.com/~wimrath/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 community 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. However, preservation of cultural, historic and architectural sites is a continuing goal of the Town.

Goal, Objectives & Policies

The Town of Berlin does not have any properties listed on the National Register of Historic Places. However, the Town does have a Historic Landmark Commission, which has identified two historically significant buildings in the Town. There are also several original farm houses and farm buildings located in the Town that may merit formal recognition. The Town will continue efforts to preserve and enhance its historic resources and cultural history.

Goal 1: Preserve historically significant buildings and sites.

- **Objective: To work with the County Historical Society, as appropriate, 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 Berlin supports the preservation of historically significant buildings and sites located in the Town.

Strategies/Actions:

1. Identify and map potential historic buildings, cemeteries/burials, and archaeological sites in the Town.
2. 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.

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 Berlin.

Schools

Primary and Secondary Schools

The Town of Berlin is served by two public school districts, but the majority of the Town is in the Wausau School District. A few residents along STH 107 at Little Chicago are served by the Marathon School District (see Figure 9-1). 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). Most Berlin residents attend Maine Elementary School, John Muir Middle School and Wausau West High School.

None of the district's facilities are physically located in Berlin. The closest school is the Maine Elementary School, near the intersection of CTH K and North 44th Avenue.

School district enrollment for recent school years is shown in Table 9-1 and 9-2. Enrollment in both districts has declined.

Table 9-1: Wausau School District Enrollment

Year	Enrollment PreK-12
1999-2000	9,208
2014-2015	8,836

Source: State of Wisconsin, Department of Public Instruction

Table 9-2: Marathon School District Enrollment

Year	Enrollment PreK-12
1999-2000	713
2014-2015	677

Source: State of Wisconsin, Department of Public Instruction

Post-Secondary Educational Facilities

University of Wisconsin – Marathon County (UW-MC) --

This branch of the university system is located in Wausau and 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 is 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 Berlin is served by the Marathon County Public Library system (see Figure 9-1). The primary library in the area is the Wausau Headquarters Library, located on First Street in downtown Wausau, which was expanded to 82,000 square feet in 1995. The 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 facilities such as internet access.

The Marathon Branch Library is located on Third Street in Marathon City. Located in the Town of Berlin Center is the Pommerscher Verein of Central Wisconsin (PVCW) Library.

Town Facilities

Community buildings owned and maintained by the Town include the Town of Berlin Center, the former Town Hall and two sheds.

The Town of Berlin Center was the former Berlin School. The building consists of classrooms, a gymnasium, and office space. The Town of Berlin Board Room is located here along with the Pommerscher Verein of Central Wisconsin Library. A variety of other organizations call the center home.

The Town of Berlin Center sits on a 40 acre parcel of land that includes a nature trail. The trail was originally established by Hugh Curtis and Leo Krueger. The trail has recently been restored and it includes nineteen interpretive stations highlighting the area and is open to the public. Also located on the site is a state historical marker in honor of the Pomeranian Settlements in the area.

Public Protection

Police — The Town uses the Marathon County Sheriff's Department for police protection. Figure 9-2 illustrates law enforcement districts.

Fire and Emergency Response — The Town does not provide volunteer fire, first responders and ambulance service but has agreements with the Town of Maine and the Town of Hamburg for volunteer fire and first responders. The Town has

an agreement with the City of Wausau to provide ambulance service. Figure 9-3 illustrates fire/emergency Medical Technician (EMT) 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 also provides alert paging support for the Emergency Management Office, District Attorney, and Medical Examiner's 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.

Hospitals

There are two major hospitals in Marathon County. One is Aspirus Wausau Hospital in Wausau. This is a 321-bed facility and multi-specialty regional health center.

Ministry Health Care operates St. Claire's Hospital a 104-bed hospital and medical office complex in Weston near the intersection of STH 29 and CTH X.

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 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 and is located in Stevens Point.

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 (CCR&R) Network is a membership organization made up of 17 community-based CCR&R agencies serving the State of Wisconsin.

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

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

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

The community-based CCR&R agencies that provide services to Marathon and adjacent counties are shown in Table 9-3:

Table 9-3: Area Child Care Providers

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

Goals, Objectives & Policies

The Town provides a variety of community services and facilities, mostly 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 Wausau and Marathon school districts, and other service providers to address needed service or facility expansion or improvements as needs arise.

Goal 1: Support and maintain existing community facilities.

- **Objective: To maintain the Town of Berlin Center as a seat of local government and community meeting hall.**

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. However, 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. This is followed by a more specific description of employment trends, major local employers or industries, and where most residents of the Town of Berlin work. Potential economic development opportunities and/or issues regarding the local economy are also identified.

County Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation,

communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

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

The Marathon County agricultural economy has been stable. See the County Farmland Preservation Plan for more information related to the agricultural economy. That plan also includes information related to farmlands being converted to non-farm uses and other statistics.

The following information regarding forces creating an environment of change in the rural area was summarized from 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 Federal United States Department of Agriculture (USDA) support payments.
- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 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
- The immigrant work force associated with industrial farms, impacts public services such as schools, social services and law enforcement.
- 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.

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. The top industry groups in Marathon County are listed in Table 11-1.

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

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

*data suppressed to maintain confidentiality

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

Local Economic Environment

Agriculture has served as the economic base of Berlin for generations and farming is still the dominant employment sector. The *Berlin Land Use Plan (2002)* states that nearly 60 percent of the Town's total land area is used for agriculture. According to the *Wisconsin Town Land Use Databook*, there were 75 active farms in Berlin in 1997.

There are about a dozen small, non-farm businesses scattered throughout the Town. These employ a small number of people. Most residents commute to jobs outside the Town, primarily to the City of Merrill and the Wausau metropolitan area. There are no major redevelopment areas in the Town.

The following table illustrates population and employment information for the Town of Berlin. In 2000, there were 302 people employed at jobs located in the Town of Berlin, regardless of where they reside. A breakdown of employment by sector indicates the vast majority of employment was in farming or self-employment.

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

POPULATION	887
EMPLOYMENT:	
Commercial	2
Manufacturing	--
Service	--
Other	4
Self-Employed/Farm	296
TOTAL	302

Source: DWD

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.

By the year 2030, it is estimated that the Town will provide employment to about 245 workers. This represents an employment decrease of 57 jobs or about -19%, reflecting a continuation of the decline in agricultural employment over since 1987. These projections are shown in Table 11-3.

Table 11-3: Employment Projections, 2000-2030

	Total Employment by Year					
	2000	2005	2010	2015	2020	2030
Berlin	302	292	283	274	264	245
County	72,508	75,625	78,742	81,859	84,976	91,210

Source: Marathon County Comprehensive Plan

As shown in Table 11-4, the estimates suggest an overall change in employment by 2030 between -20% if a lower growth rate occurs and +6% if a higher growth rate occurs. This is significantly less than the anticipated employment growth in the County overall, again due to the dominance of agricultural employment in Berlin.

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

	Percent Change in Employment by Growth Rate		
	Low Growth	Moderate Growth	High Growth
Berlin	-20	-19	+6
Marathon County	+21	+26	+34

Source: *Marathon County Comprehensive Plan*

Issues

- **Environmentally Sensitive Development** – The Town is interested in protecting its natural resources and prime farmland areas from negative impacts of commercial and industrial development.
- **Commercial Development Lot Sizes** – The Town is interested in establishing appropriate minimum/maximum lot sizes for commercial development.

Goals, Objectives & Policies

Farming remains an important part of the Town's economy and livelihood of many Town residents. Maintaining the viability of active farming is a continuing priority for the Town.

Goal 1: Encourage limited commercial and industrial development in appropriate locations.

- **Objective: To identify and direct limited commercial and/or industrial to locations where such development will have minimal impacts on sensitive natural areas and agricultural resources.**
- **Objective: To discourage retail commercial use that may create excessive traffic flow through the Town.**
- **Objective: To encourage new retail, commercial and industrial development to locate adjacent to County or State highways.**

Policies:

1. The Town of Berlin will strive to accommodate commercial and industrial development in a manner that poses minimal impacts to its agricultural and environmental resources.
2. The Town of Berlin supports new commercial and industrial development in areas with adequate access and where impacts on surrounding land uses will be minimal.

Strategies/Actions:

1. Identify areas along major roads where commercial and industrial development would be appropriate and revise zoning map to direct such development to those locations. These areas should have good road access and parcel sizes large enough for commercial and industrial uses. Consideration should also be given to locating areas for new commercial/industrial development adjacent to existing similar uses.
2. Work with Marathon County and WDOT to review potential commercial and industrial development proposals to ensure adequate road access is available or to identify steps to make necessary improvements.

3. Consider establishing buffer and landscape screening requirements for commercial and industrial development. These might include larger wetland buffers than currently required by WDNR/Marathon County.

4. Amend zoning ordinance as necessary to incorporate best management practices (BMPs) to ensure new commercial and industrial development is done in an environmentally sensitive manner.

Goal 2: Ensure that existing farms are able to remain in agriculture for as long as they choose.

- **Objective: To discourage development in areas with large blocks of prime farmland to prevent fragmentation and encroachment on 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 provide information to Town farmers regarding agricultural Best Management Practices (BMPs).**
- Policies:**

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

Strategies/Actions:

1. Identify and map areas with prime farmland and active farms. Zone these areas accordingly to restrict non-farm uses.
2. Work with UW-Extension, Marathon County and NRCS to implement and monitor farmland conservation and best management practices.
3. Work with UW-Extension to provide information to Town farmers regarding tools, programs, and resources available to help farmers stay in business.

New Business and Industry

Nearly 60 percent of the Town's total land area remains in active agricultural uses. It is anticipated that farming will remain the predominant industry in the Town. While there are a few non-farm commercial/industrial businesses in the Town, no extra-ordinary efforts are envisioned to recruit or encourage additional non-farm businesses to locate in the Town. However, the Town recognizes that a limited amount of non-farm businesses will locate in the Town and is interested in ensuring that such development occur in a manner that does not negatively impact the Town's prime farming and natural areas.

The Town does not have identified redevelopment areas. Likewise, there are no known contaminated sites in the Town.

Strengths and Weaknesses

Lacking direct access to the major regional transportation system, particularly I-39/51 and STH 29, the Town of Berlin does not attract a lot of non-farm commercial/industrial

businesses. Most of those types of businesses prefer to locate along major transportation routes with good direct access and visibility or in municipalities that can provide public utilities.

The Town is graced with an abundance of prime farm soils, which makes it a good location for farming activities. There are also significant woodland resources, which are valuable as forest crops and are also increasingly desirable for rural residential development sites.

Economic Development Programs

Below is a listing of some local, regional, state, and federal economic development programs.

1. Local:

Marathon County Economic Development Corporation (MCDEVCO)

MCDEVCO is a non-profit organization that promotes the economic development throughout the county. The organization strives to assist existing and emerging business and recruit new business to the county.

2. Regional:

North Central Wisconsin Development Corporation

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

3. State:

Wisconsin Economic Development Corporation (WEDC)

WEDC is the state's primary department for the delivery of integrated services to businesses. Their purpose is to 1) foster retention of and creation of new jobs and investment opportunities in Wisconsin; 2) foster and promote economic business, export, and community development.

Wisconsin Small Cities Program - CDBG

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

Wisconsin Small Business Development Center (SBDC)

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

Transportation Economic Assistance (TEA)

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

4. Federal:

Economic Development Administration (EDA)

EDA offers a public works grant program to assist economic growth and job creation.. These grants are provided to local units of government for the benefit of the local economy and, indirectly, private enterprise.

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

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

Small Business Administration (SBA)

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

12. Intergovernmental Cooperation

This section describes existing mechanisms that the Town of Berlin 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 practices 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 Berlin 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 has agreements with the Town of Maine and the Town of Hamburg for volunteer fire and first responders. The Town has an agreement with the City of Wausau to provide ambulance service.

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

Relationships to Other Governmental Entities

Surrounding Towns - The Towns of Corning and Scott, to the north, have completed comprehensive plans as part of a countywide effort in Lincoln County. The border area identifies similar land uses as suggested in the *Town of Berlin Land Use Plan (2002)*. Surrounding towns in Marathon County, except the Town of Hamburg, are concurrently preparing comprehensive plans.

School District- Berlin is served by the Wausau and Marathon school districts. There are no operating schools located within 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 assistance to the Town of Berlin as part of Marathon County. NCWRPC serves ten total counties. A portion of the Town is covered by the Wausau Area Metropolitan Planning Organization (MPO), which focuses on regional transportation planning issues.

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

No significant conflicts have been identified.

Goals, Objectives & Policies

The Town of Berlin 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. 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: Provide cost-efficient and effective public services to residents.

- **Objective: To continue to explore opportunities to work with adjacent communities where there are potential cost savings in service delivery.**
- **Objective: To coordinate timing of road maintenance with adjacent communities.**

Policies:

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

Strategies/Actions:

1. Meet as needed with surrounding municipalities to review service agreements and identify opportunities to improve efficiency and cost-effectiveness.
2. Conduct reviews of service agreements with neighboring municipalities as needed.

Goal 2: 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.**

Policies:

1. The Town of Berlin 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 of Berlin Center, a calendar of monthly meetings of the various governmental agencies.
2. Distribute community surveys or letters periodically to solicit public input on various issues and concerns affecting the Town.

Goal 3: Continue to communicate with Marathon County officials on issues for which they are responsible.

- **Objective: To continue to work with Marathon County Sheriff's Department regarding public safety services.**
- **Objective: To continue to work with Marathon County on bridge and road maintenance/improvements and traffic enforcement.**

Policies:

1. The Town of Berlin 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.
2. Work with Marathon County Sheriff's Department as needed to improve communications or other efforts to enhance the efficiency and effectiveness of police protection services.

13. Implementation

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.

- **Zoning Ordinance and Map:** Town 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.

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 Berlin 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 Berlin. 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 Berlin 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.

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 Berlin 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.

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.

Consistency Among Plan Elements

Since the Town of Berlin completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan chapters. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable chapters 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. 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 are incorporated by reference in this plan and are

essentially considered appendices of this plan even though they are separate documents.

Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements.

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 citizens of Berlin, staff, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = Soon
- Short-term = 1 to 4 years
- Mid-term = 5 to 9 years
- Long-term = 10 or more years
- On-going = Current activities that should continue indefinitely

Goals, Objectives, Policies, Strategies & Actions

This document describes a variety of goals, objective, policies, strategies and actions the Town has identified to respond to the issues and opportunities identified in the planning process.

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.

Table 12-2: Implementation Actions

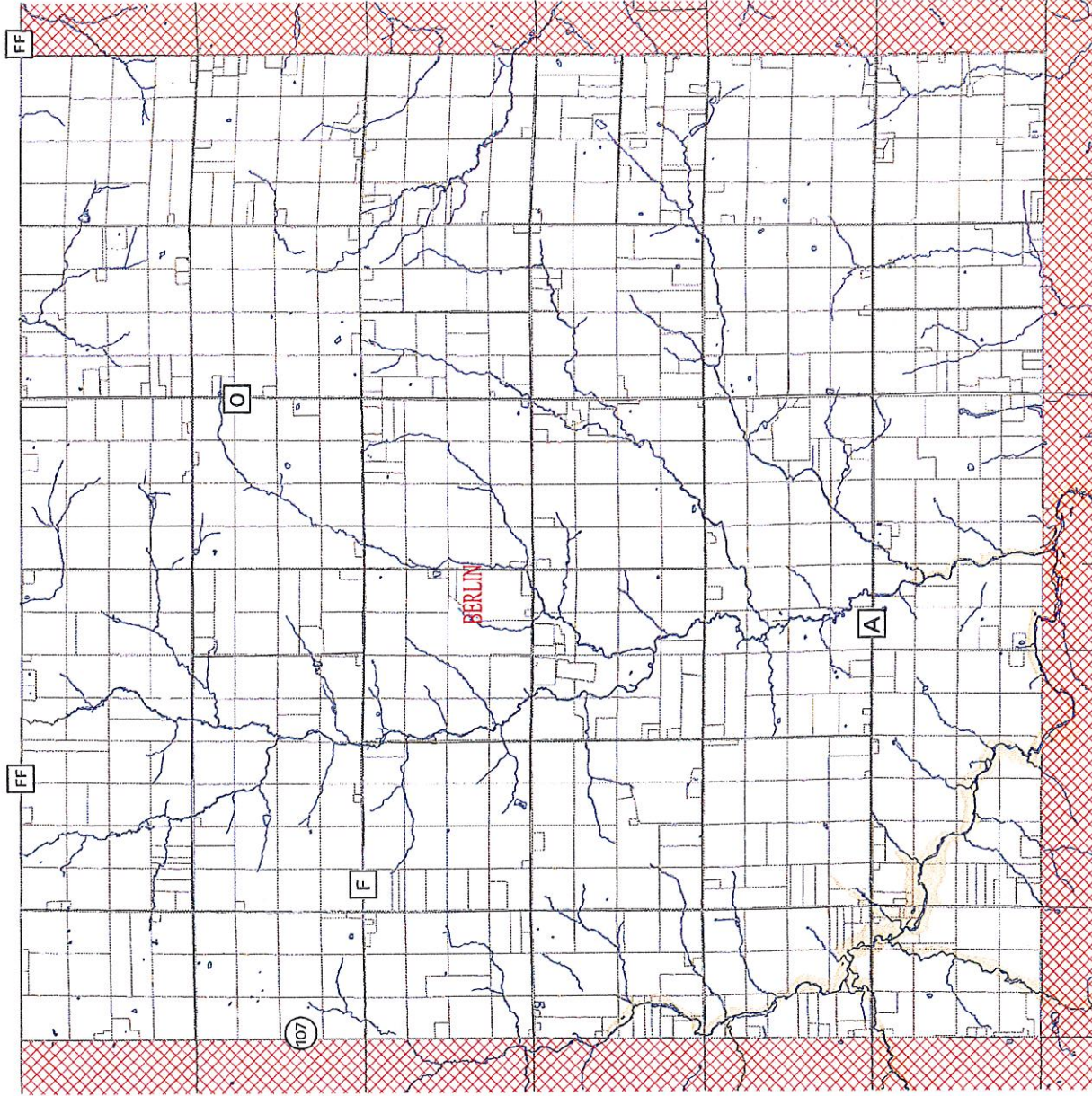
Action		Priority
Natural Resources		
Develop an inventory of natural resource areas, including open space and wildlife habitat that the Town would like to make a priority for preservation. Work with property owners to encourage use of land management techniques (e.g., best management practices) to protect and enhance these resources.		Long-term
Identify areas where development should be restricted to very low intensity land uses to ensure preservation and protection of sensitive natural resources. Consider establishing a Conservation overlay zone to restrict development in these areas.		Long-term
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
Continue to work cooperatively with Marathon County and the WDNR to enforce regulations to protect and mitigate development impacts on wetlands.		On-going
Identify a point person in the Town to be responsible for gathering and distributing information regarding wetland protection, preservation, and management from the WDNR, UW-Extension, Marathon County and others.		On-going
Routinely educate residents on well testing through brochures or speakers on the subject, utilizing resources from UW-Extension, Marathon County, the WDNR and others.		On-going
Amend the land division and zoning ordinance to incorporate best management practices (BMPs) to ensure new development provides for adequate surface water management and erosion control.		On-going
Report instances of possible groundwater contamination to the WDNR.		On-going
Work with UW-Extension, Marathon County, and the NRCS to implement and monitor farmland conservation practices, including Farmland Preservation Contracts.		On-going
Amend local ordinances as necessary to incorporate agricultural Best Management Practices regarding soil erosion, surface water runoff, fertilizer use, etc.		On-going
Consider requiring larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms. (current minimum = 3 acres)		On-going
Land Use		
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.).		Long-term
Identify (and map) areas the Town wishes to preserve for very low intensity development and/or active farming.		On-going
Consider requiring larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms.		On-going
Revise ordinances as needed to incorporate provisions to allow conservation (cluster) subdivisions.		On-going

Action		Priority
Enforce buffer requirements between adjacent uses of different intensities, including buffer yards/setbacks, screening, and landscaping.		On-going
Identify areas along major roads where commercial and industrial development would be appropriate and revise zoning map to direct such development to those locations. These areas should have good road access and parcel sizes large enough for commercial and industrial uses. Consideration should also be given to locating areas for new commercial/industrial development adjacent to existing similar uses.		On-going
Identify and zone appropriately, areas where new development should be encouraged in order to concentrate the provision of new public services.		On-going
Maintain a map of prime farm soils and active farms in the Town. (map completed)		On-going
Revise the zoning ordinance and map as necessary to restrict non-farm commercial and industrial uses in areas containing significant amounts of prime farmland.		On-going
Transportation		
Initiate meetings (or correspondence) with adjacent municipalities and Marathon County to discuss road maintenance schedules and opportunities for cost-sharing.		Long-term
Work cooperatively with Marathon County Sheriff's Department to enforce speed limits and weight limits within the Town. Serve as the "eyes on the street".		On-going
Work with Marathon County to identify "problem" intersections and plan for design improvements.		On-going
Routinely review, and revise as necessary, road design and access standards in the Town's subdivision ordinance.		On-going
Require that roads in new subdivisions be designed to allow extensions and connections to roads in future developments on adjacent properties where possible.		On-going
Coordinate review of major developments/subdivisions with Marathon County and surrounding municipalities to ensure local and county traffic concerns are adequately addressed.		On-going
Continue to utilize the PASER/WISLR system to prioritize and budget for road maintenance and improvements.		On-going
Enforce design standards for new roads that address: pavement and right-of-way width, pavement type/depth, shoulder requirements, connections with other roads, and driveway access standards.		On-going
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.		On-going
Coordinate with the Marathon County Highway Department to plan for improvements and access to county roads to accommodate new development.		On-going
Consider establishing a road maintenance fund or development fees sufficient to cover road improvement costs.		On-going

Action		Priority
Utilities		
Identify and map areas where high bedrock or other constraints may restrict installation of on-site waste disposal system and/or wells. Consider zoning these areas for very low-density land uses.		Long-term
Work with Marathon County and the WDNR, when needed, to identify and map critical groundwater recharge areas.		Long-term
Routinely report instances of potential groundwater contamination to the WDNR and/or Marathon County.		On-going
Coordinate with Marathon County to assist residents that have failing septic systems.		On-going
Review zoning and related minimum lot size standards to determine if they provide sufficient protection against potential groundwater contamination.		On-going
Collect and maintain information on recycling and recycling contractors and make available at the Town of Berlin Center or through periodic distribution to Town residents.		On-going
Housing		
Work with Marathon County (Housing Authority) and others to pursue funding and administer housing improvement programs.		Long-term
Collect and display at the Town of Berlin Center, information on the various housing agencies and programs available to Town residents.		On-going
Cultural Resources		
Identify and map potential historic buildings, cemeteries/burials, and archaeological sites in the Town.		On-going
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.		On-going
Community Facilities		
Maintain and/or improve the Town of Berlin Center on a regular basis.		On-going
Coordinate with existing service providers in the area to explore opportunities to enhance services, while keeping costs to a reasonable level.		On-going
Continue to conduct annual reviews and allocations of funding for public services.		On-going
Conduct annual reviews of agreements for fire and first responder services with the Towns of Maine and Hamburg. Use the annual reviews to determine the cost-effectiveness of the services.		On-going
Work with Marathon County Sheriff's 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 effectiveness of ambulance services.		On-going

Action		Priority
Parks and Recreation		
Compile and display information on Marathon County parks, recreation and forestry at the Town of Berlin Center.		On-going
Economic Development		
Work with Marathon County and WDOT to review potential commercial and industrial development proposals to ensure adequate road access is available or to identify steps to make necessary improvements.		Mid-term
Consider establishing buffer and landscape screening requirements for commercial and industrial development. These might include larger wetland buffers than currently required by WDNR/Marathon County.		Mid-term
Identify and map areas with prime farmland and active farms. Zone these areas accordingly to restrict non-farm uses.		Mid-term
Identify areas along major roads where commercial and industrial development would be appropriate and revise zoning map to direct such development to those locations. These areas should have good road access and parcel sizes large enough for commercial and industrial uses. Consideration should also be given to locating areas for new commercial/industrial development adjacent to existing similar uses.		Long-term
Amend zoning ordinance as necessary to incorporate best management practices (BMPs) to ensure new commercial and industrial development is done in an environmentally sensitive manner.		On-going
Work with UW-Extension, Marathon County and NRCS to implement and monitor farmland conservation and best management practices.		On-going
Work with UW-Extension, Marathon County and NRCS to implement and monitor farmland conservation and best management practices.		On-going
Intergovernmental Cooperation		
Meet as needed with surrounding municipalities to review service agreements and identify opportunities to improve efficiency and cost-effectiveness.		On-going
Conduct reviews of service agreements with neighboring municipalities as needed.		On-going
Maintain and post at the Town of Berlin Center, a calendar of monthly meetings of the various governmental agencies.		On-going
Distribute community surveys or letters periodically 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
Work with Marathon County Sheriff's Department as needed to improve communications or other efforts to enhance the efficiency and effectiveness of police protection services.		On-going

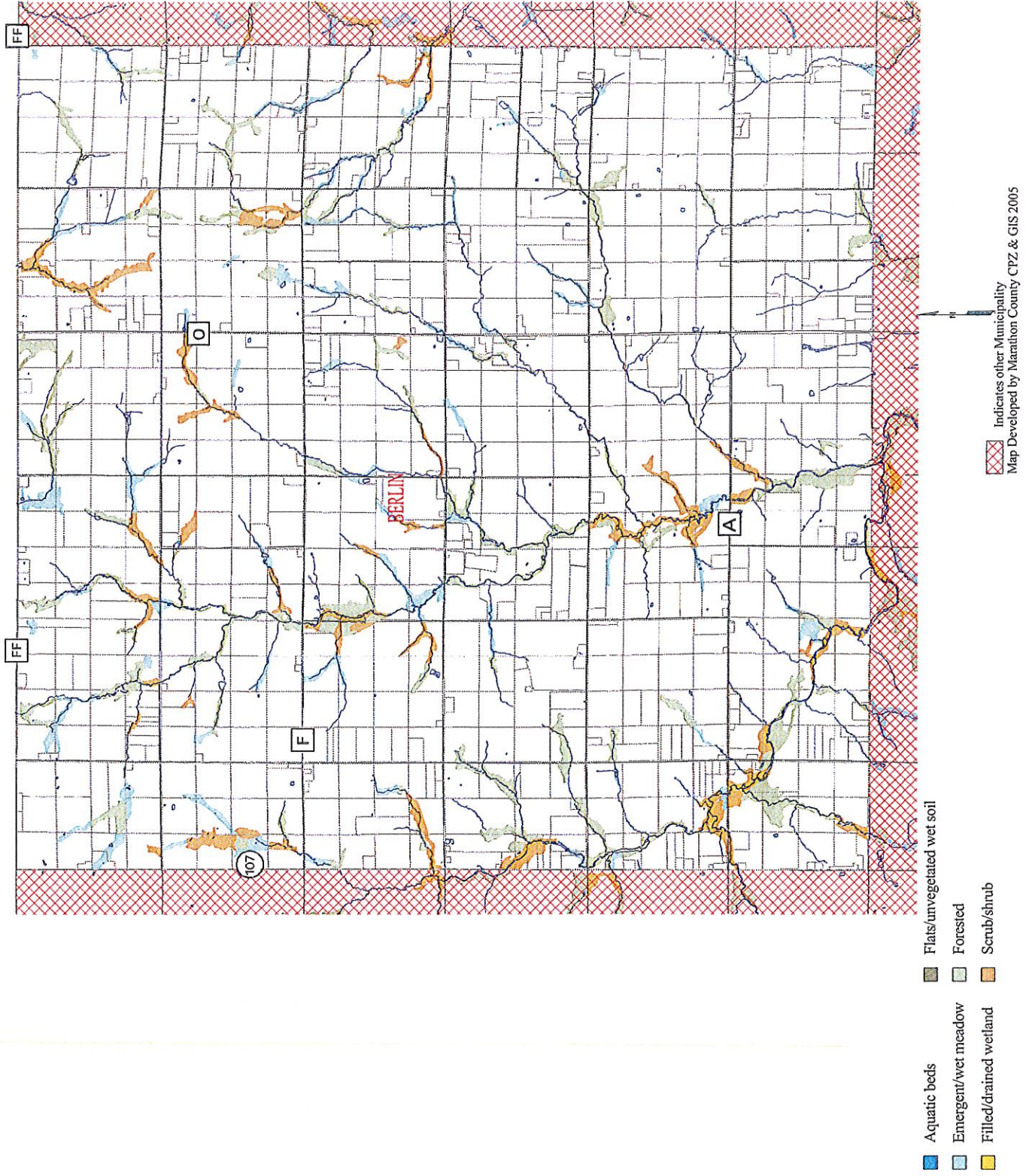
Figure 3-1
100 Year Floodplain
BERLIN



□ FEMA Floodplain

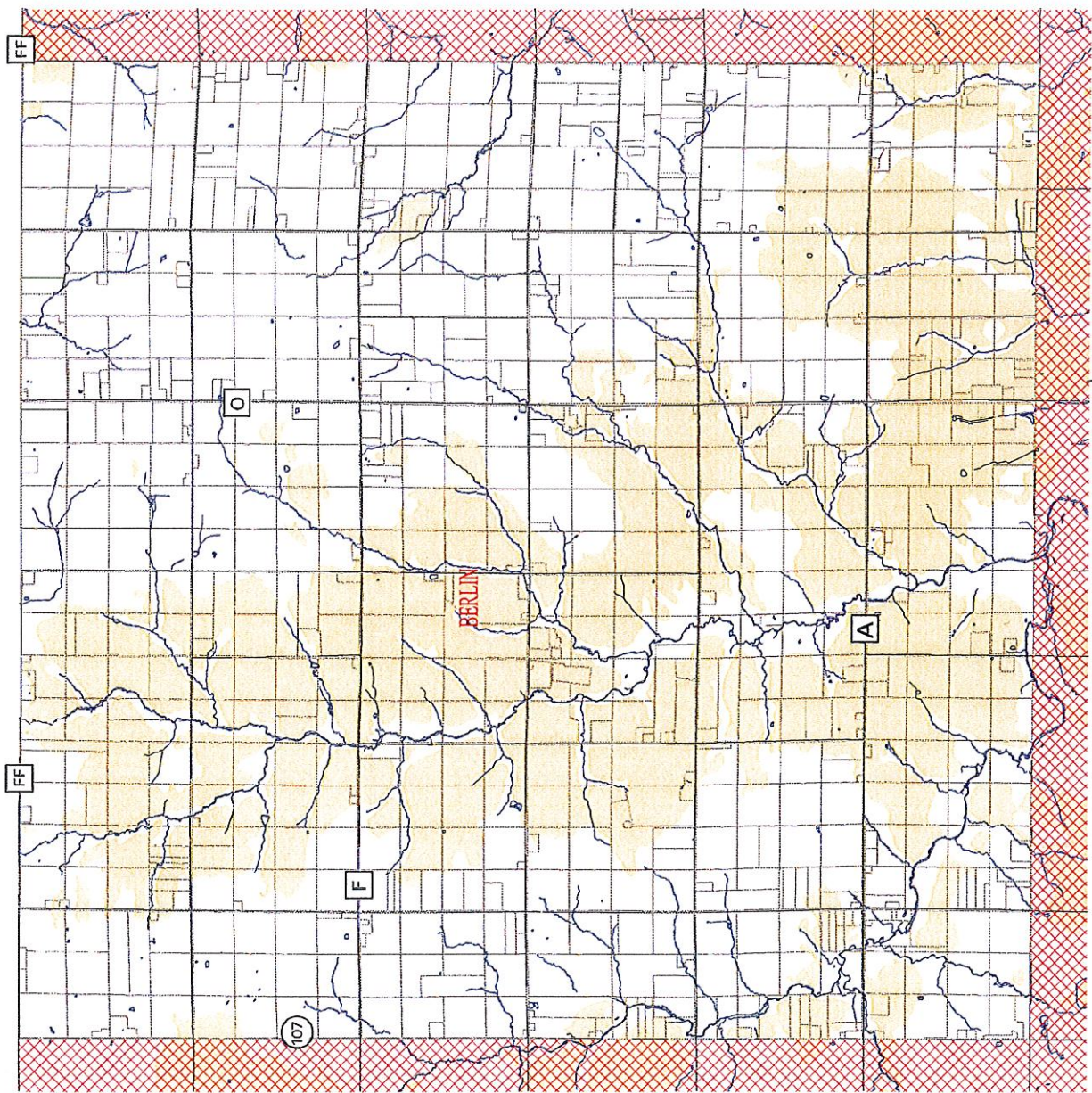
□ Indicates other Municipality
Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2
Wetland Types
BERLIN



Source: "Irrigable Lands Inventory --- phase 1 Groundwater and Related Information", I.D. Lippelt and R.G. Hennings, MP -81-1, WGNHMS 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
 BERLIN

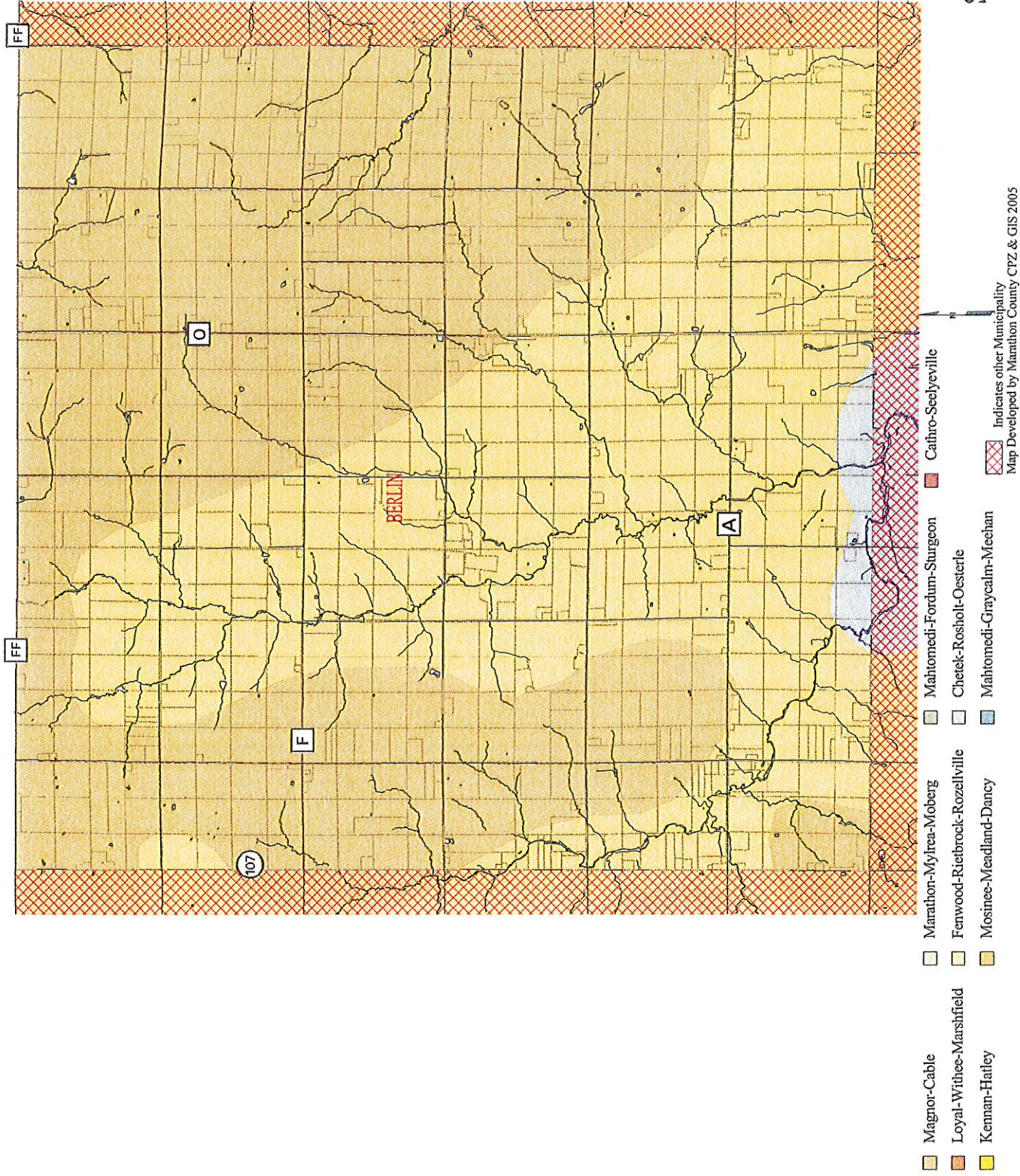
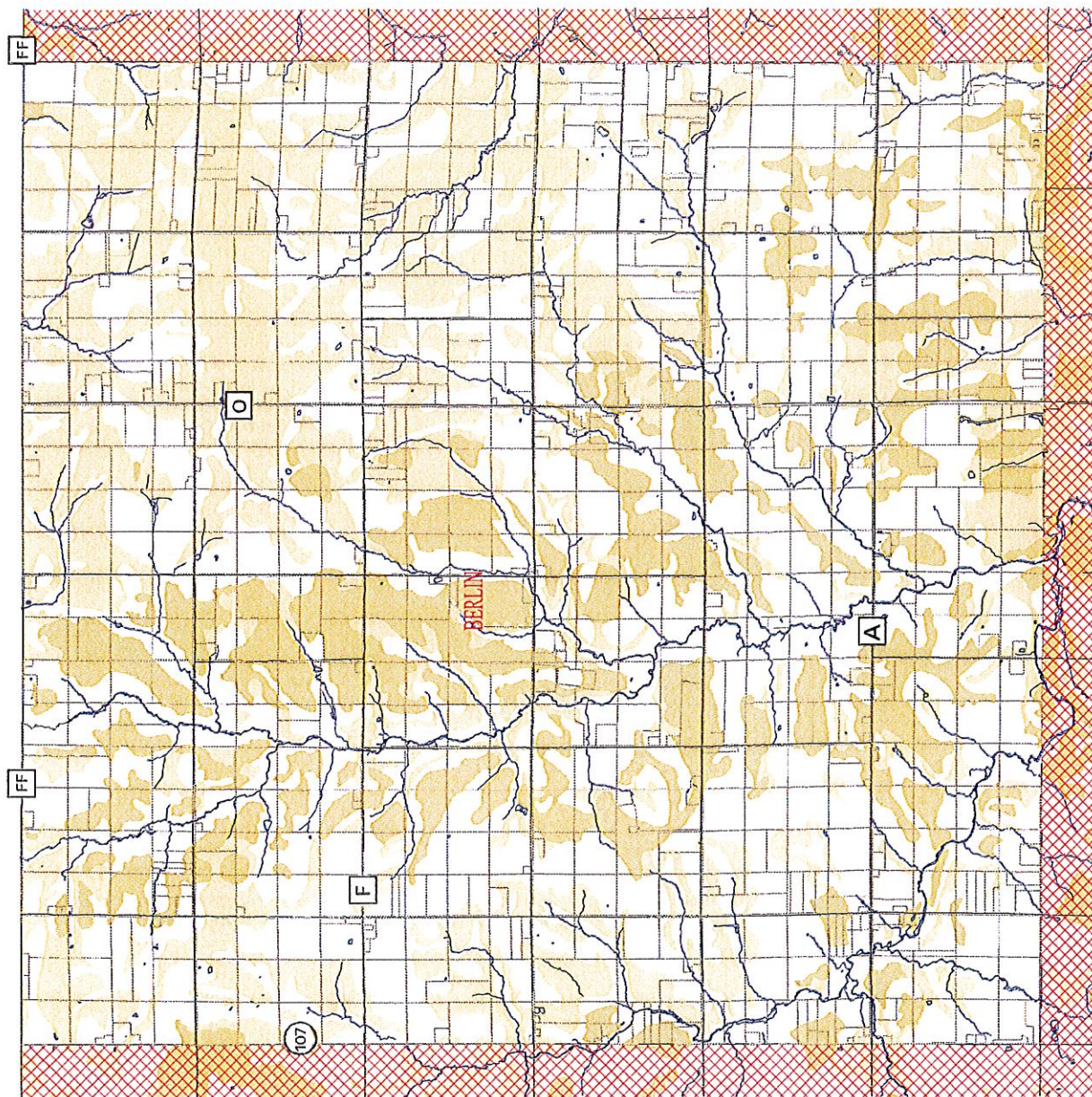


Figure 3-5
Soil Associations
BERLIN



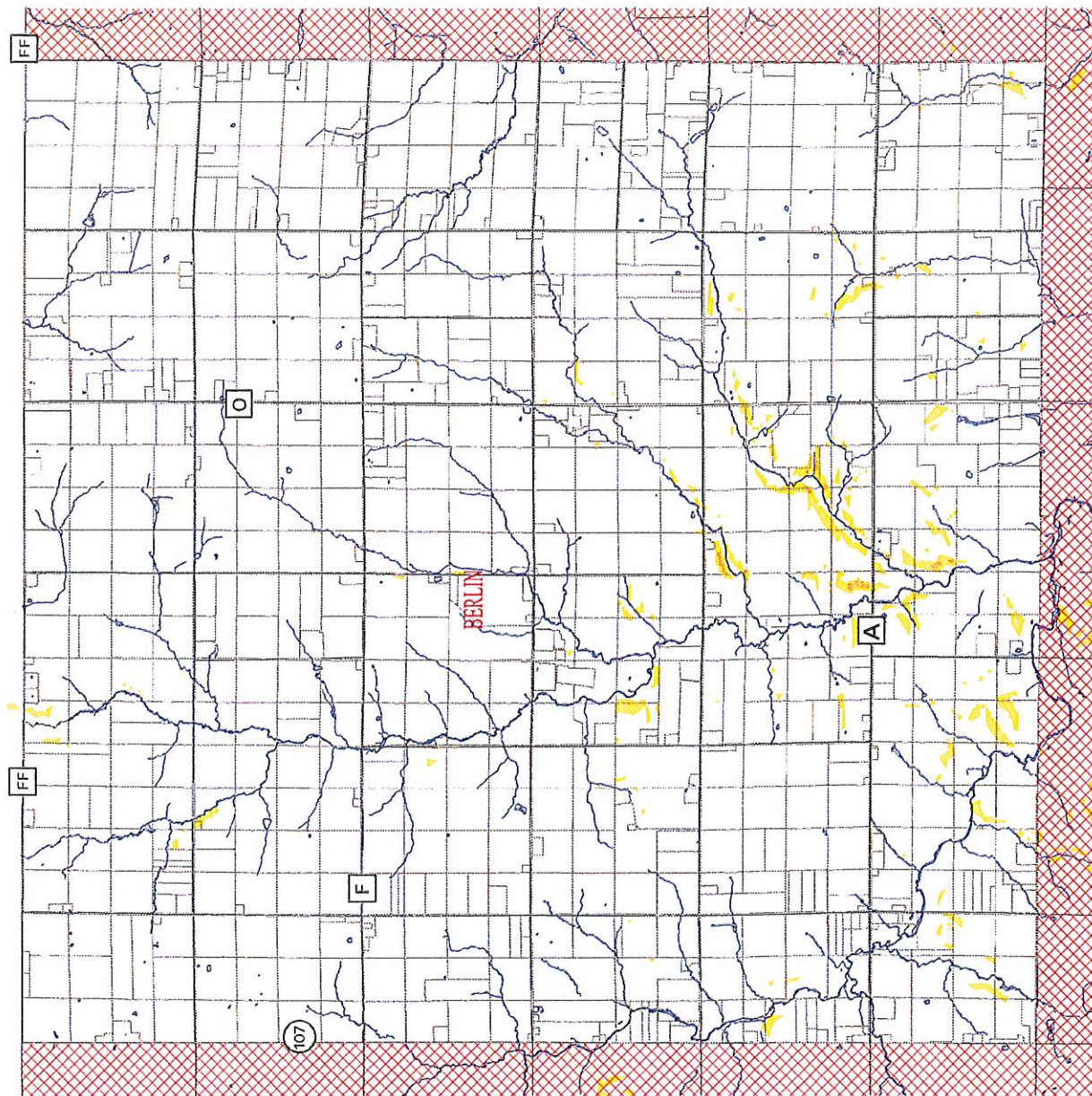
Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

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
BERLIN

Figure 3-7
Slopes
BERLIN



- D - generally 12-20% slopes
- E - generally greater than 15% slopes.

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

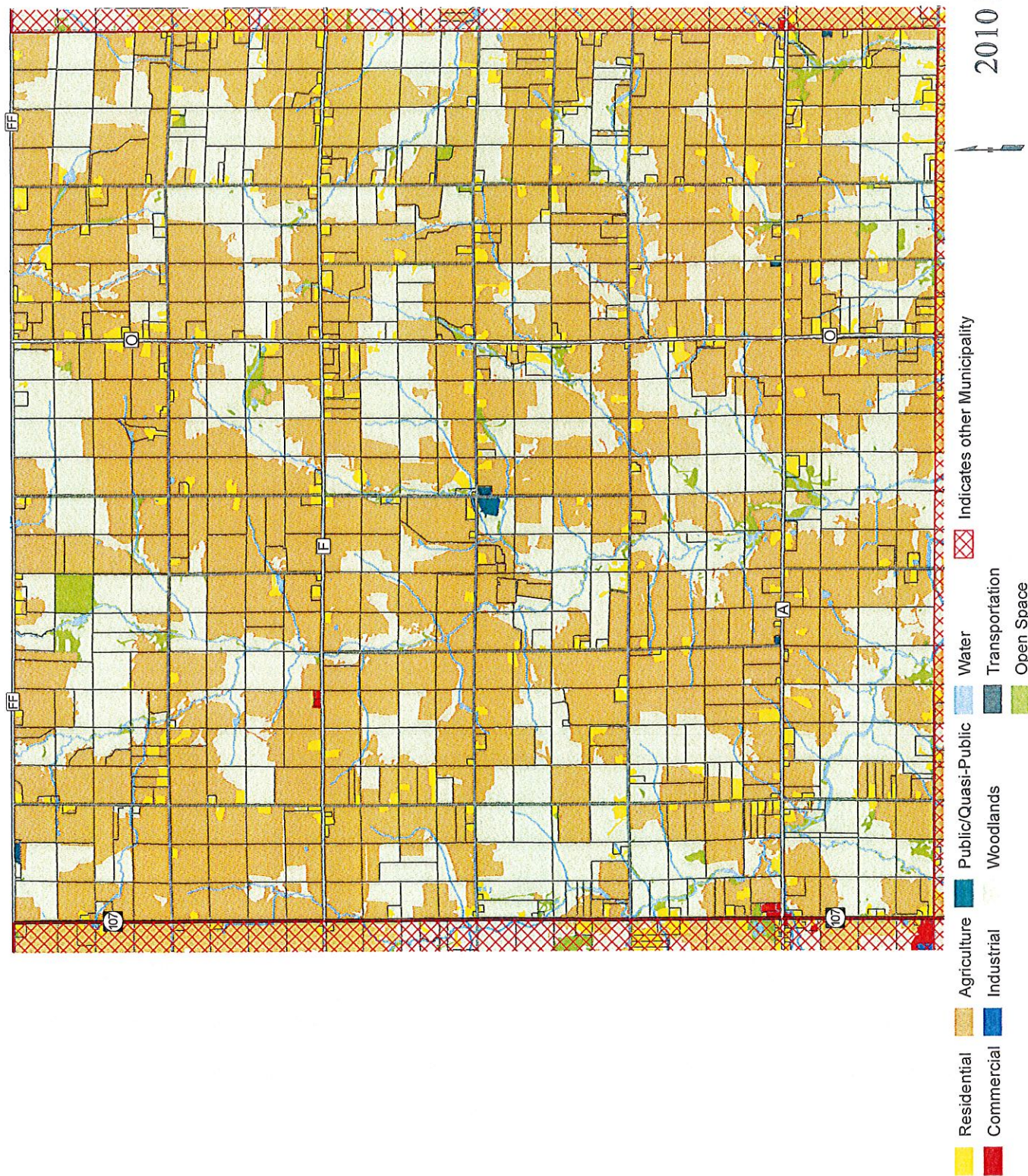


Figure 4-1
2010 Existing Landuse
BERLIN

Figure 4-2
Local Zoning
BERLIN

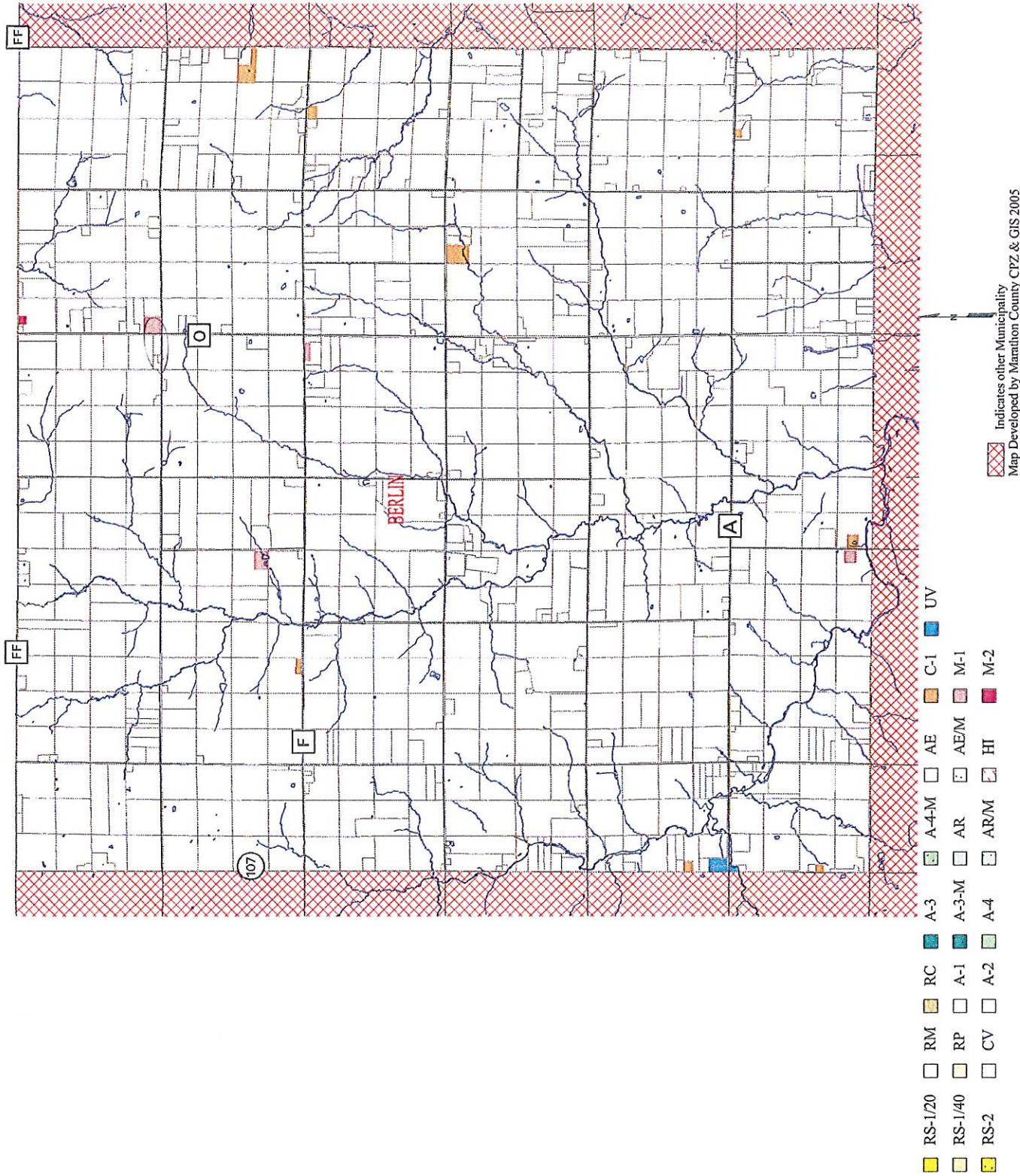
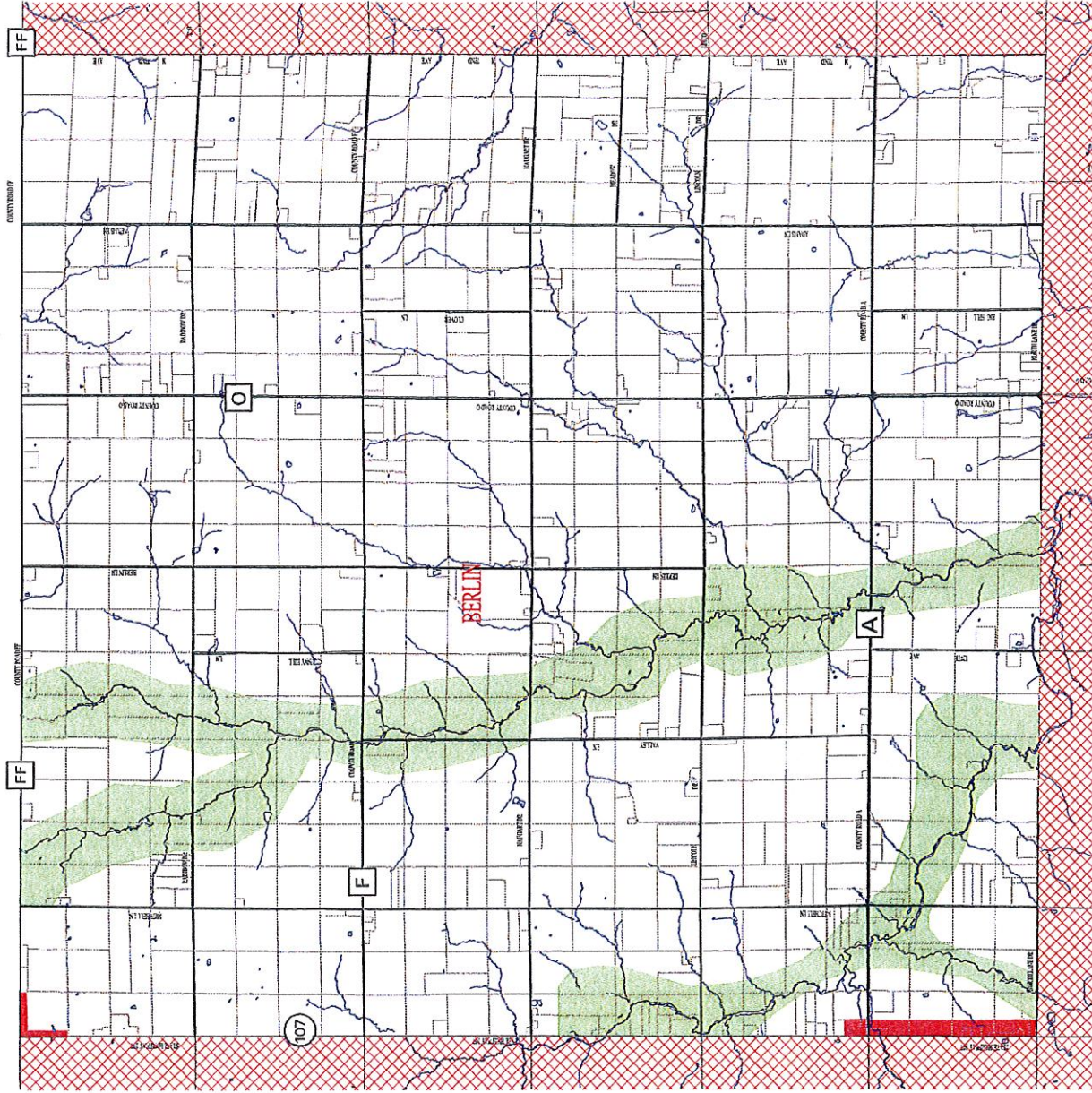
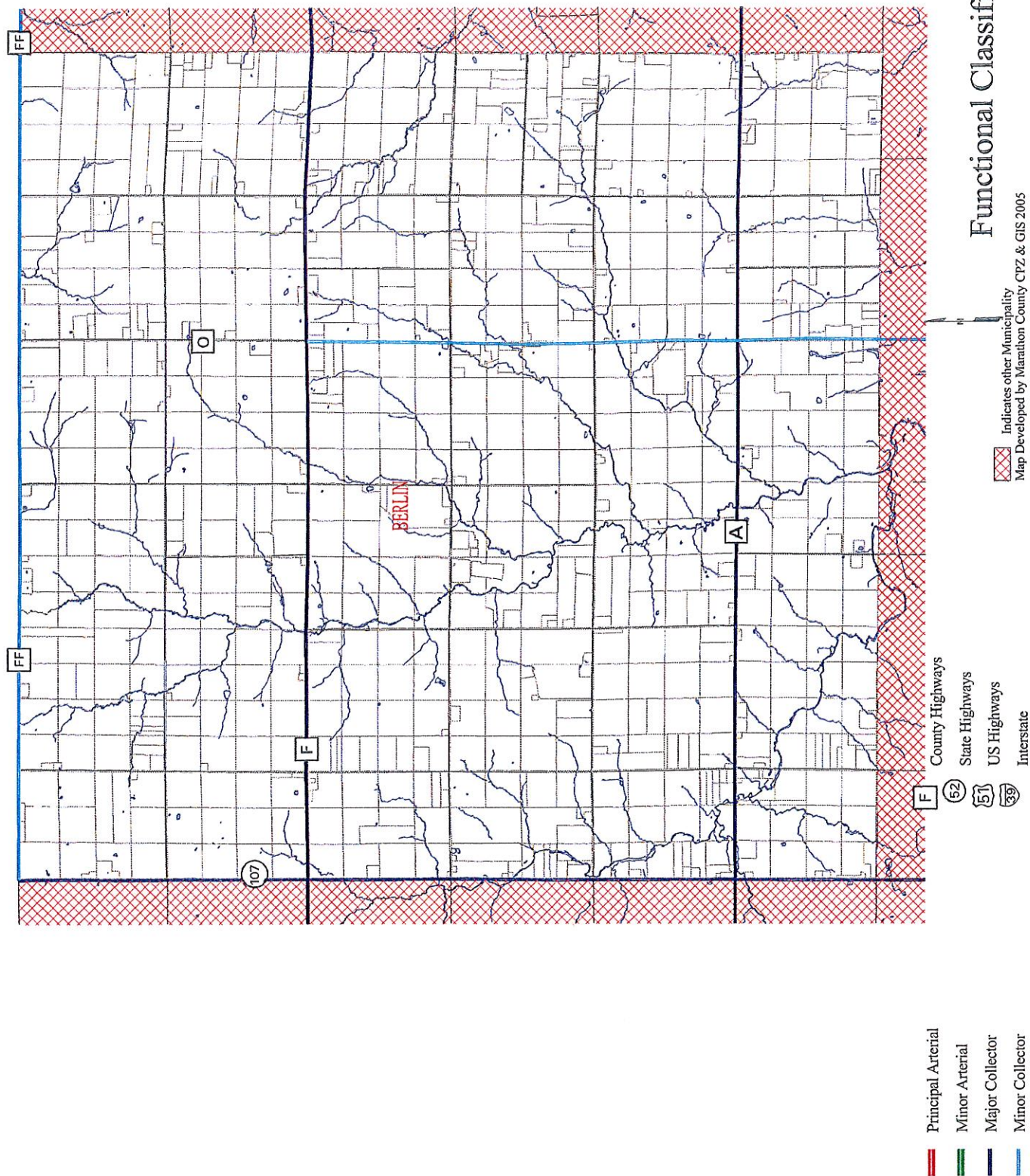


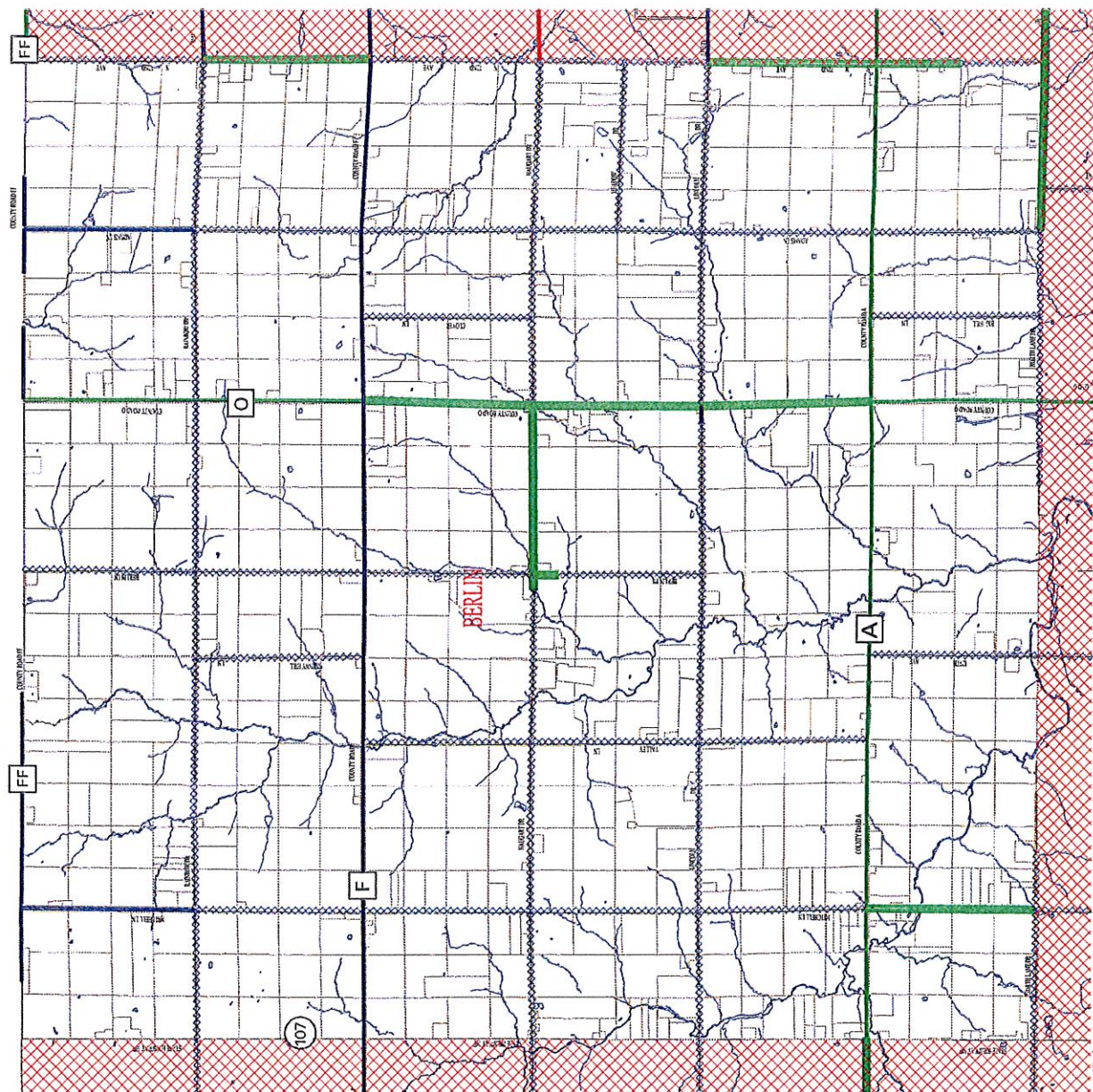
Figure 4-3
Future Land Use
BERLIN



- Agriculture & Scattered Residential
- Commercial
- Recreation/Open Space
- Transportation

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



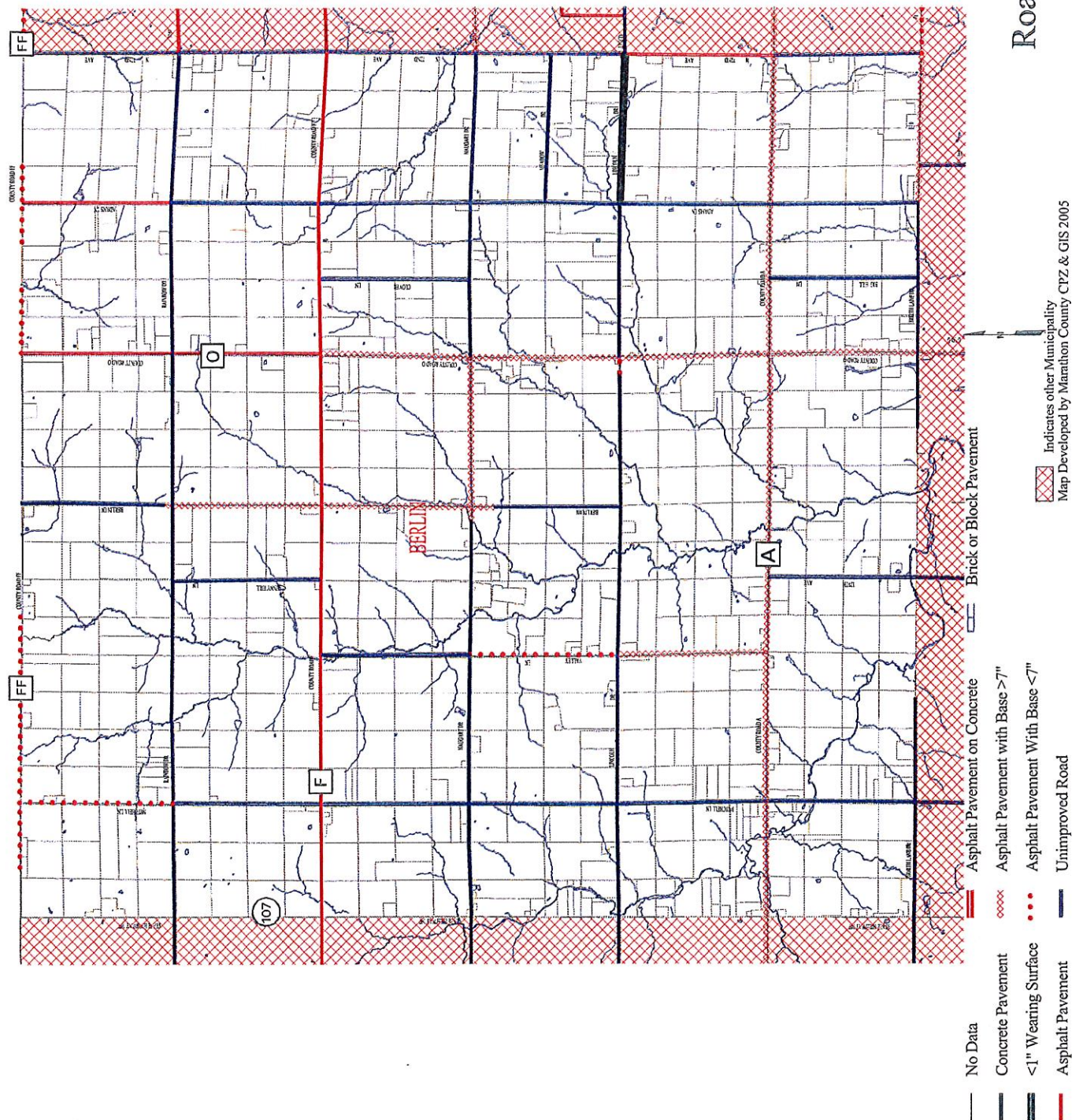


- No Data
- Failed
- Very Poor
- ... Poor
- Fair
- Good
- Very Good
- Excellent

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

Figure 5-2
Road Surface Rating
BERLIN

Figure 5-3
Road Surface Types
BERLIN



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

This is a detailed road map of the central and northern regions of Wisconsin. The map displays a network of roads, with major highways highlighted in red and labeled with numbers in circles (e.g., 29, 51, 153, 13, 97, 107). Numerous towns and cities are labeled, including Wausau, Marathon, Rib Mountain, Spaulding, and Spencer. The map also shows the Wisconsin River and various smaller lakes and creeks. The map is oriented with North at the top.

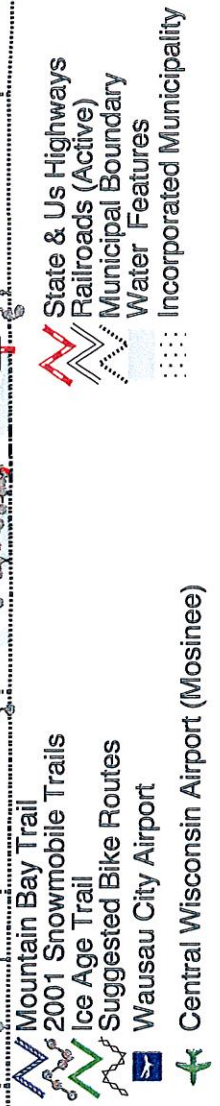
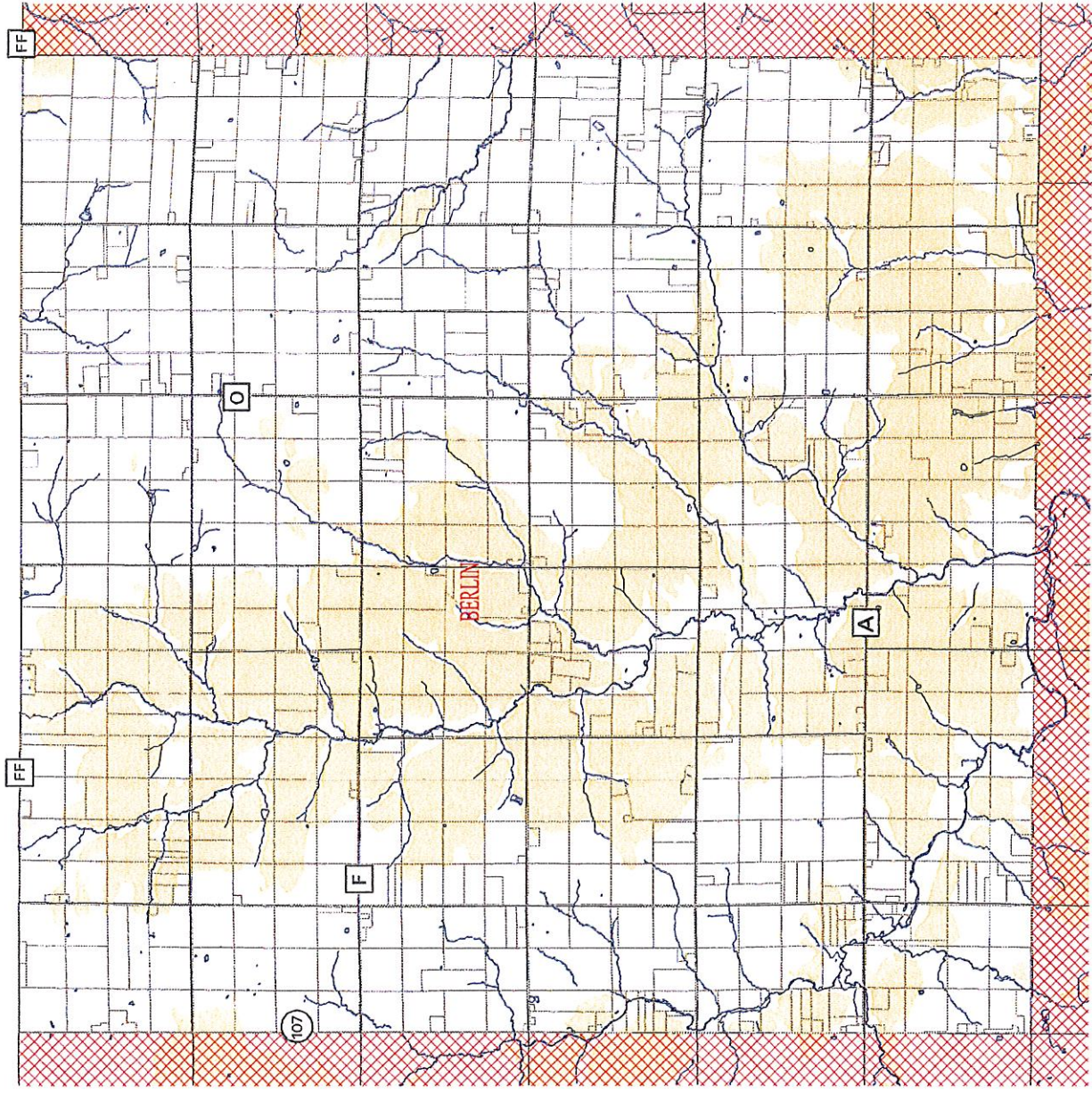


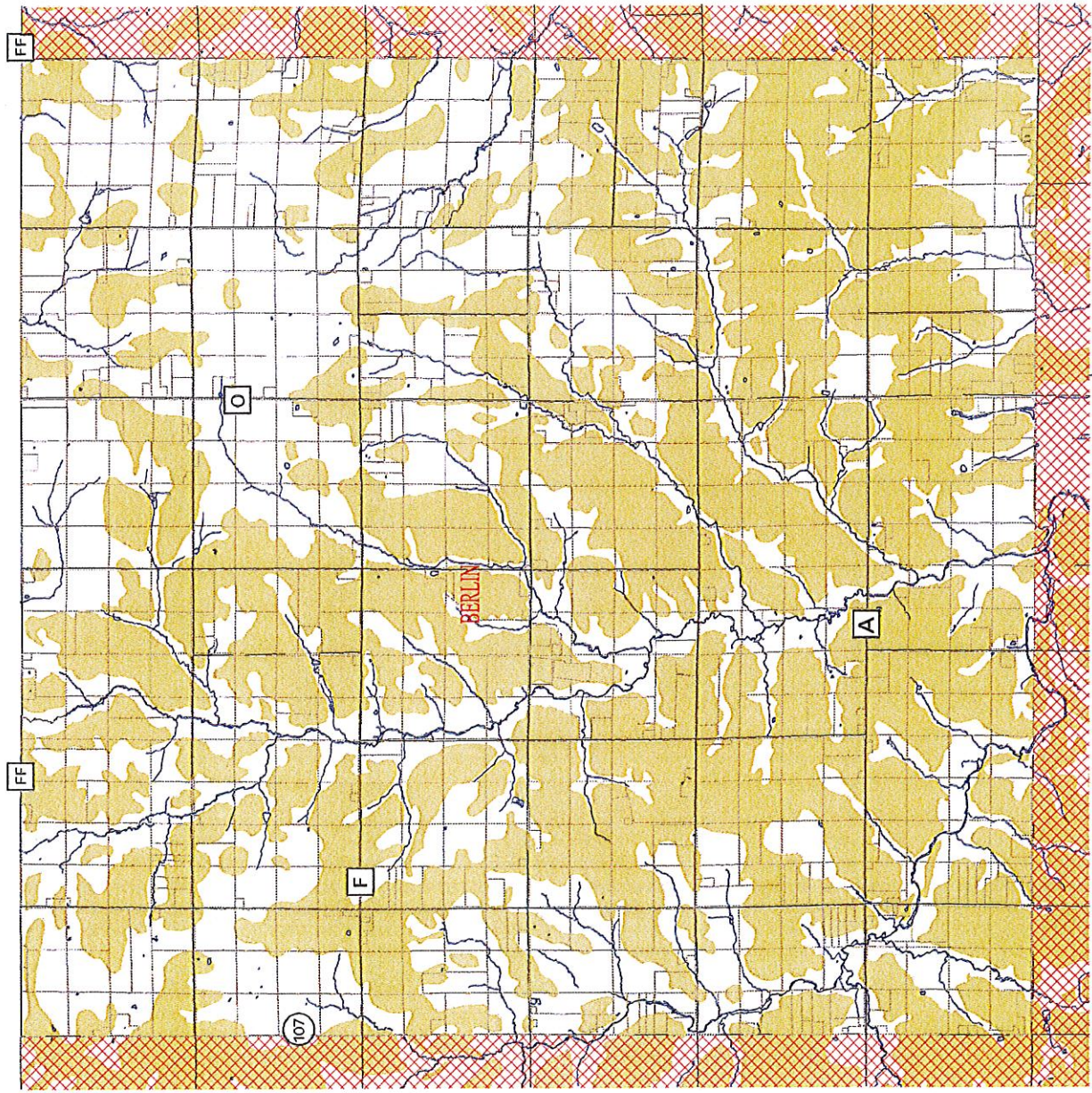
Figure 5-4



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

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

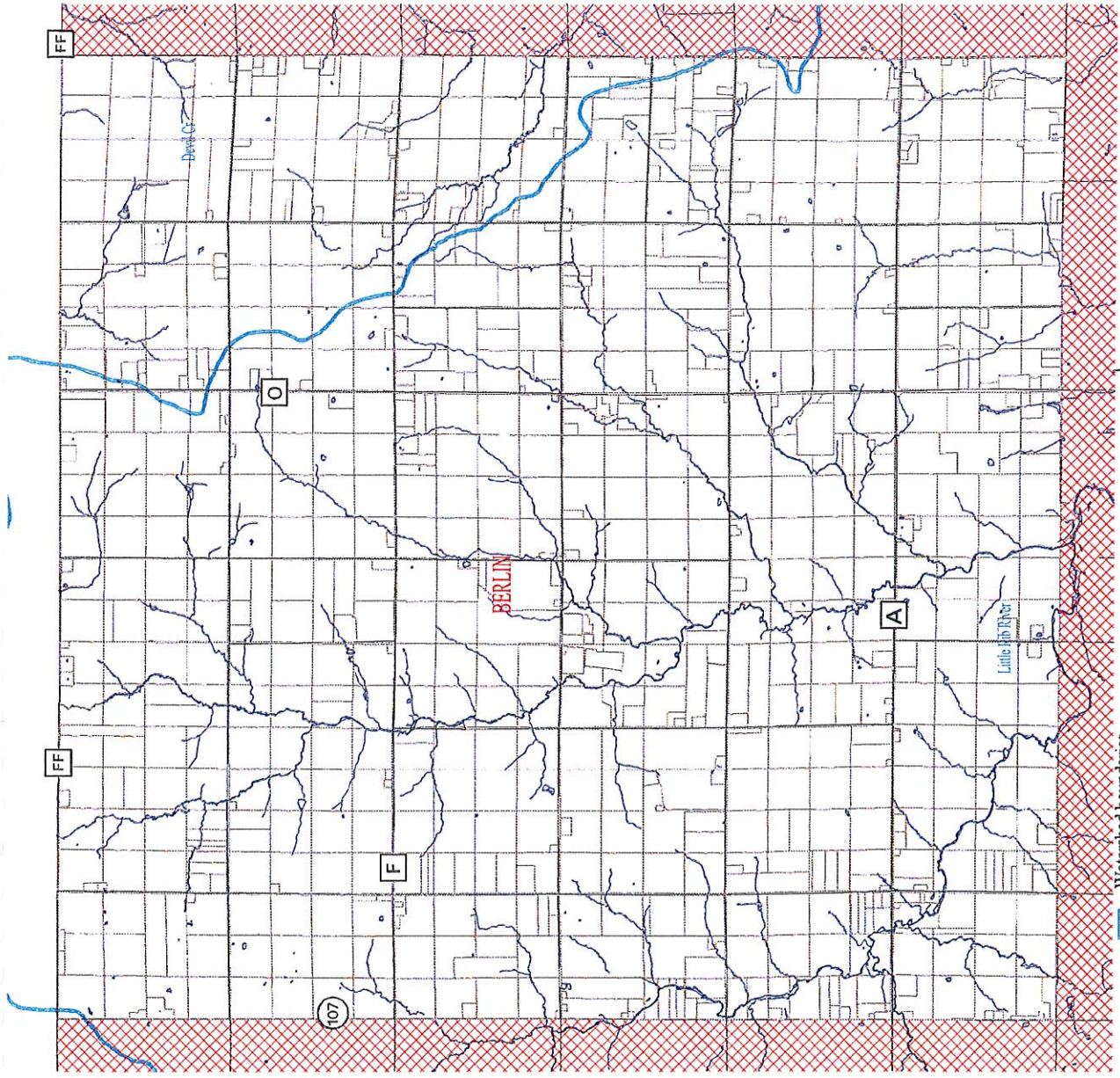
Figure 6-1
 Depth To Bedrock
 BERLIN



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
BERLIN



□ 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 6-3
Major Watersheds
BERLIN

The map displays the following schools and districts:

- Schools:** Athens Menonite School, Trinity Lutheran School-MO, Athens High School, Athens Grade School, St. Anthony's School, St. John's Catholic School, Edgar High School, Edgar Catholic School, St. Joseph's Catholic School, Stratford Junior-Senior School, Stratford Elementary School, St. Andrews Catholic School, St. Andrew's Catholic School, Spencer High School, Spencer Elementary School, Unity Grade School, St. Florian's Catholic School, St. Mary's School, Marathon High School, Marathon Elementary School, St. Paul's School, Mosinee High School, Mosinee Middle School, Boulevard School, Northland Lutheran High School, DC Everest Middle School, Hatley Elementary, Riverside Elementary, Faith Christian Academy, Easton Elementary School, St. John Lutheran School, Evergreen Elementary School, Elderon Elementary School.
- Towns/Districts:** Merrill, Wausau, Antigo, Marshfield, Spencer, Colby, Abbotsford, Athens, Marathon, Mosinee, Rosholt, Wittenburg-Brimmwood.

A central shaded area is labeled "SEE URBAN AREA MAP".

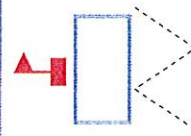
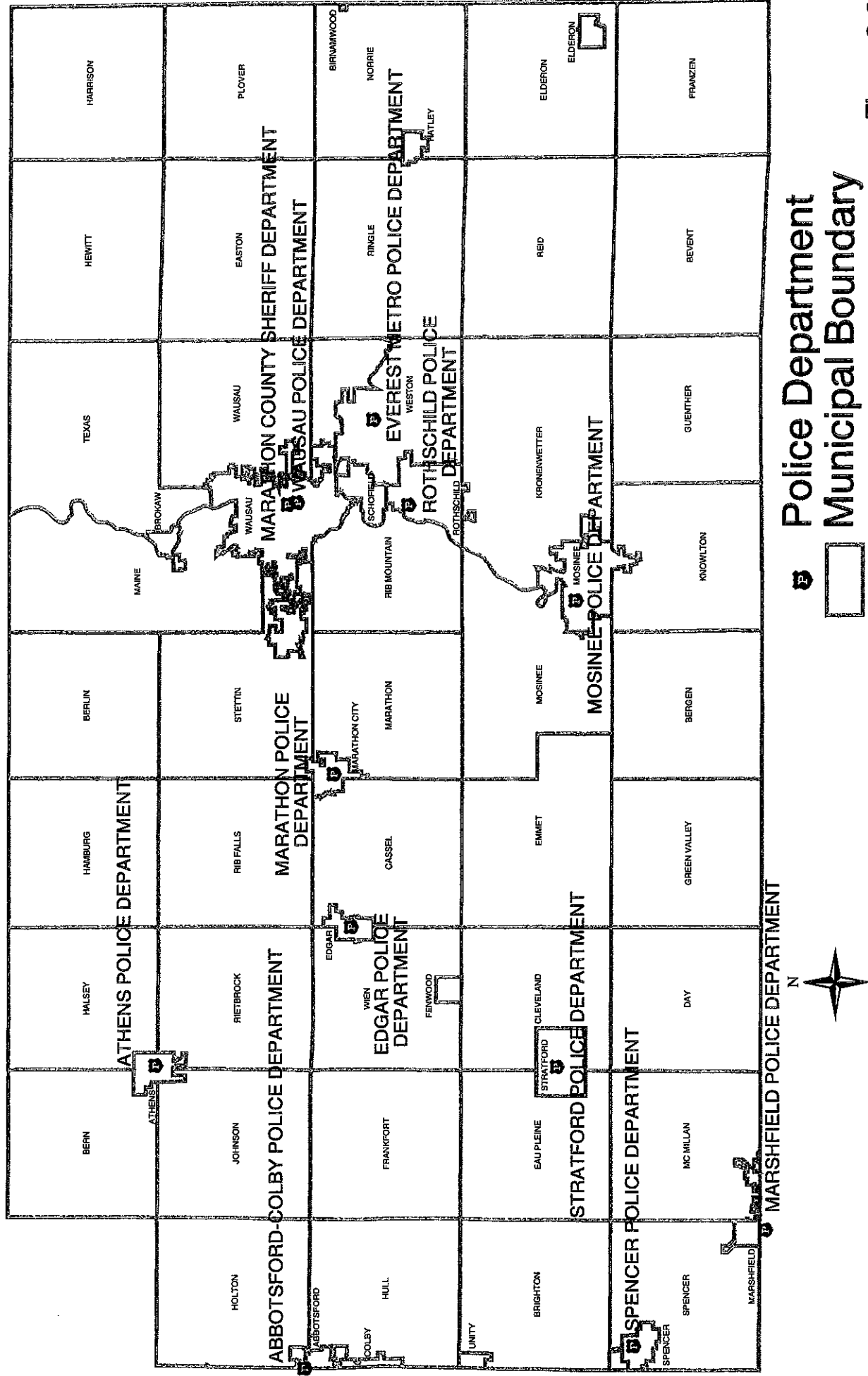


Figure 9-1

MARATHON COUNTY LAW ENFORCEMENT



Map Developed by Marathon County CPZ & GIS 2005

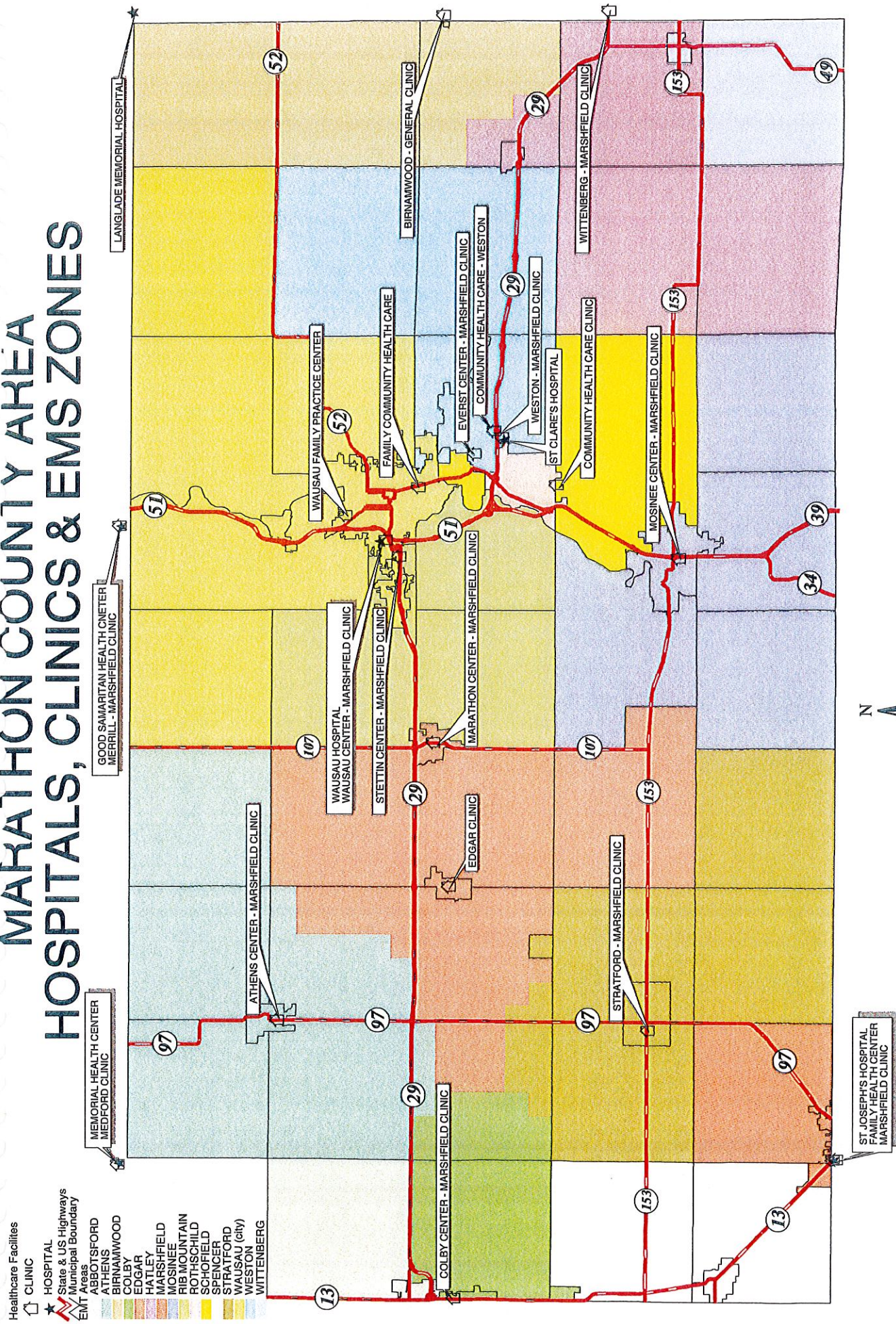
Figure 9-2

[illegible]

Fire Department Municipal Boundary

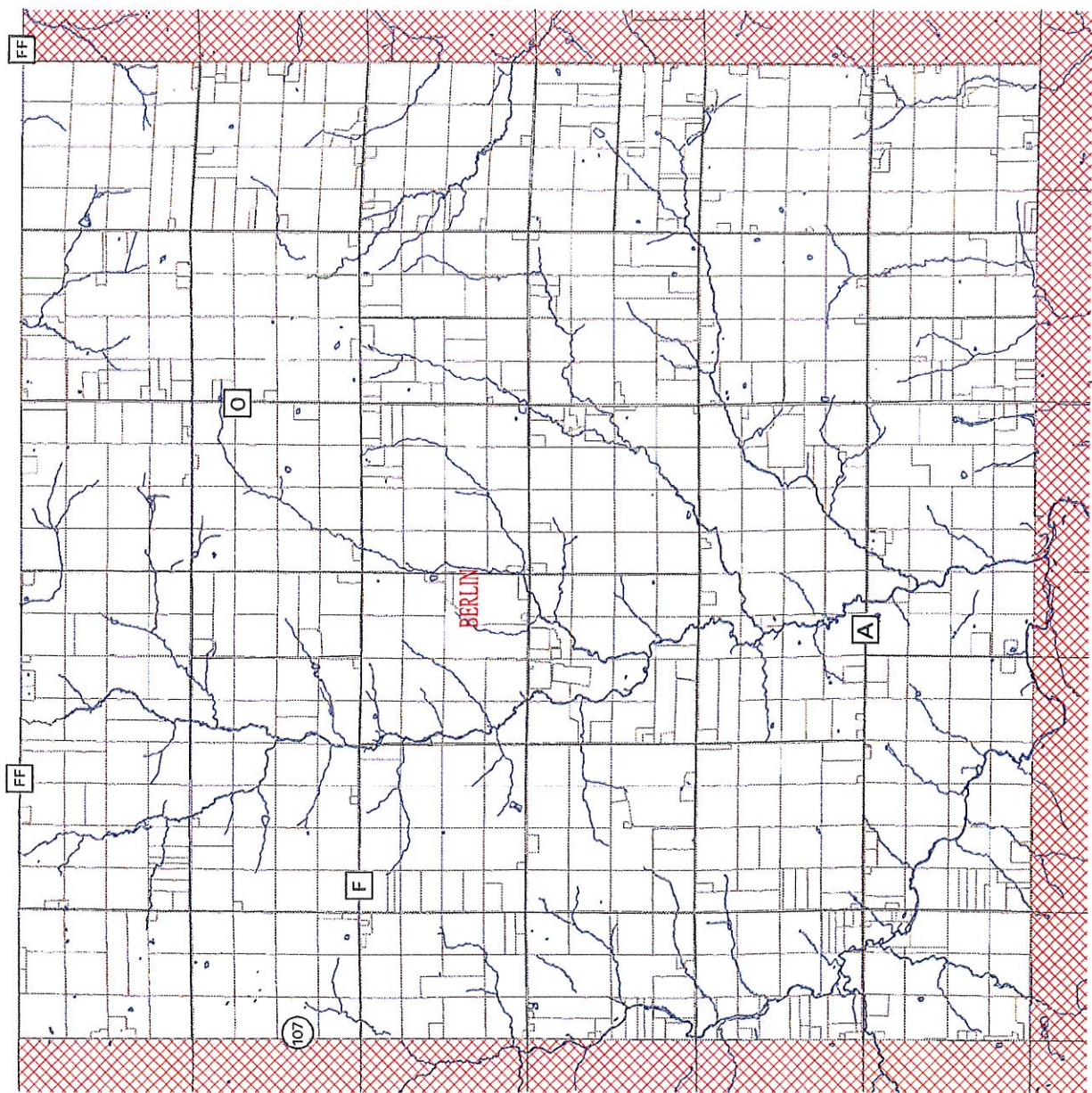
Figure 9-3

MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES



Map Developed by Marathon County CPZ & GIS 2005

Figure 9-4



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

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

Figure 10-1
Recreation Facilities
BERLIN

