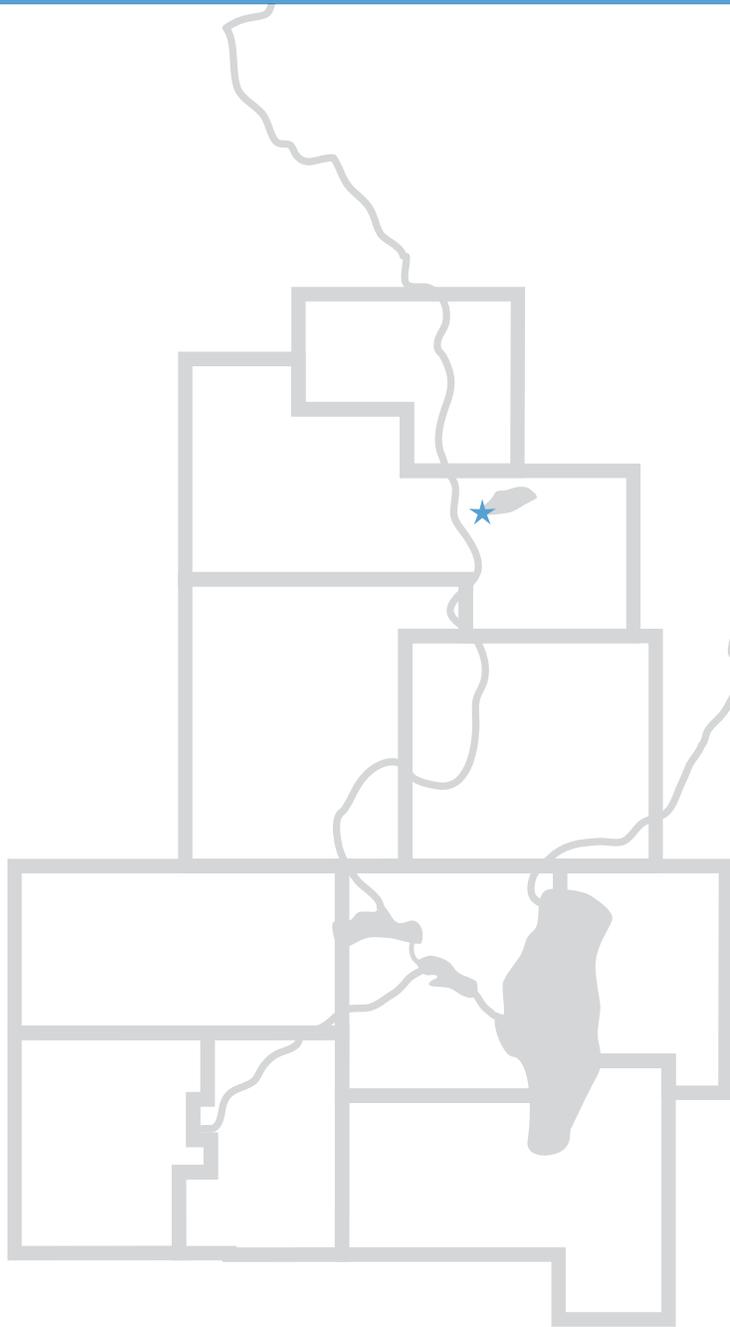


# City of Shawano

## Comprehensive Plan Update 2040



Adopted  
November 10, 2021

East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**  
Calumet • Fond du Lac • Menominee • Outagamie  
Shawano • Waupaca • Waushara • Winnebago

# **City of Shawano Comprehensive Plan 2040**

**Shawano, WI**

**November 10, 2021**

Prepared by the  
East Central Wisconsin Regional Planning Commission

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the City of Shawano, Shawano County, WI.



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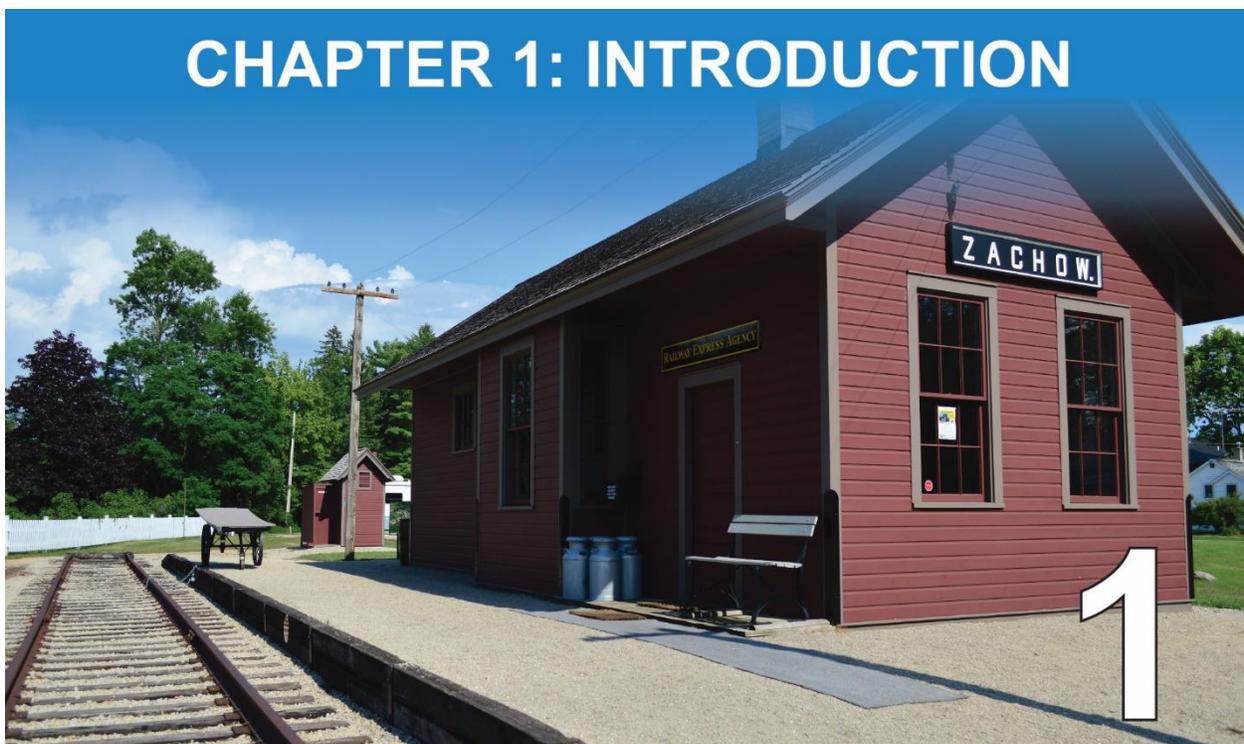
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Located in eastern Shawano County, the City of Shawano offers its residents the best of both urban and rural living. Surrounded by lakes, rivers, forests, and rolling farmland, the City has benefited not only from its abundant natural amenities, but also from its exceptional regional access to Green Bay, the Fox Valley, and the cities of the central Wisconsin River corridor. In recent years, the community has experienced moderate population growth and has implemented various planning and economic development strategies for maintaining, and in many cases improving, the quality of life for residents in and around the City. As the county seat, the City of Shawano comprises roughly 22 percent of Shawano County's entire population and represents the center of growth and economic and cultural activity in the County.

As the City continues to grow, it will be faced with many opportunities to preserve and enhance its numerous natural assets, to bring about new developments in tourism, manufacturing, and agriculture, and to emphasize its rich and diverse cultural heritage. In this context, planned development in a controlled, orderly, and predictable manner will enhance the City's ability to retain its character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural and cultural resources.

### **PURPOSE OF THIS PLAN**

This City of Shawano Comprehensive Plan 2040 is intended to help the City guide short-range and long-range growth and development. The purposes of the Comprehensive Plan are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in the City's planning area;
- Preserve agricultural lands and farming around the City;

- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and other investment in the City; and
- Provide detailed strategies to implement Plan recommendations.

This Plan meets all of the statutory elements and requirements of the comprehensive planning law as outlined in in §66.1001, Wisconsin Statutes. After 2010, only those plans that containing the nine required elements and adopted under the state's prescribed procedures have legal standing. The Plan is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing and then presents an outline of the City's goals, objectives, policies, and programs for that element.

### **GENERAL REGIONAL CONTEXT**

Map 1-1 shows the relationship of the City to neighboring communities in the region. The City is located in eastern Shawano County, west of Shawano Lake and the Village of Cecil. The Village of Bonduel is located to the southeast. The City is bordered by the Town of Wescott to the north and east, the Town of Richmond to the west, the Town of Belle Plaine to the southwest, and the Town of Waukechon to the south.

The City is located in northeastern Wisconsin, roughly 35 miles northwest of Green Bay, 40 miles north of Appleton, the largest of the Fox Cities, and 60 miles east of Wausau.

### **SELECTION OF THE PLANNING AREA**

The City of Shawano encompasses 6.72 square miles. The planning area includes all lands currently within the City of Shawano's municipal limits and the unincorporated areas within and just beyond the City's 1.5-mile extraterritorial jurisdiction (ETJ). The planning area is illustrated on Map 1-2. Within the ETJ, State Statutes enable the City to plan for those areas that bear relation to the City's development, review subdivisions, enact extraterritorial zoning, and implement an official map. It should be noted that the ETJ expands automatically as annexations occur.

During this Plan's 20-year period, the City's decennial Census population could reach a population of 10,000, which would make the City eligible to become a Class 3 municipality, should the City take all the appropriate steps to do so. Becoming a Class 3 municipality would increase the ETJ to three miles.

### **REGIONAL PLANNING EFFORT**

The 2009 Comprehensive Plan was prepared concurrently with 25 other neighboring communities in Shawano County as part of a State-funded, multi-jurisdictional planning process. In order to facilitate this process, participating communities in Shawano County were organized into three clusters. The City of Shawano was part of the Eastern Cluster, which also includes the towns of Washington, Belle Plaine, Waukechon, Angelica, Maple Grove, and Navarino, and

the Village of Cecil. A countywide comprehensive plan was also prepared as part of this planning effort.

This plan is an update of the 2009 Plan, and the City's relationships with surrounding jurisdictions, regional, and state agencies were taken in consideration throughout the planning process.

## CHAPTER 2: ISSUES & OPPORTUNITIES



This chapter of the Plan provides an overview of demographic trends and background information for the City, which describes and explains many of the changes taking place in the City of Shawano. This chapter includes data on population, age distribution, educational attainment levels, and income characteristics. The chapter also includes overall goals to guide future preservation, development, and redevelopment over the 20-year planning period.

### **POPULATION TRENDS AND FORECASTS**

The City of Shawano's population increased 22.5 percent between 1990 and 2010, growing from 7,598 residents to 9,305. Within the same time period, the County's population increased by 12.8 percent, and the State's population increased by 16.3 percent. This suggests that the City of Shawano saw more growth in population compared to both the County and the State. For comparison purposes, all communities in Shawano County are included in population trends as displayed in Table 2-1.

**Table 2-1: Historic Population of Shawano, County, and Wisconsin 1990-2010**

	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Percent Increase 1990-2010</b>
City of Shawano	7,598	8,298	9,305	22.5
Village of Bonduel	1,210	1,416	1,478	22.1
Village of Cecil	373	466	570	52.8
Town of Belle Plaine	1,792	1,867	1,855	3.5
Town of Navarino	439	422	446	1.6
Town of Richmond	1,587	1,719	1,864	17.5
Town of Washington	1,620	1,903	1,895	17.0
Town of Waukechon	876	928	1,021	16.6
Town of Wescott	3,085	3,653	3,183	3.2
Shawano County	37,157	40,664	41,949	12.9
Wisconsin	4,891,769	5,363,715	5,686,986	16.3

Sources: Source: 1990, 2000, 2010 Census (P001001).

It should be noted that in 2008, the City of Shawano annexed land from the Town of Wescott, which accounts for at least a portion of the population changes in these two communities between 2000 and 2010.

Table 2-2 shows population projection scenarios for the City of Shawano through the year 2040. Knowing future growth of a community can help plan for housing and resource needs. The City of Shawano is projected to have steady growth through 2035, where then a slight decrease in population is projected. This mirrors the projections for Shawano County, whereas the State is projected to continue to grow through 2040. However, the growth for the State slows between 2035 and 2040.

**Table 2-2: Population Forecasts 2020-2040**

	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>
City of Shawano	9,665	10,020	10,330	10,410	10,300
Village of Bonduel	1,575	1,650	1,710	1,735	1,730
Village of Cecil	610	650	685	705	710
Town of Belle Plaine	1,920	1,985	2,025	2,030	1,995
Town of Navarino	455	470	475	475	465
Town of Richmond	1,990	2,090	2,170	2,215	2,205
Town of Washington	2,005	2,085	2,145	2,170	2,145
Town of Waukechon	1,135	1,205	1,275	1,315	1,330
Town of Wescott	3,305	3,395	3,465	3,460	3,395
Shawano County	43,590	45,085	46,305	46,525	45,900
Wisconsin	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635

Source: Department of Administration 2013 Vintage Projections

## DEMOGRAPHIC TRENDS

Table 2-3 shows trends in the City of Shawano's age and gender distribution from ACS 5-Year data (2014-2018) and compares these trends with those of the neighboring communities, Shawano County, and the State. From this dataset, 25.67% of the City's population is under the age of 19. This is comparable to the County percentage of 23.6% and State percentage of 25%. The percentage of population over 65 in the City is 19.36%, which is higher than the State percentage of 16, but slightly lower than the County percentage of 20.3. The median age of the City is lower than both that of the County and that of the State. This could point to younger families either staying in Shawano or locating to Shawano.

**Table 2-3: Age and Gender Distribution**

	<b>Median Age</b>	<b>Percent Under 19</b>	<b>Percent Over 65</b>	<b>Percent Female</b>
City of Shawano	38.3	25.67%	19.36	52.59%
Shawano County	45	23.6%	20.3	50%
Wisconsin	39.3	25.0%	16.0	50.3%

Source: American Community Survey 5-Year Data (2014-2018)

As shown in Table 2-4 (below), the Wisconsin Department of Administration projects that Shawano County's median age will continue to increase over the planning period. The percentage of people aged 65 and older is projected to increase from 18.3% in 2010 to 30% in 2040. The percentage of population younger than 65 is projected to decrease by the year 2040. These trends suggest that Shawano's population is aging, which should be considered while planning for housing, transportation, employment and community facilities.

**Table 2-4: Shawano County Age Cohort Forecasts 2010-2040**

	<b>Under 5</b>	<b>5-19</b>	<b>20-64</b>	<b>65+</b>
2010	2,443 (6.0%)	8,096 (19.3%)	23,730 (57.0%)	7,680 (18.3%)
2015	2,210 (5.2%)	7,810 (18.5%)	23,740 (56.2%)	8,495 (20.1%)
2020	2,360 (5.4%)	7,820 (18.0%)	23,660 (54.2%)	9,750 (22.3%)
2025	2,440 (5.4%)	7,870 (17.5%)	23,430 (52.0%)	11,345 (25.2%)
2030	2,480 (5.4%)	7,980 (17.2%)	22,970 (50.0%)	12,875 (28.0%)
2035	2,420 (5.3%)	8,050 (17.3%)	22,430 (48.2%)	13,625 (29.3%)
2040	2,340 (5.2%)	7,830 (17.1%)	21,970 (48.0%)	13,760 (30.0%)

Source: Department of Administration Vintage 2013 projections

Census data and American Community Survey data were examined for the race and ethnicity of City residents. In the 5-Year American Community Survey, the majority of residents (82.7%) reported they are white; this is comparable to the County (89.1%) and the State (85.6%). Just over eleven percent (11.2%) reported as Alaskan Native/American Indian, which is higher than the County (7.5%) and significantly higher than the State (0.9%). Black or African Americans account for 1.1% of the population, which is higher than the County (0.4%) but lower than the State (6.4%). Those reporting to be Hispanic or Latino represent 4.4% of the population for the City. Table 2-5 shows the race and ethnicity as reported by American Community Survey data.

**Table 2-5: Shawano Racial Characteristics**

Subject	City of Shawano		Shawano County		Wisconsin	
	2014-2018		2014-2018		2014-2018	
RACE	Estimate	%	Estimate	%	Estimate	%
Total population	9,009	100%	41,009	100%	5,778,394	100%
One race	8,618	95.7%	39,949	97.4%	5,642,404	97.6%
White	7,447	82.7%	36,549	89.1%	4,945,966	85.6%
Black or African American	101	1.1%	154	0.4%	368,744	6.4%
American Indian and Alaska Native	1,005	11.2%	3,060	7.5%	50,422	0.9%
Asian	33	0.4%	120	0.3%	159,356	2.8%
Native Hawaiian and Other Pacific Islander	7	0.1%	9	0.0%	1,975	0.0%
Some Other Race	25	0.3%	57	0.1%	115,941	2.0%
Two or More Races	391	4.3%	1,060	2.6%	135,990	2.4%
<b>HISPANIC OR LATINO</b>						
Hispanic or Latino (of any race)	400	4.4%	1,119	2.7%	385,779	6.7%
Mexican	282	3.1%	767	1.9%	278,789	4.8%
Puerto Rican	6	0.1%	139	0.3%	57,475	1.0%
Cuban	0	0.0%	10	0.0%	4,967	0.1%
Other Hispanic or Latino	30	0.3%	203	0.5%	44,548	0.8%
Not Hispanic or Latino	8,609	95.6%	39,890	97.3%	5,392,615	93.3%

Source: U.S. Census 2000/2010 (P3,P4,PCT11) and ACS 2014-2018 B02001 and B03001

## EDUCATIONAL ATTAINMENT, INCOME, AND EMPLOYMENT

Educational attainment refers to the highest level of education an individual accomplishes. Generally speaking, the amount of earnings differs based on educational level, and a higher level of education often correlates to a higher income. Table 2-6 (below) displays educational attainment for the City of Shawano, Shawano County, and the State. Table 2-7 provides further detail on graduation rates. This table displays that the City of Shawano is comparable to the County and the State regarding residents achieving at least a high school diploma and an Associate Degree; however, both the City and the County fall behind the State regarding percentage of the population receiving at least a bachelor's degree.

**Table 2-6: Educational Attainment, Population 25 Years and Over**

	Shawano		Shawano County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 25 years and over	6,075	100.0%	29,241	100.0%	3,930,889	100.0%
Less than 9th grade	107	1.8%	692	2.4%	108,427	2.8%
9th to 12th grade, no diploma	379	6.2%	1,864	6.4%	208,747	5.3%
High school graduate (includes equivalency)	2,358	38.8%	13,022	44.5%	1,216,570	30.9%
Some college, no degree	1,404	23.1%	5,563	19.0%	814,428	20.7%
Associate degree	737	12.1%	3,406	11.6%	422,227	10.7%
Bachelor's degree	622	10.2%	2,980	10.2%	762,210	19.4%
Graduate or professional degree	468	7.7%	1,714	5.9%	398,280	10.1%

Source: ACS 2014-2018 B15003

**Table 2-7: Graduation Rates**

	Shawano		Shawano County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 25 years and over	6,075	100.0%	29,241	100.0%	3,930,889	100.0%
Percent high school graduate or higher	5,589	92.0%	26,685	91.3%	3,613,715	91.9%
Percent bachelor's degree or higher	1,090	17.9%	4,694	16.1%	1,160,490	29.5%

Source: ACS 2014-2018 B15003

As shown in Table 2-8, the median household income, median family income, and per capita income for the City of Shawano are all less when compared to Shawano County and the State. However, it should be noted that the percent change in both median family income and per capita income saw a higher percentage increase when compared to the County and the State from the 2005-2009 dataset and the 2014-2018 dataset.

**Table 2-8: Comparative Income Characteristics, 2005-2009 and 2014-2018**

	Median HH Income			Median Family Income			Per Capita Income		
	2005-2009	2014-2018	% Change	2005-2009	2014-2018	% Change	2005-2009	2014-2018	% Change
	Estimate	Estimate		Estimate	Estimate		Estimate	Estimate	
<b>Shawano</b>	\$38,381	\$42,940	11.9%	\$46,437	\$60,227	29.7%	\$19,343	\$26,946	39.3%
Shawano County	\$45,376	\$54,143	19.3%	\$53,198	\$66,182	24.4%	\$22,557	\$29,070	28.9%
Wisconsin	\$51,569	\$59,209	14.8%	\$64,609	\$75,313	16.6%	\$26,447	\$34,258	29.5%

Sources: ACS 2005-2009 & 2014-2018 B19013, B19113, and B19301

Labor force is defined as individuals currently with a job (the employed) and those without a job but actively looking for one (the unemployed). Labor Force trends can demonstrate the rate of growth of the labor force and the extent that potential workers are able to find jobs. The City experiences an unemployment rate of 1.2%, which is comparable to the County (1.6%) but lower than the State (2.7%). Further information on the Labor Force can be found in Table 2-9 (below).

**Table 2-9: Labor Force, 2014-2018**

	Shawano		Shawano County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 16 and over	7,115	100.0%	33,098	100.0%	4,639,447	100.0%
In labor force	4,222	59.3%	20,740	62.7%	3,092,330	66.7%
Civilian labor force	4,222	59.3%	20,732	62.6%	3,089,332	66.6%
Employed	4,138	58.2%	20,214	61.1%	2,964,540	63.9%
Unemployed	84	1.2%	518	1.6%	124,792	2.7%
Armed Forces	0	0.0%	8	0.0%	2,998	0.1%
Not in labor force	2,893	40.7%	12,358	37.3%	1,547,117	33.3%

Source: ACS 2014-2018 B23025

The American Community Survey (ACS) uses broad employment categories. There is a variety of employment types by residents within the City with a range of median incomes as shown in Table 2-10.

**Table 2-10: Employment by Category**

	Shawano		Shawano County		Wisconsin	
	Estimate	Median Income	Estimate	Median Income	Estimate	Median Income
Employed civilian population 16 years and over	4,138 (100%)	\$ 30,483	20,214 (100%)	\$ 32,767	2,964,540 (100%)	\$ 36,757
Management, business, science, and arts occupations	1,337 (32.3%)	\$ 45,296	5,969 (29.5%)	\$ 45,110	1,068,930 (36.1%)	\$ 53,745
Service occupations	742 (17.9%)	\$ 21,651	3,289 (16.3%)	\$ 20,308	494,858 (16.7%)	\$ 17,828
Sales and office occupations	790 (19.1%)	\$ 21,809	3,821 (18.9%)	\$ 27,200	622,193 (21.0%)	\$ 31,400
Natural resources, construction, and maintenance occupations	309 (7.5%)	\$ 43,750	2,657 (13.1%)	\$ 41,338	253,223 (8.5%)	\$ 42,021
Production, transportation, and material moving occupations	960 (23.2%)	\$ 33,246	4,478 (22.2%)	\$ 35,544	525,336 (17.7%)	\$ 33,918

Sources: ACS 2014-2018 C24010, B24011

## SWOT EXERCISE

During the preliminary meeting with the City of Shawano Plan Commission, Figure 2-1 displays strengths, weaknesses, opportunities, and threats (SWOT) were identified. Strengths and weaknesses are seen as factors that are internal and within “control” by the City; opportunities and threats are often influenced by external factors.

**Figure 2-1: Strengths, Weakness, Opportunities, and Threats**

Strengths	Weaknesses
<p>A lot of wealth in Shawano Year-round tourism Hospital—it's a draw for business Geographic position Quality of life Natural resources Agriculture Smaller business districts Tax stability Education system (K-12) Tech College &amp; College of the Menominee Ntn. Easy to get around town Largest sea plane base in the Midwest Population from the lake helps support businesses that otherwise couldn't exist Casino Diversity of businesses Dedicated and established restaurants Downtown provides specialty shops Local lenders Affordable Hwy 29 corridor Performance venue Barn quilts Variety of festivals and events &amp; County Fair Community gardens Habitat Restore Parks Golf Emerging Leaders Program Boys and Girls Club Mountain Bay State Trail Shawano Lake</p>	<p>Lack of retail Nothing for kids to do (not unique to just Shawano) Vacant storefronts Lacking residential lots Land locked on two sides HWY 29 lacks an exit at CTH T and cuts off Green Bay Street corridor Lack of high-paying jobs 52% of families in school district on free and reduced cost lunch program Limited public transportation No business incubator program Brain drain Drugs Identifying government and business leadership Employment base needs to grow Regulations Most wealth is from second homes Not capitalizing on history (logging, etc.) Businesses lacking near Mountain Bay Trail</p>
Opportunities	Threats
<p>Lower housing prices in the city compared to larger cities nearby (like Green Bay area) Crime and problems in bigger cities Higher taxes elsewhere Making second homes permanent residences Access to water, but currently lack commercial amenities on the water CTH B corridor Bay Lakes Extension UTV and trail riding expanding, but Shawano lacks businesses to cater to these riders Open buildings on Green Bay Street; opportunities east of Green Bay Street</p>	<p>Lower housing prices may not attract developers City has a loss of revenue from external factors (such as state policies, Covid-19) Not a lot of opportunity for additional revenue resources COVID and its far-reaching impacts (such as to businesses and sales taxes) Only one major medical facility (but there are additional medical clinics) Aging of professionals Difficult to attract young professionals to a smaller community Lack of workforce housing Changing economy Not many businesses have an online presence Declining enrollment in the school district</p>

**PUBLIC INPUT SURVEY AND ENGAGEMENT**

In the fall of 2020, an online survey was distributed to community members. The survey was advertised in the local paper and on various social media channels. Ultimately, 26 responses were received. This is a relatively small number of respondents; however, there were some

common themes that stood out from this survey, which are outlined below. A summary of survey results can be found in Appendix D.

- The top three areas respondents felt Shawano should focus on in the future included facilitating a vibrant economy, protecting natural resources, and facilitating more affordable housing options
- Overall, most respondents perceived quality of life factors (e.g. housing affordability, K-12 education opportunities, ability to age in place, outdoor recreation opportunities, etc.) to be moderate, with the highest satisfaction in the categories of healthcare options, outdoor recreation opportunities, and K-12 education opportunities.
- There was an overall trend indicating the need for and opportunities for more jobs in the City.
- When asked about future issues the City may face, crime and traffic were common themes; however, other respondents noted as a response to this question and other questions that they felt the City was safe.

In addition to a communitywide survey, draft chapters were posted online after the chapters were prepared. All plan commission meetings are open to the public, and meetings had both a virtual and in-person option as a result of the Covid-19 pandemic. This allowed for people to attend the meetings from home if they were not comfortable attending an in-person meeting. Lastly, in a bicycle and pedestrian-specific survey is discussed in Appendix E.

## **PLAN GOALS**

Each chapter of this comprehensive plan includes a set of goals, objectives, policies, and programs that will provide guidance to the Plan Commission, City Council, residents, and organizations.

Goals, objectives, policies, and programs are defined as the following:

- Goals are broad statements that express general public priorities about how the City should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- Objectives are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- Policies are rules or courses of action used to ensure Plan implementation and to accomplish the goals and objectives. The policies are intended to be used by decisionmakers on a day-to-day basis.

- Programs are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

Below is a list of goals to guide future preservation and development in the City of Shawano over the next 20 years. Objectives, policies, and programs that advance these goals are listed in the subsequent chapters.



### **Housing**

- Provide a broad range of housing choices that includes a variety of housing types and densities to promote a safe, healthy living environment for all City residents.
- Maintain and plan for affordable housing for all residents, including workforce housing.
- Increase human interaction and create a sense of place in the community.



### **Economic Development**

- Attract, retain, grow, and incubate businesses that enhance Shawano's "small city" character while strengthening and diversifying the non-residential tax base and employment opportunities.



### **Transportation**

- Provide a safe and efficient transportation system that meets the needs of all residents, including highways, local roads, bike trails and lanes, and sidewalks.



### **Utilities and Community Facilities**

- Promote an effective, efficient, and affordable supply of utilities, facilities, and services that meets the expectations of City residents.



### **Agricultural, Natural, and Cultural Resources**

- Encourage the preservation of agricultural lands and resources in areas surrounding the City until such time as urban development in the City is warranted, as determined by the City.
- Protect and enhance natural features and ecological systems in the City's planning area.
- Preserve Shawano's small-city character along with its historic and cultural resources.



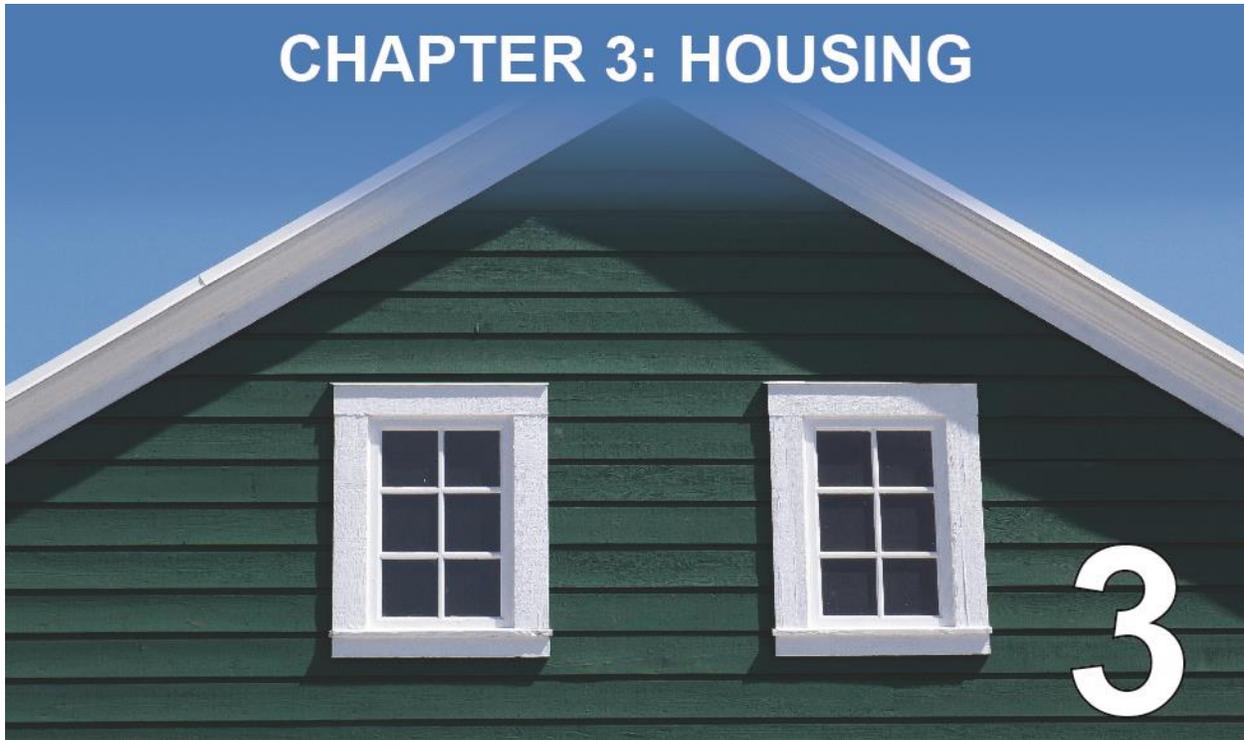
### **Land Use**

- Promote an efficient future urban land use pattern comprised of a mix of uses, housing, and densities.
- Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the City of Shawano.



### **Intergovernmental Cooperation**

- Continue to build upon mutually beneficial intergovernmental relations with surrounding and overlapping governments and the Shawano School District.



Planning for population and housing will ensure that services are provided and the City's housing needs are met. The design, placement, and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements such as roadways, utilities, school transportation (e.g. busing vs. walking), and economic development.

This chapter contains a compilation of background information, programs aimed at providing adequate housing, goals, objectives, and policies that meet existing and forecasted housing demand in the City of Shawano.

### **EXISTING HOUSING FRAMEWORK**

This section describes Shawano's housing stock characteristics, including type, value, occupancy status, age and structural condition. This section also describes the housing development and rehabilitation programs available to City residents. According to the 2010 Census data, the City of Shawano has 3,960 households, with an average of 2.2 people per household. Households include any unit an individual or individuals reside in; this includes single-family housing, duplexes, apartments, and mobile homes. The American Community survey 5-year data (2014-2018) reports that 61.2% are single-family detached homes (Tables 3-1 and 3-2). Based on building permit data for 2010-2019 from the Wisconsin Department of Administration, the City issued building permits for 24 new multi-family units, 15 permits for new single-family homes, and 14 two-family units. According to City of Shawano data from January 2020 through June 30, 2021 that the City has seen an increase in new development with

building permits for 14 single-family homes, four two-family homes, eight condominiums, and 200 apartment units. The growth of the most recent 18 months is nearly that of the total growth in new development for the entire previous decade.

**Table 3-1: Households and Persons per Household, 2000 and 2010**

Jurisdiction	2000		2010	
	No. HH	Average HH size	No. HH	Average HH size
<b>Shawano</b>	3,432	2.3	3,960	2.2
Shawano County	15,815	2.5	17,019	2.4
Wisconsin	2,084,544	2.5	2,279,768	2.4

Source: U.S. Census 2000 & 2010, (H004001, H012001)

**Table 3-2: Number of Units by Structural Type, 2014-2018**

	Shawano		Shawano County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
1 - Unit, Detached	2,680	61.2%	16,704	80.0%	1,785,339	66.6%
1 - Unit, Attached	135	3.1%	245	1.2%	113,291	4.2%
2 Units	338	7.7%	703	3.4%	172,688	6.4%
3 or 4 Units	144	3.3%	354	1.7%	99,630	3.7%
5 to 9 Units	384	8.8%	652	3.1%	132,237	4.9%
10 to 19 Units	315	7.2%	423	2.0%	91,675	3.4%
20 to 49 Units	80	1.8%	177	0.8%	102,024	3.8%
50 or More Units	113	2.6%	118	0.6%	90,624	3.4%
Mobile Home	193	4.4%	1,489	7.1%	93,043	3.5%
Boat RV Van etc	-	0.0%	6	0.0%	681	0.0%
<b>Total Housing Units</b>	<b>4,382</b>	<b>100.0%</b>	<b>20,871</b>	<b>100.0%</b>	<b>2,681,232</b>	<b>100.0%</b>

Source: ACS 2013-2017 B25024

Household projections indicate an overall gain in households for the City, with a projected gain of 715 households from 2010 to 2040 (an 18% increase). This growth is in line with the projected household growth for Shawano County, but it falls below the projected growth for households throughout the State (22.4% increase). Further information on this data can be found in Table 3-3. The current building trajectory will need to continue to increase to meet the future housing demand over the next 20-year period.

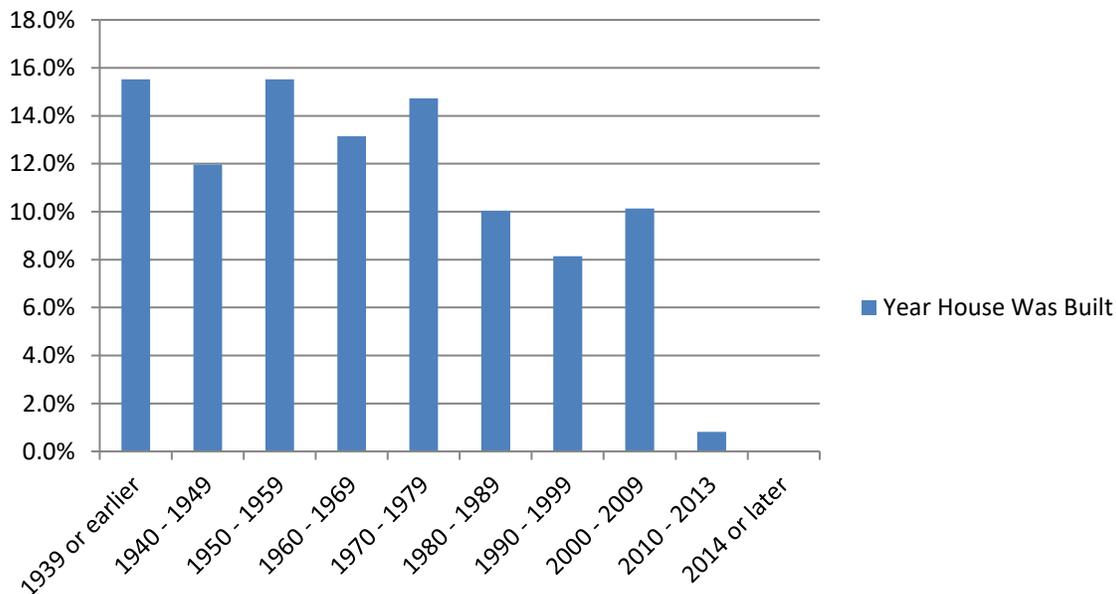
**Table 3-3: Estimated Households and Persons per Household, 2010-2040**

	2010 Census		2020 Projection		2025 Projection		2030 Projection		2035 Projection		2040 Projection	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
<b>Shawano</b>	3,960	2.2	4,279	2.14	4,478	2.11	4,645	2.09	4,707	2.07	4,675	2.04
Shawano County	17,019	2.4	18,417	2.32	19,264	2.29	19,970	2.27	20,243	2.24	20,129	2.22
Wisconsin	2,279,768	2.4	2,491,982	2.35	2,600,538	2.32	2,697,884	2.30	2,764,498	2.28	2,790,322	2.26

Source: U.S. Census 2010 and WI DOA Household Projections, 2013 Vintage

The age of occupied dwelling units reflects the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time. Forty-three percent (43%) of the housing stock was built prior to 1960, which is relatively comparable for the housing stock of the State, where 36% was built prior to 1960. Compared to the County and the State, the City has a lower percentage of homes built after 2009 (.8%), compared to 2.1% for the County and 3% for the State. This trend of age distribution of housing units is shown in Figure 3-1.

**Figure 3-1: Age Distribution of Housing Units**



Sources: ACS 2014-2018 B25034 and B25035

## HOUSING OCCUPANCY AND AFFORDABILITY

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 2% for owner-occupied units and 7-8% for year-round rentals<sup>1</sup>. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. If vacancy rates are at or above the standard, the community may have an adequate number of units for rent or sale. However, additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline. The City has a healthy vacancy rate for both owner-occupied housing units and renter-occupied units. A small percentage of homes within the City are seasonal homes (1.2%), while the County's rate of seasonal housing is 12.2% as shown in Table 3-4.

**Table 3-4: Housing Vacancy Rates**

	Shawano		Shawano County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Total Housing Units	4,382	100.0%	20,871	100.0%	2,681,232	100.0%
Occupied Housing Units	4,058	92.6%	17,019	81.5%	2,343,129	87.4%
Owner Occupied	2,246	51.3%	13,030	62.4%	1,568,040	58.5%
Renter Occupied	1,812	41.4%	3,989	19.1%	775,089	28.9%
Vacant Housing Units	324	7.4%	3,852	18.5%	338,103	12.6%
For Rent	22	0.5%	57	0.3%	40,200	1.5%
Rented Not Occupied	-	0.0%	12	0.1%	8,679	0.3%
For Sale Only	32	0.7%	143	0.7%	21,812	0.8%
Sold Not Occupied	31	0.7%	104	0.5%	6,436	0.2%
Seasonal Use	62	1.4%	2,549	12.2%	191,564	7.1%
Migrant Workers	-	0.0%	-	0.0%	522	0.0%
Other Vacant	177	4.0%	987	4.7%	68,890	2.6%
<b>Homeowner Vacancy Rate</b>	<b>1.4%</b>		<b>1.1%</b>		<b>1.4%</b>	
<b>Rental Vacancy Rate</b>	<b>1.2%</b>		<b>1.4%</b>		<b>4.9%</b>	

Sources: ACS 2014-2018 B25001, B25002, B25003, and B25004

<sup>1</sup> <https://www.bloomberg.com/news/articles/2018-07-27/the-disturbing-rise-of-housing-vacancy-in-u-s-cities#:~:text=A%20healthy%20rental%20vacancy%20rate,percent%20is%20considered%20hyper%2Dvacancy.> (September 2020).

According to the ACS 5-year data (2014-2018), the median value of an owner-occupied home is \$99,000. This is below Shawano County's median value of \$136,600 and the state of Wisconsin's value of \$173,600. The townships surrounding the City of Shawano are all above Shawano County's median household value.

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25% to 30% of gross household income. Households spending more than 30% of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one of more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts.. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Another measurement of housing affordability is the Asset Limited, Income Constrained, Employed (ALICE). This measurement defines and understands the struggles of households that earn above the Federal Poverty Level; however, they do not earn enough to afford basic necessities<sup>2</sup>. Using ALICE measures means that, under some circumstances—like with a larger family size, 30% of gross household income on rent or mortgage would still exceed the financial capabilities of that household.

Access to affordable housing is not only a quality of life consideration, it is also an integral part of a comprehensive economic development strategy. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food and clothing.

In the City, 19.8% of households with a mortgage, 25.1% of those without a mortgage, and 33.4% of renters were paying a disproportionate amount of their income for housing (Table 3-5).

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<sup>2</sup> <https://www.unitedwaywi.org/page/ALICE>. (July 9, 2021).

**Table 3-5: Housing Affordability, ACS 2014-2018**

	Households with Mortgage for which Owner Costs Are Not Affordable		Households without Mortgage for Which Owner Costs Are Not Affordable		Households for Which Renter Costs Are Not Affordable	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
<b>Shawano</b>	259	19.8%	235	25.1%	569	33.4%
Shawano County	1,724	23.4%	973	17.3%	1,173	32.7%
Wisconsin	243,367	24.2%	77,917	14.1%	327,832	45.0%

Sources: ACS 2014-2018 B25070 and B25091

The City of Shawano’s Housing Authority offers programs that are federally funded by grants through the Department of Housing and Urban Development. The Public Housing Program consists of 146 units that include apartments and duplexes. The Housing Choice Voucher Program has 48 vouchers that can be used anywhere in the City of Shawano.

**HOUSING AND NEIGHBORHOOD DEVELOPMENT PROGRAMS**

In Shawano County, there are several governmental, private, and nonprofit agencies that provide some form of assistance to meet the needs of individuals who lack adequate housing due to financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems.

Subsidized and special needs housing serve individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately. In most instances, however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs. The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (ADF), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in developmentally disabled, emotionally disturbed/mental illness, traumatic brain injury, advanced age, irreversible dementia/Alzheimer, physically disabled, and terminally ill. The City has a total of eight assisted living facilities, with the ability to serve 54 residents (Table 3-6).

**Table 3-6: Subsidized & Assisted Living Units, 2019**

	Shawano		Shawano County	
	Number	Capacity	Number	Capacity
Adult Day Care	-	-	2	80
Adult Family Home	7	28	41	162
Community Based Residential Facilities	1	26	31	601
Residential Care Apartment Complexes	-	-	9	398
<b>Total Units</b>	<b>8</b>	<b>54</b>	<b>83</b>	<b>1,241</b>

Source: Wisconsin Department of Health Services. Data accessed 8/29/19

The following housing providers and programs are available to Shawano County, its neighborhoods, and/or its residents:

- The U.S. Veterans Administration provides housing assistance to help Veterans, service members, and the surviving spouses buy a home or refinance a loan. They also offer benefits and services to assist with building, improving, or keeping a current home.<sup>3</sup>
- The Wisconsin Housing and Economic Development Authority (WHEDA) provides affordable housing and business financing products. It provides low, fix-interest mortgages to purchase homes; offers loans to construct, rehabilitate, and preserve affordable rental housing; and provides grants to help improve the state's housing for low-income residents.<sup>4</sup>
- The Wisconsin Community Development Block Grant (CDBG) program is administered by the Wisconsin Department of Administration, Division of Energy, Housing, and Community Resources (DEHCR). This program provides grants to local governments for housing programs which principally benefit low to moderate income (LMI) households. Uses of these funds include rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects.
- USDA Rural Development has single-family housing programs that provide home servicing loans to buy/build single-family homes, repair homes, and refinance mortgages for those who qualify.
- Habitat for Humanity offers homeownership opportunities to people of moderate or low incomes in Shawano County. Habitat for Humanity requires able-bodied purchasers to help build their new home in return for low interest loans.

<sup>3</sup> <https://www.va.gov/housing-assistance/>. November 5, 2020

<sup>4</sup> <https://www.wheda.com/>. November 5, 2020

- City of Shawano Housing Authority provides well maintained, safe, and affordable housing to the city of Shawano.
- Based on income and need, the County of Shawano Housing Authority provides housing of various types to low-income individuals and families.
- Other agencies providing housing services in the County include religious institutions and social service agencies. These organizations provide housing services to persons with disabilities, persons with HIV/AIDS, and seniors.

## GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

<b>Housing Goal: Provide a broad range of housing choices that includes a variety of housing types and densities to promote a safe, healthy living environment for all City residents.</b>	
Objective	Encourage the development of high-quality homes at all levels, including upscale homes.
Objective	Encourage mixed-use and traditional neighborhood development.
Objective	Promote the maintenance and rehabilitation of the existing housing stock.
Objective	Phase residential development in a manner consistent with public facility and service capacity.
Objective	Support a range of housing opportunities to meet the needs of persons of all income levels, age groups, and special needs.

### Policies and Programs

Policy: Discourage the transition of existing single-family housing to two-family or multi-family housing in the City's existing neighborhoods.

Policy: Promote quality neighborhood design and layout in new residential areas, updating the subdivision ordinance as necessary.

Policy: In general, not less than 65 percent of all new housing units in these areas should be single-family detached homes.

Policy: Promote high-quality design for multi-family developments.

Policy: Promote infill housing development on vacant or under-used lots within Shawano.

Policy: Promote smaller lot sizes.

Policy: Encourage initiatives that strengthen existing neighborhoods through the maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.

<b>Housing Goal: Maintain and plan for affordable and workforce housing for all residents.</b>	
Objective	Maintain an available supply of lots.
Objective	Work with local employers to understand housing needs of employees and potential workforce.
Objective	Based on the land demand analysis provided in this Plan and the Future Land Use Map, plan for a sufficient supply of developable land for housing for a variety of income levels, including low- and moderate-income residents and workforce housing.

**Policies and Programs**

Policy: Promote development of an adequate supply of high-quality senior housing options.

Program: Consider a program to evaluate existing multi-family housing stock for accessibility, including elevators for multi-level buildings.

Program: Create programming for the City to no-cost or low-cost loans for residents and investors to repair their homes through a revolving loan fund.

<b>Housing Goal: Increase human interaction and create a sense of place in the community.</b>	
Objective	Work with local employers to understand housing needs of employees and potential workforce.

**Policies and Programs**

Policy: Revisit public improvement programs (i.e. street widths) to increase the aesthetics of the City to make it a place people want to live, work, and recreate.

Policy: Plan for multi-family housing in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the City, rather than larger projects in isolated areas.

Policy: Direct new City housing to areas that have convenient access to public sanitary sewer service, parks and recreational facilities, roads, schools, shopping, jobs, and other necessary facilities and services.

Policy: Promote residential uses in the upper stories of Downtown buildings in an effort to increase affordability and enhance walkability of the Downtown area.

Program: Create a neighborhood association program to facilitate neighborhood redevelopment and revitalization.



A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the City and the surrounding area. The City's transportation system is much more than simply looking at the road system. An important part of ensuring the transportation needs of the community are met is the assessment of the overall network, which includes roadways, bicycle and pedestrian facilities, rail, water, air, and transit. Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes, determine what the City desires them to become in the future, and devise ways to implement them.

To further explore transportation options, a bicycle and pedestrian plan was created in tandem with this Plan's update, and that plan can be found in Appendix E.

## **ROADWAYS**

The City of Shawano is served by State Highways 29, 22, 47 and 55, and a number of county trunk highways, all of which link the City with the region's major cities. These links channel commuter flows and provide excellent access for residents.

State trunk highways serve as arterial roadways, providing functions similar to those of principal arterials (e.g. U.S. highways 45 and 41), but with generally less traffic, slower speeds, and more

frequent stops. State highways in the City include 22 and 47/55. Highway 22 serves as the City's primary east/west transportation corridor. This road traverses the City's downtown and is the location for the majority of the City's commercial development. State Highway 47/55 runs north/south on the eastern edge of the City, cutting through the industrial park. According to the Wisconsin Department of Transportation (WisDOT), which records average daily traffic volumes (ADT) (number of vehicles) for major State roadways, traffic volume on Highway 22, between County Highway HHH and S. Waukechon Street, decreased 1 percent from 2015 to 2018, and on Highway 22, between Division Street and Center Street in downtown Shawano, traffic volumes decreased nearly 8 percent.

Highway 29 bypasses the City to the south and serves as Shawano County's primary east-west traffic arterial. This four-lane limited access highway is designed to keep traffic flowing smoothly across the entire State. The highway was upgraded from 1998 to 1999 as part of a corridor project that ran from Green Bay to Chippewa Falls. According to the Wisconsin Department of Transportation (WisDOT), traffic on Highway 29, east of the City, increased 8 percent from 2015 to 2018.

WisDOT has developed a corridor plan to preserve extra right-of-way along 61 miles of Highway 29 to address future expansion needs. These future expansion plans have been approved and recorded but have no funding programmed for future construction. City roads serve local residents, commercial and industrial areas, and are maintained by the City. An overview of the transportation system can be found on Map 4-1.

### **Functional Class**

Throughout Wisconsin, all local, County, State and federal transportation routes are classified in categories under the "Roadway Functional Classification" system. As identified by WisDOT, the functional classification system classifies roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main urban roadway functional classes include: Principal Arterials that provide primary access to and through an area (WIS 47/55 and WIS 22), Minor Arterials serve important economic activity centers, have moderate ADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system. (CTH HHH, MMM, B, Lieg Avenue, and Waukechon Avenue). Collectors that disperse traffic within an area (CTH M, MM, B and Richmond Street) Local streets that provide access to individual properties.

After the 2010 U.S. Census, the Shawano and Cecil area was designated a federal urban area over 10,000 population. The City of Shawano is eligible for Urban Surface Transportation Block Grant (STBG) funding on the facilities that are functionally classified as collectors or higher.

## Pavement Surface Evaluation and Rating (PASER)

Every two years, all jurisdictions in the State of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. This information is tied to the amount of General Transportation Aids (GTA) funding that the City of Shawano receives on a yearly basis.

The surface condition rating of each roadway is updated in the state’s computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand-new roadway.<sup>1</sup> This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. Table 4-1 provides a breakdown of the PASER ratings, conditions and maintenance needs.

**Table 4-1: PASER Ratings and Maintenance Needs**

Rating	Condition	Needs
<b>9 &amp; 10</b>	Excellent	None
<b>8</b>	Very Good	Little Maintenance
<b>7</b>	Good	Routine Maintenance, Crack Filling
<b>6</b>	Good	Sealcoat
<b>5</b>	Fair	Sealcoat or Nonstructural Overlay
<b>4</b>	Fair	Structural Improvement – recycling or overlay
<b>3</b>	Poor	Structural improvement – patching & overlay or recycling
<b>2</b>	Very Poor	Reconstruction with extensive base repair
<b>1</b>	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 4-2 provides a summary of the total miles of local and county roads in the City of Shawano by PASER rating. Map 4-2 provides a visual of the PASER data.<sup>2</sup> There are approximately 58 miles of PASER rated roads in the City, which include both the local and county roads within the city.<sup>3</sup>

<sup>1</sup> Transportation Information Center. 2002. PASER Manuals Asphalt.

<sup>2</sup> PASER road mileage is rated for each lane of traffic; mileage will differ from functional class mileage.

<sup>3</sup> WISLR 2019. Wisconsin System for Local Roads. Note: State and federal roads are included in the 58 miles, but are not rated in Table 8-3 or on Map 8-2.

**Table 4-2: Total Miles of Local and County Roads  
 within City by PASER Rating, 2019**

Rating	Mileage	Percent
1	0.43	1.0%
2	0.94	1.6%
3	3.52	6.0%
4	2.45	4.1%
5	4.21	7.2%
6	5.85	10.0%
7	9.09	15.5%
8	16.96	18.2%
9	9.69	16.6%
10	5.21	8.9%
County Jurisdiction	1.91	3.2%
Total	58.35	100.0%

Source: WISLR 2019 City of Shawano

## BRIDGES

There are five state-maintained bridges in and immediately around the City of Shawano, located on Highway 22, County Highway M, County Highway MMM, and County Highway HHH, and 47/55. The state maintains condition reports for bridges. According to 2019 WisDOT data for the North Central Region, 57.19% of bridges are in good condition, 39.7% are in fair condition, and 3.11% are in poor condition for this 18-county region.

Locations and conditions for bridges in and around the City can be found in Map 4-3. According to the WisDOT data used for this plan, three of the five bridges near the City are rated sufficient, meaning in good condition. The CTH M Bridge is eligible for rehabilitation funding, meaning that it is considered in fair condition. At the time of this plan, the County Highway HHH Bridge is planned to be replaced in 2022; the current rating of this bridge is poor. It should be noted that even though bridges may be rated to be in poor condition, they are open and safe to traffic; however, they may need “corrective action to ensure continued operation.”<sup>4</sup>

<sup>4</sup> [https://wisconsindot.gov/Documents/about-wisdot/performance/mapss/perf-report.pdf#Preservation\\_State\\_Bridge\\_Condition](https://wisconsindot.gov/Documents/about-wisdot/performance/mapss/perf-report.pdf#Preservation_State_Bridge_Condition)

## AIRPORTS

The Shawano Municipal Airport has two paved runways; the main runway is 3,900 feet long and the smaller runway is 2,225 feet long. As of this Plan's adoption, the airport had recently constructed a new terminal (2019) and rehabilitated its primary runway and taxiway (2021).



*Image courtesy of Shawano Airport*

The airport is open to the public and mainly accommodates local air traffic. Located on the southwest shore of Shawano Lake, the airport also acts as a seaplane base, which is the largest in the Midwest. Austin Straubel International in the City of Green Bay, Wittman Regional Airport in the City of Oshkosh, General Mitchell International Airport in the City of Milwaukee, Outagamie County Airport in Appleton, and the Stevens Point Airport in the City of Stevens Point also serve the region.

## WATER, TRUCK, AND RAIL

There is no waterborne freight movement in the County, and most freight shipments in the City of Shawano are transported by truck. State Highway 29 is the most common route for semi-truck traffic. The City of Shawano has the only active rail line in the County. This line runs from the Fox River Valley north to the City of Shawano. The line is owned by Canadian National. Canadian National is the parent company of Duluth, Missabe & Iron Range, Wisconsin Central Limited, and the Sault St. Marie Railroad. This lines ships pulp and paper products, and bulk cargo. Map 4-3 shows trucking and freight facilities.

## MULTIMODAL NETWORK

The following section explores bicycle and pedestrian connections and transit options for community members. To complete the roadway network, it is important to consider travel opportunities for community members who do not drive, do not have access to a vehicle, or are looking for transportation options beyond the use of a personal vehicle. Providing alternative transportation options creates equitable access to opportunities, including employment and education, and these options also expand the choices residents have in their mode of transportation.

### Trails

The Mountain Bay State Trail was built along the former Chicago and Northwestern rail lines and is maintained by Friends of the Mountain Bay Trail and the three counties it runs through: Marathon County, Shawano County, and Brown County. It is named after the two geological features at the beginning and end of the trail, Rib Mountain in Marathon County and Green Bay in Brown County. Of the total 83-mile-long trail, 58 miles are located within Shawano County and about 4 of those miles are within the City of Shawano. Entering into the City through the northeastern corner, the Trail runs through the heart of the City before continuing southwest.

The portion of the Trail from County Highway HHH on the east to the bridge over the Wolf River on the west are maintained by the City. The Trail offers year-round recreational opportunities for bicyclists, hikers and snowmobilers. Sturgeon Park offers a scenic trail along the Wolf River that provides an ideal location for watching the annual sturgeon run.

### **Bicycle and Pedestrian Network**

Biking and walking are growing recreational activities for both residents and visitors within the City of Shawano. Trails, as discussed in the previous section, offer residents and visitors an opportunity to travel and recreate through off-road connections; however, in many communities, well-planned amenities like sidewalks and bike lanes serve as dedicated facilities to connect travelers to their final destinations. The City of Shawano has a diverse mix of bicycle and pedestrian facilities, and more information on those can be found in Map 4-5, with complementary information in Appendix E. Continuing to grow the existing network of bicycle and pedestrian facilities in the City will add opportunities for residents to explore the City and gain a better appreciation.

### **Safe Routes to School**



The East Central Wisconsin Regional Safe Routes to School (SRTS) Program engages and empowers schools and communities to foster healthy lifestyles through environmental changes and safe walking and bicycling. By working to make it safer and more appealing for students grades K–8th to walk and bike to school, the Regional SRTS Program is continually making strides to improve childhood health, reduce traffic congestion and pollution, and create more livable communities. Shawano Schools have participated in the SRTS program since it started in 2009. Currently, there are six schools participating in the program: Hillcrest Primary School, Olga Brenner Intermediate School, Shawano Community Middle School, Sacred Heart Catholic School, and LEADS Primary Charter School. In 2011, local SRTS Action Plans were created for Shawano Community Middle School and Olga Brenner Intermediate School. In 2012, a local SRTS Action Plan was created for Hillcrest Primary School. Shawano Schools have created a sustainable SRTS program that has strong participation in walking and biking events and programs.

### **Transit (fixed, special, paratransit)**

Paratransit is specialized transit service to specific segments of the population that requires more accessible vehicles and flexible routing. Shawano County has several paratransit providers that serve the elderly and disabled: Volunteer Driver Escort, Mini-bus service and taxi ticket discounts. The mini-bus is a wheel chair accessible, flexible fixed-route service that is provided in Shawano County (contracted through Menominee Department of Transit Services for bus service), picking up residents in different areas of the County during the week, with trips into the City of Shawano, and occasionally to larger shopping areas in Appleton or Green Bay (see Shawano County Human Services Aging Unit website for trip details). Menominee

Regional Public Transit also provides taxi service in the City. In the City of Shawano, there is a weekday fixed-route transit service that provides service to a number of community services, including to the medical centers and retail stores.

### Cabs/Taxi and Other On-demand Transportation

The nature of on-demand transport is that it is flexible and designed to meet the needs of the individual rider. They may be standalone services or complement existing services to fill in gaps. Shawano County has a number of on-demand services. Table 4-3 outlines the following fixed-route and on-demand transportation providers in Shawano County. In addition to the services outlined below, other private ridesharing options may be available, such as Uber or Lyft.

**Table 4-3: Transportation Providers in Shawano County**

Agency Name	Address	Agency Phone	Contact Person	Email
Veteran's Service Office	311 N Main St, Shawano, WI 54166	(715) 526- 9183	Nick Benzinger	<a href="mailto:vetnicho@co.shawano.wi.us">vetnicho@co.shawano.wi.us</a>
Community Alternatives	503 S Main St, Shawano, WI 54166	(715) 526- 5570	Julie Vanderbilt	<a href="mailto:jvanderbilt@newcommunityalternatives.com">jvanderbilt@newcommunityalternatives.com</a>
Shawano County Aging Unit	607 E Elizabeth St, Shawano, WI 54166	(715) 526- 4700	Lynnae Zahringer	<a href="mailto:lynnae.zahringer@co.shawano.wi.us">lynnae.zahringer@co.shawano.wi.us</a>
KAP Taxi	402 S Sawyer St, Shawano, WI 54166	(715) 524- 4040	Keith Plantz	<a href="mailto:kaptrans@charter.net">kaptrans@charter.net</a>
Koeppens	217 Industrial Dr, Clintonville, WI 54929	(715) 823- 5711	any staff	<a href="mailto:dkoeppen@kmedtran.com">dkoeppen@kmedtran.com</a>
Menominee Regional Public Transit (via Menominee Department of Transit Services)	PO Box 910, Keshena, WI 54135	(715) 799- 3222	Gary Pyawasay	<a href="mailto:gpyawasay@mitw.org">gpyawasay@mitw.org</a>

Shawano City Cab (via Menominee Department of Transit Services)	W2727 Our Childrens Road Keshena, WI 54135	(715) 524- 2000	Gary Pyawasay	<a href="mailto:gpyawasay@mitw.org">gpyawasay@mitw.org</a>
Kobussen Bus	1208 E Green Bay St, Shawano, WI 54166	(715) 280- 3001		
Shawano Ambulance Service	220 N Main St, Shawano, WI 54166	(715) 524- 2036	Pat Trinko	<a href="mailto:ptrinko@shawanoambulance.com">ptrinko@shawanoambulance.com</a>

## STATE AND REGIONAL TRANSPORTATION PLANS

State and regional transportation plans may serve as resources for transportation-based planning. Below is a list of transportation plans.

- Connections 2030 Long Range Transportation Plan (as of plan adoption, Connection 2050, the update to Connections 2030, was being undertaken by the State of Wisconsin)
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan
- Wisconsin State Bicycle Transportation Plan 2020
- Shawano County Human Resources Public Transportation Coordinated Plan (2013)

## GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

<b>Transportation Goal:</b> Provide a safe and efficient transportation system that meets the needs of all residents, including highways, local roads, bike trails and lanes, and sidewalks.	
Objective	Maintain an interconnected multimodal network.
Objective	Ensure that transportation system improvements are coordinated with future land development, existing land uses, and community appearance objectives.
Objective	Encourage new neighborhood and non-residential development designs that support a range of transportation options.
Objective	Continue to actively participate in multi-jurisdictional transportation system planning and improvements.
Objective	Provide for adequate road capacities and safe road conditions in cooperation with the county and state.
Objective	Support safe biking and walking routes in the City that serve neighborhoods, parks, the downtown, and other community facilities, gathering places, and services.
Objective	Identify established bus routes and improve promotion of their use.

Objective	Strengthen relationship with Menominee Regional Public Transit to enhance fixed-route transit service within the City.
Objective	Seek to make the airport a more regional attraction through remarketing.
Objective	Continue to work with WisDOT and Shawano County to address traffic capacity issues on critical highways that pass through the City.
Objective	Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.
Objective	Work towards expanding the existing trail network, and work with the county and state to interconnect local trails and bike routes with the Mountain Bay State Trail.
Objective	Continue to monitor CTH B and Main Street for warrants and crash statistics regarding the possible safety upgrade of the intersection.
Objective	Develop crash hot spot map and monitor intersection crash statistics throughout the City.
Objective	Coordinate with other units of government on other forms of transportation, such as transit, rail, air, trucks, and water.

**Policies and Programs**

Policy: Review and, as appropriate, amend the City’s subdivision ordinance to reflect the recommendations in this Plan. The subdivision ordinance should include standards to ensure street interconnectivity and proper design and placement of new roads and bicycle and pedestrian facilities in association with future subdivision plats.

Policy: Control access to arterial highways, such as Highway 22 (East Green Bay Street), to enhance their capacity and increase safety. This may include requiring adjoining businesses to share driveway entrances or take access from intersecting local roads rather than from the arterial.

Policy: Continue to update and implement the City’s Capital Improvement Program to help ensure funding for the upgrading of local roads to help avoid fluctuations in budgets on a year-to-year basis and promote responsible borrowing of funds, where necessary.

Policy: Provide a continuous interconnected network of local streets, sidewalks, bicycle routes, and paths for planned neighborhood growth areas that result in safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers.

Policy: Whenever possible, take advantage of road upgrades and improvements to establish bicycle and pedestrian facilities (trails, bike lanes, sidewalks, etc.) on local streets throughout the City to connect neighborhoods with schools, parks, jobs, and services.

Policy: Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.

Policy: Work towards expanding the existing trail network, and work with the county and state to interconnect local trails and bike routes with the Mountain Bay State Trail.

Policy: Coordinate with other units of government on other forms of transportation, such as transit, rail, air, trucks, and water.

Policy: Continue to plan for expansions or improvements to the Shawano Airport. Over the next five to ten years, the Airport will be making several improvements, including lengthening the runway, and constructing a parallel taxiway.

Policy: Consider preparing an Official Map that includes all of these policy recommendations.



One responsibility of a community is to maintain a certain level of community services. To achieve it, the City of Shawano must continuously maintain, upgrade, expand, and reevaluate existing facilities in a cost-effective manner based on future growth projections and the desires of the community.

This chapter contains a compilation of background information, goals, objectives, policies and recommended facilities aimed at providing an adequate supply that meets the existing and forecasted population demand in the City of Shawano. Future maintenance concerns and development based on need is addressed in this chapter.

### **INVENTORY AND ANALYSIS OF EXISTING SERVICES**

The following section provides an inventory of utilities and community facilities that serve the City of Shawano. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural and needs-based studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development.

### **UTILITIES AND SERVICES**

Map 5-1 displays locations of utilities found in the City of Shawano. The sections below outline details on these utilities and other services provided to the City.

## Water Supply

The City of Shawano owns and operates the water supply and distribution system for most of the City; the area along Green Bay Street east of Waukechon Street is served by the Shawano Lake Sanitary District.



The City of Shawano gets its water from four municipal wells. Water is stored in a 150,000-gallon elevated storage tank and a two-million-gallon ground storage reservoir. The water distribution system consists of approximately 58 miles of water mains. Shawano Municipal Utilities pumps an average of 1.5 million gallons of water per day from these four wells.

Each year, in accordance with the Federal Safe Drinking Water Act, the City publishes an annual Drinking Water Quality Report. The 2019 report indicated no violations from City-owned water.

As of this Plan's adoption, the Shawano Public Works Department is working to replace the water service lines throughout the city that have lead service laterals. In 2020, the utility removed nearly 5% of known public lead service lines. Another 40% of known public lead service lines will be replaced in 2021. This effort will continue until all lead laterals have been replaced.

## Sanitary Waste Disposal Facilities

Public sanitary sewer service is available to all households within the City of Shawano's current municipal limits and is mostly managed by the Shawano Sanitary Sewer District, with a small portion of the City managed by the Shawano Lake Sanitary Sewer District, with a few exceptions. The City has the authority to extend its sanitary sewer service to all properties within its Sewer Service Area (SSA). Water is treated at the Wolf River Treatment Plant, which is located adjacent to the Wolf River in the Town of Belle Plaine. Treated water is discharged into the Wolf River.

The plant was constructed in 1972 and uses an activated sludge treatment system combined with a wet air oxidation treatment process. Sludge is land spread on nearby agricultural land. The plant has a design capacity of 3.71 million gallons per day (mgd) with an average design flow 2.63 mgd.

## Solid Waste Disposal and Recycling

Garbage collection in the City of Shawano is provided by the City's public works department. Garbage and yard waste are collected weekly, recyclables are collected bi-weekly. The Shawano County landfill is located in the City of Shawano Industrial Park. Shawano County is party to a tri-county agreement with Portage and Marathon counties wherein waste is hauled to the landfill and then transported to Marathon County. In addition to curbside pickup, residents

may dispose of waste and recyclables at the city landfill during its open hours. Grass, leaves, and other yard waste are composted at the City of Shawano landfill, and the compost is available to City residents.

The landfill in the City of Shawano is projected to close around 2025, and it will then become solely a transfer station.

Hazardous waste is handled through an agreement with Brown County Port and Solid Waste. Shawano County residents can deposit their hazardous waste at the Brown County Household Hazardous Waste Site.

Shawano County has a County Solid Waste Management Plan, which was adopted in 2014.

### **Stormwater Management**

Stormwater management has become a significant aspect of comprehensive planning in recent years due to concerns about flooding, property damage, and surface and groundwater quality issues. Many communities around the State are adopting stormwater management rules to control run-off from both urban and rural land uses. Shawano County currently has a Land and Water Resource Management Plan (adopted in 2016), a Pensaukee River Watershed Plan, and an Animal Waste Management Ordinance.

### **Telecommunications**

Telephone, internet, and satellite cable services are provided to the City by Frontier Communications, Cellcom, and Spectrum. Residents can obtain DirectTV for satellite television, and cellphone providers, including CellCom, Verizon, Sprint, and US Cellular.

Broadband access is becoming increasingly important as it provides the highest quality of high-speed internet services. According to Wisconsin's Public Service Commission, the City of Shawano generally has broadband coverage<sup>1</sup>; however, the City acknowledges that there are pockets within the City that do not have access. As of this Plan's adoption, the City is actively working to bring WiFi to all community facilities, including parks.

### **Renewable and Alternative Energy**

Coal, natural gas, and nuclear energy comprise most of Wisconsin's electricity. According to the U.S. Energy Information Administration, natural gas is the predominant source of energy consumed in the State as of 2020. However, renewables, including hydropower, wind, biomass, and solar supplied 10% of in-state electricity generation. For homeowners and businesses, the Focus on Energy program provides incentives and benefits for "implementing energy efficiency

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<sup>1</sup> <https://maps.psc.wi.gov/apps/WisconsinBroadbandMap/>

and renewable energy projects.<sup>2</sup> Additionally, Shawano County adopted a resolution in January 2021 to lease 500 acres of County-owned land for the production of solar energy.

Electric vehicles are also gaining popularity; the number of electric vehicles (EV) registered tripled between 2016 and 2020<sup>3</sup>. There are generally three different types of electric vehicles: all-electric, plug-in hybrid, and fuel cell. The infrastructure needed for EVs differs from gasoline-dependent vehicles, and current or future ownership of an EV may depend on having suitable infrastructure to support these vehicles, such as easy-to-access charging stations. While EVs offer the flexibility of being charged at an individual's residence, the ability to have reliable charging stations throughout a community allow for people to travel farther in their EV. Currently, there are no EV charging stations available to the community in the City of Shawano.

### Power Facilities



Electric power is provided to the City by Shawano Municipal Utilities (SMU)<sup>4</sup>. One hydro-electric power facility is located along the Wolf River in the southwestern corner of the City. Four other hydro-electric facilities are located in Shawano County. High voltage electric transmission lines are provided by the American Transmission Company.

### MUNICIPAL SERVICES

Map 5-2 displays locations of community facilities found in the City of Shawano. The sections below outline details on these facilities and other services provided to the City.

### County Facilities

The City of Shawano is the Shawano County seat and hosts the Shawano County Courthouse and County Jail. Both of these facilities are located in downtown Shawano. Other County facilities, such as the County Highway Department, the County Job Center, Shawano County Huber Center, and the Evidence Storage Building are also located in the City. As of the writing of this plan's update, the County recently built a new Human Services Building, which is located in the Town of Wescott.

The County Fairgrounds are located on East Green Bay Street in the City. The fairgrounds are home to the Shawano County Fair and the Shawano County Speedway.

City residents are served by the Shawano County Public Library<sup>5</sup>, which serves over 42,000

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<sup>2</sup> <https://focusonenergy.com/about> (September 2021)

<sup>3</sup> <https://www.pewresearch.org/fact-tank/2021/06/07/todays-electric-vehicle-market-slow-growth-in-u-s-faster-in-china-europe/> (September 2021)

<sup>4</sup> <https://www.cityofshawano.com/242/Shawano-Municipal-Utilities-SMU> (March 2021)

<sup>5</sup> <https://www.shawanolibrary.org/about.html> (March 2021)

patrons with five additional branch locations: Birnamwood, Bonduel, Mattoon, Tigerton, and Wittenberg. This library is a member of the Nicolet Federated Library System, which is a State funded organization assisting 40-member public libraries in providing better services to the people of northeastern Wisconsin. It also is a member of the OWLSnet consortium which provides an integrated library automation system to over 50 libraries throughout Northeast Wisconsin. The Shawano County Library is governed by a nine-member Board of Trustees comprised of two county board representatives, six county appointed municipal representatives<sup>6</sup> and one school district representative.

### **City Hall**

The City Hall is located at 127 South Sawyer Street. The City Hall building is available to provide additional meeting and storage space for a variety of activities and events.

### **Law Enforcement and Protection**

The City of Shawano Police Department is located at 125 South Sawyer Street. The Department has its own Dive Rescue Team, K-9 Unit, and Special Response Team. The police department also has community engagement programs, including Citizens Police Academy, Police Ride-Along Program, and RadKIDS.

Areas outside of the City are served by the Shawano County Sheriff's Department, which is also based in the City of Shawano.

### **Fire Protection**

The Shawano Area Fire Department serves the City of Shawano. The department consists of volunteer firefighters and operates out of three fire stations. The main fire station is located in the City of Shawano at 308 North Main Street. Two satellite stations are located in the towns of Belle Plaine and Wescott. The Department serves the City of Shawano and the towns of Belle Plaine, Richmond, Waukechon, and Wescott and is the first responder to an area of approximately 146 square miles. The Department also responds, under mutual aid agreements, to the Menominee Indian Reservation, the Stockbridge-Munsee Native American Community, and other Shawano County villages and towns.

### **Emergency Medical Services and Medical Facilities**

Shawano Ambulance Service is located in the City of Shawano with new facilities at 220 N. Main Street. There are also a number of licensed emergency medical service (EMS) providers in Shawano County and in or near the City of Shawano. EMS also is known as ambulance or paramedic services, and they are available to those in



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<sup>6</sup> <https://dpi.wi.gov/cst/data-collections/student/ises/published-data/excel>

need of emergency medical care. Depending on the circumstance, the medical responders may transport an individual to a local medical facility.

There are three main medical providers in the City: ThedaCare Medical Center-Shawano, Aurora, and Prevea. ThedaCare Medical Center-Shawano is the only hospital within the County.

## **Schools**

The City of Shawano is served by the Shawano School District, which serves students living in the City of Shawano and the towns of Red Springs, Herman, Richmond, Belle Plaine, Navarino, Waukechon, Wescott, Washington, Pella, and Seneca. The Shawano School District had a K-12 enrollment of 2,414 students during the 2019-2020 school year<sup>7</sup>. Enrollment has remained relatively steady over the past five years.

The District operates one high school, one middle school, and two elementary schools with a charter school. Olga Brener Intermediate Elementary was expanded in 2017. Local private schools include the Sacred Heart Catholic School, Saint James Lutheran, Divine Savior Lutheran, and East Central Wisconsin Lutheran High School.

## **Park and Recreation Facilities**

The City of Shawano maintains 25+ park recreational sites/trails, and the Woodlawn Cemetery comprising a total of over 111 acres. The largest park (Eberlein) has 25 acres while Memorial and Martzke parks have 18.4 and 17.4 acres respectively. The remaining parks are neighborhood (5-10 acres) and mini-parks that are less than one acre in size. An approximate 93 acres of public open space is available at the three public school sites. Although not always available for public use, the Shawano County Fairgrounds provides City residents with another 55.66 acres of valuable open space. Murray Creek Nature Conservancy is located within the City boundaries at 311+ acres and is the largest natural resources area. The City completed an update to its Comprehensive Outdoor Recreation Plan (CORP) in 2019. Please see this document for more detailed information of the City's parks system.

### ***Acreage Standard***

The most common standard for public parks and open space in a community is 10 acres for each 1,000 residents<sup>8</sup>. Typically, this acreage is comprised of parkland and school properties. This standard assumes a balance of recreational needs and is accommodated on the available acreage. If, for example, the community's open space meets the standard but is largely undeveloped natural area, it may need additional land to provide an adequate number of ball-fields or picnic facilities. Generally, communities must also accommodate the recreational needs

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<sup>7</sup> <https://wisedash.dpi.wi.gov/Dashboard/dashboard/18110>

<sup>8</sup> Standards for Outdoor Recreation Areas. American Planning Association, PAS Report 194.

of residents in adjacent rural areas, where the range of recreational facilities may be limited. Communities such as Shawano that attract a sizable number of visitors or have a high seasonal population also may need additional land to provide adequate facilities to meet this increased demand on its park system.

**Facilities Standard**

This standard pinpoints the number of recreational facilities, such as tennis courts or picnic tables that should be found in a community based on its population. While this standard is useful in discovering major discrepancies, a more accurate reflection of a community’s actual need for specific facilities is found in the demands placed on the system by local residents. A community with an extremely active adult softball program, for example, would have a need for more diamonds than another community where this activity is non-existent. Similarly, the demand for basketball courts in a community like Shawano, where every driveway is a potential court, would be less pronounced than in a highly urban setting.

**Park Site Standards**

Park site standards adopted through the National Recreation Park Association (NRPA) helps planners determine the size and service areas for various types of parks. These standards also identify an appropriate range of facilities each type of park should generally contain to provide residents with a diversity of accessible recreational opportunities. The types or classifications of parks most common in communities the size of Shawano are rec-lots, neighborhood parks and playgrounds, and community parks.

The distinction between the various types of parks is the role they serve in meeting a community’s overall recreational needs. As with area and facility standards, the park site standards that have been applied to each of these general park classifications are useful only to the extent that they disregard factors which make each community unique. Tables 5-1 and 5-2 reflect the needs analysis from the current CORP on land needs for its growing population.

**Table 5-1: Park Land Needs**

Year	Population	City Parks Acres	Acres Needed	(+/-)	Meets Standard**
2010	9305	113.43	93.05	20.38	Yes
2015	9335	113.43	93.05	20.08	Yes
2020	9665	113.43	96.65	16.78	Yes
2025	10020	113.43	100.2	13.23	Yes
2030	10330	113.43	103.3	10.13	Yes
2035	10410	113.43	104.1	9.33	Yes
2040	10300	113.43	103	10.43	Yes
<b>Average Surplus</b>			<b>99.09</b>	<b>14.34</b>	

\*Source: \*\*Standard is 10 A per 1,000 capita.

Population Source: DOA 2016 Population projections and US Census data

**Table 5-2: Population vs. Acreage of Parks Needed Today and Tomorrow by Neighborhood**

Needed Today				
2018 Population	10 acres/1000 Needed	Supplied	(+/-)	Neighborhood
2798	27.98	21.25	-6.73	Northwest
1257	12.57	81.43	68.86	Northcentral
4733	47.33	90.53	43.2	Southcentral
630	6.3	12.8	6.5	Southwest
709	7.09	309.59	302.5	Eastside
Needed Tomorrow				
2023 Population	10 acres/1000 Needed	Supplied	(+/-)	Neighborhood
2738	27.38	21.25	-6.13	Northwest
1236	12.36	81.43	69.07=	Northcentral
4745	47.45	90.53	43.08	Southcentral
614	6.14	12.8	6.66	Southwest
718	7.18	309.59	302.41	Eastside

\*Includes School and Nature areas, and county owned parks in the neighborhood boundary, neighborhoods include some surrounding town populations.

\*\*Standard is 10 acre per 1,000 capita. | Population Source: ESRI Business Analyst Data

## FACILITY CONDITIONS AND UPGRADES

Table 5-3 examines the current conditions and future capacity needs for each essential community facility.

**Table 5-3: Facility Conditions, Capacity Needs, and Future Upgrades**

Utilities and Community Facilities	Future Capacity Needs	Project Description	Timeframe
Water Supply	Currently met	Support the extension for the municipal water service into areas planned for future City development as development occurs.	Ongoing
		Lead Line Replacement Program	2021-2022
Sanitary Wastewater Disposal	Currently met	Upgrade sewer lines and treatment capacity and design as needed	Ongoing
Stormwater Management	Currently met		
Solid Waste and Recycling	See next column	Landfill to close and become transfer station	5 years

<b>Utilities and Community Facilities</b>	<b>Future Capacity Needs</b>	<b>Project Description</b>	<b>Timeframe</b>
City Buildings	Currently met	No planned projects	
Parks	Currently met	Create updated CORP every five years (last one done in 2020)	2024
Telecommunication Facilities	Currently met	Current and future needs are met by private providers	
Power Facilities	Currently met	Current needs are met	
Child Care Facilities	Currently met	Future needs will be met by private parties	
Health Care Facilities	Currently met	Continue to coordinate with ThedaCare Medical Center-Shawano, Aurora, and Prevea to ensure that facilities are able to expand, as needed	
Schools	Currently met	Continue to coordinate with the school district and private schools on the siting of future school facilities	
Police	Currently met	Services and facilities are adequate to serve the City in the planning period	
Fire and EMS	Currently met	Continue to cooperate with the towns of Belle Plaine, Richmond, Waukechon, and Wescott as well as with Shawano Ambulance Service on facility and storage needs	
Cemeteries	Currently met	Current needs are met	
Shawano Municipal Airport	Currently met, runway recently completed		
Library	Needs are met by County		
Construction of Downtown Plaza		Creation of downtown plaza	2022

## GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

<b>Utilities and Community Facilities Goal:</b> Promote an effective and efficient supply of utilities, facilities, and services that meets the expectations of City residents.	
Objective	Discourage low-density, unsewered urban development in the unincorporated areas surrounding the City..
Objective	Coordinate utilities and community facilities planning with land use, transportation, natural resources, and recreation planning.
Objective	Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns.
Objective	Ensure that basic public services, such as adequate police and fire protection, street services, sanitary sewer services are made available to all residents.
Objective	Provide quality accessible park, recreation, and open space facilities and services to meet the needs of all age groups in Shawano.
Objective	Provide quality public outdoor recreation sites and adequate open space lands for each neighborhood in the City.
Objective	Consult and review Comprehensive Outdoor Recreation Plan when considering new outdoor recreation sites and/or improving existing sites.
Objective	Develop and construct Downtown Plaza area.
Objective	Work with County to plan for renewable and alternative energy, including consideration of charging stations for electric vehicles.

### Policies and Programs

Policy: Preserve key sites for community facilities via the official map (see the Transportation chapter).

Policy: Maximize the use of existing utilities and facilities, and plan for an orderly extension of municipal utilities.

Policy: Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.

Policy: Encourage quality accessible school and library facilities, programming, and services to meet the needs of all age groups in the City.

Policy: Continue to improve and expand access to the Wolf River, without impairing the river ecosystem.

Policy: Continue requiring that all proposed residential developments dedicate land for public parks or pay a fee in lieu of land dedication.

Policy: Monitor school enrollment trends and work with the school district and private schools to secure a location(s) for future school facilities as the need for additional schools arise.

Policy: Investigate proper uses for Murray Creek Nature Conservancy with the Mountain Bay State Trail.

Policy: Continue to require all new large-scale development in the City to make provisions for handling stormwater. Such facilities should be constructed prior to the commencement of development.

Policy: Continue to cooperate with the private sector to provide access to exceptional health care and child care facilities. Cooperate with ThedaCare, Prevea, Aurora, and other providers to ensure that this important community facilities are able to expand, as needs arise.

Policy: Require connections to sanitary sewer for all future Residential (sewered), Mixed Residential, and Planned Neighborhood development (also see the Land Use chapter and the Future Land Use map).

Policy: Do not extend public water service or sanitary sewer service in Agriculture and Resource Preservation areas until and unless the City changes the future land use category for such areas through a Comprehensive Plan amendment (also see the Land Use chapter and the Future Land Use map).

Policy: Continue to acquire land along the Wolf River for expansion of the Wolf River Sturgeon Trail, in accordance with the City of Shawano Comprehensive Open Space and Outdoor Recreation Plan and the Shawano City Bike Trail Corridor Plan.

Policy: Generally follow the timetable shown in Table 5-3 to create, expand, or rehabilitate community facilities and utilities.

Policy: Keep government service buildings in downtown area.

Policy: Continue to include school district and private schools in planning decisions.

Policy: Support transitional housing development initiatives for individuals dealing with drug and alcohol misuse.

Program: Continue to implement and complete City's Lead Line Replacement Program.

# CHAPTER 6: AGRICULTURAL, NATURAL, & CULTURAL RESOURCES



## INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. While both agricultural acreage and the number of farms have generally been on the decline throughout the state, it is still an important component of the economy, especially in Shawano County. Natural features such as topographic relief, lakes, streams, wetlands and soils also have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use

## AGRICULTURAL RESOURCE INVENTORY

### Character of Farming

Farming is an important activity in the countryside surrounding the City of Shawano. Cropland and farmland account for seven percent (320.4 acres) of the City's total land area<sup>1</sup>, with agricultural land generally scattered throughout the eastern half of the City. Agriculture is especially significant in the towns that surround the City and is the predominant land use in eastern Shawano County. From 2012-2017, Shawano County saw a decrease in the overall number in farms and the overall land utilized as farmland; however, the overall acres per farm

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<sup>1</sup> ECWRPC data, 2021

grew from 204 in 2012 to 217 in 2017. The market value of agricultural products sold per farm increased from 2012 to 2017 from \$198,858 to \$219,851, respectively<sup>2</sup>.

### **Assessment of Farmland Viability**

Prime farmland is generally defined as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and= managed according to acceptable farming methods.<sup>3”</sup>. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2017, was used to determine prime farmland.

Generally, prime farmland is found on the City’s borders, with more contiguous areas falling outside of city limits. These areas can be found on Map 6-1.

### **Farmland Preservation Efforts**

Local farmers can participate in programs and initiatives that are intended to preserve long-term farming activities. The United States Department of Agriculture’s (USDA) Farmland Service Agency has several programs to encourage responsible farmland stewardship through financial incentives. These programs include the following: Conservation Reserve Program, Farmable Wetlands Program, and the Emergency Conservation Program. The National Resource Conservation Service, an agency of the USDA, also has programs in place for farmland preservation assistance.

The State of Wisconsin offers the Farmland Preservation Program, which strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. Tax credits are handled through the State’s Department of Revenue. In Shawano County, six towns are managed under the County’s farmland preservation zoning ordinance and one additional town, Hartland, administers its own.

### **Community Gardens**

Community gardens provide access to local food. They allow people without access to land to grow their own food and to share knowledge and skills. Some people find that gardening relieves stress, encourages social interaction, increases physical activity and encourages people to eat more vegetables and healthy foods. The City of Shawano oversees one community garden, which is located at the corner of Lieg Avenue and Water Street, across from Judd Park.

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<sup>2</sup> USDA Agricultural Census, National Agricultural Statistics Service, 2017 data

<sup>3</sup> [https://efotg.sc.egov.usda.gov/references/public/CO/5a\\_Prime\\_Farmland\\_Definition.pdf](https://efotg.sc.egov.usda.gov/references/public/CO/5a_Prime_Farmland_Definition.pdf). February 2021.

## NATURAL RESOURCE INVENTORY

Understanding the extent and location of the City's natural features suggests possible advantages for particular land uses. It also is essential to understand the location of environmentally sensitive areas where development may not be appropriate. This may prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features also is important for the functions they perform for natural communities.

### Ecological Landscapes



An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon the levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The City of Shawano falls almost entirely within the

Northeast Sands Landscape, with small segments in the northwest and south-southeast falling with the Northern Lake Michigan Coastal Landscape, as determined by the State of Wisconsin Department of Natural Resources. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are described in the following sections.

### Topography

The topography in the City of Shawano was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. These landscape features are most prominent in the western half of Shawano County. Elevations in the City range from 810 feet above sea level along the Wolf River and the Shawano Lake Outlet to 865 feet above sea level in the southeastern portion of the City.

The bedrock geology of the City and the extraterritorial area is made up of two distinct formations that divide the area<sup>4</sup>. These bedrock formations are:

- Cambrian Group: a layer is comprised of sandstone with some dolomite and shale.
- Prairie du Chien Group: a layer running north and south through the area comprised of dolomite with some sandstone and shale.

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<sup>4</sup> Bedrock Geology of Wisconsin, 2005; University of Wisconsin-Extension Geological and natural History Survey.

## **Metallic and Non-metallic Resources**

Glacial deposits consist of soil, subsoil, sediment, sand, gravel, and/or stone and are characterized by a variety of depths and patterns throughout the City. The City's bedrock and glacial deposits provide many valuable non-metallic minerals such as sandstone, sand, and gravel that are used for road construction, housing, and commercial developments. Currently, there are no active non-metallic mining operations located in the City of Shawano or in the County, because metallic minerals are not present in high quantities. However, there are some limited deposits of copper and other base metals in the northwestern portion of Shawano County.

## **Groundwater**

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all of the water for domestic, commercial and industrial uses in the City of Shawano.

The quality of groundwater in the City is generally good. However, groundwater contamination is of concern due to the characteristics of the bedrock and surficial geology found in some parts of the City. Areas with permeable soils and a high water table are the most susceptible to contamination from specific urban land uses. The majority of the City's underlying aquifer is only moderately susceptible to contamination. While it is important to recognize that the City's groundwater supply can be affected by the horizontal movement of water beneath the surface, in general, the City is less susceptible to groundwater contamination than rural areas because City wells are much deeper than private wells. A graphic representation of groundwater resources is displayed on Map 6-2.

## **Groundwater Recharge Potential**

According to a report prepared by the Wisconsin Geological and Natural History Survey<sup>5</sup>, the sandy soils in Shawano County and surrounding counties have a higher potential for recharge. Maintaining recharge is important for both supply for water consumption and to maintain natural features. Map x displays the recharge potential for the City of Shawano, which show that areas with low water recharge potential are found on the eastern half of the City. Table 6-1 below, displays the recharge potential for the City of Shawano.

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<sup>5</sup> Groundwater Recharge in Menominee, Shawano, Waupaca, and Waushara Counties, Wisconsin, Estimated by a GIS-Based Water-Balance Model, 2013.

**Table 6-1: Groundwater Recharge Potential for the City of Shawano**

Class	Acres	Percent
Low Water Recharge Potential (0" - 2"/year)	0.2	0.0%
Medium Water Recharge Potential (2" - 4"/year)	78.6	1.8%
High Water Recharge Potential (4" - 8"/year)	951.3	21.4%
Very High Water Recharge Potential (> 8"/year)	3222.6	72.7%
No Rating	183.0	4.1%
Total	4435.6	100.0%

Source: East Central Wisconsin Regional Planning Commission, 2021

### Groundwater Contamination Susceptibility

The ease that pollutants can be transported from the land surface to the top of the groundwater or “water table” defines a groundwater’s susceptibility to pollutants. Materials that lie above the groundwater offer protection from contaminants. However, the amount of protection offered by the overlying materials varies, depending on the materials.

The WDNR, in cooperation with UW-Extension, the Wisconsin Geological and Natural History Survey and USGS, evaluated the physical resource characteristics that influence sensitivity in order to identify areas sensitive to contamination. Five resource characteristics were identified: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics of surficial deposits. Each of the five resource characteristics was mapped, and a composite map was created. A numeric rating scale was developed and map scores were added together.

An index method was used to determine susceptibility; however, this method of analysis is subjective and includes quantifiable or statistical information on uncertainty. This limits the use of the information for defensible decision making. Therefore, while groundwater contamination susceptibility maps can be useful, this level of uncertainty must be kept in mind.

The ground water in the City of Shawano is generally less susceptible to groundwater contamination based on the five characteristics. However, the groundwater susceptibility varies widely throughout Shawano County. Table 6-2 and Map 6-3 display groundwater contamination susceptibility for the City.

**Table 6-2: Groundwater Susceptibility in the City of Shawano**

	Acres	Percent
Very High	3.7	0.1%
Somewhat High	0.0	0.0%
Moderate	384.5	8.7%
Somewhat Low	3546.0	79.9%
Very Low	501.3	11.3%
Total	4435.6	

Source: ECWRPC, 2021

## Depth to Groundwater

Groundwater depth can impact building foundations, utility and street construction, and other factors. Approximately 41 percent (1818.33 acres) of the City has groundwater present within two feet or less.

## Watersheds and Surface Waters

The City is located entirely within Wolf River Basin, straddling three watersheds. The Wolf River Basin drains over 3,600 square miles and portions of eleven counties in northeastern Wisconsin. The U.S. EPA approved the Upper Fox and Wolf Total Maximum Daily Loads (TMDL) Report. More information can be found via the WDNR's website<sup>6</sup>. The northeastern corner of the City is located in the West Branch Wolf River Watershed; the north-central portion of the City is located within the Shawano Lake Watershed; and the southern portion of the City is located within the Middle Wolf River Watershed. Drainage from these watersheds flows into either the Wolf River or Shawano Lake via existing ditches, wetland areas, and streams. Currently, this Basin faces many challenges to its overall ecological health, including non-point source water pollution, the loss of shoreland habitats, and the presence of various exotic invasive species. Map 6-4 displays the surface water resources for the City, including wetlands and floodplains.

The Wolf River, which traverses the western edge of the City, is the Wolf River Basin's most significant water resource. The Shawano Lake Outlet Channel joins Shawano Lake, on the eastern edge of the City, with the Wolf River. Shawano Lake is one of Wisconsin's largest and most heavily-used water bodies and is classified as a 303(d) Restoration Waters (impaired waters with a restoration plan in place)<sup>7</sup>. Impaired waters, as defined by Section 303(d) of the federal Clean Water Act, are those waters that do not meet the state's water quality standards.

Every two years, states are required to submit a list of impaired waters to EPA for approval. The law requires that states establish priority rankings for waters on their list and specify the total maximum amount of a pollutant that each water body can receive and still meet water quality standards. In Shawano County, portions of Murray Creek, the Little Suamico River, the Oconto River, and the Pensaukee River are on the 303 (d) impaired waters list, along with several unnamed tributaries or local waterways. It should be noted that for most waterways, only a portion of the waterway found on the list, not typically the entire lake, river, or stream. Being on the 303 (d) impaired waters list indicate that these waterways need a restoration plan; this also may make them eligible for cleanup funds.

Shawano Lake is joined by the Shioc River, White Clay Lake, Black Creek, Kroenke Creek, Long Lake, Mud Lake, Schoenick Creek, and several unnamed waterways on the 2020 restoration waters list. Being on the restoration waters list means that there is an Environmental Protection Agency (EPA)-approved plan to address the impairments.

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<sup>6</sup> <https://dnr.wisconsin.gov/topic/TMDLs/FoxWolf/index.html>. February 2021.

<sup>7</sup> <https://dnr.wisconsin.gov/topic/SurfaceWater/ConditionLists.html>. February 2021.

## **Floodplains**

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged to minimize property damage.

Map 6-2 shows the 149.2 acres of land in the City classified as floodplain, comprising approximately 3.4 percent of the City's total land area. Floodplain areas in the City are located along the Wolf River, the Shawano Lake Outlet Channel, and Shawano Lake. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

## **Wetlands**

According to the WDNR's Wetland Inventory Maps, wetland habitats comprise 17.6 percent (781.5 acres) of the City's total land area, not including small tracts of wetland that are less than five acres. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Several large tracts of wetland are located in the eastern, less-developed portion of the City and along the Wolf River. The City regulates shoreland zoning with the Water Frontage Overlay District. This district overlays other districts and includes all land 75 feet inward from the ordinary high watermark. Its regulations further restrict provisions of the underlying district.

## **Woodlands**

The City of Shawano lies within Wisconsin's northern forest community, as described by the Wisconsin Department of Natural Resources., which is characterized by a mixture of coniferous and deciduous forest types. Typical tree species include Hemlock, Beech, Sugar Maple, Yellow Birch, Aspen, and White and Red Pine. While dense hardwood forests and timber stands are more characteristic of the western portion of Shawano County, large tracts of woodlands in the City of Shawano are associated with wetland habitats and low-lying areas along the Wolf River, Shawano Lake Outlet, and Murray Creek and are a mixture of lowland hardwoods and conifers.

## **Soils and Steep Slopes**

Soils support the physical base for development and agriculture within the City. Knowledge of their limitations and potential difficulties is helpful in land use such as residential development, utility installation and other various projects. Three general soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the City<sup>8</sup>. Map 6-5 displays soil classifications in and around the City.

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<sup>8</sup> Soil Survey of Shawano County, Wisconsin, United States Department of Agriculture Soil Conservation Service.

As shown on Map 6-4, steep slopes exceeding a 12 percent grade are scattered mostly throughout the less intensely developed portions the City. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. Map 6-6 displays suitability for development based on soil type.

### **Rare Species Occurrences/Natural Areas**

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Shawano County. In order to protect these species and communities, the exact location is not available to the public; however, Shawano County does have a copy of this database. Whenever a request comes into the county for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by town. A review of the NHI Township Search Tool database revealed a number of species (Table 6-3) for the City and areas surrounding the City. This database is incomplete since not all areas within the state have been inventoried. Thus, the absence of a species within this database does not mean that a particular species or community is not present. Nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used. Generalized versions of the data base are included on Map 6-7

### **Exotic and Invasive Species**

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, emerald ash borer, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

**Table 6-3: Inventory of Rare and Endangered Species by Town**

<u>Scientific Name</u>	<u>Common Name</u>	<u>WI Status</u>	<u>Federal Status</u>	<u>Group</u>
<b>Township 26N, Range 15E</b>				
Acipenser fulvescens	Lake Sturgeon	SC/H		Fish
Alasmidonta marginata	Elktoe	SC/P		Mussel
Alasmidonta viridis	Slippershell Mussel	THR		Mussel
Boechera missouriensis	Missouri Rock-cress	SC		Plant
Cicindela patruela	Northern Barrens Tiger Beetle	SC/N		Beetle
Emydoidea blandingii	Blanding's Turtle	SC/P	SOC	Turtle
Epioblasma triquetra	Snuffbox	END	LE	Mussel
Erimyzon sucetta	Lake Chubsucker	SC/N		Fish
Glyptemys insculpta	Wood Turtle	THR	SOC	Turtle
Moxostoma carinatum	River Redhorse	THR		Fish
Northern dry-mesic forest	Northern Dry-mesic Forest	NA		
Quadrula quadrula	Mapleleaf	SC/P		Mussel
Tritogonia verrucosa	Buckhorn	THR		Mussel
<b>Township 26N, Range 16E</b>				
Acipenser fulvescens	Lake Sturgeon	SC/H		Fish
Alasmidonta marginata	Elktoe	SC/P		Mussel
Botaurus lentiginosus	American Bittern	SC/M		Bird
Buteo lineatus	Red-shouldered Hawk	THR		Bird
Centronyx henslowii	Henslow's Sparrow	THR	SOC	Bird
Cochlicopa morseana	Appalachian Pillar	SC/N		Snail
Emydoidea blandingii	Blanding's Turtle	SC/P	SOC	Turtle
Epioblasma triquetra	Snuffbox	END	LE	Mussel
Floodplain forest	Floodplain Forest	NA		
Glyphyalinia rhoadsi	Sculpted Glyph	SC/N		Snail
Glyptemys insculpta	Wood Turtle	THR	SOC	Turtle
Moxostoma carinatum	River Redhorse	THR		Fish
Northern dry-mesic forest	Northern Dry-mesic Forest	NA		
Northern mesic forest	Northern Mesic Forest	NA		
Northern sedge meadow	Northern Sedge Meadow	NA		
Northern wet-mesic forest	Northern Wet-mesic Forest	NA		
Paracloeodes minutus	A Small Minnow Mayfly	SC/N		Mayfly
Protonotaria citrea	Prothonotary Warbler	SC/M		Bird
Quadrula	Mapleleaf	SC/P		Mussel
Sand prairie	Sand Prairie	NA		
Simpsonaias ambigua	Salamander Mussel	THR	SOC	Mussel
Stenelmis fuscata	A Riffle Beetle	SC/N		Beetle
Tritogonia verrucosa	Buckhorn	THR		Mussel
<b>Township 27N, Range 15E</b>				
Acipenser fulvescens	Lake Sturgeon	SC/H		Fish
Alasmidonta marginata	Elktoe	SC/P		Mussel
Alasmidonta viridis	Slippershell Mussel	THR		Mussel
Epioblasma triquetra	Snuffbox	END	LE	Mussel
Erimyzon sucetta	Lake Chubsucker	SC/N		Fish
Glyptemys insculpta	Wood Turtle	THR	SOC	Turtle
Lake--deep, soft, seepage	Lake--Deep, Soft, Seepage	NA		

Northern dry-mesic forest	Northern Dry-mesic Forest	NA		
Northern mesic forest	Northern Mesic Forest	NA		
Northern wet-mesic forest	Northern Wet-mesic Forest	NA		
Quadrula quadrula	Mapleleaf	SC/P		Mussel
Simpsonias ambigua	Salamander Mussel	THR	SOC	Mussel
Tritogonia verrucosa	Buckhorn	THR		Mussel
<b>Township 27N, Range 16E</b>				
Alasmidonta marginata	Elktoe	SC/P		Mussel
Alasmidonta viridis	Slippershell Mussel	THR		Mussel
Cicindela patruela patruela	Northern Barrens Tiger Beetle	SC/N		Beetle
Eleocharis flavescens var. olivacea	Capitate Spike-rush	SC		Plant~
Eleocharis quadrangulata	Square-stem Spike-rush	END		Plant
Eleocharis robbinsii	Robbins' Spike-rush	SC		Plant
Emydoidea blandingii	Blanding's Turtle	SC/P	SOC	Turtle
Epioblasma triquetra	Snuffbox	END	LE	Mussel
Erimyzon sucetta	Lake Chubsucker	SC/N		Fish
Juncus vaseyi	Vasey's Rush	SC		Plant
Littorella uniflora	American Shoreweed	SC		Plant
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Other
Northern dry forest	Northern Dry Forest	NA		
Northern hardwood swamp	Northern Hardwood Swamp	NA		
Northern mesic forest	Northern Mesic Forest	NA		
Pine barrens	Pine Barrens	NA		
Utricularia resupinata	Northeastern Bladderwort	SC		Plant

Source: WDNR Natural Heritage Inventory 2021 search, <https://dnr.wi.gov/topic/NHI/Data.asp?tool=township&mode=detail>

### State Natural Wildlife Areas

The City does not have any State Natural Areas or Wildlife Areas within its boundaries.

### Parks, Recreation, and Open Space

The City of Shawano maintains 25 park recreational sites and trails in addition to the Woodlawn Cemetery. This totals 111 acres of open space for the City that is maintained by the City. Eberlein is the largest park with 25 acres. An additional 93 acres of public open space is available at the City's public schools, and the Shawano County Fairgrounds provides another 55.66 acres of open space. The Murray Creek Nature Conservancy is also found within the City and contains 311 acres, which makes this the largest natural resource are in the City. More information on parks can be found in the Utilities and Community Facilities chapter of this Plan.



## CULTURAL RESOURCES INVENTORY

The City of Shawano and the entire region was once home to the Menominee and Chippewa Native American tribes. They hunted and fished the rivers and lakes of this region for hundreds of years prior to the arrival of the Europeans. In 1673, French Jesuit priest Jacques Marquette and Jean Nicolet journeyed through the County, but this did not result in French settlement. Samuel Farnsworth came to the region in 1843 via the Wolf River and realized the potential for lumbering. A year later Charles Wescott established a sawmill at the junction of the Wolf River and Shawano Lake. On the November 10, 1845, the first steam-powered boat, The Manchester, arrived at what is now the City of Shawano on the Wolf River. By 1851, logging had spread out from the Shawano area to other rivers that flowed into the Wolf. In 1853, the population of the region had grown to 254 inhabitants and “Shawanaw” County was established as a separate County from sections of Oconto and Outagamie Counties. The name Shawanaw comes from the Native American Sha-wa-Nah-Pay-Sa, which meant “lake to the south” in both Menominee and Chippewa; the current spelling was adopted in 1864. As the County grew and the land was logged off, German settlers moved to the region in large numbers to clear the land of stumps, drain the swamps, and establish farms that remain to this day. Joining these pioneers were also Bohemians, Norwegians, Irish, and, to a lesser degree, English and French immigrants. While lumbering still contributed to the economy, the County’s primary economic activity was dairy farming and associated industries after 1900. Located at the heart of the County’s economic activity, the City of Shawano was first incorporated as a village in 1871 and graduated to a fourth-class city in 1874. Main Street was originally part of the old military road that functioned as a supply route for river drivers and lumbermen. As the City continues to grow, each generation of residents has added to the cultural, religious, and architectural flavor of the community. Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. The following sections describe the City of Shawano’s significant historic and archeological resources.

### Historic Resources



The Wisconsin Historical Society’s Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State – such as round barns, cast iron bridges, commercial buildings, school houses, and turn-of-the-century homes – that create Wisconsin’s distinct cultural landscape. The AHI includes 415 documented structures in the City of Shawano. Listed properties include the American Legion and Community Hall, the Wisconsin and Northern Railroad Depot, and numerous residences.

The Wisconsin Historical Society’s Division of Historical Preservation (DHP) is a clearing house for information related to the state’s cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties

in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. Table 6-4 displays the three sites that fall under at least one of the historic registers.

**Table 6-4: National Register and State Register of Historic Places in the City of Shawano**

Reference Number	Historic Name	Registry
99000440	Shawano Main Street Historic District	State and National Historic Registers
13000865	Lincoln School	State and National Historic Registers
00001241	Post Office	National Historic Register

The National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. Therefore, it is important to access the most updated version of the National Register properties. This can be found by accessing Wisconsin State Historical Society's website.

The Shawano County Historical Society seeks to "preserve the culture and history of Shawano County by creating a vibrant learning experience and serving as a repository for current and future generation."<sup>9</sup> The Historical Society is situated in Shawano County's Heritage Park, and it hosts several historic buildings and gardens, including the John Kast House, one-room schoolhouse, reconstructed 1800's log cabin, agriculture museum at the "Oil House", 1930's limestone building, replica and diorama of Zachow Depot, and a restored country church<sup>10</sup>.

### Archaeological Resources

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date information on sites within the City, contact State Historic Preservation Officer at the Wisconsin State Historical Society.

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<sup>9</sup> <https://www.shawanohistory.org/about-us/> (February 26, 2021)

<sup>10</sup> <https://www.shawanohistory.org/about-us/> (February 26, 2021)

## Other Cultural Resources

In addition to historic and archaeological resources, the City’s modern-day culture is distinguished by various unique landmarks and events:

Shawano Historic Main Street District: Shawano’s main street hosts a number of community events such as Oktoberfest, the Annual Holiday Open House and Annual Holiday Stroll, the Downtown Car Show, the farmer’s market, the Downtown Family Fun Festival, and others.



- County Fairgrounds: The County fair is held here every year in August/September. The fairgrounds also host a number of other annual events, such as flea markets.
- Shawano Speedway: Hosts Saturday Night Stock Car Races.
- Mielke Arts Center: Hosts arts shows such as the Annual Shawano Folk Music Festival and the Annual Arts and Crafts Fair, and theatre productions from the Box in the Wood Theatre Guild.
- Shawano Community Fly Out: Located at the Shawano Airport.
- School Events: The local schools host a number of annual community events, such as Kids from Wisconsin, the Homecoming Game, and the Fall Parade and Homecoming.
- SunDrop Dayz
- Thursdayz @ Franklin summer series
- Shawano is home to the largest sea plane base in the Midwest.

## GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

<b>Agricultural, Natural, and Cultural Resources Goal: Encourage the preservation of agricultural lands and resources in areas surrounding the City until such time as urban development in the City is warranted, as determined by the City.</b>	
Objective	Promote reasonable and responsible development patterns and maintain a buffer between City development and the countryside.
Objective	Work with surrounding towns to direct new homes to urban locations where other municipal services, such as sewer and water, already are located.
Objective	Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas around the City.
Objective	Work with the surrounding towns and the County to help preserve farming as a viable occupation and way of life.

### Policies and Programs

Policy: Work with surrounding communities to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural uses and that preserves agricultural character.

Policy: Work with surrounding towns to encourage a land use pattern that directs more intensive development into the City or into other urban communities and preserves natural resources and productive agricultural lands in rural areas.

Policy: Support the continuation and expansion of agricultural support businesses and industries in appropriate areas designated in this Plan.

Policy: Carefully consider the location of productive agricultural lands before making decisions on the expansion of City services or growth.

Policy: Pursue intergovernmental agreements with surrounding towns to help preserve agriculture in areas proposed to remain agriculture in the Future Land Use Map (Map 8-2).

Policy: Work cooperatively with the County, ECWRPC, and the surrounding towns to explore innovative techniques for preserving agricultural lands in the towns.

Policy: Where appropriate, encourage compact development as well as infill and redevelopment within the City to preserve lands outside the City for agriculture.

Policy: Support business development and direct marketing opportunities (e.g. farmers market) that enhance local markets for farm products.

Program. Market agricultural products through farmers markets, community-supported agriculture programs; restaurants, schools, hospitals; and food processors

<b>Agricultural, Natural, and Cultural Resources Goal: Protect and enhance natural features and ecological systems in the City's planning area.</b>	
Objective	Recognize that the City of Shawano's character is in large part defined by the Wolf River, Shawano Lake, and the abundance of other natural resources and open spaces located in and around the City.
Objective	Protect natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources.
Objective	Encourage retention of valuable urban forests within the City.
Objective	Protect surface water and groundwater quality, particularly associated with the Wolf River and Shawano Lake.
Objective	Link the preservation of natural resources with recreational opportunities for residents and tourists.
Objective	Protect environmental corridors.
Objective	Build on natural resources to promote tourism.

## **Policies and Programs**

Policy: Consider utilizing subdivision review authority and official mapping authority to protect environmental corridors and significant environmental features within the City's extraterritorial jurisdiction.

Policy: Utilize state and federal grants monies to the extent possible, acquire riverfront properties as they become available for the purposes of enhancing public access to the River in developing a riverwalk (also see the Utilities and Community Facilities Chapter).

Policy: Preserve environmental corridors by discouraging new buildings in mapped environmental corridors wherever possible.

Policy: Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites (also see the Economic Development chapter), monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.

Policy: Draw on the City's natural resources, such as the Wolf River, Murray Creek Conservancy, and Shawano Lake to promote tourism and local economic development.

Policy: Cooperate with other units of government and non-profit land conservation agencies on the preservation of natural resources that are under shared ownership or that cross jurisdictional boundaries

Policy: Where appropriate, encourage a compact development pattern, mixed use development, infill, and redevelopment in the City to preserve open spaces and natural resources.

Policy: Support responsible development practices that promote the preservation of natural resources.

Policy: Strive to enhance and enforce erosion control and stormwater management standards, emphasizing the use of natural drainage systems, construction site erosion control, and permanent, ongoing stormwater management and erosion control measures that control the quality, quantity, and temperature of water leaving any site.

Policy: Require completion of a site inventory and analysis in advance of development.

Program: Take a leadership role in promoting citywide environmental health.

Program: Link natural area preservation with recreational opportunities.

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<b>Agricultural, Natural, and Cultural Resources Goal: Preserve Shawano's small-city character along with its historic and cultural resources.</b>	
Objective	Identify and promote the preservation of unique historic and archaeological areas within the City's planning area.
Objective	Preserve the character of the Main Street Historic District and the City's traditional neighborhoods.
Objective	Build on local assets to cultivate a unique City character.

### **Policies and Programs**

Policy: Promote the restoration and rehabilitation of historic buildings to enhance the viable economic use of these structures.

Policy: Identify opportunities to work with local historic preservation organizations to protect resources that contribute to the City's character.

Policy: Ensure that new development in the downtown is compatible with the historic character of existing buildings.

Policy: Work with the towns to continue to organize and support local festivals, fairs, and markets that celebrate the area's heritage and way of life.

Policy: Emphasize the importance of the downtown as a gathering place and community focal point.

Policy: Adopt and implement downtown design guidelines.

Program: Distinguish community entryways.

# CHAPTER 7: ECONOMIC DEVELOPMENT



Planning for economic development is an ongoing process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and a talented workforce. As such, it is important to understand the existing resources that serve as assets for economic development efforts. Map 7-1 shows an overview of this within the City of Shawano. The state's Smart Growth legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element also must address strengths and weaknesses for economic development in the City and identify key types of industry or business that the residents of the City would like to see within it. This chapter addresses these requirements.

## **EXISTING ECONOMIC DEVELOPMENT FRAMEWORK**

This section details labor force trends, educational attainment, employment forecasts, income data, and other economic development characteristics of the City. While this data is presented in earlier chapters, it delves into more detail in this chapter for the purposes of understanding key trends as they pertain to economic development for the City.

### **Labor Force Trends**

The City's labor force is the portion of the population that is employed or available for work. The

labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment and only considers residents over the age of 16. According to 2014-2018 ACS data, 4,222 City residents were in the labor force (59.3 percent of the population over age 16). Of these, 4,138 were employed; the City’s unemployment rate is 1.2 percent. Detailed information regarding County labor force trends is included in the Issues and Opportunities chapter.

### **Educational Attainment and Income**

According to the 2018 ACS 5-Year estimates, 92 percent of the City’s population age 25 and older had attained a high school level education or higher. Approximately 12 percent of the population had an Associate’s Degree, while 18 percent of this same population had attained a college-level education (bachelor’s degree or higher). With the exception of the Town of Waukechon, the City has the highest percentage of people without a high school degree in the County. In contrast, City has the third highest percentage of people with a college degree, with the towns of Waukechon and Belle Plaine having the two highest percentages.

According to ACS 2018 5-Year estimates, median household income in the City of Shawano was \$42,940. Almost twenty-two percent of households reported an income between \$50,000 and \$74,999, with the next highest percentage of City residents (13.8 percent) earning between \$15,000 to \$24,999. Compared to the State, the County, and adjacent municipalities, the City has both the lowest median household income and per capita income at \$42,940 and \$26,956, respectively. Table 7-1 compares the City’s median household income and per capita income with neighboring townships.

**Table 7-1: Median Household Incomes**

	<b>Median Household Income</b>	<b>Per capita Income</b>
City of Shawano	\$42,940	\$26,956
Town of Waukechon	\$68,750	\$30,312
Town of Belle Plaine	\$70,368	\$33,189
Town of Richmond	\$66,313	\$32,358
Town of Wescott	\$53,811	\$36,776
Village of Cecil	\$55,833	\$33,291
Shawano County	\$54,143	\$28,051
Wisconsin	\$59,209	\$32,018

Source: 2018 ACS 5-Year Estimates Table S1901

### **Workforce Data**

As discussed in Table 2-10 of the Issues and Opportunities chapter, the top three occupations for City residents aged 16 years and older are as follows: management, business, science, and

arts (32.3%); production, transportation, and material moving (23.2%); and sales and office (19.1%).

The top three occupations for median income are as follows: management, business, science, and arts (\$45,296); natural resources, construction, and maintenance (\$42,750); and production, transportation, and material moving (\$33,246).

To take a deeper look into workforce, Table 7-2 displays employment by industry. The top three industries providing employment for City of Shawano residents are as follows: educational, health, and social services; manufacturing; and retail trade. The industries providing the highest median income are as follows: public administration (\$52,552); transportation and warehousing, and utilities (\$50,882); manufacturing (\$41,705).

**Table 7-2: Employment by Industry in City of Shawano**

	Shawano		
	Estimate	%	Median Income
Civilian employed population 16 years and over	4,138	100%	\$ 30,483
Agriculture, forestry, fishing and hunting, and mining	154	3.7%	\$ 26,765
Construction	153	3.7%	\$ 22,375
Manufacturing	838	20.3%	\$ 41,705
Wholesale trade	109	2.6%	\$ 26,435
Retail trade	631	15.2%	\$ 19,354
Transportation and warehousing, and utilities	88	2.1%	\$ 50,882
Information	53	1.3%	\$ 21,750
Finance, insurance, real estate, and rental and leasing	125	3.0%	\$ 32,426
Professional, scientific, management, administrative, and waste management services	215	5.2%	\$ 40,685
Educational, health and social services	1,033	25.0%	\$ 28,125
Arts, entertainment, recreation, accommodation and food services	484	11.7%	\$ 29,732
Other services (except public administration)	97	2.3%	\$ 23,708
Public administration	158	3.8%	\$ 52,552

Source: Sources: ACS 2014-2018 C24030, B24031

Table 7-3 displays the top employers for the City of Shawano. This shows there is a diverse mix of industry for the top 10 employers, ranging from industrial to retail to medical.

**Table 7-3: Top Employers in City of Shawano<sup>1</sup>**

Name of Employer	Number of Employees
AARROWCAST INC	300
THEDA CARE MEDICAL CTR-SHAWANO	222
WALMART SUPERCENTER	187
WOOD PORT DOORS	150
OWENS FLOORING	150
SHAWANO COUNTY SHERIFF DEPT	144
REINHART FOODSERVICE LLC	135
WOODPORT DOORS LLC	125
SHAWANO HEALTH SVC LLC	116
CHARLIE'S COUNTY MARKET	110

Source: Esri Business Analyst 10.8.1, 2020 data set

### Commuting Patterns and Worker Inflow/Outflow

Commuting patterns provide some indication of the distance residents have to travel to find employment. According to ACS 2011-2015 Residence County to Workplace Commuting Flow of Shawano County, just over 58% of Shawano County's workforce is employed inside the County. Of the 8,380 workers commuting to places outside the County, 35.25 percent (2,954 workers) commute to Brown County. Waupaca County and Marathon County are the second and third most common work- place destinations, drawing 16.77 and 12.59 percent of the commuting workforce, respectively (1,405 and 1,055 workers). The fourth most common workplace destination was Outagamie County with 10.19 percent of commuters, or 854 workers. Nearly 1,700 more Shawano County workers commute to one of the other nearby counties: Menominee, Langlade, Oconto, and Winnebago.

In contrast, 3,350 workers commute *into* Shawano County for employment from locations, such as Marathon County (722 workers), Oconto County (653 workers), Waupaca County (646 workers), and Brown County (434 workers). In 2015, Shawano County residents spent an average 23 minutes traveling to work. In contrast, City of Shawano residents spent an average of 19.5 minutes traveling to work<sup>2</sup>.

According to 2017 employee workflow data, 4,240 employees living outside of the City commute into the City for work. Within the City's labor force 68.3% commute outside of the City for their

<sup>1</sup> This data is derived from ESRI Business Analyst in 2020, which provided a duplicate set of data for Wood Port Doors. Updated data sets can be obtained through ESRI Business Analyst.

<sup>2</sup> Source: Source: ACS 2014-2018, B08006, B08012, B08013

primary source of employment. Tables 7-4 and 7-5 display characteristics based on work outflow/inflow.

**Table 7-4: Wage of Worker by Outflow/Inflow Characteristic**

<b>Outflow</b>	Workers Earning \$1,250 per month or less	596	20.2%
	Workers Earning \$1,251 to \$3,333 per month	1,194	40.4%
	Workers Earning More than \$3,333 per month	1,163	39.4%
<b>Inflow</b>	Workers Earning \$1,250 per month or less	935	22.1%
	Workers Earning \$1,251 to \$3,333 per month	1,707	40.3%
	Workers Earning More than \$3,333 per month	1,598	37.7%
<b>Interior Flow</b>	Workers Earning \$1,250 per month or less	362	26.6%
	Workers Earning \$1,251 to \$3,333 per month	625	45.9%
	Workers Earning More than \$3,333 per month	375	27.5%

Source: <https://onthemap.ces.census.gov/> 2017 Data

**Table 7-5: Age of Worker by Inflow/Outflow**

<b>Outflow</b>	Workers Aged 29 or younger	748	25.3%
	Workers Aged 30 to 54	1,553	52.6%
	Workers Aged 55 or older	652	22.1%
<b>Inflow</b>	Workers Aged 29 or younger	987	23.3%
	Workers Aged 30 to 54	2,134	50.3%
	Workers Aged 55 or older	1,119	26.4%
<b>Interior Flow</b>	Workers Aged 29 or younger	329	24.2%
	Workers Aged 30 to 54	697	51.2%
	Workers Aged 55 or older	336	24.7%

Source: <https://onthemap.ces.census.gov/> 2017 Data

To understand where residents travel for work, Table 7-6 shows the top 10 destinations for work for City residents.

**Table 7-6: Top 10 Places for City of Shawano Residents to Be Employed**

	<b>Count</b>	<b>Share</b>
Shawano city, WI	1,362	31.6%
Green Bay city, WI	287	6.7%
Appleton city, WI	154	3.6%
Clintonville city, WI	147	3.4%
Legend Lake CDP, WI	140	3.2%
Ashwaubenon village, WI	111	2.6%
Milwaukee city, WI	93	2.2%
Keshena CDP, WI	90	2.1%
Bonduel village, WI	84	1.9%
Madison city, WI	61	1.4%

Source: <https://onthemap.ces.census.gov/> 2017 Data

Table 7-7 displays the top 10 places Shawano employees reside.

**Table 7-7: Top 10 Places of Residence for Shawano Employees**

	<b>Number</b>	<b>Percentage</b>
Shawano city, WI	1,362	24.3%
Green Bay city, WI	116	2.1%
Clintonville city, WI	103	1.8%
Bonduel village, WI	95	1.7%
Appleton city, WI	62	1.1%
Oshkosh city, WI	42	0.7%
Milwaukee city, WI	38	0.7%
Ashwaubenon village, WI	34	0.6%
Gillett city, WI	33	0.6%
Legend Lake CDP, WI	33	0.6%

Source: <https://onthemap.ces.census.gov/>, 2017 Data

## **ENVIRONMENTALLY-CONTAMINATED SITES**

The Wisconsin DNR’s Environmental Remediation and Redevelopment Program maintains a list of contaminate sites in the state. As of November 2020, WisDNR’s RR Sites Map (online) documented five (5) contaminated sites in the City of Shawano undergoing investigation and/or cleanup. There are three types of sites listed in the WisDNR database: Spills, Leaking Underground Storage Tanks (LUST), and Environmental Repair Sites (ERP). Table 7-8 contains

a list of the contaminated sites included in the WisDNR database:

**Table 7-8: Contaminated Sites in the City of Shawano**

Site Description and Location	Type
Shawano LF #665, Beauprey Road	ERP
Former County HWY Shop, 1 <sup>st</sup> Street	ERP
Martins One Hr Drycleaners, E. Green Bay Road	ERP
Fairview Strip Mall, E. Green Bay Street	ERP
Former Big Lug Trailers, Beauprey Road	ERP

Source: DNR Database, 2020

The number and location of contaminated sites within the City will change over time as existing sites are remediated and closed and new sites are discovered through environmental site assessments and underground storage tank abandonment.

The WisDNR defines brownfields as “abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Examples of brownfields might include a large abandoned industrial site or a small corner gas station. A contaminated site does not usually meet the definition of a brownfield as most business and industries continue to function while investigation and remediation is implemented.

Brownfield redevelopment programs seek to return abandoned or underused industrial and/or commercial sites to active use by cleaning up environmental contamination and encouraging redevelopment of the sites. The Wisconsin Economic Development Corporation (WEDC) and WisDNR administer grant programs that fund brownfields cleanup that will encourage redevelopment. These programs provide funds for environmental studies that are intended to gauge the nature and extent of the contamination and for the cleanup of the contaminated sites. More information on the requirements a community must meet to receive these grants is available through the WEDC and WisDNR.

Reuse of brownfield properties promote efficient land use by building on existing infrastructure and can provide additional economic opportunities within the City. The City will continue to seek funding and promote brownfield redevelopment within its jurisdictional boundaries.

## **ECONOMIC DEVELOPMENT PROGRAMS**

Local, state, and national programs exist to offer support in supporting and enhancing economic development in communities. Below is a list of such programs.

- **Shawano County Economic Progress, Inc. (SCEPI)** is a non-profit corporation dedicated to promoting economic vitality throughout Shawano County. This organization acts as a technical resource and facilitator for communities and business partners. SCEPI is dedicated to assisting business partners by providing services that address its top priorities: business start-ups, business expansions, new business development,

relocation, technical and financial assistance, business retention, planning, research and application preparation, government liaison, and technology zone tax credits. It also manages the **Shawano County Revolving Loan Fund**, which provides low-interest loans to qualifying business ventures in Shawano County.

- **Industrial Development Revenue Bonds** are issued to local industries through the City of Shawano.
- **City of Shawano Economic Development Revolving Loan Fund.** This matching loan fund is available to any business looking to locate or expand within the City of Shawano. At least one full-time job must be retained or created for every \$20,000 loaned to the business.
- The City's **Industrial Park Incentive Program** offers financial credits to new industries or businesses based upon the number of jobs created over a two- year period.
- The City has five active **Tax Increment Financing (TIF) districts**. TIF is used as a funding tool to facilitate desired development that would not happen “but for” the use of TIF. Incremental tax dollars collected from rising property values within a TIF district are used to finance public improvements and/or to narrow an evident funding gap for a private development investment.
- The **Community Development Block Program** has a series of grant programs to boost economic development and revitalization in a community.
- **Venture Capital Investment Program.** The venture capital investment program was created as part of 2013 Wisconsin Act 41. This program will help create jobs and promote economic growth in Wisconsin by identifying new investors for Wisconsin.
- The **Community Development Investment Grant Program** provides support for urban, small city, and rural community redevelopment efforts for shovel-ready projects.

## ECONOMIC STRENGTH

POLICOM Corporation, an independent economic research firm specializing in analyzing local and state economies, annually ranks the local economies of the 384 Metropolitan and 542 Micropolitan Statistical Areas in the United States.

Metropolitan Statistical Areas have at least one urbanized area of 50,000 or more population, plus any adjacent territory that is economically and socially tied to the urbanized core, as evidenced by workforce commuting patterns. Micropolitan areas must have an urbanized area of at least 10,000 population but less than 50,000 population and must include at least one county. The rankings are based on the area's level of consistent quality growth over an extended period of time, using various data sectors, such as the growth of workers' earnings, overall economic stability, and per capita income maintenance.

### POLCOM'S Study

The economic strength study measures twenty-three different economic factors over a seventeen-year period. The formulas determine how an economy has behaved over a period of time.

The City of Shawano is a Micropolitan Area and was ranked 286 out of 542 in 2020. The adjacent Metro areas of Green Bay (ranked 72 in 2020), Oshkosh (107), Appleton (89), and Wausau (171); as well as the Micro areas of Stevens Point (22), and Wisconsin Rapids / Marshfield (108) are represented. These economic health rankings show that all neighboring Metro economies were in the top 1/3 of the national rankings, and all neighboring Micro economies were in the top 1/5. The greater east-central region of the State has a high level of economic health when compared on a national level.

## **LOCAL ECONOMIC DEVELOPMENT ACTIVITY**

Map 8-1, *Existing Land Use*, shows the location of current economic development activity in City of Shawano. These are the areas categorized as Commercial and Industrial. Commercial development in Shawano is mostly concentrated along East Green Bay Street and in downtown, while Industrial uses are located in the eastern half of the City and southeast of downtown. Additionally, with a major employer relocating its facility in 2019, there is potential for increased commercial development along the County Highway B corridor.

The Shawano Business Improvement District (BID) was created in 1988. The BID includes Shawano's Central Business District, which is the downtown area that links into Green Bay Street. According to the BID's website, the purpose of a BID is to "promote development, redevelopment, and the operation and promotion of Shawano Downtown for the benefit of all businesses and property owners within the BID."

As stated in an earlier section of this chapter, the City has five (5) active TIDs. Tax Incremental Financing (TIF) is a powerful economic development tool municipalities use to promote economic growth. A Tax Incremental Districts (TID) is created by a municipality as a way to promote tax base expansion. It allows a municipality to capture gross property tax revenues from new development within a defined area to pay for improvements within that area. When a TID is created, the existing value of the district is frozen. Any new value generated in the district or the increment is used to support the district for things such as infrastructure, land acquisition, development revenues, etc.

An inventory of vacant sites could create potential for future infill, and the brownfields identified in Table 7-8, if properly remediated, could provide additional sites for opportunity.

## **ECONOMIC DEVELOPMENT ASSESSMENT AND FOCUS**

The Wisconsin comprehensive planning statute requires that this Plan "assess categories or particular types of new businesses and industries that are desired by the local government unit." Tables 7-9 through 7-11 consider strengths and weaknesses for economic development in the City of Shawano. Based on these strengths and weaknesses, the City's desired economic focus is reflected in the goals, objectives, policies, and recommendations below.

In addition to what is noted below, it was mentioned that Wisconsin Manufacturers and

Commerce released a report in 2020 titled *Revitalizing Rural Wisconsin*. The report identified five top challenges facing rural communities:

1. Limited Rural Workforce Availability
2. Rural Gaps in Broadband
3. Stress on Rural Legacy Industries
4. Lack of New Rural Housing
5. Affordability of Rural Healthcare

Overall consensus from the committee overseeing the development of this Plan is that, despite these being listed as five challenges in the report, Shawano has a strength in these areas; however, there may still be limitations and areas of improvement, which are identified below.

Given that economic development is multi-faceted, the strengths and weaknesses were grouped into three main categories: Assets (Table 7-9), Overall Business Climate & Availability of Goods and Services (Table 7-10), and Quality of Life Factors (Table 7-11).

**Table 7-9: Assets**

<b>Strengths</b>	<b>Weaknesses</b>
Highway 29	No business incubator program/lack of entrepreneurial support programs
Green Bay Street Corridor	Lack of skilled labor
Housing program hosted through the City to renovate second floor of buildings on Main Street	Could increase the number of economic development programs
Availability of local lenders	Limited industrial warehousing space and characteristics
Geographic position	
Hospital is a draw for business	
Shawano is the County Seat	
Reasonable utility costs	

**Table 7-10: Overall Business Climate & Availability of Goods and Services**

<b>Strengths</b>	<b>Weaknesses</b>
History of successful companies	Lack of retail
Smaller business districts	Vacant storefronts downtown
Diversity of businesses	Regulations
Downtown provides specialty shops	Need to identify government and business leadership
Concept of remote work may make it possible for people to work remotely while living in Shawano and vice versa	Businesses lacking along Mountain Bay State Trail
Largest economic development district in the County	Employment base needs to grow
Potential for workforce	Need to do more to “sell” the community to potential employers
	Pay scale and lack of high-paying jobs

	Right up against the balance with TIDs??
	Not aggressively recruiting businesses to the community
	Vacant, blighted properties (downtown and Green Bay corridor)—there has been a long history of this, and this will take time to address
	Second floors of downtown buildings are underutilized
	Size of buildings

**Table 7-11: Quality of Life Factors**

<b>Strengths</b>	<b>Weaknesses</b>
Cost of living is less when compared to other communities	Drugs are an issue
Safe community	Lacking housing
Housing is affordable	
Abundance of natural resources	

**GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

<b>Economic Development Goal: Attract, retain, grow, and incubate businesses that enhance Shawano's "small city" character while strengthening and diversifying the non-residential tax base and employment opportunities.</b>	
Objective	Preserve and enhance quality of life throughout the City to encourage and bolster economic development.
Objective	Diversify economic opportunities in the City, while at the same time encouraging the development of economic niches, such as recreational tourism.
Objective	Ensure that the City Zoning Ordinance provides appropriate non-residential zoning districts based on the desired type, scale, layout, and character of different areas of the City.
Objective	Work to accommodate high-quality employment opportunities in areas planned for commercial, office, and industrial uses.
Objective	Plan for an adequate amount of land to accommodate future commercial, office, and industrial development.
Objective	Maintain business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with the preservation of natural and cultural resources.
Objective	Raise median income for residents and employees in the City of Shawano.
Objective	Continue the appropriate use of tax increment financing to promote new industrial development, expansion and relocation of existing industries, and redevelopment.
Objective	Actively market the City and be proactive in recruiting businesses to complement those already located in the area.

**Policies and Programs**

Policy: Support the Redevelopment Authority and SCEPI in continuing efforts to pursue blight elimination in the downtown.

Policy: Encourage mixed use development downtown, particularly the integration of upper-story residences in downtown buildings."

Policy: Consider establishing land use and development standards and benefits for areas located adjacent to Highway 29, key interchanges, and community gateway areas, but not be overly restrictive.

Policy: Provide for and support infrastructure improvements that foster the desired types of economic activity in the Shawano area, including high-speed telecommunications services to promote information-based business development, park and natural area improvements to promote recreational tourism, and public improvements and incentives to promote downtown revitalization.

Policy: Support mixed-use development projects that integrate non-residential and residential uses into high quality, unified places.

Policy: Plan for commercial developments convenient to and integrated with residential neighborhoods (also see the Land Use chapter).

Policy: Encourage the clustering of larger-scale commercial uses in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.

Policy: Support proposals that provide a range of commercial opportunities while still considering the importance of preserving the City's character, existing locally owned businesses, and in the downtown.

Policy: Encourage the expansion of bio-based businesses in appropriate locations, such as in the southeastern portion of the City.

Policy: Locate industries on sites and in areas where they have adequate expansion space to meet anticipated future needs (also see the Land Use chapter and Map 8-2).

Policy: When the City amends its zoning ordinance, consider incorporating standards for commercial and industrial building and site design. Also consider amending exterior lighting and signage ordinances as necessary to emphasize a preference for monument signs."

Policy: Support the economic health of production agriculture, farm family businesses, and the development and expansion of markets for agricultural products (also see the Agricultural Resources chapter)."

Policy: Explore strategies for promoting the downtown as a commercial and civic center for the City and Shawano County.

Policy: Support the clean up and redevelopment of brownfields in the City.

Policy: Promote a vital and healthy downtown by encouraging the redevelopment and reuse of vacant and underused buildings and sites, and by discouraging the relocation of government buildings away from the downtown.

Policy: Discourage unplanned, continuous strip commercial development and an overabundance of competing commercial signs and billboards along major roadways. Instead, provide new shopping and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods.

Policy: Prioritize economic development by implementing creative approaches for economic development, and utilize existing economic development organizations and programs such as the Shawano County Economic Progress, Inc. to advance the City's initiatives.

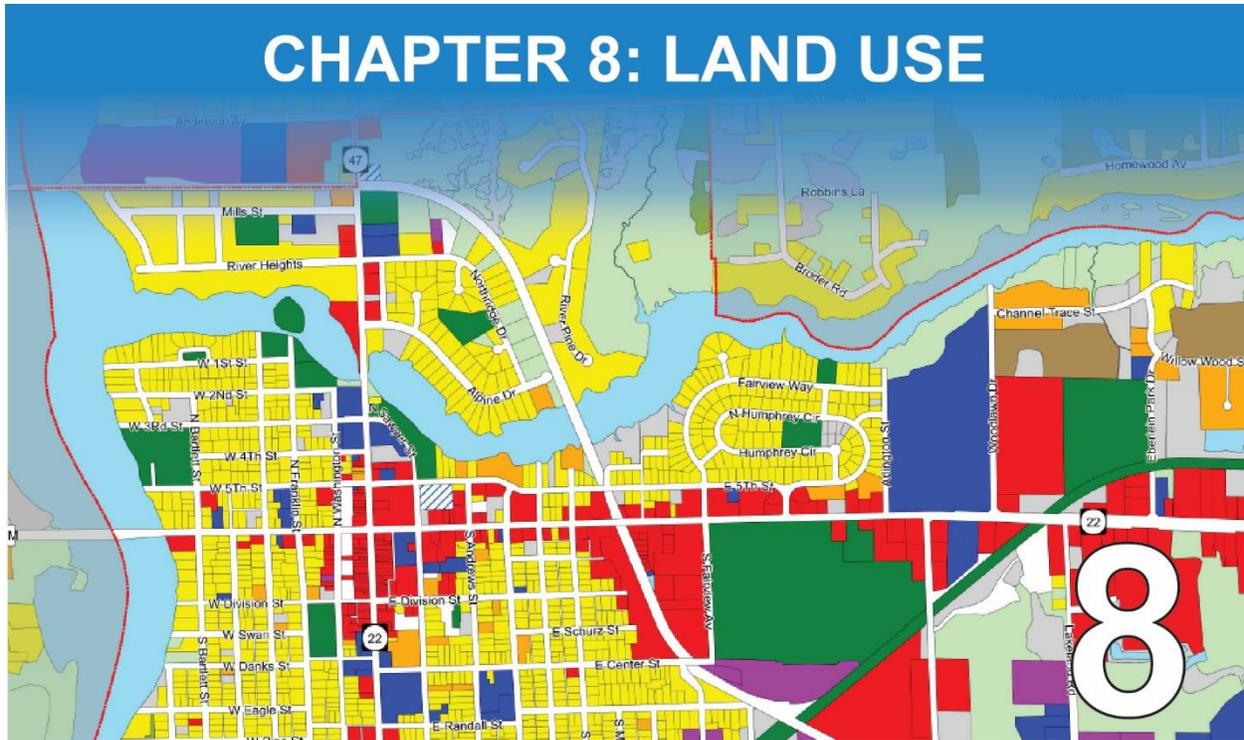
Policy: Build on the area's historic, natural, and cultural heritage to promote day-trip tourism. Efforts may include developing and marketing a "brand" for the Shawano area, encouraging restoration of historic buildings, enhancing access to natural areas such as the Wolf River, continuing to revitalize the downtown, enhancing the City's wayfinding signage system, and promoting events that celebrate the City's history and location along the Wolf River.

Policy: Support efforts that enhance opportunities for local entrepreneurs to start and grow small businesses in Shawano, particularly those that provide jobs or services that do not currently exist in the area.

Policy: Continue the appropriate use of tax increment financing to promote new industrial development, expansion and relocation of existing industries, and redevelopment.

Policy: Actively market the City and be proactive in recruiting businesses to complement those already located in the area

Policy: Work with existing businesses and industries to promote their health and ability to grow.



Land use directly influences, or is influenced by, all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors. This chapter describes existing land use patterns and analyzes development trends. It includes maps showing existing land uses and recommended future land uses, and provides land use data analysis and advice.

### EXISTING LAND USE

A map was prepared of the City's existing land uses in the fall of 2020 using data from Shawano County and East Central Wisconsin Regional Planning Commission. Map 8-1 divides existing land uses in the community into several categories. These categories are representative of existing land use (2021) and do not necessarily reflect the current zoning district designations or the desired future land use pattern. This same set of categories was used to map existing land use for the entirety of Shawano County. Therefore, some of the categories listed below may not be applicable to the City of Shawano.

**Residential.** Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family

includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

**Recreational.** Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (City, city hall, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities, and these uses have their own categories. The landfill in Shawano also has its own category to determine acreage of this particular land use.

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

**Utilities/Communications.** Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

**Woodlands.** Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Open Other Land.** This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

**Water Features.** Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features.

## **EXISTING LAND USE PATTERN**

An accurate depiction of the City's existing land use pattern is the first step in planning for a desired future land use pattern. The City of Shawano encompasses 4,437.2 acres of land and water (6.72 square miles). Table 8-1 summarizes the existing acreage allocated to each of the various land use categories in the City.

**Table 8-1: City of Shawano’s Land Use by Acres**

Land Use	Total Acres	% of Developed Area	% of Total
Total Single Family Residential	773.40	29.73%	17.43%
Multi-Family Residential	113.36	4.36%	2.55%
Commercial	381.88	14.68%	8.61%
Industrial	153.43	5.90%	3.46%
Recreational Facilities	207.54	7.98%	4.68%
Institutional Facilities	222.15	8.54%	5.01%
Utilities/Communications	77.82	2.99%	1.75%
Transportation	671.97	25.83%	15.14%
<b>Total Developed</b>	<b>2,601.55</b>	<b>100%</b>	<b>58.63%</b>
Cropland	232.30		5.24%
Woodlands	992.52		22.37%
Open Other Land	419.04		9.44%
Quarry			0.00%
Water	191.81		4.32%
<b>Total Undeveloped</b>	<b>1,835.67</b>		<b>41.37%</b>
<b>Total Acres</b>	<b>4,437.22</b>		<b>100.00%</b>

Source: ECWRPC, based on 2015 land use data with 2021 MCD boundary

The following section will discuss the land use categories, and it also will provide an overview of net density and land use intensity. Net density “refers to densities where the base land area calculation focuses only on the parcel or, if covering a larger area, excludes certain uses.<sup>1</sup>”. For the purposes of this plan, residential net densities are defined as the number of housing units per acre within the same land use category. Intensity is the degree of activity associated with a particular land use.

### Residential Development

The western third of the City of Shawano is comprised predominately of single-family Residential (Sewered) development, with 765.03 acres (30.67 percent) of the City’s total developed land area. The net density of single-family homes is 3.9 units per acre, and the net density of two-family homes is 7.9 units per acre. Most of the City’s older neighborhoods are

<sup>1</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

characterized by a linear street design pattern and smaller lots. This traditional grid pattern of rectangular blocks with individual lots fronting parallel streets is common in many Wisconsin communities. This design was popular in the early years of the state's development because it efficiently accommodated sewer, water, utility, and street network extensions. This pattern of development also makes it easy to extend street connections into new development. Much of the City's newer residential development is characterized by a more curvilinear street pattern and slightly larger lots. Cul-de-sacs are also more common in the City's new residential developments, making it more difficult to interconnect future development with these neighborhoods. Multi-family residential development is primarily clustered east of the downtown area, in the south-central portion of the City, and in the far eastern portion of the City just south of East Green Bay Street. Multi-family residential areas are at a net density of around 9.4 units per acre. These developments typically consist of apartment buildings and condominiums.

Just to the east of the dense residential development is a mobile home park, which houses 193 units.

### **Commercial Development**

Approximately 13% of developed land in the City of Shawano is Commercial. The majority of these land uses are located in the downtown and along East Green Bay Street extending out to the City's eastern limits. Commercial development in the downtown is generally characterized by a higher density and intensity than commercial developments in other parts of the City. Buildings in the downtown are typically two to three stories tall and built up to the sidewalk with no front or side yard setbacks. The downtown streets lend themselves well to pedestrian and bike traffic. The downtown is also characterized by historic buildings, as this area distinguishes the original main street of the community. Commercial development along East Green Bay Street and in other areas of the City is designed to be accessed by vehicle and generally serves a broader geographic area. Typical businesses along this corridor include franchise restaurants, hotels, gas stations, grocery stores, drug stores, car and equipment rentals, and other similar uses.



The new Reinhart facility is located along CTH B west of the WIS 22/47/55 interchange with WIS 29. The new Reinhart development was built on property annexed by the City in 2019 and could serve as a catalyst for new compatible development along the corridor.

### **Industrial Development**

Industrial uses in the City are located around the intersection of Mountain Bay State Trail and Main Street and east of Waukechon Street in the less densely developed eastern half of the City. Bay Lakes Industrial Park currently has vacant lots, and it is poised for future expansion opportunities.

### **Institutional Facilities and Utilities & Communications**

Because the City of Shawano is the county seat, over 8.73% of the City's developed land is occupied by institutional facilities and utilities & communications facilities, such as the County Courthouse, the County Fairgrounds, the County Sheriff's office, the Shawano Municipal Airport, schools, and the hospital. These facilities are well distributed throughout the City, with many of the County and municipal buildings clustered around the downtown. These facilities are discussed in more detail in the Utilities and Community Facilities Chapter of this Plan.

### Recreational, Open Space, Woodlands, and Open Water

Recreational, open space, and woodlands comprise 36.43 of the total land in the City. These tracts of land provide both active and passive use for residents and visitors. Water, which comprises 191 acres (4%) in the City, provides natural habitat, recreational opportunities, and adds to the local economy.

### LAND DEVELOPMENT TRENDS

A review of historical land development trends provides a foundation for projecting the demand for housing and land in the future. Table 8-2 presents the number and type of housing units constructed in the City between 2010-2021.

**Table 8-2: Number of Housing Units Based on Building Permits Issued**

Year	Residential Building Permits			
	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes
2010	1	0	0	0
2011	3	2	0	0
2012	3	0	0	2
2013	0	0	24	0
2014	1	0	0	0
2015	1	0	0	0
2016	1	2	0	0
2017	5	0	0	0
2018	0	6	0	0
2019	4	1	0	0
2020	4	3	8	0
2021*	10	1	200	0

Source, WI Department of Administration 2019 data and City of Shawano

\*Through July 2021

## LAND MARKET TRENDS

Table 8-3 shows the total equalized value of all property in the City of Shawano and Shawano County from 2015-2020. Over this time period, City equalized values have increased at a lower rate than the County, with total equalized values increasing 13% in the City and 16% in the County.

**Table 8-3: Total Equalized Values of All Property in Shawano and Shawano County**

City of Shawano		Shawano County	
Year	Total Equalized Value	Year	Total Equalized Value
2015	\$ 502,984,500.00	2015	\$ 2,978,852,000.00
2016	\$ 510,067,400.00	2016	\$ 2,998,737,500.00
2017	\$ 507,798,300.00	2017	\$ 3,096,944,300.00
2018	\$ 531,928,300.00	2018	\$ 3,209,687,100.00
2019	\$ 546,277,600.00	2019	\$ 3,324,246,600.00
2020	\$ 569,250,500.00	2020	\$ 3,449,155,000.00
<b>2015-2020 Percent Change</b>	13% increase	<b>2015-2020 Percent Change</b>	16% increase

Source: Wisconsin Department of Revenue, 2015-2020

State of Wisconsin housing statistics provided by the Wisconsin Realtors Association show 3,267 home sales in Shawano County between the years of 2014 and 2020, with an average of 467 sales per year. The most homes in this period were sold in 2020. Table 8-4 shows the median sale price of a home in the County grew steadily during this period, with a median sale price of \$89,000 in 2014 and a median sale price of \$142,000 in 2020. These tables show almost a 60 percent increase in the median sale price of homes in Shawano County from 2014 to 2020.

**Table 8-4: Shawano County Home Sales Year Number of Home Sales Median Sale Price**

Year	Total Number of Sales	Median Sale Price
2014	405	\$89,000
2015	446	\$94,950
2016	485	\$108,500
2017	506	\$115,000
2018	409	\$119,000
2019	480	\$122,250
2020	536	\$142,000

Source: Wisconsin Realtor's Association

## EXISTING AND POTENTIAL LAND USE CONFLICTS

The most common type of land use conflict occurring in Shawano is in areas of the City where residential neighborhoods abut industrial areas without adequate buffering. Such conflicts are located mostly in the area surrounding the intersection of the railroad tracks and the Mountain Bay State Trail southeast of the downtown, and in some areas of the eastern half of the City. Additional conflicts include transitional land use areas, such as Richmond Street where the uses transition from industrial to residential and potential conflicts, such as rental properties versus properties owned by the resident. In the past, the City's boundaries have increased, which allows for additional growth both within and into certain planned areas of the surrounding towns. Over the next 20-25 years, the City will likely need to grow into certain planned areas of the surrounding towns. As the demand for new development continues, especially to the south within the City's boundaries, the City will have to ensure compatibility with multifamily housing and commercial growth. As such, the City and the towns should continue to cooperate so as to avoid future land use conflicts in areas of the towns that are adjacent to the City or to planned City growth areas. Additionally, the growing population base for the City puts Shawano on the trajectory to being a Class III City. One change, should Shawano take the appropriate steps toward a Class III designation, would be to extraterritorial zoning: Shawano's extraterritorial zoning boundary could increase from 1.5 miles to 3 miles.

The recommendations in the Comprehensive Plan are intended to help minimize potential future land use conflicts through the thoughtful placement of new uses and high-quality design and buffering of potential conflicting uses.

## PROJECTED LAND USE SUPPLY AND DEMAND



Wisconsin statutes require comprehensive plans to include five-year projections for land uses over the length of the plan.<sup>2</sup> The projections for the City can be found in Table 8-5. The future land use is also displayed in Map 8-2.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth also is difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no-growth, low-growth, or high growth-option, it is recommended they adequately prepare for

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<sup>2</sup> Wisconsin State Statutes 66.1001.

future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 4,675 housing units in the City. To accommodate for this projected growth, the City must ensure that adequate land is available. Future land demand for residential development is based off the projected increase in households, the percentage split of unit type (e.g. percent of single-family and multi-family housing), and current net density.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2015, the population of the City was 9,164 people, and it estimates that the population will increase to 10,300 people by 2040 (it should be noted that the peak population projection over this period is in 2035, with an estimated population of 10,410 residents).

In total, it is projected that 1,666.91 acres of land in the City will be developed for residential, commercial and industrial purposes. It should be noted that increases in the developed land uses will likely come from losses in undeveloped and agricultural lands.

It should be noted that multifamily housing, due to a new 20-acre, 200-unit development, is on the trajectory to exceed the projections below. Additionally, an extensive housing study, which was being conducted during the drafting of this plan's update, will impact the projections below and guide future development within and surrounding the City.

**Table 8-5: City of Shawano Projected Land Use Demand**

Land Use	2020	Projected 2025	Projected 2030	Projected 2040	Projected 2040	Total Increase
S.F. Residential (includes mobile homes and duplexes)	773.40	807.00	840.60	874.20	941.40	168.00
M.F. Residential*	113.36	117.96	122.56	127.16	136.36	23.00
Commercial	381.88	402.29	422.70	443.11	483.93	102.05
Industrial	153.43	161.63	169.83	178.03	194.43	41.00

Source: ECWRPC, Wisconsin Department of Administration

\*Does not include the multifamily housing in development at the time of this Plan's adoption

**GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

<b>Land Use Goal: Promote an efficient future urban land use pattern comprised of a mix of uses, housing, and densities.</b>	
Objective	Plan for a sufficient supply of land for a variety of land uses, including residential (single-family, two-family, and multi-family), commercial, and industrial.
Objective	Ensure a compatible mix of interconnected land uses consistent with the City's character.
Objective	Direct new development to areas easily served by sanitary sewer and public water service and adjacent to existing development.
Objective	Promote redevelopment and compact new developments that utilize existing infrastructure and utilities wherever practical.
Objective	Promote high-quality building design that corresponds with and complements the character of existing buildings and homes.
Objective	Continue to evaluate the possibility of an additional interchange on WIS 29 near the vicinity of CTH T and BE to serve as a business route through the City.

**Policies and Programs**

Policy: Reserve prime development sites at interchanges for high value office and business uses that attract visitors and/or provide jobs.

Policy: Strive to maintain a buffer between farmland and planned City development areas, as opposed to scattered and leap frog development patterns.

Policy: Require that all new development in the City connect to sanitary sewer and public water systems; discourage development until sewer and water services are available.

Policy: Guide new development to “infill” areas, areas adjacent to existing development, and where logical extensions to streets, sewer lines, and water lines may occur.

Policy: Consider using tools such as intergovernmental discussions and extraterritorial powers to direct intensive new development such as subdivisions and commercial development into the City.

Policy: Promote high-density residential neighborhoods to better manage the rate of community expansion, preserve farmland, and protect natural resources.

Policy: Guide incompatible land uses away from one another, or, where necessary, require adequate buffering between incompatible land uses.

Policy: Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.

Policy: Modify local land development ordinances where necessary to implement the goals, objectives, and recommendations in this Plan, minimize potential land use conflicts, guide

growth and development, ensure high-quality site development, and adequately protect water quality.

Policy: When changes in zoning are proposed that would permit non-residential development on a parcel of land, consider requiring the submittal of a specific development proposal (comprised of a detailed site plan) before approving the rezoning. Approval of the development proposal should be based on the degree to which the project fulfills the goals, objectives, and policies of this Plan.

<b>Land Use Goal: Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the City of Shawano.</b>	
Objective	Ensure that the City has adequate available and developable land for on-going growth in a fiscally and environmentally sustainable pattern.
Objective	Promote the revitalization of the historic downtown and other underused areas of the City such as along East Green Bay Street.
Objective	Maintain and enhance the visual appearance of the City by adding aesthetic elements in high-traffic corridors.

### **Policies and Programs**

Policy: When making updates to the City’s zoning ordinance, explore the adoption of high-quality standards for building, site, landscape, signage, and lighting design in new development projects.

Policy: Consider requiring the submittal of a conceptual neighborhood plan or site plan before considering the rezoning of land to the appropriate development-based zoning district.

Policy: Promote a mix of compatible uses in all new development areas (e.g. small businesses near housing), rather than segregating all land uses into different areas of the City.

Policy: Extend new streets from the existing grid street pattern to maintain interconnectivity within the City.

Policy: Require that street trees be planted along all new City streets. Work to maintain the health and beauty of existing and mature street trees.

Policy: Ensure that new development projects are sustainable and have a positive impact on the community from a fiscal, economic, and environmental perspective, and also with respect to transportation and building quality.

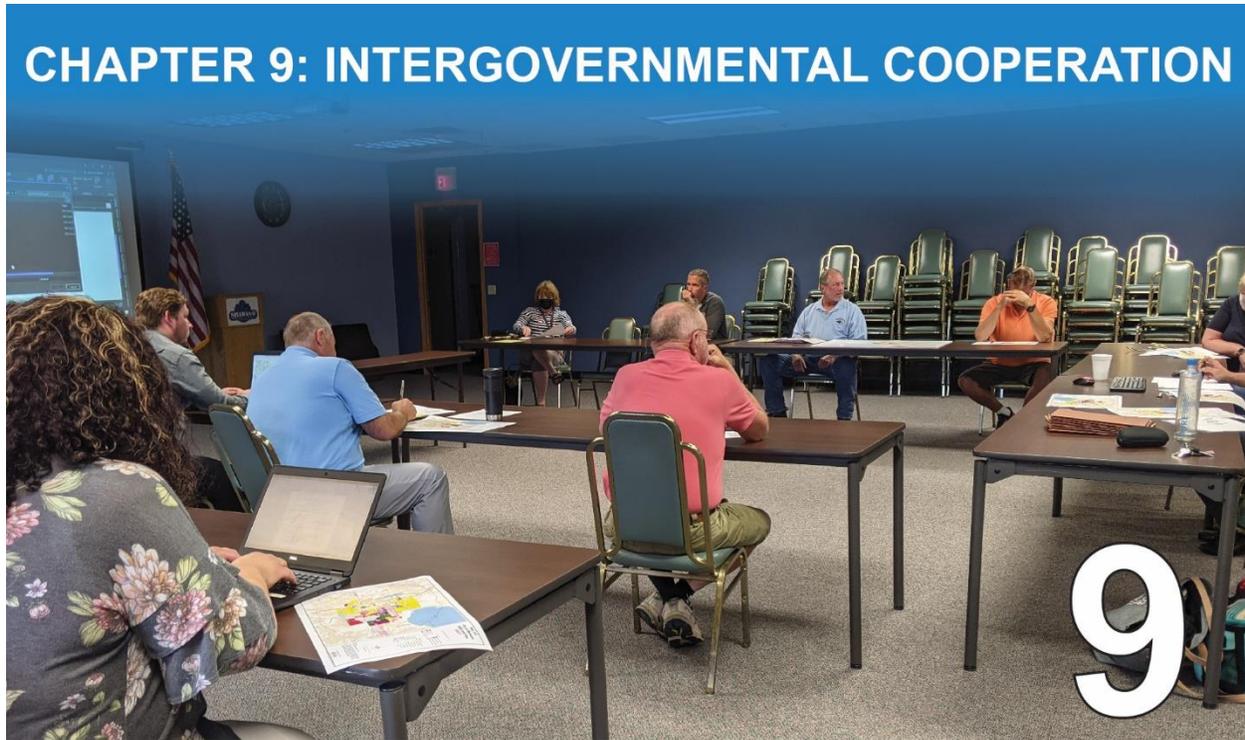
Policy: Preserve and enhance the historic character of the downtown by encouraging compatible new development and redevelopment, preserving historic buildings, revitalizing downtown housing, and encouraging infill.

Policy: Promote smaller lots as strategies to better manage the rate of community expansion, preserve farmland, and protect natural resources (see the Housing and Neighborhood Development chapter).

Policy: Continually evaluate suitability of sidewalks in residential areas where they do not exist.

Policy: Encourage and incentivize developers to install sidewalks in new residential developments.

Policy: Refer to City of Shawano Bicycle and Pedestrian Plan for establishing connections throughout the varying land uses within and around the City.



This chapter of the Plan contains a compilation of background information, goals, objectives, policies, and recommended programs for joint planning and decision making for the City of Shawano with other jurisdictions. It also incorporates by reference all plans and agreements to which the City is a party.

### **COMMUNITY SERVICES AND AGREEMENTS**

The City of Shawano works with a variety of partners to provide and maintain services for residents. Table 9-1 provides an inventory of these services and agreements. More information on these services and additional services can be found in the Utilities and Community Facilities chapter.

**Table 9-1: Inventory of Community Services and Agreements**

<b>Service/Agreement</b>	<b>Partner(s)</b>	<b>Service Area</b>
Fire Protection	Shawano Fire Department	City of Shawano, Belle Plaine, Richmond, Waukechon, and Wescott
Library Services	Shawano County Library	Shawano County
Public Health Services	Shawano-Menominee Counties Health Department	Shawano and Menominee counties
School (K-12)	Shawano School District Private schools	City of Shawano, Belle Plaine, Herman, Navarino, Pella, Red Springs, Richmond, Seneca, Washington, Waukechon, and Wescott
School (Higher Education)	Northwest Wisconsin Technical College	
Sanitary Districts	1. Shawano Lake Sanitary District 2. Shawano Municipal Utilities	1. Shawano Lake area 2. City of Shawano
Housing Authority	Shawano County	Shawano County

## **EXISTING REGIONAL FRAMEWORK**

This section covers the other local, regional, and state jurisdictions operating within or adjacent to the City.

### **Local Jurisdictions**

#### ***Town of Waukechon***

The Town of Waukechon is located at the City’s south border. The Town population was 1,021 according to the 2010 census, a 10 percent increase from 2000, with a 2019 estimated population of 1,043. The Town prepared a comprehensive plan concurrent with Shawano as part of the Shawano Area Communities Comprehensive Planning Project, and it was updated in 2018. Waukechon’s predominant existing land uses are agriculture, open space and forestry, and public open space and recreation. Waukechon’s Plan includes recommendations for agricultural preservation throughout the majority of the Town, with Residential (Sewered) development occurring adjacent to existing residential development in both the northwest corner of the Town and at the intersection of County Highway K and Porter Road. Some sewered residential development is planned for the northwest portion of the Town, and commercial development is planned along the County Highway BE corridor in the northeast corner of the Town and at the southwest corner of the Highway 29/County Highway K interchange.

### ***Town of Washington***

The Town of Washington is located east of the City. The Town population was 1,895 according to the 2010 census, a 0.4 percent decrease from 2000, with a 2019 estimated population of 1,946. The Town prepared a comprehensive plan concurrent with Shawano as part of the Shawano Area Communities Comprehensive Planning Project. Current residential development occurs along the shores of Shawano Lake. There is a mix of both sewerred and unsewerred residential development, with sewerred development occurring closer to the Village of Cecil's boundary. The Town's predominant existing land uses are agriculture, open space and forestry, and public open space. The Town's plan includes recommendations for agricultural and resource preservation throughout a substantial portion of the eastern half of the Town. Residential development is planned for the northwestern and southwestern portions of the Town.

### ***Town of Belle Plaine***

The Town of Belle Plaine is located to the southwest of Shawano. The Town population was 1,855 according to the 2010 census, a 0.6 percent decrease from 2000, with a 2019 estimated population of 1,829. The Town prepared a comprehensive plan concurrent with Shawano as part of the Shawano Area Communities Comprehensive Planning Project. The current land use is predominately agriculture, open space and forestry, and public open space. Current unsewerred residential areas occur in the northeastern portion of the Town and along Round Lake, Grass Lake, Legend Lake, and Pine Lake. Belle Plaine's Plan includes recommendations for agricultural preservation throughout the majority of the Town, with Residential (Sewered) development occurring around the four lakes located in the southern-most portion of the Town, surrounded by unsewerred residential development. Some low density, unsewerred residential development also is planned for the area southwest of Highway 29 in the northeastern corner of the Town at a density of 1 dwelling unit per 10-35 acres. Commercial development is also planned north and south of Highway 29 in the northeastern portion of the Town.

### ***Town of Wescott***

The Town of Wescott is located north and east of the City border. The Town population was 3,183 according to the 2010 census, a 12.9 percent decrease from 2000, with an estimate population of 3,194 in 2019. The Town is separated from the City by the Shawano Lake channel on the north side. The Shawano Municipal Airport is located at the south shore of Shawano Lake in the southern portion of the Town. The Town adopted its comprehensive plan in 2008. The Town's Plan includes residential development in areas served by existing infrastructure and encourage location of commercial and industrial development along Class A highways that go through the Town.

### ***Town of Richmond***

The Town of Richmond is located on the City's northwest side. The Town's population was 1,864 in 2010, an 8.4 percent increase from 2000, with an estimated population of 1,877 in 2019. The Town adopted its comprehensive plan in 2009. The predominant land uses for the

Town are agricultural and open space and woodlands. Currently, residential development is found mainly along the Wolf River and the Red River. The Shawano Paper Mill is located on the eastern portion of the Town, separated from the City of Shawano by the Wolf River. The Town of Richmond's Plan includes growth in the eastern portion and in the sanitary district and an emphasis on preserving agricultural land on the western portion.

### **Shawano County**

Over the past thirty years, Shawano County has experienced moderate growth, with an overall increase of 12.9 percent between 1990 (population of 37,157) to 2010 (population of 41,949). Over this period, the largest population growth was between 1990 and 2000, with a 9.4 percent increase. The 2019 estimated population for the County is 41,755, which is an overall decrease from the 2010 population. The projected population for 2040 is 45,900. As with the City of Shawano, the population is projected to peak in 2035 before a slight decrease between 2035 and 2040. In 2010, 62 percent of the County's population was located in towns, and 38 percent in cities and villages, a ratio that has remained almost constant since 1960.

In 2010, Shawano County adopted its comprehensive plan, which was prepared in partnership with 26 other communities within the County. The Shawano County Comprehensive Plan was last updated in 2013. The predominant countywide land uses are agriculture, open space and forestry, and public open space and recreation. Future land use consideration for the County promotes low maximum densities of development for residential areas in towns in conjunction with minimum and maximum lot sizes. It also plans for equal distribution of both commercial and industrial development, accounting for 50% of nonresidential development being industrial and 50% being commercial. The Plan also specifies, under General Policies of the Land Use Chapter, to "guide intensive new development requiring higher levels of municipal utilities and services...to the villages and cities where sewer, water, and public utilities can be more cost-effectively provided."<sup>1</sup>

### **Cooperation with Local Jurisdictions**

The City of Shawano has the power to annex lands and exercise extraterritorial plat review and zoning in the neighboring towns within 1.5 miles of its borders. The City does not exercise its powers for extraterritorial plat review or zoning, and the City does not have any boundary agreements. The City will continue to maintain communication with neighboring townships and the County, especially regarding future development and growth of the City.

### **Regional**

#### **East Central Wisconsin Regional Planning Commission**

Shawano County, and thus the City, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These

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<sup>1</sup> Shawano County Comprehensive Plan, 2013.

services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work), community facilities (including Sewer Service Area (SSA) planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the City on several projects over the years including transportation, Safe Routes to School, and the Highway 29 intergovernmental workgroup.

**State**

***Wisconsin Department of Natural Resources (WDNR)***

The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs.

***Wisconsin Department of Transportation (WisDOT)***

WisDOT deals with issues related to all transportation uses in the planning area along state-owned roadways.

***Wisconsin Department of Agriculture, Trade, and Consumer Protection***

The Department of Agriculture, Trade and Consumer Protection (DATCP) is the State agency that administers the State’s Farmland Preservation Program.

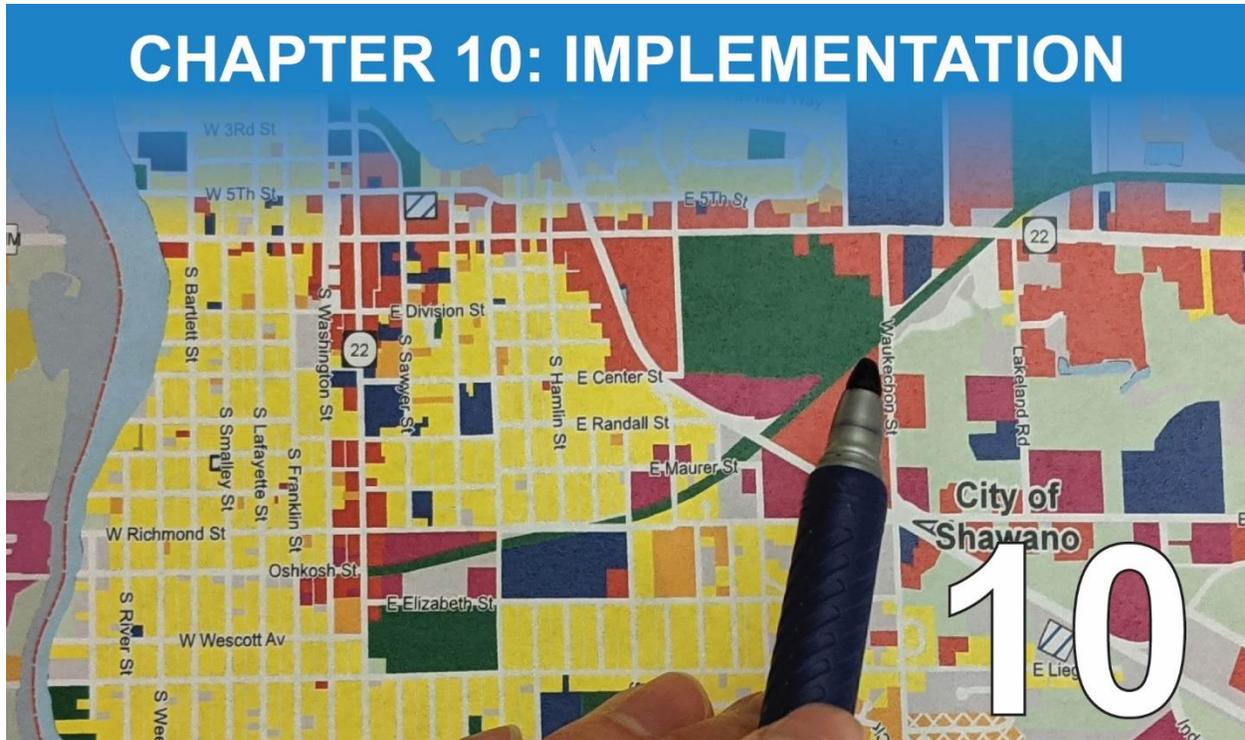
**GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

<b>Intergovernmental Cooperation Goal: Continue to build upon mutually beneficial intergovernmental relations with surrounding and overlapping governments and the Shawano School District.</b>	
Objective	Work with other area governments to provide affordable housing throughout Shawano County.
Objective	Work with Shawano County and neighboring jurisdictions to continue joint comprehensive planning and plan implementation efforts.
Objective	Work with surrounding towns to encourage an orderly, efficient land use pattern that enhances economic opportunities, maintains community character, minimizes conflicts between urban and rural uses, and preserves farming and natural resources in mutually agreed upon areas.
Objective	Work with surrounding communities on issues that cross jurisdictional boundaries, such as transportation and natural resources issues.
Objective	Work with the School District on facilities planning and siting, joint recreational spaces and programming, and other areas of mutual concern.
Objective	Continue to participate in County-level transportation, land use, and economic development efforts.
Objective	Cooperate with the surrounding towns to consider intergovernmental boundary agreements that provide appropriate areas for long-term City and town development, and agricultural, natural area, and open space preservation.
Objective	Stay informed on School District plans to ensure that the City has the opportunity to be involved in decisions that affect City residents, tax issues, transportation, and school facilities.

Objective	Work on joint projects and programs to reduce duplicative services, facilities, and programming.
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### **Policies and Programs**

1. Coordinate with the towns and consider expanding and strengthening the use of extraterritorial powers, land division review, official mapping, and potentially zoning.
2. Work to resolve conflicts between this Plan and the comprehensive plans of adjacent townships. Amend this Plan as necessary to reflect the outcomes of future intergovernmental discussions and mutually supported changes to the comprehensive plans of adjacent townships.
3. Work with neighboring towns, WisDNR, the Village of Cecil, and with local conservation groups on river, watershed, and habitat protection and improvement projects, where appropriate.
4. Continue to work with the county, Shawano County Economic Progress, Inc. (SCEPI), and UW-Extension to help advance economic development strategies in and around the City.
5. Provide copies of this Comprehensive Plan and future amendments to surrounding governments.
6. Continue intergovernmental and shared service agreements for public facilities and services and advocate for additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
7. Continue to work with Shawano County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, services and facilities for consolidation, and local and County ordinance development.
8. Work with agencies like the Shawano County Economic Development, Inc. and ECWRPC to help advance the economic viability in the Shawano area. Where appropriate, invite neighboring towns into the discussions.



Few of the recommendations of this Comprehensive Plan will be implemented immediately following Plan adoption. Specific follow-up actions will be required for this Plan to become reality. This final chapter is intended to provide the City of Shawano with a roadmap for implementation. It includes a compilation of specific actions to be completed.

### **ROLE OF THE PLAN**

All land controls governing the City must be consistent with the adopted comprehensive plan. The City's plan commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the plan commission reviews any petitions for development, the plan should be reviewed. Any recommendations for future land development must be based on the identified goals, objectives, actions, and proposed land use patterns found within this plan, or the plan must be updated and/or amended.

### **PLAN ADOPTION**

A first step in implementing the City of Shawano Comprehensive Plan is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City included all necessary elements for this Plan to be adopted under the State's comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a comprehensive plan. The City followed this process in adopting this Plan, which was formally adopted through a resolution by City Council on November 10, 2021.

## **PLAN MONITORING**

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan, described more fully in the Plan Amendments section that follows.

According to s. 66.1001, effective as of January 1, 2010, if a town, village, city, or county enacts or amends an official mapping, subdivision, or zoning ordinance, the enactment or amendment ordinance must be consistent with that community's comprehensive plan. The City must ensure that its land use decisions are consistent with the Plan. Consistency is discussed later in this chapter.

## **ROLES AND RESPONSIBILITIES**

### **Plan Commission**

The powers and duties of planning commissions have been established by Wisconsin Statutes SS 62.23. The City Plan Commission is the primary entity responsible for implementing and updating this comprehensive plan. As such, the Plan Commission must promote good planning practices within the City. Commission members should be knowledgeable about the contents, visions, goals, objectives and actions of the comprehensive plan. Moreover, the Plan Commission must promote active resident participation in future planning efforts, and should strive to keep the residents and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances follow the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with the goals, objectives and actions of the comprehensive plan.

### **Elected Officials**

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from staff, resident input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

### **City Staff**

While the City's Plan Commission and elected officials make key decisions regarding planning issues, actual implementation and day-to-day activities are conducted by City staff. City staff responsibilities include enforcing zoning and other ordinances, communicating with the

community on planning efforts, creating plans that complement the City's Comprehensive Plan (such as downtown master plans), and providing professional opinions to the City's boards and commissions.

## **OFFICIAL MAPS**

Cities have the authority to develop an official map<sup>1</sup>. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad rights-of-way, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore, the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan:

- Future costs for land acquisitions for local streets and other delineated features are lowered or minimized.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential bypass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a bypass.

If the City adopts an official map, it should ensure that its official map is current and consistent with the comprehensive plan.

## **PLAN ADMINISTRATION**

This Plan will largely be implemented through an ongoing series of individual decisions about annexation, zoning, land division, public investments, and intergovernmental relations. The City of Shawano intends to use this Plan to inform such decisions under the following guidelines:

### **Annexations**

Proposed annexations should be guided by the recommendations of this Plan. Specifically, the Future Land Use map (Map 8-2) of this Plan will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for City development should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council also should

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<sup>1</sup> *Wisconsin Statutes 62.23(6).*

evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, and other pertinent statutory and non-statutory factors.

### **Land Division**

Proposed land divisions should be generally consistent with the recommendations of this Plan. Specifically, the Future Land Use map and the policies associated with the map will be used to guide the general pattern of development and the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council also will evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats, and final plats both within the City limits and the extraterritorial jurisdiction. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

### **Public Investments**

Proposed public investment decisions will be guided by the recommendations of this Plan. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This Plan allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

### **Intergovernmental Relations**

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council also will evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

### **Zoning**

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this Plan. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for planned unit development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties

located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and City Council also will evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this Plan allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (Map x-x):

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the City.
- Encourage local citizens and elected officials to actively participate in ongoing City meetings regarding all zoning and planning issues.
- Amend existing ordinances and develop new ordinances which are reflective of the goals, objectives and actions of all elements in the City's comprehensive plan.

## **CONSISTENCY**

This Plan was developed sequentially with supportive goals, objectives, policies, and programs. Using background information; a Strengths, Weaknesses, Opportunities, and Threats matrix; and data, goals, objectives, policies, and programs were developed. The context from all proceeding chapters assisted in formulating the Future Land Use Map (Map 8-2). To maintain internal consistency, any amendment to the Plan should be accompanied with an overall review of all nine elements and their associated goals, objectives, policies, and programs.

Not only is it important to maintain consistencies within the Comprehensive Plan, the City also should be aware of other planning documents and their relevance to this Plan.

The following is a potential list of ordinance and/or code revisions that may be necessary to implement this Plan.

- Zoning ordinance
- Official map
- Erosion control
- Site plan regulations
- Design review ordinances
- Building codes
- Housing codes
- Sanitary codes
- Subdivision/land division ordinances

## **PLAN AMENDMENTS**

This Plan can be amended and changed. Amendments may be appropriate, particularly in instances where the Plan is becoming irrelevant or contradictory to emerging policy or trends, or

does not provide specific advice or guidance on an emerging issue. Amendments are generally defined as minor changes to the Plan maps or text (as opposed to an “update” described later). In some instances, the City may receive and wish to entertain requests for Plan amendments over the planning period. In addition, the Plan should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided or else the Plan may become meaningless.

The state comprehensive planning law requires that the City use the same basic process to amend this Comprehensive Plan as is used to initially adopt the Plan. This does not mean that new vision forums need to be held or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

It is recommended and encouraged that the Plan Commission and City staff regularly review the Comprehensive Plan.

### **PLAN UPDATES**

The state comprehensive planning law requires that a community’s comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should start the update process in the spring of 2030 (anticipating that this is an 18-month process) so that the update can be adopted prior to 2032. The City should continue to monitor any changes to the language or interpretations of the state law.

### **IMPLEMENTATION TABLE (GOALS AND OBJECTIVES)**

All goals and objectives from throughout this Plan are summarized below. To ensure implementation of this Plan and its goals and objectives, this table should be consulted annually by City staff and the Plan Commission.

<b>Housing Goal: Provide a broad range of housing choices that includes a variety of housing types and densities to promote a safe, healthy living environment for all City residents.</b>		
		Timeframe
Objective	Encourage the development of high-quality homes at all levels, including upscale homes.	0-5 years
Objective	Encourage mixed-use and traditional neighborhood development.	0-5 years
Objective	Promote the maintenance and rehabilitation of the existing housing stock.	0-5 years
Objective	Phase residential development in a manner consistent with public facility and service capacity.	5-10 years
Objective	Support a range of housing opportunities to meet the needs of persons of all income levels, age groups, and special needs.	0-5 years

<b>Housing Goal: Maintain and plan for affordable and workforce housing for all residents, including workforce housing.</b>		
		Timeframe
Objective	Maintain an available supply of lots.	ongoing
Objective	Work with local employers to understand housing needs of employees and potential workforce.	0-5 years
Objective	Based on the land demand analysis provided in this Plan and the Future Land Use Map, plan for a sufficient supply of developable land for housing for a variety of income levels, including low- and moderate-income residents and affordable housing.	0-5 years

<b>Housing Goal: Increase human interaction and create a sense of place in the community.</b>		
		Timeframe
Objective	Work with local employers to understand housing needs of employees and potential workforce.	0-5 years

<b>Transportation Goal: Provide a safe and efficient transportation system that meets the needs of all residents, including highways, local roads, bike trails and lanes, and sidewalks.</b>		
		Timeframe
Objective	Maintain an interconnected multimodal network.	ongoing
Objective	Ensure that transportation system improvements are coordinated with future land development, existing land uses, and community appearance objectives.	0-5 years
Objective	Encourage new neighborhood and non-residential development designs that support a range of transportation options.	0-5 years
Objective	Continue to actively participate in multi-jurisdictional transportation system planning and improvements.	0-5 years
Objective	Provide for adequate road capacities and safe road conditions in cooperation with the county and state.	0-5 years
Objective	Support safe biking and walking routes in the City that serve neighborhoods, parks, the downtown, and other community facilities, gathering places, and services.	0-5 years
Objective	Identify established bus routes and improve promotion of their use.	0-5 years
Objective	Strengthen relationship with Menominee Regional Public Transit to enhance fixed-route transit service within the City.	0-5 years
Objective	Seek to make the airport a more regional attraction through remarketing.	0-5 years

Objective	Continue to work with WisDOT and Shawano County to address traffic capacity issues on critical highways that pass through the City.	0-5 years
Objective	Work with Shawano County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.	0-5 years
Objective	Work towards expanding the existing trail network, and work with the county and state to interconnect local trails and bike routes with the Mountain Bay State Trail.	0-5 years
Objective	Continue to monitor CTH B and Main Street for warrants and crash statistics regarding the possible safety upgrade of the intersection.	0-5 years
Objective	Develop crash hot spot map and monitor intersection crash statistics throughout the City.	ongoing
Objective	Coordinate with other units of government on other forms of transportation, such as transit, rail, air, trucks, and water.	0-5 years

<b>Utilities and Community Facilities Goal: Promote an effective and efficient supply of utilities, facilities, and services that meets the expectations of City residents.</b>		
		Timeframe
Objective	Discourage low-density, unsewered urban development in the unincorporated areas surrounding the City.	0-5 years
Objective	Coordinate utilities and community facilities planning with land use, transportation, natural resources, and recreation planning.	0-5 years
Objective	Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns.	5-10 years

Objective	Ensure that basic public services, such as adequate police and fire protection, street services, sanitary sewer services are made available to all residents.	0-5 years
Objective	Provide quality accessible park, recreation, and open space facilities and services to meet the needs of all age groups in Shawano.	0-5 years
Objective	Provide quality public outdoor recreation sites and adequate open space lands for each neighborhood in the City.	0-5 years
Objective	Consult and review Comprehensive Outdoor Recreation Plan when considering new outdoor recreation sites and/or improving existing sites.	5-10 years
Objective	Develop and construct Downtown Plaza area.	0-5 years
Objective	Work with County to plan for renewable and alternative energy, including consideration of charging stations for electric vehicles.	5-10 years

<b>Agricultural, Natural, and Cultural Resources Goal: Encourage the preservation of agricultural lands and resources in areas surrounding the City until such time as urban development in the City is warranted, as determined by the City.</b>		
		Timeframe
Objective	Promote reasonable and responsible development patterns and maintain a buffer between City development and the countryside.	0-5 years
Objective	Work with surrounding towns to direct new homes to urban locations where other municipal services, such as sewer and water, are already located.	0-5 years

Objective	Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas around the City.	0-5 years
Objective	Work with the surrounding towns and the County to help preserve farming as a viable occupation and way of life.	0-5 years

<b>Agricultural, Natural, and Cultural Resources Goal: Protect and enhance natural features and ecological systems in the City's planning area.</b>		
		Timeframe
Objective	Recognize that the City of Shawano's character is in large part defined by the Wolf River, Shawano Lake, and the abundance of other natural resources and open spaces located in and around the City.	0-5 years
Objective	Protect natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces and groundwater resources.	0-5 years
Objective	Encourage retention of valuable urban forests within the City.	0-5 years
Objective	Protect surface water and groundwater quality, particularly associated with the Wolf River and Shawano Lake.	0-5 years
Objective	Link the preservation of natural resources with recreational opportunities for residents and tourists.	0-5 years
Objective	Protect environmental corridors.	0-5 years
Objective	Build on natural resources to promote tourism.	0-5 years

<b>Agricultural, Natural, and Cultural Resources Goal: Preserve Shawano's small-city character along with its historic and cultural resources.</b>		
		Timeframe
Objective	Identify and promote the preservation of unique historic	0-5 years

	and archaeological areas within the City's planning area.	
Objective	Preserve the character of the Main Street Historic District and the City's traditional neighborhoods.	0-5 years
Objective	Build on local assets to cultivate a unique City character.	0-5 years

<b>Economic Development Goal: Attract, retain, grow, and incubate businesses that enhance Shawano's "small city" character while strengthening and diversifying the non-residential tax base and employment opportunities.</b>		
		Timeframe
Objective	Preserve and enhance quality of life throughout the City to encourage and bolster economic development.	ongoing
Objective	Diversify economic opportunities in the City, while at the same time encouraging the development of economic niches, such as recreational tourism.	0-5 years
Objective	Ensure that the City Zoning Ordinance provides appropriate non-residential zoning districts based on the desired type, scale, layout, and character of different areas of the City.	0-5 years
Objective	Work to accommodate high-quality employment opportunities in areas planned for commercial, office, and industrial uses.	0-5 years
Objective	Plan for an adequate amount of land to accommodate future commercial, office, and industrial development.	0-5 years
Objective	Maintain business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with the preservation of natural and cultural resources.	0-5 years
Objective	Raise median income for residents and employees in the City of Shawano.	0-5 years
Objective	Continue the appropriate use of tax increment financing to promote new industrial	0-5 years

	development, expansion and relocation of existing industries, and redevelopment.	
Objective	Actively market the City and be proactive in recruiting businesses to complement those already located in the area.	0-5 years

<b>Land Use Goal: Promote an efficient future urban land use pattern comprised of a mix of uses, housing, and densities.</b>		
		Timeframe
Objective	Plan for a sufficient supply of land for a variety of land uses, including residential (single-family, two-family, and multi-family), commercial, and industrial.	0-5 years
Objective	Ensure a compatible mix of interconnected land uses consistent with the City's character.	0-5 years
Objective	Direct new development to areas easily served by sanitary sewer and public water service and adjacent to existing development.	0-5 years
Objective	Promote redevelopment and compact new developments that utilize existing infrastructure and utilities wherever practical.	0-5 years
Objective	Promote high-quality building design that corresponds with and complements the character of existing buildings and homes.	0-5 years
Objective	Continue to evaluate the possibility of an additional interchange on WIS 29 near the vicinity of CTH T and BE to serve as a business route through the City.	10+ years

<b>Land Use Goal: Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the City of Shawano.</b>		
		Timeframe
Objective	Ensure that the City has adequate available and developable land for on-going growth in a fiscally and environmentally sustainable pattern.	0-5 years
Objective	Promote the revitalization of the historic downtown and other underused areas of the City such as along East Green Bay Street.	0-5 years
Objective	Maintain and enhance the visual appearance of the City by adding aesthetic elements in high-traffic corridors.	0-5 years

<b>Intergovernmental Cooperation Goal: Continue to build upon mutually beneficial intergovernmental relations with surrounding and overlapping governments and the Shawano School District.</b>		
		Timeframe
Objective	Work with other area governments to provide affordable housing throughout Shawano County.	0-5 years
Objective	Work with Shawano County and neighboring jurisdictions to continue joint comprehensive planning and plan implementation efforts.	0-5 years
Objective	Work with surrounding towns to encourage an orderly, efficient land use pattern that enhances economic opportunities, maintains community character, minimizes conflicts between urban and rural uses, and preserves farming and natural resources in mutually agreed upon areas.	0-5 years
Objective	Work with surrounding communities on issues that cross jurisdictional boundaries, such as transportation and natural resources issues.	0-5 years

Objective	Work with the School District on facilities planning and siting, joint recreational spaces and programming, and other areas of mutual concern.	0-5 years
Objective	Continue to participate in County-level transportation, land use, and economic development efforts.	0-5 years
Objective	Cooperate with the surrounding towns to consider intergovernmental boundary agreements that provide appropriate areas for long-term City and town development, and agricultural, natural area, and open space preservation.	0-5 years
Objective	Stay informed on School District plans to ensure that the City has the opportunity to be involved in decisions that affect City residents, tax issues, transportation, and school facilities.	0-5 years
Objective	Work on joint projects and programs to reduce duplicative services, facilities, and programming	ongoing



## **APPENDICES**





**APPENDIX A**

**PUBLIC PARTICIPATION PLAN**





RESOLUTION NO. 78-20

SPONSORED BY: Plan Commission  
INTRODUCED BY: Strebel  
SECONDED BY: Hoeffs

**ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
CITY OF SHAWANO 2040 COMPREHENSIVE PLAN UPDATE**

**WHEREAS**, pursuant to Section 66.1001 of the Wisconsin Statutes, any program or action of a local governmental unit that affects land use, including but not limited to zoning, subdivision regulation and official mapping, shall be consistent with that local governmental unit’s adopted comprehensive plan beginning January 1, 2010, and such plan must address the nine elements as required by Wisconsin Statutes Section 66.1001(2); and

**WHEREAS**, the City of Shawano has prepared the *City of Shawano Comprehensive Plan* adopted on January 22, 2009 and amended on May 11, 2016 that will be amended to comply with the authority and procedures established by Section 66.1001 and Section 62.23 of the Wisconsin Statutes; and

**WHEREAS**, Section 66.1001(4)(a) of the Wisconsin Statutes requires that the City of Shawano Common Council adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation including open discussion, communication programs, information services and public meetings for which advance notice has been provided, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

**WHEREAS**, the City of Shawano and the City of Shawano Common Council believe that regular, meaningful public involvement in the comprehensive planning process is important to assure that the resulting comprehensive plan reflects the desires and expectations of the public; and

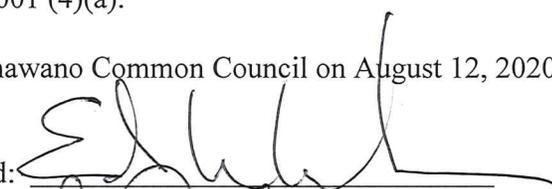
**WHEREAS**, the Plan Commission has reviewed the *Public Participation Plan* and has recommended approval; and

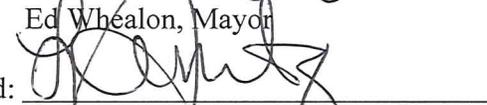
**WHEREAS**, the attached “Public Participation Plan” developed for the *City of Shawano Comprehensive Plan 2040* includes written procedures designed to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

**NOW, THEREFORE, BE IT RESOLVED** that the City of Shawano Common Council hereby adopts the *Public Participation Plan for the City of Shawano Comprehensive Plan 2040* as its public participation procedures to fulfill the requirements of Wis. Stats. Section 66.1001 (4)(a).

This resolution was adopted by the City of Shawano Common Council on August 12, 2020.

Adopted: August 12, 2020

Signed:   
Ed Whealon, Mayor

Signed:   
Lesley Nemetz, City Clerk

## **Introduction & Purpose**

Public participation is an important part of the comprehensive planning process as it helps to ensure that the plan accurately reflects the vision of the community. For a plan to develop decision makers need to hear ideas, thoughts, and opinions from their citizens and stakeholders. The purpose of this public participation plan is to give citizens the opportunity to participate and learn about their community.

Wisconsin's Smart Growth Comprehensive Planning law requires public participation throughout the comprehensive planning process. Wisconsin Statutes, Section 66.1001(4)(a) requires, in part, that,

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

This Public Participation Plan actively involves the general public and key community interests in identifying major issues, establishing a shared vision for the community. It also aids in creating goals, objectives, and policies which help bring that shared vision to fruition. The City of Shawano will use this document as a guide to actively involve community members in the comprehensive planning process by providing them numerous opportunities to offer input and become educated via multiple means of communication.

## **Methods of Public Participation**

The City of Shawano will use several methods to encourage public input throughout the comprehensive planning process for any future updates and amendments. The methods to be employed are as follows:

### **Method 1: Plan Commission & Ad Hoc Members**

The City of Shawano will utilize the Plan Commission as the main body responsible for development of the Comprehensive Plan update. The City may also choose to include other representatives at select meetings to provide input on particular sections of the comprehensive plan. The Plan Commission will be responsible for reviewing data, prioritizing issues and land use alternatives, overseeing the organization of the Plan, and determining goals, objectives and policies based on information gathered from the public.

### **Method 2: Small Workgroups**

As part of the Comprehensive Plan update, a bicycle and pedestrian plan will also be completed. A small workgroup will be formed to complete the work of the bicycle and pedestrian plan. These workgroup meetings will be open to the public and may necessitate a virtual participation option. Any virtual options will be listed on the meeting notice and the meeting agenda. Time for public comment will be set aside at each workgroup meeting.

### Method 3: Public Meetings

Public meetings provide opportunity for both education and input. All Plan Commission and Common Council meetings are open to the public. All agendas and meeting minutes are posted in advance through the City of Shawano website and published as required by State law. As each chapter of the comprehensive plan is developed, it will be reviewed in detail by the Plan Commission at a meeting that is open to the public. Certain situations may necessitate the option for virtual public participation during these meetings. Any option for virtual participation will be included on the meeting's agenda. Time for public participation will be set aside at each meeting.

### Method 4: News Releases/Website/Social Media

News releases are an effective tool to keep both the public and the press informed about the planning process. The City of Shawano will utilize news releases to create public awareness about the comprehensive planning process at key times during the process. In addition, the City will utilize its website and social media (e.g. Facebook) to keep residents and interested parties informed on the planning process, to encourage public involvement, and to provide input/comments to City staff at any time.

### Method 5: Survey and Web-based Public Visioning Portal

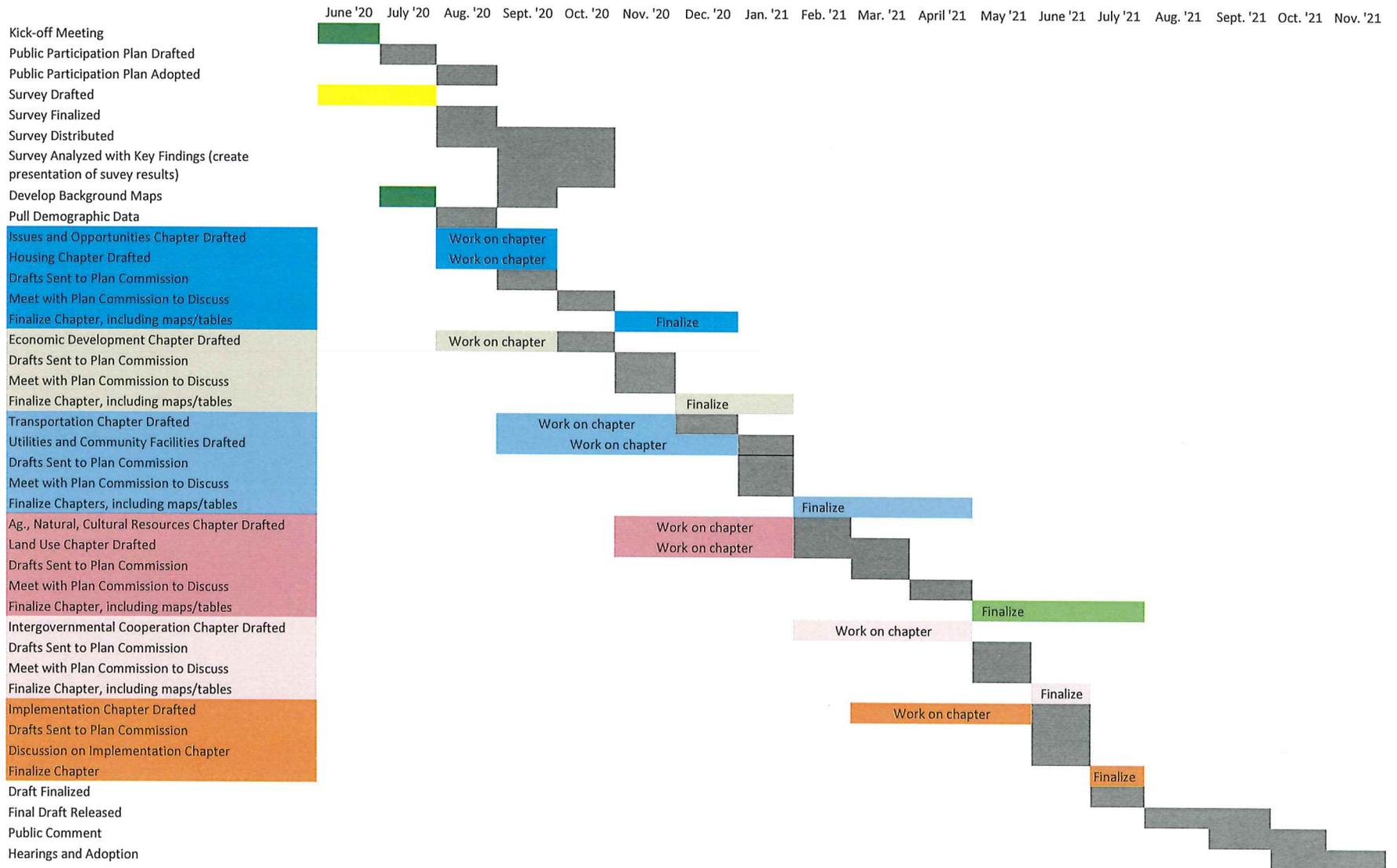
A web-based Survey and Public Visioning Portal will be developed to include survey and GIS mapping technologies (ESRI StoryMaps) to allow residents and stakeholders to participate in a number of exploratory questions and exercises in order to identify specific land use issues, high priority trends, needed physical improvements, and plan implementation opportunities that will be used to maintain or enhance the current Comprehensive Plan. This process will generate materials that will enhance the City's current comprehensive plan by adding several more layers of 'depth' to addressing current issues. These enhancements may include application of specific planning and implementation concepts that were not included in the City's current plan. An additional survey may be conducted to further inform the bicycle and pedestrian plan.

### Method 6: Public Hearings

A public hearing will be held before the City of Shawano Plan Commission prior to the adoption of the *2040 Comprehensive Plan Update*. A class 1 notice (Wisconsin Chapter 985) will be issued at least 30 days prior to the public hearing. The public hearing will consist of a short presentation summarizing and highlighting the major parts of the planning process and the final draft of the Comprehensive Plan. Participants will have the opportunity to provide comments about the draft plan. An official public record of the presentation and all comments will be established. The draft plan will be available for review prior to the public hearing. Interested citizens will also have the opportunity to provide written comments prior to the public hearing, which will be read into the minutes of the hearing. Certain situations may necessitate a virtual option for the public hearing. Any virtual options will be listed on the meeting notice and the meeting agenda.

Future amendments to the Comprehensive Plan will be subject to the public hearing process and the same opportunities for review and comment by the general public as the original approved plan and per Wisconsin Statutes, Section 66.1001(4)(b-d).

City of Shawano Comprehensive Update 2040  
 Appendix A: Public Participation Plan



**PLAN COMMISSION RESOLUTION**

**ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN UPDATE 2040  
FOR THE CITY OF SHAWANO IN SHAWANO COUNTY, WISCONSIN**

**WHEREAS**, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and Section 66.1001(2) identifies the required elements of a comprehensive plan; and

**WHEREAS**, the City of Shawano Plan Commission has the authority to recommend that the City Common Council adopt a “comprehensive plan” under section 66.1001(4)(b); and

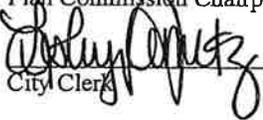
**WHEREAS**, the City has prepared the attached document, the City of Shawano Comprehensive Plan Update 2040, which contains nine elements, all maps, appendices, and other descriptive materials, to be the comprehensive plan for the City under Section 66.1001, Wisconsin Statutes.

**NOW, THEREFORE, BE IT RESOLVED** that the Plan Commission of the City of Shawano hereby adopts the attached Comprehensive Plan Update 2040 as the City’s comprehensive plan under Section 66.1001(4), Wisconsin Statutes; and

**BE IT FURTHER RESOLVED** that the Chairperson of the Plan Commission certifies a copy of the attached Comprehensive Plan Update 2040 to the City Common Council; and

**BE IT FINALLY RESOLVED** that the Plan Commission hereby recommends that, following a public hearing, the City Common Council adopt an ordinance to constitute official approval of the City of Shawano Comprehensive Plan Update 2040 as the City’s comprehensive plan under Section 66.1001, Wisconsin Statutes.

Adopted this 27 day of October 2021

  
\_\_\_\_\_  
Plan Commission Chairperson  
  
\_\_\_\_\_  
City Clerk



## City of Shawano

127 S Sawyer Street, Shawano, WI 54166  
(715) 526-6138 Fax: (715) 526-5751

**ORDINANCE NO.:** 1998  
**SPONSORED BY:** Plan Commission  
**INTRODUCED BY:** Strebel  
**SECONDED BY:** Hoffman

The Common Council of the City of Shawano, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.11(5) and 62.23(2) and (3) of Wisconsin Statutes, the City of Shawano is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a)(2) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Common Council of the City of Shawano has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the City of Shawano, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the adoption of the document entitled "CITY OF SHAWANO COMPREHENSIVE PLAN", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The City of Shawano has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

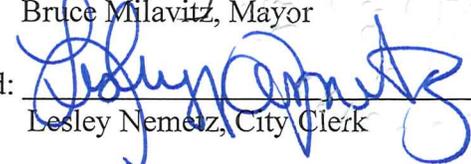
SECTION 5. The Common Council of the City of Shawano, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "CITY OF SHAWANO COMPREHENSIVE PLAN", pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication/posting as required by law.

Adopted: November 10, 2021  
Published: November 19, 2021

CITY OF SHAWANO

Signed:   
Bruce Milavitz, Mayor

Signed:   
Lesley Nemetz, City Clerk



## **APPENDIX C**

### **MEETINGS**



**Key Meeting Dates**

<b>Meeting Date</b>	<b>Topic Covered</b>	<b>Committee/Board</b>
June 24, 2020	Project Kick Off and SWOT Discussion	Plan Commission
July 29, 2020	Review of Public Participation Plan	Plan Commission
August 12, 2020	Adoption of Public Participation Plan	City Council
October 28, 2020	Issues and Opportunities, Housing	Plan Commission
December 2, 2020	Economic Development	Plan Commission
January 27, 2021	Transportation, Utilities and Community Facilities	Plan Commission
March 31, 2021	Agricultural, Natural, and Cultural Resources	Plan Commission
April 28, 2021	Land Use	Plan Commission
May 26, 2021	Intergovernmental Cooperation	Plan Commission
June 27, 2021	Implementation	Plan Commission
August 24, 2021	Intergovernmental Meeting	Various
October 27, 2021	Plan Resolution	Plan Commission
November 10, 2021	Plan Adoption	City Council

**City of Shawano Comprehensive Plan 2040  
 Intergovernmental Meeting Attendance  
 August 24, 2021**

<b>Name</b>	<b>Organization</b>
Alvin Bartz	Town of Belle Plaine
Peter Thillman	SCEPI
Richard Pahlow	Town of Belle Plaine
Brian Knapp	SMU
Kari Hopfensperger	Shawano County
Jean Romback-Bartels	WI DNR
David Korth	Town of Washington
Brian Moesch	Town of Wescott
Brad Keuschel	City of Shawano
Robyn Shingler	City of Shawano Plan Commission
Lesley Nemetz	City of Shawano
Greg Smith	City of Shawano
Brad Rabideau	City of Shawano
Scott Kroening	City of Shawano
Wade Wisnefske	Town of Belle Plaine
Dave Moesch	City of Shawano
Eddie Sheppard	City of Shawano
Kim Biedermann	ECWRPC
Tanner Russell	ECWRPC

STATE OF WISCONSIN,  
SHAWANO COUNTY

NOTICE OF PUBLIC HEARING & SPECIAL MEETINGS  
CITY OF SHAWANO  
SHAWANO COUNTY, WISCONSIN

September 24, 2021 - NOTICE OF PLAN COMMISSION MEETING FOR DRAFT COMPREHENSIVE PLAN UPDATE 2040 - 30 DAY REVIEW PERIOD

NOTICE IS HEREBY GIVEN that the Plan Commission for the City of Shawano will hold a public hearing on **Wednesday, October 27, 2021, at 5:00 PM** at Shawano City Hall (in the Community Room), 127 S. Sawyer Street, Shawano, Wisconsin for the purpose of reviewing and considering adoption of the 2040 Comprehensive Plan.

The City has been working on this update since April 2020 with the East Central Wisconsin Regional Planning Commission. This Plan follows the 9 elements and required information as stated within WI State Statute 66.1001 for Comprehensive Planning:

1. Issues and Opportunities
2. Land Use
3. Economic Development
4. Housing
5. Transportation
6. Utilities and Community Facilities
7. Agriculture, Natural and Cultural Resources
8. Intergovernmental Cooperation
9. Implementation

**PLEASE TAKE FURTHER NOTICE THAT** The City of Shawano Plan Commission will take action on the proposed adoption of the City of Shawano Comprehensive Plan Update 2040 on October 27, 2021. The Comprehensive Plan Update is a statement of public policy concerning the conservation and development of the City. The Plan provides a guide to where future growth and development should occur over the next 20 years. When the City makes future decisions concerning land use development, the Plan will be consulted. The Plan inventories and analyzes the City's physical setting, natural features, land use, population figures, economics, housing stock, transportation, and community facilities. Using these inventories and the Plan's goals and strategies, a future land use plan for the City of Shawano was developed.

The Comprehensive Plan Update can be viewed on the East Central Wisconsin Regional Planning Commission website at <https://www.ecwrpc.org/programs/comprehensive-planning/city-of-shawano/>

Interested members of the public are welcome and encouraged to attend and provide feedback and any comments on the Plan. If the Plan Commission votes to recommend approval of the 2040 Comprehensive Plan, the document will be moved on to the City Council on November 10, 2021, for full adoption at their regular meeting. The City will draft a resolution for signature.

Lesley Nemetz, City Clerk

WNAXLP

ISS,

.....being duly sworn,  
says that he is publisher of the SHAWANO LEADER, a daily newspaper published in the city of Shawano, Shawano County, Wisconsin, and that a notice, of which the annexed is a printed copy taken from such paper, has been published in said paper once in each week for ..... weeks successively; that the first publication thereof was on the ..... day of September A.D, 2021; and the last publication thereof was on the 24 day of September 2021

.....  
Subscribed and sworn to before me this 23<sup>rd</sup> day of September A.D, 2021

Jody L. Hammond  
Notary Public, Shawano County.

My Commission expires 9/24/2023



## **APPENDIX D**

### **SURVEY**



**Q1 Who are we? Fill in the boxes below with up to five words or short thoughts for each row which you feel contributes to or explains the “identity” of the City of Shawano.**

Answered: 24 Skipped: 4

ANSWER CHOICES	RESPONSES	
Historic (features, traditions, community role, or function)	91.67%	22
Current (culture, characteristics, outside views)	91.67%	22
Future (vision, aspirations, attitude)	95.83%	23

## Q2 What new opportunities do you think will arise in the future as the City continues to grow and develop?

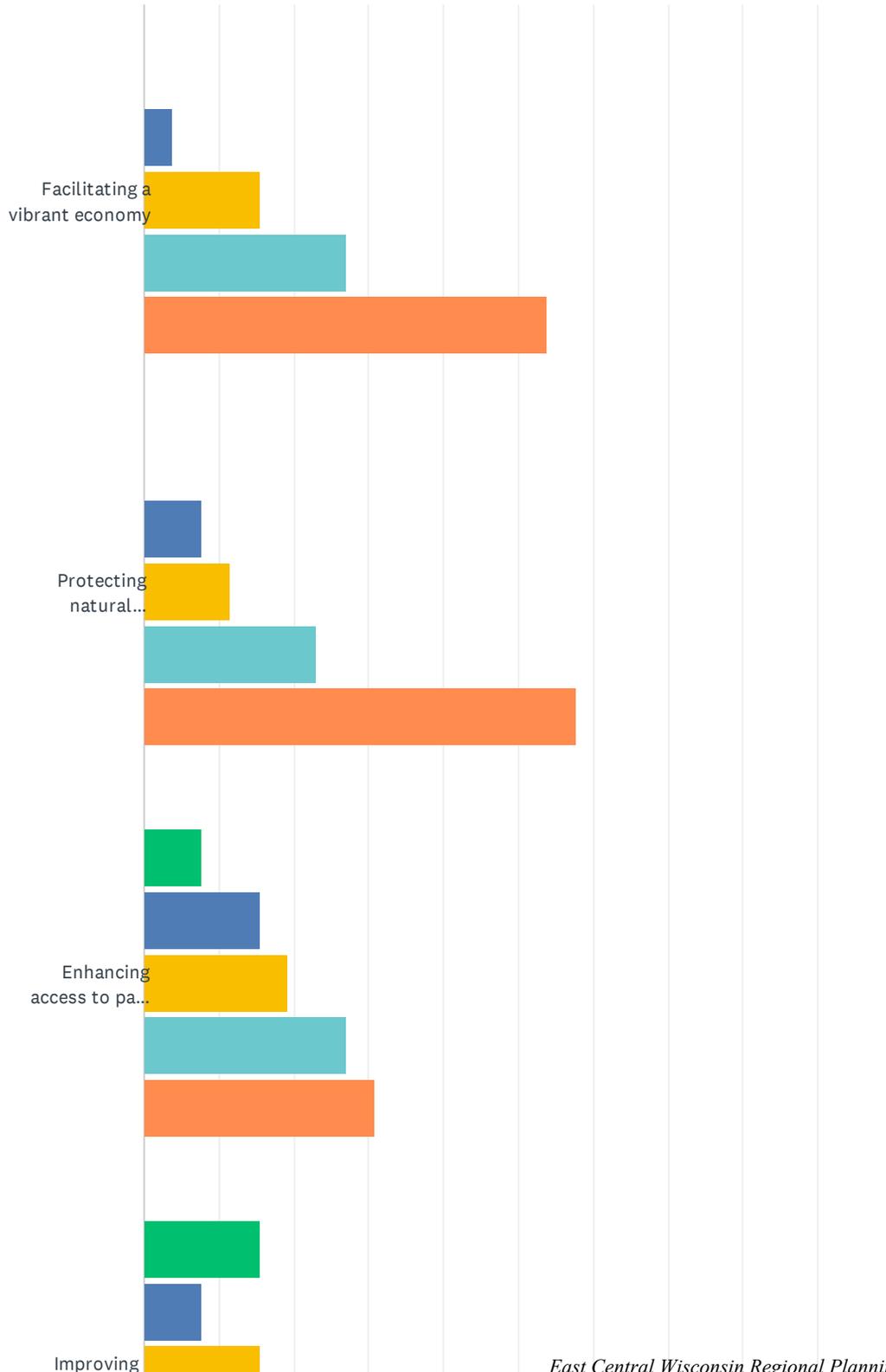
Answered: 23 Skipped: 5

### Q3 What new issues do you think will arise in the future as the City continues to grow and develop?

Answered: 22 Skipped: 6

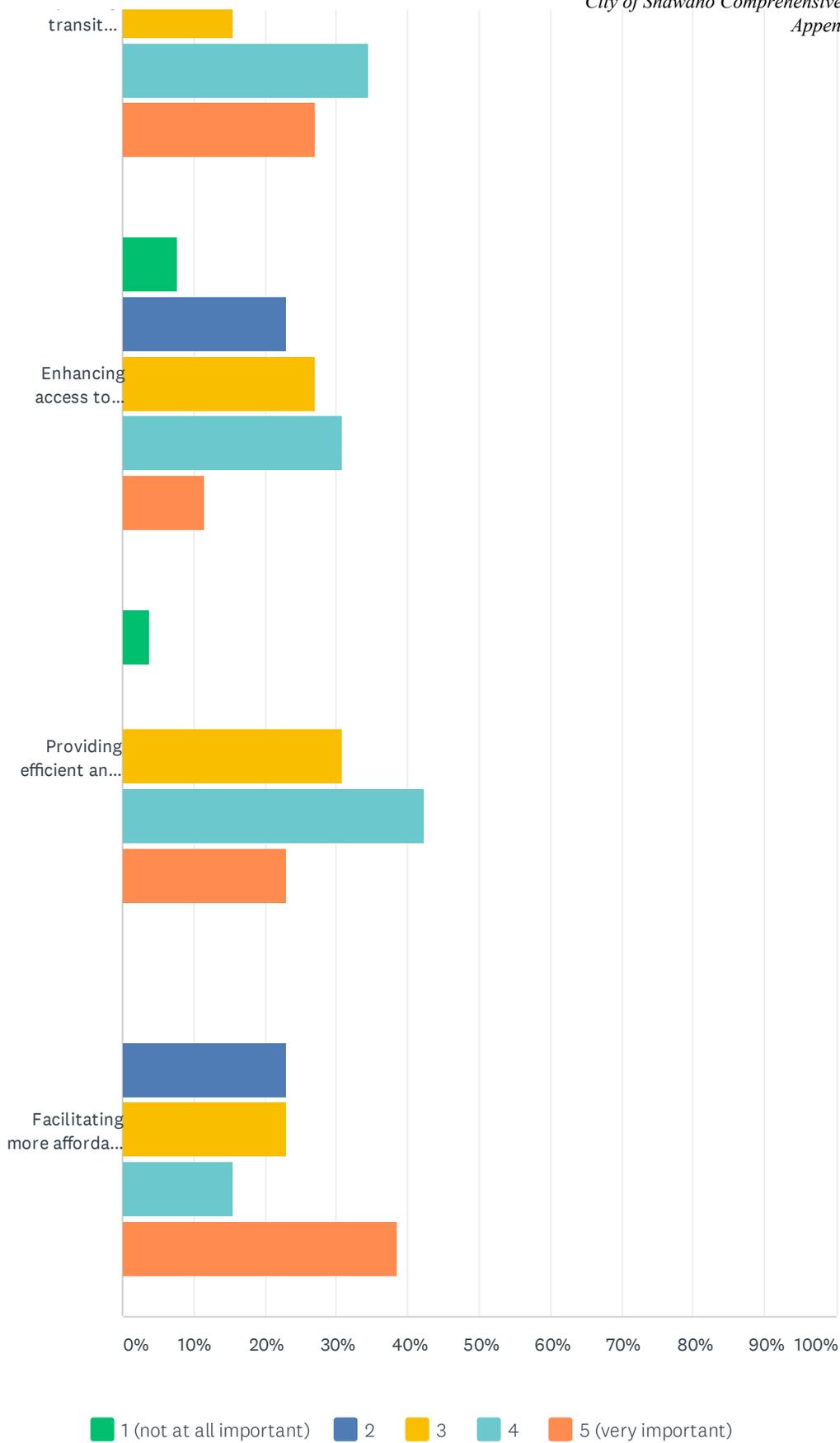
### Q4 Please indicate the importance of the following areas the City should focus on in the future. (Scale of 1-5, with 1 being not at all important and 5 being very important.)

Answered: 26 Skipped: 2



City of Shawano Comprehensive Plan Survey

City of Shawano Comprehensive Update 2040  
Appendix D: Survey



City of Shawano Comprehensive Plan Survey

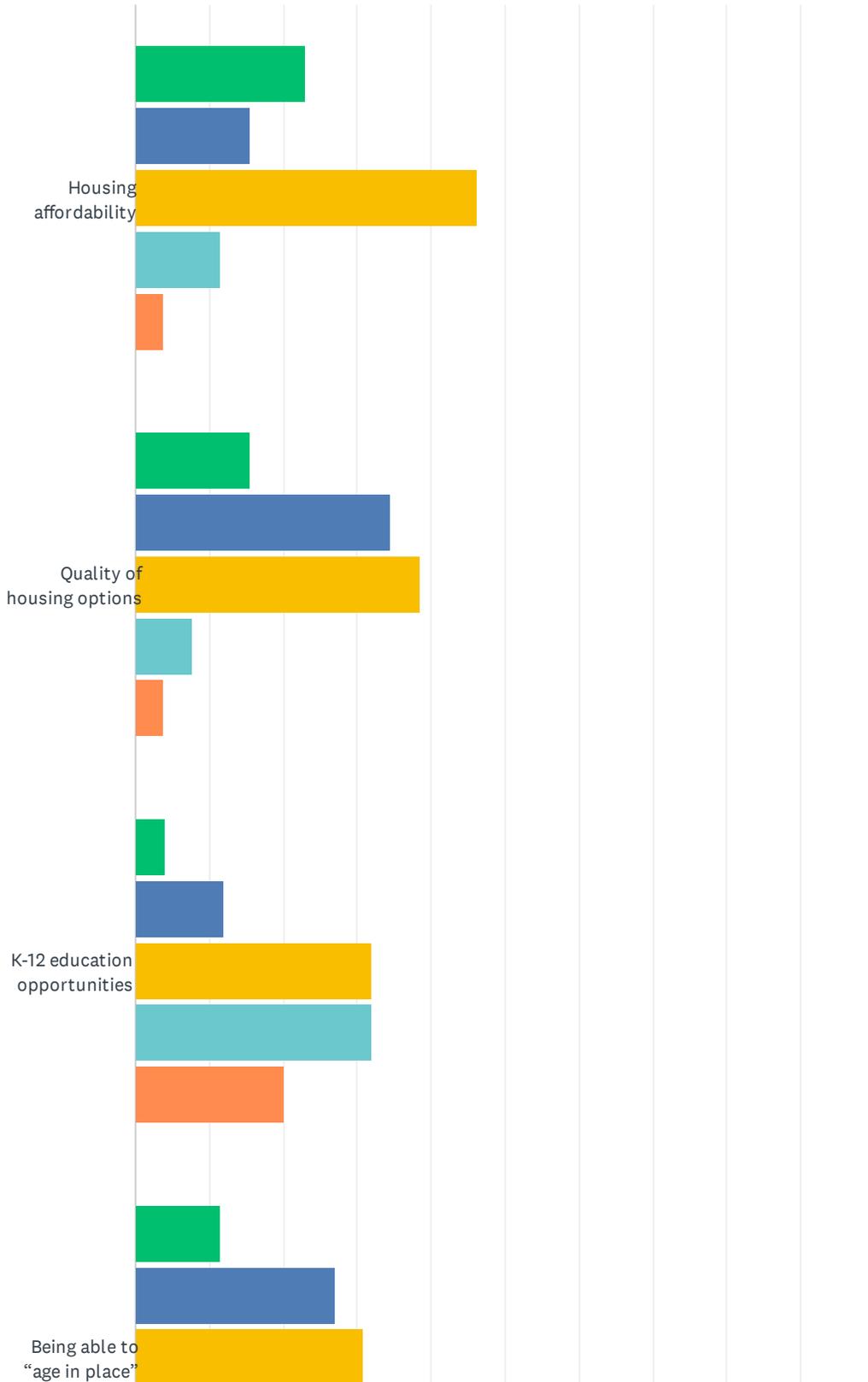
City of Shawano Comprehensive Update 2040

Appendix D: Survey

	1 (NOT AT ALL IMPORTANT)	2	3	4	5 (VERY IMPORTANT)	TOTAL
Facilitating a vibrant economy	0.00% 0	3.85% 1	15.38% 4	26.92% 7	53.85% 14	26
Protecting natural resources	0.00% 0	7.69% 2	11.54% 3	23.08% 6	57.69% 15	26
Enhancing access to parks and public spaces	7.69% 2	15.38% 4	19.23% 5	26.92% 7	30.77% 8	26
Improving transit services	15.38% 4	7.69% 2	15.38% 4	34.62% 9	26.92% 7	26
Enhancing access to opportunities for biking and walking	7.69% 2	23.08% 6	26.92% 7	30.77% 8	11.54% 3	26
Providing efficient and responsive City services	3.85% 1	0.00% 0	30.77% 8	42.31% 11	23.08% 6	26
Facilitating more affordable housing options	0.00% 0	23.08% 6	23.08% 6	15.38% 4	38.46% 10	26

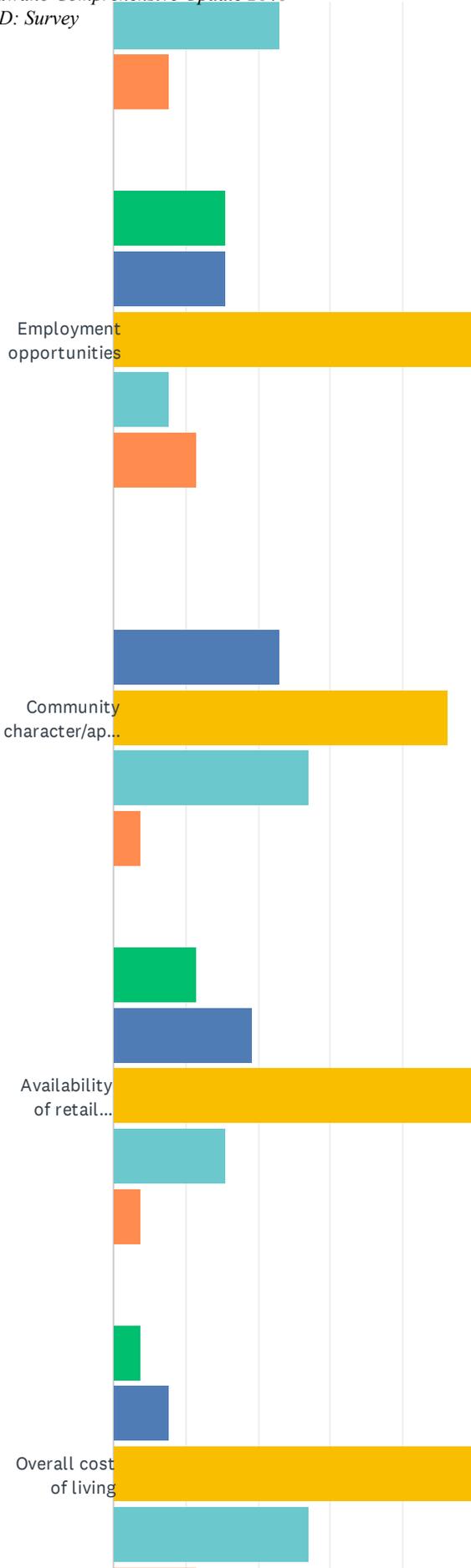
### Q5 What is your perception of the following quality of life factors in the City? (Scale of 1-5, where 1 is poor and 5 is excellent.)

Answered: 26 Skipped: 2



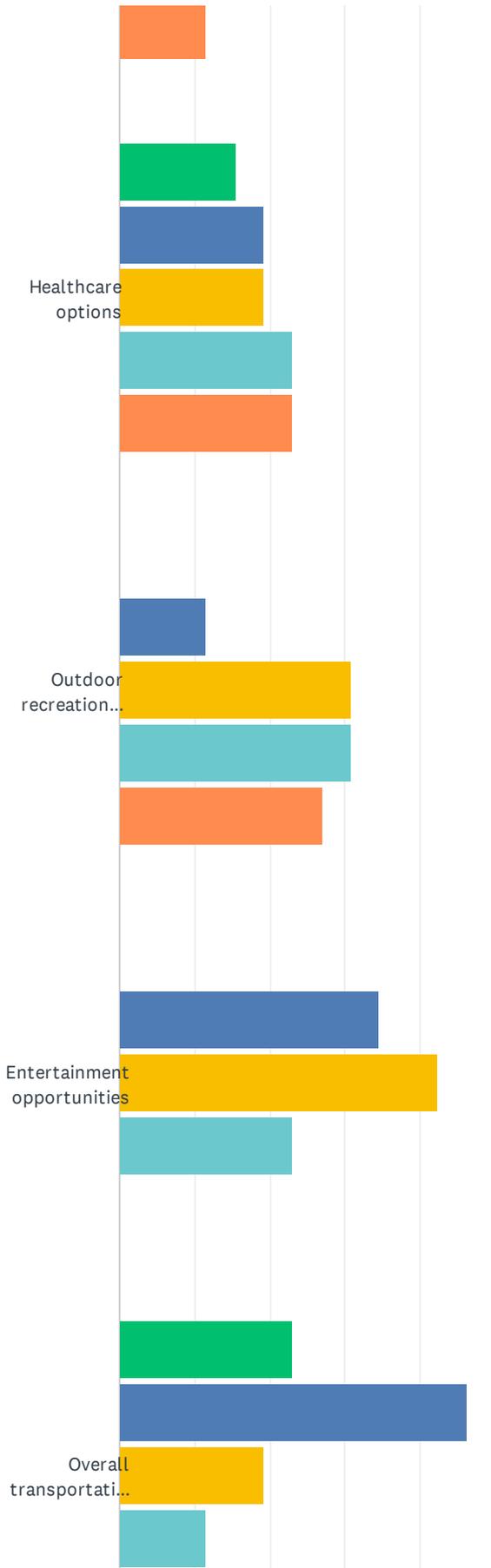
# City of Shawano Comprehensive Plan Survey

City of Shawano Comprehensive Update 2040  
Appendix D: Survey



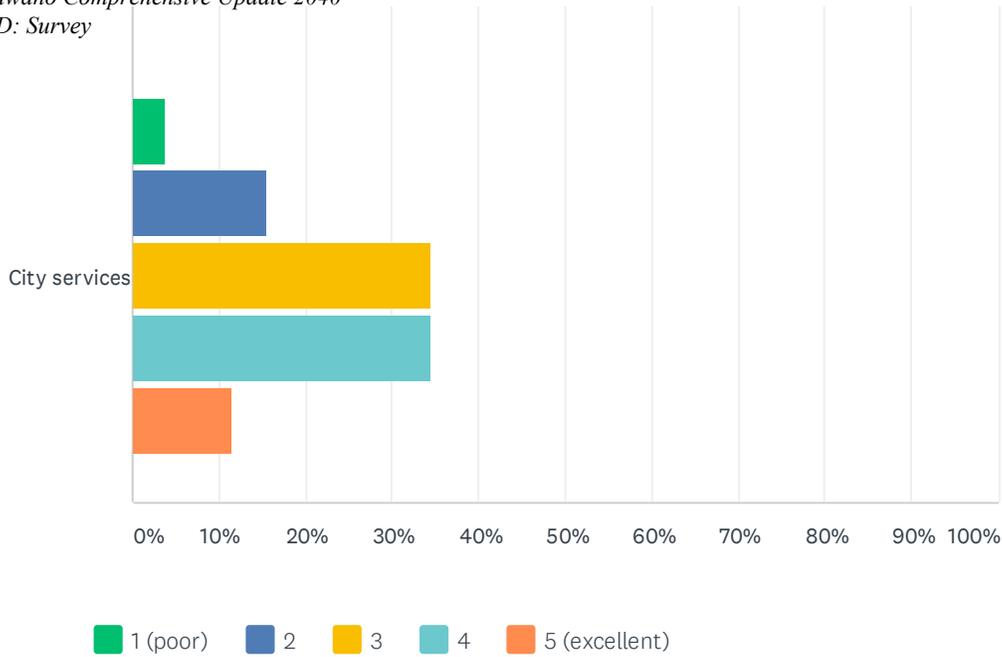
# City of Shawano Comprehensive Plan Survey

City of Shawano Comprehensive Update 2040  
Appendix D: Survey



## City of Shawano Comprehensive Plan Survey

*City of Shawano Comprehensive Update 2040  
Appendix D: Survey*



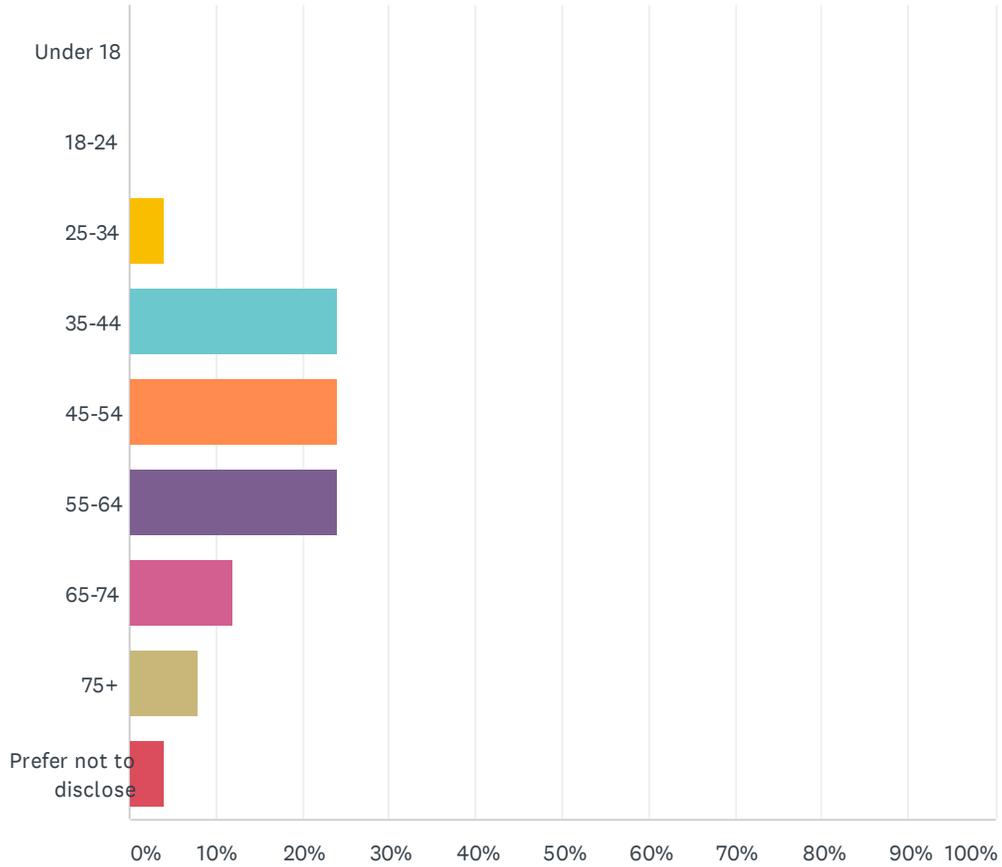
	1 (POOR)	2	3	4	5 (EXCELLENT)	TOTAL
Housing affordability	23.08% 6	15.38% 4	46.15% 12	11.54% 3	3.85% 1	26
Quality of housing options	15.38% 4	34.62% 9	38.46% 10	7.69% 2	3.85% 1	26
K-12 education opportunities	4.00% 1	12.00% 3	32.00% 8	32.00% 8	20.00% 5	25
Being able to "age in place"	11.54% 3	26.92% 7	30.77% 8	23.08% 6	7.69% 2	26
Employment opportunities	15.38% 4	15.38% 4	50.00% 13	7.69% 2	11.54% 3	26
Community character/appearance	0.00% 0	23.08% 6	46.15% 12	26.92% 7	3.85% 1	26
Availability of retail goods/services	11.54% 3	19.23% 5	50.00% 13	15.38% 4	3.85% 1	26
Overall cost of living	3.85% 1	7.69% 2	50.00% 13	26.92% 7	11.54% 3	26
Healthcare options	15.38% 4	19.23% 5	19.23% 5	23.08% 6	23.08% 6	26
Outdoor recreation opportunities	0.00% 0	11.54% 3	30.77% 8	30.77% 8	26.92% 7	26
Entertainment opportunities	0.00% 0	34.62% 9	42.31% 11	23.08% 6	0.00% 0	26
Overall transportation network	23.08% 6	46.15% 12	19.23% 5	11.54% 3	0.00% 0	26
City services	3.85% 1	15.38% 4	34.62% 9	34.62% 9	11.54% 3	26

**Q6 Did we miss anything? Please use the area below to add additional comments and concerns.**

Answered: 11 Skipped: 17

## Q7 What age category do you fall in?

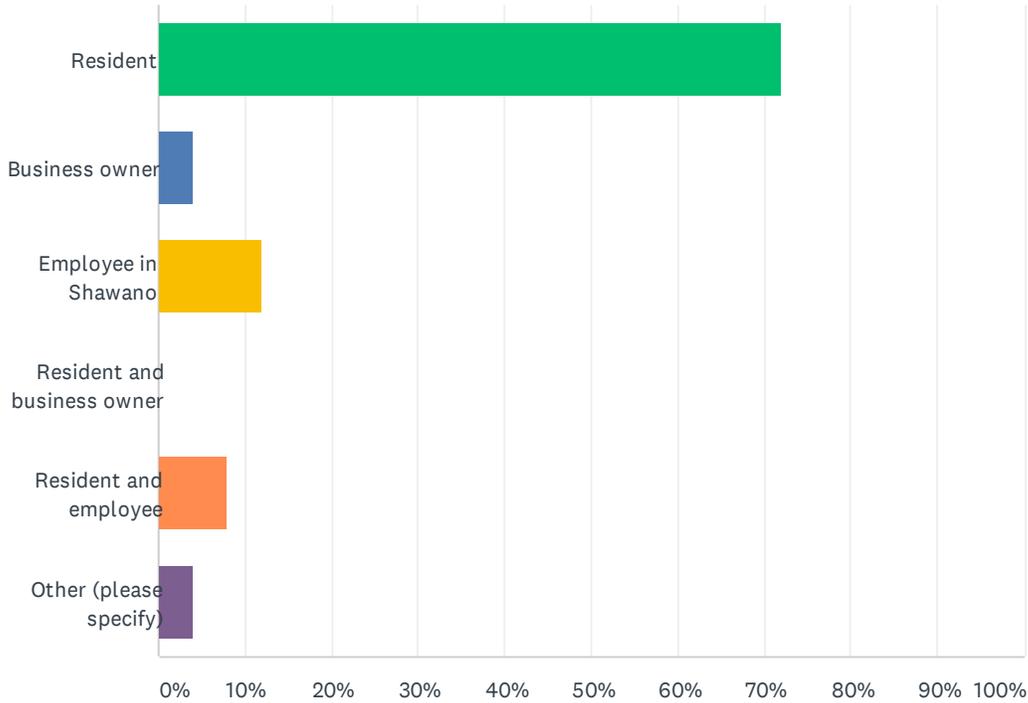
Answered: 25 Skipped: 3



ANSWER CHOICES	RESPONSES	
Under 18	0.00%	0
18-24	0.00%	0
25-34	4.00%	1
35-44	24.00%	6
45-54	24.00%	6
55-64	24.00%	6
65-74	12.00%	3
75+	8.00%	2
Prefer not to disclose	4.00%	1
<b>TOTAL</b>		<b>25</b>

## Q8 Please indicate your residency status.

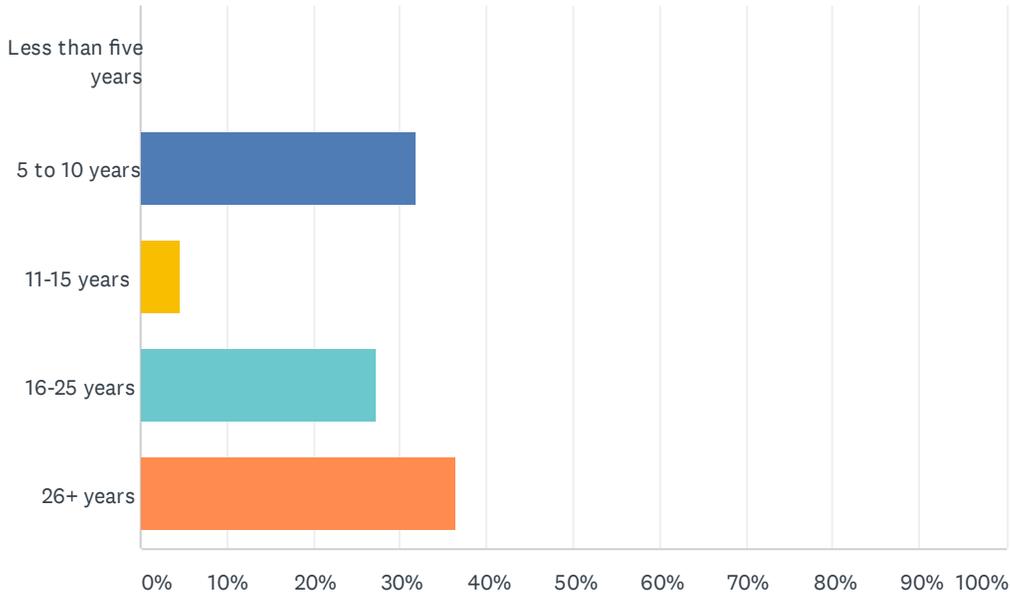
Answered: 25 Skipped: 3



ANSWER CHOICES	RESPONSES	
Resident	72.00%	18
Business owner	4.00%	1
Employee in Shawano	12.00%	3
Resident and business owner	0.00%	0
Resident and employee	8.00%	2
Other (please specify)	4.00%	1
<b>TOTAL</b>		<b>25</b>

## Q9 If you are a resident of the City of Shawano, how long have you lived here?

Answered: 22 Skipped: 6



ANSWER CHOICES	RESPONSES	
Less than five years	0.00%	0
5 to 10 years	31.82%	7
11-15 years	4.55%	1
16-25 years	27.27%	6
26+ years	36.36%	8
<b>TOTAL</b>		<b>22</b>

## Q10 Name (optional)

Answered: 4 Skipped: 24

## Q11 Address (optional)

Answered: 5 Skipped: 23



**APPENDIX E**

**BICYCLE AND PEDESTRIAN PLAN**



## CITY OF SHAWANO BICYCLE AND PEDESTRIAN PLAN INTRODUCTION



The City of Shawano's bicycle and pedestrian network features over 54 miles of bicycle and pedestrian facilities and accommodations. This network consists of facilities such as on-street signed bike routes, sidewalks, and off-road paved and unpaved trails, like the Mountain-Bay State Trail, an 83-mile trail extending from Green Bay to Wausau, traversing the City of Shawano and the Parks to Parks Loop connecting city parks. Having a dedicated plan for multimodal transportation will ensure the expansion and appropriate placement of facilities to create a balanced network for all modes of transportation, including driving, bicycling, and walking. In this Plan, the term pedestrian includes people who walk, run, or use a wheelchair or other mobility device.

### Process

In conjunction with the comprehensive plan update, Shawano knew a bicycle and pedestrian plan would be a vital resource in creating a vibrant community for residents and creating connections to surrounding areas. To facilitate the process of developing a plan, a steering committee, comprised of a variety of stakeholders, was formed. Stakeholders included the community members, Shawano Pathways members, school district representatives, and City of Shawano staff.

The steering committee provided feedback and input throughout the plan development process, and it worked through various exercises to develop the recommendations found throughout this plan.

The planning process was divided into the following five major tasks:

1. Public outreach and stakeholder coordination
2. Data collection and existing conditions assessment
3. Program and policy recommendations
4. Network recommendations
5. Prioritization, implementation, and funding strategies.

### Plan Vision

Shawano will be a community that encourages sustainable growth through a connected, multimodal network to link people to destinations. By having an inclusive transportation network free of gaps and barriers, all populations will be able to reach their destinations safely and conveniently, and will benefit from the enhanced quality of life, positive health outcomes, and economic opportunities.

## Plan Goals

- **Education:** Increase public and political awareness of the need for and the benefits of multimodal transportation facilities and a well-connected multimodal transportation network.
- **Encouragement:** Encourage more residents to use non-motorized means of transportation to reduce dependence on automobiles, conserve resources, increase physical activity, and enjoy the outdoors.
- **Engagement:** Improve safety, reduce conflicts, and build awareness and respect between motorists, bicyclists, and pedestrians by improving enforcement of bicycle and pedestrian laws, and raising awareness of the need and ways to share roads and off-road facilities cooperatively.
- **Engineering:** Improve the multimodal facility connections to destinations within Shawano and surrounding communities and links.
- **Equity:** Ensure multimodal facilities and programs do not negatively impact vulnerable and underserved populations, and ensure that equitable opportunities for facilities and programs are accessible for all community members.
- **Evaluation:** Establish criteria to evaluate the education, encouragement, enforcement, engineering, and equity components of existing and future multimodal facilities and programs.

## Benefits of Multimodal Facilities

There has been significant research on the benefits of multimodal transportation facilities. Providing opportunities for physical activity improves public health increases safety for all roadway users, enhances economic vitality, promotes equity, and reduces congestion and pollution.



In Wisconsin, about one-third of the population does not have a driver's license<sup>1</sup>; this includes the elderly, children, people who cannot afford a vehicle, people with physical disabilities, and those who choose not to. Designing roadways with only vehicles in mind creates an unsafe environment for people who do not drive, and limits community members' opportunities for social activities, employment, education, shopping, and entertainment.

Increasing the options for transportation provides a sense of community by allowing for people to get out and about to see the area in which they reside. The increased sense of place gives way to greater social interaction accompanied by improving the livability and economic vibrancy of the street. Creating opportunities for community members to safely use alternate

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<sup>1</sup> <https://wisconsin.gov/Documents/about-wisdot/newsroom/statistics/factsfig/2020ff.pdf> & [https://doa.wi.gov/DIR/Final\\_Ests\\_Summary\\_2020.pdf](https://doa.wi.gov/DIR/Final_Ests_Summary_2020.pdf) (June 18, 2021) &

modes of transportation, including walking and biking, promotes community safety with more people looking out for each other.

## **Economic**

Walking and bicycling are affordable forms of transportation, whereas a vehicle is the second highest household expense after housing in the United States<sup>2</sup>. Walking and bicycling are affordable forms of transportation. When safe facilities are provided for residents, they are more likely to walk or bicycle to their destination. Bicycling is a relatively inexpensive mode of transportation compared to operating a vehicle.

- *In 2020, the average cost of owning and operating a small SUV and driving 10,000 miles per year, was \$7,188.<sup>3</sup> The average annual cost of operating a bicycle is approximately \$350 a year.<sup>4</sup>*

Not only can bicycling and walking benefit a personal budget, it also can benefit a community's economy. Road projects have more costs as they are very material intensive and, therefore, the budget for a road project can be extremely high. Furthermore, bicycling continues to be extremely popular in Wisconsin and contributes greatly to the state's economy. Walking and hiking are Wisconsin Resident's favorite outdoor activity and bicycling is the 4th favorite outdoor activity according to the 2019 WI Statewide Comprehensive Outdoor Recreation Plan (SCORP).

<sup>5</sup>

## **Health**

Expanding and improving bicycle and pedestrian infrastructure has a variety of health benefits including: chronic disease prevention, improving access to health-supportive resources, improving equity, increasing physical activity, improving safety, reducing human exposure to transportation-related emissions, reducing motor vehicle-related injuries and fatalities, and reduces transportation related air pollution.<sup>6</sup>

Physically active adults have lower rates of all-cause mortality, cardiovascular diseases, high blood pressure, type 2 diabetes, depression, and several commonly occurring cancers such as colon and breast cancer.<sup>7</sup>(U.S. Department of Health and Human Services, 1996).

<sup>2</sup> <https://data.bts.gov/stories/s/Transportation-Economic-Trends-Transportation-Spen/ida7-k95k/> (June 21, 2021)

<sup>3</sup> <https://newsroom.aaa.com/wp-content/uploads/2020/12/2020-Your-Driving-Costs-Brochure-Interactive-FINAL-12-9-20.pdf> (July 7, 2021).

<http://www.theurbancountry.com/2011/05/americans-work-384-minutes-each-day-to.html> (July 7, 2021).

<sup>4</sup> <http://www.theurbancountry.com/2011/05/americans-work-384-minutes-each-day-to.html> (July 7, 2021).

<sup>5</sup> WI Statewide Comprehensive Outdoor Recreation Plan 2019-2023.

<https://dnr.wisconsin.gov/topic/fl/PropertyPlanning/Scorp>.

<sup>6</sup> <https://www.transportation.gov/mission/health/Expand-and-Improve-Bicycle-and-Pedestrian-Infrastructure>

<sup>7</sup> <https://www.cdc.gov/physicalactivity/basics/pa-health/index.htm> (June 21, 2021)

The built environment can play a crucial role in a community's or individual's health. Complete Streets Policies are an example of how the built environment can improve community health and reduce crashes. Complete Street Policies take a wholistic approach at constructing a roadway with facilities for multimodal transportation such as sidewalks, crosswalks, and bike lanes, not just for vehicular use. They improve safety of all users and provide additional opportunities for users to be physically active. "Complete Streets policies encompass: a variety of land uses, a comprehensive public transportation, bicycle, and pedestrian network, an inviting street design for all users, and safety measures."

Only 1 in 4 adults meet the physical activity recommended guidelines by the CDC.<sup>8</sup> In 2019, 34.2% of Wisconsin residents self-reported obesity.<sup>9</sup> It has been noted that not only are adult obesity rates on the rise, but also childhood obesity continues to be on the rise. Over the past 40 years, rates of obesity have soared among children of all ages in the United States and more than 33% are now overweight or obese<sup>10</sup>.



### **Safety**

Bicycle and pedestrian facilities can help to reduce the number of injuries and fatalities by those who bicycle or walk. Bicycle and pedestrian infrastructure are crucial in providing accommodations to all roadway users.

- *In 2019, 1,460 crashes in Wisconsin involved pedestrians; 53 were killed and 1,372 were injured, while 759 crashes in Wisconsin involved a bicyclist; 14 were killed and 675 were injured.*<sup>11</sup>

Research shows 49% of low-income communities have sidewalks on one or both sides of the street, while that percentage increase to 90% in high-income areas. Other factors that impact bicycle and pedestrian safety include marked crosswalks, high-speed and high-traffic zones, lighting, and maintenance of the facilities.<sup>12</sup>

Bicycle and pedestrian facilities can help to reduce the number of injuries and fatalities by those who bicycle or walk. Bicycle and pedestrian infrastructure is crucial in providing accommodations to users. Seniors, children, and the disabled are considered the most vulnerable user groups; while seniors, people walking in low-income communities, and people of color tend to have a disproportionately higher rate of death in pedestrian-vehicle crashes. Adults over 65 make up 10% of walking trips, yet comprise 19% of pedestrian fatalities; they make up 6% of bicycling trips, yet account for 10% of bicyclist fatalities<sup>13</sup>. In 2015, more than

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<sup>8</sup> <https://www.cdc.gov/physicalactivity/activepeoplehealthnation/why-should-people-be-active.html#:~:text=Only%201%20in%204%20adults,beyond%20that%20of%20daily%20living> (July 2021).

<sup>9</sup> <https://www.cdc.gov/obesity/data/prevalence-maps.html> (July 2, 2021)

<sup>10</sup> Ogden, C.L. et al., "Prevalence of Overweight and Obesity in the United States, 1999-2004." *Journal of the American Medical Association*, 295, no 13 (2006)

<sup>11</sup> <https://wisconsin.gov/Pages/about-wisdot/newsroom/statistics/final.aspx> (July, 2021).

<sup>12</sup> [https://www.saferoutespartnership.org/sites/default/files/resource\\_files/at-the-intersection-of-active-transportation-and-equity.pdf](https://www.saferoutespartnership.org/sites/default/files/resource_files/at-the-intersection-of-active-transportation-and-equity.pdf) (September, 2021).

<sup>13</sup> *Bicycling and Walking the United States: 2012 Benchmarking Report*  
[www.peoplepoweredmovement.org/site/index.php/site/memberservices/2012\\_benchmarking\\_report](http://www.peoplepoweredmovement.org/site/index.php/site/memberservices/2012_benchmarking_report)

one-fifth of children killed in traffic crashes were pedestrians. In Wisconsin, 15.5% of the population are people of color; however, 26.8% of pedestrian deaths are people of color<sup>14</sup>.



## **Environmental**

In addition to bicycling and walking reducing the number of vehicles on the roadways, these activities also improve the air quality of an area. Children exposed to traffic pollution are more likely to have asthma, permanent lung deficits, and a higher risk of heart and lung problems as adults. Sixty percent of pollution created by automobile emissions happens in the first few minutes of operation, before pollution control devices can work effectively. Since "cold starts" create high level of emissions, shorter car trips are more polluting on a per-mile basis than longer trips. The 2009 National Household Travel Survey found that approximately 28% of all trips are one mile or less and 40% are less than two miles in length. Providing opportunities for people to bicycle and walk, especially in denser environments, can reduce vehicle-related pollution<sup>15</sup>.

## **FACILITY TYPES**

Active transportation has immense and immediate power to transform communities. By building interconnected infrastructure that is accessible to all levels of rider experience and people of all abilities, it is possible to improve the physical wellness, social connectedness, and emotional health of all community members. Identifying signature trails and greenways to bicycle routes and accessible walkways and wheelchair paths demonstrates to everyone using these facilities that the community cares about them. The successful blend of each facility types seamlessly spread across municipal boundaries creates a connected network of on-street and off-street options for transportation and recreation.

Figure E-1, below, describes some of the most common bicycle and pedestrian facility types. It should be noted that some facilities, like wide paved shoulders as described below, are not technically considered a designated facility; however, these facilities still provide space for bicyclists and pedestrians and may be suitable in certain contexts.

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<sup>14</sup> Smart Growth America, Dangerous by Design. <https://s3.amazonaws.com/cdn.smartgrowthamerica.org/dangerous-by-design-2016.pdf> (2016)

<sup>15</sup> Bicycling and Walking the United States: 2012 Benchmarking Report  
[www.peoplepoweredmovement.org/site/index.php/site/memberservices/2012\\_benchmarking\\_report](http://www.peoplepoweredmovement.org/site/index.php/site/memberservices/2012_benchmarking_report)

## Figure E-1: Bicycle User Types

### Path or Trail

A shared-use path can be located along a road (called a “sidepath”) or in an independent right-of-way, such as a greenway, along a utility corridor, or an abandoned railroad corridor. Paths should be at least 10 feet wide and 12 feet or wider where higher use is expected. The Mountain Bay State Trail is an example of an off-road path or trail.



### Bike Lane

A bike lane designates a portion of a street for use by people on bicycles, usually in cities and villages on slower, low-traffic streets. The minimum width of a bike lane is 4 feet, with a preferred width of 5 feet to 6 feet. Wider bike lanes and/or painted buffers can be beneficial when traffic volumes or speeds are higher.



### Paved Shoulder

Paved shoulders should be a minimum of 4 feet to serve as a bicycle accommodation. Higher traffic volume roads with increased speed limits should consider expanding paved shoulders to 6 to 8 feet. In rural areas, paved shoulders can also serve pedestrians; however, they are not a legal pedestrian facility under Wisconsin State Statute.



### Sidewalk

A sidewalk is a paved path along the side of a roadway. Sidewalks are commonly installed along urban roadways with a curb and gutter, but can also be installed along rural roadways. Sidewalks provide a dedicated space for pedestrians that is removed from motor vehicle traffic.



### Minor Enhancements

Low-cost, strategically-placed pavement markings and signage can enhance bike routes and existing trails. Shared lane markings (also known as sharrows) alerts drivers that bicyclists could be on the road and provides lane positioning for bicyclists. Consistent signage can aid in wayfinding and raise awareness of the rules of the road.



### Street Crossings

Street crossings can pose as a barrier to pedestrians. Enhancements such as painted crosswalks, signage, rectangular rapid flashing beacons (RRFBs), and pedestrian hybrid beacon signals (HAWK signal) alert drivers to the presence of pedestrians and increases the visibility of pedestrians as they cross streets.



## **CURRENT CONDITIONS**

A thorough analysis of the existing resources for multimodal transportation was conducted by examining the use of the existing facilities, facilities that are planned or programmed for construction in the near future, popular origins (such as residential areas) and destinations (such as schools, leisure areas and employment centers), and existing opportunities and barriers that might shape how bicycle and pedestrian facilities and programs are implemented.

### **Crash Data**

Safety is often cited as the primary reason people do not bike or walk more. According to the City of Shawano's Bike and Pedestrian Survey, the top two reasons people gave for not walking or bicycling in the City were crossing busy roads and concerns about driver behavior.

It is important to focus on creating a safer environment for outdoor activities and transportation. This requires an understanding of conflict situations and proven actions that can be taken to improve safety such as enhanced crosswalks for increased visibility. Crashes involving motor vehicles that result in injuries or fatalities to bicyclists and pedestrians have been recorded at the state and federal levels for many years. Transportation safety officials prefer the term "crash" rather than "accident" to describe these incidents, as the latter implies that they are unavoidable. Today, we know that nearly all encounters between motor vehicles with each other or with bicyclists and pedestrians could have either been prevented or, at a minimum, significantly reduced.

Transportation safety experts acknowledge that statistical data and analysis at all levels is incomplete. Not all incidents are reported; these include crashes that do not involve a moving vehicle, crashes that do not occur on a public roadway, incidents that aren't reported, and near-misses.

Another major limiting factor in conducting detailed bicycle crash analysis is that, unlike motor vehicle trips, very little is known about the trips people make by bicycle. Among the variables are the age of the bicyclists, the time they spend on their trips, trip distance, and trip frequency. Unlike motor vehicle crash rates, which can be easily calculated, crash rates for bicycles are difficult to determine because data is incomplete or unavailable.

While the database for crashes involving bicyclists and pedestrians has some shortcomings, it contains some information for developing appropriate recommendations and strategies. Some of this information is general in nature and provides a statistical overview of crashes involving bicyclists and pedestrians. Other information enables us to focus our local priorities in addressing safety-related issues and determine effective strategies.

Seniors, children, and disabled residents are considered the most vulnerable users as it relates to bicycle and pedestrian facilities and safety. When designing facilities and routes, these users

should be kept in mind; if bicycle and pedestrian facilities cater to vulnerable users, the needs of all users should then be met.

### **Federal Highway Administration (FHWA) Statistical Data**

The FHWA maintains a composite record of crash records from each of the fifty states and the District of Columbia on an annual basis. Nationally, each year, pedestrian and bicyclist fatalities comprised nearly 20% of all roadway-related fatalities. In Wisconsin, approximately 10% of all roadway-related fatalities were pedestrians and 2.5% of all fatalities were bicyclists in 2019.<sup>16</sup>

### **Wisconsin Pedestrian and Bicycle Crash Analysis**

#### *Pedestrians*

Over the past 20 years, the number of pedestrians injured during a vehicular-pedestrian crash in Wisconsin has steadily declined, with some yearly fluctuations; however, the fatality rates have stayed relatively consistent over this same period of time. In 2019, 1,460 crashes involved pedestrians; 56 were killed and 1,372 were injured<sup>17</sup>. Analysis by the WI Department of Transportation notes that a majority of pedestrian crashes occur in the roadway or at a crosswalk. Street crossings put a pedestrian in the path of a driver who may not be paying attention or not have time to avoid a pedestrian who suddenly steps into traffic.

#### *Bicyclists*

As with pedestrians, the number of bicyclists injured during a vehicular-bicyclist crash has steadily declined; however, there have been year-to-year fluctuations. In 2019, 759 crashes involved a bicyclist; 14 were killed and 675 were injured<sup>18</sup>. Analysis by the WI Department of Transportation notes that the most common types of bicycle crashes involve motorists failing to yield the right of way to a straight-through bicyclist when making a left turn; motorists failing to yield at a controlled intersection; bicyclists failing to yield at a controlled intersection; and motorists turning on a red light.

### **Shawano Crashes**

From January 1, 2017 to July 20, 2021, there were 19 crashes in Shawano involving bicyclists or pedestrians—three involving bicyclists and 16 involving pedestrians. Of the crashes, there were no fatalities; however, two resulted in suspected serious injuries. Eight of the bike and pedestrian crashes were on Green Bay Street, and six were on or very near Main Street between Green Bay Street and County Road B. Map 4-4 (Transportation Chapter) displays these crash locations.

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<sup>16</sup> <https://www-fars.nhtsa.dot.gov/States/StatesCrashesAndAllVictims.aspx>

<sup>17</sup> <https://wisconsindot.gov/Pages/about-wisdot/newsroom/statistics/final.aspx>

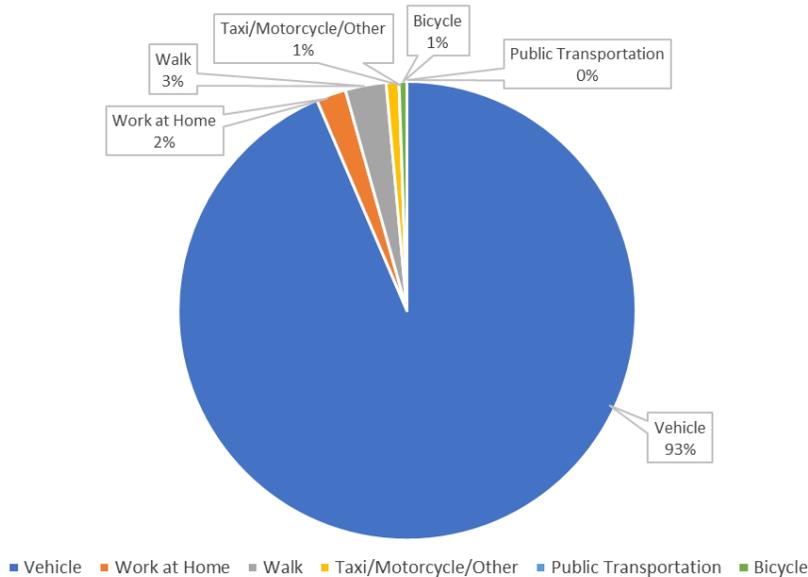
<sup>18</sup> <https://wisconsindot.gov/Pages/about-wisdot/newsroom/statistics/final.aspx>

## Commute Mode Share

The American Community Survey (ACS) asks respondents how they usually traveled to work in a week. Though the data is limited to one week and only to the respondent's employer, it provides insight on current travel trends.

For Shawano, the data revealed a majority of respondents travel alone to work in a vehicle. Figure E-2 shows the City of Shawano's commuting trends. The ACS data also showed that the mean travel time to work, workers age 16 years and older, was 23.6 minutes.

**Figure E-2: City of Shawano Commuting Trends**



Source: ESRI Business Analyst 10.8.1 2014-2018 ACS Commute data

## Health



The *County Health Rankings and Roadmaps* program is a collaborative effort between the Robert Wood Johnson Foundation and the University of Wisconsin Population Health Institute. The purpose of the rankings is to help communities focus on factors that affect health using a rating based on both health outcome and health factors. Health outcomes include how long people live and their quality of life. The health factor is scored using health behaviors, access and quality of clinical care, several social and economic conditions, and the physical environment such as transit and air quality. Shawano County's overall health ranking is in the bottom 50% of all Wisconsin Counties.

A few of the factors that influence this overall number include the following (the associated percentage for Shawano County is in parentheses): adult obesity (36%), physical inactivity

(30%), and driving alone to work (82%). Of the 82% that are driving alone in Shawano County, 34% have a commute longer than 30 minutes. According to data, 59% of the Shawano County population have adequate access to locations for physical exercise opportunities.<sup>19</sup>

There is strong correlation between the built environment and the health of individuals. The physical environment impacts an individual's ability to actively transport to healthy foods, hospitals and clinics, and parks for recreational opportunities. Evaluating the relationship between the built environment and the health of a community allows us to better understand the contributing factors to chronic illness and preventable diseases.

### **Bicycle and Pedestrian Facility Access to Parks**

Adults and children living close to parks and recreation facilitates participation in higher levels of physical activity. In addition to physical activity, parks provide spaces for individuals to find mental, spiritual health, and social wellbeing.<sup>20</sup> Accessibility to parks provides the opportunity for people to participate in these activities.

In the City of Shawano, 92.5% of residents live within a 10-minute walk of a park, which is above the national average of 55%. Ten percent of the City's land is dedicated to parks and recreation.<sup>21</sup> In addition, 89% of parks in the City have bicycle and pedestrian access within 1/8 of a mile and 100% of parks in the City have pedestrian access within a 1/2 mile.<sup>22</sup>



In 2019, Shawano Pathways received a Safe Routes to Parks grant, funded through the Safe Routes Partnership. This grant was awarded to Pathways to improve safe and equitable access to local parks. A number of issues were identified during this process, which resulted in an action plan.

Specific areas of concern from this grant included the following:

- Crossing of the Mountain-Bay State Trail at Green Bay Street
- Education and awareness of pedestrian rights and safety in crosswalks
- Lack of a bicycle repair shop
- Poor visibility at night on the in-town section of the Mountain-Bay State Trail
- Lighting near Heritage Park
- Wayfinding signs that mark the Park to Park Loops
- Intermittent sidewalks
- Trail maintenance

The concerns from the Safe Routes to Parks project are addressed throughout this Plan.

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<sup>19</sup> <https://www.countyhealthrankings.org/app/wisconsin/2021/rankings/shawano/county/outcomes/overall/snapshot>

<sup>20</sup> [https://www.rwjf.org/en/blog/2016/08/6\\_reasons\\_why\\_parks.html](https://www.rwjf.org/en/blog/2016/08/6_reasons_why_parks.html)

<sup>21</sup> <https://www.tpl.org/city/shawano-wisconsin>

<sup>22</sup> Esri Business Analyst 10.7.1 2019

### Bicycle and Pedestrian Facility Access to Grocery Stores

Eating healthy food contributes to an individual's health and their risk for developing chronic disease such as high blood pressure, diabetes, and cancer. Several barriers to availability and accessibility of healthy foods exist, including a lack of access to: a vehicle, convenient public transportation, and healthy food venues within walking distance. There can be more disparities in access to transportation and distance to sources of healthy food options in low-income and rural communities.<sup>23</sup>

### Bicycle and Pedestrian Facility Access to Hospitals/Clinics

Providing adequate and reliable transportation services to healthcare improves individual and community health. Transportation issues include lack of vehicle access, inadequate infrastructure, long distances and lengthy times to reach transportation services, transportation costs and adverse policies that affect travel.<sup>24</sup> These issues may result in missed health care appointments, increased health costs, and poorer health outcomes for individuals. Across the United States, about 3.6 million people are not getting medical care due to a lack of transportation.

### Bicycle and Pedestrian Count Data

During this planning process, counts were taken at seven locations. Count data provides a snapshot in time of the use of the community's bicycle and pedestrian facilities. Counts repeated over a specific timespan (i.e. every three years) can show trends in facility usage. Additionally, count data can be utilized as a tool on overall trends, such as if a shared-use path is used mostly for recreation or commuting. Table E-1 displays the counts for the seven count locations in Shawano.

**Table E-1: Bicycle and Pedestrian Trail Count Locations**

Locations (Trail/Street)	Date	Data Analysis (average daily traffic)*
Sturgeon Park	July 30 <sup>th</sup> , 2021 – August 23, 2021	59
Kuckuk Park: trail south of Sunset Avenue	July 30 <sup>th</sup> , 2021 - August 23, 2021	48

<sup>23</sup> <https://health.gov/healthypeople/objectives-and-data/social-determinants-health/literature-summaries/access-foods-support-healthy-eating-patterns> (June 23, 2021)

<sup>24</sup> <https://www.aha.org/aharet-guides/2017-11-15-social-determinants-health-series-transportation-and-role-hospitals>

Mountain Bay State Trail: East of Main Street	August 24, 2021 – September 7, 2021	120
Mountain Bay State Trail: corner of W Oshkosh Street and S Washington Street	August 24, 2021 – September 7, 2021	96
Mountain Bay State Trail: between Lincoln Street and E Green Bay Street	August 24, 2021 – September 7, 2021	89
Mountain Bay State Trail: north of Green Bay Street	August 24, 2021 – September 7, 2021	61
Mountain Bay State Trail: Oshkosh Street/River Street intersection	July 30 <sup>th</sup> , 2021 - August 23, 2021	76

*\*the average daily counts are representative from the Summer 2021 counts; seasonal variation is not taken into account.*

### Survey Results

In the Spring of 2021, an electronic survey was distributed community-wide. In total, 208 respondents participated in the survey with a relatively equal representation from all age groups from ages 25 to over 65. Respondents were asked a series of questions to understand their bicycling and walking trends, destinations, and how they perceive safety and the current conditions of walking and bicycling in the community.

In Shawano, 90% of the survey respondents said they walk and/or bike in the City of Shawano. 48% of respondents said they are walking a few times a week, with 22% walking every day. 30% of respondents said they bike a every day, 32% bike a few times a week, and 18% bike a few times a month. This means a total of 80% of the survey participants are biking at least a few times a month.

The facilities most walkers are using are sidewalks. Votes were evenly distributed between trails, sidewalks, and bike lanes or paved shoulders as the most used bike facilities for bicyclists.

A majority of respondents feel that they can walk and/or bike to some (37%) or most (35%) places they need to go by using a combination of trails, routes, sidewalks, and/or bike lanes. Only 7% of the respondents said there not many places they can get to using current facilities. In a question about where the survey respondents are travelling to, the following destinations were listed at the top:

- People walking are going to Downtown Shawano, St. James Lutheran School, and Sacred Heart Catholic School.

- People biking are traveling to Eberlein Park and the Mountain Bay State Trail, the Train Bridge, and various parks.

Question 7 asked “what destinations in the City of Shawano would you like to access via walking or bicycling that you currently cannot?” The following list are sentiments that were expressed by multiple responses. Comments include:

- *“Easy access restaurants on Green Bay St. or even off of the Mountain Bay Trail”*
- *“Gets dangerous on Green Bay St. beyond S. Waukechon”*
- *“Walmart, Kwik trip, Culver’s, Aldi, Goodwill”*
- *“From one business to another; e.g. from car repair shop to another shop to spend time while my car is being repaired”*
- *“I would love the entire Waukechon Street to be side walked from Hardee’s down to Hwy B and then Hwy B going west towards Main St. I realize parts of these roads do have sidewalks... but there are areas that do not and can seem a little unsafe especially when riding bikes with kids.”*
- *“I wish there were sidewalks going out to Anderson Avenue. There’s plenty of residential houses from Cellcome to Anderson Avenue where a sidewalk would be handy. We currently have to use the biking lane to walk over to that area, and it’s very scary walking down the highway with the traffic. Also, with the Human Resources building now on Anderson Ave- a sidewalk would be nice for people who may have to walk there. People pass other cars by entering the biking lane on that highway, making it unsafe to walk in.”*
- *“From my home I take Old Lake Road into town. Old Lake Rd is very busy and sometimes dangerous to walk/bike on. Some motorists do not move over, it’s a busy road. Then walk/ride bike on part of Hwy 47/55 can be even busier up to Glas Coffee House until I feel safe on a sidewalk.”*
- *“I wish there was better walking/biking access to Hillcrest School.”*
- *“Bike trail to Lake Drive past airport over channel that would be great”*

Of the 30% of respondents who have children attending a school in the City, over half (65%) are not walking and/or biking to their school. One person commented *“I would like to see an established safe route for kids to walk/bike to school. This is good for our community and good for the health of students but as is there is not enough safety measures in place for me to feel comfortable to send my kids walking or biking to school.”*

Overall, people do feel moderately safe (53%) or safe (20%) walking through the City. Those who do not feel safe are most concerned about street crossings, traffic speed, and lack of sidewalks. A majority of respondents feel moderately safe (57%) biking through the City. 14% feel only slightly safe. Reasons include the lack of bicycle amenities, speed of traffic, street crossings, and traffic volume.

Question 18 asked “Is there anything else you would like us to know regarding non-motorized travel in the City of Shawano?” The comments below are examples of the same ideas from multiple respondents:

- *“It needs to be promoted more so motorists get to the point of expecting to see bikers and walkers on the streets and lanes of Shawano. This makes it much safer for everyone if there is the expectation that cars must share the roads.”*
- *“There is a lack of continuity for the sidewalks on the west side of Green Bay St. That needs to be remedied.”*
- *“It would be wonderful to have designated biking lanes, not only for me, but for those vacationing in our great city. It would be more of a destination.”*
- *“It is very hard for people in wheelchairs to get around town.”*
- *“Stop light by CoVantage is incredibly dangerous. My son and I were almost hit by an oncoming truck coming from 5<sup>th</sup> Street onto Green Bay St. The following year, others had very close calls in the same cross walk.”*
- *There is a bike lane on one side of a street (Lakeland, I think). That's not a good idea. Should always have bike lanes on two sides. Events that reward/involve biking or walking to the parks and schools should be encouraged.*
- *“put the money into fixing the potholes, helping the elderly, improving the lighting in some area, maintaining the parks & facilities that are here now.”*
- *“Please keep making improvements. I like the additions.”*

## **RECOMMENDATIONS**

### **Network Recommendations**

This plan takes a comprehensive look at multimodal transportation planning to develop a connective bicycle and pedestrian network, a safe and comfortable transportation environment, and an increased standard of living for Shawano community members. Communities considered the friendliest to bicyclists and pedestrians have a wide range of facilities for all skill levels. The successful blend of facility types (including both on-road and off-road) makes up a connected network that appeals to all user groups.

### **Planning for Bicycle and Pedestrian Facilities**

#### ***Pedestrians***

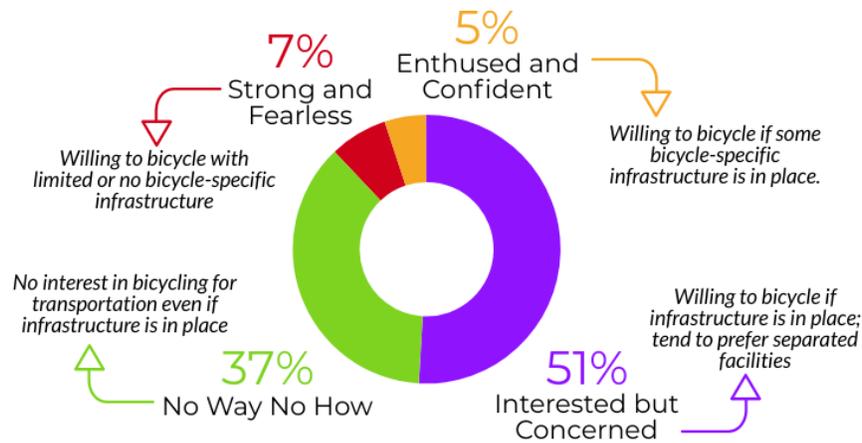
The term pedestrian includes people who walk, run, or use a wheelchair or other mobility device. The needs of most in the pedestrian category can be met with the same facility types since state and federal law mandate all sidewalks and paved paths to be compliant with the Americans with Disabilities Act (ADA) of 1990, so it is usable for people with disabilities.

## Bicyclists

Various surveys show that the number one reason people do not ride a bicycle for transportation is the fear of being in the roadway with vehicles.<sup>25</sup> Four types of categories have been identified across the United States to describe the attitudes people have about using a bicycle for transportation: “No Way No How,” the “Interested but Concerned,” the “Enthusied and Confident,” and the “Strong and Fearless.” A study that sampled 3,000 adults across the 50 largest metropolitan cities across the United States, is represented in Figure E-3.

By building bicycle networks that serve the Interested but Concerned category, the largest percentage of users would benefit. Interested but Concerned riders enjoy riding a bike through neighborhoods, but are afraid to ride to employment and major commercial destinations that are on arterials. By catering to the least confident user group, we would benefit all bicyclists by providing the greatest options in facilities and riders would be less afraid to ride to destinations they frequent on busier roads.

**Figure E-3: Four Types of Cyclists by Proportion of the Population Across 50 Top US Major Metro Areas**



Source: Dill, Jennifer. <https://jenniferdill.net/types-of-cyclists/> (2015)

## Roadway Conditions and Facility Types

In addition to considering the types of users, it's is equally as important to examine the roadway conditions for the most appropriate facility. Although specific facility types are not specified in this plan, Shawano should consider the appropriate facility type for each project on an individual basis based on volume of traffic, speed of traffic, right-of-way, and potential user groups. These facilities range from fully separated from the roadway, such as off-road trails, to on-road facilities, such as bike lanes.

Further guidance on proper application of facility types can be found in the following resources:

- National Association of City Transportation Officials (NACTO) Urban Bikeway Design

<sup>25</sup> <https://www.portlandoregon.gov/transportation/article/264746> (June 24, 2021)

### Guide

- American Association of State Highway Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities
- Manual on Uniform Traffic Control Devices
- Wisconsin Manual on Uniform Traffic Control Devices
- Federal Highway Administration (FHWA) Small Town and Rural Multimodal Networks
- WisDOT Facilities Development Manual
- Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan—2014

### Network Considerations



Communities considered the friendliest to bicyclists and pedestrians have a wide range of facilities for all skill level of users; these facilities range from signature trails and greenways to bicycle lanes and accessible walkways. The successful blend of every available facility type makes up a connected network of on-street and off-street options. Communities should limit abrupt transitions in the network by connecting neighborhoods to destinations and link multiple types of infrastructure.

When planning at the municipal level, efforts should be made to coordinate with the county, state, and surrounding jurisdictions to ensure cohesion across municipal lines. Just as drivers do not adhere to municipal boundaries, bicyclists and pedestrians often cross to different communities, so it is important to consider connections both within and throughout the communities in the region. Map E-1 shows the existing bicycle and pedestrian network adjacent to Shawano, and Map E-2 shows facilities recommended in complementary plans.

### ADA and Accessibility

Vulnerable roadway users—those who are most at risk for serious injury or death when they are involved in a vehicular collision—include those with disabilities. The safety of these individuals depends on roadway and bicycle and pedestrian facility design that is compliant with Americans with Disabilities Act standards. According to the U.S. Federal Highway Administration, Title II of the ADA of 1990 prohibits states and other public entities from discriminating on the basis of disability, including access to the public right-of-way. Without proper design, those with disabilities may have to choose between using facilities that are potentially dangerous or not traveling to certain destinations. Guidance on creating bicycle and pedestrian accommodations that are ADA compliant can be found in WisDOT’s Standard Detail Drawings and Facilities Development Manual.

## Street Crossings

Pedestrians may feel especially vulnerable when crossing at intersections or traveling across the street, especially at high-speed or high-volume streets. By observing areas where pedestrians may wish to cross, such as trail crossings or to key destinations, Shawano can determine if measures are necessary to assist in creating safer street crossings. These measures include painted crosswalks, signage, beacons, traffic calming, safety islands, and, in certain circumstances, overpasses or underpasses.

## Safe Routes to School

Safe Routes to School (SRTS) is a national and international movement to create safe, convenient and fun opportunities for children to bicycle and walk to and from schools. The goal of the program is to enable and encourage children Kindergarten-8th grade, including those with disabilities, to walk and bike to school. The program facilitates the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution. The program also plays a role in reversing the alarming nationwide trend toward childhood obesity and inactivity.



East Central Wisconsin Regional Planning Commission has a regionwide Safe Routes to School program that works with schools throughout eight counties in east central Wisconsin. One component of this program is working with local school districts and municipalities to devise action plans that address safety concerns at and around schools.

Shawano Schools have participated in the SRTS program since it started in 2009. Currently, there are six schools participating in the program: Hilcrest Primary School, Olga Brenner Intermediate School, Shawano Community Middle School, Sacred Heart Catholic School, and LEADS Primary Charter School. In 2011, local SRTS Action Plans were created for Shawano Community Middle School and Olga Brenner Intermediate School. In 2012, a local SRTS Action Plan was created for Hillcrest Primary School. A local action plan will be created for each school in Shawano in the next local Safe Routes to School action plan update. Shawano Schools have created a sustainable SRTS program that has strong participation in walking and biking events and programs.

## Infrastructure Recommendations

Shawano's recommended bicycle and pedestrian network should be designed to meet the needs of all current roadway users and the needs of future bicyclists and pedestrians. This Plan develops a network that expands around current trails, neighborhoods, and key destinations to create a connected and cohesive network to move people places. Several general policies are recommended for implementation of this plan:

- A minimum of five (5) foot sidewalks shall be installed on both sides of all local urban cross section streets at the time of construction or reconstruction.
- A minimum of five (5) foot bicycle lane or a bicycle lane reserve area shall be installed on both sides of all bridges, overpasses, or underpasses at the time of construction or reconstruction.
- The use of a shared-use path may be used along arterial roadways and greenways as a substitution for sidewalks. Shared-use paths should only occur where it is rated “most suitable” according to the side-path suitability analysis (Attachment E-1). Side-paths shall be installed at the time of street construction or reconstruction. Side-paths shall be made of paved (asphalt or concrete) surface at least 10 feet in width. Consideration for access on both sides of the street and safe crossings should be taken before construction. As discussed previously, this Plan does not generally recommend specific types of facilities; however, the bicycle and pedestrian steering committee discussed exploring trails in the following segments:
  - The Steering Committee discussed the importance of adding facilities along County Hwy B and suggested a separate path or trail as an initial facility type to consider.
  - The Steering Committee discussed future plans for the abandoned Rail Road line traversing the City from NW to SE. Conversations included the construction of a rail trail.
  - The Steering Committee expressed an interest in looking into constructing a facility, such as a separate path, running along County Hwy HH from Green Bay Street to the City limits. This connection is included in both the 2019 Shawano County Safe Routes to Parks Plan and the 2013 Shawano County Bicycle and Pedestrian Plan
  - The Steering Committee identified a desirable location for an off-road connection from the intersection of the Mountain Bay State Trail and S. Waukechon Street to Lakeland Road. This would allow bicyclists and pedestrians to access business such as Goodwill, Walmart, and Culvers from the Mountain Bay State Trail.
  - The City is actively working to acquire land and funds to construct a connection from Kuckuk Park to Sturgeon Park.
- Rural roadway cross-sections that function as arterials or collectors shall have a minimum four (4) foot paved shoulder installed where none exists and repaired or replaced where the existing paved shoulder is unsafe, defective, or insufficient, and/or where shoulder grades no longer match new street grades at the time of road repaving or reconstruction.
- Development of a winter maintenance plan/policy for bicycle and pedestrian facilities

- Intersection improvements such as high visibility crosswalks at intersections which have a high volume of traffic and low pedestrian visibility. Examples include where the Mountain Bay State Trail intersects with County Hwy 22.

Shawano's proposed bicycle and pedestrian network can be found on Map E-3.

While the map is comprehensive, it shall not be reason to preclude the construction of bicycle and pedestrian facilities on other streets not identified in this plan. A GIS analysis should be conducted during street construction/reconstruction to determine if there are "hot spots" for bicyclists and pedestrians that warrant consideration of additional bicycle and pedestrian accommodations.

One concern expressed by survey respondents is the gap in the sidewalk network. Due to the high volume of roadways in the City and the intermittent sidewalk gaps, these facilities do not generally appear on the recommended facility map on local roadways. Where functionally-classified roadways exist in the City, recommended facilities appearing on Map E-3 should include amenities for both bicyclists and pedestrians. The existing sidewalk network should be analyzed for gaps, and the following areas should be prioritized with sidewalks access:

- Parks and routes to parks
- Schools and routes to school
- Key community services, including municipal/county services, health care facilities, and grocery stores
- Multi-family housing
- Employment centers
- High-volume, high-speed roadways

The above list is not inclusive; however, it is intended to highlight areas where sidewalks may be of more immediate priority. Additionally, as roadways are constructed/reconstructed, the installation of sidewalks should be incorporated during the construction/reconstruction project.

### **Non-infrastructure Recommendations**

Recommendations guide the work that will accomplish the goals identified in this plan. Guided by the goals laid out in this plan, a comprehensive and integrated approach is used to create a more walkable and bikeable community. These recommendations range from short-term to long-term, and should be evaluated on an annual basis; best-practice in implementing these plans is to establish an annual action plan based on the goals below. Non-infrastructure recommendations complement the infrastructure recommendations and are essential to developing a multimodal community.

One overarching recommendation is that the City considers forming a committee that will oversee implementation of this Plan. With strong organizational partners and various departments working to advance bicycle and pedestrian infrastructure, this could be a committee that meets once to twice a year to review annual priority projects and actions.

**Goal 1: Education.** Increase public and political awareness of the need for and the benefits of multimodal transportation facilities and a well-connected multimodal transportation network.

ACTION	TIMEFRAME	RESPONSIBILITY
Educate drivers through social media, newsletters, website, etc. (including young drivers) about interacting/sharing the road with bicyclists and pedestrians and awareness of their rights in the crosswalks.	0-5 years	All groups
Improve bicycle safety through wayfinding signs at the Mountain Bay Trail gap at Maple Ave., Town of Richmond, west to paper mill property. "Share the Road" signs will help educate drivers.	0-5 years	Shawano Pathways
Establish an informational website showing routes and locations of bicycle and pedestrian facilities	0-5 years	Shawano Pathways City of Shawano
Create signage and public service announcements focused on pedestrian awareness and safety in school zones	0-5 years	City of Shawano Shawano Pathways
Create educational campaigns targeted at all roadway user groups to inform on rules of the road, how to share the road, etc.	0-5 years	Shawano Pathways City of Shawano
Partner with Shawano Pathways to post signage informing drivers of the 3-foot passing law	0-5 years	All groups

**Goal 2: Encouragement.** Encourage more residents to use non-motorized means of transportation to reduce dependence on automobiles, conserve resources, increase physical activity, and enjoy the outdoors.

ACTION	TIMEFRAME	RESPONSIBILITY
Promote the bicycle and pedestrian programs such as the Bike the Bike the Barn Quilts bike ride and Parks to Parks Loop routes.	0-5 years	Shawano Pathways City of Shawano
Develop and host an open streets event	1-3 years (could be done on an annual basis, use the opening of the downtown plaza as the kick-off event)	City of Shawano
Partner more with ECWRPC's Safe Routes to School Program	Ongoing	

**Goal 3: Engagement.** Draw involvement from new community members and work with existing community partners to build intentional, ongoing engagement opportunities into bicycle and pedestrian planning and construction efforts.

ACTION	TIMEFRAME	RESPONSIBILITY
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Continue to find people who have home bike repair shops. Partner with nearby shops who can attend a City “Bike Tune-Up and Repair Day.” Or set up a tent at a local event. Engage elected officials to reach out and provide incentives for bike shops to open a satellite location. Engage with community members who can provide a space for the bike shop.	0-5 years	Elected Officials, City Administrator
Enhance the Friends of the Mountain Bay State Trail already established.	0-5 years	Shawano Pathways City of Shawano
Boost Youth Engagement through the Safe Routes to School Program.	0-5 years	School Districts
Create incentives to attract a bike shop in the City; preferably in the downtown area.	0-5 years	Elected Officials, City Administrator

**Goal 4: Engineering.** Improve connections and links between bicycle, pedestrian, and transit networks within the City of Shawano, by identifying gaps, barriers, and needed multimodal facilities and connections.

ACTION	TIMEFRAME	RESPONSIBILITY
Improve visibility at night on the in-town section of Mountain Bay State Trail and in the City parks.	0-5 years	DPW Parks and Recreation
Install street furniture, such as benches, shelters, trash receptacles, and water fountains.	0-5 years	DPW Parks and Recreation
Enhance the Mountain Bay Trail Connection in Shawano to get the trail off the roads.	0-5 years	City of Shawano Shawano Pathways
Make continuous sidewalks along priority locations.	0-5 years	City of Shawano
Continue to increase the number of bicycle and pedestrian facilities in the City of Shawano through both public infrastructure and private development projects by constructing facilities based on this plan.	0-5 years	City of Shawano
Develop criteria for prioritizing projects that include bicycle and pedestrian facilities.	5-10 years	City of Shawano
Evaluate each project for maintenance.	0-5 years	City of Shawano
Create a policy for maintenance of transportation-based trails and multimodal facilities.	0-5 years	City of Shawano
Create a process to ensure multimodal facilities connect to all key and priority destinations (i.e. schools, grocery, employment centers, health care, etc.).	0-5 years	City of Shawano Shawano Pathways
Continue to determine locations to install high visibility	0-5 years	City of Shawano

crosswalks that emphasize the recommended path of crossing an intersection.		
Install street furniture, such as benches, shelters, trash receptacles, and water fountains.	0-5 years	City of Shawano
Put in more bike racks at events or at businesses so people have a place to put their bike. With the new Plaza construction, install bike areas on both sides of Main St.	0-5 years	City of Shawano

**Goal 5: Equity.** Ensure multimodal facilities and programs do not negative impact vulnerable and underserved populations, and ensure that equitable opportunities for facilities and programs are accessible for all community members. Engage people from all demographic groups who use walking and bicycling as modes of transportation and ensure they have the same access to the planning, designing, and decision-making process.

ACTION	TIMEFRAME	RESPONSIBILITY
Create a process to ensure all voices and perspectives are considered when planning for facilities or programs.	0-5 years	City of Shawano
Require inclusion of bicyclists and pedestrians in Citywide planning efforts	0-5 years	City of Shawano
Design to ADA standards to ensure facilities are accessible for everyone.	0-5 years	City of Shawano

**Goal 6: Evaluation.** Establish criteria to evaluate the education, encouragement, engagement, engineering, and equity components of existing and future multimodal facilities and programs.

ACTION	TIMEFRAME	RESPONSIBILITY
Develop a bicycle and pedestrian count process to keep counts on a regular basis.	0-5 years	City of Shawano Shawano Pathways
Update bicycle and pedestrian mileage annually.	0-5 years	City of Shawano Shawano Pathways
Track progress of bicycle and pedestrian facilities in conjunction with requirements to receive Bicycle Friendly Community and Walk Friendly Community designations.	0-5 years	City of Shawano Shawano Pathways
Establish a standing semiannual meeting with all stakeholders to discuss which group will take ownership of certain projects and acquire funding.	0-5 years	City of Shawano Shawano Pathways

## **IMPLEMENTATION AND FUNDING**

For the purpose of cost-effectiveness, implementation should be addressed on an “as road projects arise” basis, when roadways are considered for reconstruction, expansion, or repair. In addition to the facilities recommended in this plan, each roadway project should consider whether it would be appropriate to include bicycle and/or pedestrian accommodations. Other activities in this plan that do not involve roadway projects may be completed through funding and financing of a bicycle and pedestrian infrastructure project depends on the individual project and if it coincides with a roadway’s reconstruction project. It is recommended that Shawano funds bicycle and pedestrian facilities at the time of roadway reconstruction projects and build the cost of those facilities into their capital improvement program.

### **Funding**

Funding and financing of bicycle and pedestrian infrastructure projects depend on the individual roadway project and if it coincides with a reconstruction or resurfacing project. Typically, it is more efficient at the county or local level to build the cost of bicycle and pedestrian accommodations into a reconstruction project rather than retrofitting. It is recommended that Shawano funds bicycle and pedestrian infrastructure through their local capital improvement programs and build the cost of the facility into the cost of the roadway project and works with local communities on local bicycle and pedestrian facilities.

State and federal funding may serve as opportunities for certain bicycle and pedestrian projects. When pursuing these funds, it is recommended that Shawano coordinate with ECWRPC, Shawano County and WisDOT to ensure the proposed project is eligible for those funds.

The following sections describe the potential funding sources.

### ***County and Local Capital Improvement Programs (CIPs)***

As roadways are scheduled for reconstruction or resurfacing, bicycle and pedestrian infrastructure accommodations should be considered as it is much more cost effective to include these facilities as part of the project. These costs of the bicycle and pedestrian accommodations can be included in the CIP as part of the overall roadway project’s cost.

### ***Surface Transportation Block Grant Program***

The Surface Transportation Block Grant program (STBG) provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road,

pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals. (<https://www.fhwa.dot.gov/specialfunding/stp/>)

### ***Transportation Alternatives Program***

The Transportation Alternatives Program (TAP) is a federal program for projects that meet eligibility criteria for bicycle- and pedestrian-related projects used for transportation purposes. TAP projects within the jurisdiction of a Transportation Management Area are selected at the regional level by TMAs. (<https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx>)

### ***Highway Safety Improvement Program (HSIP)***

The Highway Safety Improvement Program (HSIP) is intended to develop and implement, on a continuing basis, stand-alone safety projects designed to reduce the number and severity of crashes on all streets and highways (both state and local). The federal funding ratio for the HSIP funds is usually 90% federal funds and a 10% match of state and/or local funds. The HSIP Program currently prioritizes sites that have experienced a high crash history with an emphasis on low-cost options that can be implemented quickly. (Federal: <https://safety.fhwa.dot.gov/hsip/>)(State: <https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/hsip.aspx>)

### ***Recreational Trails Program (RTP)***

The Recreation Trails Program provides funds to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Project sponsors may be reimbursed for up to 50 percent of eligible project costs. (<https://dnr.wi.gov/Aid/RTP.html>)

### ***Wisconsin Department of Natural Resources Knowles-Nelson Stewardship Funds***

The Knowles-Nelson Stewardship Funds help fund land acquisition and recreational facility development. (<https://dnr.wi.gov/topic/stewardship/>)

### ***The Robert Wood Johnson Foundation***

The Robert Wood Johnson Foundation seeks to improve the health and health care of all Americans. One of the primary goals of the Foundation is to “promote healthy communities and lifestyles.” Specifically, the Foundation has ongoing “Active Living by Design” grant programs that promote the principals of active living including non-motorized transportation. Other related calls for grant proposals are issued as developed, and multiple communities nationwide have received grants related to the promotion of trails and other non-motorized facilities. (<https://www.rwjf.org/en/how-we-work/grants-explorer.html>)

### **Local Hospitals and Healthcare Organizations**

A majority of hospitals and health care organizations within the United States currently operate as nonprofit organizations and are exempt from most federal, state, and local taxes as a result of this status. To maintain this status, hospitals and health care organizations need to complete a number of requirements, including developing a Community Health Needs Assessment (CHNA) and support community initiatives that are consistent with their CHNA.

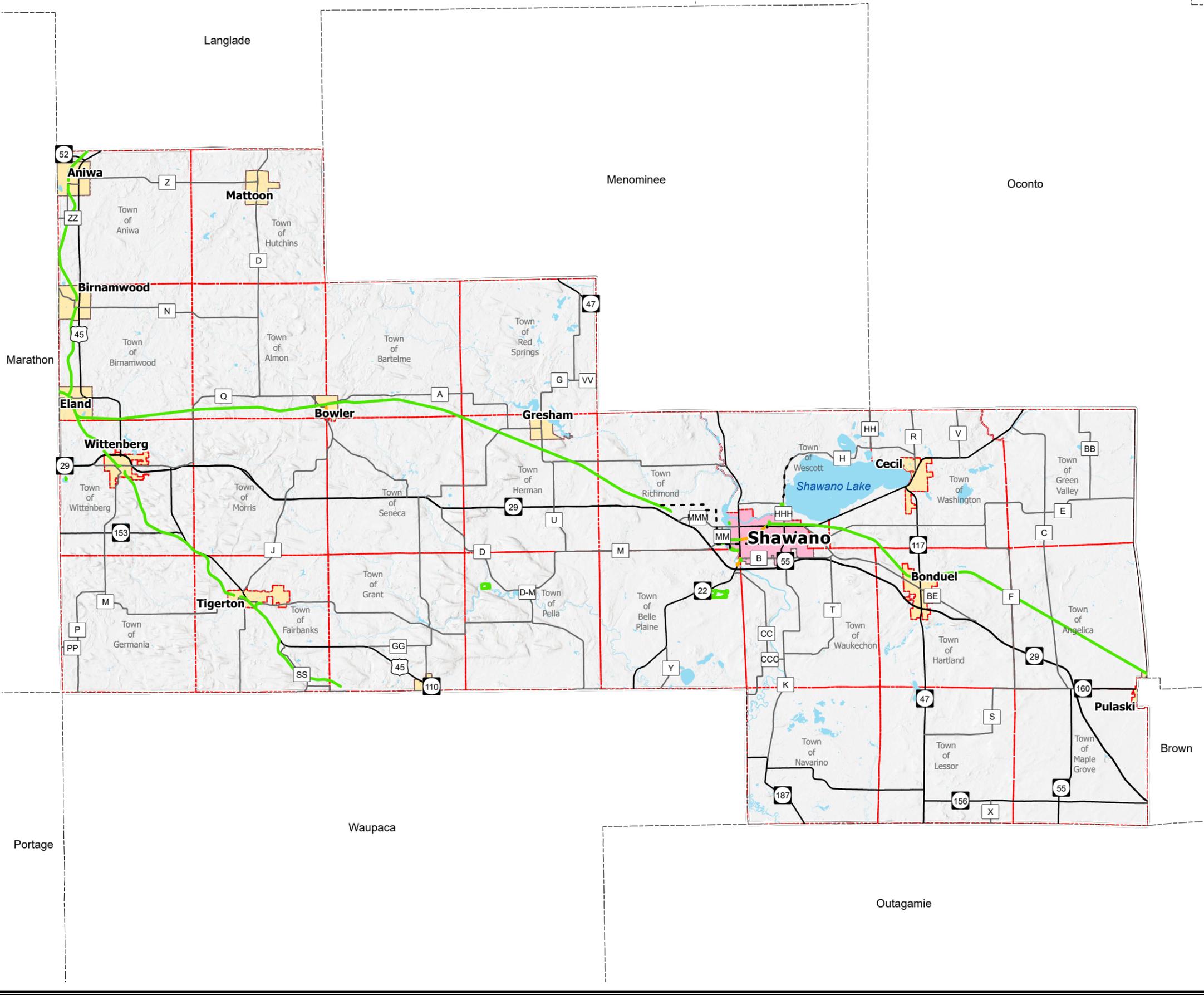
### **Public Private Partnerships**

As federal and state funds become more competitive for local communities, it is recommended that Shawano works with the private sector to help secure funds for various types of bicycle and pedestrian projects. The private sector could help to provide the local match for state and federal grant program, making the local grant application more competitive for funding. Additionally, local businesses have a vested interest in bicycle and pedestrian accommodations, as healthy active employees help reduce the businesses health insurance costs and the employees are also more productive. Local health insurance companies are interested in having healthy employees, as it reduces their health insurance claims related to chronic diseases.

### **Bicycle and Pedestrian Plan Wrap Up**

As with many plans, this Plan lays out framework for successful implementation. Through an established vision and clear, attainable goals, the City has a framework to guide bicycle and pedestrian infrastructure and activities for the next five years and beyond. While the framework has been laid, it should be noted that a key to the success of plans is to be nimble and responsive to current conditions. The conditions upon which this Plan was built could change, resulting in a different landscape. As a result, this Plan should be revisited on at least an annual basis or when key conditions change.

# Map E-1 Shawano County



- Bike Lane
- Off Road Paved
- Off Road Unpaved
- - - - Signed Bike Route



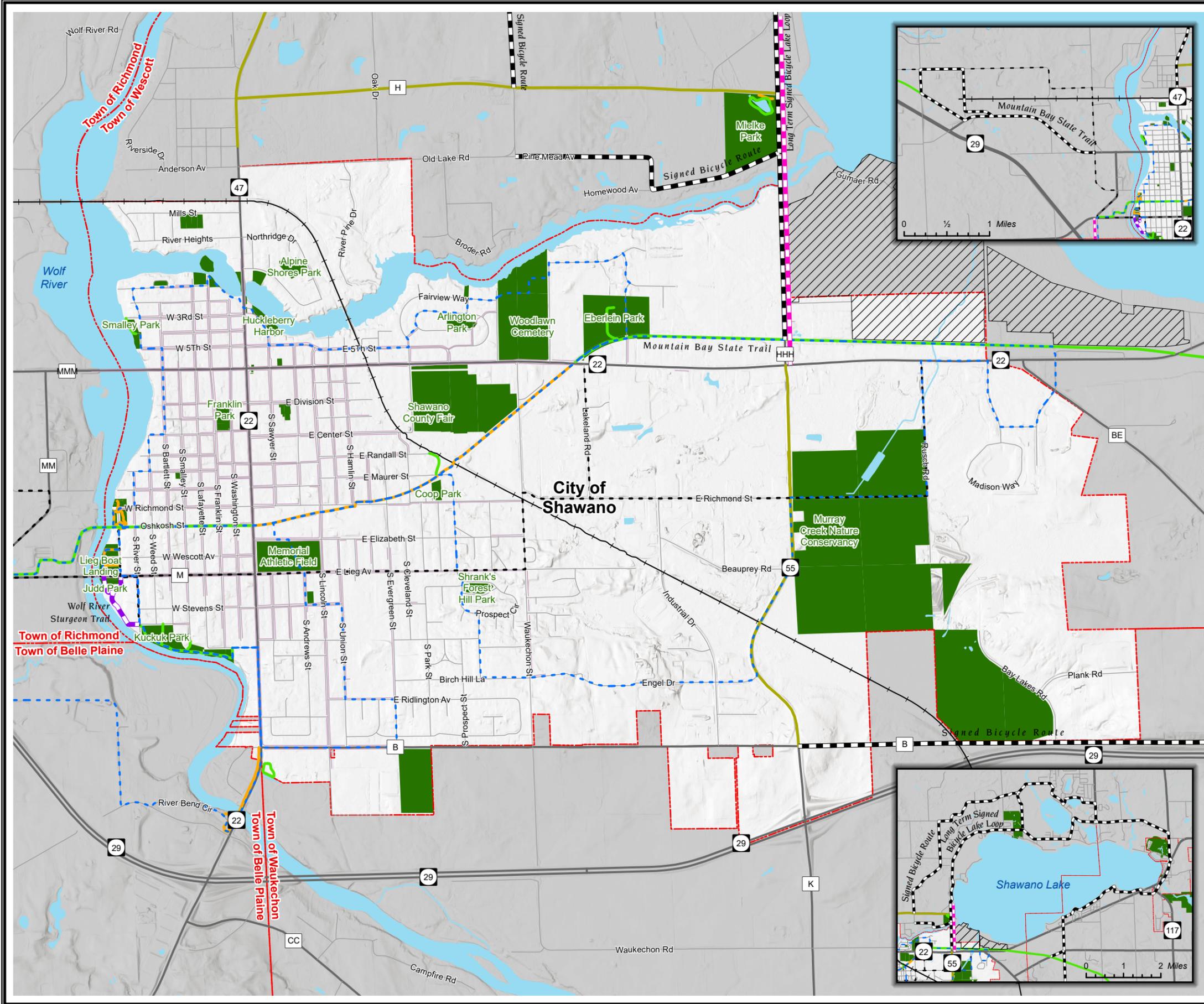
0 6  
Scale in Miles

Source:  
Base data provided by Regional Counties 2021.

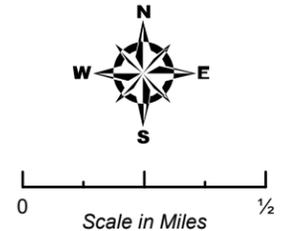
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PREPARED SEPTEMBER 2021 BY:  
East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**  
Calumet • Fond du Lac • Menominee • Outagamie  
Shawano • Waupaca • Waushara • Winnebago

# Map E-2 City of Shawano Recommended Facilities from Existing Plans



- Existing Bicycle & Pedestrian Facilities**
- Off Road Paved
  - Off Road Unpaved
  - Sidewalk
  - - - - Signed Bike Route
  - - - - Park to Park Loop Bike Route
  - Wide Paved Shoulder
- Recommended Bicycle & Pedestrian Facilities**
- - - - 2020 City of Shawano Comprehensive Outdoor Recreation Plan
  - - - - 2019 Shawano County Safe Routes to Parks Plan
  - - - - 2013 Shawano County Bicycle & Pedestrian Plan
  - +— Railroad
  - Airport
  - Park



Source:  
 Recommended Facilities provided by Shawano Pathways 2021, Shawano County 2019 and 2013.  
 Existing Bicycle & Pedestrian Facilities provided by ECWRPC 2021.  
 Railroad data provided by WisDOT 2017.  
 Base data provided by Regional Counties 2021.

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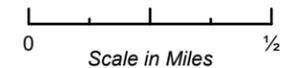
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# Map E-3 City of Shawano Existing & Planned Network

## 2021 Recommended Bicycle & Pedestrian Facilities

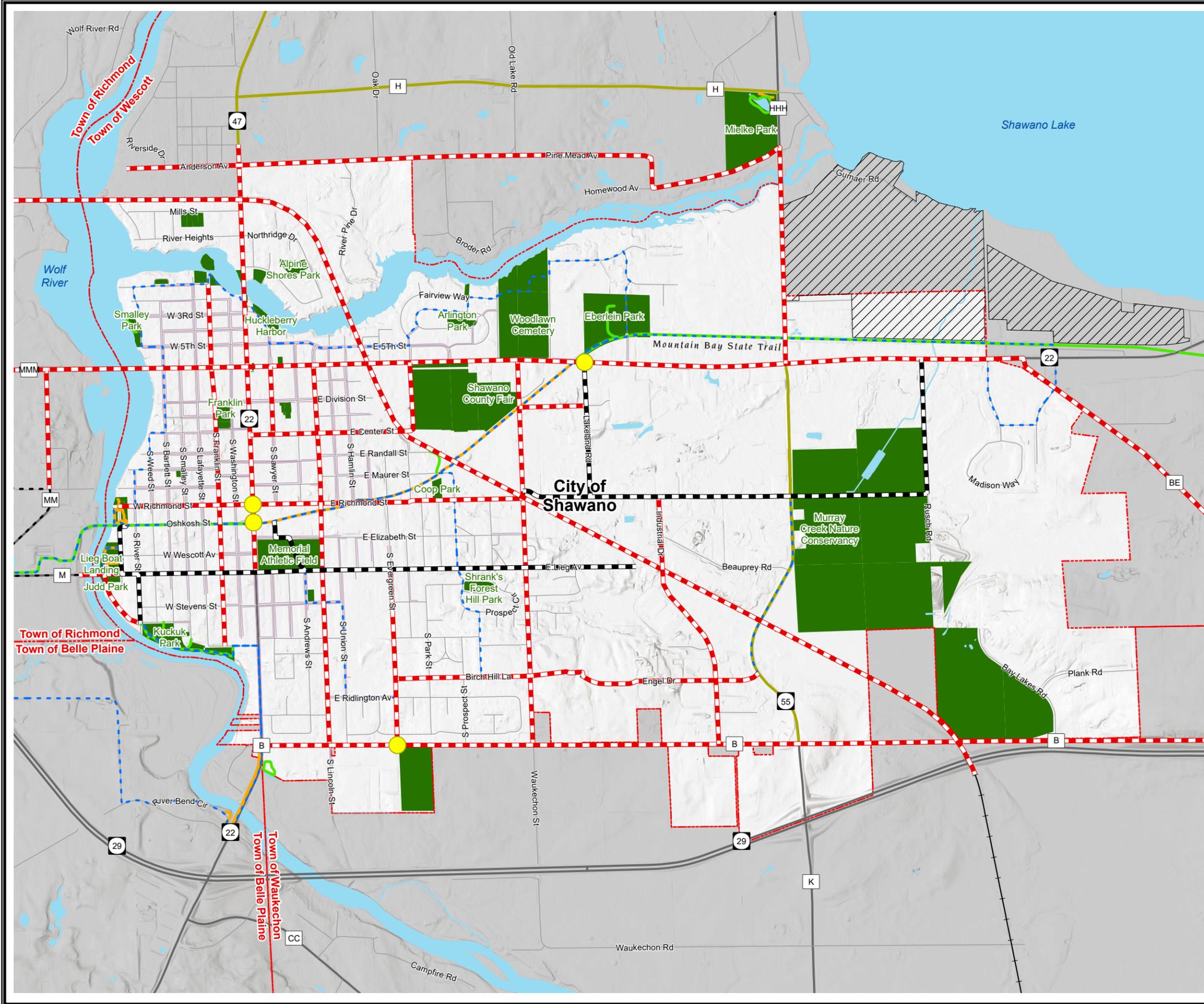
-  Intersection Improvement
  -  Recommended Facility
  -  Facility Improvement/Upgrade
- ## Existing Bicycle & Pedestrian Facilities
-  Bike Lane
  -  Off Road Paved
  -  Off Road Unpaved
  -  Sidewalk
  -  Signed Bike Route
  -  Park to Park Loop Bike Route
  -  Wide Paved Shoulder
  -  Railroad
  -  Park
  -  Airport



Source:  
Bicycle & Pedestrian Facilities provided by ECWRPC, 2021.  
Railroad data provided by WisDOT, 2017.  
Base data provided by Regional Counties, 2021.

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## Attachment E-1: Sidepath Suitability Analysis

*Index created by League of Illinois Bicyclists; specific examples provided by Green Bay Metropolitan Organization.*

### Determining the Safety of Bicyclists on Parallel Trails Using the Sidepath Suitability Index

A method of estimating the relative safety of bicyclists on trails (or paths) that run parallel to streets was developed by the League of Illinois Bicyclists (LIB). This “Sidepath Suitability Index” is designed to enable communities and other entities to rate the safety of existing parallel paths, determine if a new path would be an appropriate option, and identify methods for making existing or planned paths as safe as possible.

To assess the suitability of placing a path along a road segment, the following factors are considered:

1. **Intersection traffic**, which considers vehicle volumes, vehicle speeds, the number of driveway and street intersections, and other conditions.
2. **Path continuity**, which measures the impact of gaps (unpaved areas, etc.) that exist along the path.
3. **Curb cuts**, which considers whether or not curb cuts exist at street and driveway crossings.
4. **Pedestrian use**, which considers the level of pedestrian use and the conflicts that exist or could exist between walkers and bicyclists.
5. **Crosswalks**, which measures the visibility of crosswalks at intersections.
6. **Separation between intersections and sidepaths**, which considers the proximity of the path’s intersection and driveway crossings to the parallel road.

Each of these factors is assessed and scored, and the final score is used to determine the overall suitability of the path by comparing the score to the categories in the following table:

<u>Sidepath Suitability</u>	<u>Points</u>
Most Suitable	0-7
Somewhat Suitable	8-9
Least Suitable	10-11
Not Suitable	12+

If communities intend to emphasize the construction of parallel paths, it is important that those who will be involved in developing these paths carefully consider where the paths should and should not be built. The following two examples illustrate how the suitability index works.

**Example 1:** *A street segment with very few access points that has curb cuts and highly visible crosswalks at intersections. The sidepath crosswalks are close to the parallel street at the crossings, and pedestrian use of the path is moderate.*

After completing the analysis shown in Appendix 1, this segment’s suitability rating was found to be 4, which falls within the Most Suitable category. This result suggests that a path along this segment that includes the features summarized in Example 1 would be acceptable.

**Example 2:** *A street segment that intersects often with commercial driveways and streets. This segment has curb cuts and highly visible crosswalks at street intersections. The sidepath crosswalks are close to the parallel street at the street intersections, but the driveway crossings are not close to the parallel street. Pedestrian use of the path is moderate here as well.*

After completing the analysis shown in Appendix 1, this segment's suitability rating was found to be 11, which falls within the Least Suitable category. This result suggests that a path along this segment that includes the features summarized in Example 2 would not be as safe as on-street bicycle lanes because of the relatively high number of street and driveway crossings and the possibility that drivers will not see oncoming bikers because the drivers will tend to look for gaps in traffic instead of bicyclists on the path.

In situations where parallel multi-use paths are found to fall within the Not Suitable or Least Suitable categories, communities should strongly consider adding on-street bicycle lanes and sidewalks instead of the paths. Communities should also consider choosing on-street lanes and sidewalks over multi-use paths in situations where the parallel paths fall within the Somewhat Suitable category. However, if communities still want to build paths when undesirable conditions exist, they should try to maximize the paths' suitability by minimizing the number of conflict points and making the paths as visible as possible to drivers.

## Appendix 1: Calculations for Sidepath Suitability Analyses

### Example 1 Calculations

#### 1. Intersection Traffic Score

R = Number of residential driveway intersections: **0**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **3**

B = Number of major street/major commercial driveway intersections (≥ 1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street (≤ 30 mph = 1, 35-40 = 2, ≥ 45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street (≤ 2,000 = 1, 2,000-10,000 = 2, ≥ 10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (\text{R} + [2\text{A}] + [4\text{B}]) / \text{M}$$

$$\text{ITS} = 2 \times 3 \times (0 + 6 + 8) / 1$$

$$= (6 \times 14) / 1$$

$$= 84 / 1$$

$$= 84$$

Int. Traffic Score (ITS)	<u>0</u>	<u>1-40</u>	<u>41-80</u>	<u>81-120</u>	<u>121-160</u>	<u>161-200</u>	<u>201-240</u>	<u>&gt;240</u>
Suitability Points	0	1	2	3	4	5	6	7

*Number of suitability points = 3*

#### 2. Path Continuity

No pavement gaps exist along the sidepath.

*Number of suitability points = 0*

#### 3. Curb Cuts

All of the intersecting streets have curb cuts.

*Number of suitability points = 0*

4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

<u>Low Pedestrian Use</u>	<u>Medium Pedestrian Use</u>	<u>High Pedestrian Use</u>
Path 0' - 5' = 1 point	Path 0' - 5' = 2 points	Path 0' - 5' = 4 points
Path > 5' = 0 points	Path 6' - 7' = 1 point	Path 6' - 7' = 2 points
	<i>Path &gt; 7' = 0 points</i>	<i>Path &gt; 7' = 1 point</i>

*Number of suitability points = 0*

5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

*Number of suitability points = 0*

6. Separation Between Intersections and Sidepath

The path is brought close to the parallel road at each street/driveway crossing.

<u>Crossing Condition</u>	<u>Points</u>
Crossings go through stopped traffic at intersecting streets/driveways	5
Crossings not "close enough" to the parallel streets	3
<b><i>Crossings brought close to the parallel streets</i></b>	<b>1</b>

*Number of suitability points = 1*

Total Suitability Score

<u>Sidepath Suitability</u>	<u>Most Suitable</u>			
		<u>Somewhat Suitable</u>	<u>Least Suitable</u>	<u>Not Suitable</u>
Points	<b>0-7</b>	8-9	10-11	12 or more

Total number of suitability points = 4  
**Sidepath Suitability Rating = Most Suitable**

## Example 2 Calculations

### 1. Intersection Traffic Score

R = Number of residential driveway intersections: **2**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **12**

B = Number of major street/major commercial driveway intersections (≥ 1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street (≤ 30 mph = 1, 35-40 = 2, ≥ 45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street (≤ 2,000 = 1, 2,000-10,000 = 2, ≥ 10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (R + [2A] + [4B]) / M$$

$$\text{ITS} = 2 \times 3 \times (2 + 24 + 8) / 1$$

$$= (6 \times 34) / 1$$

$$= 204 / 1$$

$$= 204$$

<u>Int. Traffic Score (ITS)</u>	<u>0</u>	<u>1-40</u>	<u>41-80</u>	<u>81-120</u>	<u>121-160</u>	<u>161-200</u>	<u>201-240</u>	<u>&gt;240</u>
Suitability Points	0	1	2	3	4	5	6	7

*Number of suitability points = 6*

### 2. Path Continuity

No pavement gaps exist along the sidepath.

*Number of suitability points = 0*

### 3. Curb Cuts

All of the intersecting streets have curb cuts.

*Number of suitability points = 0*

4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

<u>Low Pedestrian Use</u>	<u>Medium Pedestrian Use</u>	<u>High Pedestrian Use</u>
Path 0' - 5' = 1 point Path > 5' = 0 points	Path 0' - 5' = 2 points Path 6' - 7' = 1 point	Path 0' - 5' = 4 points Path 6' - 7' = 2 points
	<i>Path &gt; 7' = 0 points</i>	<i>Path &gt; 7' = 1 point</i>

*Number of suitability points = 0*

5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

*Number of suitability points = 0*

6. Separation Between Intersections and Sidepath

The path is not close to the parallel road at each street/driveway crossing.

<u>Crossing Condition</u>	<u>Points</u>
<b>Crossings go through stopped traffic at intersecting streets/driveways</b>	<b>5</b>
Crossings not "close enough" to the parallel streets	3
<i>Crossings brought close to the parallel streets</i>	1

*Number of suitability points = 5*

Total Suitability Score

<u>Sidepath Suitability</u>	<u>Most Suitable</u>	<u>Somewhat Suitable</u>	<u>Least Suitable</u>	<u>Not Suitable</u>
	Points	0-7	8-9	<b>10-11</b>

Total number of suitability points = 11  
**Sidepath Suitability Rating = Least Suitable**