

**Report**

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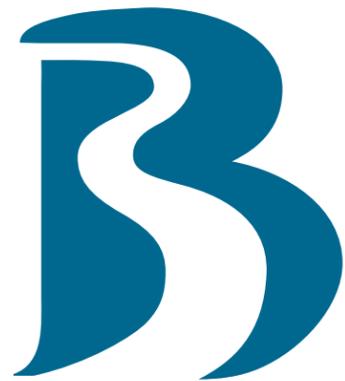


# **Comprehensive Plan**

**Scope I.D.: 04B007**

## **Village of Brokaw Marathon County, Wisconsin**

**April 2006**



**BROKAW**

*Rising by the River*



**Foth & Van Dyke**

# Village of Brokaw

## Goals, Objectives, and Implementation Report

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# 1. Issues and Opportunities

## 1.1 Introduction

The Village of Brokaw is located in north central Wisconsin in Marathon County. Refer to Map 1-1, Regional Setting, for the location of the Village and the neighboring communities discussed throughout this plan.

Marathon County began a multi-jurisdictional comprehensive planning effort in 2002 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Village of Brokaw joined Marathon County in this effort along with 12 other villages, three cities, and 38 towns for a total of 54 participating units of government. The multi-jurisdictional planning process is slated to continue into early 2006. Early in the multi-jurisdictional planning project, the Village of Brokaw identified a need to develop its comprehensive plan on an accelerated timeline in order to address imminent issues related to intergovernmental cooperation, land use, and the overall sustainability of the Village as a viable unit of government. The *Village of Brokaw Framework Comprehensive Plan* was the result of the accelerated planning effort.

The *Village of Brokaw Framework Comprehensive Plan* is now being superseded by this document, the *Village of Brokaw Comprehensive Plan* which is being adopted in accordance with Wisconsin Statutes Ch. 66.1001, also known as the Comprehensive Planning Law. The *Village of Brokaw Comprehensive Plan* consists of two reports: the *Goals, Objectives, Policies, and Implementation Report* produced by Foth & Van Dyke, and the *Conditions and Issues Report* produced through the Marathon County Planning Process.

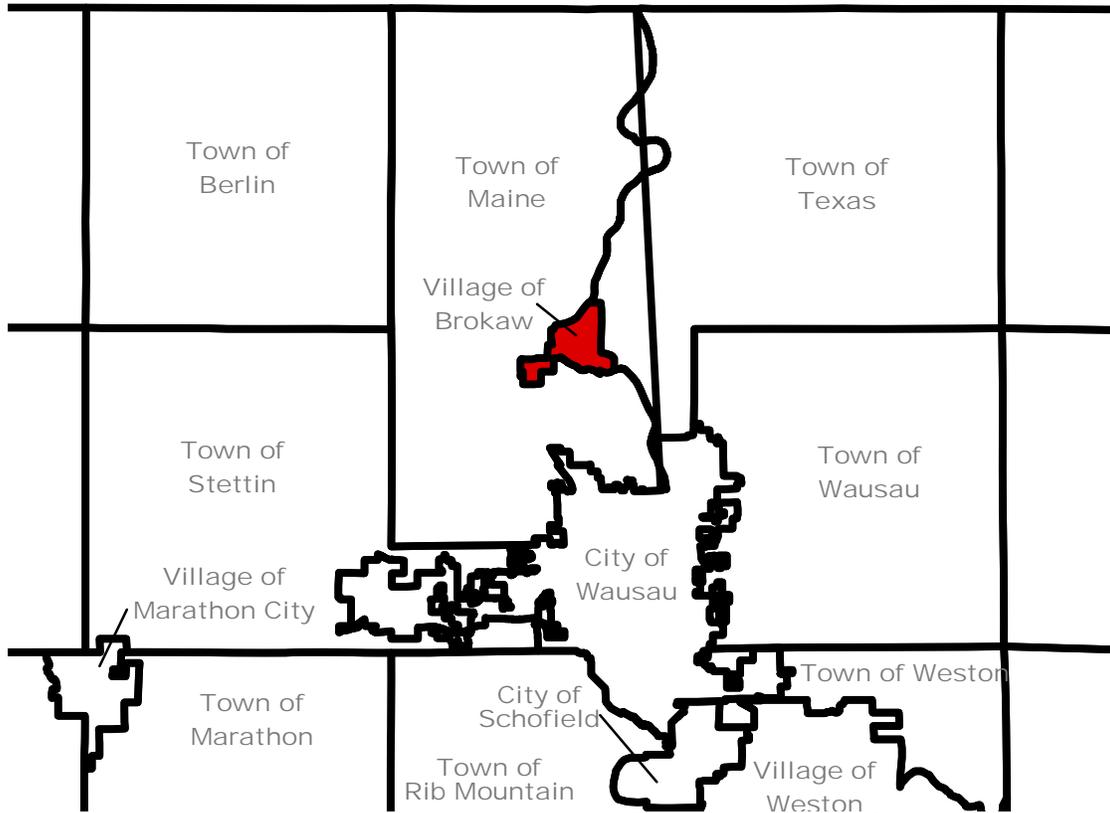
The process utilized by the Village to develop this *Comprehensive Plan* is illustrated in Figure 1-1. The Village set the initial direction for the project by identifying issues and opportunities. Then the decision making process began, moving from general to specific and from planning to implementation. The steps in the decision making process included visioning (the most general), goal development, objective development, policy development, and finally the development of actions, strategies, and recommendations (the most specific). Each step in the planning process builds on the previous.



*Pressing planning issues included new development on the west side of the Village.*

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# MAP 1-1 REGIONAL SETTING Village of Brokaw Marathon County, Wisconsin



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Figure 1-1 Steps in the Planning Process



In order to maintain the consistency and integrity of the decision making process, this document includes internal references that connect the issues, goals, objectives, and policies to each other and to the previous steps from which they originated. The following abbreviations of the element titles are utilized throughout this document for the referencing system.

- IO – Issues and Opportunities
- H – Housing
- T – Transportation
- UCF - Utilities and Community Facilities
- ANC – Agricultural, Natural, and Cultural Resources
- ED – Economic Development
- IC – Intergovernmental Cooperation
- LU – Land Use
- I - Implementation

## 1.2 Issue Identification

In October of 2002, the Village of Brokaw formally began its planning process by completing a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis to identify issues facing the community relative to each of the nine comprehensive planning elements. SWOT analysis is a brainstorming session that involves quick identification of community issues and often reveals a great deal about the community. For example, the exercise often reveals that the same characteristics of the community are viewed as both positive and negative. This can be the result of the differing opinions of the participants, but more often is the result of the complexity of the issues facing a community.

For the Village of Brokaw, its connections to the Wausau Paper mill, dramatic decline in population and housing numbers over the last several decades, and recent growth and development that reversed those trends are the primary sources of issues and opportunities. For the full results of the SWOT analysis, refer to Appendix A.

### 1.3 Vision Statement

The Village began the decision making component of the planning process by crafting a vision statement. This statement guided the overall development of the Village's comprehensive plan. The process of developing the vision statement was based on the foundation built during issue identification and included an assessment of the Village's highest priority issues and opportunities. Individuals representing these areas of strategic importance were invited to participate in the development of the vision statement. Participants included representatives of the Village Board, Village Plan Commission, Village citizens at large, Wausau Paper (the largest single land owner in the Village), Foth & Van Dyke (the Village's engineer), and the Marathon County Highway Department.

Ideas generated by the participants were used to create a generalized map of future land use and a draft vision statement. The draft vision statement was then resubmitted to the participants for review, and suggested revisions were incorporated until all participants were in agreement on the final vision. Throughout the rest of the local planning process, the generalized map of future land use was further developed into the Preferred Land Use Map contained in the *Land Use* element of this *Comprehensive Plan*.

This vision statement is intended to represent the ideal future of the Village of Brokaw. The Village acknowledges that some components of this vision may not be realistic at this time, but may become a reality 20 to 30 years from now under the right conditions. This vision statement is intended to provide a broad overview and backdrop from which the more specific goals, objectives, and policies of the *Comprehensive Plan* have been developed. The vision statement contains detail in four areas of strategic importance as identified in the early stages of the planning process including:

1. A vision for the sustainability of the Village,
2. A vision for land use,
3. A vision for utilities, and
4. A vision for transportation.

**Village of Brokaw 2030 Vision: It is the year 2030, and the Village of Brokaw comprehensive plan has been successfully implemented...**

#### **Sustainability of the Village**

The Village of Brokaw is a viable and sustainable unit of government. New growth, including significant areas that have been added to the Village's territory, have prevented further decline in population and housing numbers. New residents have become involved in the governance of the Village. Intergovernmental cooperation has been a key component of the success of the Village's policies toward growth and development. Proximity to the Wausau metropolitan area,

an attractive small town environment, and urban services at a reasonable cost have attracted new residents and businesses.

The cost of services has been kept low through shared services and cooperative agreements. As an example, through cooperation with the Town of Maine on fire protection and emergency medical service, the Village of Brokaw now functions as the northern-most facility in the Metropolitan Fire and Ambulance Service District. This district serves portions of the Towns of Maine, Texas, Berlin, and Hamburg as well as the Village of Brokaw.

## **Land Use**

The overall pattern of land use includes considerable growth to the west, a shift toward commercial and industrial use in the valley, and limited growth to the east.\* Travelers entering the Village know that they are in Brokaw, as new development has been designed to include common elements of landscaping, screening, and building materials. New development includes a mixture of residential, commercial, industrial, and recreational land uses. Existing vegetation, setbacks, and site design have been utilized to provide buffers between potentially conflicting land uses.

### **Growth to the West**

The Village has grown primarily to the west into the Town of Maine where the density of development helped facilitate cost-effective expansion of the street network and public sewer and water utilities. Commercial, light industrial, and multi-family housing have developed primarily along the County roads. Single- and two-family housing, as well as park and recreational facilities, have developed along existing and new local streets.

Growth near the USH 51/I-39 interchange has focused around businesses that prefer direct highway access and public utilities. New development includes a gas station/convenience store, restaurants, and a hotel.

Commercial growth has also centered around the intersection of N 28<sup>th</sup> Avenue and County Road WW. Retail, convenience, and service businesses are prospering east of N 28<sup>th</sup> Avenue. Industrial uses have located West of N 28<sup>th</sup> Avenue. Development here includes warehousing, agricultural and industrial support services, other light industry, and appropriately sited manufacturing.

### **Change in the Valley**

In the valley (the east side of the Village), residential land use has nearly been eliminated, but has been replaced by commercial uses that are compatible with the Wausau Paper mill and its future plans. These land uses include Wausau Paper support businesses such as services, light industry, and contractor shops.

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\*These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

### **Limited Growth to the East\***

Some growth of the Village has occurred to the east into the Town of Texas. Additional growth to the east will likely accompany the completion of the Marathon County eastern arterial highway.\*

### **Recreational Development**

Cooperative relationships have been the key to integrating parks and other recreational uses into new development. A river walk has been established in cooperation with Wausau Paper. A boat launch has been constructed on the south side of the Wisconsin River in cooperation with the Town of Maine and the Minnesota Mining Company. A joint Town/Village park has also been developed near the Maine Town Hall. Park maintenance has been conducted in cooperation with Marathon County. Marginal lands, including both natural wetlands and constructed stormwater retention areas, are being used as functional open space in conservation subdivisions, and all large subdivisions have been required to dedicate park lands to the Village. The parks in the valley have been maintained and are used by residents and visitors alike.

### **Utilities**

Urban services and utilities have been essential to attracting new growth to the Village, and new relationships for managing the cost of utilities have been established. The focus of utility improvements has been in the west Village, where most of the new growth has occurred. Water and sewer lines actively used in the valley have been upgraded, but portions of these older systems are no longer in use. To the east, no utility expansions have occurred, but will likely accompany the completion of the Marathon County eastern arterial highway and associated commercial growth.\*

The need to protect groundwater quality has been a primary driver of demand for public sewer and water expansions and improvements. All development in the Village is served by public sewer and water, except where prevented by natural barriers or other cost prohibitions. The Village's public water system has provided adequate water to existing and new development. Additional cost-effective wastewater treatment capacity has been provided through the creation of a Metropolitan Utility District. The Village has utilized tax increment financing, special assessments, and impact fees to share the cost burden of utility extensions with developers and other communities.

### **Transportation**

A high quality transportation system, including both roads and rail, has been a primary driver of growth in the Village, and careful planning of development has maintained the safety and efficiency of the system. Cooperative relationships with Marathon County, surrounding communities, and developers have allowed for cost effective street maintenance. Improved turn lanes, frontage roads, and other expansions have maintained safe traffic flow at the USH 51/I-39, County Road WW interchange. Rail is being used more effectively, as Wausau Paper has shared the use of its spur with other local industries.

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\*These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

The existing interchange and bridge over the Wisconsin River made the Village of Brokaw an ideal place to connect the Marathon County eastern arterial with USH 51/I-39.\* County WW has been rerouted through the valley (to the north of the east Village) to better handle increased traffic. The completion of this project has established the Village of Brokaw as the northernmost extent of the Wausau metropolitan area.

## 1.4 Public Participation

The public participation and outreach efforts that accompanied the development of this *Comprehensive Plan* were composed of the combined efforts of the Village of Brokaw and Marathon County. Public participation efforts are ongoing as the Village continues with the development of its complete comprehensive plan. Refer to Appendix B for the Village's Public Participation Plan.

Key efforts by the Village to date include the establishment of a Comprehensive Planning Committee and holding a public informational meeting. The Comprehensive Planning Committee not only included representation of the Plan Commission and Village Board, but also citizens at large. A public informational meeting was held early in the planning process to inform citizens about comprehensive planning and to gather feedback on the results of the SWOT analysis. Additional public outreach efforts conducted by the Village and the County are identified in the Public Participation Plan.

Public participation efforts also associated with this *Comprehensive Plan*, but not yet completed, include the holding of a public hearing on the draft plan, and intergovernmental meetings with the adjacent Towns and the City of Wausau.

## 1.5 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a statement of overall goals, objectives, policies, and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The issues and opportunities goals, objectives, and policies are intended to fulfill this requirement of the law.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

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\* These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

***IO-1 Goal: Seek a pattern of growth and development that supports the long term sustainability of the Village.***

***Objectives***

- 1.a. Make decisions that promote long-term demographic sustainability (population growth, diverse age structure, variety of income levels, and educational attainment). (Source: Strength IO-3)
- 1.b. Make decisions that maintain the quality of the natural resources that support the Village (surface water, groundwater, air, visual resources, recreational resources, etc). (Source: Strength H-1)
- 1.c. Make decisions that support strategies for sustainable economic development (business retention and expansion, workforce development, diversification of the tax base). (Source: Strength ED-2)
- 1.d. Make decisions that are fiscally sustainable by generating enough revenue to offset both short and long term costs. (Source: Threat IO-14)

***IO-2 Goal: Maintain and improve the effectiveness of Village governance.***

***Objectives***

- 2.a. Seek to involve more community members in governmental decision making and advisory bodies. (Source: Weakness IO-6)
- 2.b. Plan cooperatively with neighboring units of government when the result will be consistent with the Village's vision for the future. (Source: Strength IO-4)
- 2.c. Maintain a positive working relationship with Wausau Paper in matters related to land use, land ownership, and utility usage. (Source: Strength IO-5)
- 2.d. Increase training opportunities for Village officials. (Source: Weakness IO-6)

***IO-3 Goal: Balance appropriate land use regulation and individual property rights with community interests and goals.***

***Objectives***

- 3.a. Utilize the comprehensive plan as a tool to guide and support Village actions and decisions. (Source: Strength I-2)
- 3.b. Provide opportunities for citizen participation throughout all stages of plan development and implementation. (Source: Weakness I-4)

- 3.c. Maintain communications with area businesses, school districts, special interests, and civic groups regarding future needs and planning. (Source: Strength I-2 and Public Participation Plan, refer to Appendix B)
- 3.d. Manage growth and development in a manner that gives consideration to, and responds in a timely fashion to, local public input. (Source: Strength IO-1, IO-2)

## 1.6 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Directive**

- IO-1 The Village of Brokaw will conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan. (Source: Objectives IO-3.b, IO-3.d)
- IO-2 Public participation will continue to be encouraged for all aspects of Village governance. (Source: Objective IO-2.a)
- IO-3 When making a community decision, the potential impacts of that decision on the long-term sustainability of the Village as a viable unit of government shall be considered. Sustainability factors considered shall include, but are not necessarily limited to:
  - a. Demographic sustainability;
  - b. Natural resource sustainability;
  - c. Economic sustainability;
  - d. Fiscal sustainability.(Source: Goal IO-1)

## **Recommendations**

- ◆ Clarify Village ordinances to identify when public hearings are required and what types of notices are required. (Source: Objective IO-3.

## 2. Housing

### 2.1 Housing for all Income Levels, Age Groups, and Persons with Special Needs

The Village of Brokaw recognizes the need for a variety of housing types to meet the housing needs of all income levels, age groups, and persons with special housing needs. While housing choices in the Village have been declining for the last several decades, the recent development on the west side includes single-family and multi-family development. The Village's preferred land use classifications (refer to the *Land Use* element) allow for community living arrangements, elder care facilities, and mixed-use developments. Goal H-1 and its supporting objectives, along with policies H-1, H-2, H-3, and H-4 address the need for a variety of housing types to meet the housing needs of all income levels, age groups, and persons with special housing needs.

### 2.2 Availability of Land for the Development and Redevelopment of Affordable Housing

The Village of Brokaw recognizes the need to promote the availability of lands for the development and redevelopment of affordable housing. Measuring the affordability of the Village's housing stock will be a challenge, as the Village is anticipated to experience significant changes in its demographics in the coming years. Availability of land will also be a challenge, as new territory must be annexed to the Village to support any additional development. However, several aspects of the comprehensive plan support the availability of land for the development and redevelopment of affordable housing. The goals, objectives, and policies of the *Housing* element address housing affordability, and the *Land Use* element identifies potential growth areas that could be developed at urban densities and provided with the urban services needed to support affordable housing.

### 2.3 Housing Stock Maintenance and Rehabilitation

Housing stock maintenance and rehabilitation pose unique challenges in the Village of Brokaw. As the existing homes become available for purchase on the east side of the Village, Wausau Paper exercises its right of first refusal. Homes purchased by Wausau Paper are being razed, thus eliminating the Village's oldest homes. These circumstances allow little room for maintenance or rehabilitation. However, the Village recognizes that as its territory may grow in the future, older homes may again be added to the housing stock. Therefore, goal H-3 and its supporting objectives, along with the recommendation to continue local building inspection and enforcement of the Uniform Dwelling Code, promote housing stock maintenance and rehabilitation.

### 2.4 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements

usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

***H-1 Goal: Provide opportunities for an adequate housing supply that will meet the needs of current and future residents and provide a range of housing choices for all income levels, age groups, and special housing needs.***

***Objectives***

- 1.a. Support development proposals for duplexes and apartment buildings that are compatible with the overall community vision and needs for the future (design, location, ratio of single-family to multi-family units). (Source: Opportunity H-10)
- 1.b. Provide an adequate supply of land that is planned and zoned for multi-family housing and for development at higher densities should it be demanded in the future. (Source: Opportunity H-8)
- 1.c. Plan for development patterns that provide for a diversity of lot sizes. (Source: Opportunity H-10)
- 1.d. Support development proposals for senior housing including independent, assisted living, and full nursing care facilities that are consistent with the overall community vision and needs for the future. (Source: Opportunity H-8)
- 1.e. Explore the possibilities of receiving state or federal funds for low to moderate income housing development. (Source: Weakness H-3)

***H-2 Goal: Provide for housing development that is consistent with the Village's vision for the future.***

***Objectives***

- 2.a. Direct residential development to areas that can be efficiently served by existing or easily expanded roads, public utilities, parks, and other services. (Source: Strength LU-1)
- 2.b. Prevent conflicts between residential land uses and commercial/industrial uses. (Source: Threat H-13)
- 2.c. Allow for the creation of mixed-use developments where housing can be located adjacent to compatible commercial, public, institutional, and open space uses. (Source: Weakness ED-6)

- 2.d. Maintain a sense of community by preserving the features that are attractive for residents including the natural setting and small-town feel. (Source: Strength H-1)

**H-3 Goal: *Except in areas where Wausau Paper is eliminating housing, maintain or rehabilitate the Village's existing housing stock.***

***Objectives***

- 3.a. Support educational efforts regarding unsafe or unsanitary housing conditions including lead paint, carbon monoxide emissions, radon, exposed heat pipes, and broken or missing smoke detectors. (Source: Strength H-2)
- 3.b. Explore opportunities to identify and maintain or rehabilitate homes of local historic significance that will encourage their continued existence. (Source: Threat H-12)

## 2.5 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Directive**

- H-1 Zoning and land division ordinances and other land use controls should be reviewed for their impact on opportunities to create affordable housing in the Village. (Source: Goal H-1)
- H-2 Zoning and land division ordinances and other land use controls should be reviewed for their impact on opportunities to allow mixed use residential development that incorporates compatible commercial, institutional, public, or recreational land uses. (Source: Objective H-2.c.)

- H-3 The Village will maintain adequate areas of undeveloped land that are suitable to accommodate all forms of anticipated residential development (single-, two-, and multi-family housing, and senior housing). (Source: Objectives H-1.b, H-1.d)
- H-4 Village zoning should identify an appropriate district for mobile homes and set performance standards for mobile homes and mobile home parks. (Source: Objective H-2.d)

### **Development Review Criteria**

- H-5 New housing developments shall provide parkland dedications and/or pay parkland impact fees roughly proportional to the recreational needs directly created by that development. (Source: Objective UCF-6.b)

### **Recommendations**

- ◆ Continue to enforce a Village building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes. (Source: Strength H-2)

## **2.6 Housing Programs**

The following housing programs are available to the Village of Brokaw to further its housing goals, objectives, and policies. The following list is not all-inclusive. Housing programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs.

### **Federal Housing Programs**

#### **Department of Housing and Urban Development (HUD)**

HUD is the federal agency with primary responsibility for housing programs and community development. HUD is the main repository of resources for housing programs in Wisconsin. HUD provides funding for state developed programs through HOME and other initiatives. It also funds the Continuum of Care for Homeless Families initiative, and provides Section 8 vouchers, which assist low-income families in finding affordable housing. The Wisconsin HUD office is located in Milwaukee and can be contacted at (414) 297-3214.

#### **Rural Development, Rural Housing Service - United States Department of Agriculture (USDA-RD)**

USDA provides a variety of housing and community development programs for rural areas, generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. For more information visit its website at [www.rurdev.usda.gov](http://www.rurdev.usda.gov).

## **State Housing Programs**

### **Wisconsin Rural Development, Rural Housing Service**

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable, housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at [www.rurdev.usda.gov/wi/index.html](http://www.rurdev.usda.gov/wi/index.html).

### **Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations**

The Division of Housing and Intergovernmental Relations provides housing assistance to benefit low- and moderate-income households through the Bureau of Housing. It offers state-funded housing grants or loans through local organizations, coordinates its housing programs with those of other state and local housing agencies, helps develop state housing plans and policies, and provides training and technical assistance. The Division channels federal housing funds to local authorities and organizations and administers federal funds for the homeless.

### **Community Development Block Grant (CDBG) – Housing Program**

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

### **Home Safety Act**

A new Wisconsin law requires the state's Uniform Dwelling Code (UDC) be enforced in all municipalities. This includes the necessity to have new construction inspected for compliance with the UDC, the statewide building code for one and two family dwellings built since June 1, 1980.

The Home Safety Act signed into law by Governor Doyle on December 3, 2003 includes important changes to the enabling statutes for the UDC. The changes were effective as of December 18, 2003. Previous to the new legislation, municipalities with a population of 2,500 or less could choose by resolution to decline UDC enforcement.

Those municipalities which previously chose not to enforce the UDC now have three options:

- ◆ Adopt an ordinance to begin local enforcement of the UDC. This may include contracting with another municipality or a private party to do the work.
- ◆ Delegate enforcement to the county, if the county is willing to accept it. Currently only three counties have UDC enforcement programs - Adams, Chippewa, and Eau Claire.
- ◆ Take no action. This then causes the Safety and Buildings Division to enforce the UDC for new homes in the municipality.

There are approximately 900 municipalities in Wisconsin which had elected not to enforce the UDC. The Safety and Buildings Division plans to survey the municipalities that previously declined enforcement to try to determine what the municipalities plan to do so a system can be structured for enforcement responsibilities. For further information contact the Wisconsin Department of Commerce.

#### **Home Investment Partnership Program (HOME)**

A variety of affordable housing activities may be supported by federal HOME awards including down payment assistance for home buyers, rental rehabilitation, weatherization related repairs, accessibility improvements and rental housing development. Approximately \$13 million is awarded annually. The program is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

#### **Housing Cost Reduction Initiative (HCRI)**

Local sponsors compete for \$2.6 million in state grants annually to reduce the housing costs of low-income renters or home buyers. Eligible applicants include local units of government, American Indian tribes or bands in Wisconsin, housing authorities and non-profit housing organizations. Eligible activities are emergency rental aid, home buying down payment assistance, homeless prevention efforts, and related housing initiatives. The HCRI is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR).

#### **Homeless Programs**

The Division of Housing and Intergovernmental Relations administers three programs specifically designed to help homeless people:

- ◆ State Shelter Subsidy Grant (SSSG) Program: provides up to one-half of an emergency homeless shelter's program operating budget. Eligible applicants are a county or municipal governing body or agency, an Indian Tribal government, a community action agency, or other private not-for-profit or non-profit organization.
- ◆ Housing Opportunities For Persons With Aids (HOPWA): This federal program is designed to provide eligible applicants with resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of persons with AIDS or related diseases. Funds are distributed through a competitive process.

- ◆ HUD Emergency Shelter Grant (ESG) Program: Funds may be used for homelessness prevention, essential services, rehabilitation of shelters, and operating costs.
- ◆ Transitional Housing Program (THP): Eligible applicants propose to operate transitional programs for formerly homeless individuals and families. Funds may be used for housing costs, education and vocational training, transportation, day care, or other costs needed to assist participants in sustaining self-sufficiency.
- ◆ Interest Bearing Real Estate Trust Account Program (IBRETA): Real estate brokers establish interest bearing real estate trust accounts for the deposit of all down payments, earnest money deposits and other trust funds received by the broker and related to the conveyance of real estate. Interest is remitted to the WDOA. Proceeds augment existing homeless programs.

### **Local Housing Organization Grants (LHOG)**

LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

### **Habitat for Humanity**

The goal of this program is to eliminate inadequate housing and poverty housing throughout the world. Local affiliates, including dozens in Wisconsin, are responsible for raising funds, recruiting volunteers, identifying project sites, and constructing owner-occupied housing for the benefit of participating low-income families. Visit [www.habitat.org](http://www.habitat.org).

### **Wisconsin Fresh Start Program**

The Fresh State Grants are awarded on a competitive basis to agencies that would like to establish programs based on the Operation Fresh Start, Inc. service model. The purpose of the program is to provide at-risk young people with education, employment skills, and career direction leading to economic self-sufficiency. This is accomplished through opportunities for meaningful service in the young people's communities by helping to meet the housing needs of low-income individuals and families. The program is designed to provide on-site housing construction and rehabilitation work experience, off-site academic classes, and supportive services for young people, primarily for ages 16-24. Contact the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) for more information.

## **Wisconsin Department of Veterans Affairs, Home Purchase Programs**

These programs provide 30 year mortgage loan funds for construction or purchase of a home at a below market interest rate with a minimal down payment. A Personal Loan Program allows for the purchase of a manufactured home. Applicants must meet income limits and other veteran eligibility qualifications. Contact the Wisconsin Department of Veterans Affairs for further information.

## **2000 Consolidated Plan**

Every five years, the State of Wisconsin is required to present to HUD a consolidated plan as to how it intends to address housing issues and coordinate resources. This document can be consulted for a comprehensive list of programs and the state's intended use of funds.

## **State Rental Energy Funds**

The State Rental Energy Rehabilitation Program is funded by federal oil overcharge dollars. It is used to fund rental units occupied by low income households needing energy efficient rehabilitation activities and energy efficient appliances. The state administers the program through local governments and non-profit organizations. Wisconsin based owners of residential rental property and rental housing development are eligible for funds.

## **Wisconsin Housing and Economic Development Authority (WHEDA)**

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at [www.wheda.com](http://www.wheda.com)

## **Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)**

The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with income at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, [www.heat.doa.state.wi.us/liheap/default.asp](http://www.heat.doa.state.wi.us/liheap/default.asp)

## **Historic Home Owner's Tax Credits**

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

## **Community Options Program (COP)**

Community Options helps people who need long term care stay in their own homes and communities. Its purpose is to provide cost-effective alternatives to expensive care in institutions and nursing homes. Elderly people and people with serious long-term disabilities receive funds and assistance to find services they are not able to get through other programs. Contact the Wisconsin Department of Health and Family Services for further information.

## **Regional Housing Programs**

### **Wisconsin Community Action Program Association (WISCAP)**

WISCAP and its member agencies are dedicated to advancing safe and affordable housing through development of resources, training, and opportunities. WISCAP serves as an advocate for policy and program development, and provides technical assistance expertise on housing issues. Visit the web-site: [www.wiscap.org](http://www.wiscap.org) The web-site lists the member agencies of WISCAP which serve individual counties and regions of the state.

## **Local Housing Programs**

### **Certificate of Housing Compliance Program**

This program is done in the Village of Shorewood and could be applied to communities with an older housing stock. Shorewood has relatively high and stable property values and many fine homes. The average age of properties is approximately 70 years, therefore it is essential to insure that these properties are maintained to preserve their long-term viability and enhance property values in the community.

The Certificate of Compliance Program is specifically designed to help protect and preserve property values. The program is designed to monitor the general upkeep and maintenance of all residential properties, both single and multi family, at the time of ownership change. Over time, every residential property will be inspected.

If you are considering selling your home or residential property, you must apply for a Certificate of Compliance and pay a fee. Make an appointment with the inspector. If the inspector concludes that no violations are noted, a Certificate of Compliance is issued. If there are violations, they are listed on a statement of non-compliance and sent to the applicant. These violations must be corrected whether the property is sold or not. A period of time is given for compliance, then a re-inspection is made by appointment after which the certificate can be issued. Example inspection items: exterior, property (garage, fences), electrical, interior, plumbing, heating, other.

This program encourages the maintenance of properties at all times, not just before selling them. Contact Village of Shorewood Department of Community Development for more information (414) 963-6983. Visit the web-site: [www.execpc.com/~shorewoo/DCD.htm](http://www.execpc.com/~shorewoo/DCD.htm)

### **Housing Trust Fund**

A housing trust fund is a pool of money available for housing projects for middle or low income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual or self-sustaining (revolving loan fund). Sources of revenue to begin or replenish housing trust funds include abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds. Funds could be used for home purchase assistance, security deposit assistance, housing construction, rehabilitation, maintenance, technical assistance, homeless shelters, etc.

### **Housing Linkage Programs**

Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new, non-residential development creates a need for housing by attracting employees to an area. Therefore, developers should contribute toward satisfying that need. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

### **Other Local Implementation Options**

- ◆ Allow a variety of lot sizes and shapes
- ◆ Require subdivisions to provide a portion of affordable lots
- ◆ Consider the impacts of deed restrictions on housing availability and affordability
- ◆ Establish maximum setbacks
- ◆ Allow narrower streets in low traffic areas or for traffic calming
- ◆ Consider the impacts of local climate and topography in subdivision review
- ◆ Allow the use of conservation subdivision design
- ◆ Allow mixed-use developments

## 3. Transportation

### 3.1 Vision for Transportation

It is the year 2030, and the Village of Brokaw comprehensive plan has been successfully implemented...

A high quality transportation system, including both roads and rail, has been a primary driver of growth in the Village, and careful planning of development has maintained the safety and efficiency of the system. Cooperative relationships with Marathon County, surrounding communities, and developers have allowed for cost effective street maintenance. Improved turn lanes, frontage roads, and other expansions have maintained safe traffic flow at the USH 51/I-39, County Road WW interchange. Rail is being used more effectively, as Wausau Paper has shared the use of its spur with other local industries.

The existing interchange and bridge over the Wisconsin River made the Village of Brokaw an ideal place to connect the Marathon County eastern arterial with USH 51/I-39.\* County WW has been rerouted through the valley (to the north of the east Village) to better handle increased traffic. The completion of this project has established the Village of Brokaw as the northernmost extent of the Wausau metropolitan area.

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\*These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

### 3.2 Planned Transportation Improvements

The Village of Brokaw utilizes the Pavement Evaluation and Rating (PASER) system and has a Five Year Road Improvement Plan in place to help prioritize road improvement needs. The current plan, which was last updated in 2003, indicates several proposed projects including the following.

#### **2005**

- ♦ Crack sealing - Third Street, Fourth Street, and Park Avenue.
- ♦ Begin asphaltic concrete paving on Frontier Drive and Freedom Drive.
- ♦ Falcon Drive and 32<sup>nd</sup> Avenue reconstruction.

#### **2006**

- ♦ Complete asphaltic concrete paving on Frontier Drive and Freedom Drive.
- ♦ Begin crack sealing - Everest Avenue, First Street (south of Everest Avenue), Second Street, Third Street.

#### **2007**

- ♦ Complete crack sealing - Everest Avenue, First Street (south of Everest Avenue), Second Street, Third Street.

- ◆ Seal coat - miscellaneous streets.
- ◆ Construct River Ridge – Phase III.
- ◆ Extend Freedom Drive from 28<sup>th</sup> Avenue to 32<sup>nd</sup> Avenue.

## 2008

- ◆ Structural improvements - First Street (north of Everest Avenue).

## 2009

- ◆ Construct River Ridge – Phase IV.

The approximate locations of these projects are identified on Map 4-1, Planned Transportation, Utility, and Community Facility Improvements located in the *Utilities and Community Facilities* element.

This map also shows conceptual future street connections. These are not planned rights-of-way or an official map of any kind. These conceptual street connections are intended only to promote awareness of the need for additional streets as new development takes place. New streets should be located consistently with the goals, objectives, and policies of the *Transportation* element. Generally, this means that new streets should maintain traffic flow, provide safe access points, and provide connectivity and internal traffic flow between existing and planned developed areas.

### 3.3 Coordination with Other Transportation Plans

State, county, and regional transportation plans have been reviewed for their applicability to the Village of Brokaw and for potential conflicts with the provisions of the *Comprehensive Plan*.

#### State Plans

The following state transportation plans were reviewed during the development of the *Transportation* element. The goals, objectives, policies, and programs of the *Comprehensive Plan* are compatible with applicable state transportation plans.

- ◆ Wisconsin State Highway Plan 2020
- ◆ Wisconsin Bicycle Transportation Plan 2020
- ◆ WisDOT Access Management System Plan
- ◆ Wisconsin State Airport System Plan 2020
- ◆ Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century
- ◆ Wisconsin Pedestrian Policy Plan 2020
- ◆ Wisconsin State Rail Plan 2020
- ◆ Statewide Transportation Improvement Program (STIP)

#### County Plans

The following county transportation plans were reviewed during the development of the *Transportation* element, and points of applicability to the Village of Brokaw have been

identified. The goals, objectives, policies, and programs of the *Comprehensive Plan* are generally compatible with applicable county transportation plans.

- ♦ **Transportation Improvement Program (TIP)** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP for 2005-2007 was adopted in November 2004. The 2004 TIP Update identifies the rehabilitation of the County WW bridge as a 2005 project in Brokaw. This project is to be federally funded through the Bridge Program. The plan also identifies the County WW-USH 51/I-39 Interchange as a project scheduled for completion in 2004.
- ♦ **STH 29 Corridor Land Use Review (1997)** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth. The study area did not include Brokaw, though the findings may apply indirectly to the Village through regional growth pressures. The main recommendations of the plan were for each affected community to develop and enforce comprehensive plans and zoning ordinances.
- ♦ **Marathon County Functional / Jurisdictional Highway Classification Study (1998)** – This plan identifies and groups classes of roadways that provide similar levels of service. The plan recommends that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways. This plan recommends transferring jurisdictional responsibility of County WW to the Village of Brokaw.

## Regional Plans

The following regional transportation plans were reviewed during the development of the *Transportation* element, and points of applicability to the Village of Brokaw have been identified. The goals, objectives, policies, and programs of the *Comprehensive Plan* are generally compatible with applicable regional transportation plans.

- ♦ **Long Range Transportation Plan (LRTP) for the Wausau Metropolitan Area (1996)** – This plan considers the transportation system and its relationship to land use. This plan will be updated by 2005 as a part of the Marathon County comprehensive planning process. The 1996 plan and recommendations were based on no growth in the Village of Brokaw. This aspect should be updated in the new LRTP. The 1996 LRTP recommended an additional bridge for north Wausau and suggested that an outer arterial could be developed at Evergreen Road. The new LRTP should reflect the desire of the Village of Brokaw to provide the outer arterial connection with the existing County WW bridge. The 1996 plan noted that an outer arterial connection at Evergreen Road would possibly lead to urban sprawl development. This would have conflicted with the plan's recommendation to balance growth in the existing urban centers.
- ♦ **Local Arterial Circulation Plan (2000)** – This plan was produced by the Marathon County Planning and Highway Departments for the MPO. This plan is intended to guide

public and private sector decisions concerning improvements to the local arterial transportation system over the next two to three decades. Similar to the 1996 LRTP, this plan recommended a northern bridge be constructed, but recommended that further detailed analysis of traffic, system linkages, land use, and environmental impacts be conducted.

- ◆ **WATS Transit Development Plan (TDP) (1999)** – The TDP is updated every five years and provides a five-year capital improvement program (CIP) and service recommendation plan. The study area of the TDP did not include Brokaw and did not include recommendations to consider service improvements to the north.
- ◆ **Marathon County Paratransit Study (2001)** – The study reviewed paratransit services within the Wausau area provided primarily by WATS Plus (WATS+). The study follows the service area of WATS, so there are no applicable recommendations for the Village of Brokaw.

### 3.4 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 states that “the transportation element will provide a compilation of goals, objectives, policies, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking, and water transportation. The element shall compare the local governmental unit’s objectives, policies, goals, and programs to state and regional transportation plans.”

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

#### ***T-1 Goal: Support the development and use of multiple modes of transportation.***

##### ***Objectives***

- 1.a. Allow for bicycling and walking to be viable, convenient, and safe transportation choices within appropriate areas of the Village. (Source: Weakness T-8)
- 1.b. Pursue the expansion of transit options, particularly for senior residents. (Source: Weakness T-9)
- 1.c. Consider coordination of transit services with neighboring communities. (Source: Weakness T-8)

- 1.d. Encourage the creation of bicycle lanes on appropriate portions of County highways. (Source: Strength T-2)

**T-2 *Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.***

***Objectives***

- 2.a. Consider the short-term and long-term costs of providing transportation improvements and maintenance when evaluating proposed developments. (Source: Opportunity LU-7)
- 2.b. Monitor residential, commercial, and industrial growth to allow early identification of future transportation needs and potential problems. (Source: Threat LU-13)
- 2.c. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic. (Source: Threat LU-13)
- 2.d. Consider the development of an official map to reserve adequate right-of-way for future road linkages. (Source: Strength LU-2)
- 2.e. Seek improved access to rail for commercial and industrial uses in the Village. (Source: Threat T-12)

**T-3 *Goal: Provide equitable and cost-effective financing for the Village's transportation system.***

***Objectives***

- 3.a. Increase the level of detail in planning for transportation improvements. Include prioritization of short-term and long-term needs and identification of potential funding sources. (Source: Strength I-2)
- 3.b. Guide new growth such that the cost of the road system does not financially burden the Village or make inefficient use of public tax dollars. (Source: Threat LU-13)
- 3.c. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance. (Source: Strength T-3)

**T-4 *Goal: Provide a safe and efficient transportation system.***

***Objectives***

- 4.a. Provide for safe rail crossings. (Source: Strength T-5)
- 4.b. Limit dead end roads and cul-de-sacs in new developments and require road connectivity between developed areas. (Source: Threat LU-13)

- 4.c. Increase coordination with the MPO (Marathon County Planning Department) and with the North Central Regional Planning Commission on any regional transportation planning. (Source: Opportunity I-8)

### 3.5 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

#### **Village Position**

- T-1 Roads that provide access to multiple improved properties shall be built to Village standards as a condition of approval for new development. (Source: Objectives T-2.a, T-2.c)
- T-2 Developers shall bear the cost of constructing new roads to Village standards before a new road is accepted by the Village as a public street. (Source: Objectives T-2.a, T-3.b)

#### **Village Directive**

- T-3 The Village will prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding sources for road maintenance and upgrades, new roads, and other transportation facilities. (Source: Objective T-3.a)
- T-4 The Village shall consider opportunities to create or improve bicycle and pedestrian transportation options in concert with the review of proposed developments and planning for road improvements or public facilities. (Source: Objective T-1.a)
- T-5 The inclusion of the Village of Brokaw in the Marathon County arterial road system will be actively pursued. (Source: Objective T-4.c)

T-6 The Village should require the use of frontage roads and coordinated site planning to manage traffic flow for all development near the USH 51/I-39 interchange. (Source: Objective T-2.c)

### **Development Review Criteria**

- T-7 Proposed developments shall be designed to include:
- a. A safe and efficient system of internal circulation for all vehicles and pedestrians;
  - b. Safe and efficient external collector streets where appropriate;
  - c. Safe and efficient connections to arterial roads and highways where applicable;
  - d. Sidewalks, bicycle paths, or trails where appropriate;
  - e. Connectivity of the street network with adjacent developments;
  - f. Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.
- (Source: Goal T-1; Objectives T-4.b, LU-1.c)
- T-8 Development proposals shall provide the Village with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development. (Source: Goal T-2; Objective T-3.b)

### **Recommendations**

- ◆ Pursue the creation of local para-transit service in cooperation with surrounding towns. Actions could include the joint purchase of a dial-a-ride van or seeking expanded Commission on Aging services to provide transit options to local seniors. (Source: Objective T-1.b)
- ◆ Develop an official map to designate planned future rights-of-way for streets and utilities in areas of anticipated growth. (Source: Objective T-2.d)
- ◆ Develop a driveway access ordinance that includes standards for driveway construction, location, and clearance. The ordinance should address driveway surface materials and encourage the use of pervious pavements. (Source: Goal T-4)
- ◆ Adopt standards for the construction of public streets that establish requirements for base course, blacktop, shoulders, curb and gutter, and other design features. Design requirements should be adjusted based on the planned functional classification of a road. The ordinance should require roads to be constructed to Village standards before they are accepted by the Village. (Source: Objective T-3.b)

## **3.6 Transportation Programs**

The following transportation programs are available to the Village of Brokaw to further its transportation goals, objectives, and policies. The following list is not all-inclusive.

Transportation programs and funding procedures will change overtime, therefore the Village should contact program sponsors for specific information on the listed programs.

### **Adopt-A-Highway Program**

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WDOT). The program was initiated to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed. The state Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WDOT website.

### **Transportation Economic Assistance (TEA) Program**

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact: Wisconsin Department of Transportation, Division of Transportation Investment Management, phone: (608) 266-3488.

### **Local Roads Improvement Program (LRIP)**

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

### **Pavement Surface Evaluation and Rating (PASER)**

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call 1-(800) 442-4615 for more information.

### **Other Local Implementation Options**

- ◆ Regulate driveway access.
- ◆ Establish level of service standards and adequate public facilities requirements.
- ◆ Adopt phased growth standards.
- ◆ Utilize a capital improvements program.
- ◆ Collect development impact fees.
- ◆ Require street and traffic impacts assessment.

## 4. Utilities and Community Facilities

### 4.1 Vision for Utilities and Community Facilities

It is the year 2030, and the Village of Brokaw comprehensive plan has been successfully implemented...

Urban services and utilities have been essential to attracting new growth to the Village, and new relationships for managing the cost of utilities have been established. The focus of utility improvements has been in the west Village, where most of the new growth has occurred. Water and sewer lines actively used in the valley have been upgraded, but portions of these older systems are no longer in use. To the east, no utility expansions have occurred, but will likely accompany the completion of the Marathon County eastern arterial highway and associated commercial growth.\*

The need to protect groundwater quality has been a primary driver of demand for public sewer and water expansions and improvements. All development in the Village is served by public sewer and water, except where prevented by natural barriers or other cost prohibitions. The Village's public water system has provided adequate water to existing and new development. Additional cost-effective wastewater treatment capacity has been provided through the creation of a Metropolitan Utility District. The Village has utilized tax increment financing, special assessments, and impact fees to share the cost burden of utility extensions with developers and other communities.

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\*These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

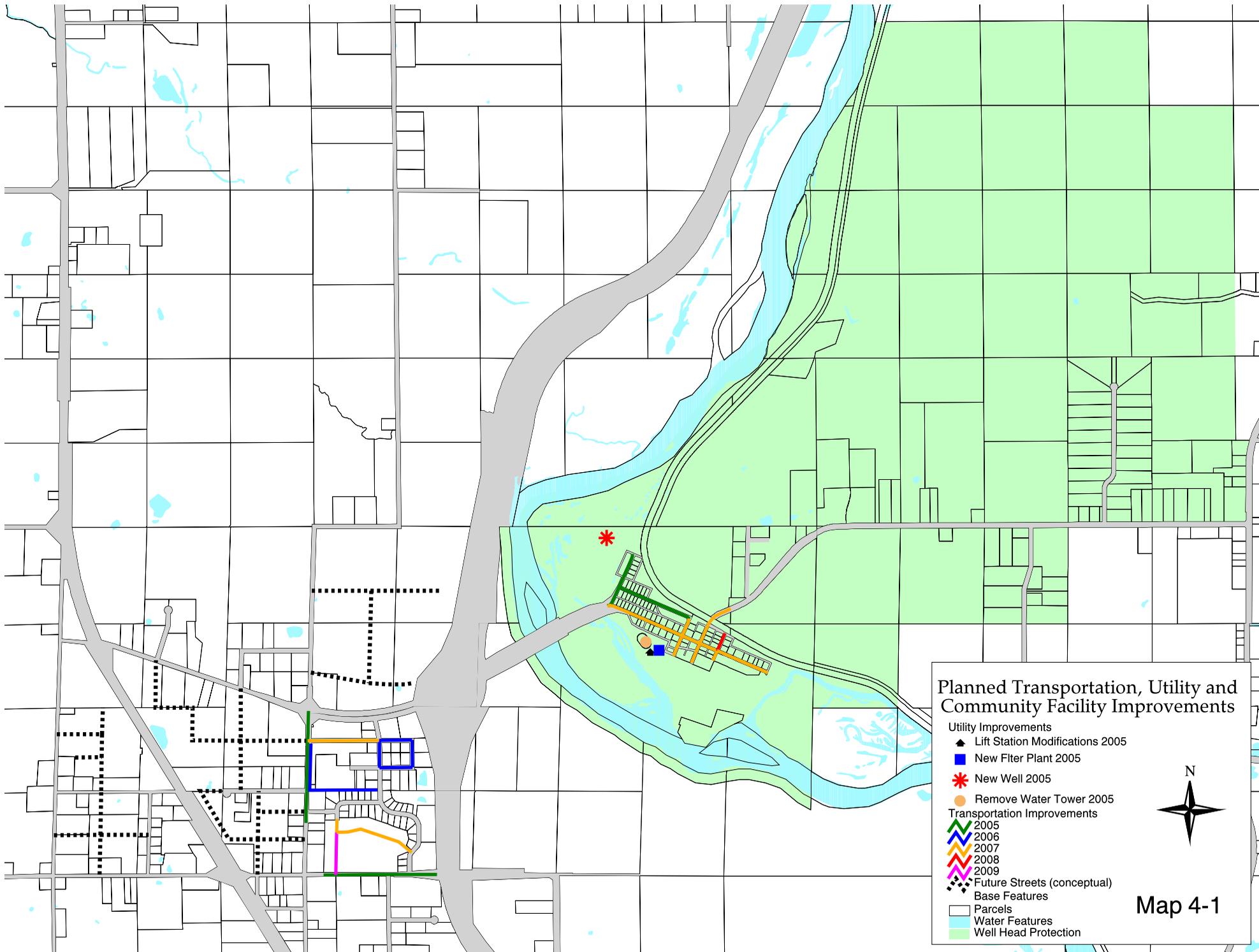
### 4.2 Planned Utility and Community Facility Improvements

The planned utility and community facility improvements described below are also listed in chronological order in the Action Plan of the *Implementation* element. For improvements with specific locations, refer to Map 4-1, Planned Transportation, Utility, and Community Facility Improvements.

#### **Sanitary Sewer Service**

Planned improvements to sanitary sewer service include the replacement of key sewer lines in the east Village within five years and upgrades to the lift station in 2005. Planned expansions of sanitary sewer service include the construction of the River Ridge Subdivision Phase III in 2007 and Phase IV in 2009. The wastewater treatment plant is operating within its designed capacity and is designed to allow for modular expansion. Joining the Wausau Area Sewer Service Area, creating a metropolitan utility district, or exercising the modular expansion capabilities of the local wastewater treatment facility are all options for meeting the needs of the Village for the next 20 years and beyond.

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### Planned Transportation, Utility and Community Facility Improvements

**Utility Improvements**

- ▲ Lift Station Modifications 2005
- New Filter Plant 2005
- \* New Well 2005
- Remove Water Tower 2005

**Transportation Improvements**

- ▲ 2005
- ▲ 2006
- ▲ 2007
- ▲ 2008
- ▲ 2009
- ◆◆◆ Future Streets (conceptual)

**Base Features**

- Parcels
- Water Features
- Well Head Protection

N  
  
**Map 4-1**

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## **Stormwater Management**

The Village does not presently anticipate the need for public stormwater management utilities. Best management practices for on-site stormwater management will be promoted and the adequacy of this approach will be monitored.

## **Water Supply**

In order to support additional growth on the west side, the Village anticipates the need to increase its water supply. Planned improvements to the public water system may include installing a new well and filter plant in 2005, removing the unused water tower in 2005, and upgrading key water lines in the east Village within five years. As an alternative to the installation of a new well and filter plant, the Village will also consider obtaining additional water supply through an intergovernmental arrangement with the City of Wausau. Planned expansions of public water service include the construction of the River Ridge Subdivision Phase III in 2007 and Phase IV in 2009.

## **Solid Waste Disposal and Recycling**

The Village does not presently anticipate the need for improvements to solid waste disposal or recycling services. The adequacy of current services will be monitored.

## **Parks and Recreation**

The Village anticipates the need for additional park and recreation facilities to accommodate the growth indicated by the preferred land use plan (refer to the *Land Use* element). Though no lands are currently available for additional facilities inside the Village boundary, the Preferred Land Use Plan map indicates areas of planned parks and recreation should those lands ever be annexed or developed under a cooperative plan or agreement.

The Village has identified several locations where a need or opportunity exists for the siting or expansion of a public park or recreation facility. As these sites are outside the Village boundary, no timeline has been suggested.

- ◆ River access and boat launch on the south side of the Wisconsin River; potential cooperative project between Village of Brokaw, Town of Maine, and the WDNR
- ◆ Public park or open space north of Emery Drive between USH 51/I-39 and County K
- ◆ Public park or open space east of County K near Fleet Drive
- ◆ Expanded park facilities near the Maine Town Hall; potential cooperative project between Village of Brokaw and Town of Maine
- ◆ River walk along the north side of the Wisconsin River; potential cooperative project between Village of Brokaw, Marathon County, and Wausau Paper
- ◆ Public park or open space north of County WW near Steel Lane

## **Telecommunication Facilities and Other Utilities**

The Village does not presently anticipate the need for improvements to telecommunication or other utilities. The adequacy of current services will be monitored. The Village does wish to see improved efficiency with any future telecommunication or utility improvements. For example, the Village's goals and objectives promote the use of shared rights-of-way and telecommunication infrastructure. As these particular utilities are privately operated and beyond the direct control of the Village, a timetable for such improvements has not been established.

## **Health and Child Care Facilities**

While the Village supports the development of local child care and health care facilities, it may be some time before local demand will be sufficient to support such facilities. As a result, the primary concern today is the lack of transportation options to provide access to existing facilities in the City of Wausau. The Village of Brokaw will work to establish a local para-transit service within the next three to five years.

## **Police**

The Village does not presently anticipate the need for improvements to police services. The adequacy of current services will be monitored.

## **Fire/Emergency Medical Service**

The Village of Brokaw supports the establishment of a regional or metropolitan ambulance service, and wishes to pursue longer-term, negotiated contractual arrangements for fire protection and emergency services within three to five years.

## **Libraries and Schools**

The Village does not presently anticipate the need for improvements to library or school services. The adequacy of current services will be monitored.

## **Other Government Facilities**

With respect to other government facilities, the Village would like to maintain a public meeting space, create office space for an administrative assistant, and continue to make improvements to the Village website. The Village would also like to explore the possibility of utilizing the current Village Hall (and Wausau Paper training facility) to host distance learning opportunities for the benefit of both the Village and Wausau Paper. Maintaining meeting and office space is an ongoing commitment, but no timetable has been established for web site or distance learning improvements.

## **4.3 Goals and Objectives**

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that

affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs to guide the future development of utilities and community facilities in the local governmental unit.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

***UCF-1 Goal: Provide high quality and cost effective community facilities and services that meet the existing and projected future needs of residents, landowners, businesses, and visitors.***

***Objectives***

- 1.a. Consider creating a public infrastructure plan that emphasizes design and distribution strategies, and that supports the vision and goals of the Village. (Source: Strength I-2)
- 1.b. Balance the need for community growth with the cost of providing services. (Source: Opportunity LU-7)
- 1.c. Cooperate with other agencies and jurisdictions in the planning and coordination of local and metropolitan utilities and community services in order to efficiently serve local and regional growth. (Source: Opportunity UCF-17)
- 1.d. Identify future utility service areas as guided by the comprehensive plan, environmental considerations, and economic development. (Source: Strength LU-1)
- 1.e. Explore the possibility of funding from state, federal, and private organization sources for utility and community facility development projects. (Source: Threat UCF-19)
- 1.f. Increase the diversity of Village utility users by encouraging growth that is economically and fiscally sustainable. (Source: Opportunity UCF-12)

**Sanitary Sewer Service**

***UCF-2 Goal: Ensure proper disposal of wastewater to protect public health, groundwater quality, and surface water quality while meeting the needs of current and future residents and businesses.***

***Objectives***

- 2.a Plan sewer system extensions and treatment facilities so that they can be installed incrementally as needed in a cost-effective manner. (Source: Opportunity LU-7)

- 2.b. Encourage the use of existing collection and treatment facilities which have unused or unallocated capacity prior to the extension of new collection and treatment facilities. (Source: Strength UCF-1)
- 2.c. Formulate sewer system assessment policies that will encourage compact development and discourage scattered development. (Source: Threat LU-13)
- 2.d. Maintain a good working relationship with major sewage system users and work with them to meet their future sewer service needs. (Source: Opportunity UCF-12)
- 2.e. Explore the possibility of joining the Wausau Area Sewer Service Area or creating a metropolitan sewer district. (Source: Opportunity UCF-17)
- 2.f. Pursue the sale of excess sewage capacity to the adjacent towns (i.e., create a pipeless sewer district). (Source: Opportunity UCF-13)

## **Stormwater Management**

***UCF-3 Goal: Promote stormwater management practices in order to reduce property and road damage and to protect water quality.***

### ***Objectives***

- 3.a. Support the preservation of natural open spaces, such as wetlands and floodplains, that minimize flooding. (Source: Opportunity ANC-9)
- 3.b. Encourage the use of on-site stormwater management practices to abate non-point source pollution and address water quality. (Source: Opportunity ANC-9)
- 3.c. If growth warrants, consider the creation of a Stormwater Utility as a mechanism for funding and improving stormwater management facilities. (Source: Opportunity IO-9)

## **Water Supply**

***UCF-4 Goal: Ensure that the water supply for the community has sufficient capacity, remains drinkable, and is available to meet the needs of current and future residents and businesses.***

### ***Objectives***

- 4.a. Continue to monitor groundwater quality and potential contamination issues. (Source: Weakness ANC-5)
- 4.b. Ensure that the new water treatment plant is properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the Village. (Source: Strength UCF-5)

- 4.c. Consider impacts to groundwater when reviewing proposed development in the Village and in areas of extraterritorial jurisdiction. (Source: Opportunity ANC-8)
- 4.d. In the event that no additional wells can be sited in the Village, plan for the purchase of drinking water from City of Wausau. (Source: Weakness ANC-5)

### **Solid Waste Disposal and Recycling**

***UCF-5 Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the Village.***

#### ***Objectives***

- 5.a. Monitor solid waste and recycling services available to residents to determine if current needs are adequately met in a cost-effective manner. (Source: Strength LU-1)
- 5.b. Require major developments to adequately address solid waste disposal and recycling needs. (Source: Strength LU-1)
- 5.c. Work closely with Wausau Paper on planning related to its existing landfills. (Source: Threat ANC-11)

### **Parks and Recreation**

***UCF-6 Goal: Allow for recreational opportunities within the community.***

#### ***Objectives***

- 6.a. Recognize the need to accommodate all age groups and abilities in recreational pursuits. (Source: Opportunity UCF-14)
- 6.b. Consider the implementation of an impact fee or parkland dedication requirements on new or expanded developments to support the acquisition, development, and service costs of recreational facilities. (Source: Opportunity UCF-14)
- 6.c. Seek a stable funding source, community organization, community business, or intergovernmental arrangement to provide the needed funds to support maintenance and operation of community parks and recreational areas. (Source: Opportunity UCF-18)
- 6.d. Identify areas where recreational opportunities should be improved. (Source: Weakness UCF-8)
- 6.e. Maintain existing, and seek additional, public access to waterways in the Village and surrounding areas. (Source: Weakness ANC-4)

- 6.f. Pursue state and federal funding programs which can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas. (Source: Opportunity UCF-18)

### **Telecommunication Facilities and Other Utilities**

***UCF-7 Goal: Ensure the provision of well-planned telecommunication, electric, and gas facilities to adequately serve existing and future development.***

#### ***Objectives***

- 7.a. Direct new utility transmission and distribution lines to planned and existing public rights-of-way.
- 7.b. Maintain standards for the structural design, location, and service coverage of telecommunication facilities to reduce negative visual impacts, increase co-location of facilities, and address public safety issues.

### **Health and Child Care Facilities**

***UCF-8 Goal: Encourage improved resident access to health care facilities and child care.***

#### ***Objectives***

- 8.a. Support requests for the development of properly located and operated child care facilities. (Source: Opportunity H-8)
- 8.b. Support school districts or local community organizations in their sponsorship of child care programs and early developmental programs. (Source: Opportunity H-8)
- 8.c. Support the development of local health care facilities. (Source: Weakness IO-8)
- 8.d. Support improved transportation options to and from regional health care facilities. (Source: Weakness T-9)

### **Police**

***UCF-9 Goal: Ensure that police services are adequately meeting the existing and projected future needs of the community.*** (Source: Weakness UCF-9)

#### ***Objectives***

- 9.a. Maintain a working relationship with the Marathon County Sheriff Department to ensure community safety.
- 9.b. Maintain a good relationship with nearby incorporated municipalities for utilization of extra police services when needed.

- 9.c. When reviewing new development proposals, consider the impact on existing police services.

### **Fire/Emergency Medical Service**

***UCF-10 Goal: Provide a level of fire and emergency services that meets existing and projected future needs of residents and development patterns.***

#### ***Objectives***

- 10.a. When reviewing new development proposals, consider the impact on existing fire/EMS services. (Source: Weakness UCF-10)
- 10.b. Support the creation of a metropolitan (regional) ambulance service. (Source: Opportunity UCF-15)
- 10.c. Maintain beneficial intergovernmental agreements for the provision of fire protection and emergency services. (Source: Strength IC-2)

### **Libraries and Schools**

***UCF-11 Goal: Promote quality schools and access to educational opportunities for everyone.***  
(Source: Opportunity H-8)

#### ***Objectives***

- 11.a. Coordinate planning efforts with the Wausau School District to allow it to anticipate future growth and demographic changes and respond with appropriate facilities.
- 11.b. Maintain support for local libraries in their efforts to increase community education.

### **Other Government Facilities**

***UCF-12 Goal: Maintain quality Village services and facilities.***

#### ***Objectives***

- 12.a. Maintain a public meeting place for gatherings, formal social activities, and government services. (Source: Weakness UCF-11)
- 12.b. Monitor the need for new or expanded local government facilities or services. (Source: Opportunity LU-7)
- 12.c. Maintain and improve the Village web-site as a cost-effective method of disseminating information. (Source: Threat IO-13)

## 4.4 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Position**

- UCF-1 A proportionate share of the cost of improvement, extension, and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary. (Source: Objective UCF-1.b)
- UCF-2 Sewer system and other utility assessment policies should encourage compact growth and discourage scattered development. (Source: Objectives UCF-2.c, LU-1.b)
- UCF-3 The Village will extend public utilities only to areas inside the Village limits or to areas outside the Village limits that are subject to the terms of an intergovernmental agreement. (Source: Objective LU-1.b)
- UCF-4 The Village will not enter contractual agreements for the sale of excess sewer system capacity unless the arrangement is fiscally sustainable and the quality of the waste being accepted is controlled. (Source: Objective UCF-2.f)

### **Village Directive**

- UCF-5 The Village will actively pursue and maintain appropriate levels of service from solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers. (Source: Goal UCF-1)
- UCF-6 Aging sewer and water lines and other below ground infrastructure should be replaced at the time of street reconstruction. (Source: Goal UCF-2)

- UCF-7 The Village should create and annually update a public infrastructure plan that prioritizes long-term and short-term improvement projects and identifies potential funding sources. (Source: Objective UCF-1.a)
- UCF-8 The Village shall consider intergovernmental and other cooperative options before establishing, expanding, or rehabilitating community facilities, utilities, or services. (Source: Objectives UCF-1.c, UCF-2.e, UCF-4.d, UCF-6.c, UCF-10.b; Goal IC-2; Related: Policy IC-5)
- UCF-9 The Village should acquire additional open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites. (Source: Objective UCF-6.d)

### **Development Review Criteria**

- UCF-10 Development proposals shall provide the Village with an analysis of the potential utility and community facility impacts including potential impacts to sanitary sewer service, stormwater management, water supply, solid waste disposal and recycling, parks and recreation, emergency services, and educational facilities. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development. (Source: Objectives UCF-1.b, UCF-4.c, UCF-5.b, UCF-9.c, UCF-10.a, UCF-11.a)
- UCF-11 Aging or malfunctioning sewer laterals shall be upgraded when substantial improvements are made to a structure, or when the aging or malfunctioning sewer lateral poses a health or safety hazard or a risk to the function of the collection system. (Source: Threat UCF-19)

### **Recommendations**

- ◆ Develop an outdoor recreation plan in order to assess needs and serve as a foundation for a parkland dedication or impact fees ordinance. (Source: Objective UCF-6.b)
- ◆ Monitor the need for new, expanded, or rehabilitated utilities and community facilities on an ongoing basis, and conduct a detailed and complete assessment at least every five years. (Source: Goal UCF-1; Objectives UCF-2.d, UCF-4.b, UCF-5.a, UCF-12.b)
- ◆ Plan for the upgrade of the key components of the sewer and water lines in the east Village within the next five years. (Source: Threat UCF-19)
- ◆ Pursue longer-term, negotiated, contractual arrangements for fire protection and emergency services. (Source: Objective UCF-10.c)

## 4.5 Utilities and Community Facilities Programs

The following utilities and community facilities programs are available to the Village of Brokaw to further its utilities and community facilities goals, objectives, and policies. The following list is not all-inclusive. Utilities and community facilities programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs.

### **Community Development Block Grant for Public Facilities (CDBG-PF)**

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed, smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets, sidewalks, and community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

### **Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)**

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

### **Brownfields Initiative**

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

### **Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)**

The Blight Elimination and Brownfield Redevelopment Program program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or one that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

## **Tax Incremental Financing (TIF)**

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

## **Aids for the Acquisition and Development of Local Parks**

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

## **Clean Water Fund Program**

Funds are available to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department. The program is offered by the WDNR, Bureau of Community Financial Assistance.

## **Other Local Implementation Options**

- ◆ Adopt a utility accommodation ordinance.
- ◆ Establish level of service standards and adequate public facilities requirements.
- ◆ Adopt phased growth standards.
- ◆ Utilize a capital improvements program.
- ◆ Collect development impact fees.

## 5. Agricultural, Natural, and Cultural Resources

### 5.1 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs for the conservation and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

***ANC-1 Goal: Maintain, preserve, and enhance the natural resources of the Village.***

#### ***Objectives***

- 1.a. Promote the clean-up and reuse of future or current designated “Brown Field” sites (i.e., the industrial park, Wausau Paper landfill sites, etc.). (Source: Weakness ANC-5)
- 1.b. Maintain and protect the Wisconsin River corridor and its associated wildlife and plant communities. (Source: Strength ANC-1)
- 1.c. Improve education and communication regarding surface water and groundwater quality issues in the Village. (Source: Opportunity ANC-9)
- 1.d. Direct growth and development away from environmentally sensitive areas such as wetlands, shorelines, floodplains, forests, and steep slopes in order to protect the benefits they provide. (Source: Strength H-1)
- 1.e. Consider requiring proposed developments to protect the natural resources of a site by preserving existing vegetation and providing additional landscaping. (Source: Strength H-1)

***ANC-2 Goal: Maintain, preserve, and enhance the cultural resources of the Village.***

***Objectives***

- 2.a. Promote the Village's history to help maintain a sense of identity and continuity. (Source: Strength IO-1)
- 2.b. Provide connections to the Village's culture and history on the west side and in any future expansion areas. (Source: Threat IO-13)
- 2.c. Identify and preserve the visual resources of the Village, including scenic vistas. (Source: Strength ANC-1)

***ANC-3 Goal: Support the agricultural resources of the region.***

***Objectives***

- 3.a. Provide an attractive and unique "small town" environment for higher density development that has far less impact on agricultural lands than lower density rural development. (Source: Strength H-1)
- 3.b. Encourage the growth of agriculture related businesses and services in the Village's commercial and industrial areas. (Source: Strength ED-2)

## 5.2 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word "should" are advisory and intended to serve as a guide. The Village's policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village's policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

## **Village Position**

- ANC-1 The Village will support efforts to clean up and reuse “Brown Field” sites. (Source: Objective: ANC-1.a)
- ANC-2 Village utilities and services will not be extended into farmland or other natural areas unless a plan for their immediate use (i.e., a plat of land division, an area development plan, etc.) is in place. (Source: Objectives ANC-1.d, ANC-3.a, UCF-2.a)

## **Village Directive**

- ANC-3 The Village will develop site design review standards that protect and enhance natural and cultural resources including requirements for the preservation of existing site vegetation, provisions for additional landscaping where needed, and site and building design requirements that address aesthetic qualities and community identity. (Source: Goal ANC-2; Objectives ANC-1.e, ANC-3.a, ED-2.a)

## **Development Review Criteria**

- ANC-4 Development proposals shall provide the Village with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation. The depth of analysis required by the Village will be appropriate for the intensity of the proposed development. (Source: Goal ANC-1; Objective UCF-4.c)

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

The following agricultural, natural, and cultural resources programs may potentially apply to the Village of Brokaw to further its agricultural, natural, and cultural resources goals, objectives, and policies. The following list is not all-inclusive. Agricultural, natural, and cultural resources programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs. It should be noted that while many of these programs are more applicable to a town than a village, they are discussed here because they may apply to lands that are annexed into the Village in the future.

### **Agricultural and Natural Resources Programs**

#### **Environmental Quality Incentives Program (EQIP)**

The purpose of EQIP is to provide technical and financial help to landowners for conservation practices that protect soil and water quality. Nutrient management and prescribed grazing are eligible for cost-sharing statewide. Assistance for other practices is available in selected priority areas. Approved projects are based on environmental value. Five to 10 year contracts are used. Agricultural producers may be eligible for up to 75% cost share on agricultural land. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land and Water Conservation Department.

### **Wetlands Reserve Program (WRP)**

The purpose of WRP is to restore wetlands previously altered for agricultural use. The main goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions is eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contracts pay 75% cost share only. Permanent or 30-year easements are recorded with a property deed. A 10 year contract is not recorded with deed. Public access is not required. Contact: USDA Natural Resources Conservation Service.

### **Conservation Reserve Program (CRP)**

The purpose of CRP is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowners remove environmentally sensitive crop lands from agricultural production and receive annual rent payments. Alternative uses for these lands include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Periodic sign ups are announced throughout the year for other practices. Ten or 15 year contracts are used if hardwood tree planting is the alternative use. The contracts are transferable to new owners. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency.

### **Wildlife Habitat Incentives Program (WHIP)**

The purpose of WHIP is to develop or improve fish and wildlife habitat on privately owned land. Improvement practices include seeding, fencing, in-stream structures, etc. Almost any type of land is eligible, including agricultural and non-agricultural land, woodlots, pastures, and streambanks. Ten year contracts are normally used to maintain habitat improvements. Up to 75% of restoration costs (to a maximum of \$10,000) are eligible for cost sharing. Other organizations may provide the remaining 25% cost share. Public access is not required. Contact: USDA Natural Resources Conservation Service.

### **USDA Farmland Protection Program**

The purpose of the USDA Farmland Protection Program is to maintain prime farmland in agricultural uses through agricultural conservation easements. This program provides funding for state, tribal, or local governments to purchase development rights on prime agricultural land. Eligible lands must be part of a pending easement offer from a local, state, or tribal program, have a conservation plan, and meet other criteria on size and location to support long-term agricultural production. Public access is not required. Contact: USDA Natural Resources Conservation Service.

### **Forestry Incentive Program (FIP)**

The purpose of FIP is to provide cost-sharing for forestry practices. Practices include tree planting, site preparation for natural regeneration, and timber stand improvement. Eligible landowners must have 10 or more acres and agree to maintain the practices for the estimated life span of the management practice. Public access is not required, however a management plan is. Contact: WDNR or USDA Natural Resources Conservation Service.

### **County Conservation Aids**

Funds are available to carry out program of fish or wildlife management projects as per s.23.09 (12), Wis. Stats. and NR 50, Wis. Adm. Code. Projects related to providing improved fish or wildlife habitat or projects related to hunter/angler facilities are eligible. Projects which enhance fish and wildlife habitat or fishing and hunting facilities have priority. Contact the WDNR for further information.

### **Non-Point Pollution Abatement Program**

Funds are available to improve water quality by limiting or ending sources of non-point source (run-off) water pollution by providing financial and technical assistance to landowners, land operators, municipalities, and other governmental units. Governmental units located within designated priority watersheds, or whose jurisdiction include priority lakes, are eligible to apply. Eligible projects are watersheds and lakes where: 1) the water quality improvement or protection will be great in relation to funds expended; 2) the installation of best management practices is feasible to abate water pollution caused by non-point source pollution; and 3) the local governmental units and agencies involved are willing to carry out program responsibilities. Efforts are focused statewide in critical watersheds and lakes where non-point source related water quality problems are most severe and control is most feasible. Rural landowners or land operators, whose properties lie within selected priority watersheds or include a priority lake, can contact their county land conservation department to receive an explanation of the program and to sign up for cost sharing of best management practices. Non-rural landowners and land operators can contact their municipal government offices. A watershed or lake project normally has a 10 to 12 year time frame: two years for planning and eight to ten years to implement best management practices. Contact the WDNR Regional Environmental Grant Specialist for further information.

### **River Management and Planning Grants**

River management and planning grants are available from the WDNR for various river protection and conservation efforts.

### **Stewardship Grants for Non-profit Conservation Organizations**

Funds are available for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Non-profit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail, and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

### **Wisconsin Farmland Preservation Program**

The purpose of Wisconsin Farmland Preservation Program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. Landowners must own 35 acres or more, and have produced gross farm profits of \$6,000 in the previous year.

Public access is not required. Contact: County Land Conservation Department, WI Department of Agriculture or County Zoning office.

### **Managed Forest Law (MFL)**

The purpose of the MFL program is to promote good forest management through property tax incentives. Forest management practices on enrolled lands are required by a WDNR approved forest management plan. Eligible properties will contain a minimum of 10 contiguous acres, of which at least 80% must be capable of producing merchantable timber. Contracts for enrolled properties are for the duration of 25 or 50 years and are transferable to a new owner for small fee. Enrolled properties may be open or closed to public access. Open lands must allow hunting, fishing, hiking, cross-country skiing, and sight-seeing. Up to 160 acres may be closed to public access by the landowner. A 5% yield tax is applied to any wood products harvested. Contact: WDNR.

### **Forest Crop Law and Woodland Tax Law**

The management objectives of the FCL program are essentially the same as MFL, but the older FCL program is being phased out by the WDNR. Lands eligible for FCL had to be no smaller than 40 acres and were required to allow public access. Those lands currently enrolled are nearing the completion of their management commitments. FCL is no longer open to new participants except through purchase of land that is currently under these laws. Contact: WDNR.

### **Wisconsin Forest Landowner Grant Program**

This state program assists private landowners in protecting and enhancing their forested lands, prairies, and waters. Cost sharing and technical assistance is provided to implement conservation practices identified in the landowners Forest Stewardship Plan. The program allows qualified landowners to be reimbursed up to 65% of the cost of eligible practices. Public access is not required. Contact: WDNR or County Land Conservation Department.

### **Land Recycling Loan Program (LRLP)**

Wisconsin's Land Recycling Loan Program (LRLP) provides low cost loans to cities, villages, counties, and towns for the purpose of remediating environmental contamination (brownfields) at landfills, sites, or facilities where contamination has affected or threatens to affect groundwater or surface water. Redevelopment and housing authorities are also eligible. Contact the WDNR for further information.

## **Cultural and Historical Resources Programs**

### **Wisconsin Historical Society, Office of Preservation Planning (OPP)**

Whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property, the OPP can assist.

### **Wisconsin's Historical Markers Program**

For almost 50 years, Wisconsin's State Historical Markers program has been interpreting both important small incidents and monumental events that form the State's past. Placed

on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at [www.wisconsinhistory.org/histbuild/markers/apply](http://www.wisconsinhistory.org/histbuild/markers/apply).

### **Wisconsin's Main Street Program**

The Main Street Program is a comprehensive revitalization program designed to promote the historical and economic redevelopment of traditional business districts in Wisconsin. The program was established in 1987 to encourage and support the revitalization of downtowns. Each year, the Wisconsin Department of Commerce selects communities to join the program. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. For more information regarding the program go to [www.commerce.state.wi.us/CD/CD-bdd-overview](http://www.commerce.state.wi.us/CD/CD-bdd-overview) or contact the Bureau of Downtown Development, Division of Community Development.

### **National Historic Landmarks Program**

National Historic Landmark status is the highest level of national designation. These are properties of exceptional value to the nation that retain a high degree of architectural and historical integrity. The purpose of the National Historic Landmarks Program is to identify and designate these properties and to encourage their long-range preservation. Nomination preparers should consult the Division of Historic Preservation and the National Park Service before proceeding with a National Historic Landmark nomination.

### **National Trust for Historic Preservation, Preservation Services Fund**

Grants from this fund of the National Trust for Historic Preservation are designed to encourage preservation at the local level by providing seed money for preservation projects. These grants help stimulate public discussion, enable local groups to gain the technical expertise needed for particular projects, and encourage financial participation by the private sector. PSF award applicants must be a non-profit organization or public agency capable of matching the grant amount dollar-for-dollar. The grant range is from \$500 to \$5,000.

### **Wisconsin Humanities Council, Historic Preservation Program Grants**

The Wisconsin Humanities Council and the Jeffris Family Foundation have formed a partnership pool to support Historic Preservation Program Grants. The Wisconsin Humanities Council (WHC) will award grants with funds from both groups. The WHC accepts proposals for projects that enhance appreciation of the importance of particular historic buildings or that increase public awareness of the importance of particular buildings or decorative art works in Wisconsin. Preference will be given to small town and rural communities with populations under 30,000. For more information contact the WHC, 222 South Bedford Street, Suite F, Madison, WI 53703-3688.

### **Wisconsin Historical Preservation Tax Credits**

One of the benefits of owning a historic property in Wisconsin is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are

either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

1. Federal 20% Historic Rehabilitation Credit.
2. Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit.
3. Wisconsin 25% Historic Rehabilitation Credit.

The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information.

### **Certified Local Government Program**

## 6. Economic Development

### 6.1 Strengths and Weaknesses with Regard to Attracting and Retaining Business and Industry

In a comprehensive analysis of the Strengths, Weaknesses, Opportunities, and Threats (SWOT) facing the Village of Brokaw, the following were identified with regard to the ability to attract and retain business and industry. For the full results of the SWOT analysis, refer to Appendix A.

#### Strengths

- IO-2 Communication is easy within the Village – door to door doesn't take long.
- IO-3 Village is looking to grow in population and diversity.
- IO-5 Good relationship with Wausau Paper.
- T-5 Railroad has a spur for Wausau Paper, and Wausau Paper has a private spur.
- T-6 Bridge over Wisconsin River is in good shape.
- UCF-1 Water and sewer systems have available capacity.
- UCF-2 Infrastructure is old, but has been maintained well – especially above ground components.
- UCF-4 New wastewater treatment plant.
- UCF-6 All new infrastructure in west side expansion.
- ED-1 Tax Increment Financing district in place.
- ED-2 Commercial and industrial uses have diversified the tax base.
- ED-3 Credit union in the Village.
- ED-4 Wausau Paper provides solid tax base.
- LU-1 Ability to provide services.

#### Weaknesses

- IO-8 Limited access to regional/metropolitan public services due to distance from Wausau.
- T-7 Access to the Village is limited – one route from east and one route from west; other river crossings far away.
- ED-5 Wausau Paper's land ownership may prevent diversification of economy in the valley.
- ED-6 No retail in the Village other than gas station/convenience store.
- IC-5 Opportunities for growth are physically limited without annexation.

#### Opportunities

- IO-9 West side expansion may stimulate new growth.
- IO-11 Land available for growth to the west.
- IO-12 Some opportunity for growth to the east.
- T-11 Highway interchange provides opportunities for commercial and light industrial growth.
- ED-7 TIF district could improve economic diversity of the Village.
- ED-8 Wausau Paper jobs provide opportunity for future growth.

- ED-9 Wausau Paper open to compatible commercial or industrial development in the valley.
- LU-7 Ability to provide sewer, water, and other municipal services may encourage growth.
- LU-8 West side expansion well planned – should be little conflict between uses.
- LU-9 Extraterritorial jurisdiction could be used to preserve future growth areas.

### Threats

- IO-15 Presence of Wausau Paper – Village has little control over activities in the valley
- H-13 West side expansion includes light industrial which may lead to conflict with residential uses.
- T-12 Wausau Paper prevents opportunities for use of railroad spur by other users.
- UCF-23 Expansion of utilities on a contractual basis would limit ability to grow.
- ANC-10 Railroad is source of possible environmental contamination.
- ANC-11 Wausau Paper is source of possible environmental contamination.
- ANC-12 Highway is a source of possible environmental contamination.
- ED-10 Possible closure of Wausau Paper.
- ED-11 Bedrock and other physical limitations add to the cost of development.

## 6.2 Desired Economic Development

Refer to the *Land Use* element for the types of new businesses and industries desired by the Village and for provision of adequate sites to locate such businesses and industries.

## 6.3 Evaluation of Environmentally Contaminated Sites for Commercial/Industrial Use

The Village of Brokaw utilized environmentally contaminated sites for commercial and industrial use in the past and will continue to monitor such opportunities with future growth. Wausau Paper landfill sites became contaminated as a result of industrial use, and will continue in industrial use. A portion of the TIF district was an unreclaimed non-metallic mine and considered a brownfield. These lands are now available for commercial and light industrial development.

## 6.4 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs to promote the stabilization, retention, or expansion, of the economic base and quality employment opportunities in the local governmental unit.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

***ED-1 Goal: Support the organizational growth of economic development programs in the region and the Village.***

***Objectives***

- 1.a. Increase cooperation between communities regarding land use planning and economic development issues. (Source: Opportunity I-7)
- 1.b. Promote dialogue and continue to strengthen relationships between the Village and local businesses. (Source: Strength IO-5)
- 1.c. Recognize and promote the unique features of the Village that create its identity. (Source: Strength IO-3)
- 1.d. Support the efforts of, and increase participation in, the Marathon County Economic Development Corporation and Wausau Area Chamber of Commerce. (Source: Opportunity I-8)

***ED-2 Goal: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.***

***Objectives***

- 2.a. Provide adequate pedestrian areas and aesthetic features, which encourage consumer activity and enhance community character. (Source: Weakness ED-6)
- 2.b. Improve economic development opportunities along highway and utility corridors, particularly along County K in cooperation with the City of Wausau, and along County WW in cooperation with the Towns of Maine and Texas. (Source: Opportunity T-11)
- 2.c. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the Wausau metropolitan area. (Source: Weakness IO-8)
- 2.d. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the Village's vision for the future. (Source: Opportunity LU-7)
- 2.e. Maintain a fair and equitable user fee system that supports existing infrastructure without hindering economic development. (Source: Strength LU-1)

**ED-3 Goal: Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.** (Source: Opportunity ED-7)

**Objectives**

- 3.a. Continue to support existing businesses and entrepreneurial development through public-private partnerships like TIF districts and industrial revenue bonds.
- 3.b. Continue to pursue state and federal funding that will assist local businesses in expansion.

**ED-4 Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.**

**Objectives**

- 4.a. Support local employment of area citizens. (Source: Opportunity ED-8)
- 4.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area. (Source: Strength LU-3)
- 4.c. Support area technical colleges and universities in their workforce development efforts. For example, encourage local businesses to offer internships to technical colleges.
- 4.d. Encourage cooperative efforts between the Village and Wausau Paper to enhance the communication infrastructure at the Village Hall/Wausau Paper Training Facility to allow for distance learning opportunities. (Source: Strength IO-5)

**ED-5 Goal: Support opportunities to increase and diversify the Village's tax base.**

**Objectives**

- 5.a. Balance the need for community growth with the cost of providing public services. (Source: Opportunity LU-7)
- 5.b. Ensure that there is sufficient prime commercial and light industrial lands (through annexation and opportunities in the east Village in support of Wausau Paper) to accommodate desired economic growth in the community. (Source: Opportunity ED-9)
- 5.c. Continue to support business development that will add to the long-term economic stability of the Village and fit within the Village's vision for the future. (Source: Strength ED-2)
- 5.d. Work to maintain an effective and efficient government to reduce the tax burden on local businesses.

## 6.5 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Position**

- ED-1 The Village will support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan. (Source: Objectives ED-1.b, ED-2.d, ED-5.c; Goals ED-3, ED-4)
- ED-2 The Village will encourage economic development through public-private partnerships that are beneficial to the sustainability of the Village and consistent with the comprehensive plan. (Source: Objective ED-3.a)
- ED-3 The Village will maintain prime commercial and industrial lands adequate to encourage the desired types and amounts of such development. (Source: Objective ED-5.b)

### **Village Directive**

- ED-4 The Village will actively pursue increased participation in the Wausau Area Chamber of Commerce and the Marathon County Economic Development Corporation. (Source: Objective ED-1.d)

### **Recommendations**

- ♦ Regularly evaluate economic development related grants, programs, or tax incentives for their applicability to the community. (Source: ED-3.b)

- ◆ Pursue the development of compatible commercial growth in the east Village to support the business operations of Wausau Paper. Establish a joint committee with Wausau Paper to further define the types of desired development. (Source: Objective ED-5.b)

## 6.6 Economic Development Programs

The following economic development programs are available to the Village of Brokaw to further its economic development goals, objectives, and policies. The following list is not all-inclusive. Economic development programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs.

### Federal Programs

#### **U.S. Department of Commerce, Economic Development Administration (EDA)**

The Economic Development Administration (EDA) provides financial assistance to help distressed communities overcome barriers that inhibit the growth of their local economies. EDA provides assistance for public works projects, planning, research and technical assistance, grants, and education.

### State Programs

#### **Forward Wisconsin**

Forward Wisconsin helps businesses looking for available sites or buildings through its website at <http://www.forwardwi.com/search/index.html>

#### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit its web-site at [www.commerce.state.wi.us](http://www.commerce.state.wi.us) for a further list of programs and financial resources.

- ◆ **Brownfields Program:** This program provides information and assistance related to brownfields redevelopment. The Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties. Contact Jason Scott, 608/261-7714.
- ◆ **Business Retention and Expansion Survey:** This program helps communities produce confidential, comprehensive data profiles on businesses in the community in order to develop a systematic approach to business retention. Contact Lorie Ham, 608/266-9884.
- ◆ **Community Development Block Grant Technical Assistance:** This program is available to local government officials, business persons, and local community and

economic development organizations needing assistance in exploring financial and technical assistance options available to them.

- ◆ **Main Street Program:** This program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.
- ◆ **Wisconsin Youth Apprenticeship Program:** This program helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combines academic and technical classroom instruction and on-the-job training from business mentors.

### **Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)**

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government; that will principally benefit one or more businesses; and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed \$1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed \$750,000. For more information contact the Wisconsin Department of Commerce, Bureau of Community Development.

### **Community Development Block Grant for Economic Development (CDBG-ED)**

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

The following economic programs are offered by WHEDA.

- ◆ **Credit Relief Outreach Program:** CROP features 90% guarantees on loans of up to \$30,000 made by local lenders. Interest rates are competitive, and payment is not due until March 31 of the following year. CROP can be used for feed, seed, fertilizer, pesticides, land rent, custom hire, animal feed, UCC filing fees, crop insurance, feeder animals, tillage services, equipment rental or repair, or utilities for commodity production. You cannot use CROP for property taxes, farm house

utilities, existing loans, capital improvements, CROP loan interest, accounting services, or revolving lines of credit.

- ◆ **FARM:** FARM is for the producer who wants to expand or modernize an existing operation. FARM gives you access to credit by guaranteeing a loan made by your local lender. You can purchase agricultural assets including machinery, equipment, facilities, land, and livestock. You can also make improvements to farm facilities and land for agricultural purposes. FARM cannot be used for a farm residence, existing loans, maintenance, or other working capital needs that are eligible under CROP.
- ◆ **Small Business Guarantee:** A guarantee is a pledge of support on a bank loan. WHEDA will guarantee a portion of a loan made to you by your local lender. A WHEDA Small Business Guarantee can be used to expand or acquire a small business. It can also be used to start a day care business, including one owned by a cooperative or non-profit. The guarantee can be used for most of your financing needs, including working capital and refinancing of business notes and credit card debt.

### **USDA, Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Available programs and services include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

### **Agricultural Development and Diversification (ADD) Grant Program**

The ADD grant program annually provides funding to projects that have the potential to bolster agricultural profits or productivity. The program funds proposals that are likely to stimulate Wisconsin's farm economy with new production or marketing techniques, alternative crops or enterprises, new value-added products, or new market research. The Wisconsin Department of Agriculture, Trade and Consumer Protection should be contacted for further information.

### **Joint Effort Marketing (JEM) Grant Program**

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.

### **Wisconsin Department of Workforce Development**

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and

employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at [www.dwd.state.wi.us](http://www.dwd.state.wi.us).

## **County/Regional Programs**

### **Wausau/Marathon County Chamber of Commerce**

The Wausau/Marathon County Chamber of Commerce promotes economic development locally and has about 1000 member businesses. It is a non-stock corporation organized under Chapter 181 of the Wisconsin Statutes and is designated as a 501(c)(6) by the Internal Revenue Service, which permits dues to be deducted from federal income tax as a business expense. The mission of the Wausau/Marathon County Chamber is to “provide leadership and support for the continual economic growth, advancement and development of our members’ businesses and our community.” Its long range priorities include the following:

- ♦ Sustainable economic prosperity by helping existing businesses prosper and attracting target industries.
- ♦ An internationally competitive workforce.
- ♦ Powerful regional partnerships.
- ♦ Strong entrepreneurial climate that creates a competitive advantage.
- ♦ Infrastructure systems that stimulate quality economic growth.
- ♦ Area students that are prepared for a successful transition to further education or a career in our community

### **Marathon County Economic Development Corporation (McDEVCO)**

# 7. Intergovernmental Cooperation

## 7.1 Vision for Intergovernmental Cooperation

It is the year 2030, and the Village of Brokaw comprehensive plan has been successfully implemented...

The Village of Brokaw is a viable and sustainable unit of government. New growth, including significant areas that have been added to the Village's territory, have prevented further decline in population and housing numbers. New residents have become involved in the governance of the Village. Intergovernmental cooperation has been a key component of the success of the Village's policies toward growth and development. Proximity to the Wausau metropolitan area, an attractive small town environment, and urban services at a reasonable cost have attracted new residents and businesses.

The cost of services has been kept low through shared services and cooperative agreements. As an example, through cooperation with the Town of Maine on fire protection and emergency medical service, the Village of Brokaw now functions as the northern-most facility in the Metropolitan Fire and Ambulance Service District. This district serves portions of the Towns of Maine, Texas, Berlin, and Hamburg as well as the Village of Brokaw.

## 7.2 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

**IC-1 Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.**

### ***Objectives***

- 1.a. Continue meeting jointly with other local governmental units to encourage discussion and action on area issues. (Source: Strength IC-1)
- 1.b. Promote communication and cooperation by providing neighboring municipalities and overlapping authorities increased opportunities to comment on the comprehensive plan,

implementing land use controls, and specific development proposals. (Source: Opportunity IC-8)

- 1.c. Work with surrounding communities through this planning process and at least every five years as plans are evaluated/amended to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between land uses. (Source: Threat IC-11)
- 1.d. Pursue opportunities for cooperative agreements with the City of Wausau and surrounding towns regarding annexation, expansion of public facilities, and growth management. (Source: Opportunity IC-7)

**IC-2 Goal: *Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.*** (Source: Strength IC-2)

### ***Objectives***

- 2.a. Consider the use of joint purchasing and shared service arrangements with neighboring local governments for the purchase of such things as road salt, fuel, roadwork supplies, and machinery to lower the unit cost of materials and supplies.
- 2.b. Utilize opportunities for joint equipment and facility ownership with neighboring communities.
- 2.c. Monitor opportunities to improve the delivery of police, fire, emergency rescue, waste management, transportation, parks, and recreation services by cooperating with other units of government.

## 7.3 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the of form position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Position**

IC-1 The Village should work with the Towns of Texas and Maine and the City of Wausau to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts. (Source: Goal IC-1)

### **Village Directive**

IC-2 The Village will actively pursue open and ongoing communications with neighboring communities. (Source: Goal IC-1)

IC-3 The Village will invite neighboring communities and districts to meetings in which amendments or updates to the comprehensive plan are made or discussed. (Source: Objectives IC-1.b, IC-1.c)

IC-4 Village representatives will attend intergovernmental discussions if a neighboring jurisdiction is creating, updating, or amending a comprehensive plan. (Source: IC-1.b, IC-1.c)

IC-5 The Village shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding, or rehabilitating community facilities, utilities, or services. (Source: Goal IC-2; Related: Policy UCF-8)

IC-6 Before purchasing road maintenance, utility maintenance, or other equipment, the Village will consider options for joint ownership with other units of government. (Source: Objective IC-2.b.)

### **Recommendations**

- ◆ Meet at least quarterly with the Town of Maine and annually with the Town of Texas to facilitate intergovernmental cooperation and communication. (Source: Objective IC-1.a)
- ◆ Develop and distribute an annual intergovernmental cooperation update that focuses on publicizing successes. (Source: Objective IC-2.b)
- ◆ Appoint an advisory body to establish clear goals and expectations for the purpose of negotiating any intergovernmental agreements. (Source: Objective IC-1.d)
- ◆ Initiate a cooperative study of intergovernmental opportunities between the Village and the Town of Maine with an emphasis on options for extending sewer service to the town through a sanitary district. (Source: Objective IC-1.d)
- ◆ Evaluate and provide constructive feedback to Marathon County on services provided to the Village including: GIS mapping, street sign maintenance, the addressing system,

voter registration, property tax collection, and County highway issues. (Source: Goal IC-2)

- ◆ Establish a cooperative boundary agreement with the City of Wausau. (Source: Objective IC-1.d)
- ◆ Establish a cooperative boundary agreement with the Town of Maine. (Source: Objective IC-1.d)
- ◆ Pursue the creation of long-term negotiated contracts for the cooperative provision of community services. (Source: Goal IC-2)

## 7.4 Intergovernmental Cooperation Programs

The following intergovernmental cooperation programs are available to the Village of Brokaw to further its intergovernmental cooperation goals, objectives, and policies. The following list is not all-inclusive. Intergovernmental cooperation programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs.

### **Office of Land Information Services, Municipal Boundary Review**

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

### **League of Wisconsin Municipalities**

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. First established in 1898, the League acts as an information clearinghouse, lobbying organization, and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.

### **UW-Extension Local Government Center**

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding

intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at [www.uwex.edu/lgc/](http://www.uwex.edu/lgc/).

### **North Central Wisconsin Regional Planning Commission**

The North Central Wisconsin Regional Planning Commission (NCWRPC) is a regional planning and economic development agency created in 1973 under Wisconsin Statute s.66.0309 as a voluntary association of governments. NCWRPC provides assistance to local governments throughout a 10 county region. Available services include land use planning, zoning assistance, economic development strategies, CDBG program assistance, environmental planning, mapping and GIS, transportation plans, and other specialized studies. The purpose of the NCWRPC is to prepare plans for the physical development of the region and its communities, to conduct research, to serve as a data center, to serve as a forum for communication, cooperation and coordination among federal, state, regional, and local interests, and to provide technical services to its membership. The Village of Brokaw is a member community in NCWRPC through Marathon County's participation. In 2003, the NCWRPC completed an advisory comprehensive plan for the region called *North Central Wisconsin Regional Planning Commission Regional Comprehensive Plan "A Framework for the Future" 2000-2020*.

### **Other Local Implementation Options**

- ◆ Share or consolidate facilities or services.
- ◆ Utilize joint purchasing and ownership.
- ◆ Coordinate regulations.
- ◆ Coordinate boundaries.
- ◆ Establish cooperative agreements.
- ◆ Share revenue.

## 8. Land Use

### 8.1 Vision for Land Use

It is the year 2030, and the Village of Brokaw comprehensive plan has been successfully implemented...

The overall pattern of land use includes considerable growth to the west, a shift toward commercial and industrial use in the valley, and limited growth to the east.\* Travelers entering the Village know that they are in Brokaw, as new development has been designed to include common elements of landscaping, screening, and building materials. New development includes a mixture of residential, commercial, industrial, and recreational land uses. Existing vegetation, setbacks, and site design have been utilized to provide buffers between potentially conflicting land uses.

#### **Growth to the West**

The Village has grown primarily to the west into the Town of Maine where the density of development helped facilitate cost-effective expansion of the street network and public sewer and water utilities. Commercial, light industrial, and multi-family housing have developed primarily along the County roads. Single- and two-family housing, as well as park and recreational facilities, have developed along existing and new local streets.

Growth near the USH 51/I-39 interchange has focused around businesses that prefer direct highway access and public utilities. New development includes a gas station/convenience store, restaurants, and a hotel.

Commercial growth has also centered around the intersection of N 28<sup>th</sup> Avenue and County Road WW. Retail, convenience, and service businesses are prospering east of N 28<sup>th</sup> Avenue. Industrial uses have located West of N 28<sup>th</sup> Avenue. Development here includes warehousing, agricultural and industrial support services, other light industry, and appropriately sited manufacturing.

#### **Change in the Valley**

In the valley (the east side of the Village), residential land use has nearly been eliminated, but has been replaced by commercial uses that are compatible with the Wausau Paper mill and its future plans. These land uses include Wausau Paper support businesses such as services, light industry, and contractor shops.

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\* These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

## Limited Growth to the East\*

Some growth of the Village has occurred to the east into the Town of Texas. Additional growth to the east will likely accompany the completion of the Marathon County eastern arterial highway.

## Recreational Development

Cooperative relationships have been the key to integrating parks and other recreational uses into new development. A river walk has been established in cooperation with Wausau Paper. A boat launch has been constructed on the south side of the Wisconsin River in cooperation with the Town of Maine and the Minnesota Mining Company. A joint Town/Village park has also been developed near the Maine Town Hall. Park maintenance has been conducted in cooperation with Marathon County. Marginal lands, including both natural wetlands and constructed stormwater retention areas, are being used as functional open space in conservation subdivisions, and all large subdivisions have been required to dedicate park lands to the Village. The parks in the valley have been maintained and are used by residents and visitors alike.

## 8.2 Preferred Land Use Plan

The plan for preferred land use is a central component of the comprehensive plan and helps to guide the type, location, and form of community growth and development. The Village of Brokaw preferred land use plan consists of the Preferred Land Use Map (Map 8-1), the preferred land use classifications, the potential growth areas and general classifications, and the *Land Use* element goals, objectives, policies, and recommendations. Table 8-1 displays the area occupied by each of the preferred land use classifications as shown on the Preferred Land Use Map.

Table 8-1: Preferred Land Use Classifications, Village of Brokaw

Preferred Land Use Classification	Acreage	% of Total Developable
One- and two-family residential	142	18.3%
Multi-family residential	65	8.4%
Low density residential	37	4.8%
Commercial	40	5.1%
Light-industrial/commercial	213	27.3%
Industrial support transition	20	2.6%
Heavy industrial	102	13.1%
Park and open space	19	2.4%
Woodland	140	18.0%
<b>Total Developable Acres</b>	<b>778</b>	<b>100%</b>
Wetland/floodplain (not developable)	1184	
<b>Total Planned Acres</b>	<b>1962</b>	

\*These components of the vision statement assume the use of Brokaw in the development of the northeastern reaches of the Marathon County arterial road system, but on a very long term timeframe.

In terms of the overall pattern of potential future land uses, the Village of Brokaw has planned for a desirable mix of residential, commercial, industrial, and open space land uses. According to Table 8-1, the Village envisions a developed landscape (not including wetlands and floodplains) with approximately 32% residential land use, about 48% commercial and industrial land use, and about 20% open space land use. The predominance of commercial and industrial land use will likely develop a strong tax base for the Village. However, this also means that careful attention to commercial and industrial site planning and design will be necessary to maintain and improve the visual qualities and character of the Village. This *Comprehensive Plan* contains appropriate policies and recommendations to address those potential issues.

## **Preferred Land Use Classifications**

These preferred land use classifications are intended to guide the pattern of land use for the areas currently within the Village limits and for the areas that are the most desirable for expansion of the Village limits over the next 20 years. The mapping of these classifications may not align with current zoning, and one or more future zoning districts may be necessary to implement each preferred land use classification.

### One- and Two-Family Residential

The intent of this classification is to identify areas for the accommodation of single-family homes and duplexes at a density that supports the efficient provision of utilities and other community services.

### Multi-Family Residential

The intent of this classification is to identify areas for the accommodation of multiple-family homes (3 or more households) as well as elder care facilities, community living arrangements, or other compatible institutional uses. These areas could also be used to accommodate planned unit developments that include a mixture of residential, commercial, and park or open space land uses.

### Low Density Residential

The intent of this classification is to recognize existing residential uses that are interspersed with agriculture, forestry, or other open space uses. These areas may accommodate additional residential development, but there may be significant obstacles to the efficient provision of utilities. Such obstacles might include low development density, large lots, bedrock, and steep topography.

### Commercial

The intent of this classification is to identify areas for the accommodation of commercial uses oriented toward providing products and services to the general public. Suitable commercial land uses include retail sales, personal and professional services, and offices. These areas could also be used to accommodate elder care facilities, community living arrangements, or other compatible institutional uses, as well as planned unit developments that include a mixture of residential, commercial, and park or open space land uses.

### Light Industrial/Commercial

The intent of this classification is to identify areas for the accommodation of commercial uses oriented toward storage, manufacturing, and other industrial activities. Suitable light industrial/commercial land uses include wholesale trade, personal storage (mini-warehouses), commercial warehouses, light manufacturing, contractor shops, and agricultural services.

Note: “Industrial facilities” are generally defined as enterprises involved in the basic processing and manufacturing of products from raw materials, or the processing of finished products from previously prepared materials including fabrication, assembly, treatment, and packaging. “Light industrial” land uses are generally defined as industrial facilities that (1) are conducted entirely within an enclosed building; (2) are not potentially associated with nuisances such as odor, noise, heat, vibration, and radiation which are detectable at the property line; and (3) do not pose a significant safety hazard (such as danger of explosion).

### Industrial Support Transition

The intent of this classification is to recognize areas in the east Village for which Wausau Paper holds the right-of-first-refusal on real estate. This area is currently residential, but Wausau Paper has been exercising its right and purchasing homes as they become available for sale. This area is likely to transition to commercial and industrial uses over the long term and future development will be compatible with Wausau Paper operations and planned expansions.

### Heavy Industrial

The intent of this classification is to identify lands utilized by Wausau Paper for industrial operations.

Note: “Heavy industrial” land uses are generally defined as industrial facilities which meet one or more of the following criteria: 1) are not conducted entirely within an enclosed building; 2) are potentially associated with nuisances such as odor, noise, heat, vibration, and radiation which are detectable at the property line; and 3) pose a significant safety hazard (such as danger of explosion). Land uses that may be considered heavy industry include meat product producers; alcoholic beverage producers; paper, pulp or paperboard producers; chemical and allied product producers (except drug producers) including poison or fertilizer producers; petroleum and coal product producers; asphalt, concrete or cement producers; tanneries; stone, clay, or glass product producers; primary metal producers; heavy machinery producers; electrical distribution equipment producers; electrical industrial apparatus producers; transportation vehicle producers; commercial sanitary sewage treatment plants; railroad switching yards; recycling facilities; and storage of salvage materials.

### Park and Open Space

The intent of this classification is to accommodate parks and other publicly owned open space land uses. Such uses might include neighborhood parks, regional parks, boat launches, stormwater management facilities, and trails.

### Wetlands and Floodplains

The intent of this classification is to identify physical features of the land for which regulations and conditions that severely restrict development are in place.

### Woodland

The intent of this classification is to recognize areas that are primarily wooded and large enough to be managed for forestry practices.

## **Potential Growth Areas**

These preferred land use classifications are more general in nature and are intended to provide guidance to intergovernmental and extraterritorial implementation actions in areas that may potentially be annexed to the Village. More specific planning for these areas should be done in cooperation with the adjacent town.

### **Generalized Growth Areas**

#### Primary Growth Area

This generalized area west of the current Village limits is suitable for annexation. Existing utilities can be easily expanded to support land uses in this area.

#### Secondary Growth Area

These generalized areas east and south of the current Village limits are not currently suitable for annexation, but under the right conditions, may become logical expansion areas. Existing utilities cannot be easily expanded to support land uses in these areas. Growth to the east becomes more likely if the Marathon County arterial road system extends north to Brokaw and County WW is used as the connection between the eastern arterial and USH 51/I-39.

### **Generalized Preferred Land Use Classifications**

#### General Residential

Should the village limits expand into this area, it is likely to be best suited for various forms of residential land use.

#### General Commercial/Light Industrial

Should the Village limits expand into this area, it is likely to be best suited for commercial and light industrial uses.

#### General Recreational

Should the Village limits expand into this area, it should be considered for public recreational uses.

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### 8.3 Projected Land Demand

Table 8-2 displays projected land demand for the Village of Brokaw as determined by the Marathon County Planning Department. The projection for residential acreage was derived from Wisconsin Department of Administration household projections and the density of existing housing. The projection for non-residential acreage was produced by the Northwest Wisconsin Regional Planning Commission and derived from employment data and forecast and the regional picture of employment producing land uses (commercial, industrial, and institutional).

Table 8-2: 2030 Projected Land Demand, Marathon County

Community	Residential (acres)	Non-Residential (acres)
Village of Brokaw	<b>-3</b>	<b>31</b>

Source: Marathon County Planning Department

Marathon County's projections for land demand forecast a loss of three residential acres and an increase of 31 acres for commercial, industrial, and institutional uses. Given investments in growth supporting infrastructure and the pace of development on the west side over the last five years, these projections are likely to grossly underestimate how the Village will change over the next 20 to 25 years. Developing a more reliable forecast for land demand will be challenging, as the bulk of expected growth may occur outside of the Village's current boundary. A more reliable forecast for land demand should be pursued as part of a cooperative study of utility and boundary options with the Town of Maine.



*The east side of the Village as seen from the air.*



*The west side prior to recent development.*

### 8.4 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of goals, objectives, policies, maps, and programs to guide the future development and redevelopment of public and private property.

The goals and objectives reference a *Strength, Weakness, Opportunity, or Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

***LU-1 Goal: Provide for a well-balanced mix of land uses within the Village.***

***Objectives***

- 1.a. Minimize incompatible land uses by identifying preferred land use areas which contain similar features and function and can coexist with one another. (Source: Strength LU-4)
- 1.b. Focus new areas of growth within or near existing areas of development where adequate public facilities and services are planned and can be cost-effectively expanded. (Source: Opportunity LU-7)
- 1.c. Seek connectivity with the existing road network when reviewing future development proposals. (Source: Threat LU-13)
- 1.d. Explore opportunities to rehabilitate and utilize existing developed areas within the Village and in planned growth areas. (Source: Strength LU-1)
- 1.e. Encourage a pattern of land use that will allow for the use of multiple modes of transportation, both motorized and non-motorized. (Source: Weakness T-8)

***LU-2 Goal: Manage the growth and development of the Village.***

***Objectives***

- 2.a. Seek a growth pattern that will increase the long-term sustainability of the Village as a viable unit of government. (Source: Strength IO-3)
- 2.b. Explore opportunities to identify logical expansion areas of the Village's boundaries. (Source: Opportunity LU-9)
- 2.c. Protect and retain the natural resources of the Village as development takes place. (Source: Strength H-1)

## 8.5 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words "will" or "shall" are advised to be

mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Position**

- LU-1 The comprehensive plan shall identify anticipated areas for future growth, the preferred land uses within growth areas, and policies that guide the review of proposed developments. (Source: Objective LU-1.a)
- LU-2 Unless the terms of an intergovernmental agreement dictate otherwise, annexation requests within planned Village growth areas will generally be accepted by the Village. (Source: Objectives LU-1.b, LU-2.a, LU-2.b, ED-5.b)
- LU-3 Unless the terms of an intergovernmental agreement dictate otherwise, the Village will utilize its extraterritorial jurisdiction in planned growth areas in order to preserve natural resources and a pattern of development that is conducive to the extension of Village utilities and services. (Source: Goal LU-2; Objective LU-1.b)
- LU-4 New development and redevelopment projects shall be required to utilize high quality building and site design. (Source: Objective LU-2.a; Goal ED-5)

### **Village Directive**

- LU-5 All development proposals in the corporate limits and extraterritorial jurisdiction of the Village shall be reviewed for consistency with the applicable components of the comprehensive plan including the preferred land use classifications and map. (Source: Goals LU-1, LU-2; Objective IO-3.a)
- LU-6 The Village should encourage annexations or boundary agreements to occur prior to urban development to ensure that new development is consistent with Village plans, zoning, design review standards, and utility service requirements. (Source: Goal LU-2)
- LU-7 The Village should require that Area Development Plans be prepared and adopted by the Plan Commission and Village Board prior to the zoning or rezoning, platting, and development of expansion areas as defined by the comprehensive plan. Area Development Plans should include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, size and density, location of necessary Village utilities, park and open space areas, and the proposed street system that

will serve the area. The plans should also provide a development phasing timetable, so the Village can coordinate capital improvements with the development of the area. (Source: Goal LU-1)

- LU-8 Village zoning, subdivision, and other land use ordinances shall be revised to implement the Preferred Land Use Plan. This process should begin with a comprehensive rewrite of the applicable ordinances, however, some aspects of the Preferred Land Use Plan may be implemented at a later time in the planning period as appropriate. (Source: Goals LU-1, LU-2)
- LU-9 The zoning ordinance shall define one or more zoning districts that are consistent with the preferred land use classifications established by the comprehensive plan. For each district, potential land uses shall be defined that are compatible with one another, or may become compatible if properly designed, through the use of setbacks, barriers, buffers, or the conditional use review process. (Source: Goals LU-1, LU-2)
- LU-10 When uses of existing areas change due to contamination, abandonment, etc., the Village shall explore redevelopment or rehabilitation options and determine whether the preferred land use classification and/or zoning classification need to be changed to facilitate improvement of the blighted area. (Source: Objective LU-1.d)

### **Development Review Criteria**

- LU-11 Development proposals shall provide the Village with an analysis of the potential impacts to the Village's resource base and infrastructure including, but not necessarily limited to:
- a. Impacts to parklands and recreational facilities; (Related: Policy H-5)
  - b.. Impacts to transportation infrastructure; (Related: Policy T-7 and T-8)
  - c. Impacts to utilities and community facilities; (Related: Policy UCF-10)
  - d. Impacts to natural resources. (Realted: Policy ANC-4)
- The depth of analysis required by the Village will be appropriate for the intensity of the proposed development. (Source: Goals LU-1, LU-2)
- LU-12 The creation of unsewered subdivisions should be discouraged in the Village's extraterritorial jurisdiction, because large unsewered lots cannot be efficiently serviced with Village utilities and essential services. (Source: Objectives LU-1.b, LU-2.b, UCF-2.c)
- LU-13 Site plan review shall be required of proposed commercial, industrial, institutional, and multi-family residential developments. Site plans submitted for review shall include (as applicable) proposed plans for building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, internal traffic circulation, and any other items deemed necessary by the Village. (Source: Objectives ANC-1.e, ANC-2.c, ED-2.a)
- LU-14 Requirements for setbacks, vegetative buffers, the preservation of existing vegetation, and decorative fences, walls, or berms shall be utilized to prevent conflicts between incompatible land uses. (Source: Objective LU-1.a)

## Recommendations

- ♦ Exercise the Village's extraterritorial plat review authority. Notify the Towns of Maine and Texas and the Marathon County Register of Deeds of this action. (Source: Objective LU-2.b)
- ♦ Conduct a comprehensive zoning ordinance and subdivision ordinance evaluation and revision based on the policies and recommendations provided in the comprehensive plan. Include performance standards for intensive land uses, conditional use review criteria for less intensive land uses, more specific definitions of potential land uses, flexible setbacks for commercial development, more effective provisions for planned unit developments, enforcement of the wellhead protection zone, clear nuisance provisions, and strengthened enforcement provisions. Coordinate the development of these revised ordinances with the Towns of Maine and Texas in order to help achieve compatible zoning along community boundaries. (Related: Policies LU-8, LU-9)
- ♦ Create a site design review ordinance that protects and enhances the visual quality of the community and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Site plans should be required to include common elements of landscaping, building design, or overall site design that provide some consistency in the appearance of new development in the Village. Seek public input on the establishment of these desired characteristics. (Related: Policies LU-13, ANC-3)
- ♦ Consider the use of overlay zoning for groundwater protection, extraction, and implementation of the wellhead protection plan. (Source: Objective UCF-4.c)
- ♦ Coordinate the administration of land use regulations with the Towns of Maine and Texas by providing notices of zoning and subdivision related actions and of proposed major development projects, and by providing sufficient time for review and comment. (Source: Objective IC-1.b)

## 8.6 Land Use Programs

The following land use programs are available to the Village of Brokaw to further its land use goals, objectives, and policies. The following list is not all-inclusive. Land use programs and funding procedures will change over time, therefore the Village should contact program sponsors for specific information on the listed programs. Guidance on zoning and other land use regulations can be found in Section 9.2 of the *Implementation* element.

### Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Land Information Board oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a

grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

### **Division of Intergovernmental Relations, Wisconsin Department of Administration**

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

### **UW-Extension Center for Land Use Education**

## 9. Implementation

### 9.1 Action Plan

An Action Plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This Action Plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in following five areas.

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Update Actions
- ◆ Strategic Planning Actions
- ◆ Physical Community Facility and Transportation Improvements

The recommended actions are listed in priority order within each of the five implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by long term actions, and ongoing or periodic actions are listed last.

#### **Plan Adoption and Update Actions**

##### Priority (Short-term) Actions

1. Task: Adopt the Framework Plan by resolution as an interim master plan for the Village. (*Implementation* element)  
Responsible Party: Plan Commission (recommends), Village Board (adopts)  
Timing: Early 2005
2. Task: Adopt a comprehensive plan by ordinance as a part of the Marathon County planning process. (*Implementation* element)  
Responsible Party: Plan Commission (recommends), Village Board (adopts)  
Timing: 2006

##### Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process. (*Implementation* element)  
Responsible Party: Plan Commission, Finance Committee, Comprehensive Planning Committee  
Timing: Annually

2. Task: Conduct a comprehensive plan update. (*Implementation* element)  
Responsible Party: Plan Commission, Village Board, Comprehensive Planning Committee  
Timing: Minimum of every 5 years

## **Intergovernmental Cooperation Actions**

### Priority (Short-term) Actions

1. Task: Appoint an Intergovernmental Planning Committee. (*Intergovernmental Cooperation* element)  
Responsible Party: Village Board  
Timing: 2004 (Completed)
2. Task: Meet with neighboring communities to coordinate comprehensive planning efforts, especially the land use element. (*Intergovernmental Cooperation* element)  
Responsible Party: Comprehensive Planning Committee  
Timing: Early 2005
3. Task: Work with the City of Wausau to negotiate an agreement for the purchase of potable water. (*Utilities and Community Facilities* element)  
Responsible Party: Village President, Clerk, and Attorney, City of Wausau representatives  
Timing: Early 2005
4. Task: Establish a cooperative boundary agreement with the City of Wausau on the west side of the Wisconsin River. (*Intergovernmental Cooperation* element)  
Responsible Party: Intergovernmental Planning Committee, City of Wausau representatives  
Timing: Early 2005 (concurrent with negotiations for water – task 3 above)
5. Task: Notify the Towns of Maine and Texas and Marathon County that the Village will begin to exercise its extraterritorial plat review authority. (*Land Use* element)  
Responsible Party: Plan Commission  
Timing: 2005
6. Task: Conduct a cooperative study of utility and boundary options with the Town of Maine. Establish a cooperative boundary agreement with the town. (*Intergovernmental Cooperation* element)  
Responsible Party: Village President, Clerk, and Attorney, Town of Maine representatives  
Timing: 2005, 2006

### Long Term Actions

1. Task: Pursue contractual agreements for the cooperative provision of community services and utilities. (*Utilities and Community Facilities* and *Intergovernmental Cooperation* elements)  
Responsible Party: Village President, Clerk, and Attorney, Village Board  
Timing: 3 to 5 years
2. Task: Establish a cooperative boundary agreement with the City of Wausau on the east side of the Wisconsin River. (*Intergovernmental Cooperation* element)  
Responsible Party: Village President, Clerk, and Attorney, City of Wausau representatives  
Timing: 5 to 10 years

### Periodic Actions

1. Task: Meet with the Town of Maine to facilitate intergovernmental cooperation. (*Intergovernmental Cooperation* element)  
Responsible Party: Intergovernmental Planning Committee  
Timing: Quarterly (or more frequently as needed)
2. Task: Meet with the Town of Texas to facilitate intergovernmental cooperation. (*Intergovernmental Cooperation* element)  
Responsible Party: Intergovernmental Cooperation Committee  
Timing: Annually (to begin in 3 to 5 years)
3. Task: Distribute an intergovernmental cooperation newsletter. (*Intergovernmental Cooperation* element)  
Responsible Party: Intergovernmental Cooperation Committee  
Timing: Annually (to begin in 3 to 5 years)

## **Ordinance Update Actions**

### Priority (Short-term) Actions

1. Task: Clarify Village requirements for public hearings and notices. (*Issues and Opportunities* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 2005
2. Task: Conduct a comprehensive zoning and subdivision ordinance evaluation and revision. (*Land Use* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 2005

3. Task: Develop an official map to designate current (2005) and future (2006) street and utility rights-of-way. (*Transportation* element)  
Responsible Party: Plan Commission, Village Board, Foth & Van Dyke  
Timing: 2005, 2006
4. Task: Develop a driveway access ordinance. (*Transportation* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 2005, 2006
5. Task: Adopt standards for the construction of public streets. (*Transportation* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 2005, 2006

#### Long Term Actions

1. Task: Create a site design review ordinance. (*Land Use* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 3 to 5 years

#### Periodic Actions

1. Task: Continue to enforce residential and commercial building codes. (*Housing* element)  
Responsible Party: Village Board, Building Inspector  
Timing: Ongoing

### **Strategic Planning Actions**

#### Priority (Short-term) Actions

1. Task: Establish a committee with Wausau Paper to further define types of desired commercial development for the east Village and begin to pursue such development. (*Economic Development* element)  
Responsible Party: Village President, Clerk, and Attorney, Wausau Paper representatives  
Timing: Early 2005

#### Long Term Actions

1. Task: Develop an outdoor recreation plan. (*Utilities and Community Facilities* element)  
Responsible Party: Plan Commission, Village Board  
Timing: 3 to 5 years

### Periodic Actions

1. Task: Create and update a capital improvements plan in conjunction with the budgeting process. (*Implementation* element)  
Responsible Party: Village Board, Finance Committee  
Timing: Annually
2. Task: Evaluate the applicability of economic development related grants, programs, and tax incentives. (*Economic Development* element)  
Responsible Party: Village Board, Finance Committee  
Timing: Ongoing

### **Physical Community Facilities and Transportation Improvements**

1. Task: Pursue the creation of a local para-transit service in cooperation with surrounding towns. (*Transportation* element)  
Timing: 3 to 5 years
2. Task: Upgrade key sewer and water lines in the east Village. (*Utilities and Community Facilities* element)  
Timing: 2 to 5 years
3. Task: Crack Sealing - Third Street, Fourth Street, and Park Avenue.  
Timing: 2005
4. Task: Install a new municipal well (or get water from the City of Wausau).  
Timing: 2005
5. Task: Install a new filter plant (or get water from the City of Wausau).  
Timing: 2005
6. Task: Obtain new tables and chairs for the Village Hall.  
Timing: 2005
7. Task: Improve office space and conference rooms in the Village Hall.  
Timing: 2005, 2006
8. Task: Construct industrial park landscape berm.  
Timing: 2005, 2006
9. Task: Install asphaltic concrete pavement on Frontier Drive and Freedom Drive.  
Timing: 2005, 2006
10. Task: Lift Station modifications.  
Timing: 2005

11. Task: Remove existing water tower.  
Timing: 2005
12. Task: Crack Sealing - Everest Avenue, First Street (south of Everest Avenue), Second Street, Third Street.  
Timing: 2006, 2007
13. Task: Falcon Drive and 32<sup>nd</sup> Avenue Reconstruction.  
Timing: 2005
14. Task: Seal Coat - Miscellaneous Streets.  
Timing: 2007
15. Task: Construct River Ridge – Phase III.  
Timing: 2007
16. Task: Extend Freedom Drive from 28<sup>th</sup> Avenue to 32<sup>nd</sup> Avenue.  
Timing: 2007
17. Task: Structural Improvements - First Street (north of Everest Avenue).  
Timing: 2008
18. Task: Construct River Ridge – Phase IV.  
Timing: 2009
19. Task: Monitor the adequacy of utilities and community facilities.  
Timing: Ongoing

## 9.2 Changes to Applicable Land Use Programs and Regulations

### **Zoning and Land Division Ordinances**

Village zoning and subdivision ordinances should be comprehensively revised to implement the related components of the Village of Brokaw comprehensive plan. This process should be aimed at providing consistency between Village ordinances and the comprehensive plan including related policies and recommendations, the preferred land use classifications, and the preferred land use map.

A complete evaluation and rewrite of the zoning and land division ordinances is likely necessary. The zoning ordinance shall define one or more zoning districts that are consistent with the preferred land use classifications established by the comprehensive plan. For each district, potential land uses shall be defined that are compatible with one another, or may become compatible if properly designed, through the use of setbacks, barriers, buffers, or the conditional use review process.

The comprehensive rewrite of ordinances should include performance standards for intensive land uses, conditional use review criteria for less intensive land uses, more specific definitions of

potential land uses, flexible setbacks for commercial development, more effective provisions for planned unit developments, enforcement of the wellhead protection zone, clear nuisance provisions, and strengthened enforcement provisions. As defined in *Housing* element policy H-4, zoning ordinance revisions should identify an appropriate district for mobile homes and set performance standards for mobile homes and mobile home parks. Revised ordinances should also be coordinated with the Towns of Maine and Texas in order to help achieve compatible zoning along community boundaries.

### **Design Review and Site Plan Regulations**

Site design review standards should be developed that protect and enhance the natural resources, cultural resources, and aesthetic qualities of the Village. Requirements should include provisions for the preservation of existing site vegetation, for additional landscaping where needed, and for site and building design requirements that address aesthetic qualities and community identity. Site plan review shall be required of proposed commercial, industrial, institutional, and multi-family residential developments.

Site plans submitted for review should include (as applicable) proposed plans for:

- a. Building layout and architecture (including façade and materials);
- b. Parking areas;
- c. Green space and landscaping;
- d. Lighting;
- e. Signage;
- f. Grading;
- g. Driveway access;
- h. Internal traffic circulation; and
- i. Any other items deemed necessary by the Village.

Site plans should be required to include common elements of landscaping, building design, or overall site design that provide some consistency in the appearance of new development in the Village. The Village should seek public input on the establishment of desired characteristics of building and site design.

### **Area Development Planning**

The Village should require that Area Development Plans be prepared and adopted by the Plan Commission and Village Board prior to the zoning or rezoning, platting, and development of expansion areas as defined by the comprehensive plan. Expansion areas may include undeveloped lands already within the Village limits, or areas that are annexed to the Village. The purpose of Area Development Planning is to provide a higher level of detail in planning for coordinated land use, transportation, and community facilities as triggered by the anticipation of an imminent and substantial development proposal.

Area Development Plans should include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, size and density, location of necessary Village utilities, park and open space areas, and the proposed street system that will serve the area. The

plans should also provide a development phasing timetable, so the Village can coordinate capital improvements with the development of the area.

The transportation component of an Area Development Plan shall include:

- a. A safe and efficient system of internal circulation for all vehicles and pedestrians;
- b. Safe and efficient external collector streets where appropriate;
- c. Safe and efficient connections to arterial roads and highways where applicable;
- d. Sidewalks or trails where appropriate;
- e. Connectivity of the street network with adjacent developments;
- f. Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development.

### **Official Maps**

The Village should develop an official map to designate planned future rights-of-way for streets and utilities in areas of anticipated growth. Official mapping may be coordinated with area development planning. Any maps that will potentially impact neighboring towns should be reviewed with the towns during the development process.

### **Sign Regulations**

Revisions to the zoning ordinance should include sign provisions to regulate size, height, placement, illumination, and maintenance. Sign design should also be incorporated as part of design review standards developed to regulate commercial, industrial, and multi-family development.

### **Erosion/Stormwater Control Ordinances**

Land division and design review ordinance revisions should include requirements for construction site erosion control planning and post-construction stormwater management. The erosion control components of applicable building codes will continue to be enforced.

### **Historic Preservation Ordinances**

Although no immediate opportunity for historic preservation has been identified in the Village, the benefits and opportunities for one should be periodically reviewed. A historic preservation ordinance could potentially be used to maintain the Village's character and features in older areas of the community or to preserve historic places that are annexed into the Village in the future.

### **Building Codes**

A Village building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes will continue to be enforced.

### **Sanitary Codes**

A Village sanitary code should be developed that requires aging or malfunctioning sewer laterals to be upgraded when conditions warrant. Conditions that should require upgrading include:

- a. When substantial improvements are made to the structure served by the lateral;
- b. When an aging or malfunctioning lateral poses a health or safety hazard;
- c. When the lateral poses a hazard to the function of the collection system.

### **Driveway Access Controls**

The Village should develop a driveway access ordinance that includes standards for driveway construction, location, and clearance. The ordinance should address driveway surface materials and encourage the use of pervious pavements.

## 9.3 Plan Element Integration and Consistency

Wisconsin's Comprehensive Planning law requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was utilized to create the *Village of Brokaw Comprehensive Plan* required all elements of the plan be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, or recommendations.

The Action Plan, land use policies, and internal referencing systems are some specific components of the plan that were designed to ensure planning element integration and consistency. The Action Plan, found in the *Implementation* element, brings together the recommendation statements of all nine elements in a chronological sequence. The land use policies, found in the *Land Use* element, advise that land use decisions are made based on consistency with the comprehensive plan as a whole. The internal referencing system connects the functional parts of the plan, the policies and recommendations, back to their supporting goals and objectives and source issues and opportunities. This referencing system draws connections between the elements and helps maintain the intent behind each policy and recommendation.

## 9.4 Mechanism to Measure Progress

Wisconsin's comprehensive planning legislation requires that the implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method to measure progress toward achieving all aspects of the comprehensive plan is to evaluate two primary components. The two components, policies and recommendations, are listed within each identified plan element.

To measure the effectiveness of an adopted policy, the Village must determine if the policy has met the intended purpose. For example, the Village of Brokaw has identified a policy under the *Transportation* element which states, "The Village will prepare and annually update a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding sources for road upgrades, new roads, and other transportation facilities". To determine

whether the policy is achieving the Village's intention a "measure" must be established. In the case of this policy, the measure is simply if the Village prepared a plan and how often it has been updated since preparation. As another example the Village identified a recommendation in the *Intergovernmental Cooperation* element which states, "Meet at least quarterly with the Town of Maine and annually with the Town of Texas to facilitate intergovernmental cooperation and communication". In the case of this recommendation the measure is how many times the Village met with the towns since the adoption of the comprehensive plan. Each listed policy and recommendation within each plan element should be reviewed periodically to determine the plan's effectiveness and the Village's overall success in implementing the comprehensive plan.

## 9.5 Process for Adopting and Updating the Plan

### **Adoption and Amendments**

The Village of Brokaw should regularly evaluate its progress towards achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The Village should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Adopting and amending the Village's comprehensive plan must comply with the following steps.

- ◆ The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Village Board and for the Village Board to respond to such comments.
- ◆ The Plan Commission recommends its proposed comprehensive plan or amendment to the Village Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Village Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the village, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the village; (c) the Wisconsin Land Council; and (d) the Department of Administration; (e) the Regional Planning Commission in which the village is located; (f) the public library that serves the area in which the village is located.
- ◆ Following publication of a Class I notice, a public hearing must be held to consider an ordinance adopting or amending the comprehensive plan. Ordinance approval requires a

majority vote of the Village Board. The ordinance will then be filed with the public library that serves the community and the clerk of all adjacent local governmental units. The final plan report or amendment must then be sent to the same distribution list that received the recommended comprehensive plan amendment.

## Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

## 9.6 Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Wisconsin Statutes 66.1001 requires a compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans, and programs contained in the other elements.

The goals and objectives reference a *Strength*, *Weakness*, *Opportunity*, or *Threat*. Refer to the SWOT Analysis found in Appendix A for the referenced source of the goal or objective.

### ***I-1 Goal: Promote consistency between and integration of the plan recommendations and local ordinances.***

#### ***Objectives***

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions. (Source: Opportunity I-9)
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the Village's comprehensive plan. (Source: Weakness IO-6)
- 1.c. Develop an "Action Plan" as a short-term mechanism to assist the Plan Commission and others with the administration of the comprehensive plan and update as needed. (Source: Strength I-2)

- 1.d. Provide for annual review of the comprehensive plan for consistency with the goals, objectives, maps, policies, and programs contained within. (Source: Opportunity I-9)
- 1.e. Monitor statutory and regulatory changes that may impact the Village. (Source: Opportunity I-9)
- 1.f. Maintain communication with neighboring communities and the County on any future land use planning. (Source: Opportunity I-7)

## 9.7 Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Village is concerned about. Policies and recommendations become primary tools the Village can use to aid in making land use decisions.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the Village of Brokaw comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide. The Village’s policies are stated in the form of position statements (Village Position), directives to the Village (Village Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Village should be prepared to complete. The completion of these actions and projects is consistent with the Village’s policies, and therefore will help the Village fulfill the comprehensive plan goals and objectives.

Each policy and recommendation references its source or other related policies. Refer to the applicable element of the *Comprehensive Plan* for the source *Goal* or *Objective* or related *Policy*.

### **Village Directive**

- I-1 The Village will maintain the comprehensive plan as an effective tool for the guidance of Village governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements. (Source: Objectives I-1.a, I-1.e)
- I-2 Village policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible. (Source: Objective I-1.b; Related: Policy IO-1)
- I-3 Areas of the plan which are likely to be disputed or litigated in the future will be reviewed by the Village attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict. (Source: Goals I-1, IO-2, IO-3)

### **Recommendations**

- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action. (Source: Objective I-1.c)
- ◆ Create and annually update a detailed capital improvement plan that includes all transportation, utility, and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available. (Related: Policies T-3, UCF-7)
- ◆ Review the comprehensive plan annually (in conjunction with the Village budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes. (Source: Objective I-1.d)
- ◆ Every five years, evaluate the availability of funds for comprehensive review and update of the comprehensive plan. If adequate funds are not available then develop a strategy to ensure that sufficient funds are available for a comprehensive plan update. (Source: Objective I-1.a)
- ◆ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity. (Source: Objective I-1.a)
- ◆ After each state legislative session, review new and revised state statutes for impacts and possible benefits to the Village. (Source: Objective I-1.e)

## Preliminary SWOT Analysis for Village of Brokaw

### 1. Issues and Opportunities/Demographics

#### Strengths

- Small community makes it close-knit
- Communication is easy within the village – door to door doesn't take long
- Village is looking to grow in population and diversity
- Good relationships with surrounding towns
- Good relationship with mill

#### Weaknesses

- Small population limits participation in government service and civic responsibilities
- Village has significant debt
- Issues of land ownership makes governance and decision making difficult – town facilities on land leased from mill; mill has right of first refusal on most land in the valley
- Limited access to regional/metropolitan public services due to distance from Wausau

#### Opportunities

- West side expansion may stimulate new growth
- TIF development could reduce debt load
- Land available for growth to the west
- Some opportunity for growth to the east

#### Threats

- Village may lose some of its close-knit feel as it expands
- TIF development may not grow fast enough to reduce debt
- Presence of mill – village has little control over activities in the valley

### 2. Housing

#### Strengths

- Natural setting and small-town feel attractive for residents
- Village enforces Uniform Dwelling Code on new housing

#### Weaknesses

- Not much housing growth – last new house built in the valley over 10 years ago
- Older homes are not up to code
- Aging housing stock – most predates 1950
- Mill noise, smells and traffic unattractive for residents
- Water and sewer limited to village limits

### Opportunities

- West side expansion may stimulate new housing construction
- There may be opportunities to expand the village's sewer and water service
- West side expansion may include a variety of housing types – multi-family included

### Threats

- Mill has been purchasing property in the village when it becomes available – right of first refusal
- Mill's policy is to eliminate existing housing when they purchase property
- West side expansion includes light industrial which may lead to conflict with residential uses

## **3. Transportation**

### Strengths

- Good roads and snow plowing
- Road upkeep is shared with the county – WW including bridge
- Upkeep of common roads shared with Town of Maine
- Most roads and curb and gutter in good shape
- Railroad has a spur for the mill
- Bridge over Wisconsin River is in good shape

### Weaknesses

- Access to the village is limited – one route from east and one route from west; other river crossings far away
- No public transportation
- Medical transport expensive due to distance from Wausau
- Taxi service expensive due to distance from Wausau

### Opportunities

- Highway interchange provides opportunities for commercial and light industrial growth

### Threats

- Mill prevents opportunities for use of railroad spur by other users

## 4. Utilities and Community Facilities

### Strengths

- Water and sewer systems have available capacity
- Infrastructure is old, but has been maintained well – especially above ground components
- Can call on expertise of mill for certain issues – good relationship
- New wastewater treatment plant
- Will have new water treatment plant next year
- All new infrastructure in west side expansion
- Sufficient park areas in valley

### Weaknesses

- Limited space for parks in west side expansion
- Law enforcement difficult due to distance from County Sheriff
- Ambulance service expensive – over \$500 a run

### Opportunities

- Mill is largest user of water utility – provides revenue base
- Potential for offering sewer and water service to the Town of Maine on contractual basis
- Future annexations could provide park areas
- Could join metropolitan ambulance service to lower costs if they are established – Brokaw could be a northern post in a metropolitan system
- Could improve fire protection service

### Threats

- Water and sewer lines are aging and will need replacement
- Mill's landfills limit availability of groundwater aquifer in village – limits new well sites and increases treatment costs
- Potential need for additional law enforcement in west side expansion
- Difficulty of obtaining concurrence between communities for metropolitan ambulance service
- Expansion of utilities on a contractual basis would limit ability to grow

## 5. Agricultural, Natural and Cultural Resources

### Strengths

- Scenic Wisconsin River valley
- Managed forest lands within the village
- Wellhead protection plan in place
- Limited hunting available within the village limits – improved ordinance recently

### Weaknesses

- Opportunities to access river are limited
- Ability to tap groundwater resource is limited due to bedrock, topography and pollution sources

### Opportunities

- Soils limit opportunities for new septic systems – sewer system more attractive
- A better aquifer may be available in potential annexation areas
- Could improve education and communication regarding surface water and groundwater quality issues in the area

### Threats

- Railroad is source of possible environmental contamination
- Mill is source of possible environmental contamination
- Highway is a source of possible environmental contamination
- Mill may close access to existing boat launch on the river
- Limitations posed by bedrock may slow or inhibit growth

## **6. Economic Development**

### Strengths

- Tax Increment Financing district in place
- Commercial and industrial uses have diversified the tax base
- Credit union in the village
- Mill provides solid tax base

### Weaknesses

- Mill's land ownership prevents diversification of economy in the valley
- No retail in the village other than gas station/convenience store

### Opportunities

- TIF district could improve economic diversity of the village
- Mill jobs provide opportunity for future growth
- Energy plant could broaden tax base and bring new development to subdivision

### Threats

- Possible closure of the mill
- Bedrock and other physical limitations add to the cost of development
- Energy conversion plant could hamper residential development through negative public perception

## **7. Intergovernmental Cooperation**

### Strengths

- Good relationships with neighboring towns
- Village uses agreements for many shared services – ambulance, fire, road maintenance
- Wellhead protection plan is a joint effort with towns
- Cooperated with Town of Texas on siting of landfill

### Weaknesses

- Opportunities for growth are physically limited without annexation
- Need broader public transportation system

### Opportunities

- Possible agreement with Town of Maine for sewer and water services
- Need to cooperate with towns on zoning and boundary issues

### Threats

- Some individuals in towns may resist annexation
- Boundary issues can be controversial
- Current zoning on boundaries may be in conflict

## **8. Land Use**

### Strengths

- Ability to provide services
- Good zoning laws and ordinances
- Other than mill, has not been much land use conflict in the village
- Growth has been orderly – few nonconforming uses
- Review of conditional uses has been strengthened – increased awareness of process and criteria

### Weaknesses

- Village has very little control over mill's use of land

### Opportunities

- Ability to provide sewer, water and other municipal services may encourage growth
- West side expansion well planned – should be little conflict between uses
- Extraterritorial jurisdiction could be used to preserve future growth areas

### Threats

- Pollution of groundwater resource could come from land uses in other communities
- Mill has control over most of the land
- Mill produces conflicts with residential uses
- Mill wants to take everything south of Everest Street and make it a parking lot

## **9. Implementation**

### Strengths

- Good relationships with surrounding towns
- Village is taking head-on approach to comprehensive planning process

### Weaknesses

- Limited number of people to hold government offices
- Limited number of people to provide citizen input
- Have not been involved in planning at the regional level
- Have not been involved in planning of highway 51

### Opportunities

- Cooperation with Towns of Maine and Texas on growth issues
- Can become more active in regional planning activities
- Comprehensive plan can be kept useful and up to date with periodic reviews and updates
- Town of Maine has expressed interest in forming a sanitary district – opportunity for intergovernmental agreement
- Extraterritorial jurisdiction available as a tool

### Threats

- Long planning process may threaten continuity of process accomplishments
- Village growth could be limited by unplanned rural growth in towns

# **Village of Brokaw Conditions and Issues**

**2004**

# Village of Brokaw Conditions and Issues

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## List of Acronyms

**303 (d) list**—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

**AADT**—Annual Average Daily Traffic

**AHI**—Architecture & History Inventory (a database of the Wisconsin Historical Society).

**BMPs**—Best Management Practices

**CCR&R**—Child Care Resource and Referral Network

**CDBG**—Community Development Block Grant

**CES**—Cropland Evaluation System (Marathon County)

**CIP**—Capital Improvement Program

**CTH**—County Trunk Highway

**CWA**—Central Wisconsin Airport

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

**DWD**—Department of Workforce Development

**EMT**—Emergency Medical Technician

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

**ETZ**—Extra-Territorial Zoning

**FCL**—Forest Crop Law

**FEMA**—Federal Emergency Management Agency

**FIRM**—Flood Insurance Rate Maps

**HOME**—Home Investment Partnerships Program

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

**LHOG**—Local Housing Organization Grant

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

**MFL**—Managed Forest Law

**MPO**—Wausau Area Metropolitan Planning Organization

**NCHC**—North Central Health Care

**NCWRPC**—North Central Wisconsin Regional Planning Commission

**NRHP**—National Register of Historic Places

**NTC**—Northcentral Technical College

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

**PASER**—Pavement Surface Evaluation Rating

**PMP**—Pavement Management Plan

**POWTS**—Private Onsite Waste Treatment Systems

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

**STH**—State Trunk Highway

**TDP**—Transit Development Plan (Wausau Area Transit System)

**TIF**—Tax Incremental Financing

**TIP**—Transportation Improvement Program (Marathon County)

**USDA**—United States Department of Agriculture

**USH**—U.S. Highway

**UW-MC**—University of Wisconsin—Marathon County

**WATS**—Wausau Area Transit System

**WDA**—Wisconsin Department of Agriculture

**WDNR**—Wisconsin Department of Natural Resources

**WDOA**—Wisconsin Department of Administration

**WDOT**—Wisconsin Department of Transportation

**WHEDA**—Wisconsin Housing and Economic Development Authority

**WISLR**—Wisconsin Information System for Local Roads

**WPS**—Wisconsin Public Service Corporation

# 1. Introduction and Summary

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

- The Village of Brokaw is located in the north-central part of Marathon County, at the north edge of the Wausau metropolitan area.
- Over the past 30 years population has decreased 66 percent, with 52 percent loss occurring since 1990. Households experienced a similar decline. This is likely due to the aging population and purchase of property by the paper mill.
- Recent annexation on the west side of the Wisconsin River and extension of utilities in this area has spurred new housing and commercial/industrial development. As a result, future growth is expected to reverse the historic trends indicating declining population and households.
- Brokaw has its own zoning and subdivision regulations. The Village also exercises its Extra-Territorial Zoning

(ETZ) authority in a portion of the Town of Texas in order to protect wells and regulate land use and may consider taking similar steps with the Town of Maine.

- Most development in the Village is on public water and sewer. Existing sewer and water systems are in good condition. A new water treatment plant is planned and the wastewater treatment plant was upgraded in 2001.
- Well contamination from paper mill landfills is a major concern and the Village has a wellhead protection plan in place to address these concerns.
- Existing housing in Brokaw consists primarily of older single family, detached residences. However, new housing – both single family and apartment units are under construction on the west side of the river.
- Historically, the Village economy was tied to the paper mill. However, new commercial and industrial development is occurring in the new business park on the west side of the river.
- Brokaw's primary intergovernmental concern is working with the towns of Texas and Maine to protect well sites, primarily via ETZ. In addition the Village's desire to expand to accommodate residential, commercial, and industrial growth could result in future annexations involving the Town of Maine. Equally important to Brokaw is the desire to work cooperatively with other communities in the Wausau metropolitan area to improve and expand the efficient delivery of community services.

## 2. Demographics

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

### Population and Households

#### Historical Trends

Over the past 30 years, the population of the Village of Brokaw has decreased by 66 percent. As shown on Table 2-1, this was considerably different from trends experienced by Marathon County (+29%) and the State (+21%). A large portion of the population decline appears to have occurred since 1990 and is most likely due to the aging population and the purchase of residential property by the paper mill, which limits opportunities for people to move into the Village. However, since 2000, new housing construction has begun on the west side of the Wisconsin River, which is not reflected in Table 2-1.

The change in total households over the past 30 years mirrors the decline in population, although the decline is not as great. The decrease in household size reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers. Both population and households will likely increase as new residential development

occurs on the west side of the river where the Village recently annexed about 100-acres from the Town of Maine.

**Table 2-1: Demographic Change, 1970-2000**

	1970	1980	1990	2000	% change 1970 to 2000	% change 1990 to 2000
<b>Total Population</b>						
<b>Brokaw</b>	312	298	224	107	-66%	-52%
<b>County</b>	97,457	111,270	115,400	125,834	+29%	+9%
<b>State</b>	4,417,821	4,705,767	4,891,769	5,363,675	+21%	+10%
<b>Total Households</b>						
<b>Brokaw</b>	102	107	87	47	-53%	-46%
<b>County</b>	29,771	37,865	41,534	47,402	+59%	+14%
<b>State</b>	1,328,804	1,652,261	1,822,118	2,084,544	+57%	+14%
<b>Average Household Size</b>						
<b>Brokaw</b>	3.05	2.79	2.57	2.28	-25%	-11%
<b>County</b>	3.27	2.90	2.75	2.60	-20%	-5%
<b>State</b>	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Department of Administration

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

As shown in Table 2-2, the largest age group in the Village includes residents between 20-44 years old, with the median age being 35.3 years. The distribution of population across age groups in the Village is slightly younger than that of the County and State. However, the Village has a fairly large

## Village of Brokaw

share of population in the 85+ age group, which, in 2000 comprised 8.4 percent of its population compared to 1.7 percent for the County and 1.8 percent for the State.

**Table 2-2: Population by Age Group, 2000**

Age Group	Percent of Population		
	Brokaw	County	State
Under 5 years	8.4	6.4	6.4
5 to 9 years	5.6	7.5	7.1
10 to 14 years	2.8	8.0	7.5
15 to 19 years	1.9	7.7	7.6
20 to 24 years	14.0	5.4	6.7
25 to 34 years	16.8	13.0	13.2
35 to 44 years	14.0	16.5	16.3
45 to 54 years	8.4	13.9	13.7
55 to 59 years	4.7	4.8	4.7
60 to 64 years	6.5	3.8	3.8
65 to 74 years	3.7	6.4	6.6
75 to 84 years	4.7	4.8	4.7
85 years and over	8.4	1.7	1.8
<b>Median Age</b>	35.3	36.3	36.0

Source: Wisconsin Department of Administration, 2000

### Population Forecasts

Population projections were completed in 5-year increments between 2000 and 2030. Projections were computed by the North Central Wisconsin Regional Planning Commission (NCWRPC) and are based on a historical growth rate in the area between 1980 and 2000. As such, the projections shown in Table 2-3 indicate very little growth in the Village over the next 30 years.

Assuming a moderate rate of growth, population is estimated to increase by about 14 percent between 2000 and 2030. This is slightly higher than the County increase of 13 percent. The estimates suggest an overall increase in population by 2030 between 9 percent if a lower growth rate occurs and 19 percent if a higher growth rate occurs.

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

	Total Population by Year						
	2000	2005	2010	2015	2020	2025	2030
<b>Brokaw</b>	107	110	112	114	117	119	122
<b>County</b>	125,834	128,632	131,430	134,217	137,022	139,820	142,618

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

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

The NCWRPC projections provide a baseline to determine trends in the sub-area. They are useful in identifying future population beyond the borders of individual communities. The WDOA projections are typically more useful at the local municipality level, however do not include events after 2000

**Village of Brokaw**

that might affect growth, such as the recent annexations and new development in the Village.

**Table 2-3b: Population Projections (WDOA) – 2000-2030**

Total Population by Year								
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Brokaw</b>	107	100	93	86	79	72		
<b>County</b>	125,834	130,242	134,504	138,836	143,308	147,112	150,225	+19

Source: Wisconsin Department of Administration

It is therefore likely that population growth will exceed projections that are based on historic trends. In fact, as of January 2003, the Village population reached 110, which exceeds both the NCWRPC and WDOA projections.

**Household Forecasts**

Like population, household projections were completed in 5-year increments between 2000 and 2030. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. As shown on Table 2-1, the average persons-per-household in Brokaw was estimated to be 2.28 in 2000. Persons-per-household for the County was calculated to be 2.59 based on the average persons-per-household for all five planning sub-areas.

Assuming a moderate rate of growth, the number of households is estimated to increase by 7, or 14 percent between 2000 and 2030. This is slightly higher than the County increase of 13 percent.

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

Total Households by Year								
	2000	2005	2010	2015	2020	2025	2030	% chg
<b>Brokaw</b>	47	48	49	50	51	52	54	+14
<b>County</b>	48,585	49,665	50,745	51,821	52,904	53,985	55,065	+13

Source: Derived from data in Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

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

**Table 2-4b: Household Projections (WDOA) – 2000-2030**

Total Households by Year								
	2000	2005	2010	2015	2020	2025	2030	% chg
<b>Brokaw</b>	47	45	42	40	37	34		
<b>County</b>	47,702	50,109	52,902	55,589	58,181	60,283	63,035	+30

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

As with population, new development on the west side of the river will likely result in housing growth that exceeds projections based on historic trends. During 2003, the number of households in the Village was already on its way to exceeding the projected number of households for 2030 shown in Tables 2-4 and 2-4b.

## Education and Income Levels

According to 2000 Census data, 65.5 percent of Village residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Village, 3.6 percent of residents have a bachelor’s degree or higher, which is slightly higher than the County with 18.3 percent but lower than the State with 22.4 percent.

**Table 2-5: Education Attainment, 2000**

Educational Attainment	Brokaw		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	15	17.8	8.2	5.4
9th to 12th Grade, No Diploma	14	16.7	8.0	9.6
High School Graduate	39	46.4	38.0	34.6
Some College, No Degree	8	9.5	18.3	20.6
Associates Degree	5	6.0	9.2	7.5
Bachelor's Degree	--	0	12.6	15.3
Graduate or Professional Degree	3	3.6	5.7	7.2
Percent high school graduate or higher		65.5	83.8	85.1
Percent bachelor's degree or higher		3.6	18.3	22.4

Source: Wisconsin Department of Administration, 2000

Median household income for Village residents was \$27,083 in 2000. This compares significantly lower than both Marathon County with a median of \$45,165 and the State overall at \$43,791. Despite the overall lower median household income, 22 percent of Village households have median incomes

between \$50,000 and \$74,999. However, the Village has a higher percent of households with median incomes less than \$25,000 than either the County or the State.

**Table 2-6: Household Income Levels, 2000**

Income Level	Brokaw		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	6	12.0	5.9	7.1
\$10,000 - \$14,999	7	14.0	5.4	5.8
\$15,000 - \$24,999	7	14.0	12.3	12.7
\$25,000 - \$34,999	6	12.0	13.1	13.2
\$35,000 - \$49,999	4	8.0	19.4	18.1
\$50,000 - \$74,999	11	22.0	25.2	22.7
\$75,000 - \$99,999	2	4.0	10.5	10.9
\$100,000 - \$149,000	4	8.0	5.4	6.4
\$150,000 - \$199,999	-	-	1.3	1.5
\$200,000 or More	3	6.0	1.6	1.5
Total Households	50	100.0	100.0	100.0
<b>Median Household Income</b>	<b>\$27,083</b>	<b>-</b>	<b>\$45,165</b>	<b>\$43,791</b>

Source: Wisconsin Department of Administration, 2000

## Employment Characteristics

Table 2-7 illustrates the breakdown, by occupation, of the employed population of the Village in 2000. The “employed population” is defined as people living in the Village who are 16 years and older. In 2000, the Village had an employed population of 56. Most residents were employed in transportation and material moving or sales and office type occupations.

**Table 2-7: Occupation by Sector, 2000**

Sector	Number	Percent
Management, professional, and related occupations	5	8.9
Service occupations	6	10.7
Sales and office occupations	16	28.6
Farming, fishing, and forestry occupations	-	-
Construction, extraction, and maintenance occupations	5	8.9
Production, transportation, and material moving occupations	24	42.9
<b>Total Employed*</b>	<b>56</b>	<b>100</b>

Source: Wisconsin Department of Administration

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

An employment forecast completed by the NCWRPC in 2003 indicates continued employment growth for the Village of Brokaw. By the year 2030, it is estimated that the Village will provide employment to over 1,000 workers. This represents an employment increase of 258, or almost 33 percent and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment.

**Table 2-8: Employment Projections – 2000-2030**

	Total Employment by Year						
	2000	2005	2010	2015	2020	2025	2030
<b>Brokaw</b>	785	828	871	914	957	1,000	1,043
<b>County</b>	72,508	75,625	78,742	81,859	84,976	88,093	91,210

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

## Demographic Trends

- Brokaw has experienced a significant loss of population (-66%) and households (-53%) over the last 30 years. Most of the losses are the result of limited housing availability for new residents. Because the paper mill has right of first refusal on property on the east side, when existing residents move or pass on, the mill may purchase the property and use it for something other than residential use.
- Both population and employment are expected to grow at a moderate rate between 2000 and 2030. However, growth on the west side will likely result in more population and employment than projected, since NCWRPC and WDOA projections are based on historical trends that do not account for the Village expansion on the west side of the river.
- The population of Brokaw is slightly younger, on average than the general population of the County or State, with a median age of 35.3 years compared to 36.3 and 36.0 for the County and State, respectively.
- Education attainment in Brokaw is significantly lower than averages for the County or State. Only 65.5 percent of Brokaw residents have high school diplomas or higher levels of education, compared to 83.8 percent for the County and 85.1 percent for the State.
- The median household income in Brokaw (2000) is \$27,083, which is significantly lower than median income in the County (\$45,165) or State (\$43,791). This is mostly

due to the relatively high percent of residents with incomes less than \$25,000, many of which may be retired seniors.

- New residents moving into the new housing on the west side will likely have higher household incomes than existing residents.

### Issues

- **Loss of Population** - While historical trends show that the Village has lost population and households, new development on the west side of the river will result in future population, household, and employment growth.

### 3. Natural Resources

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

#### Recent Planning Efforts Related to Natural Resources

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

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

management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. Marathon County encompasses portions of 22 watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. The County’s Land Conservation Department works with the WDNR to implement the program. Program funding is used to hire staff to assist in developing management plans for each watershed and to provide cost sharing to landowners for implementation of “best management practices” (BMPs) to achieve the program objectives.

- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the Marathon County Groundwater Plan in 1988. It is intended to guide local and County officials in setting policy. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 1996-2005** – This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Forestry Department’s mission to manage and protect the County forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on

existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management.

## Water Resources

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

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

There are no designated ORW or ERW located in the Village of Brokaw. Water resources that have been significantly degraded are identified as “impaired waters”. Four of the 22 watersheds in Marathon County have been identified as “impaired waters” on the “303 (d) list” of the U.S. Clean Water Act. The list identifies waters that do not meet current water quality standards and merit water quality improvement and protection. There are no “impaired” watersheds located in the Village of Brokaw.

## Water Resources

**Streams/Rivers** – The Wisconsin River runs through the Village, separating the original (east) Village from the recently annexed area on the west side of the river. There is also an unnamed intermittent stream that flows from the ridge along the northeast side of the Village. Figure 3-1 illustrates the rivers and streams in the Village.

**Floodplains** – Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe. In the Village, there are large areas within the 100-year floodplain adjacent to the Wisconsin River. See Figure 3-1 for the location of floodplains.

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

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

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

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

As shown on Figure 3-2, areas of forested wetlands are located along the Wisconsin River.

**Groundwater** – Depth to groundwater varies throughout the Village as shown on Figure 3-3, although high bedrock can make access to water more difficult. As shown on Figure 3-4, there are areas with high bedrock on both the east and west sides of the Village. In some areas west of the river water is drawn from fissures in the bedrock.

Groundwater quantity is good overall, although there are some concerns about potential contamination due to paper mill landfills. The Village adopted a well-head protection plan covering portions of the east side. The Village also exercises its extra-territorial zoning (ETZ) over portions of the Town of Texas in the well-head protection area. The Village may consider doing the same with the Town of Maine to protect the water quality of future wells on the west side of the river.

However, the primary concern for the west side is quantity of water, versus quality. It is anticipated that two new wells may be needed to accommodate new development on the west side. The geology and topography of the Village could limit the accessibility of groundwater if the west side grows significantly to the south. In this case, the Village could also consider contracting with the City of Wausau for water service.

## Soil Resources

**Soil Types** – Figure 3-5 shows the major soil associations in Brokaw. A band of soils in the Mahtomedi-Fordum-Sturgeon association flank the river and cover most of the original Village. Areas west of the river and east of the Village center consist of Fenwood-Rietbrock-Rozellville soils. Soils on the west side of the river tend to have higher amounts of clay.

**Prime Farm Soils** – Figure 3-6 illustrates soils that have been identified as prime farm soils according to the Marathon County Cropland Evaluation System (CES). This system establishes a basis from which one parcel of land can be compared to another. It rates soils on their ability to produce food, feed, forage, and fiber crops. It is based upon the knowledge that soil properties affect yields. The system is non-biased, defendable, and can be consistently applied. Additional information on Marathon County CES can be obtained from Marathon County Land Conservation Department.

Much of the recently annexed area of the Village contains Group 1 and Group 2 Prime Farm Soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The

“prime farm soils” designation simply indicates that these soils are good productive farmland.

**Steep Slopes** – Steep slopes are defined as slopes with gradients over 12 percent, which pose constraints on development and may increase susceptibility to erosion. Figure 3-7 illustrates where steep slopes exist and separates them into two categories. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15%.

Steep slopes in the Village line much of the west bank of the Wisconsin River as it flows through the Village. Steep slopes also from a ridge north and east of the Village, which poses constraints on development to the east.

## Biological Resources

**Vegetation** – Areas along the Wisconsin River and on the steep slopes north of the Village are mostly wooded. Vegetation in developed areas in the Village consists of urban type landscaping of trees, shrubs and private gardens.

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

species of migrating birds use habitat in Marathon County for food, shelter, and resting stops during seasonal migration.

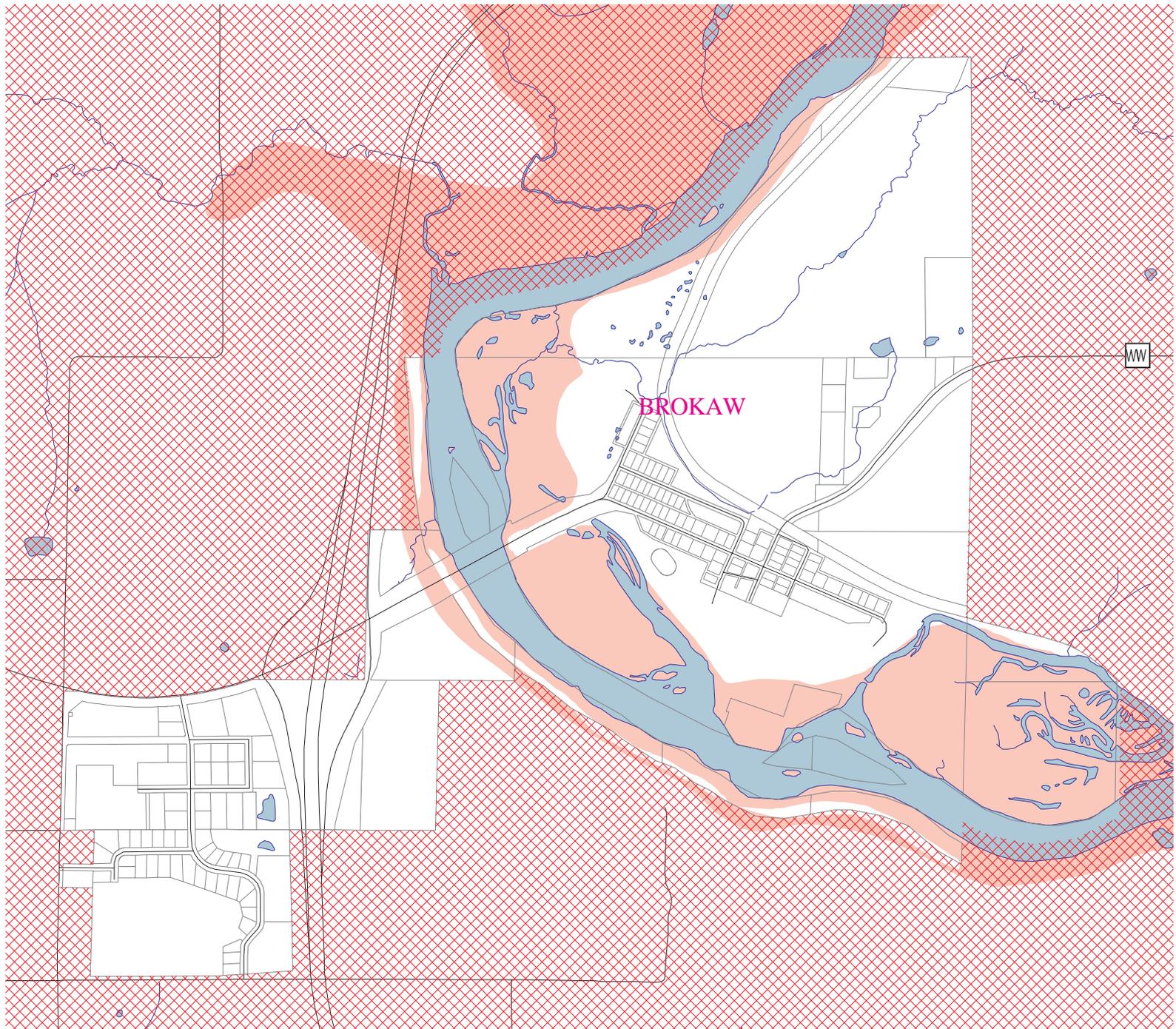
There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park.

**Threatened and Endangered Species** - Both aquatic and terrestrial endangered, threatened, or special concern species are present within the Village. However, specific information is not available at the local community level. A list of endangered species for Marathon County is provided in the County's comprehensive plan.

## Issues

- **Water Contamination** – Well contamination from Wausau Paper Mill landfills is a major concern on the east side of the Village. The Village adopted a wellhead protection plan that outlines steps it can take to protect the current water supply. The Village also has exercised its ETZ over portions of the Town of Texas and is considering doing so in the Town of Maine to control land uses in areas on the west side with existing or future well sites.
- **Steep Topography and High Bedrock** – The east side of the Village is located between the banks of the Wisconsin River and steep bedrock bluffs to the north and east. The bluffs rise as much as 250 feet above the elevation of the river. Steep slopes and high bedrock can

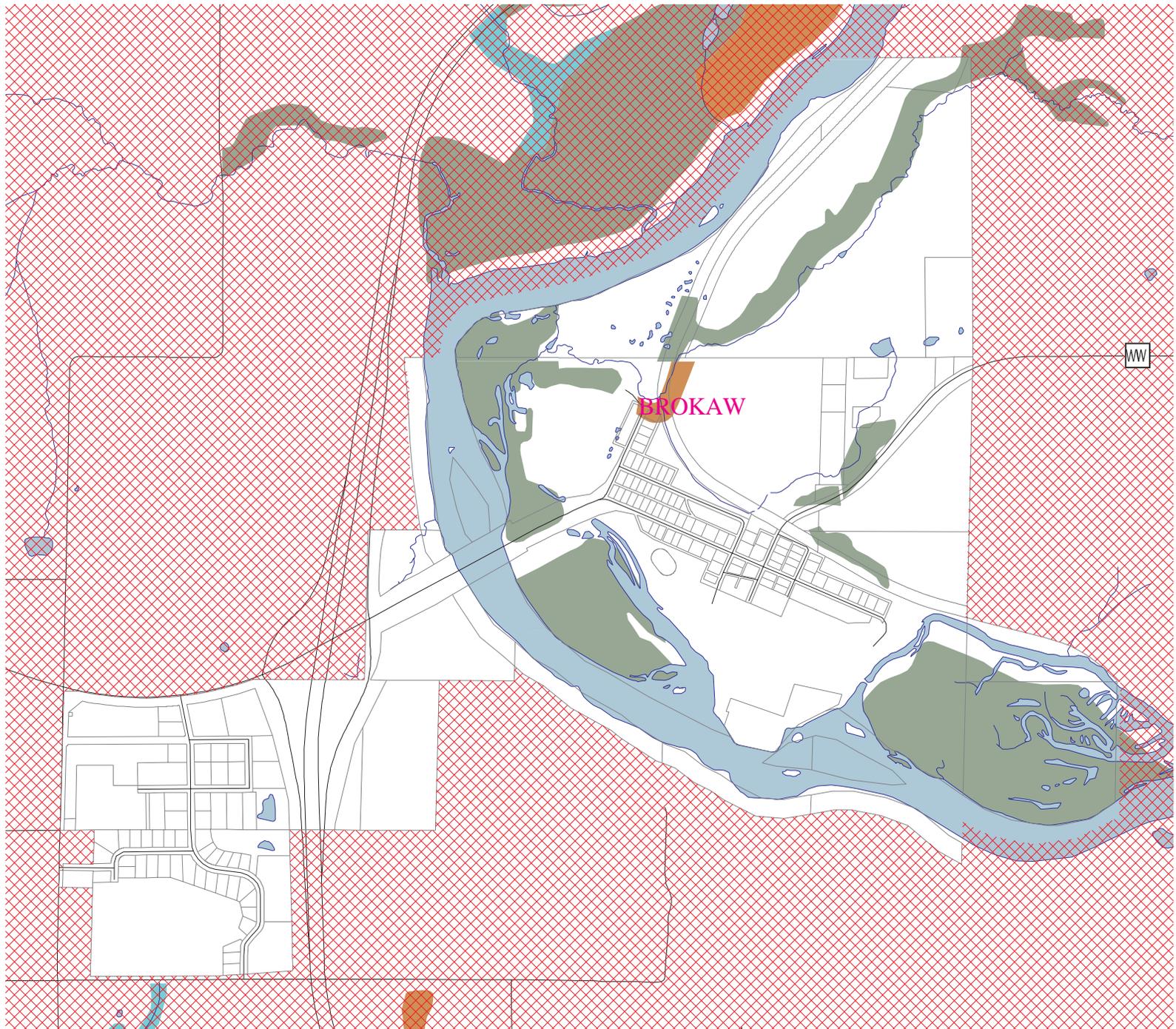
make construction difficult and significantly more expensive, thus limiting the potential for development. The bedrock in the Village is essentially impermeable and limits access to groundwater in some locations.



FEMA Floodplain

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

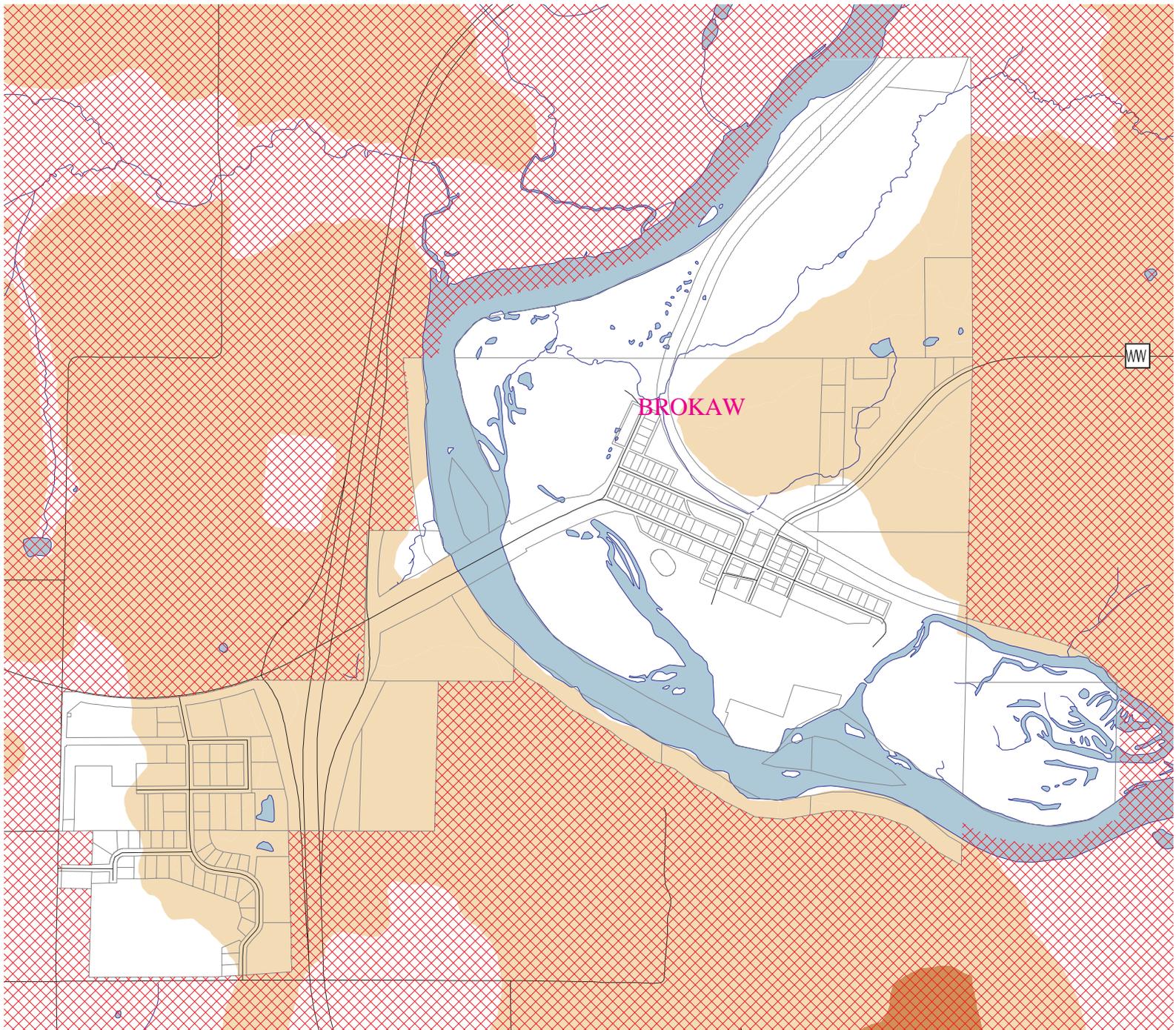
Map 3-1  
100 Year Floodplain  
BROKAW



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

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

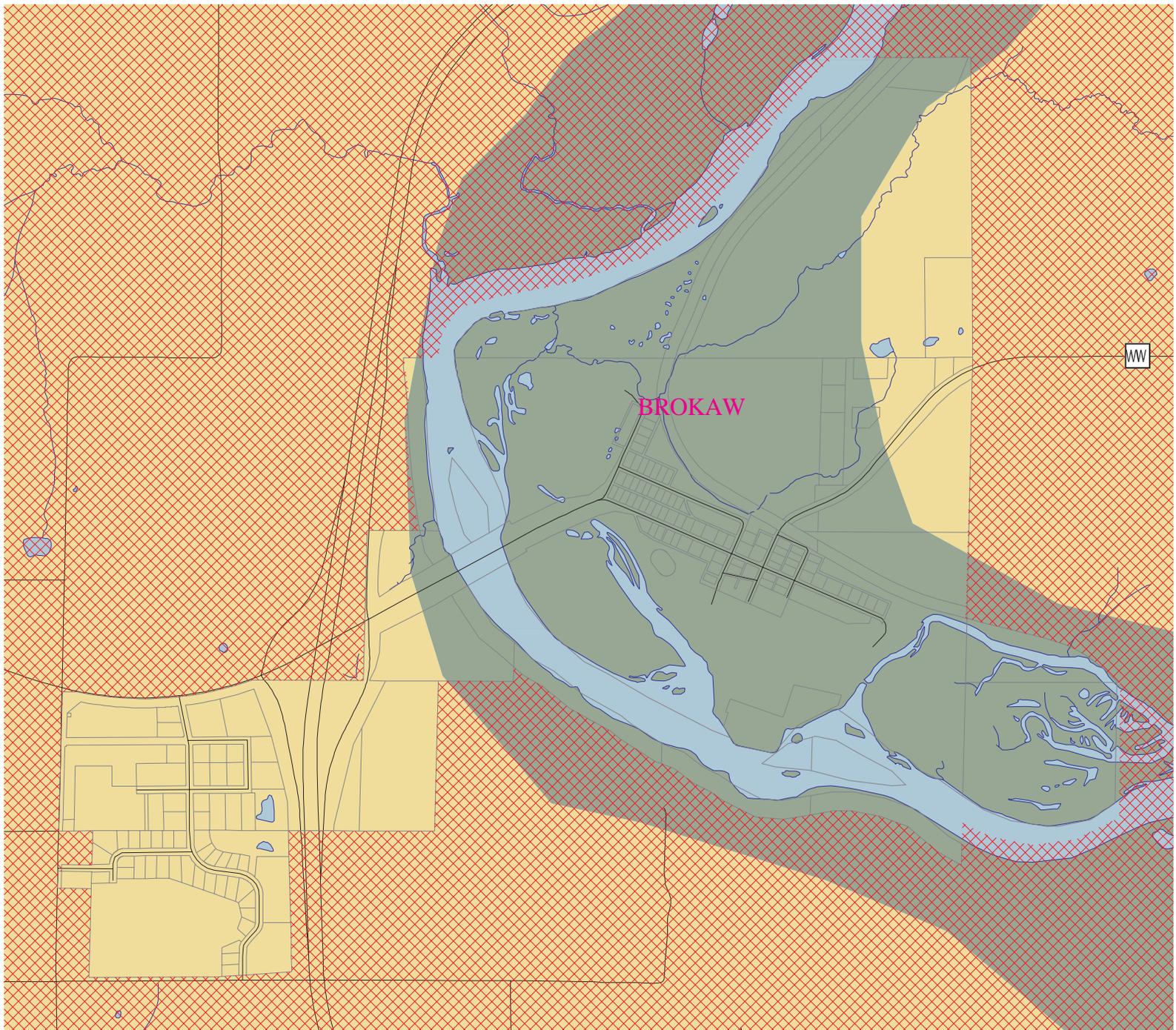




- 0 - 20" (Quarries)
- 20 - 40 "
- 40-60"
- >60"

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

Map 3-4  
**Depth To Bedrock**  
**BROKAW**



Magnor-Cable
  Marathon-Mylrea-Moberg
  Mahtomedi-Fordum-Sturgeon
  Cathro-Seelyeville

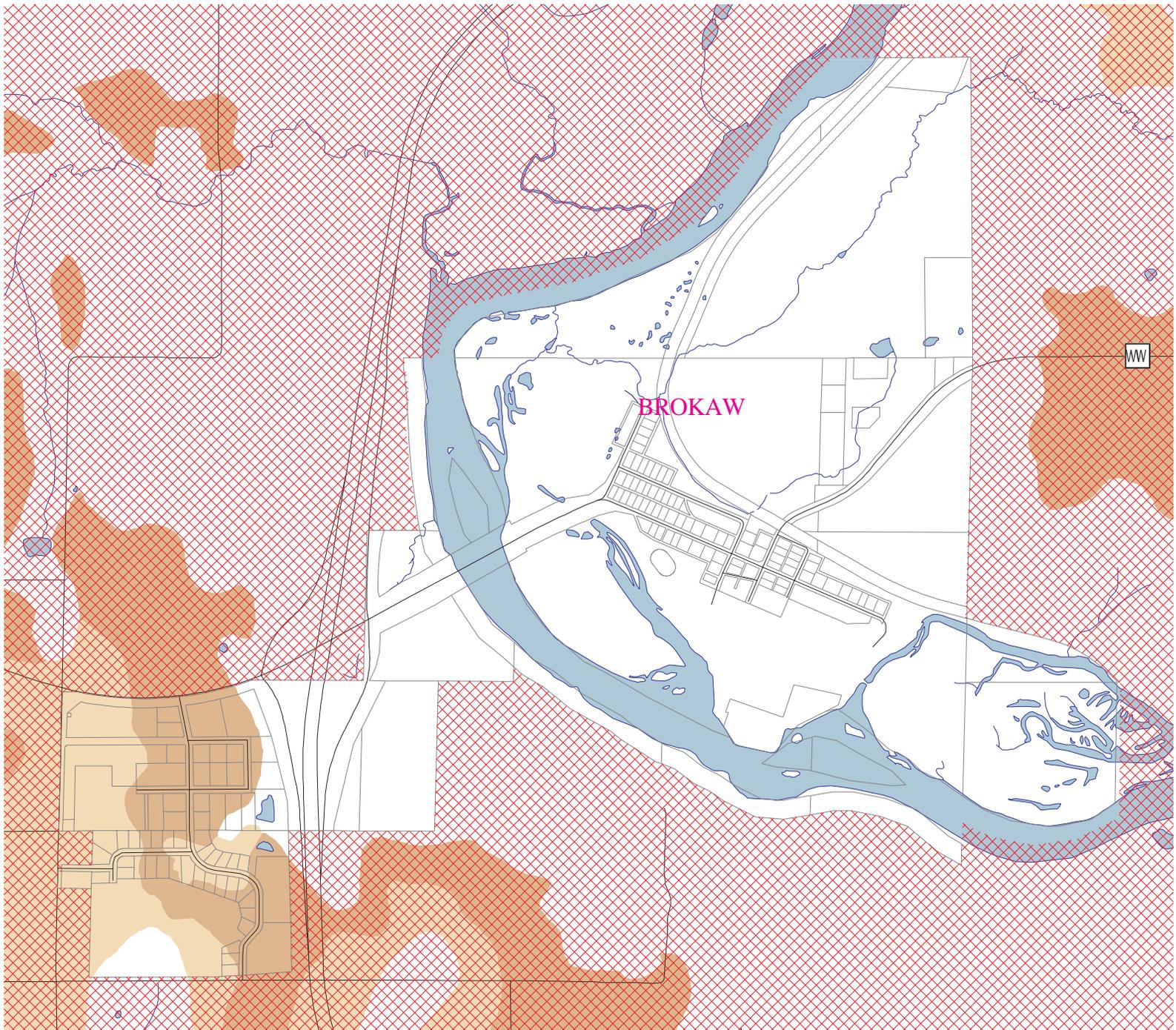
Loyal-Withee-Marshfield
  Fenwood-Rietbrock-Rozellville
  Chetek-Rosholt-Oesterle

Kennan-Hatley
  Mosinee-Meadland-Dancy
  Mahtomedi-Graycalm-Meehan

Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

Map 3-5  
**Soil Associations**  
**BROKAW**

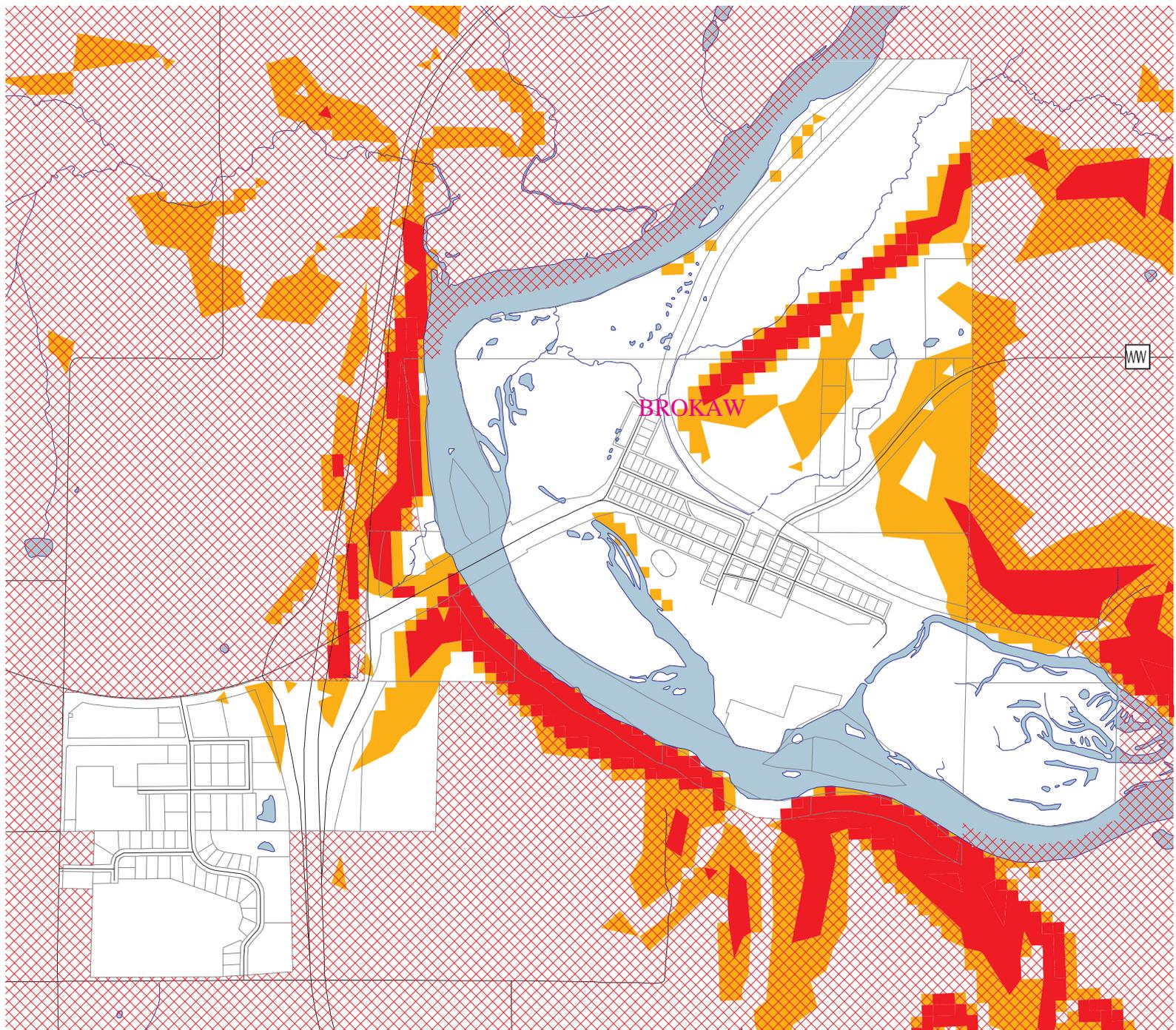


Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

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

Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005



■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

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

Map 3-7  
Slopes  
BROKAW

## 4. Land Use

The Village of Brokaw is located along the Wisconsin River, three miles north of the City of Wausau. The Village originally developed on the east bank of the Wisconsin River as a company town for the paper mill. Most of the housing was originally built for mill workers, and the paper mill has right-of-first-refusal on all property on the east side of the Village. Therefore it is anticipated that most new development, other than mill expansions, will locate on the west side of the river, where about 100-acres were annexed from the Town of Maine in 1997.

### Current Pattern of Land Use

Much of the land area on the east side of the Village consists of residential areas and the Wausau-Mosinee Paper Mill. The historic village center at the intersection of Everest Avenue and 2<sup>nd</sup> Street currently contains offices for the paper mill, a post office, a credit union and Village offices. The Village leases land for its buildings from the paper mill.

In 1997 the Village annexed land from the Town of Maine at the intersection of CTH WW and North 32<sup>nd</sup> Street. This area is being developed as a business park. In 2000 the Village purchased and annexed 52 acres for new residential development adjacent to and just south of the business park. The paper mill does not own any developable property or have covenants for the right of first refusal on any real estate on the west side.

**Existing Land Use** - For purposes of this report, tax assessment land use categories were used to represent existing land use. Table 4-1 describes the various land use cover categories and Figure 4-1 illustrates the existing land cover.

**Table 4-1: Land Use Classification, 2000**

Land Use Category	Description	Acres	% of Total Land Area
<b>Single Family Residential</b>	One family structures, farm residences, mobile homes	13	1.73
<b>Multi-Family Residential</b>	Multiple family structures with three or more households, condos, duplexes, apartments	0	0
<b>Commercial Services</b>	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	9	1.19
<b>Industrial</b>	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	117	15.54
<b>Quarries/Gravel Pits</b>	Mining operations	0	0
<b>Cropland</b>	Tilled agriculture, prime farmland	45	5.97
<b>Specialty Crops</b>	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	0	0
<b>Other Agriculture</b>	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	0	0
<b>Public/Quasi-Public</b>	Schools, churches, cemeteries, town halls, fire departments, National Guard	0	0
<b>Recreation</b>	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	6	0.80
<b>Woodlands</b>	Forested land	221	29.35
<b>Water and Wetlands</b>	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	199	26.43
<b>Transportation</b>	Airports, highways, road right-of-ways, railroads, logging roads	55	7.30
<b>Barren Land</b>	Unused open land in wooded areas, along streams, along roadsides	88	11.69
<b>Total Land Area</b>		753	100%

Source: Marathon County Tax Assessment Code Database

## Current Land Use Plans and Regulations

**Land Use Plan** – The Village does not currently have a land use plan. Development plans have been approved for the Northside Business Park and the mixed residential River Ridge Subdivision on the west side of the Wisconsin River.

**Zoning** - The Village has its own zoning and subdivision ordinances and Figure 4-2 illustrates the current zoning pattern in the Village. The Village Zoning Ordinance includes the following six zoning districts:

- Agricultural/Residential (A/R)
- Single Family Residential (R1)
- Single Family Residential (R2)
- Two Family Residential (R3)
- Multiple Family Residential (R4)
- Business (B1)
- Industrial (M1)
- Quarrying (M2)
- Public Use Areas (P1)

Property owned by the paper mill is zoned Industrial and occupies the largest area of any category.

The Village adopted a wellhead protection ordinance and defined a wellhead protection area to protect existing wells and aquifers from potential contamination from paper mill sludge landfills. The Village also exercises its extra-territorial zoning (ETZ) authority in a portion of the Town of Texas extending out to CTH W. Zoning in this area has been frozen to control development in order to protect the wells and aquifer. The

Village is currently considering using its ETZ authority in an area on the west side of the Wisconsin River in the Town of Maine where the Village is interested in locating at least one new well site. The intent is to first establish extra-territorial jurisdiction and then enact ETZ.

**Shoreland Zoning** - Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. Incorporated villages and cities are required to adopt and enforce their own shoreland zoning. The shoreland/wetland and floodplain area covered under shoreland zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the land ward side of a floodplain, whichever distance is greater.

**Farmland Preservation Program** – The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners.

To enroll in the program, land must be zoned for Exclusive Agriculture. However, there is no land in Brokaw zoned Exclusive Agriculture or under Farmland Preservation Contracts.

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

- In the State, over 2.6 million acres are enrolled under the FCL and the MFL. Because high taxes had encouraged the

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

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL program. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

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

**Development Trends**

**Growth Factors** – Based on long range historic trends, population and demand for housing have been in decline in

Brokaw largely due to purchase of residential property by the paper mill. However, several recent changes in the Village are reversing these trends and population, housing, and land demand projections will likely exceed those based on historic trends. Factors influencing positive population, housing and employment growth include:

- Annexation of additional lands west of the Wisconsin River
- Potential future annexations
- Development of the west side business park and residential subdivision
- Construction of new single family and multi-family housing
- Presence of the USH 51 interchange
- Improvements to the Village's sewer and water systems
- Natural beauty of the area
- Attractiveness of a small village within close proximity to a larger metropolitan area

**Land Supply** – The Wausau-Mosinee Paper Mill owns the land and has right of first refusal on the real estate on the east side of the Village. While it is anticipated that property acquisition by the mill will continue over 20 years, much of the land on the east side will eventually be used by the mill. The desire to provide for new growth was a driving force in pursuing annexation of property in the Town of Maine. It is anticipated that all new development in the Village, except mill expansions, will occur on the west side of the Wisconsin River. Recent annexations and the extension of sewer and water to this area provide 51 acres for commercial and industrial development and 52 acres for single and multi-family residential development.

Land potentially available for future development (residential and non-residential) between 2000 and 2030 was estimated by the North Central Wisconsin Regional Planning Commission (NCWRPC) based on the land cover categories shown in Table 4-1. Land categorized as barren, crop land, forest land, other agriculture, and specialty crop was considered “available” for future development. On the other hand, land categorized as already developed, such as industrial, or areas that cannot easily be developed, such as wetlands or waterways, were considered “unavailable” for future development.

In Brokaw 354 acres are identified as available for future development and 400 are considered unavailable. However, given the mill's right of first refusal, very little land is actually available for new development within the current Village boundaries.

**Land Demand** –Demand for new housing or other development in the Village has been limited, in part because of the lack of available land on the east side. Recent annexations of land on the west side of the river will likely increase demand for development beyond what projections based on historical trends would suggest.

As with land supply, the NCWRPC also estimated land demand for future residential and non-residential development. An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 and the current average density of 2.01 dwelling units per acre in the Highway 51 planning sub-area. In the Village of Brokaw, it is estimated that only 3 acres of land will be needed

to accommodate new residential development through 2030. However, as noted above, this estimate is based on historical trends that do not consider recent annexations that will likely increase demand for new housing. In fact, residential development in the new River Ridge Subdivision is underway. When fully developed, this area will provide 72 new multi-family units and 80 new single family lots. Given moderate population projections the River Ridge Subdivision should be adequate to supply demand for new housing in the foreseeable future.

Estimated land needed for non-residential development was based on projected changes in local employment and an estimated current average density of 8.20 employees per acre in the Highway 51 planning sub-area. In the Village of Brokaw, it is estimated that 31 acres will be needed to accommodate new non-residential development through 2030. Like residential development, new commercial and industrial development will likely occur on the west side of the river in the new Northside Business Park. To date, six businesses have located in the park. There are currently 24 undeveloped lots remaining in the park, however, some new businesses may want to occupy more than one lot. Therefore, the 51-acre Northside Business Park should provide adequate land to meet demand, at least for the foreseeable future.

**Land Values** -- Table 4-2 indicates the change in assessed land values between 1998 and 2002 for various types of land use in the Village of Brokaw. It also indicates percent change in acreage and land value for the Village compared to Marathon County. However, the data compiled does not appear to reflect land annexed on the west side of the river.

According to data compiled, only land in the Village classified as commercial or manufacturing experienced an increase in value between 1998 and 2002. In Marathon County, land classified as Swamp & Waste Land had the highest percent increase in acreage of all categories (74.8%) and value (137%). This was followed by land classified as Forest, which experienced an increase in value per acre of almost 92 percent.

### Major Opportunities and Constraints

- **Limited Land Supply** – The east side of the Village is fairly built up and the Wausau-Mosinee Paper Mill has been actively purchasing property in this area to accommodate their expansion. Because the mill has right of first refusal, there is little opportunity for others to purchase property to continue the existing use or to redevelop portions of the east side. However, with the recent annexations, there is land available to accommodate new commercial, industrial, and residential development on the west side of the Wisconsin River. It is anticipated that all new development in the Village, except mill expansions, will occur in this area.
- **New Wells** – While the current supply of water is adequate to meet the Village’s existing and short term needs, additional wells are needed to accommodate future growth. The paper mill has four landfills that are located over the best part of the aquifer. Because of concerns about contamination and well setbacks from landfills, there are limited sites for new wells on the east side. As a result, the Village is considering identifying potential new well sites

on the west side of the river in the Town of Maine. In addition, the presence of bedrock in some areas limits access to groundwater for municipal wells.

- **New Utilities** – In 2002, the Village extended sewer and water pipes across the Wisconsin River to serve the Northside Business Park and River Ridge Subdivision. This will facilitate new development in this area. A new water treatment plant is planned for construction in summer 2004. The existing wastewater treatment plant was upgraded two years ago. Therefore, the Village has sufficient utility service to accommodate existing and proposed new development.

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

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only
<b>1998</b>	18	\$29,928	50	\$5,106	263	\$2,828	0	\$0	0	\$0	174	\$611
<b>2002</b>	18	\$29,928	50	\$5,700	270	\$3,519	0	\$0	0	\$0	174	\$611
<b>Chg.</b>	0	\$0	0	\$594	7	\$691	0	\$0	0	\$0	0	\$0
<b>Percent Change Comparison</b>												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
<b>Village</b>	0	0	0	+11.6	+2.3	+24.4	0	0	0	0	0	0
<b>County</b>	+21.2	+5.6	+38.4	-4.0	-0.5	+34.4	-11.2	-47.6	+74.8	+137.0	+1.0	+91.8

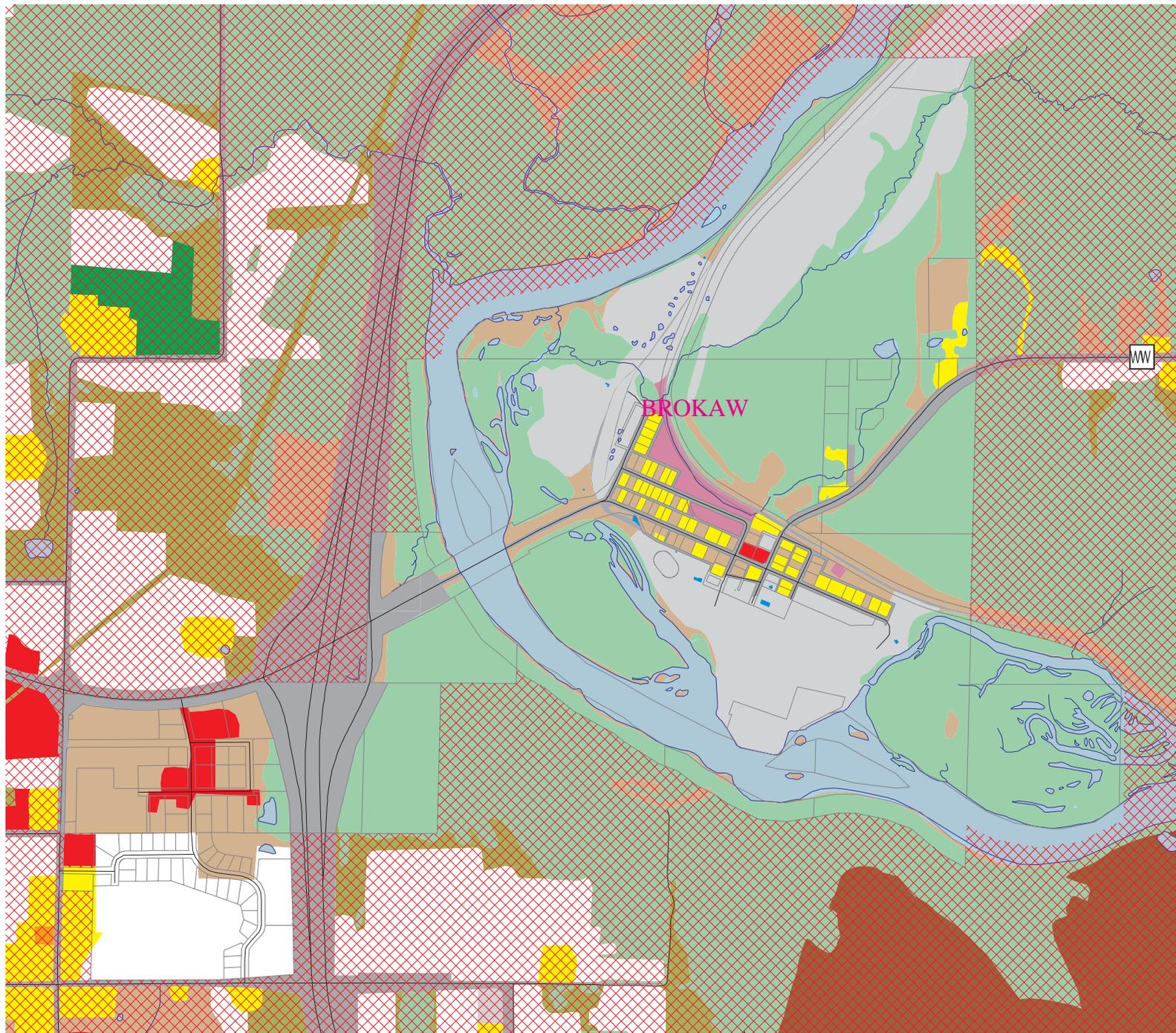
Source: Data compiled by local assessors with Municipal Board of Review

## Issues

- **Paper Mill Acquisition and Expansion** – As the paper mill acquires more property, the east side will change from a residential neighborhood to a more industrialized area. Because many existing residents may remain in their current homes for several years, the transition will likely be slow. Likewise, the order in which the mill acquires properties will depend on when individuals decide to sell. As a result property acquired by the mill may be scattered throughout the residential area of the Village. In order to protect remaining residents from impacts of industrial use, such as increased truck traffic, noise and truck parking, care must be taken to determine when acquired property should be rezoned to allow non-residential uses. Industrial uses on former residential properties will need to be phased in to minimize impacts on remaining residential properties during the transition period.
- **Village Identity** – The Village has taken a proactive step to annex land for new development in light of the mill’s authority and intent to acquire most of the property in the east Village. In a sense the Village is “re-colonizing” on the west side of the Wisconsin River. While this presents great opportunities for expansion and new development, it also posed challenges in terms of maintaining an identity. Traditionally, Brokaw was a free-standing company town and most residents worked at the paper mill. The Village had its own post office, bank, gas station, credit union, and grocery store, but several of these establishments were discontinued in the 1960s. Ideally, new development on

the west side of the river will include a supportive mix of uses that, together help establish a sense of place.

- **Well Contamination** - To guard against well contamination, the Village has prepared a *Wellhead Protection Plan (1993)* and, working in conjunction with the towns of Texas and Maine, a wellhead protection ordinance. As noted above, the Village may need to identify new well sites on the west side to accommodate new growth.

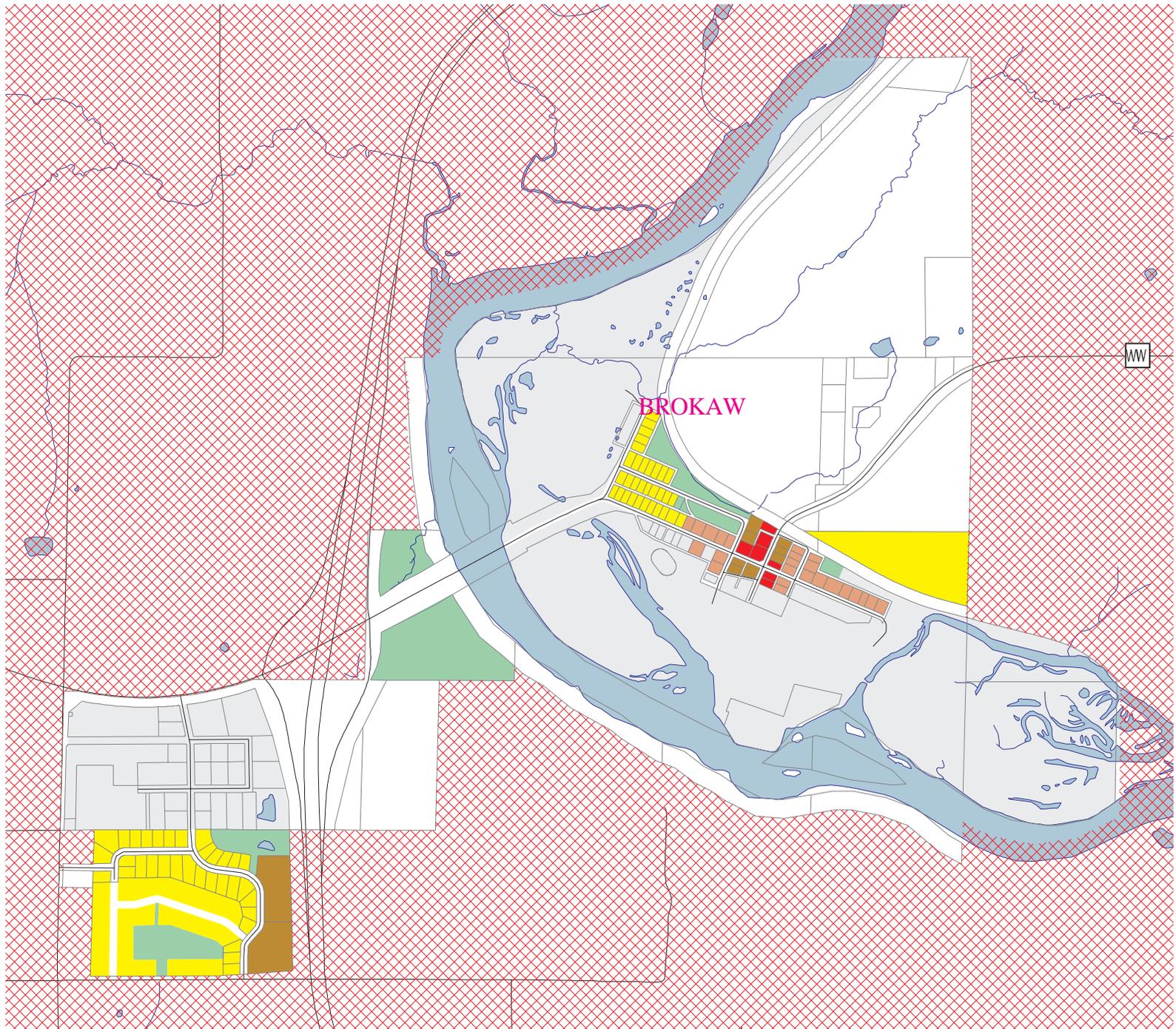


- |                           |                      |                     |            |                    |
|---------------------------|----------------------|---------------------|------------|--------------------|
| Single Family Residential | Industrial           | Specialty Crops     | Recreation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

Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

Map 4-1  
 2000 Landuse/Landcover  
 BROKAW



- Single Family Residential
- Two Family Residential
- Multiple Family Residential
- Agricultural/Residential
- Industrial
- Business
- Public Use Areas

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

## 5. Transportation

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

### Background

The Village of Brokaw is located adjacent to USH 51 at its intersection with CTH WW. CTH WW, which runs through the Village of Brokaw, provides direct access to USH 51, the major north-south freeway through the County and central Wisconsin. The CTH WW interchange allows convenient access for workers commuting to the paper mill and Brokaw residents traveling to the Wausau metropolitan area to the south and Merrill to the north.

### Existing Transportation Planning Efforts

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Marathon County Metropolitan Planning Commission, which is the Metropolitan Planning Organization (MPO) designated by the Federal Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon

County provides staff for the Wausau Area MPO. The County also does transportation planning for areas outside the Wausau metropolitan area.

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

- ***Transportation Improvement Program (TIP)*** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP for 2003-2005 was adopted in October 2002. The TIP is updated every two years.
- ***STH 29 Corridor Land Use Review (1997)*** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1998)*** – This plan identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.

The Village of Brokaw is included in the MPO planning area and MPO transportation plans may include information and recommendations relating to the Village. Recent transportation plans prepared by Marathon County Metropolitan Planning Commission include:

- **Long Range Transportation Plan for the Wausau Metropolitan Area (1996)** – This plan was produced by Barton-Aschman Associates, Inc. for the MPO. This plan considers the transportation system and its relationship to land use. The plan was reaffirmed in 2001 and will be updated by 2005.
- **Local Arterial Circulation Plan (2000)** – This plan was produced by the Marathon County Planning and Highway Departments for the MPO. This plan is intended to guide public and private sector decisions concerning improvements to the local arterial transportation system over the next two to three decades.
- **Transit System Management Performance Audit Wausau Area Transit System (WATS) (2001)** – The Wisconsin Department of Transportation (WDOT) is required by statute to conduct a management performance review of all urban transit systems receiving State aid. Performance reviews are conducted at least once every five years.
- **WATS Transit Development Plan (TDP) (1999)** – The TDP was prepared by Abrams-Cherwony & Associates with Urbitran Associates. It is updated every five years and

provides a five-year capital improvement program (CIP) and service recommendation plan.

- **Marathon County Paratransit Study (2001)** – The study, prepared by Urbitran Associates, Inc. with Abrams-Cherwony & Associates, reviewed paratransit services within the Wausau area provided primarily by WATS Plus (WATS+).

## **Road Network**

### **Functional Classification of Roads/Jurisdiction**

*(Source: WDOT Facilities Development Manual)*

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

The functional classifications are generally defined as:

**Principal Arterials** serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with populations greater than 5,000 or connect major centers of activity. They carry the highest traffic volumes and are designed to accommodate longer trips.

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

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

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

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

Jurisdiction refers to governmental ownership, but not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road,

only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.<sup>1</sup>

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation. Roadway jurisdictions (i.e. U.S., State, and County highways) are indicated in Figure 5-1.

### **Major Road Facilities**

Following is a brief description of the major road facilities located in Brokaw. All major roads are summarized by functional classification, jurisdiction, and Annual Average Daily Traffic<sup>2</sup> (AADT), when available.

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<sup>1</sup> U.S. Department of Transportation, Federal Highway Administration Conditions and Performance Report.

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

- **CTH WW** is a major collector road and the main route through the Village. CTH WW had an AADT volume of 4,300 east of the USH 51 interchange in 1999 and 4,600 in 2001. East of the Village, the AADT volume was 2,700 in both 1998 and 2001. The CTH WW/USH 51 interchange brings people living in the surrounding towns through Brokaw. The presence of this interchange also enhances the desirability for commercial and light industrial development in Brokaw. On the other hand, it results in a high amount of truck traffic through the east side of the Village.

In summer 2004 WDOT will reconstruct the CTH WW/USH 51 interchange ramps and repair the road surface (rubblize) of CTH WW from the bridge west to 32<sup>nd</sup> Avenue.

- **USH 51** is Marathon County's only north/south freeway. It is the primary principal arterial providing convenient access between Brokaw and the Wausau metropolitan area to the south and Merrill to the north. The 1999 AADT volume on the freeway was 19,700 south of the CTH WW interchange and 17,400 north of the interchange. The 2001 AADT volume was 22,700 south of the interchange and 19,740 north of the interchange, which is about an average increase of 14 percent over the two-year period.

In 2001, 1,800 vehicles per day (vpd) entered the freeway heading south with 2,000 vpd exiting the freeway from the south. In the same year, 450 vpd entered the freeway heading north and 380 vpd exited from the north. Most

truck traffic coming and going to the paper mill access the Village from Hwy 51.

- **River Crossing** – The existing CTH WW bridge over Wisconsin River is the only river crossing between Bridge St. in Wausau and Merrill. While the bridge is in good repair, improvements to the CTH WW/USH 51 interchange are planned for 2004 as describe above.

### Road Maintenance

The Village provides maintenance on Village roads, although upkeep of common roads is shared with Town of Maine. The Village provides snowplowing service on all roads on the east side of USH 51 (except CTH WW) but contracts with the Town of Maine to plow North 32nd Avenue and Falcon Drive. The Village will also plow roads in the new River Ridge subdivision on the west side.

Most roads and curb and gutter are considered in good condition. The Village has a five-year CIP to set priorities for scheduling and funding road maintenance and improvements.

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

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

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

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

### Land Use and Transportation

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

**Land Use and Development** – The Village has significantly fewer housing units in 2000 than it did in 1990, due to purchases made by the paper mill. On average, single-family residential uses generate about ten trips per dwelling unit per day (i.e. 50% exiting and 50% entering). In 2000 there were

only 47 households remaining in Brokaw. However, annexation of land on the west side of the river has fostered development of the new Northside Business Park and new multi-family and single family housing. Seventy-two multi-family apartment units and 80 new single-family units are planned in the River Ridge subdivision. At full build-out, the new development will generate more than 1,200 trips per day, which will likely rely on USH 51 for travel between Brokaw and the surrounding region.

**Traffic Generators** – The Wausau-Mosinee Paper Mill is the major trip generator in Brokaw. The mill employs about 700 workers, most of which arrive from outside Brokaw. The mill also generates significant truck traffic. At times, there are 40-60 semi-trailers related to mill operations that are parked in the Village. There is also a significant amount of other truck traffic and general through traffic coming from the east (Town of Texas) and passing through the Village to access USH 51. Paper mill employee traffic and truck traffic will likely increase with future mill expansions.

On the west side of the river, new businesses in the Northside Business Park will generate increased traffic on CTH WW and North 32<sup>nd</sup> Avenue. There is an industrial park in the Town of Maine just west of the Northside Business Park that also takes access from CTH WW. Business traffic from both areas will use USH 51 or CTH K, in the Town of Maine, to travel between their businesses and the surrounding region.

**Access Management** – Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter 233, WDOT was

given the authority to establish rules to review subdivision plats abutting or adjoining State trunk highways or connecting highways. Regulations enacted by WDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land.

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

## **Other Transportation Modes**

**Pedestrian** – The east side of Brokaw has some existing sidewalks. The new River Ridge subdivision does not require sidewalks and there are no plans to include sidewalks in this area in the future.

**Multi-Use Trail** – The paper mill owns the land adjacent to the Wisconsin River in Brokaw. There may be an opportunity to create a linear park along the riverfront that includes multi-use trails for bicycle and pedestrian use. It is noted that several communities in the Wausau metro area are exploring the idea of creating a continuous trail along the Wisconsin River extending between Brokaw and Rothschild. Currently the primary focus of riverfront trail development is in the City of

Wausau, through implementation of the *Rivers Edge Master Plan*.

The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin*, 1996 identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes. Figure 5-2 illustrates existing and proposed trails in the region.

**Transit** – Currently, there is no access to public transit in Brokaw. The Village has a fairly large senior population and provision of senior oriented transportation service, such as dial-a-ride, is considered desirable (e.g., Merrill-go-round). A taxi to Wausau currently costs about \$20 one-way. Medical transport is also expensive due to the distance from Wausau. Village leaders have suggested that they would like to provide some transit to serve the growing elderly population, however, costs are currently prohibitive.

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

**Rail** – The paper mill has a private railroad spur, which it does not allow others to use. The rail line runs north and south through Brokaw and connects with Tomahawk to the north and

Wausau and Mosinee to the south. Figure 5-3 illustrates rail lines in the vicinity.

**Airports** – Area airports are shown on Figure 5-3 and described below.

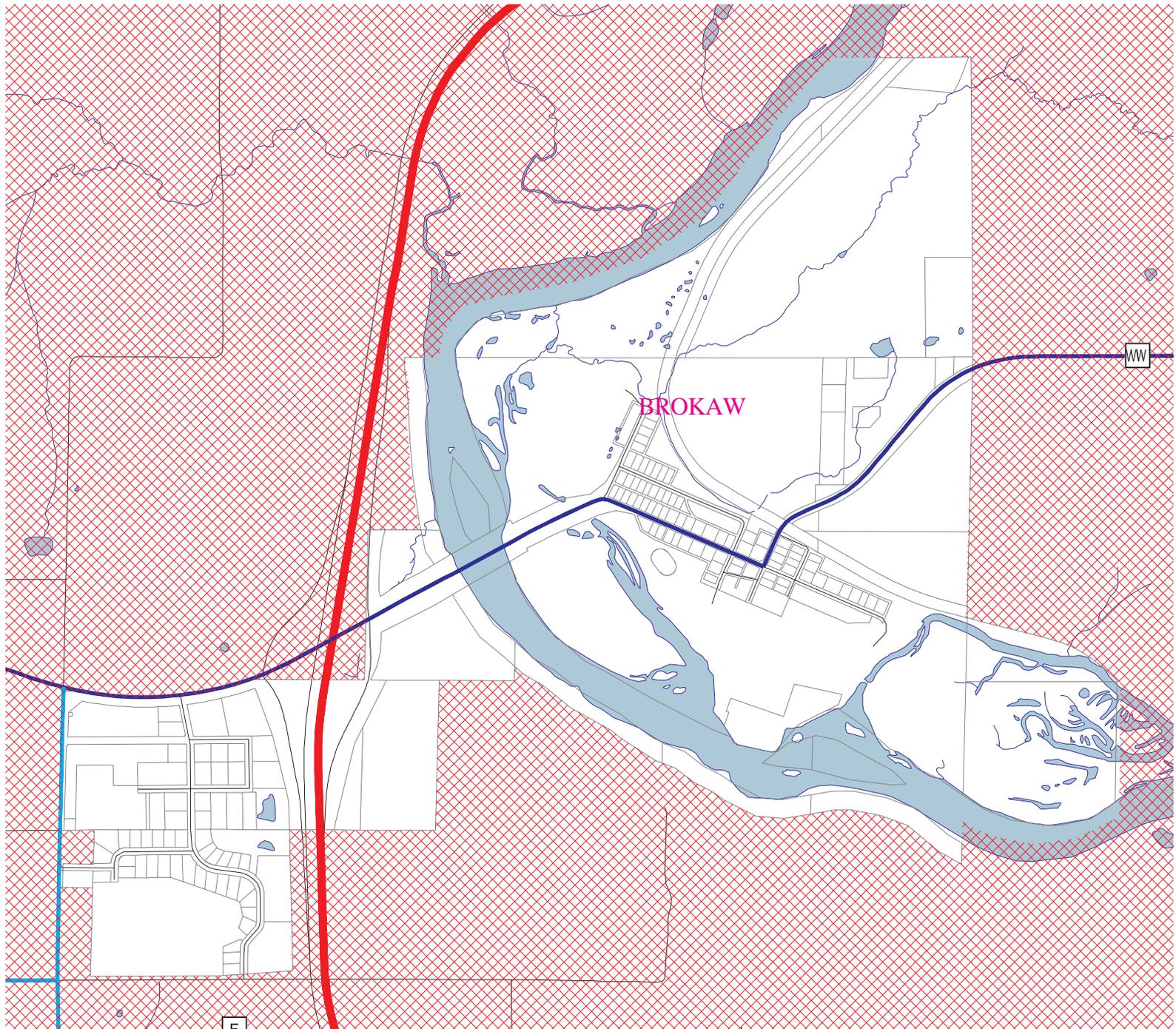
- **Central Wisconsin Airport (CWA)** - The CWA is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible from Brokaw via USH 51 and I-39.

The terminal has been modernized and highway access reconstructed to be more convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

- **Wausau Municipal Airport** – The Wausau Municipal Airport, located in the City of Wausau, provides general aviation services and is fully equipped to receive large corporate jets, charters, and privately owned aircraft. Air charter, flight instruction, aircraft rental, scenic rides, as well as aviation line services such as refueling, transportation, lodging and catering are some of the services available.

## **Issues**

- **Funding** - Identifying, prioritizing and funding road maintenance needs and road improvements is a continual challenge in preparing the Village Capital Improvement Program (CIP).
- **Transit** – Lack of access to transit is a growing concern as the Village population ages. The Village is interested in exploring the potential for limited transit service oriented toward seniors currently living on the east side (e.g., dial-a-ride or limited fixed route service). The prospect of reduced funding for medi-vans is also a concern, as this is currently the only mode of transport for many seniors.
- **Limited Access** – Access into the east side of the Village is limited, primarily due to the Wisconsin River wrapping around the west and south side and steep topography to the east. The one route into the Village from both the east and west is CTH WW, which is also the only river crossing for some distance. Access limitations on the west side are not a major concern.

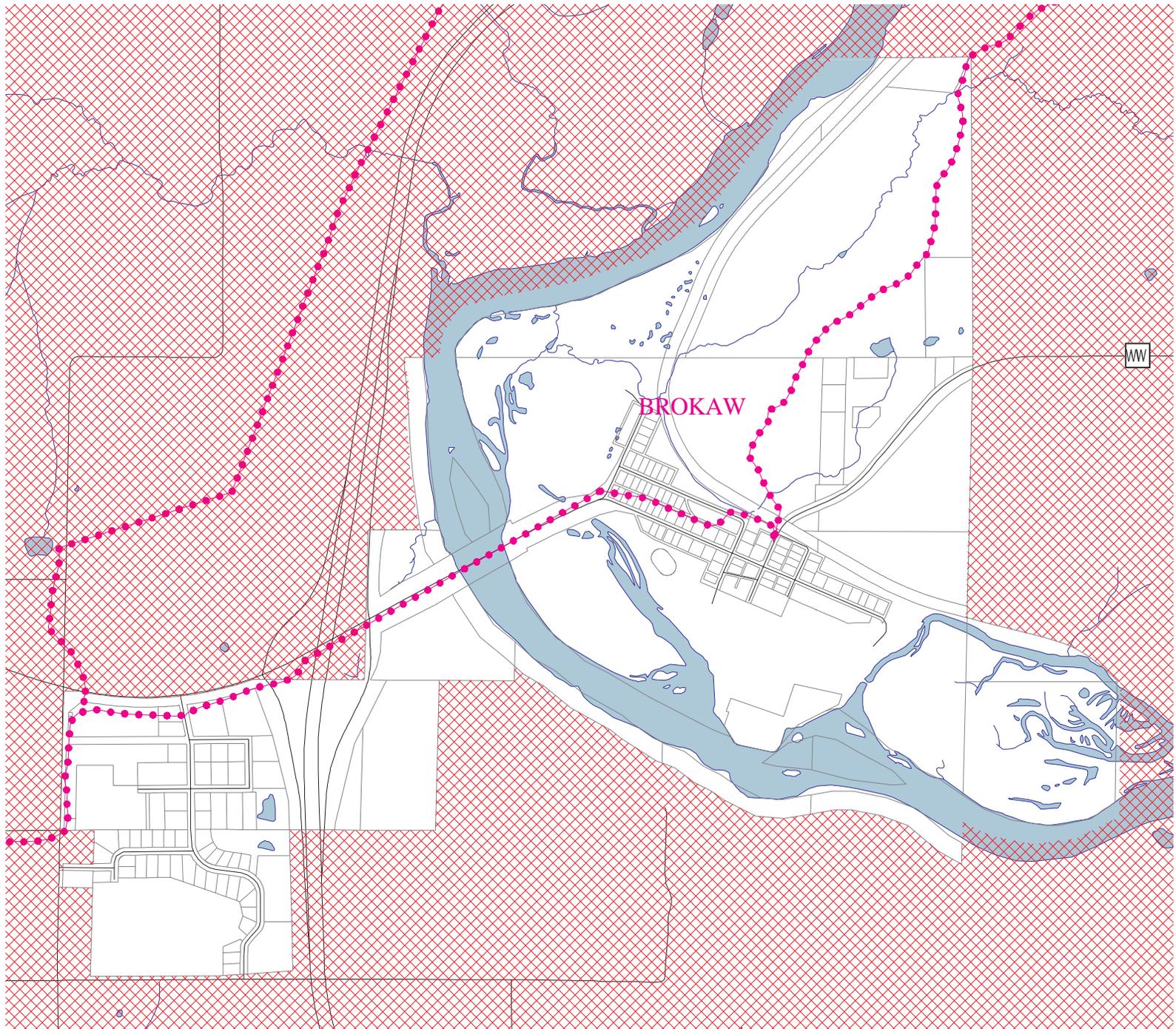


- Principal Arterials
- Major Arterials
- Major Collector
- Minor Collector

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

# Functional Classification of Roads BROKAW

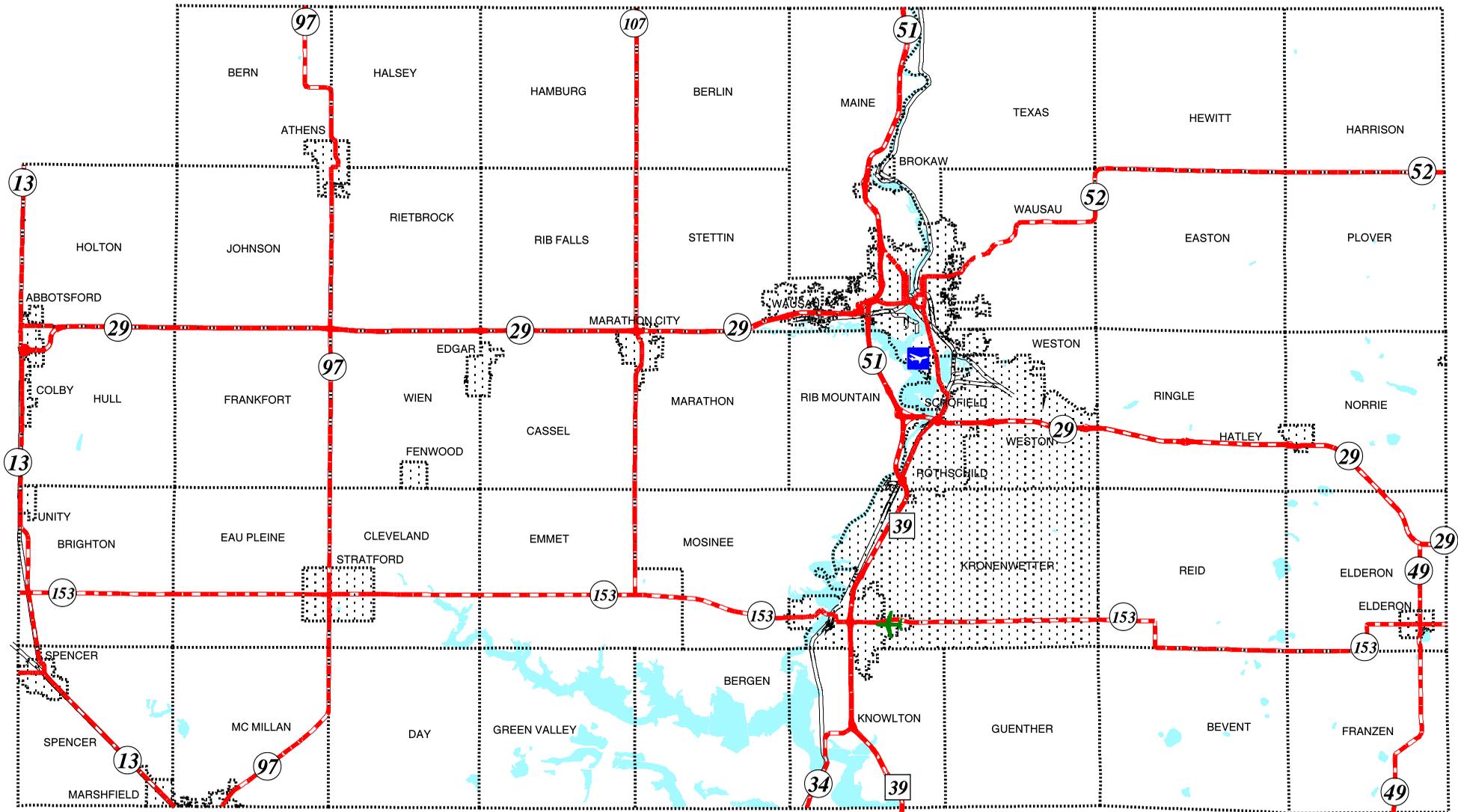
Map 5-1



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

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

# MARATHON COUNTY REGIONAL TRANSPORTATION



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



## 6. Utilities

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

### Sanitary Sewer Service

The Village’s wastewater treatment plant (WWTP) was constructed in the 1940's. Various modifications and upgrades have occurred since then with the latest upgrade completed in 1999. The plant is currently operated by 1 ½ employees and includes the following components:

- Preliminary Treatment - Comminutor, screening, and sampling.
- Secondary Treatment - Aeration basins and final clarifier.

The WWTP is currently operating within its designed capacity and is expected to meet the needs for wastewater treatment for the next 20 years and beyond. The WWTP is designed to accept an average daily flow of 79,920 gpd, an average dry weather flow of 36,460 gpd, and a peak flow of 182,300 gpd when the system is under heavy demand for short periods of time. The WWTP has modular expansion capability.

- Average Dry Weather Flow      36,460 gpd
- Peak Daily Flow                    79,920 gpd
- Peak Hourly Flow                  182,300 gpd

These design flows take into account both the reduction in population east of the Wisconsin River, and the addition of flows from existing and expected growth west of the Wisconsin River.

**Sewer Service Area** – The sewer service area for the Village of Brokaw encompasses all property within the Village’s boundaries. It is Village policy to not extend sewer service without annexation. In 2002, the Village extended sewer and water across the Wisconsin River to serve a recently annexed area of about 100-acres.

The Industrial Park Expansion - Phase I was constructed in summer 2003. With the completion of this project, the WWTP will serve every developed property within the Village limits. Future anticipated sanitary sewer extensions in the Village are shown in Table 6-1.

**Table 6-1: Future Sanitary Sewer Extensions**

Location	Size	Timing	Length (Linear ft)
River Ridge Subdivision - Phase III and IV	8”	2004-2006	2800
Industrial Park Expansion - Phase II and III	8”	2003-2004	800

**Sewer Treatment and Collection Facilities** - The wastewater collection system (pipe network and lift stations) is generally in good condition. Sewer pipes and mains are replaced and upgraded in conjunction with road reconstruction or in response to known problems.

## Private Onsite Waste Treatment Systems (POWTS)

POWTS are currently used to a limited extent in the Village. All developed properties in the Northside Business Park tax incremental financing (TIF) district are currently served by POWTS. Two residential properties along County WW on the east side are also served by POWTS. Between 1990 and 2002, five sanitary permits for residential and commercial development were approved by Marathon County for POWTS in Brokaw.

## Public Water Service

The Village owns and operates its own water supply and distribution system. The public water system was originally installed in 1946. Similar to the wastewater system, the municipal water system is operated by 1 ½ employees. The municipal water system, with the completion of planned expansions and upgrades in 2004, is expected to provide adequate quantities of water for the next 20 years and beyond.

**Service Areas and Supply** - The Village distributes water to properties within its municipal boundary. The water supply for the Village comes from an alluvial aquifer that extends about a half mile on each side of the Wisconsin River. Access to water from other areas is limited by the presence of high bedrock (see Figure 3-4 in the Natural Resources section). With the completion of new construction in 2004, the Village will have two domestic supply wells and three wells that provide water to the Wausau Paper Mill Company.

The domestic supply wells will operate alternately and provide adequate supply to meet the potable water and fire protection needs of Village residents and small businesses. The two industrial wells pump significantly more water than the domestic wells, and must pump almost continually to keep up with demand from the paper mill. While the capacity of the industrial wells can be increased, the ability to increase the capacity of the domestic wells is limited. It is noted that there are five abandoned wells in the Village.

In anticipation of potential future growth on the west side of the Wisconsin River, the Village has begun looking at potential new well sites in the Town of Maine. As such, the Village is considering extending its extra-territorial zoning (ETZ) authority into the Town of Maine in order to control land uses in the area where a potential future well might be located. The new well is anticipated to have a capacity of 500 gpm. The well site has been approved by the Wisconsin Department of Natural Resources (WDNR) and final design of the well has begun.

To address concerns about well contamination on the east side, the Village, in cooperation with the Town of Texas, adopted the *Village of Brokaw Wellhead Protection Plan* and ordinance in 1993. The Village also exercises its ETZ authority over a portion of the Town of Texas, north of the Village border, in order to limit development in the wellhead protection area. The *Wellhead Protection Plan* also outlines efforts the Village would undertake to protect their current water supply and inform the public of the need for water supply protection and conservation. These efforts include:

- **Public Education Program** consisting of flyer inserts in water bills describing general facts about groundwater use;
- **Water Conservation Program** in conjunction with public education efforts involving distribution of published literature describing water conservation measures; and
- **Contingency Planning** to ensure a safe water supply through identification of alternative locations for replacement supply wells, distribution of bottled water, and restrictions on water usage.

**Water Treatment** - The Village operates a water treatment plant to remove iron and manganese. The existing treatment plant is located on South Second Street, adjacent to the parking lot for the Village Hall. The Village plans to construct a new water treatment plant, but the location has not been determined at this time. The treatment plant will be sized to meet the needs of the entire Village. The existing treatment plant will be eliminated after the new treatment plant is completed. The final design of the new treatment plant will be completed when a new well site is chosen.

**Storage Facilities** – A new 200,000 gallon elevated water storage tank was constructed in 2003. The tank is sized to accommodate the water needs of the entire Village, including the Northside Business Park and River Ridge subdivision, and has capacity for future extensions of the water service area.

**Distribution Systems** - The Village’s water distribution system is in good working condition. Generally pipe

replacement and upgrading is done in conjunction with road reconstruction or in response to a known problem.

The Industrial Park Expansion - Phase I was constructed in the summer of 2003. With the completion of this project, the water system will serve every household and business within the Village limits. Future water main extensions in the Village are shown in Table 6-2.

**Table 6-2: Future Water Main Extensions**

Location	Size	Timing	Length (Linear ft)
River Ridge Subdivision - Phase III and IV	8"	2004-2006	3300
Industrial Park Expansion - Phase II and III	6"	2003-2004	950

## Surface Water Management

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

The County is particularly concerned about non-point sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Non-point pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown on Figure 6-1. The WDNR has ranked these watersheds according to water pollution

impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. None of the priority watersheds is located in the Village of Brokaw.

## **Electric and Gas Utilities**

The Village of Brokaw receives power from Wisconsin Public Service (WPS). The Wausau-Mosinee Paper Mill also receives power from WPS and does not have a dam facility.

## **Telecommunication Facilities and Services**

- Phone service is provided by Verizon and Charter Communications.
- Cable television is provided by Charter Communications.
- High speed internet service is available through Data Wave Technologies, Verizon, Central Wisconsin Wireless Internet Service, and Charter Communications.
- Cell towers – None currently located in the Village.

There are currently no telecommunications towers or facilities in the Village of Brokaw. It may be possible to locate telecommunications antennae on the new water tower. The Village expects to adopt a telecommunication tower ordinance during the comprehensive planning period.

## **Solid Waste Management**

The Village has a contract with Superior/Onyx Services for solid waste collection and disposal. Municipal, commercial and industrial waste is accepted at the Marathon County Landfill in Ringle. User fees collected at the landfill defray the cost of landfill operations.

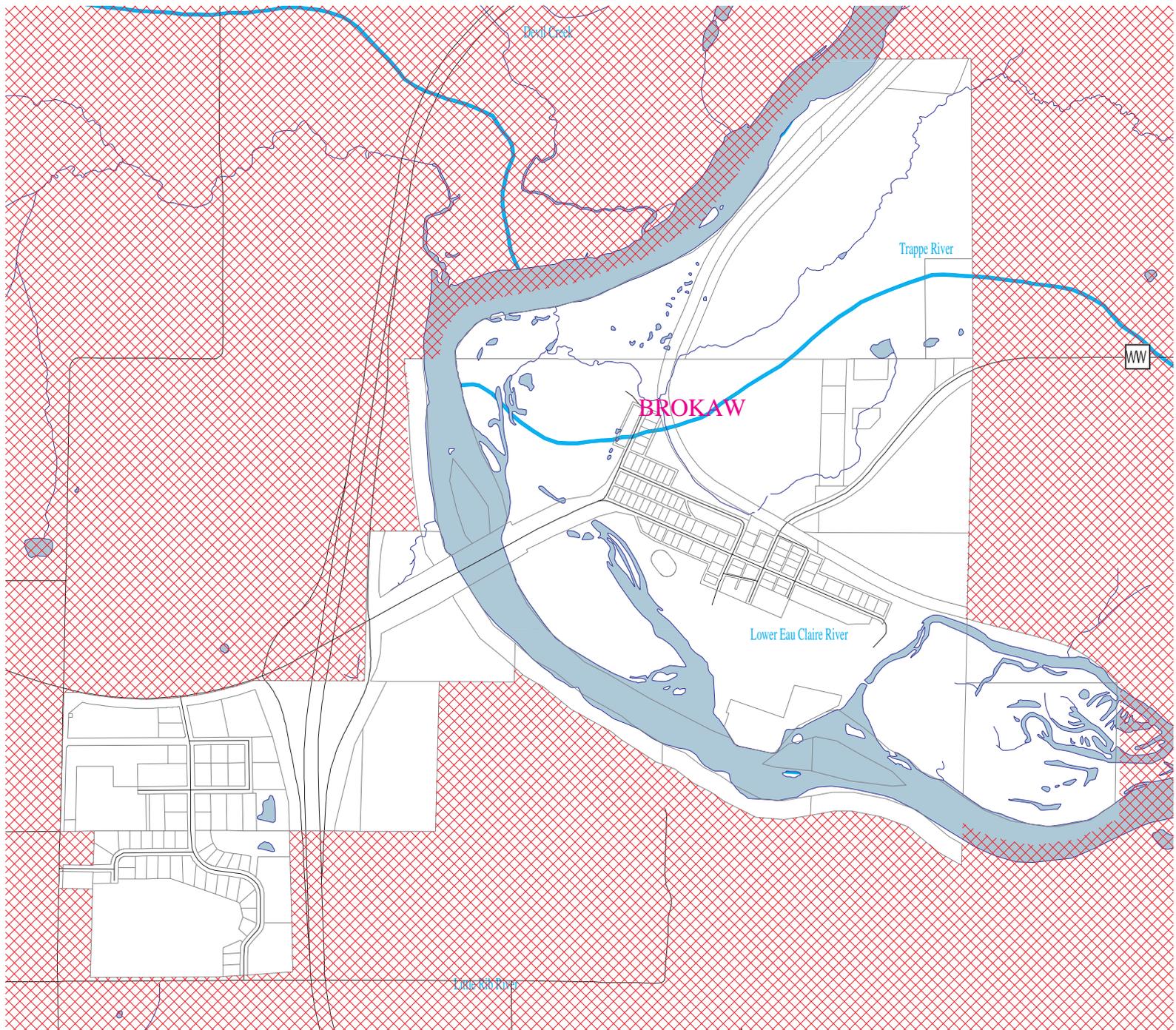
The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting, and waste-to-energy. The Department opened a Household Hazardous Waste Collection Facility in May 1997, where County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

## **Recycling**

Recycling pick-up is also provided by Superior/Onyx Services on a monthly basis.

## Issues

- **New Wells** – The Village is exploring locations for at least one new well site. Additional wells may be needed to accommodate Village expansion on the west side of the Wisconsin River. In order to protect potential well sites from development impacts, the Village may need to impose its ETZ on land in the Town of Maine. The geology and topography of the Village could limit the accessibility of groundwater if the west side grows significantly to the south. In that case, the Village could also consider contracting with the City of Wausau for water service.
- **Water Contamination** – Well contamination from Wausau Paper Mill landfills is a major concern. The Village adopted a wellhead protection plan that outlines steps it can take to protect the current water supply. The Village also has exercised its ETZ over portions of the Town of Texas and is considering doing so in the Town of Maine to control land uses in areas with existing or future well sites.
- **Service Extensions** – Currently, Village services are only provided to properties within the Village limits. Annexation is required for all service extensions.



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

 Watershed boundaries

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

Map 6-1  
**Major Watersheds**  
**BROKAW**

## 7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section describes existing housing conditions in Brokaw. Housing in the Village is predominantly single family, about half is owner-occupied. Almost all housing units were constructed before 1940, and housing values are lower than median values for Marathon County as a whole. However, that will change as new housing is constructed on the west side of the Wisconsin River in the River Ridge subdivision.

Data contained in this section reflect two methodologies of data collection employed by the U.S. Census. The source of data collected for the first table is from 2000 Census, Summary Tape File (STF)-1 Data, which was collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to 1 in 6 households throughout the nation. Tables utilizing this sample data are identified in the footnote below each table and are labeled “STF-3 Data”. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

### Housing Inventory

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

### Housing Type and Tenure

As shown in Table 7-1, the Village of Brokaw has 47 occupied housing units. Almost half of these units (47%) are owner-occupied. The Village has an average household size of 2.28 persons, which is smaller than the average size in the County or State. About 38 percent of all households are classified as being “1 person households” and approximately 30 percent have a householder 65 years or older.

New housing development in the River Ridge subdivision will provide 72 rental units and 80 single-family lots. Construction is currently underway, however these new units are not reflected in the data from 2000 shown in Table 7-1.

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

Area	Brokaw	Marathon County	Wisconsin
Total Occupied Housing Units	47	47,702	2,084,544
Owner Occupied Units	22	36,091	1,426,361
Renter Occupied Units	25	11,611	658,183
Average Household Size	2.28	2.6	2.50
% Owner Occupied	46.8	75.7	68.4
% 1 Person Households	38.3	23.6	26.8
% With Householder 65 years or older	29.8	21.7	21.5

Source: 2000 Census: STF-1 Data

### Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have decreased by 41 (43%) while the number of occupied housing units fell by 44 (46%). This primarily reflects purchase and elimination of existing houses by the paper mill. The number of owner-occupied housing units decreased by 26 (45%) although the percent of owner-occupied units as a percent of total units increased slightly. The census reports decreases in the number of single-family and duplex housing units.

However, as noted above, new single family and rental housing is currently being developed on the west side. The Village purchased land on the west side of the river and hired a real estate agent to help sell the lots in the River Ridge subdivision, which consists of 80 single family lots and six apartment buildings (72 dwelling units; most 2 BR). Currently two apartment buildings have been completed (with 8 units and 16 units leasing), 3 single-family homes completed, and another 4 single-family homes are under construction.

A recent inventory conducted by Village staff showed a total of 61 occupied housing units as of January 2004. This count includes single-family, duplex, and multi-family housing units. This reflects a 17 percent increase in housing occupancy since 2000.

**Table 7-2: Changes in Housing Stock**

	1990	2000	# Change	% Change
Total Housing Units	96	55	-41	-43%
Occupied Housing Units (Households)	96	52	-44	-46%
Vacancy %	0%	5%	--	--
Owner Occupied Housing Units	58	32	-26	-45%
Renter Occupied Housing Units	38	20	-18	-47%
Owner Occupied Housing Units as percent of Total	60%	62%	--	--
Number of Homes for Seasonal/Rec Use	10	0	-10	-100%
Number of Single Family Homes	64	37	-27	-42%
Detached	56	37	-19	-34%
Attached	8	0	-8	-100%
Number of Duplexes	28	15	-13	-46%
Multi Family Units 3-9 units	0	3	3	--
Multi Family Units 10+	0	0	0	--

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

### Housing Age

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Housing age often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average housing constructed in the 1980s and 1990s are typically much larger than housing built in previous decades. This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms,

## Village of Brokaw

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

**Table 7-3: Age of Housing Stock**

Total Units	Year Built								
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
55	0	0	0	3	0	5	5	0	42
100%	0%	0%	0%	5%	0%	9%	9%	0%	76%

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

Table 7-3 indicates that in the Village of Brokaw, over 76 percent of the local housing stock was built before 1939. There was no reported housing development in the 1990s. While much of the Village's existing housing stock is older, new single and multi-family residential development is now under construction on the west side of the river. In comparison, the Census reports that housing built in the 1990s make up 13 percent of the County's overall housing stock.

### Physical Housing Stock

Table 7-4 looks at several select measures of physical condition and compares them to figures for the County and State. The median home size in the Village of Brokaw is consistent to that of the County and State, when measured by number of rooms. About 67 percent of Brokaw's housing stock is classified as being single family home, which is slightly lower than figures for the County or State. No local housing units are found in structures with over 10 units. However, as noted above, six new apartment buildings will be constructed on the west side, some of which will have more

than 10 units. Census data indicates that all housing in the Village has complete plumbing and kitchen facilities.

**Table 7-4: Physical Housing Stock**

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
<b>Brokaw</b>	5.9	67.27%	0.00%	0.00%	0.00%
<b>Marathon County</b>	5.8	76.10%	4.50%	0.90%	0.90%
<b>Wisconsin</b>	5.4	69.30%	9.40%	1.40%	1.50%

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

## Housing Values

### Median Value

Table 7-5 shows housing value statistics for Brokaw, the County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicates that median housing values in Brokaw are significantly lower compared to Marathon County and the State. This is likely due, in part, to the older housing stock. However, new housing currently being developed will be higher value, and thus the Village's median housing value will be higher in the future.

**Table 7-5: Median Housing Value**

	<b>Median Value (dollars)</b>
<b>Brokaw</b>	\$58,300
<b>Marathon County</b>	\$95,800
<b>Wisconsin</b>	\$112,200

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

**Range of Values**

Table 7-6 shows the range of housing values that exist in Brokaw, indicating that all housing was valued below \$100,000 as reported by the 2000 Census. However, as noted above, new, higher value single family housing is currently under construction on the west side of the river. Based on sales to date, these homes will likely fall in the range of housing values between \$100,000 and \$199,999.

**Table 7-6: Range of Housing Values**

<b>Number of Houses per Housing Value Category</b>	<b>Brokaw</b>	<b>Marathon County</b>
< \$49,999	12	1,459
%	41%	5%
\$50,000 to \$99,999	17	13,405
%	59%	49%
\$100,000 to \$149,999	0	8,220
%	0%	30%
\$150,000 to \$199,999	0	2,368
%	0%	9%
\$200,000 or more	0	1,714
%	0%	6%

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

**Housing Affordability**

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

Statistically speaking, those spending in excess of 35 percent of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30 percent of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29 percent of the monthly household income.

As shown in Table 7-7, 17 percent of households (owner-occupied) in Brokaw pay more than 35 percent of their household income on housing costs. This is fairly high compared to the County (10%) and State (9%). On the other hand, select median owner-occupied costs, both with and without a mortgage, are lower in the Village compared to median figures for Marathon County, particularly mortgage costs.

**Table 7-7: Housing Affordability**

	Owner Occupied			Renter Occupied		
	Median selected monthly owner costs <sup>1</sup>			Median Selected monthly renter costs <sup>1</sup>		
	With mortgage	No Mortgage	% <sup>2</sup>	Median Contract rent	Median gross rent	% <sup>2</sup>
<b>Brokaw</b>	\$560	\$269	17%	\$375	\$500	10%
<b>Marathon County</b>	\$916	\$295	10%	\$423	\$484	20%
<b>Wisconsin</b>	\$1,024	\$333	9%	\$473	\$540	25%

<sup>1</sup>In dollars

<sup>2</sup>Percent paying over 35% of household income on housing

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

Conversely, the number of renting households in the Village that pay more than 35 percent of their income on housing costs is about half (10%) as many as the County (20%) or State (25%). Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (*U.S. Census STF 3 Technical Documentation Guide*)

## Special Housing

### Senior Housing

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

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

### Assistance Programs

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

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

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

The Trade and Consumer Protection Division is responsible for the investigation of unfair and deceptive business practices and handles individual consumer complaints

involving landlord/tenant complaints, and home improvement transactions.

## Issues

- **Loss of Existing Housing** – The paper mill has right of first refusal on most property on the east side of the Village. It is anticipated that it will take 20 years or more for the mill to purchase and remove all of the existing houses in accordance with long range plans to use the land for mill expansion. It is anticipated that eventually, the existing housing stock on the east side of the Village will be eliminated. However, the loss of homes in the east Village will be off-set by the development of new housing on the west side of the river.

## 8. Cultural Resources

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

### Brief History of the Village of Brokaw

The Village of Brokaw began in 1899 as one of the first enterprises involving a group of entrepreneurs known as the Wausau Group. Made up primarily of lumbermen who saw a need to expand the region's economic base, the Group worked with representatives of paper companies from outside Wausau. They helped to select a location at the "five mile dam" north of Wausau for the new Wausau Paper Mills complex. Norman H. Brokaw of Kaukauna, already involved in paper mills, served as president of the new paper mill firm. Ground was broken on July 12, 1899 and by early 1900 the new paper mill was in operation. The mill began with two machines and had expanded to four by 1902. Although floods and a fire affected the operation, by the 1920s the plant did an annual business of three million dollars and had 300 employees.

The Village, named for Brokaw, grew up around the mill and adjacent to the Chicago, Milwaukee, St. Paul and Pacific Railroad. A business district developed near the intersection of Everest and 2<sup>nd</sup> Street. Housing for mill workers was constructed. Despite a disastrous 1941 flood that caused \$800,000 of damage, the mill continued to be central to the Village. Throughout the 1950s the plant was modernized and became an economic mainstay in the community. The mill has continued to expand in recent years, taking over more land in the Village. Since the Wausau-Mosinee Paper Mill has the right of first refusal on all land sold on the east side, it is likely that the mill may gradually take over the entire east side.

Brokaw survived and functioned as a company town well into the 1970s. Many cornerstones of the community have since been discontinued including a company store, a school, a church, a library, and a fire station. The Village recently annexed about 100-acres of land on the west bank of the Wisconsin River and will gradually expand into that area.

Ski jumping was also a significant part of the Brokaw's history. Brokaw became the premier ski jumping location in the Midwest during the 1950s. It is estimated that the first ski jump was constructed in 1939, and the Village's annual tournament drew jumpers from all over the Midwest and beyond.

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

There are no properties in the Village of Brokaw listed on the NRHP. The Village does not have a local historic preservation commission. One archaeological site is identified in the Village.

- Maine Site (archaeological site)  
Address Restricted

An archaeological survey was conducted in 2002 for development of the River Ridge Subdivision. The surveyed property was primarily used as an agricultural field prior to development, and the survey found no artifacts or other cultural materials.

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at [www.wisconsinhistory.org/ahi/index.html](http://www.wisconsinhistory.org/ahi/index.html). There are 2 historic properties in Brokaw that have been previously surveyed and included in the AHI.

**Cemeteries, Burial Mounds, Other Burials** – Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial

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

There are no known cemeteries in the Village of Brokaw.

## Cultural Resources Opportunities and Constraints

**Lack of Current Information** -- Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the Village to have current information about cultural resources in order to maximize planning and make the best use of historic properties.

**No Recognition Process** -- Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.

**Rural Character and Historic Resources** -- In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about

increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.

### **Protection of Archaeological Sites and Cemeteries –**

Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

### **Issues**

No significant issues have been identified.

## 9. Community Facilities

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

### Schools

#### Primary and Secondary Schools

The Village of Brokaw is served by the Wausau School District as shown on Figure 9-1. The Wausau School District has a pre-school center, 13 elementary schools (grades K-5), 2 middle schools (grades 6-8), and 2 high schools (9-12). One of the district's facilities is located just west of the Village limits in the Town of Maine: Maine Elementary School, near the intersection of CTH K and North 44th Avenue, and residents of the Village are within the Maine Elementary attendance zone.

The school district reports that most students attend the middle and high school on the side of the Wisconsin River where they reside; therefore, Brokaw residents attend Horace Mann Middle School at Sell Street and 13th Street, and Wausau East High School at 708 Fulton Street. A new Wausau East High School is under construction at North 18th Street and North 25th Street off STH 52. The new school will provide a state of the art facility, representing an investment of \$42 million, and replace the inadequate and obsolete existing school. The Wausau School District undertook a number of major projects

in the 1990s to upgrade, expand, and build schools as ratified by citizens through public referenda in 1991, 1995, and 1999.

**Table 9-1: Wausau School District Enrollment**

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

Source: State of Wisconsin, Department of Public Instruction

There are no private schools located within the Village of Brokaw. However, there are several private schools in the Wausau metro area and other surrounding communities.

#### Post-Secondary Educational Facilities

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

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

##### **Northcentral Technical College (NTC) -**

Located in Wausau, NTC offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend

classes, although more than 16,000 people take at least one class annually.

## **Libraries**

The Village of Brokaw is served by the Marathon County Public Library system shown on Figure 9-1. There are no libraries in the Village and the nearest library is the Wausau Headquarters Library, located on First Street in downtown Wausau. This library was expanded in 1995 to 82,000 square feet. This new main Wausau Library is open seven days a week and offers over 555,800 volumes, including books, magazines and other materials, as well as internet access.

## **Public Protection**

### **Police**

The Village receives police protection from the Marathon County Sheriffs Department. The Village has a Marshal who handles local nuisance complaints. Figure 9-2 illustrates police service districts.

### **Fire and Emergency Response**

The Village contracts with the Town of Maine for fire services and with the City of Wausau for back-up fire protection. The Village contracts with the City of Wausau for emergency and ambulance service. The Town of Maine Fire Department also provides First Responders. Figure 9-3 illustrates fire/Emergency Medical Technician (EMT) service districts.

Hazardous materials response is administered through Marathon County Emergency Services.

## **Hospitals**

There are no hospitals in the Village, however, there are several hospitals and clinics in the area as shown in Figure 9-4. The Community Health Care Cooperative located at 425 Pine Ridge Boulevard in Wausau is the closest, as well as the major hospital in Marathon County. Historically known as Wausau Hospital, the Community Health Care Cooperative was created in the 1970s from a merger of St. Mary's Hospital and Memorial Hospital. A new building was completed in 1979 and expansions followed in 1982 and 1992. The 321-bed facility is a multi-specialty regional health center serving a 12-county region in north central Wisconsin. Annual admissions in 2001 totaled 13,631.

Ministry Health Care announced plans in July 2002 to construct a 104-bed, \$100 million hospital and medical office complex in the Village of Weston near the intersection of STH 29 and CTH X. The hospital is planned to open in spring 2005.

**North Central Health Care (NCHC)** – In addition to the hospitals and clinics described above, Marathon County is served by NCHC, a public agency that also serves Langlade and Lincoln counties. The NCHC main campus is located at 2400 Marshall Street in Wausau. Additional offices are located in Antigo (Langlade Health Care Center) and Merrill and Tomahawk (Lincoln Health Care Center). According to their web site, NCHC offers outpatient, day hospital, community support and inpatient services for mental/emotional problems;

vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered.

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

## **Child Care**

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

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support to potential child care providers, and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and

children using their services, the type of care requested and the children's ages.

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

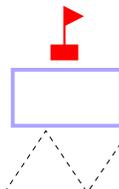
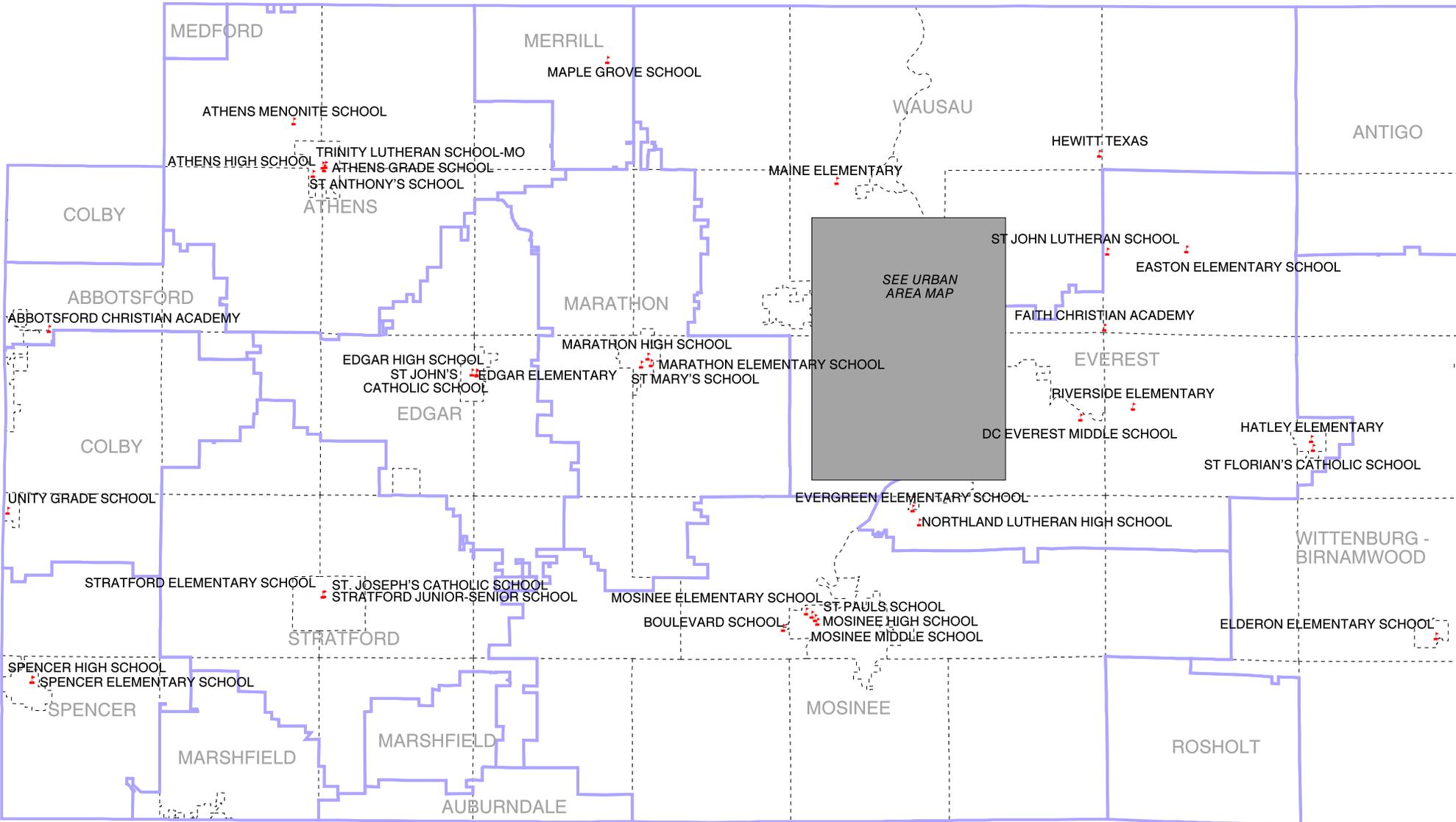
**Table 9-2: Area Child Care Providers**

<b>Counties</b>	<b>Agency</b>	<b>Contact Information</b>
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	<a href="http://www.childcareconnectionrr.org/">http://www.childcareconnectionrr.org/</a> (800) 848-5229
Shawano	Community Child Care Connection	800-738-8899

## Issues

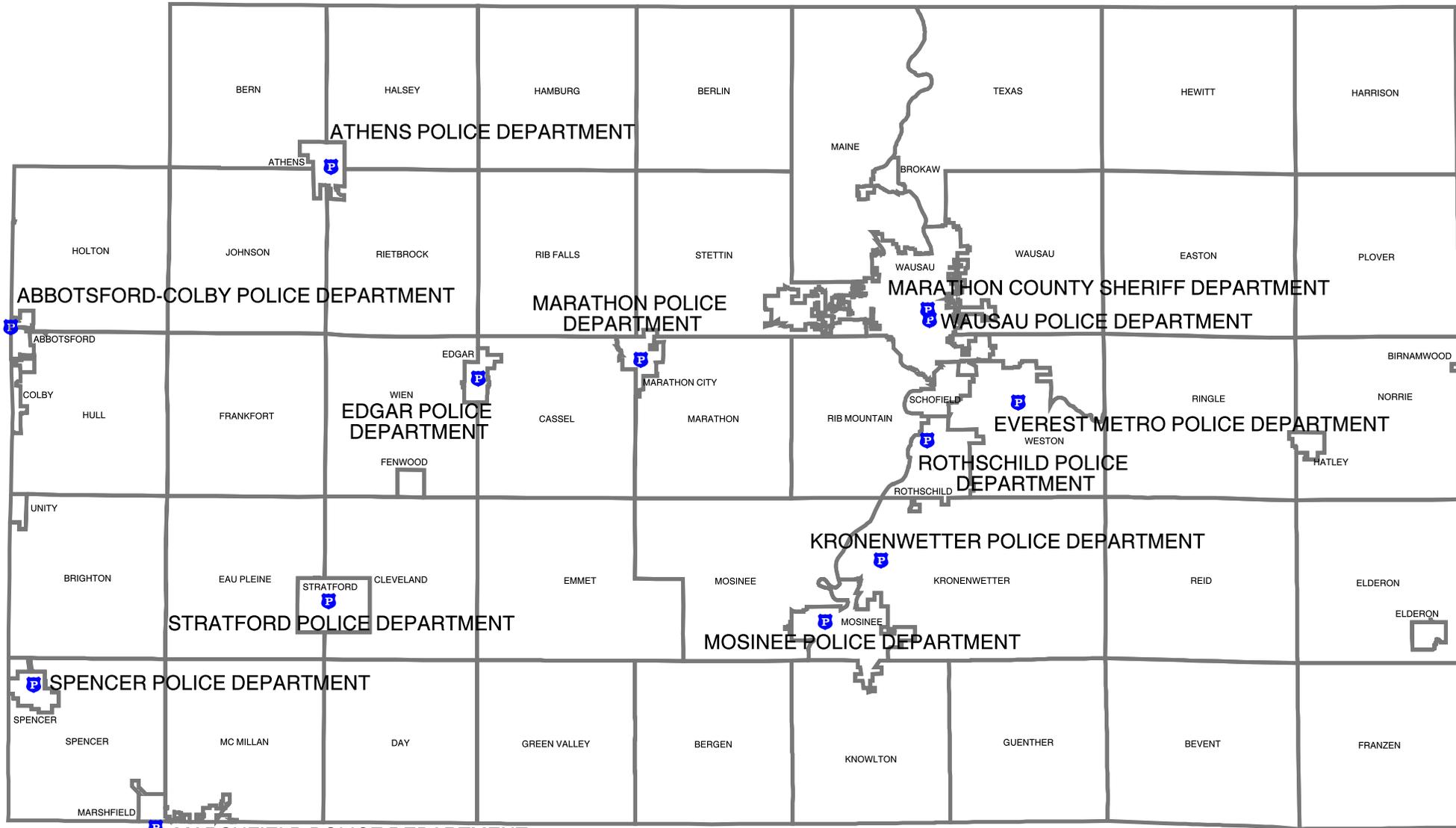
- **High Cost Ambulance Service** – The Village contracts with the City of Wausau for ambulance service, which costs more than \$500 per run. Given the high costs, the Village has discussed the idea of contracting with the Town of Maine for emergency service instead.
- **Need for Additional Law Enforcement** – With expansion of the Village on the west side of the river, concerns have been raised about the potential need for additional police protection to cover this area.
- **Slow Response Time** – Because of the distance and limited access between Brokaw and the Sheriff's Department located in the City of Wausau, the County Sheriff response time can be long for non-emergency calls. The Village has, and wants to maintain a good working relationship with the County Sheriff's department, and would like to find a way to work together to improve overall response time.

# MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS RURAL AREA MAP



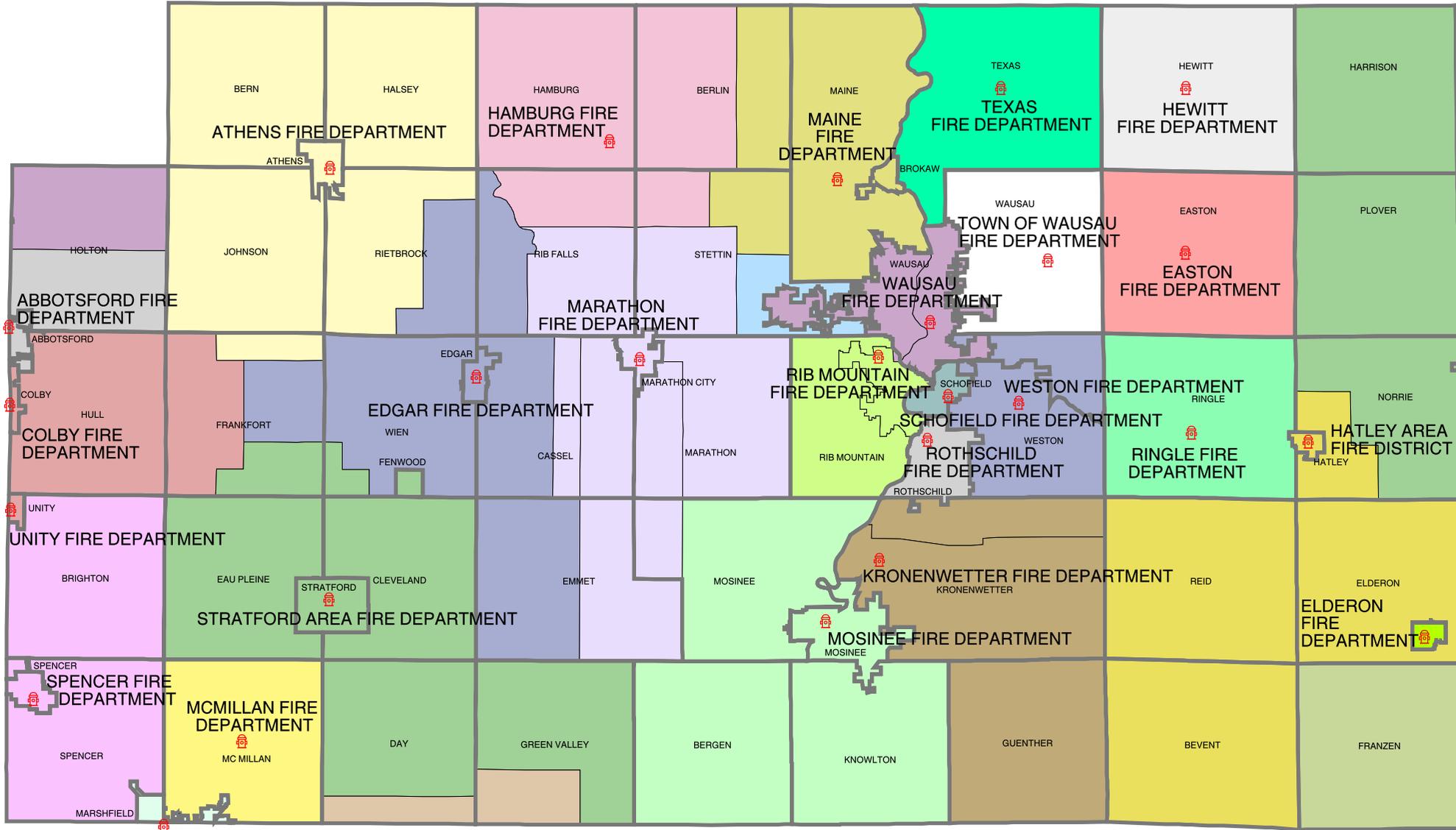
**School Locations**  
**School District Boundary**  
**Municipal Boundary**

# MARATHON COUNTY LAW ENFORCEMENT



 Police Department  
 Municipal Boundary

# FIRE DEPARTMENTS & SERVICE AREAS



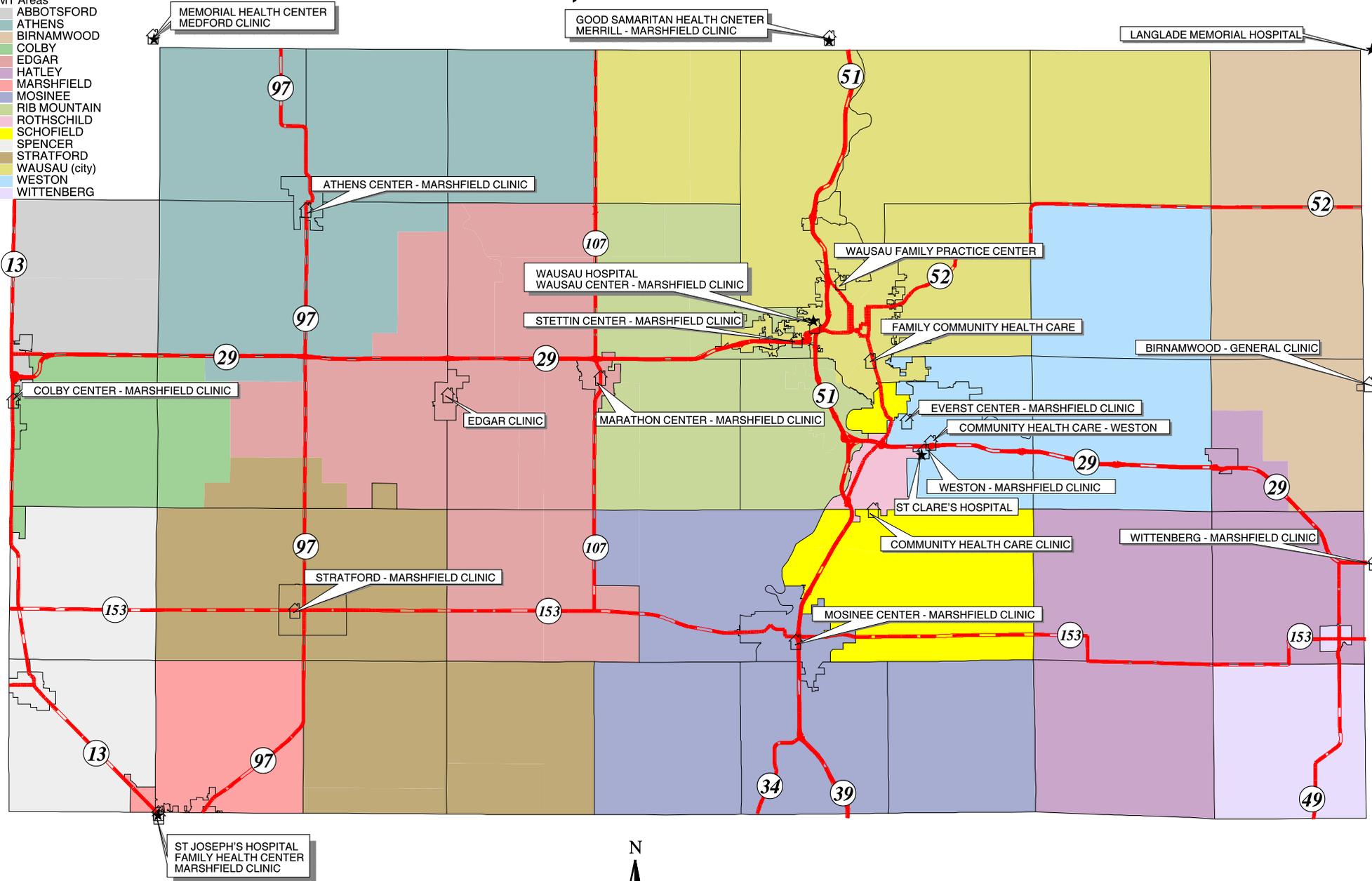
Fire Department  
 Municipal Boundary

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



# MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

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



## 10. Parks

This section describes existing park and recreation facilities in the Village of Brokaw and surrounding vicinity.

### Existing Parks, Trails and Open Space

#### Local Parks, Trails and Open Space

There are three areas with park facilities on the east side of the Village. These include a picnic area north of Park Avenue, a playground, volleyball court and basketball court located south of Park Avenue, and tennis courts located east of 1<sup>st</sup> Street. The River Ridge subdivision on the west side includes two dry detention pond areas that also serve as passive open space.

#### County or State Parks, Forest and Trails

There are several County and State park facilities within close proximity to the Village of Brokaw. These are shown on Figure 10-1 and include:

**Wisconsin River Park** - Marathon County owns the undeveloped Wisconsin River Park that straddles the river. Roughly half of this 290-acre park is located on the west bank of the river in the Town of Maine and the other half is in the Town of Texas. The park contains some archeological resources and, when developed, will provide access to the Wisconsin River. Proposed development includes extraction of extensive gravel deposits. The pit resulting from the gravel extraction will be used to create an artificial lake for recreation.

Long range plans include picnicking, boat launches, camping, swimming, and hiking facilities.

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

**Sunny Vale Park** - Marathon County owns and maintains Sunny Vale Park in a narrow strip of the Town of Stettin and the City of Wausau south of STH 29 at 72nd Avenue. Also known as "Manmade" Park, Sunny Vale is a popular 299-acre park with facilities for swimming in Manmade Lake, picnicking, fishing, and model airplane flying. Sunny Vale Softball Complex is a 71-acre facility managed by the Wausau Area Softball Association through a contract with Marathon County. The complex has lighted softball diamonds, each with a dugout, bleachers, and scoreboards.

**Nine-Mile Forest Unit** – This forest unit is known as a recreation area with many miles of hiking, mountain biking, and cross-country ski trails. Skiing is promoted with a ski chalet and over 30 kilometers of one-way loops. The forest is open to hunting and snowmobiling. There are over 10 miles of single-track mountain bike trails. Nine-Mile is comprised of 4,900 acres of mixed uplands, marshes, and water impoundments.

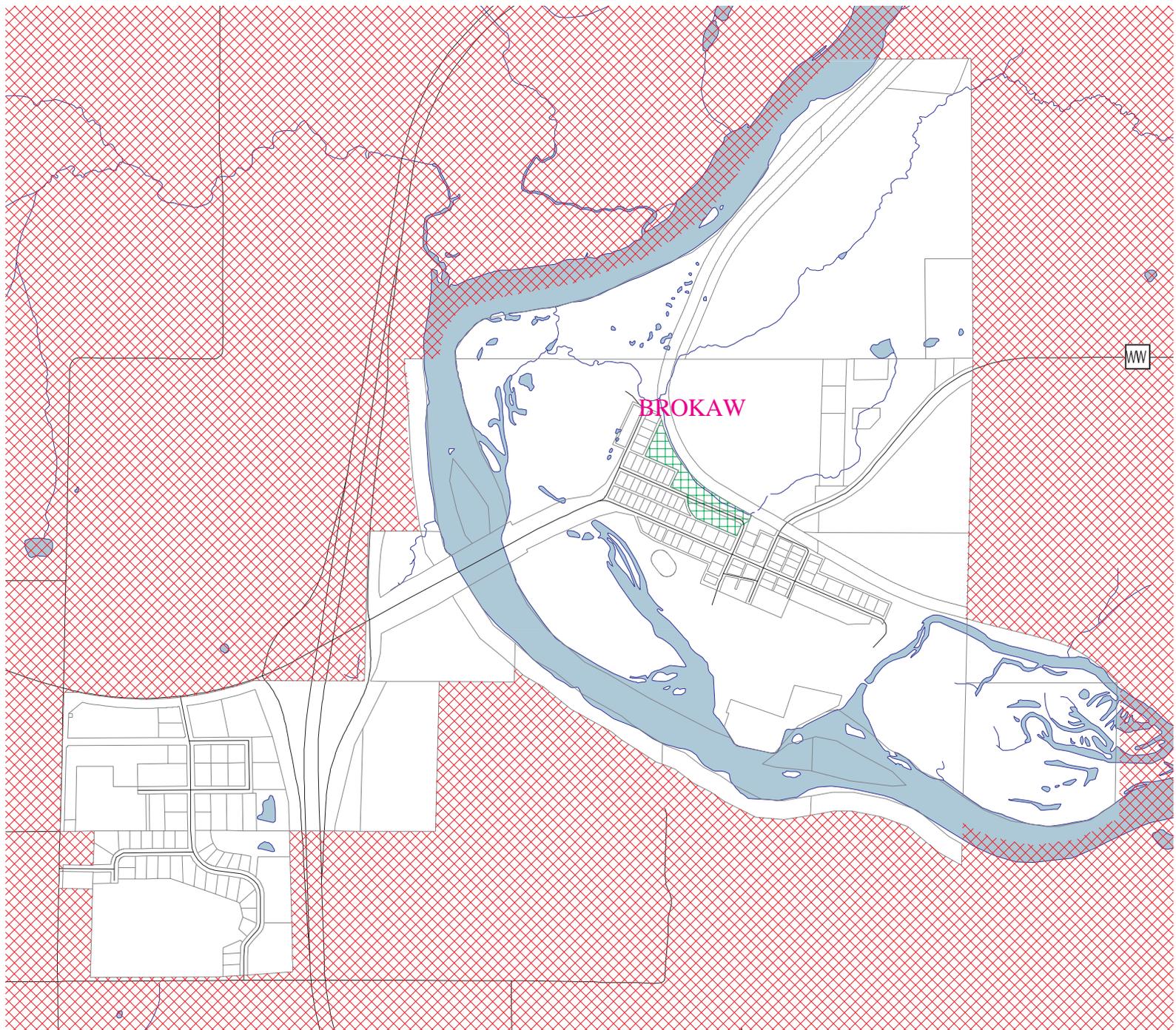
**Rib Mountain State Park** – This State park is located within the Town of Rib Mountain. The park's main feature is Rib Mountain, which at 1,924 feet above sea level is one of the highest elevations in the State of Wisconsin. The park surrounds the mountain and has the following facilities: a picnic area with 65 tables, a camping area with 31 developed sites, 3 hiking trails, a nature trail, and a private downhill skiing area.

### **Park System Needs**

There are no existing plans for additional park facilities, however, if additional land is annexed on the west side the need for park facilities may arise. The Village will consider these needs during the comprehensive plan development process.

### **Issues**

- **New Parks** – If additional land on the west side of the Wisconsin River is annexed into the Village, the need for park facilities to serve these areas should be evaluated.
- **Existing Parks** – Currently there are sufficient parks on the east side, but the demand for these parks will continue to decline as housing is eliminated by the paper mill. While the Village has a lease on this park land, there are no plans for long-term use of this property.
- **Multi-Use Trail** – There may be an opportunity to create a linear park along the Wisconsin River on land owned by the paper mill. A linear park could include multi-use trails for bicycle and pedestrian use. It is noted that several communities in the Wausau metro area are exploring the idea of creating a continuous trail system along the Wisconsin River that eventually extends from Brokaw to Rothschild.



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

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



## 11. Economic Development

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

The following section provides a brief overview of the economy in Marathon County, in terms of key economic sectors and the regional labor force. A more specific description of employment trends, major local employers or industries, and where most residents of the Village of Brokaw work follows. Potential economic development opportunities and/or issues regarding the local economy are also identified.

### County Economic Environment

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

forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

### Key Economic Sectors

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

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

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

\*data suppressed to maintain confidentiality

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

## Local Economic Environment

The local economy in the Village has historically been tied to the Wausau-Mosinee Paper Mill. In fact, the Village developed as a “company town” since most residents worked at the mill. While the mill still employs some local residents, many work outside the Village, mostly in the City of Wausau metro area or in Merrill in Lincoln County. There are some service related businesses located on the east side of the Village. These include a post office, credit union and gas

station/convenience store, in addition to offices for the Village and the mill. It is noted that the Village of Brokaw recently joined the Wausau Area Chamber of Commerce.

New commercial/industrial development is taking place on the west side of the Wisconsin River in the new Northside Business Park. The Village established a tax increment finance (TIF) district to foster development of the business park. To date, six businesses have opened in the park, including:

- Wisconsin Valley Scale (truck scale service and sales)
- Central Wisconsin Insulation (industrial building insulation installation)
- Commercial office building (presently includes Anderson Engineering and Northside Enterprises)
- Citgo Gas Station
- Lucas Storage
- Wausau Engine (warehousing of engine parts)

A corn storage and drying facility received approval to locate in the industrial park and construction began in 2003.

Table 11-2 indicates the mix of employment, by economic sector, in the Village of Brokaw. In 2000, there were 785 people employed at jobs located in the Village of Brokaw with most employment in manufacturing, which accounted for 710 jobs. This likely reflects the dominance of the paper mill as the major employer in the Village. It is interesting to note that the employed population is larger than the resident population in Brokaw, which in 2000 was 107 people. Thus, many people who work in Brokaw, live elsewhere.

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

<b>POPULATION</b>	<b>107</b>
<b>EMPLOYMENT:</b>	
Commercial	9
Manufacturing	710
Service	37
Other	24
Self-Employed/Farm	5
<b>TOTAL</b>	<b>785</b>

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

**Employment Projections**

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

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

**Table 11-3: Employment Projections – 2000-2030**

<b>Total Employment by Year</b>							
	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Brokaw</b>	785	828	871	914	957	1,000	1,043
<b>County</b>	72,508	75,625	78,742	81,859	84,976	88,093	91,210

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

The forecasts indicate continued employment growth in the Village of Brokaw. By the year 2030, it is estimated that the Village will provide employment to over 1,000 workers. This represents an employment increase of 258, or almost 33 percent and assumes a moderate growth rate based on the rate of change in employment between 1990-2000 for non-farm employment. The estimates suggest an overall increase in employment by 2030 between 28 percent if a lower than expected growth rate occurs and 38 percent if a higher growth rate occurs.

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

	<b>Percent Change in Employment by Growth Rate</b>		
	<b>Low Growth</b>	<b>Moderate Growth</b>	<b>High Growth</b>
<b>Brokaw</b>	+28	+33	+38
<b>Marathon County</b>	+21	+26	+34

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 10/29/03

## Major Local Employers

- **Wausau-Mosinee Paper Mill** – The paper mill currently employs about 700 people, most of who live outside Brokaw. The mill has long-range plans to remain in Brokaw and expand its facilities on the east side.
- **New Business Park** – There are currently six businesses in the new Northside Business Park and a corn storage and drying facility is currently under construction in the business park. There are still some vacant lots in the business park that could accommodate additional development. Approximately 30 individuals are employed by the existing businesses in the business park. Another 8 individuals could eventually be employed if the corn storage and drying facility expands according to plan.

## Issues

- **Economic Diversification** – The Village economy is dominated by the paper mill and very limited retail or commercial businesses currently exist. The paper mill owns most of the land on the east side, which prevents diversification of business uses because it limits the amount of land available for new businesses. The Village needs to encourage diversification of businesses and created a TIF district to foster new business development on the west side of the river. Six new businesses are currently operating in the new Northside Business Park and there are several vacant lots remaining to accommodate additional businesses and enhance local economic diversity.

- **Limited Retail** - The Village currently has very limited retail trade establishments. A gas station/convenience store is the only existing commercial establishment.
- **Development Constraints** - Bedrock and steep topography limit the amount of area suitable for commercial and industrial development and make provision of necessary utilities cost-prohibitive in some areas.
- **Use Conflicts** - The close proximity of the Northside Business Park to planned residential areas could lead to land use conflicts if new commercial development is not carefully selected and designed attractively, with sufficient buffering.

## 12. Intergovernmental Cooperation

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

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

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

## Local and Regional Level Cooperation

### Shared Services

**Fire and Emergency Response** - The Village contracts with the Town of Maine for fire service and with the City of Wausau for emergency response services. Given the high cost of emergency response service from Wausau, the Village is considering contracting with the Town of Maine for these services instead. It is noted that there have been discussions about consolidating emergency services throughout the metro area, however, no decisions have been made yet.

**Utilities** - The Village does not currently have any intergovernmental agreements, cooperative arrangements, or shared regulatory responsibilities regarding utilities. The Village may consider the potential costs and benefits of extending sewer and water service to the Town of Maine.

### Cooperative Practices

Surrounding municipalities in Marathon County are concurrently preparing comprehensive plans, which will increase opportunities for coordination and cooperation on matters of common interest.

**Town of Texas**- The Village exercises its extra-territorial zoning (ETZ) authority in a portion of the Town of Texas extending out to CTH W. Zoning in this area has been frozen to control development in order to protect the Village wells and aquifer.

**Town of Maine** - The Village is considering extending its ETZ authority in the Town of Maine, in areas where the Village is interested in locating a new well site(s). Procedures for extending ETZ jurisdiction into the Town of Maine will likely commence in 2003/2004. The Village of Brokaw and the Town of Maine have formed a joint committee to discuss common concerns. The joint committee is presently seeking a site for a public boat landing on the west side of the Wisconsin River for the benefit of both communities.

**School District-** Brokaw is served by the Wausau school district. There are no operating schools located within Brokaw, however, Maine Elementary School is located near the Village's west border at CTH K and North 44<sup>th</sup> Avenue in the Town of Maine.

**Marathon County-** The County provides several services to the Village including: law enforcement through the Sheriff's Department, 911 dispatch service, access permits, maintenance and improvement of County Highways, permitting oversight regarding private sewage system regulation.

**Regional Agencies-** The North Central Wisconsin Regional Planning Commission (NCWRPC) provides planning and mapping assistance to the Village. The Village does not currently participate in the Wausau Area Metropolitan Planning Organization (MPO), but would like to in the future.

**State and Federal Agencies-** The Village has little direct contact with Federal agencies, but communicates regularly with State agencies. For example, the Village communicates with the WDNR with regard to its sewer and water utilities.

The Village is also in contact with the WDOT due to the presence of USH 51, and the WDOA regarding boundary change and fiscal matters. State agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland zoning oversight, navigable waters protection, compliance with water quality standards, farmland preservation tax credits and managed forest tax credit programs.

### **Existing or Potential Conflicts**

- **Annexation.** Annexation is necessary in order for the Village of Brokaw to remain vital. Opportunities for growth in the valley are limited by the mill's land ownership and by the physical environment (e.g., steep topography). The Village annexed about 100 acres from the Town of Maine in 1997. If annexation occurs in the future, it will likely be from the Town of Maine since the Village is interested in expanding on the west side of the river, given the intentions of the paper mill to continue to acquire property on the east side.

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

- **Zoning Conflicts** - Current zoning in adjacent towns along Village boundaries may be in conflict with wellhead

protection objectives and with densities that would facilitate future sewer and water service expansions. As noted above, a joint planning committee was formed between the Village and the Town of Maine to address zoning compatibility and other issues. The comprehensive planning process will also examine these issues and foster intergovernmental cooperation.

- **Metropolitan Ambulance Service** - Marathon County should consider the development of a metropolitan ambulance service. The Town of Maine Fire Department could be in a position to expand based partially on growth in the Village of Brokaw, and this department could serve the northern reaches of a metropolitan service area.