



## OFFICIAL NOTICE AND AGENDA

of a meeting of a City Board, Commission, Department  
Committee, Agency, Corporation, Quasi-Municipal  
Corporation, or Sub-unit thereof.

**Meeting:** PLAN COMMISSION  
**Members:** Mielke (C), Lindman, Peckham, Gisselman, Bohlken, Zahrt  
**Location:** Common Council Chambers, 407 Grant Street.  
**Date/Time:** Monday, September 26, 2016 at 5:00 p.m.

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1. Approve the minutes of the August 16, 2016 meeting.
2. **PUBLIC HEARING:** Discussion and possible action on approving a conditional use at 2000 Westwood Drive to allow for emergency signage and signs in excess of thirty feet high in an IB, Interchange Business District. (Graphic House)
3. Discussion and possible action on approving installation of a memorial plane at Alexander Park.
4. Discussion and possible action on amending the Precise Implementation Plan at 1420 North River Drive to allow for expanded outdoor patio area and updated landscaping.
5. Discuss and possible action on limitations on times of operations for the conditional use request at 317 East Kent Street to allow for material storage such as dirt, sand and compost, in a R3, Two Family Residence District.
6. Discussion and possible action on approving the Precise Implementation Plan at 2130, 2121, 2201, 2221, 2301 and 2305 Northwestern Avenue to allow Phase I site preparation activities for a multi-family residential development.
7. Update on Wausau Comprehensive Plan – Land Use and Implementation Chapters.
8. Next meeting date and future agenda items for consideration.

Adjourn

### COMMITTEE CHAIRPERSON: MAYOR ROBERT B. MIELKE

Questions regarding this agenda may be directed to the City Planning Office @ (715) 261-6760.

This Notice was posted at City Hall and faxed to the *Wausau Daily Herald* newsroom on September 22, 2016 at 10:00 a.m.

**It is possible that members of, and possibly a quorum of members of, other committees of the Common Council of the City of Wausau may be in attendance at the above-mentioned meeting to gather information. No action will be taken by any such group(s) at the above-mentioned meeting other than the committee specifically referred to in this notice.**

Distribution: *Wausau Daily Herald*, *City Pages*, Common Council, Department Heads, Plan Commission, Hebert, Lenz, DeSantis, Parks Dept., Schock, County Planning, Graphic House

Please note that upon reasonable notice efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For information or to request this service, please contact the City Clerk, 407 Grant Street, Wausau WI 54403, phone 715-261-6620.



## Memorandum

From: Brad Lenz  
To: Plan Commission  
Date: September 21, 2016  
Subject: Staff report for upcoming meeting

This memo summarizes the agenda items for the September 26<sup>th</sup> Plan Commission meeting. Additional staff comments and discussion will take place at the meeting itself. Attachments to this memo provide additional information for each of the items.

**#1** – Minutes from the previous meeting should be reviewed, and if approved, placed on file.

**#2** – Aspirus is seeking to add signage to property they have recently acquired. The proposed signs require conditional use approval – both for off-premises “emergency” signs as well as signs in excess of 30 feet in height. From Wausau Municipal Code 23.72.060, no conditional use shall be recommended by the city plan commission unless the commission finds:

- (a) That the establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, morals, comfort, or general welfare;
- (b) That the conditional use will not be injurious to the use and enjoyment of other property in the immediate vicinity for the purposes already permitted, nor substantially diminish and impair property values within the neighborhood;
- (c) That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district;
- (d) That adequate utilities, access roads, drainage and/or necessary facilities have been or are being provided;
- (e) That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets; and
- (f) That the conditional use shall, in all other respects, conform to the applicable regulations of the district in which it is located, except as the regulations may, in each instance, be modified by the common council pursuant to the recommendations of the city plan commission.

**#3** – The attached letter outlines proposed improvements to Alexander Park. To officially designate a public sculpture, memorial, etc., the Wisconsin Statutes [62.23(5)] state: *"The council... shall refer to the city plan commission, for its consideration and report before final action is taken by the council ... the following matters: ... the location of any statue or memorial."*

**#4** – The Wausau on the Water (WOW) project on the riverfront is looking to improve their outdoor patio space and update their landscaping plan. Since the property is zoned UDD and a plan has been previously approved, changes to the plans need to be approved by the Plan Commission and Council. Attached are the proposed new plans for the property. The business owners and city staff will discuss the proposed updates to the precise implementation plans at the Plan Commission meeting.

**#5** – This item was referred back to Plan Commission from the September 13<sup>th</sup> Common Council meeting. Plan Commission previously recommended approval of the conditional use, but Council expressed a desire to more thoroughly define and place time limitations on certain activities proposed to occur on the site.

**#6** – The petitioners are seeking approval of the precise implementation plans for site preparation activities. Plans for the multi-family development will need to be approved prior to any building construction, but at this time the petitioners are seeking approval only for excavation, grading, and similar preliminary site work. The general development plan for multi-family housing has been previously approved, but precise plan approval is needed prior to work commencing. Information on this proposed phase is included in the packet. This item had previously been approved at Plan Commission but was sent back by the Common Council for more information.

**#7** – The City has been working with North Central Wisconsin Regional Planning Commission (NCWRPC) on updating the city's Comprehensive Plan. The latest chapters will be presented at the meeting, along with a timeline for finishing up the plan.

## PLAN COMMISSION

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Time and Date: The Plan Commission met on Tuesday, August 16, 2016, at 5:00 p.m. in the Common Council Chambers of Wausau City Hall.

Members Present: Mayor Mielke, Gisselman, Bohlken, Peckham, Lindman, Zahrt

Others Present: Lenz, Hebert, Holzem, Matzke, Sadowski, Brickner, Straub, Walter Gaines, Rose Gaines, Page

In compliance with Chapter 19, Wisconsin Statutes, notice of this meeting was posted and transmitted to the *Wausau Daily Herald* in the proper manner.

Mayor Mielke called the meeting to order at approximately 5:00 p.m. noting that a quorum was present and welcomed new commission member Ron Zahrt.

### **Approve the minutes of the July 19, 2016 meeting.**

Peckham motioned to approve the minutes of the July 19, 2016 meeting. Zahrt seconded, and the motion carried unanimously 6-0.

### **PUBLIC HEARING: Discussion and possible action on approving a conditional use at 311, 317 East Kent Street, 309, 313, 314, 317, 318, 321, 322 Patrick Street and 307, 308, 311, 312, 315, 316, 319, 320 Michael Street to allow for material storage such as dirt, sand, and compost, in a R3, Two Family Residence District. (Jerome M. Brickner)**

Kenneth Holzem, 240 East Kent Street, said that residential properties should be placed here. There is constantly a cloud of dust day after day. Holzem said that Mr. Brickner is a nice guy, but he wouldn't want the vehicles coming through the car lot the way the dust rolls around. Holzem said that his wife needs to constantly clean the windows and they get dirty right away from all the dust. Holzem said that it should be residential and shouldn't be worse than it already is. Dirt is hauled seven days a week; County Materials only hauls 6 days a week.

Kevin Matzke, 6812 Apache Lane, said that he along with Mr. Brickner have been using the property for 25 years. There hasn't been a change in how things are practiced. Matzke said they met with city staff and have installed track pads and have done what the city asked. There is a lot of traffic coming in and out because of the Curling Club. There isn't any additional noise and he explained to the commission how they had determined that during a test. The test was taped, but did not bring it along because there is nothing to hear. Matzke said they are not operating seven days a week. There is a lot of activity near the Curling Club and Soccer Complex.

Mike Sadowski said that he has nothing negative to say. The area is looking great.

Holzem said that he lives right on the hill. There are several trucks coming in including a tandem truck and trucks that are hauled from Highway 29. Holzem said that sandblasting also occurs. Matzke said that sandblasting is done at his shop on Kent Street that is zoned B1. The property in question is owned by Mr. Brickner and they do not own a tandem truck and do not do work on Highway 29. Matzke said that he only has one dump truck. Holzem asked if there is a bathroom in the garage as there is no sewer or water piped into the place. Hebert said that property is not part of the conditional use request and is not pertinent to the conversation.

Jerome Brickner said this has been going on for 25 years and was a disaster when the work first started. Matzke cleans up as he goes. There haven't been any complaints that haven't been addressed and resolved. Brickner said that at times Matzke will come through his lot and has had no problems with dirty cars. The biggest entrance is off of Kent Street and it is now looking pretty good. Holzem said that if it works so well, they should go through the car lot.

Mayor Mielke closed the public hearing.

Hebert said that he received one call. The caller had asked what the use was for and they had no problem with this. Hebert said that this application started as a result of Alderman Wagner receiving some complaints. Staff met with Mr. Brickner and Mr. Matzke and asked that a conditional use permit be obtained so the use that has been occurring gets the proper approval.

Peckham asked what will change. Matzke answered that nothing will change.

Bohlken motioned to approve a conditional use at 311, 317 East Kent Street, 309, 313, 314, 317, 318, 321, 322 Patrick Street and 307, 308, 311, 312, 315, 316, 319, 320 Michael Street to allow for material storage such as dirt, sand and compost, in a R3, Two Family Residence District. Peckham seconded, and the motion carried unanimously 6-0. This item will go to Common Council on September 13, 2016.

**PUBLIC HEARING: Discussion and possible action on rezoning 5601 Sherman Street from R1, Single Family Residence District to UDD, Unified Development District and allow for a community living arrangement. (James Straub)**

James Straub, 5601 Sherman Street, said that he had wanted to get a reverse mortgage and needed to get it rezoned to residential zoning for the reverse mortgage. Straub said that he wasn't able to get the reverse mortgage because it is not a single family dwelling. Marathon County is somewhat interested and the previous zoning is required.

Mayor Mielke closed the public hearing.

Hebert said that staff recommends approval. The building was built as a CBRF building and the rezoning makes sense.

Peckham motioned to rezone 5601 Sherman Street from R1, Single Family Residence District to UDD, General Residence District and allow for a community living arrangement. Gisselman seconded and the motion carried unanimously 6-0. This item will go to Common Council on September 13, 2016.

**PUBLIC HEARING: Discussion and possible action on rezoning 310 & 316 East Randolph Street from B2, Community Service District, to B3, General Commercial District. (Walter Gaines)**

Walter Gaines, 316 East Randolph Street, said they are using this property as a U-Haul satellite location. Marathon Electric is across the street. Gaines said that he did not know that the property needed to be rezoned to B3 and said that he should have checked. He would like it rezoned if possible.

Hebert said that staff met with Gaines and that B3 zoning is required to do the trailer rentals. Hebert said that what complicates the situation is that his site alone is not big enough for the application. The neighboring property, which is also vacant, is petitioning for B3 zoning. Staff recommends approval. This business has been in place for a few months. There haven't been any issues. He said a condition of the recommendation is that fencing is installed to separate these properties from the residential property to the north. Gaines said that they have been discussing installing a fence.

Rose Gaines, 316 East Randolph Street, said that they have spoken to Pete Hoff, who owns the residential property, and he is fine the fence installation.

Patty Pagel, 306 East Randolph Street, said that she has no problem with the rezoning to accommodate the Gaines business.

Mayor Mielke closed the public hearing.

Bohlken motioned to rezone 310 & 316 East Randolph Street from B2, Community Service District, to B3, General Commercial District. Zahrt seconded, and the motion carried unanimously 6-0. This item will go to Common Council on September 13, 2016.

**Discussion zoning and text amendments and authorize public hearings for: (a) Screening of commercial refuse containers (b) Conditional use for warehousing and storage in a B2, General Commercial Districts.**

Lenz said that from time to time, staff reviews the Wausau Municipal Code and looks for improvements to it. The first item would require a conditional use permit for warehousing and storage units in B3

districts. It is currently a permitted use. It would give Plan Commission and Common Council an opportunity to review them. B3 is a fairly common district in the city. The change is being proposed tonight and a public hearing can be held in the future, if the commission feels it is needed.

Lenz said the second item would make screening of dumpsters a requirement. When there is a development agreement or UDD, a screening requirement is usually included. With projects in regular zoning districts, it is not currently required. Other communities have this requirement. This would add some control to screening dumpsters. Garbage collection was changed this year and one reason was to improve the appearance of the city on trash day.

Peckham said that he likes the first item, but asked if the second item would pertain to new permits. Lenz said that it would be for new projects. Hebert said that it would be for new applications and redevelopment sites. It can be strongly suggested for existing sites.

Gisselman asked if this would be for dumpsters or could it be for commercial carts. Hebert said that it could be drafted either way. The smaller carts can be hidden much easier. The dumpster is harder to hide.

Peckham motioned to authorize public hearings for the text amendments changes to screening of commercial refuse containers and conditional uses for warehousing and storage in a B2, General Commercial Districts. Bohlken seconded, and the motion carried unanimously 6-0.

**Next meeting date and future agenda items for consideration.**

The next meeting is scheduled for Tuesday, September 20, 2016.

**Adjournment**

Gisselman motioned to adjourn, seconded by Peckham. Motion carried unanimously 6-0 and the meeting adjourned at 5:25 p.m.

**The Plan Commission is next scheduled to meet at 5:00 p.m. on September 20, 2016.**

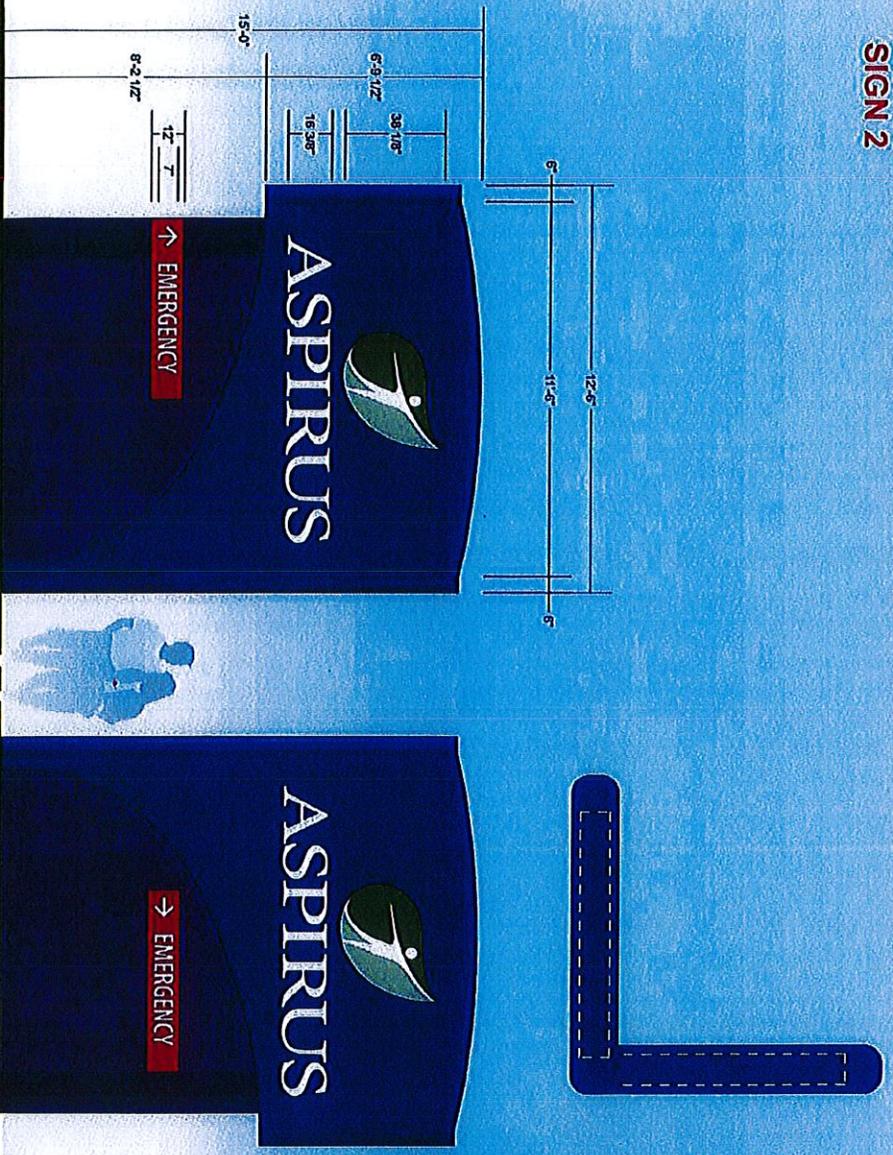
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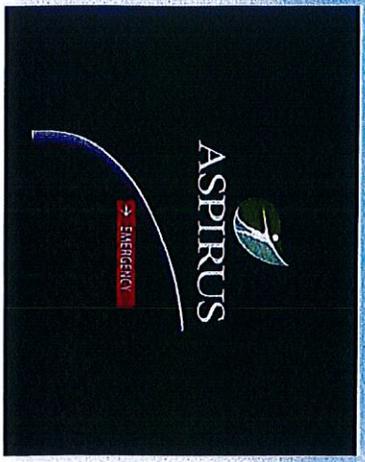
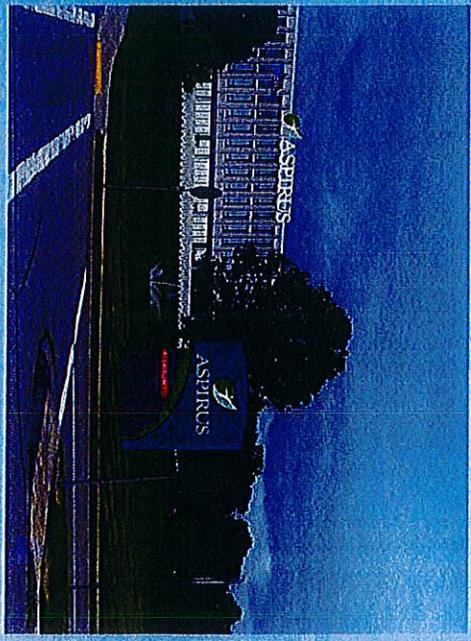
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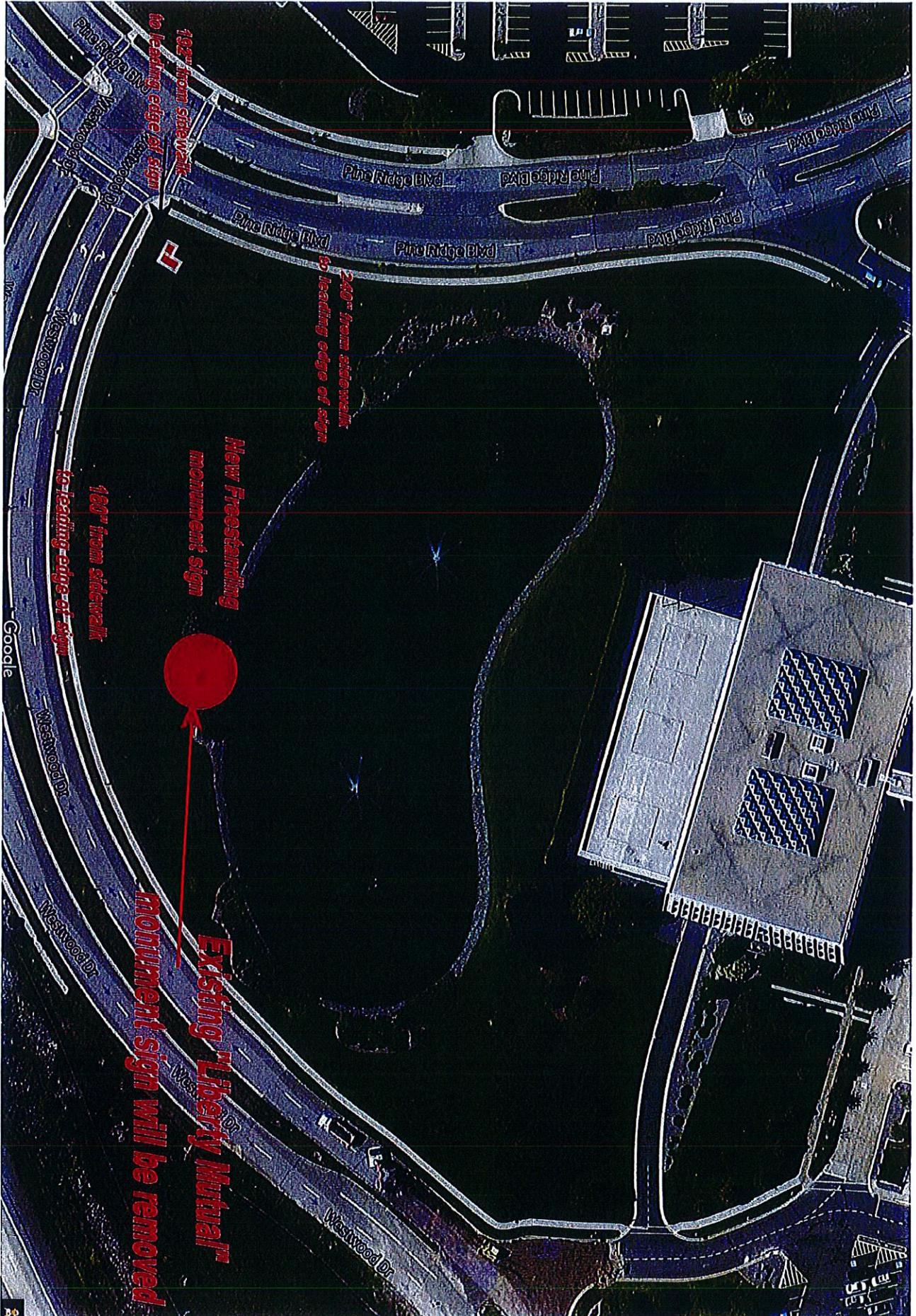


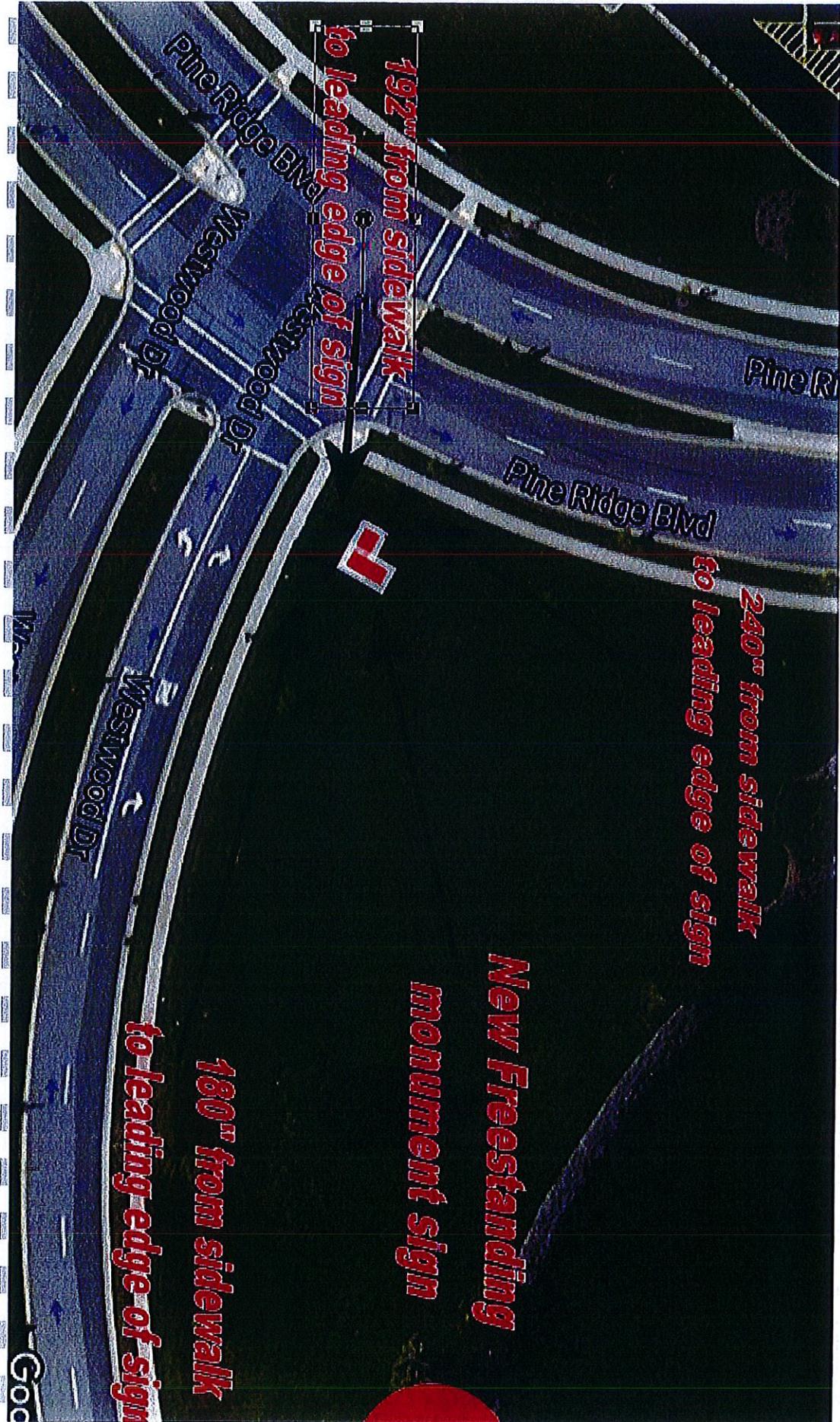
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## PROPOSAL TO MOVE A7 CORSAIR FROM VFW TO ALEXANDER PARK

### OBJECTIVES:

1. Planning approval of the City of Wausau taking stewardship of the Corsair jet currently stewarded by the VFW on Riverside Drive.
2. Approval of moving and mounting the jet in Alexander Park.

**BACKGROUND:** In 2015 the Southeast Side Neighborhood Group began discussions regarding neighborhood improvements. Renovating Alexander Park ranked high and a committee made up of neighborhood group participants was formed to investigate possible improvements to the park. Ultimately the group decided that the park should be upgraded with an aviation theme. A rough draft of the committee's ideas was presented to the Neighborhood Group at their monthly meeting at the airport. The plan received support from the group and the committee was directed to continue pursuit of the plan.

During initial discussions the idea of having a "real" airplane on display in Alexander park was raised. About this time the VFW was reorganizing and considering a move to a different location. The VFW is the current steward for the veteran's memorial display of an A7 Corsair aircraft which is located on county land adjacent to the VFW building on Riverside Drive. The committee decided that the jet would be the perfect for the park and its new aviation theme and that is when pursuit of the jet for the park began. The VFW is in favor of the airplane being displayed in Alexander Park.

Working with Becher Hoppe Engineering a general layout of the park was created. The committee decided on the following park features. Pathways in the park will become "runways", "taxiways", and "aprons" painted to scale to look like the real thing. Reflectors alongside the "runways" will take the place of "real" runway lighting. The current shelter will be modified to become a round top "hangar". Playground equipment research began to find a "control tower", airplanes, and helicopters and other aviation themed playground equipment.

The Neighborhood Group committee plan avoided modifications to the tennis court and basketball court in the plan. The current plan also takes into consideration the trees currently in the park. It was very important to the Neighborhood Group that the trees remain in the park to provide a canopy to shelter park users from the sun. The current plan will only require one tree to be removed. The "bang board" used to practice tennis forehand/backhand will be painted with an aviation mural. Around the perimeter of the park a gravel walking/jogging path will have body weight exercise stations that parents can use while their kids play in the park. Another feature will be a terrain modification, a manmade small hill called "glider hill" which will allow kids to test fly balsa or paper gliders.

The Southeast Side Neighborhood group agrees that emphasis on upgrades in the park should be ADA compliant as well as other government mandates. After those primary improvements are made, "attractions" can be added. The Corsair jet will be a park attraction.

We are currently pursuing approval for City of Wausau stewardship for the jet now because the VFW has been receiving requests from other organizations for the jet. It was decided that the process should begin as soon as possible to ensure that the jet could be moved to Alexander Park.

Alexander Park exists on airport property through a lease between the Parks Department and the Airport. The FAA and Wisconsin Bureau of Aeronautics have been consulted regarding locating the jet at Alexander Park and there is no opposition. At the July airport committee meeting the airport committee unanimously approved allowing the jet to be relocated and moved to the park. The Mayor's office and airport committee have directed the airport manager to fill out the U.S. Air Force application to take stewardship of the jet for display in Alexander Park. That paperwork was submitted to the USAF the week of September 5th.

The Park & Recreation Committee unanimously approved moving and mounting the Corsair jet in Alexander Park as a veteran's memorial display in addition to the aviation motif and park upgrades. City Council approval is also required.

**USAF REQUIREMENTS:** The airplane cannot be used as playground equipment. The public cannot have access to the aircraft. The aircraft will be mounted 10-15 feet in the air with the landing gear retracted to resemble an aircraft climbing out after take-off to comply with this requirement.

Ongoing periodic maintenance of the aircraft to include painting will be the responsibility of the City.

The airplane is the property of the USAF. The City is the steward.

#### **SPECIFIC COSTS ASSOCIATED WITH THE JET:**

Painting and restoration – \$16,000

Moving and mounting in the park – \$32,000

Periodic maintenance for the jet - \$16,000 every 10 years

**FUNDING SOURCES:** The Southeast Side Neighborhood Group is aware that the upgrades to the park are beyond the funding capabilities of the Park & Recreation budget for Alexander park. It was decided from the very beginning that upgrades to the park will be privately funded. Alexander Park was scheduled for some upgrades by the Parks Department in 2016. Approximately \$37,000 was budgeted for those upgrades which included ADA compliance. The Neighborhood Group intends to privately raise the difference.

The Southeast Side Neighborhood Group plan is estimated to cost over \$500,000. The group has partnered with the Community Foundation to begin fund raising for the Park. We have already been in contact with two local foundations regarding funding of the project. The group has also organized a fundraising event called "Run the Runway" which will be a 5K run/walk event. The current hope is to raise the funds for the project as quickly as possible to complete the project. But, the group is also not opposed to phasing the project to allow park upgrades to occur as funding becomes available.

Ongoing maintenance of the aircraft will be funded through the airport operating budget. Surplus general maintenance funding will be carried over with an average of \$1500 annually for 10 years to pay

for maintenance to the aircraft. It is possible that the ongoing fundraising efforts by the Neighborhood Group and local foundations could supplement ongoing maintenance costs for the jet.

#### RESPONSIBLE PARTIES:

- The City of Wausau will be the responsible party for the airplane.
- The Southeast Side Neighborhood Group will be responsible for costs associated with initial restoring, moving, and mounting of the aircraft in Alexander Park.
- The Southeast Side Neighborhood Group will be responsible for raising funds for park upgrades beyond the ADA compliance and government mandates.
- The airport will be responsible for funding periodic maintenance of the aircraft.

#### SIGNIFICANCE OF THE CORSAIR JET:

The A7 Corsair was a Vietnam War era jet. The airplane was used by the Air Force and the Navy. It was a subsonic attack aircraft. The specific aircraft on display by the VFW was flown by a highly decorated Air Force pilot in Vietnam.





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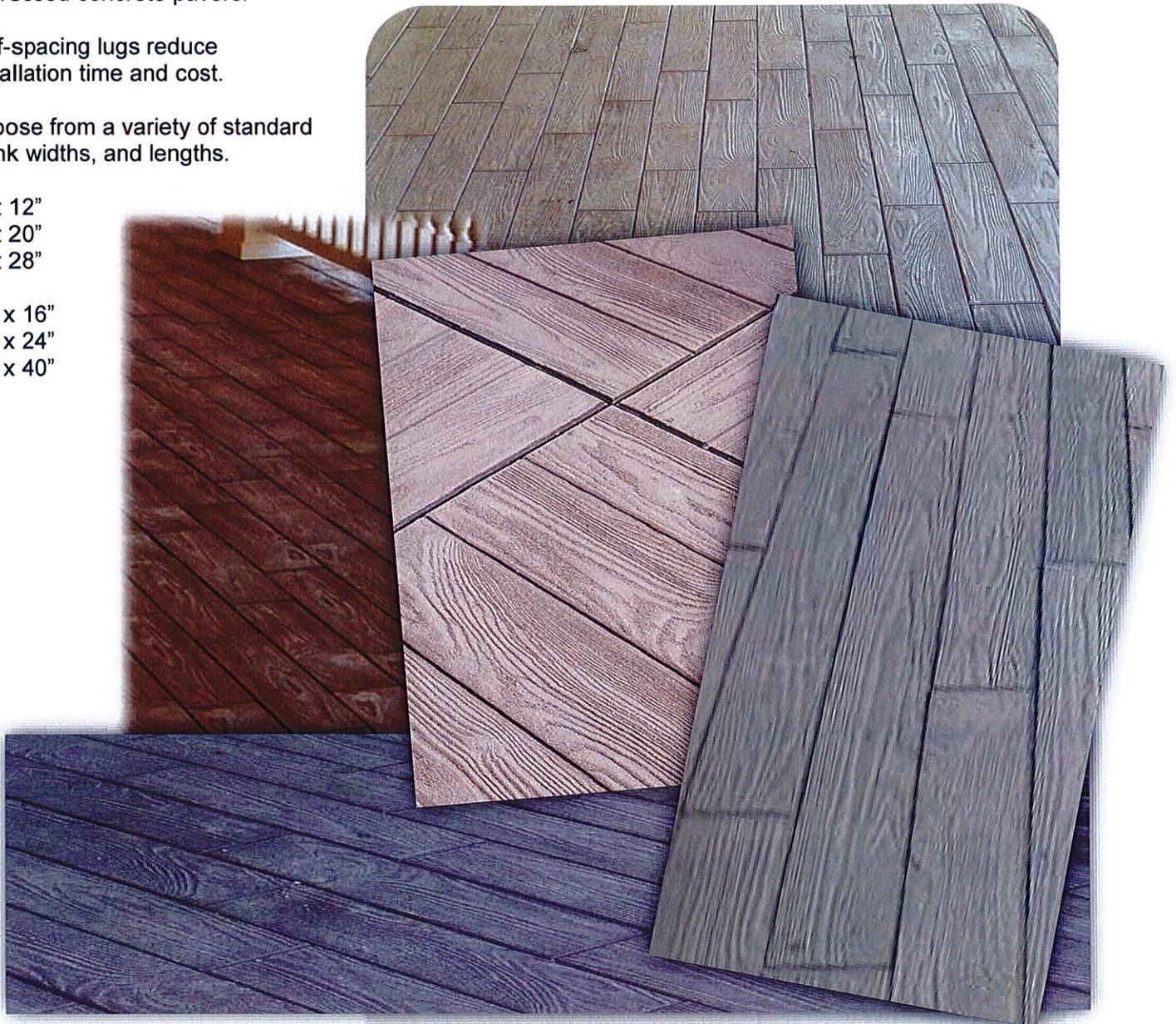
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6" x 28"

12" x 16"

12" x 24"

12" x 40"



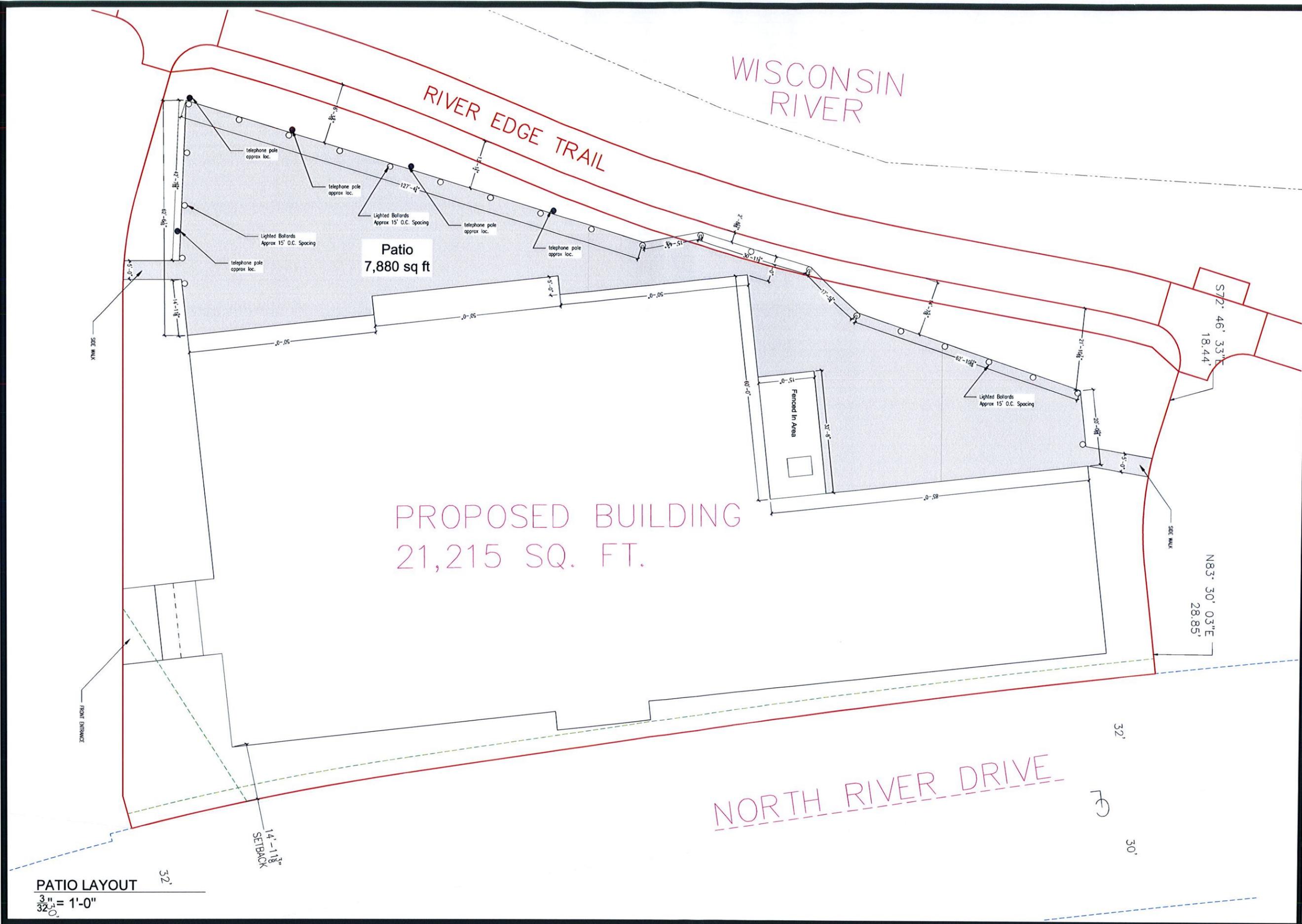
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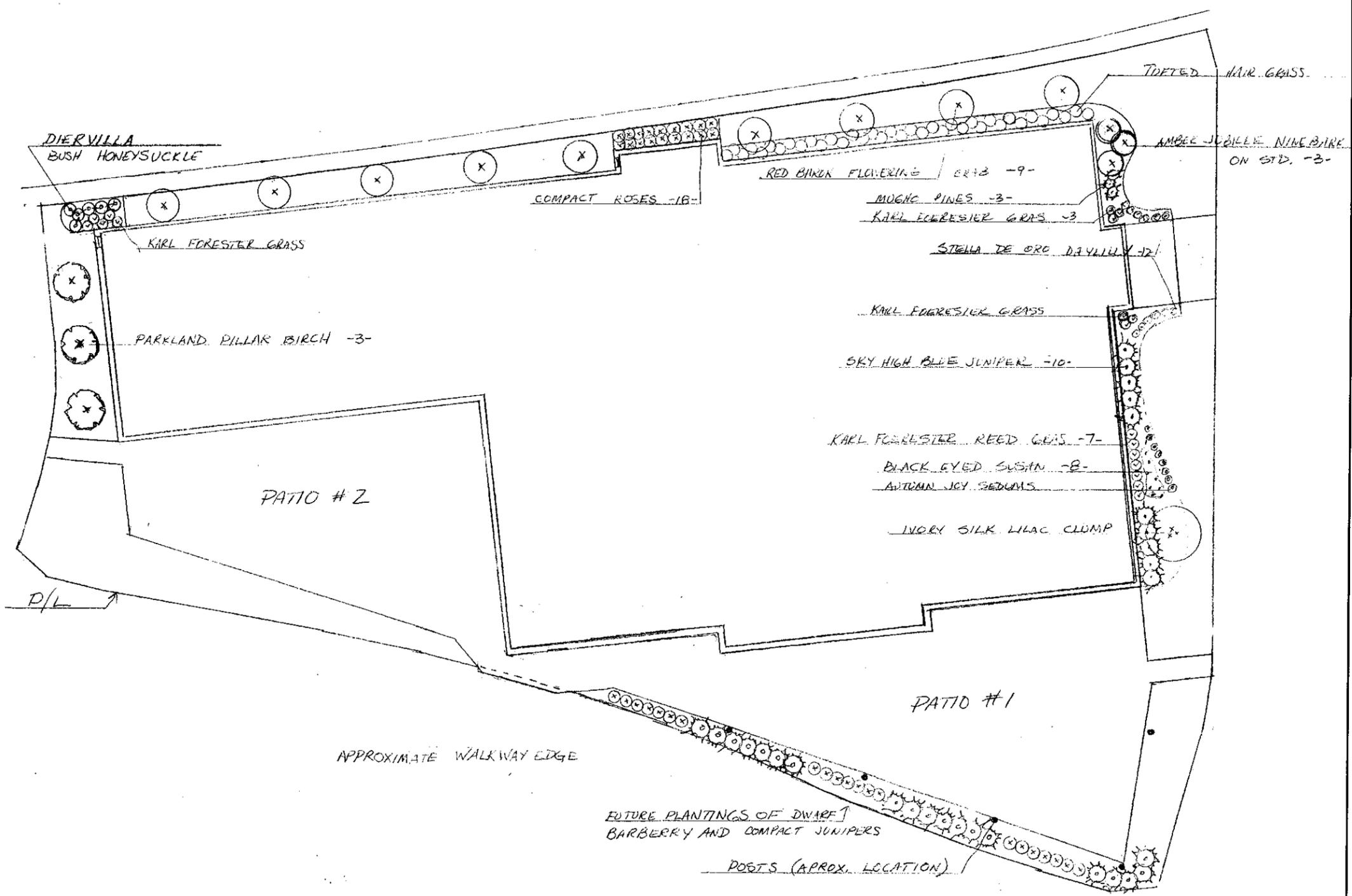
REVISIONS	
NUMBER	DESCRIPTION
1	SEE NOTES ON COVER SHEET
2	SEE NOTES ON COVER SHEET
3	
4	

**PROPOSED:**  
**WOW - BILL GREENWOOD**  
 WAUSAU, WI

SCALE As Noted	DATE
DRAWN BY DA	3/21/16
DRAWING DESCRIPTION GRADING PLAN	
PAGE SHEET 20 OF 19	

**PATIO LAYOUT**  
 $\frac{3}{32}'' = 1'-0''$





DATE: 8-12-16  
 SCALE: 1/8" = 10"  
 DRAWN BY: T.J.  
 SHEET:

WOW - BILL GREENWOOD

LANDSCAPE DESIGN /  
 CONSTRUCTION  
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 715 842 0619





**OFFICIAL PROCEEDINGS OF THE WAUSAU COMMON COUNCIL**

held on Tuesday, September 13, 2016, at 7:00 pm in the Council Chambers at City Hall.  
Mayor Mielke presiding.

**Roll Call**

9/13/2016 7:00:12 PM

Roll call indicated 10 members present.

<u>District</u>	<u>Aldersperson</u>	<u>Present</u>
1	Peckham, Patrick	NV
2	Wagner, Romey	YES
3	Nutting, David E.	YES
4	Neal, Tom	YES
5	Gisselman, Gary	YES
6	McElhane, Becky	YES
7	Rasmussen, Lisa	YES
8	Kellbach, Karen	YES
9	Gehin, Joe	YES
10	Abitz, Sherry	YES
11	Smith, Dennis	YES

**16-0907 Refer back**

9/13/2016 7:23:32 PM

Motion by Wagner, second by Gisselman to refer back the Resolution of the Plan Commission approving a conditional use at 317 East Kent Street to allow for material storage such as dirt, sand and compost, in a R3, Two Family Residence District - to revise this resolution by limiting the time and days of operation of this conditional use.

Wagner stated there hasn't been a change on how things are practiced, but we now have a lot of activity in the area due to the Curling Club and soccer complex. He indicated he has been receiving complaints about this operation every year for all six years he has been on the Council. The Plan Commission minutes indicated that nothing will change, but the residents continue to complain about the dirt and the dust when the wind blows it on their houses so that they can't sit on their patios or hang laundry on the line; they have to close their windows and wash them. There have also been complaints about the trucks and mixers going right at dawn and sometimes into the evening. He opposed this conditional use, but felt Plan Commission should at least have put some kind of restrictions on the time of day and days of the week. He stated it should go back to Plan to determine if there is something they can do to appease the neighbors with at least a specific time period and/or better guidelines.

*Vote to refer back:*

Yes Votes: 10    No Votes: 0    Not Voting: 1    Result: PASS

## CAPITAL IMPROVEMENTS AND STREET MAINTENANCE COMMITTEE

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Date of Meeting: August 11, 2016, at 5:30 p.m. in the Council Chambers of City Hall.

Members Present: Gisselman, Kellbach, McElhaney, Rasmussen, Abitz

Also Present: Mayor Mielke, Lindman, Wesolowski, Sean Gehin, Graham

In compliance with Chapter 19, Wisconsin Statutes, notice of this meeting was posted and received by the *Wausau Daily Herald* in the proper manner.

Noting the presence of a quorum, at approximately 5:30 p.m. Chairman Gisselman called the meeting to order.

### **Review of traffic, speed and intersection sight distance at Northwestern Avenue and Gold Ridge Way**

Gisselman explained this is coming back from various discussions at Council with regard to a proposed development and traffic on Northwestern. Gehin stated in June traffic counters were placed on Northwestern near Gold Ridge Way. The reports generated found that roughly 3,000 vehicles per day use Northwestern Avenue. The 85<sup>th</sup> percentile speed was 43 MPH with the average speed at 38 MPH. Graham reviewed accidents at this intersection for the time period of August 2011 to August 2016. There were zero intersection-related accidents, meaning an accident resulting from an activity, behavior or traffic control which effects a unit's movement in relation to an intersection. Eight crashes occurred within 20' and .5 miles from the intersection. These included 3 crashes with a deer, 3 crashes involving vehicles traveling too fast for conditions, 1 crash involving a vehicle failing to have control, and 1 rear-end collision near the top of the hill where the driver said there was glare from the sun.

Gehin said after looking at the intersection sight distance, there is not enough sight distance to the south to turn right or left from the side road. The posted speed limit on Northwestern is 35 MPH. However, it was determined that there is enough sight distance to accommodate a posted speed limit of 30 MPH. Staff can look at ways to mitigate issues with vision. Rasmussen said going forward we should keep an eye on this as speed was a factor in a number of the accidents. If necessary, we may have to look at a speed reduction along with aggressive enforcement if we cannot redesign something to clear up the problem.

Abitz and Lindman observed traffic in this area. There is a definite blind spot when turning left off of Gold Ridge Way. In order to have clear vision, Abitz feels the road would have to be straightened out and bushes removed as it is too late once you see the cars coming around the corner. She added that rear end collisions would be likely at the intersection where the proposed development would be unless the entrance is moved further east or a left turn lane is added. Rasmussen said that given what has been found there should be some recommendations given to the developer with how traffic would move in and out of their proposed development. The developer needs to make every effort to ensure safe ingress and egress. Abitz questioned if a blind spot ahead sign could be installed for the time being.

Lenz will be meeting with the developer early next week to relay this information. Depending upon where his driveways are, it may slow traffic. This intersection is outside of his particular project and if there are further concerns it may have to be addressed separately. Rasmussen noted that the developer also needs to address the berm, which was not addressed by this committee but would be a part of the Council discussion. Lenz indicated that the developer mentioned building a berm, but it was not shown on his plans. Staff has been encouraging the developer to show more detail on his plans.

Abitz asked if a blind intersection sign could be installed or if it would need committee approval. Lindman wants to make sure this falls within the Uniform Traffic Code. Graham noted it is an advisory sign and would not need committee approval.

September 9, 2016

Mr. Brad Lenz, AICP  
City Planner  
407 Grant Street  
Wausau, WI 54403

Brad:

I am requesting to be placed on the September 20<sup>th</sup> Planning Commission agenda to be considered for a Precise Implementation Plan – Phase 1 Grading of the NWA Holdings, LLC property located at 2121 Northwestern Avenue. There are additional addresses associated with this property which I did not list. Since 2014, I have been working toward securing UDD approval for this site to construct apartment buildings. At first the process was slow as I was depending on others to complete work toward the approval process. As of November of 2015 I have been working with REI Engineering, Star Environmental and the Wisconsin DNR to satisfy myself and the City of Wausau that this project can be built in a safe, environmentally suitable manner. I have a project overview detailing a construction sequence and methodology as well as timeline and maps which show the proposed site grading as well as cross-sections and landscaping. I have also been in numerous meetings with the City of Wausau Engineering Department regarding the serviceability of this property with sewer and water utilities.

I believe that all questions from the neighbors (the nearest house to the nearest grading activity will be roughly 700 feet) have been answered. The City of Wausau Engineering Department completed a traffic study on Northwestern Avenue as requested and I had a sight distance analysis completed which shows a minimum sight distance of 600 feet. The Manual of Uniform Traffic Control Devices Table 3 shows a required intersection sight distance of 390 feet at 35 mph and a minimum sight distance of 500 feet at 45 mph. Even though the speed limit is 35 mph the majority of the traffic would be traveling between 35 and 45 mph.

I am still interested in seeing the connection of the off-road trail system from the Eau Claire Conservancy to Camp Sturtevant and hopefully beyond. I will do what I can to see the trail become a reality.

Sincerely,

Dan Higginbotham



Member  
NWA Holdings, LLC

Date: September 8, 2016

Owner: NWA Holdings, LLC.

Re: Phase 1 of UDD Plan to construct 8-unit buildings per site plan.

**Project Overview:** This land was purchased in 2014. Shortly after purchase we began working with Premier Group to design and construct apartment buildings on this property. We had an accepted offer on the property and Premier was moving forward with design and implementation. A general development plan was approved in 2014. Just prior to a Precise Implementation Plan in November 2015, Premier decided that there existed too much uncertainty to the final project design. They could not adequately visualize the project in its final graded form to feel comfortable with making a commitment to the project.

At that time, we decided to begin from scratch, utilizing our own development team to move the project forward. This gives us better control over each step of the project. So, since late last fall, NWA Holdings, LLC has retained REI Engineering to complete a stormwater management plan for this property. This plan is presently under review by the Wisconsin DNR and the City of Wausau. We would like to complete the grading phase of the project and then either sell the project to a third party or gather a group of local investors to build it out ourselves.

**Phase 1 of the overall project will be the grading.** There is about 120,000 Cubic yards of material which must be moved to achieve the overall grading plan. About 60,000 Cubic yards will be moved on-site to raise the lower (easterly) side of the property and 60,000 Cubic yards of rock will be moved offsite. Two different haul routes are available. The first haul route is Northwestern Avenue heading Northwesterly into the City of Wausau. The second haul route is south across the Eau Claire River. We can move some of the material across the ice in winter. We have been in contact with the Wisconsin DNR relative to this option.

**Grading Plan:**

1. Place Erosion Control silt fence along the lower side of the property.
2. Move the overburden from the slope to fill the easterly side of the property creating the detention basin.
3. Topsoil, seed and mulch the slopes of the detention basin
4. Create a berm 4 feet high on the backside of the ditch along the south side of Northwestern Avenue this berm will be outside of the Northwestern Avenue R/W following the backslope of the ditch away from (south of) the ditch bottom.
5. Topsoil, seed, mulch and e-mat the slopes of the berm. We are planning to create the major slope at a 2 1/2:1 pitch and have it be completely vegetated with a no-mow grass. This would be just like the Bridge Street slope of the new Ministry building.
6. Remove rock enabling the slope to be cut down to form a gently sloping surface upon which to build the apartment buildings. The great majority of this rock is loose. There will be a small

amount of blasting necessary, but not until a person has completed the majority of the removal. As such, the blast area will be protected from view by the material already excavated.

7. Complete the Phase 1 grading. Finalizing all slopes. All slopes 3:1 and greater will be topsoiled, seeded, mulched and e-matted.
8. Topsoil, seed and mulch all areas not to be immediately disturbed.

**Methodology:** As you can discern from the cross-sections, there is quite an amount of material to be moved on this site. The material varies from rock to sand. We would stockpile some of the better sand that is found on the east end of the project for pipe bedding and under building slabs. We would then use excavators and haul trucks to move overburden from the north slope and create the 4 foot berm along Northwestern Avenue. This area would then be seeded and e-matted for final stabilization as that should never again be disturbed. We would then move more of the overburden into the detention area creating the backslope of the detention pond. Again, we would seed and e-mat this area immediately to prevent erosion. We would then finish grading the east end of the project site making this area ready for buildings and utility installation. We would stockpile rock as it was uncovered in the process of balancing the site for later processing. The project will proceed from east to west until complete.

**Phases 2 and 3 will include installation of utilities, building construction and paving.**

The sewer will drain from west to east following the finished grade of the site. The sewer will drain into a lift station which will pump the sewage via a forcemain which will extend north across Northwestern Avenue and dump into a gravity manhole. The watermain will also extend across Northwestern Avenue to tie into the existing City water utility. Storm drainage will flow southeasterly into a detention pond at the east end of this site. The overflow from the detention basin flows into a natural drainage connection which flows to the Eau Claire River via a bridge under the railroad tracks

The building construction will begin on the east end of the project with Phase 2 being the easterly 6 buildings and Phase 3 being the westerly 6 buildings. Phase 2 and 3 should encompass one building season each. Phase 2 would be constructed in late 2018 and Phase 3 in 2019.

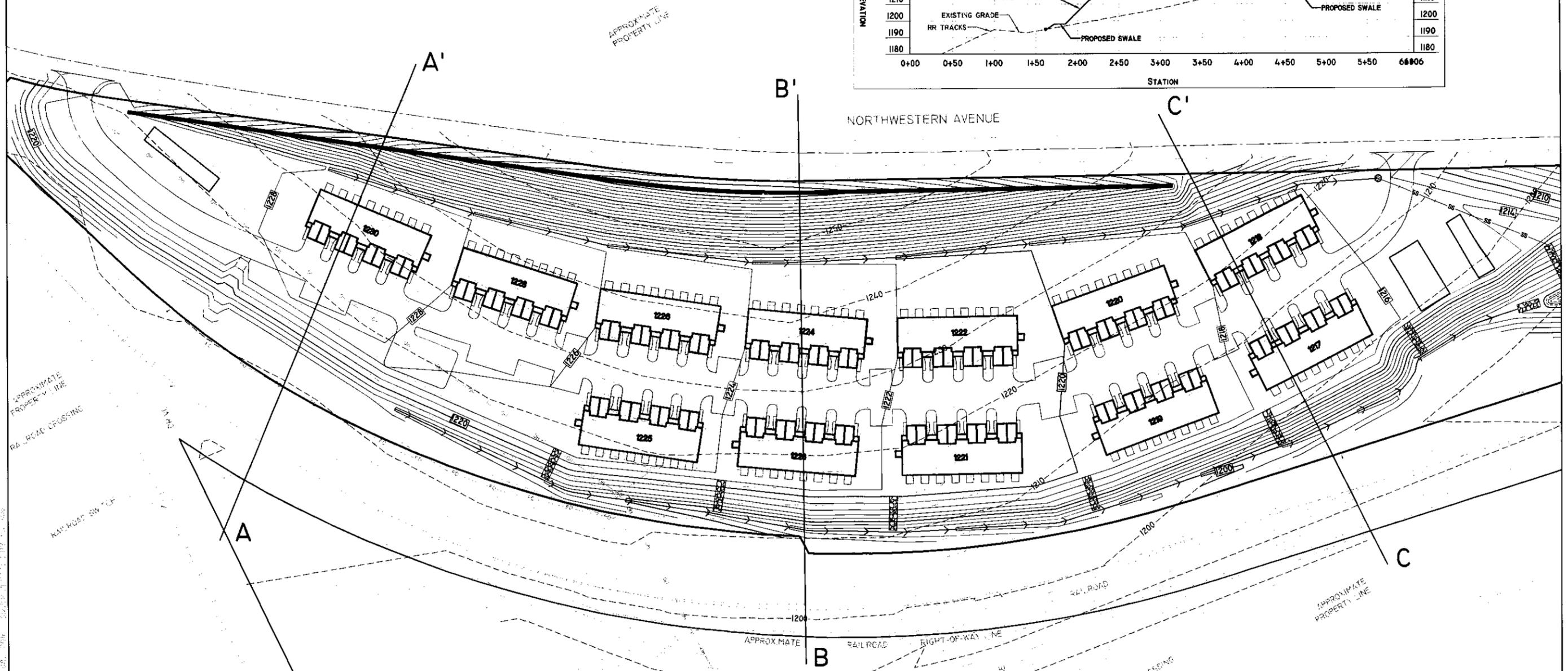
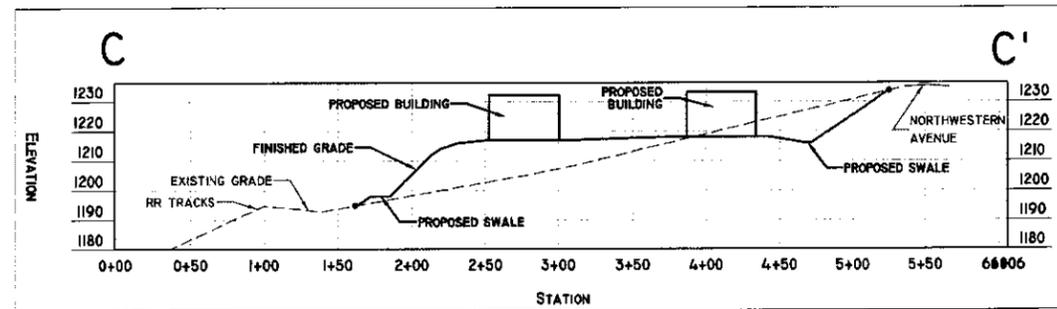
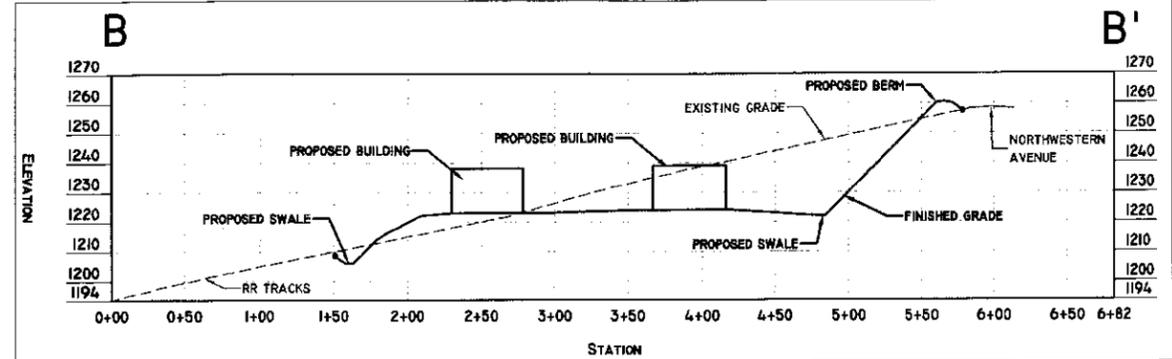
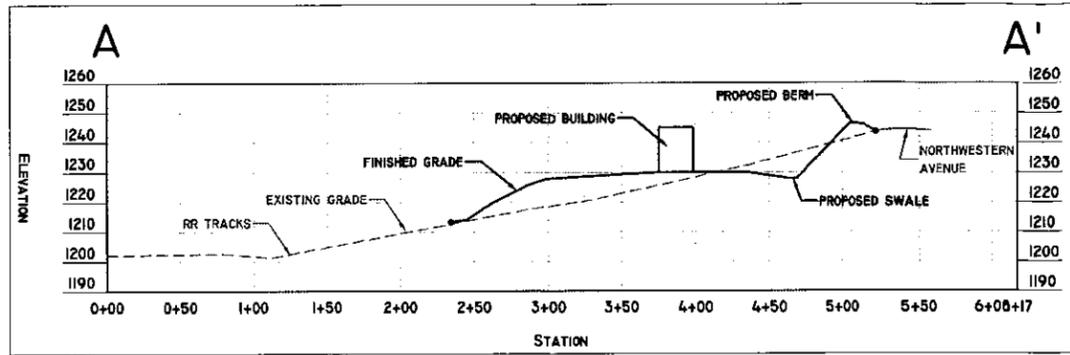
**Timeline:**

Commence grading work Late Fall 2016. Complete grading work by September 2018.

This work will not be continuous, but will likely be in short bursts of intense activity. Work hours are generally 7 am to 7 pm 5 days per week with some Saturday work. It is safe to say that once we get below the surface into the rock that we would be hidden from view and sound. The nearest home is a quarter mile from where the majority of the work is occurring.

There would be screening operations occurring when the rock is being removed and crushing which would occur for about 6 weeks at a time. I estimate that we would have the crusher on-site twice throughout the course of the project. The last time the crusher is on-site, the base course would be made which would be used on the parking areas of this site.

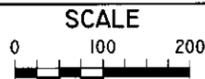
For safety purposes, signs would have to be placed which would alert traffic to trucks hauling during our periods of activity.



REI Engineering, Inc.  
4080 N. 20TH AVENUE  
WAUSAU, WISCONSIN 54401  
PHONE: 715.675.9784 FAX: 715.675.4060  
EMAIL: MAIL@REIENGINEERING.COM



**REI** CIVIL & ENVIRONMENTAL  
ENGINEERING, SURVEYING

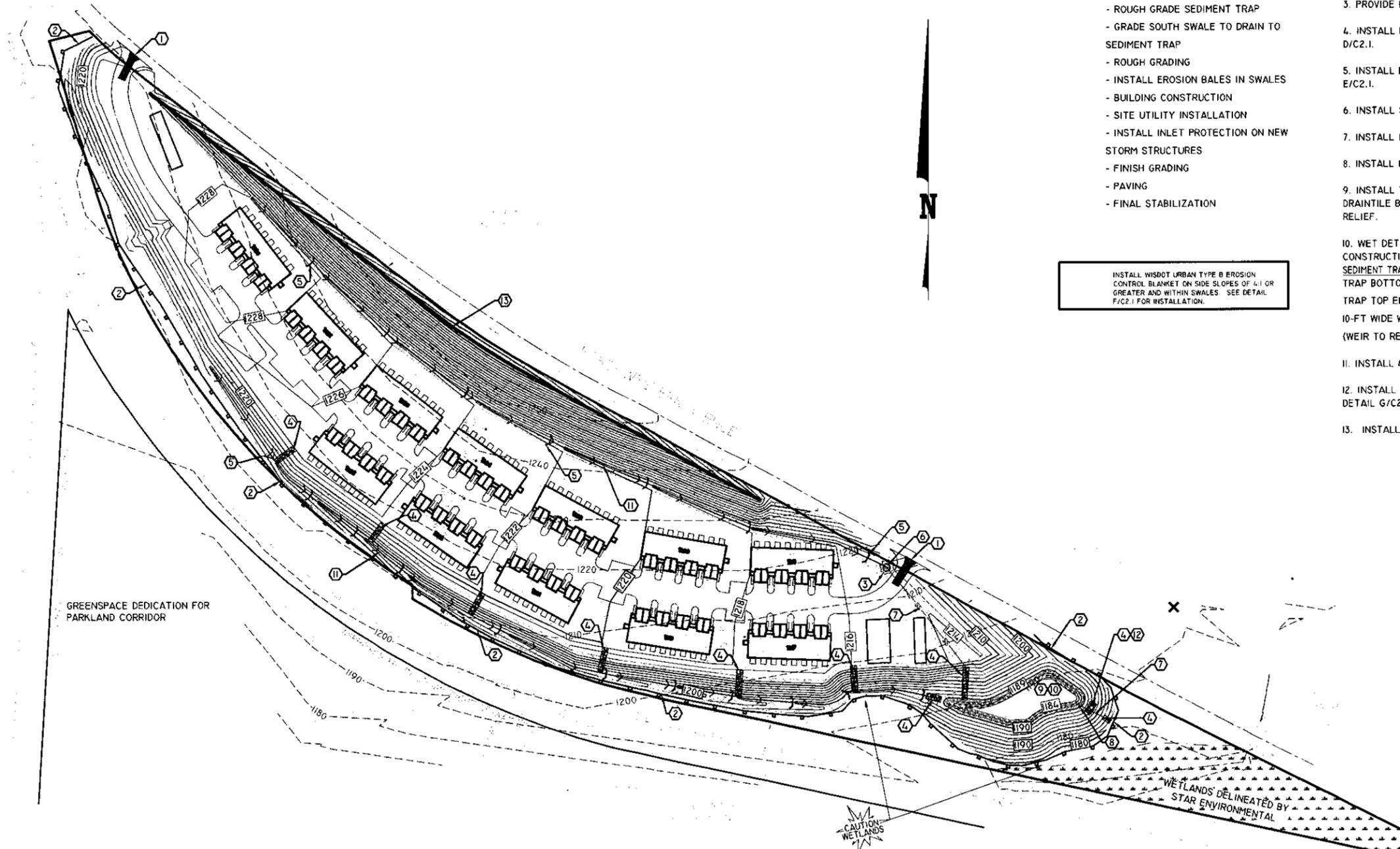


DATE	REVISION	BY	CHK'D

DESIGNED BY: DDD	CHECKED BY: GSW
SURVEYED BY: P.R.L.C.	APPROVED BY: JUB
DRAWN BY: NAP	DATE: 02/26/2016

**CROSS SECTIONS**  
NWA HOLDINGS, LLC - EAU CLAIRE CROSSING  
7306 ZINSER STREET  
WESTON, WISCONSIN 54476

**REI**  
REI No. 7224  
SHEET X-SECTIONS



- SUGGESTED SEQUENCING:**
- PROVIDE CONSTRUCTION ACCESS.
  - INSTALL SILT FENCE
  - ROUGH GRADE SEDIMENT TRAP
  - GRADE SOUTH SWALE TO DRAIN TO SEDIMENT TRAP
  - ROUGH GRADING
  - INSTALL EROSION BALES IN SWALES
  - BUILDING CONSTRUCTION
  - SITE UTILITY INSTALLATION
  - INSTALL INLET PROTECTION ON NEW STORM STRUCTURES
  - FINISH GRADING
  - PAVING
  - FINAL STABILIZATION

INSTALL WISDOT URBAN TYPE B EROSION CONTROL BLANKET ON SIDE SLOPES OF 4:1 OR GREATER AND WITHIN SWALES. SEE DETAIL F/C2.1 FOR INSTALLATION.

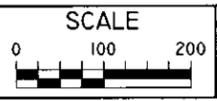
**KEYED NOTES**

1. TEMPORARY CONSTRUCTION ENTRANCE/EXIT. SEE DETAIL A/C2.1.
2. INSTALL SILT FENCE. REINFORCE SILT FENCE WITH TIE BACKS OR STRAW BALES ON FENCE ADJACENT TO WETLANDS. SEE DETAIL B/C2.1.
3. PROVIDE INLET PROTECTION. SEE DETAIL C/C2.1.
4. INSTALL LIGHT RIPRAP ON TYPE R GEOTEXTILE FABRIC. SEE DETAIL D/C2.1.
5. INSTALL EROSION BALES @ 24" OF GRADE DROP OR 200' MAX. SEE DETAIL E/C2.1.
6. INSTALL STORM AREA DRAIN. SEE DETAIL A/C2.2.
7. INSTALL 12" HDPE PIPE @ 0.50% MIN. SEE DETAIL B/C2.2.
8. INSTALL 12" STAND PIPE. SEE DETAIL C/C2.2.
9. INSTALL TYPE B WET POND LINER. SEE DETAIL D/C2.2. INSTALL DRAINTILE BENEATH LINER OR LINER VENTING SYSTEM FOR GROUNDWATER RELIEF.
10. WET DETENTION POND TO BE USED AS SEDIMENT TRAP DURING CONSTRUCTION. SEE DETAILS E/C2.2 & F/C2.2  
 SEDIMENT TRAP DETAILS  
 TRAP BOTTOM ELEV. = 1190.00 OR DEEPER  
 TRAP TOP ELEV. = 1194.00  
 10-FT WIDE WEIR ELEV. = 1193.00  
 (WEIR TO REMAIN IN PLACE FOR PERMANENT RELIEF)
11. INSTALL 4-FT WIDE WATER QUALITY SWALE. SEE DETAIL H/C2.1.
12. INSTALL 10-FT WIDE BROAD CRESTED WEIR @ ELEVATION 1193.00. SEE DETAIL G/C2.2.
13. INSTALL 4-FT WIDE TRAFFIC CONTROL BERM. SEE DETAIL G/C2.1.

**NOTES:**

- (A) CONTRACTOR IS RESPONSIBLE FOR LOCATING & VERIFYING ALL EXISTING UNDERGROUND UTILITIES PRIOR TO CONSTRUCTION, AND IS RESPONSIBLE FOR ANY DAMAGE TO THEM DURING CONSTRUCTION.
- (B) CONTRACTOR IS RESPONSIBLE FOR CONTACTING ALL UTILITY COMPANIES AND COORDINATING ALL PROPOSED UTILITY RUNS, INSTALLATIONS AND RELOCATIONS.
- (C) CALL DIGGERS HOTLINE @ 811 OR 1-800-242-8511 AT LEAST 5 WORKING DAYS PRIOR TO EXCAVATING.
- (D) ADJUST ALL MANHOLES, INLETS, AND VALVE BOXES TO FINISH GRADE.
- (E) DEWATERING SHALL BE PUMPED TO UPLAND AREAS OR TO A GEOTEXTILE FILTER BAG IN ACCORDANCE WITH WDNR TECHNICAL STANDARD #1061. PROVIDE ANTI-SCOUR PROTECTION AND MAINTAIN NON-EROSIVE FLOW DURING DEWATERING ACTIVITIES. NOTIFY MELISSA YARRINGTON WDNR (715-359-0192) PRIOR TO DEWATERING.
- (F) INSTALL EROSION MAT ON ALL REVEGETATED SLOPES 4:1 OR GREATER AND WITHIN WATER QUALITY SWALES AS SHOWN. SEE DETAIL F/C2.1
- (G) CONTRACTOR SHALL ABIDE BY THE WDNR CONSERVATION PRACTICE STANDARDS FOR INSTALLATION AND MAINTENANCE OF EROSION CONTROL.
- (H) GRADING CONTRACTOR SHALL ENSURE POSITIVE DRAINAGE BETWEEN PROPOSED IMPROVEMENTS AND EXISTING CONTOURS.
- (I) IN AREAS WHERE THE PARKING LOT DRAINS ONTO ADJACENT GRASS AREAS. MAINTAIN ASPHALT 1" ABOVE GRASS.
- (J) CONTRACTOR SHALL PROVIDE TEMPORARY STABILIZATION OF ANY UN-VEGETATED GROUND PRIOR TO WINTER BY TEMPORARILY SEEDING, HYDROMULCHING OR EMATting.
- (K) CONTRACTOR SHALL PROTECT WETLANDS DURING CONSTRUCTION. NO EARTH DISTURBANCE WITHIN WETLANDS IS PERMITTED.

**REI Engineering, INC.**  
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 EMAIL: MAIL@REIENGINEERING.COM

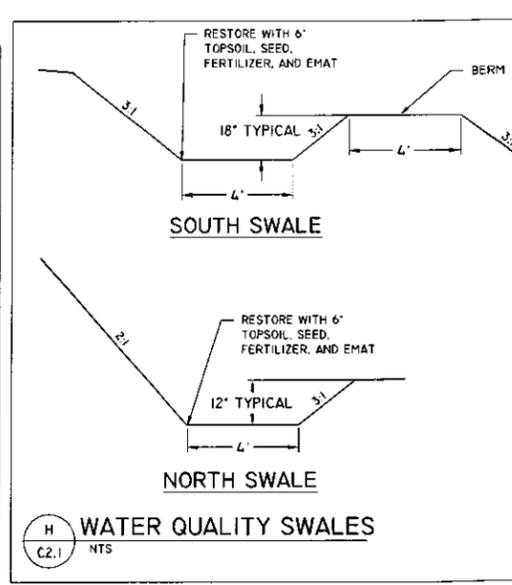
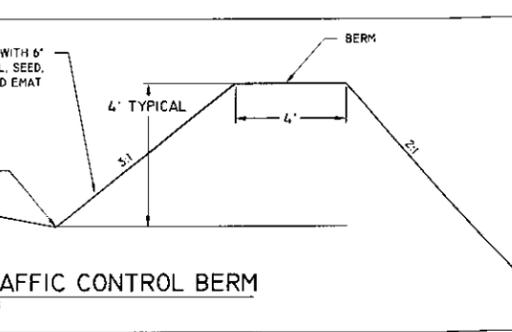
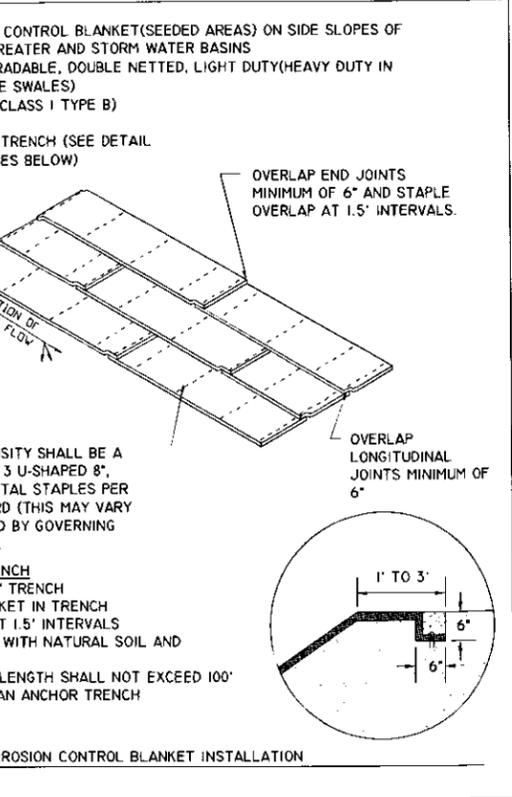
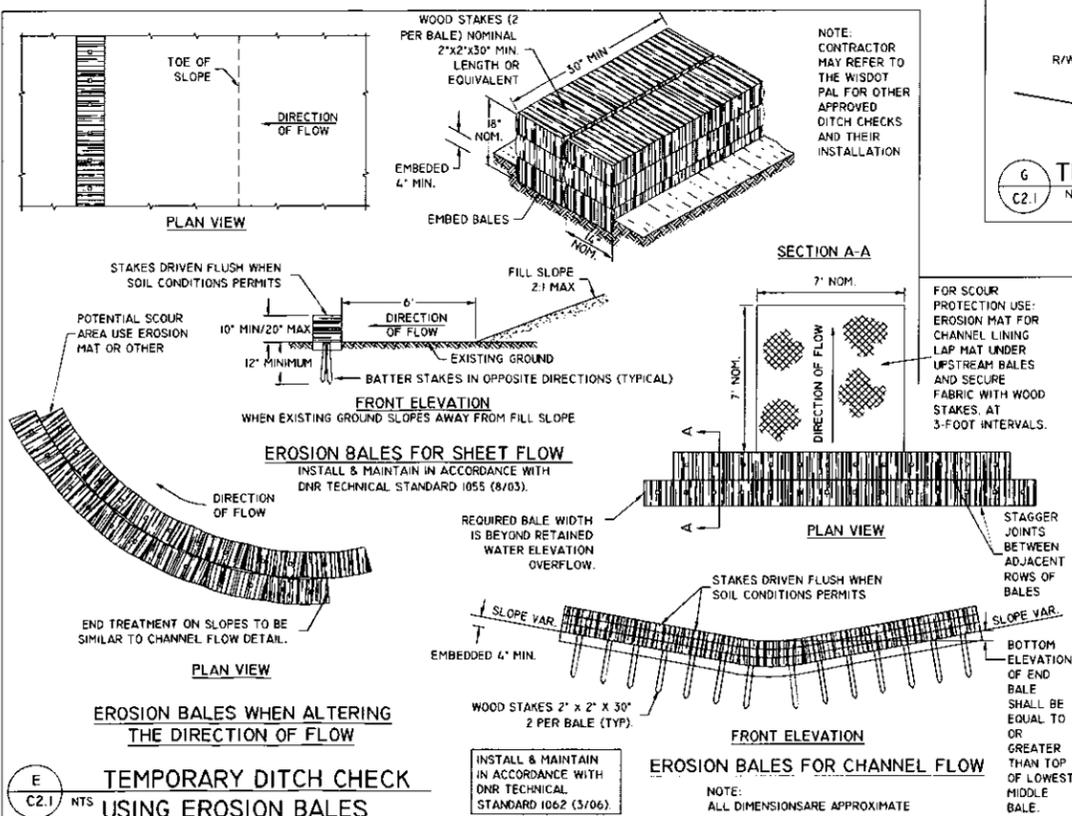
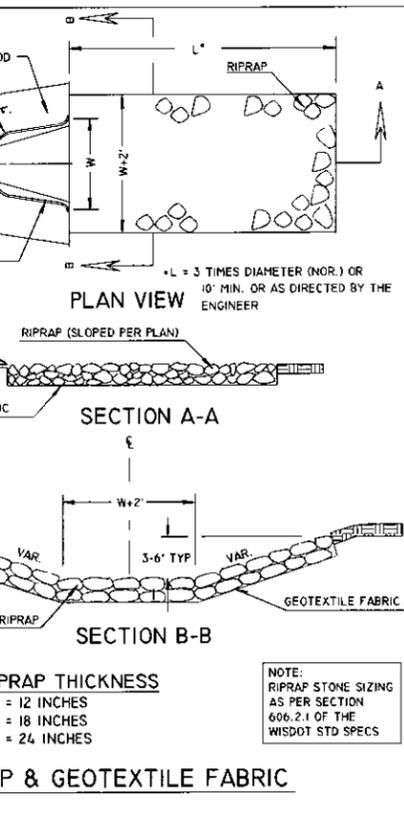
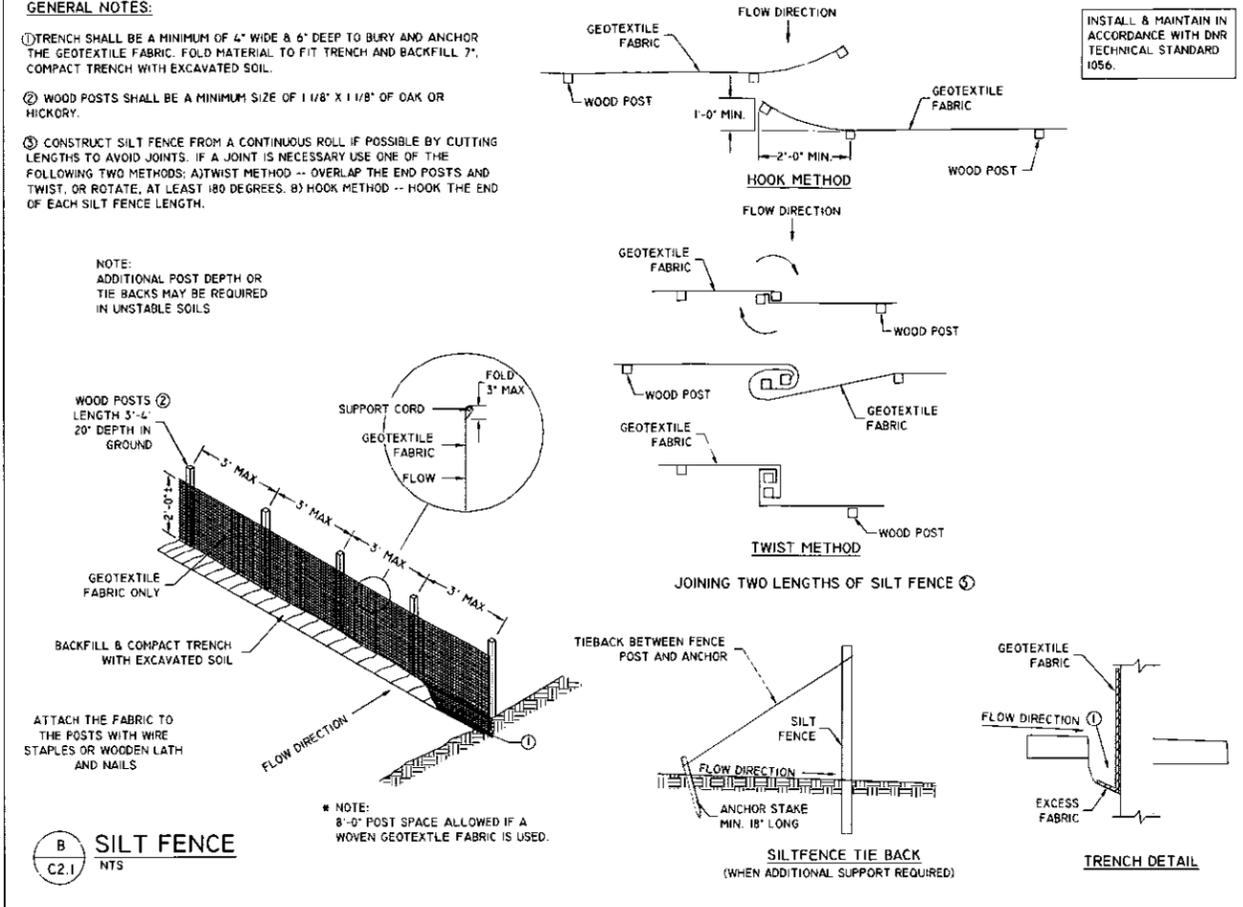
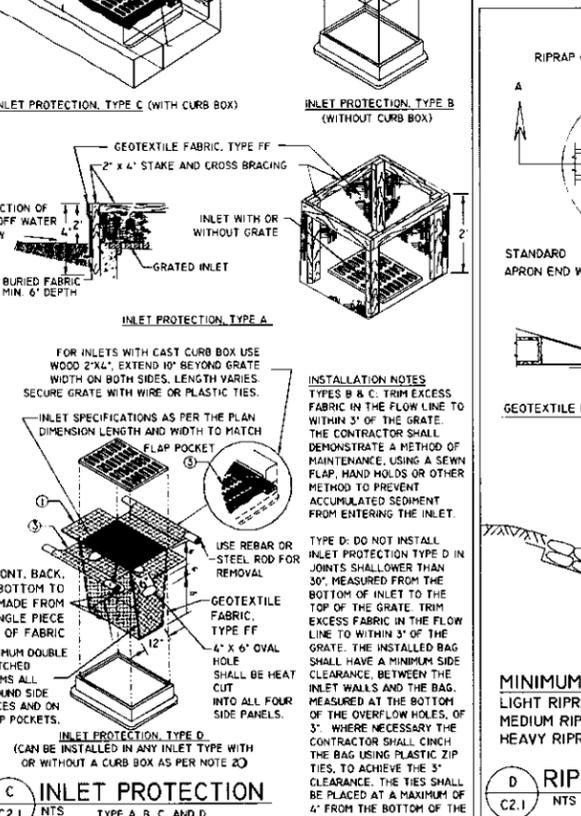
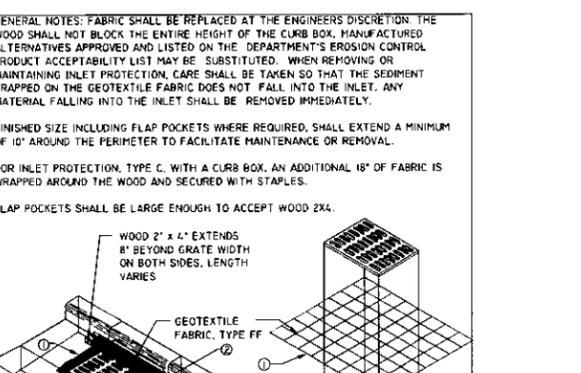
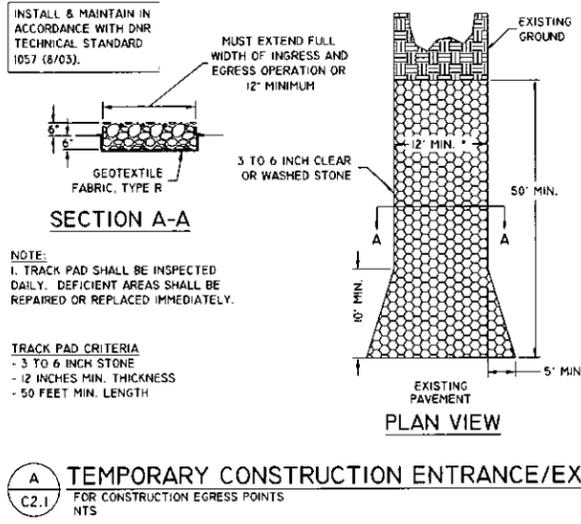


DATE	REVISION	BY	CHK'D
09/09/2016	CITY COMMENTS, REVISED GRADING FOR TRAFFIC BERM	GSW	JJB
07/29/2016	SOUTH SWALE, POND, WDNR COMMENTS	GSW	JJB

DESIGNED BY: DDD	CHECKED BY: GSW
SURVEYED BY: P.R.L.C.	APPROVED BY: JJB
DRAWN BY: DDD	DATE: 02/26/2016

**GRADING, EROSION CONTROL & UTILITY PLAN**  
 NWA HOLDINGS, LLC - EAU CLAIRE CROSSING  
 7306 ZINSER STREET  
 WESTON, WISCONSIN 54476

**REI**  
 REI NO. 7224  
 SHEET C2



REI Engineering, Inc.  
2080 N. 20TH AVENUE  
WAUSAU, WISCONSIN 54401  
PHONE: 715.675.9784 FAX: 715.675.4060  
EMAIL: MAIL@REIENGINEERING.COM

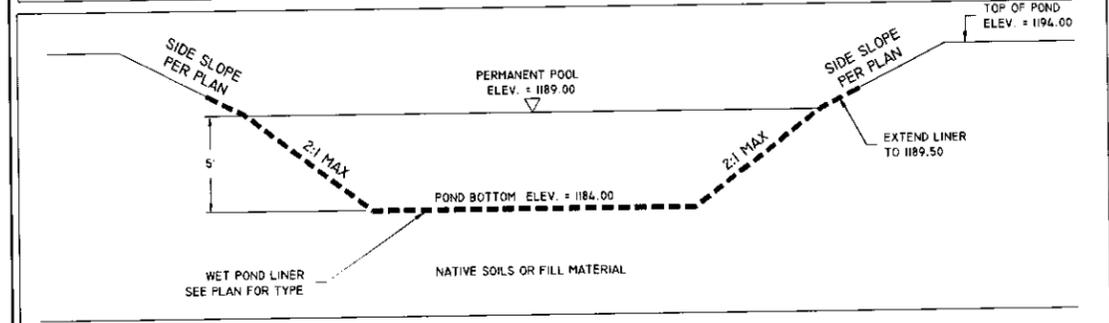
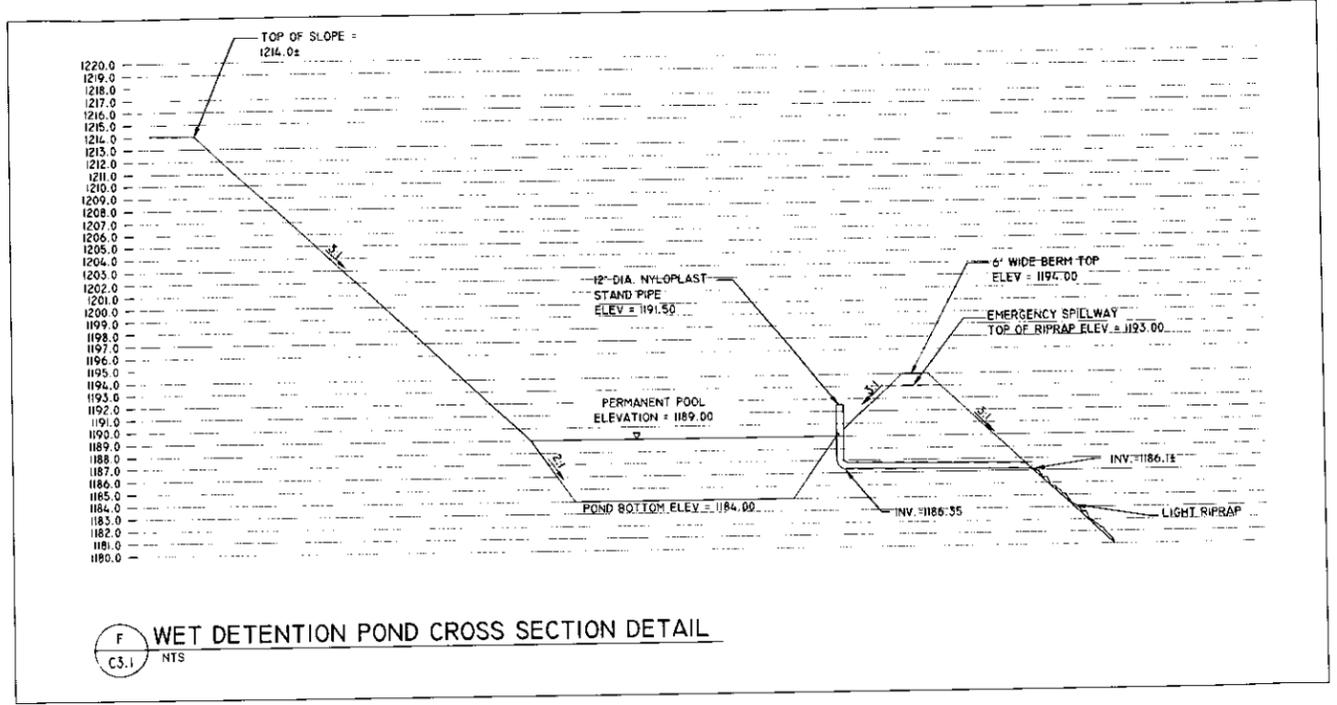
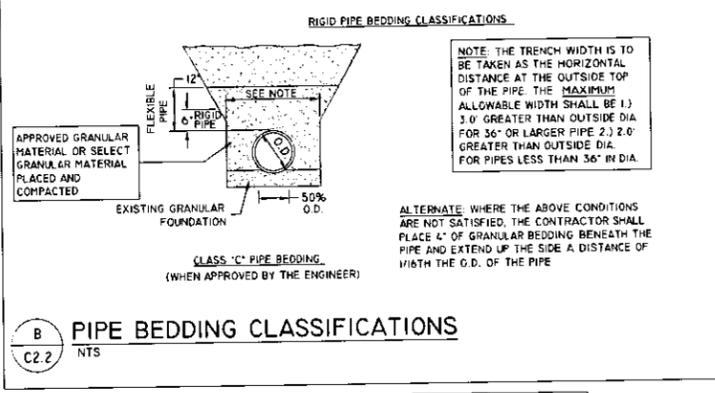
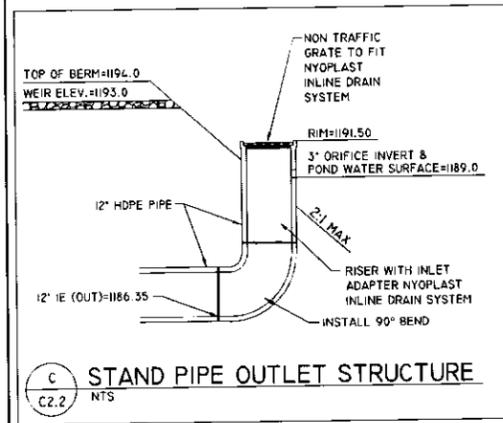
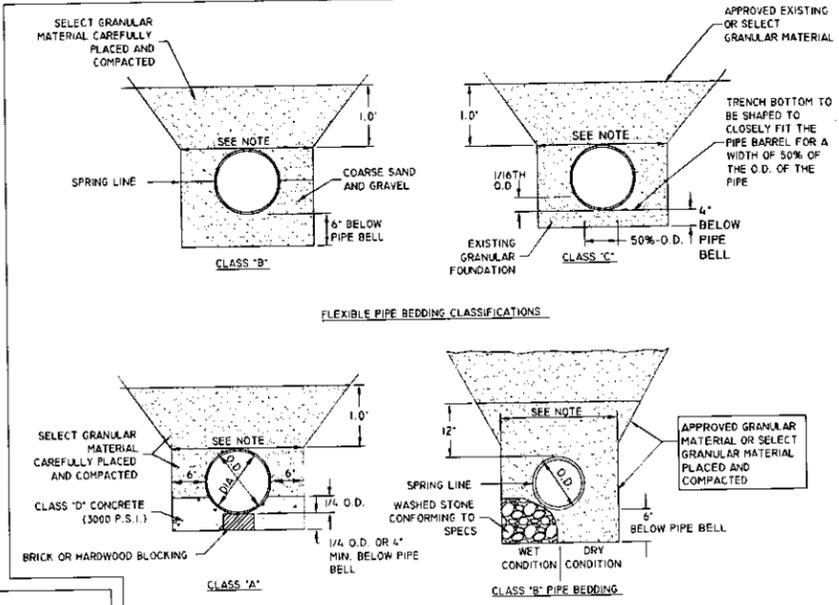
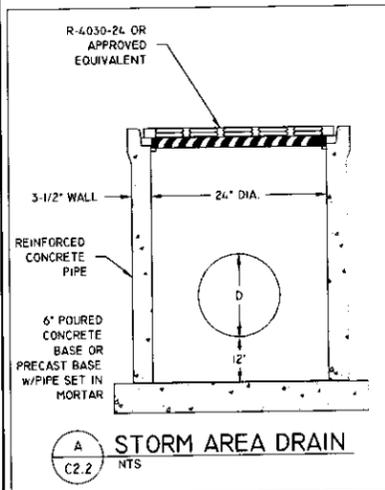
**REI** CIVIL & ENVIRONMENTAL  
ENGINEERING, SURVEYING

NO SCALE

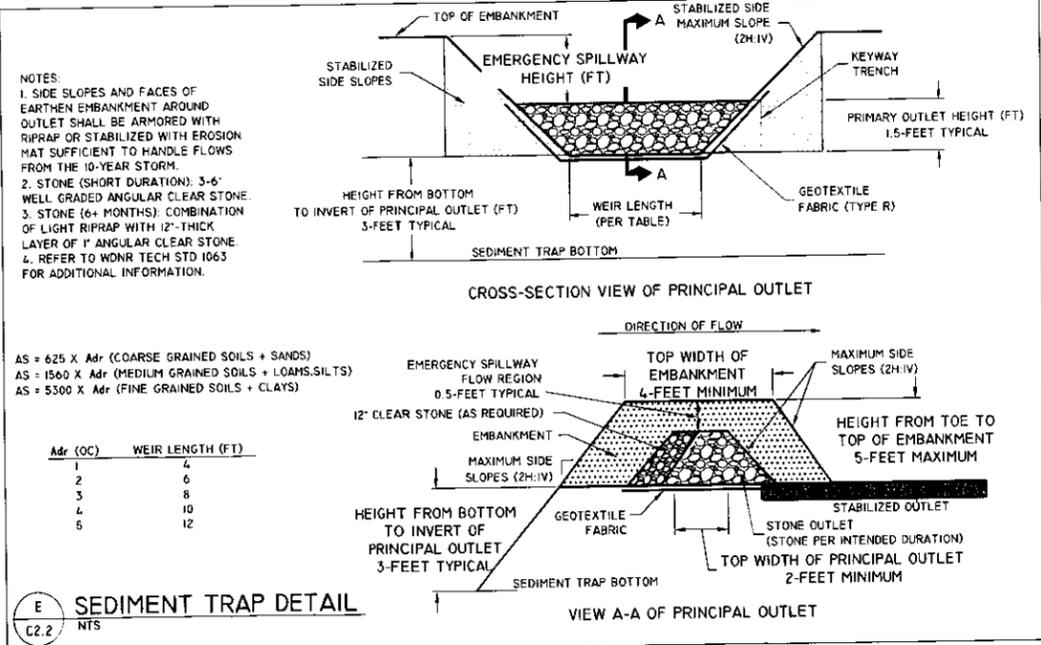
DATE	REVISION	BY	CHK'D	DESIGNED BY: DDD	CHECKED BY: GSW
03/08/2016	CITY COMMENTS, ADDED DETAILS G & H	GSW	JJB	SURVEYED BY: P.R.L.C.	APPROVED BY: JJB
07/29/16	ADDED EMAT DETAIL F	GSW	JJB	DRAWN BY: DDD	DATE: 02/26/2016

EROSION CONTROL DETAILS  
NWA HOLDINGS, LLC - EAU CLAIRE CROSSING  
7306 ZINSER STREET  
WESTON, WISCONSIN 54476

REI No. 7224  
SHEET C2.1

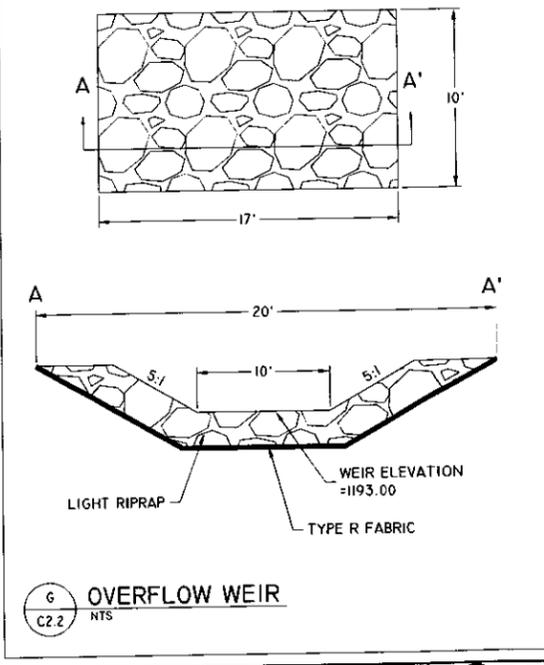


- GENERAL POND LINER SPECIFICATIONS**  
(REFER TO APPENDIX D OF WQNR TECHNICAL STANDARD 1001 FOR DETAILED SPECIFICATIONS)
- TYPE A LINER**
    - CLAY LINER: MINIMUM THICKNESS OF 2 FEET WITH AN IN-PLACE HYDRAULIC CONDUCTIVITY OF  $1 \times 10^{-7}$  CM/SEC OR LESS.
    - HDPE: MINIMUM THICKNESS OF 60 MIL.
    - GCL: GEOSYNTHETIC CLAY LINER PER NRCS SPECIFICATIONS OUTLINED IN APPENDIX D.
  - TYPE B LINER**
    - CLAY LINER: MINIMUM THICKNESS OF 2 FEET WITH AN IN-PLACE HYDRAULIC CONDUCTIVITY OF  $1 \times 10^{-8}$  CM/SEC OR LESS.
    - HDPE: MINIMUM THICKNESS OF 40 MIL.
    - PPL: MINIMUM THICKNESS OF 30 MIL.
  - TYPE C LINER**
    - SILT/CLAY LINER: MINIMUM THICKNESS OF 2 FEET
    - HDPE: ANY THICKNESS
    - PPL: MINIMUM THICKNESS OF 20 MIL
    - PVC: MINIMUM THICKNESS OF 30 MIL
    - EPDM: MINIMUM THICKNESS OF 45 MIL



NOTES:  
1. SIDE SLOPES AND FACES OF EARTHEN EMBANKMENT AROUND OUTLET SHALL BE ARMORED WITH RIPRAP OR STABILIZED WITH EROSION MAT SUFFICIENT TO HANDLE FLOWS FROM THE 10-YEAR STORM.  
2. STONE (SHORT DURATION): 3-6" WELL GRADED ANGULAR CLEAR STONE.  
3. STONE (6+ MONTHS): COMBINATION OF LIGHT RIPRAP WITH 12"-THICK LAYER OF 1" ANGULAR CLEAR STONE.  
4. REFER TO WQNR TECH STD 1063 FOR ADDITIONAL INFORMATION.

Adr (OC)	WEIR LENGTH (FT)
1	4
2	6
3	8
4	10
5	12



DATE	REVISION	BY	CHK'D	DESIGNED BY: DDD	CHECKED BY: GSW
03/02/2016	CITY COMMENTS	GSW	JJB	SURVEYED BY: P.R.L.C.	APPROVED BY: JJB
07/23/2016	REVISED ELEVATIONS ON DETAILS C & D	GSW	JJB	DRAWN BY: DDD	DATE: 02/26/2016

# CHAPTER 4

## LAND USE - DRAFT

(Part 2)

### Future Land Use

Determining future land uses are based on the previous chapters of this plan and future growth desires for the City. Using information from demographics, housing, economic development and the other chapters along with the goals and objectives helps create a land use vision for Wausau.

Those future uses are reflected in a future land use map. Two maps are presented in this plan. One for the lands within the current corporate limits and another for the area surrounding the City called the planning area. These maps are intended to reflect community desires and serve as a guide for local officials to coordinate and manage future development of the City.

#### A. Current City Boundary

Wausau is nearly built out within its existing corporate boundary of about 12,970 acres. Generally, it is expected that most of the current land uses will continue into the future. However, there are some areas where change is desired, including several redevelopment areas and some open space areas.

In an effort to categorize desired future land uses six basic categories were created. They are defined below:

##### City Center

This is an area of dense development and a mix of employment, commercial, and residential uses. It would include civic spaces for community gatherings and events. It would also be an area that is lively and designed for pedestrian access. Growth, development, and increased density would be encouraged.

##### Legacy Industrial

Smaller scale existing industrial uses, commonly found along rail lines and mixed among urban streets. These older industrial uses are often local hubs of accessible employment but can also be in conflict with neighboring residential uses.

##### Suburban Commercial and Industrial

These are areas with major employers, knowledge-intensive employers, industrial/business parks, industrial uses, and a range of commercial uses. These areas are generally served by cars not pedestrians, and not well suited for mixed use developments that include residential. Includes both single- and multi-tenant

commercial buildings, often located at major intersections and along arterial streets, and serve both neighborhood and regional commercial needs.

#### Urban Residential

These are areas primarily for residential uses with small lots and a street grid, including single-family and multi-family units. These areas may include some neighborhood-serving commercial, institutional, and public/semi-public uses within the area. Not expected to see significant new growth, other than replacement of existing building with those of a similar density.

#### Suburban Residential

These areas are primarily for residential uses with mostly single-family houses, with lower density and larger lot sizes, and often a non-traditional street grid. These areas may include some neighborhood-serving commercial, institutional, and public/semi-public uses within the area.

#### Public/Open Space

These areas include parks and open spaces as well as public and semi-public uses. Examples include schools, recreational facilities, government institutions, and public safety organizations.

These categories are roughly aligned with a “Transect” to provide an indication of expected density and scale appropriate within each of the categories. A Transect is a geographic cross section of a city or region used to identify a range of environments. For example, in a city the cross-section can be used to visualize various uses that vary by their level and intensity of urban character - ranging from rural to urban. See Map 3.

Land use and zoning are similar but they are not the same. Land use categories are more general, while zoning is much more detailed. Zoning is the legal tool to regulate specific land uses. Since the land use categories are generalized it is possible that more than one zoning district would correspond to each of the categories. Timing is also a consideration for zoning. Some of the areas identified on the future land use map may not be appropriate for certain zoning for five or ten years, based on other factors, such as the extension of specific infrastructure.

#### B. Planning Area

As Wausau grows it will continue to annex so it is important to monitor the area surrounding the City, called the planning area. Under state statute a city can exercise Extra-territorial plat review in unincorporated areas 3 miles around the city. This is the area defined as the “planning area” in this plan. In total this includes about 42,200 acres. The majority of the lands currently in the planning area are rural in nature, mainly agriculture with some other scattered uses.

Although the planning area is important to monitor, the more critical area for examination is that area contained in the Metro Sewer Service Area (SSA) plan. The SSA plan establishes a boundary where new development requiring municipal sewer and water can occur. When it was established in the 1980's, the SSA boundary was large enough in size to easily accommodate projected urban growth in the Wausau area over a 20-year period and also provide enough excess acreage to ensure efficient operation of the urban land market. The current SSA boundary area includes about 9,850 acres. Note that the SSA plan is in the process of being updated and the boundary is likely to change.

The SSA boundary establishes an initial limit for City expansion, since development that needs municipal sewer and water must be located within that boundary. This is the area where the City should concentrate official map activities related to the likely extension and development of several types of critical infrastructure, including collector and arterial streets, as well as complete more detailed sanitary sewer and water utility plans and for the development of stormwater management and water quality improvement activities. The boundary also establishes an area wherein City officials should more carefully review extraterritorial subdivision plats to ensure that these residential developments do not compromise the City's ability to grow into these areas in an efficient, cost-effective manner.

Both the "planning" and SSA boundaries are important to monitor. Land area closest to the existing corporate limit are the most important to monitor since they are most likely where annexations will take place and where land use conflicts might occur.

Municipal incorporations to both the north and south of the City, will limit annexation opportunities. Expansion to the north is now restricted by the recent incorporation of the Town of Maine, while expansion to the south is restricted by the presence of the City of Schofield and the Village of Weston. Other limits to expansion include the Wisconsin and Big Rib Rivers. Previous chapters and maps identified areas with various environmental restraints, such as wetlands and floodplains, within the area as well. Given these restrictions, future expansion of Wausau will likely occur to the east and/or west through annexation.

Generally, it is expected that the rural land uses throughout the planning area are expected to continue, while most of the change is expected to occur within the Sewer Service area. (Using the future land use categories, the map identifies...) This growth will happen over time, as market conditions are met. See Map 4.

## Existing Land Use Tools:

To implement the recommendations of the comprehensive plan there are some basic tools that are available to the City. These are zoning, subdivision ordinance, and official mapping.

### Zoning:

Zoning is the major tool used to regulate land uses and implement a comprehensive plan. The zoning ordinance regulates the use of property to advance the public health, safety, and welfare. It has been used throughout the United States and in Wisconsin since the 1920's.

Zoning regulations are adopted by local ordinance and consist of two basic things, a map and related text. A zoning ordinance creates different use zones or districts within a community. Each district has a list of permitted uses, which are uses that are desirable in a district. Each district may also contain a list of special uses, sometimes called special exceptions or conditional uses, which are allowed under certain circumstances, and require review by a local body in to be allowed. All other uses are prohibited.

Zoning should be derived from, and be consistent with, the policy recommendations adopted in the comprehensive plan. The desired land uses should “drive” the development of specific zoning ordinance provisions including district descriptions, permitted uses, conditional uses and the zoning map. This consistency has been important in upholding legal challenges in the Courts.

Achieving consistency between land use and zoning is required by State Statutes since 2010. This is important when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, including the goals, objectives, policies, and the future land use map. Generally, if a requested zoning is consistent with these components of the comprehensive plan, it should be approved, unless unique circumstances indicate the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the comprehensive plan, it should be denied.

In situations where a rezoning request is not consistent with the plan but the Common Council believes the requested zoning is appropriate in the specific location and would benefit the community, the zoning change should be approved; however, the comprehensive plan should be amended to establish land use and zoning consistency. The process for amending the plan is discussed in greater detail in the Implementation Chapter.

### Subdivision:

Subdivision regulation relates to the way in which land is divided and made ready for development. A community can control the subdivision of land by requiring a developer to meet

certain conditions in exchange for the privilege of recording a plat. While imposing conditions restricts the use of private property, the cumulative effect of land subdivision on the health, safety, and welfare of a community is so great as to justify public control of the process.

Of all the land use control devices available, subdivision regulation has probably the greatest potential. When compared with zoning, a well-administered subdivision control is more useful in achieving planning goals and its influence is far more lasting. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision regulations can ensure that those development patterns are consistent with community standards. Subdivision regulations can also ensure the adequacy of existing and planned public facilities such as schools, wastewater treatment systems, water supply, to handle new growth. Finally, subdivision regulation can help ensure the creation and preservation of adequate land records.

There is some overlap between zoning and subdivision codes in terms of standards. Both ordinances, for example, can set lot sizes. Both can deal with the suitability of land for development. Implementing important plan techniques such as rural cluster development often requires use of the zoning ordinance and the subdivision ordinance.

Under Wisconsin law, the City has authority to provide extraterritorial review of subdivision requests in the surrounding towns within one and one-half mile of its corporate limits.

#### Official Mapping:

Cities may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways and public transit facilities. The map may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

#### Other tools

##### *Extraterritorial Plat Review:*

Extraterritorial plat review allows the City to review, and approve or reject subdivision plats located within the extraterritorial area as long as the City has a subdivision ordinance or an official map. Statutes define the review area as the unincorporated areas within 3 miles of the City.

The purpose of the extraterritorial plan approval process is to help cities influence the development pattern of areas outside the City that will likely be annexed at some point. It also helps cities protect land uses near its boundaries from conflicting uses outside the City limits.

*Extraterritorial Jurisdiction Zoning:*

Extra-territorial zoning is tool allowed under Wisconsin Statutes. To do this, however, requires a lengthy three-step process including the creation of a joint committee consisting of representatives from the City and the Towns, which work together to adopt this tool.

This joint committee prepares a proposed plan and regulations for the extraterritorial area and submits it to the City, which may adopt it as proposed or resubmit the proposal to the joint committee for changes. In either case, the proposed regulations must receive a favorable majority vote from the joint committee before the City can adopt them.

Following the planning process it is critical that the zoning ordinance, subdivision ordinance and other tools be updated to incorporate the findings of the plan.

## Goal, Objectives and Policies

**Land Use Goal:** *The City of Wausau will balance the land use needs of the community to maximize the land's potential.*

Objective 1: Maintain a harmonious balance of existing land uses within the City.

- a. Ensure a mix of land uses which promote a livable community.
- b. Identify residential areas that are threatened or currently subjected to incompatible land use activities and implement policies that mitigate or eliminate these disruptive activities.
- c. Segregate industrial areas from other activities to reduce the extent of possible land use conflicts.
- d. Review and update zoning and land division ordinances to reflect the plan.

Objective 2: Encourage full use of land within the City boundaries, including redevelopment and infill development of underutilized areas.

- a. Eliminate brownfield sites in the City through clean-up efforts, redevelopment activities, and rehabilitation projects.
- b. Avoid the creation of new brownfield sites by encouraging the safe and controlled management of hazardous products and materials.
- c. Develop and maintain a list of buildings and properties with potential for development or redevelopment. Work with property owners, area realtors, MCDEVCO, and others to proactively market these properties.
- d. Develop and maintain a City-wide blight elimination plan that identifies existing blighted buildings and sites, establishes programs for mitigating blight and preventing its spread, and sets priorities for blight elimination based upon the fiscal and manpower resources available.
- e. Continue to fund the housing and commercial site rehabilitation programs of the Community Development Department and the code enforcement program of the Inspections Department.
- f. Utilize funding programs and incentives, such as matching grants, Federal Community Development Block Grant funds, and tax-increment financing (TIF), to facilitate redevelopment.
- g. Coordinate public actions and investments, such as property consolidation, road reconstruction, and provision of public utilities, to encourage and facilitate private investment in areas targeted for revitalization or new development.

Objective 3: Carefully consider expansion of City boundaries through annexation of land adjacent to the City.

- a. Explore the use of incentives to encourage annexation of certain town properties that impede the orderly growth of Wausau or reduce the efficiency or cost-effective provision

- of urban services. Such incentives may be useful in eliminating several existing town peninsulas that are nearly surrounded by incorporated area.
- b. Utilize the City's extraterritorial zoning review to plan for the annexation and development of land outside of the Wausau City limits within the extraterritorial planning area.
  - c. Maintain the City's current policy of not extending municipal sewer and water services to properties located outside of the City limits.
  - d. Cooperate with the unincorporated towns adjacent to the City to develop boundary agreements, land use plans, and initiate the adoption of extraterritorial zoning within the City's three-mile extraterritorial jurisdiction area.
  - e. Work with adjacent towns to identify locations where new public infrastructure and facilities will likely be needed in the future.
  - f. Utilize extraterritorial plat review authority to ensure development in areas without public utilities occurs in a manner that allows for efficient extension of utilities in the future and the further subdivision of the individual lots as utilities are extended.
  - g. Work with adjacent towns to strategically reserve for public use the land needed for new and improved streets and other public infrastructure and facilities, including neighborhood parks, community parks, storm water detention basins, parkways, lift station sites, water reservoirs, and sewer and water main routes.
  - h. Work with Marathon County and Wisconsin DNR to ensure that updates and amendments to the sewer service area plan includes sufficient areas for the future expansion of the City.

## CHAPTER II: IMPLEMENTATION - DRAFT

### A. Overview

The implementation chapter is intended to provide a summary of actions necessary to carry out the goals and objectives determined through the planning process. Under Wisconsin Statutes, beginning on January 1, 2010, any program or action of a local governmental unit that affects land use is required to be consistent with that local governmental unit's comprehensive plan, this includes:

- official mapping established or amended under s. 62.23;
- local subdivision regulation under s. 236.45 or 236.46;
- zoning ordinances enacted or amended under s. 62.23;
- zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231;

### B. Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are ordinances. In particular, the zoning ordinance and subdivision (or land division) regulations are the primary regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; including decisions about how the community will utilize its financial resources.

#### Zoning Ordinance and Map

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

The establishment of zoning districts and the zoning map indicates where development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned.

However, there may be situations where changing the zoning district boundary is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future

land use map should only be changed if it does not accurately reflect the community's desired land use pattern.

#### Subdivision (Land Division) Ordinance

Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset.

#### Capital Improvement Plan (CIP)

This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned expenses. A CIP prioritizes expenditures in a way that can influence where and when development or redevelopment occurs, and can be a powerful tool in implementing the goals of the comprehensive plan.

#### Annual Operating Budget

The City prepares a budget each year. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of city residents, priorities set by the city council, and the related work plans identified by each department. The budget and the services provided by that budget are instrumental in achieving the goals and objectives of the plan.

#### Other Tools

Other tools that can implement the comprehensive plan and influence development in Wausau include: fee simple land acquisition, purchasing or acquiring easements, transfer or purchase of development rights, deed restrictions, land dedication, impact fees, utility districts and fees (such as stormwater) building permits, and other ordinances that include stormwater and erosion control requirements.

### **C. Plan Amendments & Updates**

The Wausau Comprehensive Plan is intended to be a "living" document. While the plan is intended to provide a long-term framework for the community, it must also be responsive to change. As things change so should the plan. Over time it is expected that numerous things, from the economic climate to social demands will create a need for change. As such, the comprehensive plan should be reviewed periodically.

#### Amendments

Amendments are minor changes to the plan. Periodically, development proposals or changing circumstances within the City may trigger consideration of an amendment. Examples may include requests to change the zoning of a parcel to a use that is inconsistent with the future land use map in the Comprehensive Plan, changes recommended through a detailed planning effort conducted by the City, or a simple error

in the document. The City will address these issues on an as-needed basis, rather than waiting for a scheduled review of the plan.

The following criteria should be considered when reviewing plan amendments:

- The change is consistent with the overall goals and objectives of the Comprehensive Plan.
- The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- There is an annexation of new lands into the city.
- There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- The change corrects an error made in the plan.

Upon Plan Commission review and resolution to make recommended changes to the plan, the City Council shall call a public hearing to allow citizens time to review and comment on the recommended plan changes. The public hearing shall be advertised using a Class I notice. Based on public input, staff and plan commission recommendations, as well as other facts, the council will then formally act on the recommended amendment(s).

### Updates

Under current law, it is required that an update of the comprehensive plan be undertaken once every ten (10) years. See State Statute 66.1001. Updates will ensure that not only the data and other information is current, but also the plan's goals, objectives, and policies reflect the desires and needs of the city. An update will also include a review of all planning maps. However, it is recommended the plan be reviewed at least once every five years. Some critical parts of the plan, such as the Future Land Use Plan Map, might warrant annual review.

It is important that all segments of the public are involved in the update process. Thus, a Public Participation Plan is required to ensure that the public is engaged in the planning process.

#### **D. Consistency Review**

There are no known inconsistencies among the planning chapters. This Plan, having been prepared as a single unit, is consistent in its parts and there is no inconsistency between them.

In the future, as plan text and map amendments occur, it is important that city staff and the plan commission conduct consistency reviews. These reviews will ensure that changes do not conflict with other sections of the plan.

#### **E. Comprehensive Plan Goals**

Below is a review of the plan goals identified in each chapter of the Comprehensive Plan. These serve as an overall policy guide for the City of Wausau.

Natural Resources Goal: The City of Wausau will continue to protect and enhance the quality of significant natural resources.

Cultural Resources Goal: The City of Wausau will continue to preserve historic sites and support cultural opportunities for community residents.

Housing Goal: The City of Wausau will continue to offer equal access to quality, affordable housing.

Utilities and Community Facilities Goal: The City of Wausau will provide high quality utilities and community facilities to all residents in a cost-effective and cost-efficient manner.

Transportation Goal: The City of Wausau will provide a safe and efficient transportation network that will facilitate the movement of people and goods throughout the community.

Economic Development Goal: The City of Wausau has a diverse economy that is a place of opportunities where people and businesses can grow and be successful.

Downtown Goal: The City of Wausau will continue to strengthen downtown Wausau as the heart of the City and surrounding region.

Land Use Goal: The City of Wausau will balance the land use needs of the community to maximize the land's potential.

Intergovernmental Cooperation Goal: The City of Wausau will continue to strengthen and expand its cooperative activities with all levels of government to improve the provision of public services and facilities.

#### **F. Measuring Plan Progress**

To implement the goals of the comprehensive plan, various objectives and policies that relate to each chapter of the plan were developed. These are intended to provide direction to local leaders and staff, as well as citizens of the City of Wausau for the implementation of the Comprehensive Plan.

To measure progress towards meeting these goals, objectives, and policies, a variety of actions need to take place. Therefore, the task to measure plan progress, is as simple as determining if any action was taken or not, and if that action was taken according to the timeline. These “targets” will provide guidance to the city when specific actions are to be initiated. Based on the targets, measures of progress in achieving implementation of the comprehensive plan can be examined.

It should be noted that many of the policies identified in the plan are continuous or on-going and should also be monitored to measure the plan’s overall success. Objectives can be categorized by the time it may take to accomplish them, generally short-term, or 1 to 5 years, mid-term, or 6 to 10 years, and long-term or 10 years or more.

It is recommended that a periodic “Plan Status” report be prepared to summarize the progress toward implementation. This report might be jointly developed by various city departments, as related to their involvement in the implementation of the goals, objectives, and policies developed within this plan. Ultimately, the success of the planning process will be measured by the future quality of life and prosperity experienced by both residents and visitors to Wausau.

#### **G. Overall Plan Recommendations**

Implementation of this plan depends on the willingness of local officials to use it as a guide when making decisions that affect growth and development in the City. This section outlines some recommendations to implement the goals, objectives, and policies that are contained in the previous chapters of this plan.

These recommendations are:

1. The City Council should adopt the plan and use it as a guide for decision making.
2. The Plan Commission should become knowledgeable of the plan and use it to justify recommendations to the City Council on development issues.
3. The City should encourage citizen awareness of the Comprehensive Plan. It is also important that developers are aware of the plan.

4. City staff should incorporate the goals, objectives and policies of the plan into annual work plans and budgets.
5. The City should review its Zoning Ordinance to establish consistency between the two documents and incorporate any needed changes.
6. The City should periodically review the Comprehensive Plan and update the document in ten years.

In addition, there are a variety of specific efforts/tasks identified within the previous plan chapters to begin to make strides toward reaching the Goals and Objectives of the Plan. It is recommended that these projects be ranked or prioritized. These efforts and tasks should be assigned to standing committees for implementation.

After each project title, a list of the relevant plan chapters is included for reference. Chapter codes are:

NR = Natural Resources,  
CR = Cultural Resources,  
HO = Housing,  
TR = Transportation,  
UCF = Utilities and Community Facilities,  
ED = Economic Development,  
DT = Downtown,  
LU = Land Use, and  
IG = Intergovernmental Cooperation.

#### Stormwater Management Plan/Water Quality Plan (NR, UCF)

The City should develop a new Stormwater Management Plan or Water Quality Plan that includes a major stormwater management component to address the stormwater management issues within the City and plan to meet the upcoming TMDL standards.

#### New Historical Survey (CR, DT)

The City still relies on the 1984 *Final Report Intensive Historic Survey, City of Wausau, Wisconsin* as the most extensive report on the architecturally and historically significant properties within the City. This report needs to be updated.

#### Redevelopment Property Inventory (HO, ED, LU)

The City should develop and maintain a thorough database or inventory of properties in the City which are underutilized or otherwise ready for potential redevelopment. This includes commercial and industrial properties which could be redeveloped for industrial, commercial, or residential use, as well as vacant, underutilized, or blighted properties in residential neighborhoods which need maintenance or redevelopment.

#### Neighborhood/Area Level Plans (HO, TR, ED)

To focus in more detail than is possible in the city-wide Comprehensive Plan, the City should develop neighborhood level plans for areas within the City, addressing housing, transportation, economic development and land use issues at a detailed local level. These plans should set a foundation for new infill housing and establish a pragmatic way to deal with mixed use development including reuse of old commercial and industrial properties.

#### Community Health Assessment (HO, TF, UCF)

“A community health assessment is a systematic examination of the health status indicators for a given population that is used to identify key problems and assets in a community. The ultimate goal of a community health assessment is to develop strategies to address the community’s health needs and identified issues.” This tool could be used to improve the health and livability of the City.

#### Pedestrian Inventory and Action Plan (TR, LU)

A missing component of the transportation plans within the City is a detailed report on pedestrian access and safety. A Pedestrian Inventory and Action Plan would include details such as signal timings and crosswalk distances, walk audits, and policy recommendations to improve issues and address traffic calming. The MPO Bicycle and Pedestrian Plan covers some of these topics on a wider scale, but the need remains for a City specific report. Alternatively, these issues could be folded into Neighborhood Level plans.

#### Zoning Code Update/Overhaul (HO, TR, LU)

The majority of the City Zoning Ordinance has not been changed since written in 1967. The text and map of the Zoning Ordinance could use a full overhaul to address and accommodate current land use needs and standards.

#### Bicycle Routes and Trails (NR, TR, UCF)

Wausau currently has several off-street trails for bicyclists and pedestrians, including the River’s Edge Trail which is nearing completion along the east side of the Wisconsin River. The River’s Edge Trail still needs work to be connected along the west side of the River and could also be expanded south to Memorial Park or north to Brokaw. There is interest in connecting the trail downtown Wausau with the Mountain-Bay State Trail which connects Weston to Green Bay. The City has a strong network of on-road bicycle routes, which could be expanded and connected to other communities. Other additional routes and trails should be considered to develop connections within the City and to other communities.

#### Commercial Corridor Revitalization Plan (ED)

Several of the commercial corridors within the City would benefit from detailed scrutiny and recommendations for improvement, including Stewart Ave, 3<sup>rd</sup> Ave, 6<sup>th</sup> Street, Bridge Street, and Grand Ave. This could be a citywide plan with sections for each corridor and overarching recommendations to improve commercial corridors across the City.

#### Riverfront Development (ED, DT)

The Wisconsin River is a major amenity within the downtown of the City. With construction taking place currently on the east side of the River south of Bridge Street, the River is being opened up to more people. Additional effort needs to be made to continue to develop the riverfront, on both sides of the River, and to allow for mixed uses, including residential. The south Riverfront, between Stewart Avenue and Oak Island Park, along River Drive, which is currently the site of several Marathon County buildings and the VFW, is an area for potential future redevelopment.

#### Downtown Area Projects (DT, HO, ED)

Topics to be included: the mall, increase housing, existing vacant lots, redevelopment of parcels to a higher use, parking and additional ramp capacity, underutilized parcels including surface parking, increase density, mixed use, implementation of wayfinding, and include the transition area between the downtown and the new East Riverfront development. Some previous plans which may have relevant recommendations specific to downtown include “City Visions” Plan and the recent Downtown Parking Study.

#### Wausau Metro Area Economic Development Strategy (ED)

Complete this project in cooperation with the surrounding municipalities to prepare a shared economic development assessment report and ultimately an economic development strategy.

#### Sustainability Policy Development (HO, DT, LU)

The City needs to develop a series of policies for sustainability within Wausau. This is related to, and should be included in, the zoning code update. Policies should provide a framework for discussions of sustainability within City government and among City regulations.

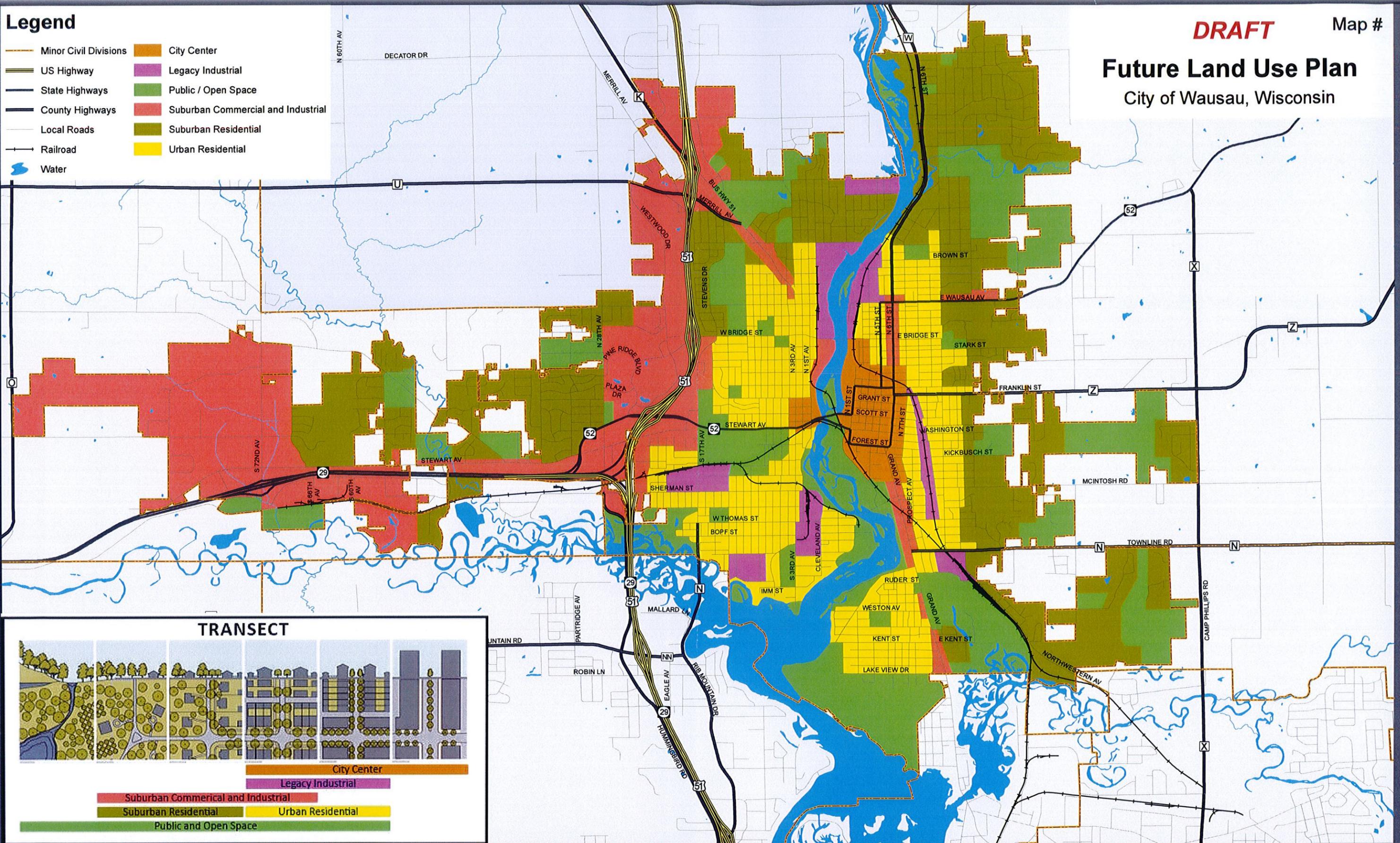
**Legend**

- Minor Civil Divisions
- US Highway
- State Highways
- County Highways
- Local Roads
- Railroad
- Water
- City Center
- Legacy Industrial
- Public / Open Space
- Suburban Commercial and Industrial
- Suburban Residential
- Urban Residential

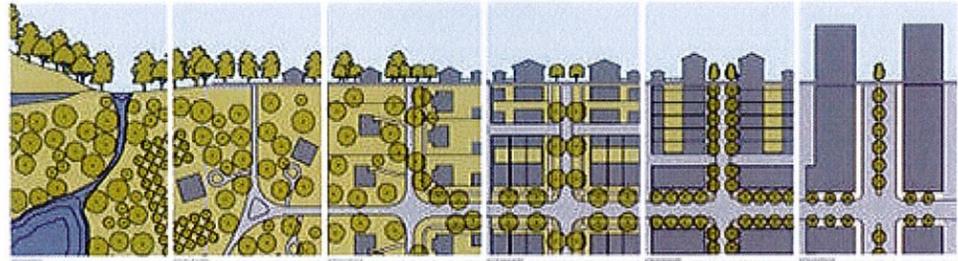
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Map #

**Future Land Use Plan**  
City of Wausau, Wisconsin



**TRANSECT**



- City Center
- Legacy Industrial
- Suburban Commercial and Industrial
- Suburban Residential
- Urban Residential
- Public and Open Space



**Comprehensive Plan**

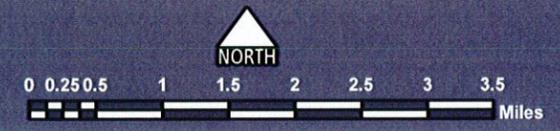
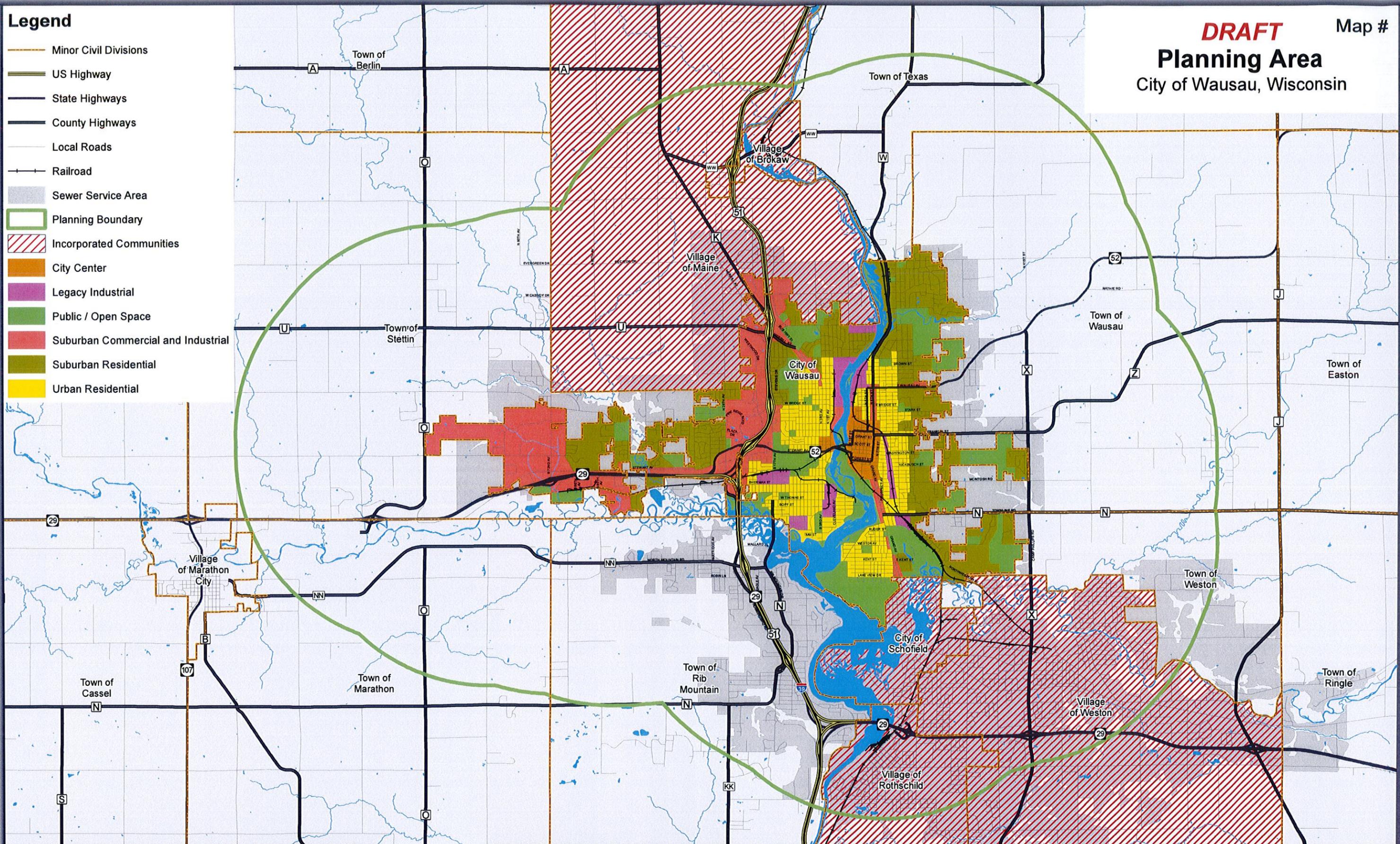
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SOURCE: NCWRPC, City of Wausau, Marathon County Geo Services

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**Legend**

-  Minor Civil Divisions
-  US Highway
-  State Highways
-  County Highways
-  Local Roads
-  Railroad
-  Sewer Service Area
-  Planning Boundary
-  Incorporated Communities
-  City Center
-  Legacy Industrial
-  Public / Open Space
-  Suburban Commercial and Industrial
-  Suburban Residential
-  Urban Residential

**Planning Area**  
City of Wausau, Wisconsin



**Comprehensive Plan**

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