OFFICIAL NOTICE MEETING & AGENDA
of a Board, Commission, Committee, Agency, Corporation, Quasi-Municipal Corporation, or Sub-unit thereof

Meeting: COMPREHENSIVE PLAN STEERING COMMITTEE – VILLAGE BOARD & PLAN COMMISSION

Date/Time: Wednesday, April 30, 2014 @ 5:30 P.M.
Location: Weston Municipal Center (5500 Schofield Ave) – Board Room
Members: L White(c), F Schuster(t), S Berger(t), M Porlier(t), S Jaeger(t), B Ermeling(t), J Ziegler(t), D Diesen, M Stenstrom, T Kollmansberger, H Zeyghami, M Maloney

AGENDA ITEMS FOR CONSIDERATION (All items listed may be action upon)

1. Call to Order
   a) Roll Call of Attendance
   b) Approval of Agenda / Consent Items

2. Review process, community survey results, and visioning results.

3. Review first drafts of Community Vision and Broadband Technology chapters

4. Discuss priorities for Land Use, Transportation, Economic Development, Natural Resources, Parks

5. Discuss process to guide Camp Phillips Road Corridor Plan

6. Public comments

7. Adjourn

This Notice was posted at Village Hall and sent to the Wausau Daily Herald newsroom on 04/21/2014 @ 4:00pm

Please note that, upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids & services. For information or to request this service, contact the Village Clerk at (715) 359-6114.
To: Weston Village Board and Plan Commission (Comprehensive Plan Steering Committee)

From: Mark Roffers, Planning Consultant

Date: April 11, 2014

Re: Preparation for April 30th Meeting on Village of Weston Comprehensive Plan

We had an initial meeting of this joint group back in July 2013. The primary purpose of that meeting was to (re)familiarize members with comprehensive planning, the Village of Weston’s 2006 Comprehensive Plan, and the proposed focus and process for its update.

Since then, we have engaged in a number of activities to move forward on the Comprehensive Plan update, including:

- A web-based community survey.
- Draft community vision statement and guiding principles.
- Draft “Community Vision” and “Broadband Technology” chapters for the updated Plan.
- Starting processes for “Park and Open Space” and “Camp Phillips Corridor” chapters.
- Articulating a detailed and assertive plan to get Phases 1 and 2 of the Plan completed in 2014. This will include each of the above chapters, plus “Economic Development,” “Transportation,” “Natural & Agricultural Resources,” and “Land Use.”

We will seek to engage you as the Comprehensive Plan Steering Committee extensively in 2014 to guide us on these efforts.

Included in your packet for the April 30th meeting are a number of items. We hope you have time to review these in advance of the meeting, as in most cases this meeting will be the only chance we have to discuss these items before the entire Comprehensive Plan gets assembled. If you are looking to prioritize your time, I would assign the lowest priority to pages 10 through 26 of the draft Broadband Technology chapter.

I look forward to seeing you on the 30th!
Between December 2013 and February 2014, Village staff and consultants conducted a community survey to gather input on the community’s vision, priorities, and preferences. The survey results are one tool to advise the Village on its pending Comprehensive Plan update. The survey was primarily conducted using an internet survey tool using Survey Monkey, but hard-copy surveys were also available. The Village provided all utility customers with a written notice directing them to the Web address where the survey was available. Village staff also used the Village’s web page and other tools to inform residents of the survey.

There were 200 responses to the survey, which at about 3.5% of Village households (according to the 2010 Census) is relatively low. Survey respondents were more likely to be slightly older, be homeowners, and be men than the general Weston population. These facts are important to remember when evaluating responses.

More detailed respondent characteristics are as follows:

- Almost 96% of respondents were homeowners, compared to 64% of Weston’s total population living in owner-occupied residences, per the 2010 Census.

- About 58% of respondents were men, compared to 49.5% of Weston’s population that was male in 2010.

- 51% of survey respondents were between 20 and 49 years of age, while 14% were more than 65 years old. Per the Census, 41% of the Village’s population were between the ages of 20 and 49 and 12% were over 65 years old in 2010.

The survey totaled 13 questions and included space for residents to provide open-ended comments. A more detailed Survey Monkey report of all responses is also available upon request.
Survey respondents were asked to provide their top three reasons, in order, for choosing to live in Weston, from among 14 potential reasons. Reasonable property taxes, quality schools, and community safety are the main reasons why survey respondents choose to live in Weston. Proximity to a job and family are also important. Other local amenities and low traffic congestion were most often provided as “other” reasons.
When asked about their satisfaction with current services and amenities in the Village, respondents were most satisfied with current housing choices, health care, commercial services, and education and job training. The local presence of St. Clare’s Hospital and other clinics certainly bolstered health care satisfaction levels. The highest levels of dissatisfaction were with Weston’s arts and entertainment and restaurant offerings, which is fairly typical for a suburban community.

![Bar chart showing satisfaction levels for various services and amenities in Weston.](chart.png)
Residents were asked about their attitudes on future residential development, framed by information that the Village of Weston’s population grew from 12,079 to 14,868 between 2000 and 2010. A strong majority of respondents (83%) believed that Weston should either take a neutral stance or encourage more residential growth. These responses may be indicative of the fact that Weston has yet to see a bump in subdivision and residential building permit activity since the 2007-08 housing crisis.

Which of the following statements best reflects your attitude on future residential development?

- Weston should neither encourage nor try to slow residential growth (45.1%)
- Weston should encourage further residential growth (38.0%)
- Weston should try to slow residential growth compared to the 2000 to 2010 period (16.9%)
When asked about future non-residential development, 91% of respondents agreed that the Village should encourage more retail and commercial services. This is consistent with responses to a previous question that showed some amount of dissatisfaction with local restaurant, arts, and entertainment choices. Nearly three out of every four respondents agreed that Weston should encourage more industrial, health care, and office uses. There was limited support among respondents to creating a downtown area in Weston.

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<thead>
<tr>
<th>Opinion</th>
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<tr>
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<td>No Opinion</td>
<td>9.64%</td>
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Residents were asked what the highest priorities should be when evaluating future development proposals, selecting whatever number from among 14 potential priorities. The highest priority responses focused on economic development, including increasing property values and jobs. Respondents were also concerned about addressing impacts on surrounding neighborhoods, natural areas, and water quality when new development proposals are offered.

What should the Village's highest priorities be in evaluating future development proposals?

- Property Value Increase
- Jobs
- Land owner rights
- Impact on surrounding neighborhoods
- Natural area preservation
- Water quality
- Traffic management
- School impacts
- Pedestrian and bicycle access
- Parks and recreation
- Good building design and landscaping
- A better “sense of place” for Weston
- Storm water management

Number of Responses
To support the new Broadband Technology chapter of the Comprehensive Plan, the survey included a series of questions about internet usage in the area. 95% of survey respondents reported having a computer or tablet with internet in their household. When asked what kind of challenges they faced with internet service in the area, lower costs was the chief concern. The limited number of internet service providers in the area was a second concern.

![Bar chart showing survey results](chart.png)
Residents were provided a list of ten potential projects the Village might prioritize over the next five to ten years. Transportation projects received the most support among respondents. Greatest support was offered for improving road segments and intersections where there are known safety issues, followed by constructing sidewalks along busy streets. Write-in “other” projects included developing Camp Phillips Road to address both safety concerns and provide a gateway into the community, increasing public safety, maintaining current roads over constructing new ones, and maintaining the Fire/EMS Department.
Residents were asked a final, open-ended question through which they were encouraged to offer further thoughts and/or advice for the Village. A variety of responses were offered. The most common advice for the Village of Weston was to:

- Attract more job-creating industries, commercial services, and retail opportunities, particularly restaurants; home improvement stores, other major retailers, and supermarkets; and entertainment and other “third space” options like a coffee shop.

- Keep property taxes and fees down, by increasing the property values in the area, adding new businesses, and avoiding wasteful or secondary spending.

- Retain the small town feel of Weston, instead of trying to replicate or grow like Wausau or other bigger cities. (There is tension between this type of advice and the above common comments.)

- Provide better support public safety and emergency services. Some expressed concern that SAFER could lead to a reduction in the quality of emergency and protective services, either through longer response times or emergency workers who are spread too thin with too much work.

- Prioritize maintaining current roads and intersections over building new ones. Concerns over Camp Phillips Road were mentioned most often, particularly at its intersection with Ross Avenue or the State Highway 29 interchange area.

- Provide more parks and recreation spaces.
Why Develop a Community Vision?

The Village of Weston is updating its Comprehensive Plan, which is a guide for growth and development over the next 10 to 20 years. The Plan should be based on a unifying and inspiring vision and set of guiding principles, upon which more detailed policies, recommendations, and directions can be based.

On July 29, 2013, the Village Board and Plan Commission came together to discuss their vision for the future of Weston. The results of that meeting are included near the end of this paper and in separate meeting notes. These results, prior Village efforts, and research including an audit of the Village’s 2006 Plan informed the draft vision statement and principles below. They are subject to change as the process evolves.

DRAFT Vision Statement

The Village of Weston — It’s Right Here.
In Weston, it’s time to welcome families, businesses, and sustainable new growth to a beautiful place in central Wisconsin.

DRAFT Guiding Principles

Weston’s Vision is elaborated through several guiding principles. These principles will form the basis for the chapters of the Comprehensive Plan and provide a tool for evaluation of future community performance against the Plan.

Natural and Agricultural Resources
Weston will protect and celebrate natural amenities, such as the riverway and wetlands, to enhance natural systems, recreational opportunities, and community appearance.

Land Use
Weston will promote sustainable new development and redevelopment that adds jobs, products, services, homes, value, and beauty.

Economic Development
Weston will support business retention and development that adds jobs, products, services, and value to the Village to maintain our affordable tax rate, enhance our vitality, and increase opportunities for interaction.
Housing and Neighborhoods
Weston will accommodate housing choices and attractive neighborhoods that support families, older residents, and our local workforce and contribute to a welcoming and interactive community.

Transportation
Weston will work with other units of government to develop and maintain a safe, efficient, and interconnected transportation network serving motorists, businesses, pedestrians, bicyclists, and transit riders.

Community Facilities and Services
Weston will provide and support community facilities and services, that are efficient, open, support resident interaction and connectedness, and maintain reasonable tax rates.

Parks and Recreation
Weston will provide, maintain, and collaborate on trails, parks, playgrounds, and open spaces that encourage an active, engaged, and healthy community.

Utilities
Weston will support cost-effective water, sanitary sewer, stormwater, and private utility networks to serve our residents and businesses and to protect natural resources.

Broadband Technology
Weston will facilitate greater access to higher-speed internet communications to businesses and residents as a pathway to opportunity and connection.

Cultural Resources
Weston will grow a sense of place and image through a network of public and private places, spaces, educational opportunities, and activities.

Intergovernmental Cooperation
Weston will collaborate with neighboring and overlapping governments to achieve common goals, deliver efficient services, share resources, educate residents, and avoid conflicts.
Results of Board and Plan Commission Visioning Session

Village Board, Plan Commission, and Village staff members participated in a visioning exercise at a joint meeting on July 29, 2013. Individual participants were asked to craft short (5± word) phrases, with each phrase describing one element or component of their ideal vision for the Village of Weston in the year 2035. In other words, what should Weston in the year 2035 look and feel like? How should it function? What are its best features? How does it inspire residents, property owners, and businesses and improve their lives?

With consultant assistance, then individuals grouped and labeled their phrases, as follows:

Economic Development
- provide necessary services (stores, office, hardware, electrical, plumbing)
- economic health (stable, planned growth)
- jobs - quality, life sustaining wages
- economic stability to maintain essential services
- good tech jobs and expanded health and research jobs, IT jobs
- strive to promote development of higher-paying higher tech jobs
- development of businesses that provide good paying jobs
- equal balance in job opportunities to available working force
- hospital as an economic driver
- opportunity to health providers
- continue to move towards becoming a regional medical hub
- market off of Wausau / utilize Wausau region
- "Up North"
- create a one-stop shop for economic development and business retention
- shopping accessible by car, taxi, bus, walking, biking
- create enough shopping opportunities so residents don't have to travel to Wausau
- development along Eau Claire River

Recreation/Healthy Community
- more sports facilities for seniors, families, children
- enhance sports and recreational choices for families
• develop nature areas with walking paths and gathering areas for families
• create community events that promote economic, recreational, and residential interests in the community (ie: concerts, music fest, races, etc)
• parks and rec with broad appeal
• preserve natural areas
• night life
• enhance parks with updated sports/activities
• eliminate quantity and go toward quality if necessary
• take advantage of Eau Claire River
• utilizing the Eau Claire River to promote the village as a place to recreate
• build canoe/kayak launches along the Eau Claire River
• more trails and open space for general recreation use
• regular family-oriented entertainment/events
• annual events (Weston Fest)
• move away from traditional activities
• flexible recreational places
• keep on "green" community path, trails, businesses (Sustainable WI/Green Tier)
• public safety is asset

Transportation
• Highways 29/51
• 2 minute commute
• Central WI Airport better accessible by car, taxi, bus, walking, biking
• create enough shopping opportunities so residents don't have to travel to Wausau
• pedestrian and bike friendly trails and streets promoting an active lifestyle
• connectivity -- Eau Claire River Crossing
• develop commercial roads with access off main road
• shopping

Learning
• capitalize on Weston schools
• education/learning - good, progressive, diverse
• quality Schools + educational opportunities
• provide after-hours programs for 16-18 year olds
• University of WI - Marathon satellite
• known for high level of private and public school education
• high quality schools
Partnerships
- develop partnerships with nearby communities
- consider the possibility of Weston, Schofield, and Rothschild merging into one municipality
- more partnerships between local government agencies
- work with businesses, non-profits, to create more festivals, family events, activities
- opportunities for smaller business development to enhance Weston to have more areas covered to eliminate constant travel to other cities
- realistic services that are value-added

Center/Sense of Place
- multi businesses w/ residential along main roads - Camp Phillips/Schofield Ave
- a more central business/commercial district
- denser development, able to walk not drive
- improve walkability and interconnectivity of the whole community along with surrounding communities
- WiFi whole village
- creating a village center for commerce and recreation and services for the community
- building a library
- neighborhoods need to stay neighborhoods - do not mix commercial w/o buffers
- build gateway entrances into village - placemaking
- parking on commercial - in back - front landscape

Aesthetics
- community appearance - smooth transitions from zone to zone
- aesthetically pleasing, well designed, attractive
- visually appealing, managing areas that become run down or vacant
- clean, orderly development

Complete notes from the July 29th meeting are available upon request.
Chapter X: Community Vision

- Explore Weston’s assets and opportunities
- Establish a basis for resident attachment
- Put forth a bold vision for Weston’s future
- Establish a framework for the chapters and initiatives that follow

The Village of Weston — It’s Right Here. In Weston, it’s time to welcome families, businesses, and sustainable new growth to the right kind of place in central Wisconsin. Weston’s assets and opportunities include transportation access, recreational offerings, quality schools, land base, business mix including health care, and a growing population. The Village will grow resident attachment by being open, advancing social offerings, and improving the look and feel of the community.

Priority “Community Vision” Initiatives

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<tr>
<th>Initiative</th>
<th>Description</th>
<th>Funding</th>
<th>Responsibility</th>
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<tbody>
<tr>
<td>Capitalize on Weston’s Assets and Opportunities</td>
<td>To be successful in a competitive environment with limited resources, the Village must recognize unique community assets and take advantage of its opportunities. This often must be done in concert with like interests including other regional communities and area businesses.</td>
<td>These three initiatives will be carried out through the more detailed initiatives described in subsequent chapters of this Plan, each with its own particular funding need and source.</td>
<td>The Village Board will direct the Village Administrator and Planning and Development Department to articulate, communicate, and implement the general initiatives in this chapter.</td>
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<tr>
<td>Grow Resident Attachment to Weston</td>
<td>Research suggests that three community qualities are central for establishing and growing a sense of attachment among residents: social offerings, openness, and aesthetics. Through the various policies and initiatives in this Plan, the Village will advance these qualities.</td>
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<tr>
<td>Advance a Compelling Vision for Weston’s Future</td>
<td>The Village’s vision statement is an inspirational view of Weston and its future. The vision is coupled with several guiding principles, which form the basis for remaining chapters of this Plan and provide a tool for evaluation of future community performance against the Plan.</td>
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Purpose

To be successful, this Comprehensive Plan must have a point. Broadly speaking, that point should focus on providing what Weston residents value—what attracts them to this community and what will compel them to stay and enjoy their lives here.

Through this chapter, the Village explores its future opportunities and puts forth a clear and compelling vision for its future. This chapter is a framework for future decision making and sets the context for the rest of the Plan.

This Community Vision chapter meets the “Issues and Opportunities” element requirement within Wisconsin Statutes, once combined with the “Issues and Opportunities” chapter of the accompanying Conditions and Issues volume of the Comprehensive Plan. The Conditions andIssues volume includes a comprehensive examination of background data and trends in Weston and nearby communities.

Initiatives

The following pages further describe the implementation priorities included on the cover page of this Chapter, and other initiatives the Village and Town may undertake or promote. Under Wisconsin’s comprehensive planning statute, these are referred to as “programs.”

Capitalize on Weston’s Assets and Opportunities

Identifying the Village’s current assets and future opportunities is important to establishing a bold yet realistic vision and Plan.

Weston is an emerging community in the Wausau area. Weston’s context in the broader central Wisconsin region is represented in Map 1. Weston is well connected to the region and the Midwest through an extensive, modern freeway network. Its position relative to several other growing communities in Marathon County presents several opportunities for collaboration, as well as challenges including competition for limited tax base, shopping, employment, and residential growth.

Weston has a short history as a village, having incorporated from much of the Town of Weston in 1996. Since that time, the Village’s population has grown to over 15,000. The Village is now home to an expanding base of health care, manufacturing, commercial service, and retail businesses. The Highway 29 freeway, built in 1992 through Weston, crosses the Village and expands economic opportunities, particularly near the two Weston interchanges at Highways X and J.
Map 1: Weston’s Regional Context
[Map to be inserted at a later date]
Weston’s community assets include its moderate taxes, good DC Everest schools within the Village limits, accessible location in central Wisconsin at the crossroads of two major highways, state of the art medical facilities, diverse selection of recreational opportunities, open space and natural amenities, and safe suburban atmosphere. In a 2014 community survey, Weston residents were asked to provide the top three reasons why their family chooses to live here. Responses are provided in Figure 1.
Building on these assets, Weston has a number of opportunities to maintain and enhance the community over the next 10 to 20 years.

- **Weston’s combination of internal market size and regional accessibility bodes well for additional commercial service and retail development.** This, coupled with its abundant vacant land area near Highway 29 and, in contrast, the shortage of land in other commercial districts in the region, should lead to the growth of shopping opportunities in Weston.

- **Weston should be able to achieve reinvestment and redevelopment along heavily traveled roads that form community image.** This includes Camp Phillips Road, where aging residential development can be replaced with modern commercial and mixed use redevelopment projects, and Schofield Avenue to its east, where investment in aging and underutilized commercial, industrial, and storage properties and buildings is warranted.

- **Weston can take advantage of its natural and other assets, like the Eau Claire River and DC Everest School District, to grow recreational opportunities and increase social interaction.** This can and should be done in partnership with other governmental, non-profit, and business groups.

- **Weston will continue to be a safe place to live and raise a family.** Efforts will include fostering interaction among neighbors, providing high quality protective and emergency services, and improving transportation safety, such as at key intersections.

- **Weston’s health care cluster is a springboard for attracting similar and complementary facilities and businesses.** These include not only health care providers but also health care-related manufacturers and living and care facilities.

- **Weston will encourage the retention and attraction of technology-based businesses.** Efforts may include advancing high-speed internet access in all of its business parks and expanding access to area educational and training opportunities.

- **Weston will provide a setting that is conducive to investment.** This includes working to retain and grow existing businesses, fostering an open and welcoming environment for new residents and businesses, and making sure regulations and incentives line up with these objectives.

- **Weston will grow in an environmentally sustainable manner.** This includes encouraging walkable and compact neighborhoods and business districts, running government operations in an energy-efficient and environmentally sensitive manner, and providing the community with sustainable choices, such as the recently-introduced single stream recycling system.
Grow Resident Attachment to Weston

Research has demonstrated that residents who are attached to a community tend to stay and invest in that community. For both businesses and residents, satisfaction and retention is key to community health and growth.

This Plan is, in part, a strategy to increase resident attraction to Weston. Ideas and efforts are included throughout the remainder of this document, and highlighted with the following symbols:

- **Social Offerings.** This symbol will be used to highlight particular policies and initiatives aimed towards the maintenance, improvement, or establishment of a social offering to Village residents, business leaders, employees, or visitors.

- **Openness.** This second symbol will be used to highlight policies and recommendations that emphasize openness in government and the community, and promote a welcoming place for people and businesses to live and invest.

- **Aesthetics.** This third symbol appears where a policy or initiative is directed, at least in part, to improving the appearance, visual image, beauty, or open spaces in the Village.

Advance a Compelling Vision for Weston’s Future

The author Lewis Carroll wrote: “If you don’t know where you are going, any road will take you there.” By extension, if a community does not have a sense of which direction it wants to take, the plan-making and implementation process is at best difficult and at worst meaningless and highly inefficient. Therefore, as an early part of the Plan and plan-making process, the Village established a vision statement, which should be understood as:

- A presentation of how the Village wishes to look, feel, and be perceived.

- An inspirational and positive view of Weston and its future that allows the community to “stretch” and explore its opportunities.

- A platform for the Village to take advantage if its assets and opportunities.

- A broad framework around which to build more detailed strategies and initiatives, including those in this Comprehensive Plan.

Weston’s vision statement is presented and illustrated in Figure 2. The vision statement is elaborated through a set of guiding principles, which form the basis for the organization of the remainder of this Plan and a tool for evaluation of community performance. Weston’s vision and guiding principles should be widely disseminated, understood, and accepted.
NATURAL AND AGRICULTURAL RESOURCES: Weston will protect and celebrate natural amenities, such as the riverway and wetlands, to enhance natural systems, recreational opportunities, and community appearance.

LAND USE: Weston will promote sustainable new development and redevelopment that adds jobs, products, services, homes, value, and beauty.

ECONOMIC DEVELOPMENT: Weston will support business retention and development that adds jobs, products, services, and value to the Village to maintain our affordable tax rate, enhance our vitality, and increase opportunities for interaction.

HOUSING AND NEIGHBORHOODS: Weston will accommodate housing choices and attractive neighborhoods that support families, older residents, and our local workforce and contribute to a welcoming and interactive community.

TRANSPORTATION: Weston will work with other units of government to develop and maintain a safe, efficient, and interconnected transportation network serving motorists, businesses, pedestrians, bicyclists, and transit riders.

COMMUNITY FACILITIES AND SERVICES: Weston will provide and support community facilities and services, that are efficient, open, support resident interaction and connectedness, and maintain reasonable tax rates.

PARKS AND RECREATION: Weston will provide, maintain, and collaborate on trails, parks, playgrounds, and open spaces that encourage an active, engaged, and healthy community.

UTILITIES: Weston will support cost-effective water, sanitary sewer, stormwater, and private utility networks to serve our residents and businesses and to protect natural resources.

BROADBAND TECHNOLOGY: Weston will facilitate greater access to higher-speed internet communications to businesses and residents as a pathway to opportunity and connection.

CULTURAL RESOURCES: Weston will grow a sense of place and image through a network of public and private places, spaces, educational opportunities, and activities.

INTERGOVERNMENTAL COOPERATION: Weston will collaborate with neighboring and overlapping governments to achieve common goals, deliver efficient services, share resources, educate residents, and avoid conflicts.

FIGURE 2: OUR VISION AND PRINCIPLES
Chapter X: Broadband Technology

- Coordinate local government policies, procedures, and infrastructure to facilitate broadband internet expansion
- Link broadband expansion with economic development and quality of life initiatives

The Village and Town of Weston will facilitate greater access to higher-speed internet communications to businesses and residents as a pathway to opportunity. The communities will partner with broadband providers in the Weston area to expand affordable broadband internet above current speeds. Weston will also work to increase broadband internet usage among businesses and in the community to increase the chances of system upgrades.

### Priority Initiatives

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<th>Initiative</th>
<th>Description</th>
<th>Funding</th>
<th>Responsibility</th>
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<tr>
<td>Help Change the Funding “Bottom Line” for Broadband Expansion</td>
<td>Pursue grant funding, other collaborative opportunities, and creative use of local funding beyond property taxes to expand broadband infrastructure. Organize a consortium of business stakeholders to assess needs.</td>
<td>Federal, state and regional grant. Consider TIF, development impact fees, or area-wide assessments. Partner with service providers.</td>
<td>Planning and Development Department</td>
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<tr>
<td>Implement a “Dig Once” and Joint Trench Use Policy</td>
<td>Encourage public-private collaboration on fiber installation in conjunction with road and utility projects. Reduce excavations for communications and utilities infrastructure in public rights-of-way.</td>
<td>General fund; development fees. Funded concurrent with other projects, such as road reconstruction.</td>
<td>Planning and Development and Public Works and Utilities Departments</td>
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<tr>
<td>Collaborate on Mapping Efforts Aimed to Promote Economic Growth</td>
<td>Improve sharing of mapping/data resources for the common goal of increasing business activity. Include infrastructure locations, current service areas, and business growth areas.</td>
<td>Service area information to be provided by providers. Village mapping efforts supported by general fund.</td>
<td>Planning and Development Department, in partnership with service providers</td>
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<tr>
<td>Work to Expand Access to Residential Customers</td>
<td>Overcome perceived or real lack of market opportunity for broadband by demonstrating demand, building subscribership, deploying alternative technologies, and developing public use hotspots.</td>
<td>Public-private partnerships, including with LinkWISCONSIN</td>
<td>Planning and Development Department and Town of Weston; potential partnership with UW Extension/LinkWISCONSIN.</td>
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</table>
Purpose

Technology and broadband expansion cut across many aspects of community development. Broadly speaking, increasing access to high speed, affordable broadband internet service will support economic development and quality of life efforts. Specific linkages to other Comprehensive Plan chapters are as follows:

- **Economic Development.** High speed internet access drives business location decisions. Businesses need the ability to connect, network employees, and reach customers in the global economy. Readily-available broadband technology will allow Weston to attract new firms, investment, and jobs. Weston seeks to ensure that broadband as becomes basic economic development infrastructure to businesses growing in and coming to the community.

- **Housing and Neighborhood Development.** Access to high speed internet is becoming an expectation in homes. That being said, expansion of broadband requires sufficient demand before it makes financial sense to extend fiber or deploy other necessary technologies. Broadband technology is important to serve families already in the community. It also will make new neighborhoods attractive to potential new residents.

- **Community Facilities and Utilities.** Modern public safety and emergency medical response relies on advanced communication technology. The internet is also an efficient tool to keep residents, boards, and commissions informed and involved—if they are properly connected. Health care increasingly relies on broadband access, and opportunities like “tele-health” can increase access to an aging, rural population.

- **Intergovernmental Cooperation.** Broadband is critical for schools, libraries, and education. Curriculum is increasingly technology-driven. Distance education is a growing trend that relies on broadband.

Broadband technology is a dynamic area of inquiry. The municipal strategies advanced in this Chapter will build on State, north-central region, and private sector initiatives to expand broadband access. To prepare this Chapter, technology experts, regional providers, and other sources were consulted. This Chapter includes a synthesis of this information to better understand the extent and scope of technology infrastructure already on the ground, pending, and possible in the Weston area.
Goal
Maximize access to affordable broadband service in the Weston area to improve quality of life and provide the connectivity necessary to compete successfully in the global economy.

Objectives
1. Strengthen relationships with broadband service providers and regional entities to expand broadband access.
2. Promote extension of fiber and other broadband technology to support growth of local businesses and attract new businesses.
3. Increase awareness and usage of internet services in the area, thereby making expansion proposals more cost-effective.
4. Integrate broadband expansion goal into all decisions, such as new infrastructure projects.

Policies
1. Secure grants and other resources to expand broadband in business parks and the community.
2. Explore creative use of tax incremental financing and other development-funded sources of revenue to assist with broadband expansion.
3. Include facilities and provisions to expand broadband access when public infrastructure investments are being planned or installed.
4. Share information and facilities with others in Weston area who are interested in expanding broadband here.
5. Assure that Village policies and ordinances support the expansion of broadband service, while protecting other community interests.
7. Encourage public libraries, Northcentral Technical College, the UW-Extension, and other institutions to serve as centers of technology training and to raise awareness.
8. In areas where fiber extension is less financially feasible, promote options for other technologies to provide high speed internet communications.

Case Study: Fixed Wireless as Alternative to Broadband

Also motivated by the importance of broadband for economic opportunity and quality of life, Racine County leadership implemented an innovative partnership to fill gaps in service.

Specifically, the County decided to partner with an Internet Service Provider (ISP), to provide fixed wireless access to subscribers in areas that did not have a broadband service option. The ISP rents space on water towers and other tall assets owned by the County (and by towns in the County). Racine County is one of a growing group of counties and municipalities across the state that are pursuing methods of giving private providers access to these assets to expand broadband options and coverage in these communities.

Fixed wireless connections to service providers use radio signals rather than cables. See more information on Fixed Wireless technology in the Issues and Conditions report.

Initiatives

The following pages further describe the implementation priorities included on the cover page of this Chapter, and other initiatives the Village and Town may undertake or promote. Under Wisconsin's comprehensive planning statute, these are referred to as "programs."

Help Change the Funding “Bottom Line” for Broadband Expansion
Private providers will expand broadband service to areas only where they determine that the rate of economic return is high enough and the risk of the expansion is low enough. The Village and Town will attempt to affect that equation and potentially lead to greater expansion to business areas in particular via the following efforts:

- Pursue grant funding to extend fiber throughout Village business, commercial, and industrial areas to support growth of local businesses and effectively recruit businesses with high data usage. Examples are listed in the sidebar to the right, with a description of these and other programs in the accompanying Conditions and Issues volume of this Plan.

- Pursue creative use of existing local funding programs beyond property taxes as means to expand broadband infrastructure in Weston. These may include utilizing Tax Incremental Financing (TIF) as a means to assist private providers with service extensions or businesses with technology investments. Such use may require appropriate inclusions or amendments to associated Tax Incremental District project plans, so that they include the potential for funding for such technology. Other potential local tools include development impact fees and area-wide assessments, if the broadband infrastructure will be publicly owned.

- Organize a consortium of business stakeholders to assess needs against the levels of service that are available, identify the needs that are not being met, and explore new opportunities to expand use. This consortium could be connected to service providers.

Promising Broadband Expansion Grants

- **PSC Broadband Expansion Grant Program:** Administered by the Wisconsin Public Services Commission to improve broadband communication facilities, targeted to underserved areas. Eligible entities include for profit or not for profit organizations, telecommunications utilities, and local governments with a legal partnership or joint venture arrangement with one of the above.

- **Wisconsin Economic Development Corporation Grants:** Supports community development efforts and provide financial incentives for shovel-ready projects. Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners.

- **Community Development Block Grant:** Offers both public facilities and economic development grants, which can be leveraged to support infrastructure and facility projects.
Implement a Dig Once and Joint Trench Use Policy

“Dig once” and joint trench use policies are local government requirements to reduce the number and scale of repeated excavations for the installation and maintenance of communications and utilities infrastructure in public rights-of-way. They require a coordinated effort among public and private entities for installing infrastructure when there are plans for excavation. According to Federal Highway Administration, such policies are sensible solutions to expedite the deployment of fiber along main routes when implemented as part of a cooperative planning process.

The Village and Town could adopt a dig once and joint trench use policy with the following components. To fully implement aspects of the policy marked with an asterisk (*) below, adjustments to ordinances and engineering design standards are also necessary or advisable.

- Share the Village and Town capital improvement programs with utility, telecommunication companies, and non-profit entities like WCAN to enhance likelihood of coordinating projects.

- When undertaking the engineering/design and pre-construction phases of all road and utility projects, coordinate with broadband services providers for joint trenching and simultaneous projects. The communities could also include fiber/conduit as part of the bid document, and in any case will coordinate on timing.

- Require coordination between road and utility construction projects within the municipal limits, no matter which agency or business initiates such projects, to the extent permitted by state and federal law. This should include sharing of engineering/design plans for comment and contribution, invitations and attendance at pre-construction meetings, and joint trenching wherever possible. Joint trenching for electrical and fiber lines are particularly feasible and even desirable.*

- Include the simultaneous installation of fiber conduit within all Village and Town infrastructure installation projects, including local infrastructure installed by developers in new subdivisions and business parks, unless infeasible from a cost, public safety, or available space standpoint. Conduit serves as “place holder” for future service providers to maximize future opportunities for broadband network expansion.*

- Adapt Village engineering standards for designing roads and utilities (including developer installation) to ensure that conduit will be of a feasible size, design, and placement for future fiber installation and to maximize joint trenching.*

- When participating on technical teams supporting or advising on County and State highway projects, encourage the County or State to coordinate with telecommunication providers and install conduit for fiber in accordance with Village standards.

- Add “broadband / fiber” to the list of required public improvements that are required to be installed in new subdivisions and other developments at the expense of the developer.*

- Restrict the frequency of excavation of a road the purpose of installing utility, communications, or other underground infrastructure. This is designed to protect street investments, encourage earlier collaboration, and enable other alternatives like directional boring and small cells. Directional boring is a trenchless method of installing underground pipes, conduits, and cables along a prescribed bore path by using a
surface-launched drilling rig, with minimal impact on the surrounding area. Small cells are devices that can be attached to poles and/or buildings to increase network capacity via a wireless signal instead of excavation.*

Where the Village or Town determine that road excavation is required, the Village or Town may encourage or require different techniques to minimize the impact of excavation. For example, micro-trenching involves digging a small trench just inches under the road surface along the curb line to install fiber optic lines.*

Collaborate on Mapping Efforts Aimed Towards Economic Growth

There could be better sharing of mapping and data resources between the Village, private communications service providers, and regional entities for the common goal of increasing business activity. It appears that competitive concerns and in some cases lack of awareness impedes map and data sharing. The Village intends to:

- Create and share a database of map and attribute information to facilitate private provider access to existing towers, alternative support structures, trenches, and right-of-way and easement resources.
- Obtain and assemble maps from private service providers of their broadband facilities or service areas. Competitive concerns suggest that the Village not, for example, publish such maps on the internet. Other legal arrangements to limit access ought to be explored. However, having access to such maps would greatly aid the Village in its economic development efforts, recruiting and guiding new businesses to locations with good service. If necessary, the Village may be able to require that this information be provided as a condition of renewing franchise contracts or using Village rights-of-way.
- With the above information, compare locations of existing and planned commercial, office/research, healthcare, and business/industrial, and community/institutional development to assess current broadband service hot-spots and gaps, work with providers to explore ways to close each gap.

Work to Expand Access to Residential Customers

Broadband service providers repeatedly indicate that a critical mass of demonstrated demand is necessary for expansions to businesses and residences. Within the Weston area, perceived or real lack of demand is a particular problem limiting service to rural areas. It does not appear that any of the current providers are anticipating land-line expansions to rural subdivisions or clusters in the near future. In short, there is no magic bullet to increasing internet speeds in the rural parts of Weston.

As a component of this process to update the Village’s Comprehensive Plan, a survey was made available to residents and some questions asked about internet usage. For the small number of respondents who stated they do not have access to internet in their home, the top reasons where that internet service was too costly or that they were able to access service on their smart phones. Respondents were also asked about Weston’s biggest internet service challenges that need to be addressed. Top responses were:
• Lower costs (73% of respondents)
• Increased number of internet service providers (51%)
• Increased internet speeds in my area (37%)
• Improved quality of internet service providers (28%)
• Improved service reliability in my area, or from my internet provider (22%)

The communities can encourage participation in LinkWISCONSIN’s Broadband Demand Survey (http://wisconsindashboard.org/console). This survey identifies un-served and under-served locations specific to consumer/business addresses. This information will be used to understand and analyze broadband gaps, and hopefully lead to opportunities to address gaps. Partnering with agencies like UW-Extension to increase subscribership may also demonstrate general demand in the area. Efforts like that undertaken by Three Lakes (see case study to right) could also be pursued.

Other options beyond fully wired connections may be the most viable in rural areas. Encouraging better tower-to-fiber access will increase the actual speeds of 4G LTE cellular service in the area, for mobile and other devices with such access. Satellite services are also viable, but suffer from the lag associated with transmitting information to and from space. In addition, new technology options such as providing Broadband over Power-line (BPL) are emerging. BPL has not been applied in Wisconsin, but encouraging collaboration with ATC and other providers as facilities are added / replaced would be encouraged.

Providing and supporting alternate locations for free- or low-cost broadband service is an alternative to connecting every home. It also provides for a more “connected” community, which can be used as an economic development and marketing tool. Locations and opportunities include free wireless hotspots at public facilities such as parks and the Village and Town Halls. Encouraging private businesses such as restaurants and coffee shops to provide internet service can increase activity and business. The communities may also help connect residents to locations that have access to computers for the underserved, replicating places like the “Neighbors Place” in downtown Wausau. Some communities, such as Wood County, have developed and supported efforts to provide refurbished computers to families in need.

Case Study: Three Lakes Town Action Group

A small, Northwoods community organized a Town Action Group (TAG) to form relationships with internet service providers and support expansion of coverage and options. Governmental and private sector leaders conducted meetings to inform the community of the benefits of broadband; mapped areas where there were unmet demands; and sought out providers willing to make the needed investments. As a result, nearly 90 percent of the Three Lakes Area residents spread across 90 square miles can now choose from up to five broadband providers.

Three Lakes’ economic development and attraction strategy includes marketing the areas’: “Personalized and Tech Oriented Education,” “More Broadband Coverage & More Options,” and “One of the 3 Best Libraries in the State.”
Participate in the Wausau Community Area Network

There are area, regional, and state efforts that the Village and Town of Weston will continue to monitor and consider direct participation. These include the Wausau Community Area Network (WCAN). WCAN is a Wausau-area institutional broadband network currently comprised of the City of Wausau, Marathon County, Wausau School District, Northcentral Technical College, UW-Marathon County, the UW-Extension, and non-profit institutions like hospitals/healthcare. WCAN currently owns and operates 12 miles of fiber connecting many of these institutions, which went “live” in late 2013. WCAN is not an internet service provider. The “Phase 1” WCAN fiber network is indicated on the following graphic.

WCAN may also be the best vehicle for the Village and Town to connect with other related opportunities. These include a statewide fiber line along Highway 29, and Northcentral Technical College’s efforts to connect with its satellite campuses via the WCAN and Highway 29 lines.

At the time this Chapter was prepared, the existing WCAN lines and the fiber along Highway 29 lines are restricted to serving participating public and non-profit institutions via a very high speed network (e.g., 10 gb). These currently include the Village, Town, and many healthcare organizations currently operating in Weston, including Ministry St. Clare’s Hospital. Membership in WCAN is available. Also, excess capacity may also be available for lease to other qualifying organizations. It is conceivable that, over time, the universe of potentially eligible users could expand, and certainly collaboration with private providers in the area is possible.
Collaboratively Plan for Tall Structures

High speed internet service is becoming increasingly available through 4G LTE cellular networks in the area, and may be a viable means of providing higher-speed service to rural customers in the near term. Such services depend both of the location and placement of antenna arrays on tall structures, and on connections of those arrays within fiber networks.

The Village also needs tall structures to provide water service and for public safety communications, and reviews tall structures proposed by others as part of its zoning function. Whenever upgrades to or installation of new water towers or public safety communication towers occurs, the Village will engage private cellular providers to determine whether their needs could be integrated into the design (ideally with cost-sharing). Also, when conducting zoning reviews of tall structures proposed by others, the Village will encourage the entity engaging in the construction project to connect with telecommunication providers to co-locate their facilities.

Example of “stealth” telecommunication facility placement at a high school athletic field complex.
Overview of Regional, State and National Broadband Initiatives

National Trends
With rapidly shifting technological innovations, national trends in technology and broadband are far from static. New innovations and technologies are frequent and constantly changing the provision, adoption, and use of telecommunications.

The following is a selection of national trends that are influencing initiatives from the national to local level to expand access to broadband.

Internet Access as a Fundamental Economic Asset. Broadband is almost ubiquitously viewed as essential infrastructure that is absolutely critical to the functioning of business and the economy. In addition to being critical for operations of almost all activities of commerce, broadband expands access to jobs and training, supports entrepreneurship and small business growth, and strengthens community development efforts.

Online Education as a Bridge to Opportunities. The internet is a critical path to offering access to higher education and expanding the range of opportunities available to learners. Online and hybrid style classes allow students to bridge gaps areas distant from universities, colleges, or technical colleges. Further, they allow adult-learners and continuing education students the time-flexibility that is needed to fulfill family and job duties while pursuing education. With an internet connection, it possible to take courses at institutions across the globe. Further, computer education is a critical component of education K-12 school districts, which use technology for online classes and research, and internet access at home and at school is critical for students to keep up with their school work and for parents to remain involved in their children’s education. Schools are increasingly moving toward utilizing and distributing tablets or laptop computers to provide more uniform access. Homework requires access to online information.

Advantage of Remote Employee Connectivity. "Working remotely" in a home office environment is also on the rise. Whether it is the occasional day or working from the road, or a permanent “work from home” situation, this flexibility can be advantageous to both businesses and employees. For businesses, it can provide access to a broader talent pool, ease travel budgets for businesses, and providing access to employees at all times. For employees, remote connectivity to their jobs can be a major boost in minimizing travel to jobs, maintaining flexible schedules, and promoting lifestyle/family values.

Fast Connections and Real Time Analysis. Having up-to-the-minute information is critical and increasingly possible in provision of the best public safety services--health care. In Chattanooga, TN, one useful benefit of installing citywide fiber optics communication
infrastructure is employment of a “smart grid” electrical system, which allows for real-time communication. This includes knowing exactly when power outages occur, reacting immediately to restore or reroute power, and allowing consumers to closely monitor and manage their energy usage. There are many public safety enhancements also made possible by broadband technology – from regulating stoplights and monitoring traffic delays to alerting the public in dangerous situations, such as severe weather or missing person situation.

**Shifting Media Sources.** There is a shift away from the printed newspaper being primary information source on matters pertaining to local government, job opportunities, local events, job, and business opportunities. As the internet becomes an unrivaled way to critical community information, access is key.

**Overcoming the Digital Divide.** Multiple studies reinforce the concept of the “digital divide” - a measure comparing people / communities who are digitally “connected” to those who are not. Typical measures include ownership of computers, access to the internet, and mobile phone subscriptions. The outcome of studies examining the digital divide is consistent. Generally households with higher annual incomes have greater access, whereas households with lower incomes are less likely to have access. Individuals in lower income households may have comparatively more to gain from broadband internet connectivity – continuing education, job searching, access to community information and resources. (cite Newberry article) Communities are recognizing that the “digital divide” may perpetuate inequalities, and are thus seeking opportunities to help the whole community advance. Barriers to adoption may include high subscription cost, lack of broadband ready devices, low awareness, and privacy concerns. Overcoming the digital divide must address all of these concerns.

**Expanding Access to and Efficiency of Healthcare.** Broadband technology enables expanded access to healthcare opportunities, which is crucial in particular to rural, elderly populations with access limited by distance and transportation. Access to specialists in more urban areas, electronic medical records, lab results, and educational materials prior to a medical procedure can make the system operate more efficiently. For healthcare professionals, broadband access can positively benefit patient costs by reducing travel time and expenses – allowing physicians to read x-rays or complete charting remotely. For emergency medical personnel, broadband technology can allow advanced information about the scene of an incident, or transmit critical information about a patient en route to the hospital in an ambulance directly to the hospital to expedite care in critical situations.

**National Initiatives**
Recognizing the above trends and the undeniable import of broadband technology to serve communities, advance economic development, and connect people and ideas in this global economy, the following are national initiatives to promote expansion of broadband opportunities.

**National Broadband Plan:** A broad, overarching strategy was created by the Federal Communications Commission as part of American Recovery and Reinvestment Act. In 2009, Congress directed the FCC to prepare this plan to “ensure that every American has access to broadband capability” (see sidebar). Initiatives that relate to local governments include the following:
- Improve rights-of-way management for cost and time savings, including promoting use of federal facilities for broadband.
- Facilitate efficient new infrastructure construction, including “dig-once” policies that would make federal financing of highway, road and bridge projects contingent on states and localities allowing joint deployment of broadband infrastructure.
- Government performance and civic engagement. Within government, broadband can drive greater efficiency and effectiveness in service delivery and internal operations. It can also improve the quantity and quality of civic engagement by providing a platform for meaningful engagement with representatives and agencies. Through its own use of broadband, government can support local efforts to deploy broadband, particularly in underserved communities.
- Public safety and homeland security. Broadband can bolster efforts to improve public safety and homeland security by allowing first responders to send and receive video and data, by ensuring all Americans can access emergency services and improving the way Americans are notified about emergencies.

State Broadband Initiative—National Telecommunications and Information Administration (NTIA) (Department of Commerce): This program was launched in 2009 to implement the joint purposes of the Recovery Act and Broadband Data Improvement Act, which envisioned a comprehensive program, led by state entities or non-profit organizations working at their direction, to facilitate the integration of broadband and information technology into state and local economies. This program has awarded a total of $293 million to 56 grantees from each of the 50 states or their designees. Funds are being used to support efficient and creative use of broadband technology to better compete in the digital economy. Another component of this program is to assist states in gathering data twice per year on the availability, speed, and location of broadband services, as well as the services that community institutions such as hospitals, libraries and schools use. This data will be used by NTIA to update the National Broadband Map. Relevant State of Wisconsin Projects are detailed in the “State Initiatives” section below.

National Broadband Plan Summary Excerpt:

Government can influence the broadband ecosystem in four ways:

1. Design policies to ensure robust competition and, as a result maximize consumer welfare, innovation and investment.
2. Ensure efficient allocation and management of assets government controls or influences, such as spectrum, poles, and rights-of-way, to encourage network upgrades and competitive entry.
3. Reform current universal service mechanisms to support deployment of broadband and voice in high-cost areas; and ensure that low-income Americans can afford broadband; and in addition, support efforts to boost adoption and utilization.
4. Reform laws, policies, standards and incentives to maximize the benefits of broadband in sectors government influences significantly, such as public education, health care and government operations.”

Source: www.broadband.gov See webpage more details and information
Broadband Technology Opportunities Program (NTIA): The Broadband Technology Opportunities Program (BTOP) is an approximately $4 billion grant program administered by NTIA to help bridge the technological divide; create jobs; and improve education, health care, and public safety in communities across the country. Funded by the American Recovery and Reinvestment Act, BTOP projects are deploying broadband Internet infrastructure, enhancing and expanding public computer centers, and encouraging the sustainable adoption of broadband service. Wisconsin-funded programs include the following, which are described in detail in the following section.

- State of Wisconsin Broadband Capacity Building, Public Service Commission of Wisconsin.
- Wisconsin’s Education and Library Broadband Infrastructure Build-out, DOA:
- UW Extension, Building Community Capacity through Sustainable Broadband Adoption.
- University of Wisconsin System SBA, Building Community Capacity through Sustainable Broadband Adoption.

State and Local Grant Implementation Program (NTIA): The State and Local Grant Implementation Program (SLGIP) is a $118.15 million formula-based, matching grant program administered by NTIA. The program is designed to assist regional, state, local, and tribal government entities as they plan for a nationwide public safety broadband network. Grants are intended to support planning, consultation, education and outreach activities, as well as fund efforts to collect data on existing infrastructure and equipment that could be used by the First Responder Network Authority (FirstNet) in building a wireless public safety broadband network.

The State will use the IC, intrastate regional committees, and the Public Safety Wireless Broadband Workgroup as the primary vehicles for education and outreach to local jurisdictions.

Rural Utilities Service – United States Department of Agriculture (USDA): There are several Broadband Loan and Grant programs administered through RUS intended to accelerate the deployment of broadband services in rural America. The following are examples.

Rural Broadband Access Loan and Loan Guarantee Program – United States Department of Agriculture, Rural Utility Service (USDA, RUS): Is a program to fund construction, improvement, and acquisition of facilities and equipment for broadband service in eligible rural communities. RUS will give greatest priority to applicants that propose to offer broadband to the greatest proportion of households that have no incumbent service provider. http://www.rurdev.usda.gov/utp_farmbill.html.

Community Connect Broadband Grants (USDA, RUS): This program provides grant money to applicants proposing to provide broadband on a "community-oriented connectivity" basis to currently un- or under- served rural areas for the purpose of fostering economic growth and delivering enhanced health care, education, and public safety services. Funding for the broadband grant program is provided through annual
appropriations in the Distance Learning and Telemedicine account within the Department of Agriculture appropriations bill.

**Distance Learning and Telemedicine (RUS, USDA):** These programs support deployment of broadband technologies specifically for telemedicine and distance learning applications. DLT offers grants to entities for the purchase of end user equipment to provide education and medical care via telecommunications. DLT grants serve as initial capital assets for equipment, instructional programming, or technical assistance or instruction for using eligible equipment (e.g., video conferencing equipment, computers) that operates via telecommunications to rural end-users of telemedicine and distance learning.

**Universal Service Fund – Federal Communications Commission (FCC):** Subsidies provided by USF’s Schools and Libraries Program and Rural Health Care Program are used for a variety of telecommunications services, including broadband access. While the USF’s High Cost Program has not explicitly funded broadband infrastructure, subsidies have been used, in many cases, to upgrade existing telephone networks.

**Wisconsin State-Level Initiatives and Stakeholders**

**State of Wisconsin Broadband Capacity Building, Public Service Commission of Wisconsin:** Established a statewide broadband office and secure additional resources to assist regional planning teams through the LinkWISCONSIN initiative (described below). Provides technical assistance to develop and conduct broadband education linked to a statewide mapping initiative, including events, accessible webinars, and other educational opportunities focused on broadband policy, technology, and development. Also provides background and knowledge for regional strategic planning efforts.

**LinkWISCONSIN:** LinkWISCONSIN is a statewide initiative funded through an NTIA State Broadband Data Development Program grant to the Wisconsin Public Service Commission. The goal of the project is to promote the availability and sustainable adoption of broadband internet access. This initiative includes development of a comprehensive broadband coverage map of the state, and identification of strategies for broadband expansion and adoption, particularly in under-served areas. The project is administered through the LinkAmerica Alliance, a consortium of mapping and planning service providers. The data collected on the state level will contribute to the NTIA’s national broadband map. The goals of the project include:

- Map where current broadband service is available, where it is not, and why it is not.
- Work with leaders from around the state to develop a vision for broadband in Wisconsin.
- Organize and facilitate the development of regional broadband deployment and adoption that results in extension of access to underserved communities. LinkWISCONSIN facilitated teams to develop effective local strategies and regional broadband plans.

**UW Extension, Building Community Capacity through Sustainable Broadband Adoption:** The University of Wisconsin Extension was awarded a grant through NTIA’s
Broadband Technology Opportunities Program to adopt Comprehensive Community Infrastructure (CCI) to address broadband capacity needs in underserved locations in Wisconsin. The project aims to bolster local economic development, educational opportunities, a tele-health initiative, and employment and job training opportunities. Through this grant, UWEX has deployed a “middle-mile fiber network” enabling connections to a hybrid WiMax / Wi-Fi network in four demonstration communities across the state, including Marathon County. This grant funding connects community anchor institutions through high speed fiber connections. This initiative is a public-private partnership, led by UW Extension. UW Extension is working with private telecommunications provider Packerland Broadband. As part of this effort, fiber has been extended to several communities and regions throughout Wisconsin. In addition, this effort established four Community Area Networks (CANs) including Chippewa, Platteville, Superior, and Wausau. In addition 600 fiber miles of long haul connecting fiber communities has been added. Relevant to this effort is the portion connecting Wausau to Summit along STH 29 and 45 (67 fiber miles) and Wausau to Stevens Point (32 fiber miles). This fiber is intended to provide fiber for “anchor institutions” guaranteeing 1 gb of service at affordable rates (approximately $1,000 / yr).

University of Wisconsin System SBA, Building Community Capacity through Sustainable Broadband Adoption: Five Wisconsin communities were identified which had a significant need for improved broadband awareness, use and capacity. This project will conduct a targeted broadband adoption program that will benefit health care delivery, students, K-12 school district, library systems, universities, community colleges, tribal and technical colleges, and various organizations working with vulnerable, low income populations.

Wisconsin State Telecommunication Association: Wisconsin State Telecommunications Association (WSTA) is an organization of experts that was started in 1910. Today the WSTA interacts with a nationwide network of telecommunications experts to serve as a clearinghouse for information. WSTA includes local exchange carriers, internet service providers, and wireless carries. Their mission includes:

- Lead and excel in service quality, reliability and information security;
- Advocate effectively for legislative and regulatory reform;
- Build consensus by providing an effective forum for industry discussion;
- Promote an advanced integrated infrastructure;
- Provide a high quality telecommunications resource to inform and educate members, regulators, legislators and customers; and,
- Support appropriate enhancements to public safety and homeland security.

BadgerNet Converged Network: The BadgerNet Converged Network, authorized by legislation in 1995, is Wisconsin's statewide network serving all 72 counties by providing wide area network, internet transport, and video applications to state government and educational entities. BadgerNet provides connectivity to more than 2,300 state and local government agencies, some universities, private and technical colleges, schools (including most of the state's K-12 districts), libraries, and other eligible institutions. BadgerNet
provides a statewide backbone network, middle mile, and last mile connectivity. BadgerNet is a telecommunications network, it does not provide internet service. Many BadgerNet users receive their internet access through WiscNet. WiscNet is an independent, 501c3 member organization founded by Wisconsin’s higher education institutions in 1990. WiscNet provides research and education services to public and private higher education, K12 school districts, libraries, municipalities, and hospitals.

**Wisconsin’s Education and Library Broadband Infrastructure Build-out (DOA):** Proposal to directly connect 385 libraries, 74 school districts, and eight community colleges to the existing BadgerNet Converged Network by deploying 203 miles of new fiber option facilities to replace inadequate copper infrastructure in predominantly rural areas. The BadgerNet Converged Network is the largest state network of its kind in the US and provides connectivity to more than 2,300 state and local government agencies, schools, libraries, and healthcare facilities. The additional fiber connections are expected to upgrade 17 percent of the State’s schools and 81 percent of the state’s libraries to broadband speeds of between 20 Mbps and 100 Mbps, strengthening their ability to serve underserved communities throughout the State.

**Wisconsin Cable Communications Association:** WCCA is the trade association of the cable television industry in Wisconsin, providing a unified voice on issues affecting the cable and telecommunications industry at the local, state and federal levels.

**Regional Initiatives**

**2009 Marathon County Broadband Gap Analysis:** In 2009 Marathon County contracted with a group of technology consultants led by Elert & Associates to conduct a county-wide broadband gap analysis. The purpose of this was to identify “county-wide issues related to economical broadband access and telecommunications.” At the time the study was being conducted, the County was also undertaking a major upgrade to its public safety radio system. It was thought that might generate opportunities to extend broadband services, and to a potential source of funding via federal stimulus funds. Some of the key findings from this 2009 study included the following:

- Broadband efforts are “diverse in capacity and cost, relative spotty in coverage, leaving many residents in the County without service.”
- Challenges to broadband delivery are locational and technical. Locational challenges include wireless service blocked by trees or low lying areas that wireless signals cannot reach. In some areas where DSL is generally available, the quality of the copper cabling is too poor for DSL to work.
- Providers are generally expanding coverage and increasing bandwidth, but “cannot make guarantees about future service.”
- Interviews and business surveys showed that the majority of businesses in the County are generally satisfied with service, however smaller business and home-based businesses are much more limited in coverage and options.

The study laid out a series of short term (tactical) options and longer term, strategic and planning actions. Significant progress has been made on many of these at this time this plan was written. The included the following short term tactics:
Educate citizens about existing options.

Support expansion of wireless options by facilitating use of existing towers, and advocating the wireless providers expand coverage.

Work with providers to apply for grants/loans to provide “middle mile” bandwidth.

Consider subsidizing infrastructure investment through subsidies.

And, the study proposed the following long-term strategies:

- Encourage wireline telephone providers to apply for grants and loans that would allow them to expand coverage.
- Seek out partnerships to build out a fiber backbone within the county that would allow either a) fiber to the home (FTTH) or b) fiber as a middle mile technology. A fiber backbone like this potentially would be able to be shared between multiple providers and technologies.
- Research and consider pilot studies of other wired technologies, such as Broadband over Power Lines (BPL). Today, the most likely implementation of BPL would blend fiber in the middle mile with BPL for last mile connectivity.
- Support efforts toward a community area network (being planned at the time Gap Analysis completed, implemented at the time of writing).

**Region IV (Marathon, Portage and Wood Counties) Draft Broadband Investment Program:** As part of the statewide Build Broadband Capacity initiative, different broadband planning regions were established to engage regional stakeholders and develop region-specific vision and strategies. The Region IV Broadband Planning team worked for 1 year to develop a strategy and program for the region. Their efforts served to articulate a regional opportunity: “The wider availability and adoption of broadband has the potential to reduce work commutes from rural locations in the region contributing to economic development and more sustainable rural communities.” Building off this, strategies centered around 5 areas: establishing leadership, research, awareness programs, and addressing broadband service gaps. Many of these positioned the Region to apply for the federal grant money received through UW Extension.

**Marathon County:** Through the UW Extension Sustainable Broadband Adoption Grant discussed above, leaders and educators in Marathon County led a multi-year effort (2011 – 2013) to promote the benefits of broadband internet access. The City of Wausau partnered with Marathon County to reach out to the general population as well as to target certain groups. Through this initiative a computer lab was established at The Neighbors Place in downtown Wausau, and a trainer with laptops provided outreach in public libraries and senior centers.

**Broadband Technologies and Infrastructure**

The Public Service Commission of Wisconsin provides a clear description of broadband infrastructure in its Broadband Reference Guide (January 2014):
“Broadband infrastructure consists of the backbone, the middle mile, and the last mile. The backbone consists of very large capacity trunks (usually fiber optics) that connect to multiple fiber-optic lines capable of transmitting large amounts of data. It provides a path for the exchange of information that local or regional networks can connect with for long distance data transmission. These data routes and backbone connections are owned by private providers, commercial, government, academic and other network centers.

The middle mile links the backbone to the ISP or telecommunications providers’ core network or telecommunications exchange. In some communities, the middle mile may connect anchor institutions that enable them to share applications, infrastructure, and other resources. The last mile brings the connection to residents’ homes and small businesses within the telephone exchange or cable company serving the area. Though all pieces of the broadband infrastructure are important, much focus of the debate and concern on broadband is on the availability (or lack thereof) the last mile connectivity. Often the difference between residential broadband connections and broadband networks that connect to the middle and last mile is the infrastructure, the connection speeds, and the size of the data files that are transferred.”

Many different broadband technologies are available, the speed of which will vary. The availability and effectiveness of various technologies in delivering broadband services varies by geography, population, landscape, topography and other factors. These are important considerations when considering and targeting technology to serve an area. For wireline broadband technologies (cable modem, fiber, DSL) as the distance between customers grows, as does the cost. In this case, incentives may decline for companies to invest in wireline broadband in less populated, more rural areas. In urban areas, there is greater demand, and often customers with higher income, combined with less cost to provide infrastructure to the market area.

The backhaul or “middle mile” (dedicated line transmitting signal from an internet backbone to a remote area) can be cost prohibitive. Terrain, including mountains, hills, forested areas, can also make deployment more expensive. For large internet service providers (ISP) return on investment is critical, and this is harder to achieve in smaller market, more rural areas. ISPs determine the type of broadband technology they use and the areas they can serve.

The following are types of broadband technologies. Definitions below are from broadband.gov as well as Public Service Commission of Wisconsin's Broadband Reference Guide, January 2014:

**Wired Broadband**
Wired broadband implies a physical connection between a home or business through a cable. Wired technologies include DSL, cable, and fiber.

**Digital Subscriber Line:** DSL is a wireline transmission technology that transmits data faster over traditional copper telephone lines already installed to homes and businesses. DSL-based broadband provides transmission speeds ranging from several hundred Kbps to millions of bits per second (Mbps). The availability and speed of DSL service may depend on
the distance from the residence or business to the closest telephone company facility. In the Weston area, DSL service is provided by Frontier.

**Cable Modem:** Cable modem service enables cable operators to provide broadband using the same coaxial cables that deliver pictures and sound to television sets. Most cable modems are external devices that have two connections: one to the cable wall outlet, the other to a computer. They provide transmission speeds of 1.5 Mbps or more. Subscribers can access their cable modem service by simply turning on their computers, without dialing-up an ISP. Transmission speeds vary depending on the type of cable modem, cable network, and traffic load. Speeds are comparable to or faster than DSL. In the Weston area, cable modem service is provided by Charter Communications.

**Migration of analog programming to digital:** Cable TV providers are moving to an all-digital channel line-up, and away from analog. Analog technology requires up to 14 times more bandwidth than digital channels. With the bandwidth freed up from the analog to digital conversion, it is possible that there will be opportunities for greater access to bandwidth for high-speed internet service.

**Fiber:** Fiber optic technology converts electrical signals carrying data to light and sends the light through transparent glass fibers about the diameter of a human hair. Fiber transmits data at speeds far exceeding current DSL or cable modem speeds, typically by tens or even hundreds of Mbps. The actual speed will vary depending on a variety of factors: proximity to service provider brings the fiber, how the service provider configures the service, including the amount of bandwidth used. The same fiber providing broadband can also simultaneously deliver voice (VoIP) and video services. A major advantage of fiber optic technology is that it can deliver more bandwidth than other broadband technologies at a lower cost of maintenance, while allowing for future expansion. Installing and lighting fiber is expensive, and perhaps cost prohibitive in many rural areas.

In the Weston area, fiber is available through Level 3 Communications (Business) [http://www.level3.com/](http://www.level3.com/) Fiber is also available for institutional use through the Wausau Community Area Network (WCAN) and through the UWEX CCI effort along Highway 29.

**Broadband over Powerline (BPL):** BPL is the delivery of broadband over the existing low- and medium-voltage electric power distribution network. BPL speeds are comparable to DSL and cable modem speeds. BPL can be provided to homes using existing electrical connections and outlets. BPL is an emerging technology that is available in very limited areas. It has significant potential because power lines are installed virtually everywhere, alleviating the need to build new broadband facilities for every customer. This technology has not been deployed in Wisconsin at this time.

**Wireless Technology**

Wireless broadband connects a home or business to the Internet using a radio link between the customer’s location and the service provider’s facility. Wireless broadband is similar to wired options in that they connect to an internet backbone (usually a fiber-optic trunk), however they do not use cables to connect to the last mile, instead using Wireless Fidelity (Wi-Fi) connections or radio waves. Wireless broadband can be mobile or fixed. Wireless technologies using longer-range directional equipment provide broadband service in remote or sparsely populated areas where DSL or cable modem service would be costly to
provide. Speeds can be comparable to DSL and cable modem, provided that wi-fi transmitters are well-connected to fiber lines.

**Fixed Wireless:** Fixed wireless is a type of high-speed Internet access where connections to service providers use radio signals rather than cables. Fixed wireless offers connections speeds between 1 and 10 mbps and use transmission towers similar to cell phone towers that communicate to transceiver equipment that, as the name implies is fixed at the premise. The transceiver equipment communicates with the providers’ ground stations.

**Wi-Fi:** Wireless fidelity (Wi-Fi) is a fixed, short-range technology that is often used in combination with DSL, fixed wireless, fiber, or cable modem service to connect devices within a home or business to the Internet using a radio link between the location and the service provider’s facility, often extending the reach of a "last-mile" wireline or fixed wireless broadband connection. Wi-Fi service can be available in residences or community locations (airports, coffee shops, schools, businesses, etc.) and are often called “hotspots.” A Wi-Fi network uses radio waves, similar to two-way radio communications.

**Mobile Wireless:** Mobile wireless is high-speed wireless broadband connection that is accessible from random locations. The locations depend on the provider’s cellular towers and monthly service plans. Mobile wireless networks are radio systems, continually being upgraded to provide data transmission speeds considered to be broadband. A mobile wireless service requires a base station that is connected to a high capacity landline data transmission network to reach the Internet. In other words, it’s never “wired” OR “wireless;” ultimately, it has to be both. Wireless broadband in common usage means that the so-called “last mile” connection to the user is done via radio signals from a tower to a cell phone or other wireless devices (e.g., a tablet). The faster mobile wireless networks are referred to as 3G or 4G. LTE and WI-Max are variations on 4G technologies.

Providers in Marathon County include: CellCom, with speeds averaging 400 – 700 kbps while on the CellCom 3G network and Sprint, AT&T Mobility.

**Satellite:** Just as satellites orbiting the earth provide necessary links for telephone and television service, they can also provide links for broadband. Satellite broadband is another form of wireless broadband, and is also useful for serving remote or sparsely populated areas. Downstream and upstream speeds for satellite broadband depend on several factors, including the provider and service package purchased, the consumer’s line of sight to the orbiting satellite, and the weather. Typically, a consumer can expect to receive (download) at a speed of about 500 Kbps and send (upload) at a speed of about 80 Kbps. These speeds may be slower than DSL and cable modem, but they are about 10 times faster than the download speed with dial-up Internet access. Service can be disrupted in extreme weather conditions.

**Broadband Coverage in the Weston Area**

One of the concerns prompting this plan element was uneven coverage and lack of adequate broadband coverage in some parts of the Weston area.
As part of the survey conducted as part of the Village Comprehensive Plan update, respondents were asked questions about broadband coverage. When asked about Weston’s biggest internet service challenges that need to be addressed. Top responses were:

- Lower costs (73% of respondents)
- Increased number of internet service providers (51%)
- Increased internet speeds in my area (37%)
- Improved quality of internet service providers (28%)
- Improved service reliability in my area, or from my internet provider (22%)

To better understand and address similar concerns statewide, LinkWISCONSIN conducted a broadband coverage survey encompassing the entire State of Wisconsin. Maps conveying this data were updated as of November 2013 to represent coverage as of June 30, 2013. One important caveat regarding this information is that the data concerning where fiber and other infrastructure is laid tends to be proprietary, so access to detailed maps tends to be limited. The maps prepared by LinkWISCONSIN are a starting point, but may have the tendency to exaggerate coverage, as they are based on census tracts, which may be illustrated as “covered” if one resident within the census tract is covered.

The following summarizes the most recent data available through LinkWISCONSIN covering the Weston area.

Number of Broadband Providers: Parts of the Village, Town and surrounding area are generally covered by 4 or 5 private providers, including Charter (cable); Frontier North (DSL); Sprint, AT & T Mobility, CellCom (Wireless); and Level 3 Communications (Business Fiber).
Maximum advertised upload speed of wireline service: Wireline includes Copper, Fiber and Cable service. Covering much of the Weston area, maximum advertised upload speed is 3 to 10 Mbps. In some areas speeds are only 768 Kbps- 3 Mbps. In limited locations, speeds exceed 25 Mbps.
The map below shows maximum advertised upload speed for wireless. For the entire Weston area, it is 768 Kbps to 3 Mbps.

The map below shows maximum advertised download speed of DSL service in areas covered by DSL of 3 – 10 Mbps.
The map below shows maximum advertised upload speed of cable wireline service in the area. For cable wireline, maximum advertised speeds are 25 Mbps and greater in areas served.

The map below shows maximum advertised download speed of Mobile Wireless service of 3 to 10 Mbps.
The map below shows maximum advertised download speed of fiber to the premise. Coverage is limited, but in locations in the region it is available at speeds greater than 25 Mbps.
Key References


University of Wisconsin Extension. Center for Community Technology Solutions. *Building Community Broadband Subscribership.* Updated October 15, 2012,
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Comprehensive Plan Meetings & Milestones
Includes Park and Open Space and Camp Phillips Corridor Processes
Revised: 4/11/14

Staff/Consultant Meeting #1: June 6, 2013
• Review initial draft survey
• Discuss 2006 Comprehensive Plan and opportunities for improvement

Village Board/Plan Commission Steering Committee Meeting #1: July 29, 2013
• Overview comprehensive planning, 2006 Comprehensive Plan audit, proposed update work program
• Develop preliminary community vision

Staff/Consultant Meeting #2: October 16, 2013
• Review draft survey and prepare for distribution
• Review draft vision and principles for Vision chapter

• Understand and analyze vision and priorities of interested public

Staff/Consultant Meeting #3: February 26, 2014
• Review preliminary survey results
• Discuss process and initial steps for Park and Open Space and Camp Phillips Road Corridor Plans
• Review first draft of Broadband chapter (and overall proposed chapter formatting)
• Discuss priorities for Land Use, Transportation, Economic Development, Natural Resources chapters

Staff/Consultant Meeting #4: March 24, 2014
• Opportunities work session and tour for Camp Phillips Corridor Plan
• Prepare for April Steering Committee meeting
• Discuss completion of first draft of Vision chapter

Parks and Recreation Committee Meeting #1: March 24, 2014
• Discuss work program and format for Park and Open Space Plan project
• Identify future vision and priorities for park, open space, and recreational systems

Village Board/Plan Commission Steering Committee Meeting #2: May 1, 2014
• Review process, community survey results, and visioning results
• Review first drafts of Community Vision and Broadband Technology chapters
• Discuss priorities for Land Use, Transportation, Economic Development, Natural Resources, Parks
• Discuss process to guide Camp Phillips Road Corridor Plan

Village Board/Plan Commission Steering Committee Meeting #3: late May-early June 2014
• Review scope and process for Camp Phillips Road Corridor project
• Review and contribute to preliminary issues and opportunities for land use, transportation, design
• Identify stakeholders to interview and approach for public kick-off meeting
• General Comprehensive Plan Update—tie up loose ends

Staff/Consultant Meeting #5: May 2014
• Final preparations for other May events (see below)
• Review preliminary drafts/gaps in “Issues and Conditions” report and Land Use chapter
Comprehensive Plan Meetings & Milestones
Includes Park and Open Space and Camp Phillips Corridor Processes
Revised: 4/11/14

Park System Tour and Intergovernmental Coordination Meeting: April 30 and late May 2014
- Identify and flesh-out directions for the Village’s park system
- Tour parks, inviting Committee members and possibly recreation contractor(s)
- Invite staff from DNR, School District, MPO, County, and adjoining communities to meeting

Camp Phillips Road Public Kick-off Meeting and Stakeholder Interviews: early June 2014
- Present purpose of planning effort
- Review and contribute to preliminary issues and opportunities for land use, transportation, design
- Understand property/business owner plans, hopes, and expectations

Staff/Consultant Meeting #6: early June 2014
- Review preliminary drafts/gaps in Transportation and Economic Development chapters

Village Board/Plan Commission Steering Committee Meeting #4: June 2014
- Review revised drafts of “Issues and Conditions” Report and Land Use chapters
- Discuss progress on Parks and Open Space and Camp Phillips Corridor planning processes

Staff/Consultant Meeting #7: July 2014
- Review preliminary drafts/gaps in Parks and Open Space and Natural Resources chapters
- Review preliminary maps, graphics, and recommendations for Camp Phillips Corridor Plan

Parks and Recreation Committee Meeting #2: July 28, 2014
- Invite baseball, softball, football, hockey, soccer, lacrosse, cycling, senior, and other user groups
- Review initial draft of plan

Village Board/Plan Commission Steering Committee Meeting #5: August 2014
- Review revised drafts of Transportation and Economic Development chapters
- Review revised draft maps, graphics, and recommendations for Camp Phillips Corridor Plan
- Discuss progress on Parks and Open Space and Camp Phillips Corridor plans/processes

Village Board/Plan Commission Steering Committee Meeting #6: September 2014
- Review entire draft of Camp Phillips Road Corridor Plan
- Advise on public meeting to present revised draft Camp Phillips Road Corridor Plan

Remaining Phase 1 & 2 Staff and Consultant Meetings: September-December 2014
- Facilitate successful completion of Phase 1 and 2 Plan Update products
- Discuss Phase 3 plan update steps for 2015

Parks and Recreation Committee Meeting #3: September 22, 2014
- Review revised draft of Parks and Open Space plan
- Recommend plan to Plan Commission/Village Board for inclusion as chapter in Comprehensive Plan

Public Meeting on Camp Phillips Road Corridor Plan: October 2014
- Present revised draft Camp Phillips Road Corridor Plan and obtain public/stakeholder feedback
Comprehensive Plan Meetings & Milestones
Includes Park and Open Space and Camp Phillips Corridor Processes
Revised: 4/11/14

Village Board/Plan Commission Steering Committee Meeting #7:  October 2014
• Review revised draft of Natural Resources chapter
• Review recommend Parks and Open Space Plan
• Review results of Camp Phillips Road Corridor public meeting
• Discuss Phase 1 & 2 adoption steps, and Phase 3 plan update steps for 2015

Village Board/Plan Commission Steering Committee Meeting #8:  November and/or December 2014
• Public hearing on Phase 1 & 2 chapters of Comprehensive Plan
• Review and recommend/adopt Vision, Land Use, Transportation, Economic Development, Broadband, Natural Resources, Parks and Open Space, and Camp Phillips Road Corridor chapters, and “Issues and Conditions” report

Phase 1 & 2 Completion and Advancement Steps:  December 2014
• Finalize, post, and publicize adopted chapters
• Conduct broadband advancement meeting

Phase 3 Plan Update Process:  2015

Plan Update Completion:  2016