

Village of Weston

Camp Phillips Corridor - South Neighborhood SE Quadrant General Plan



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Village of Weston
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Chapter 3: Camp Phillips Corridor – South Neighborhood Southeast Quadrant General Plan

TABLE OF CONTENTS

3.1 EXECUTIVE SUMMARY	1
3.2 OVERVIEW	1
3.2.1 General Process and Community Participation	3
3.2.2 Pertinent Village Policies and Initiatives	4
3.3 CHARACTERISTICS OF THE CAMP PHILLIPS CORRIDOR SOUTH NEIGHBORHOOD	8
3.3.1 Current Development Trends	8
3.3.2 Land Use.....	8
Generalized Existing Land Use Summary Table	9
3.3.3 Village Economy and Tax Base	10
3.3.4 Trade Area.....	10
3.3.5 Streets and Travel	10
3.3.5.1 2015 Baseline Traffic and Initial Forecasts.....	11
3.3.5.2 Pedestrian and Bike Travel.....	12
3.3.6 Recreation	12
3.3.7 Southeast Quadrant Planning Area	12
3.3.7.1 Description of Planning Area.....	12
3.3.7.2 Topography and General Surface Drainage	12
3.3.7.3 Wetlands	14
3.3.7.4 Soils and Geologic Characteristics.....	14
3.3.7.5 Endangered and Threatened Species and Habitats	15
3.3.7.6 Water and Sanitary Sewer Infrastructure	15
3.3.7.7 Energy.....	15
3.4 CONSENSUS NEIGHBORHOOD PLANNING CONCEPT	15
3.4.1 Alternatives Discussed and Plan Priorities.....	15
3.4.2 Detailed Descriptions of Scenarios	17
Scenario A.....	17
Scenario B.....	18
Scenario C.....	19
3.4.3 Recommended Camp Phillips Corridor – South Neighborhood Development Plan.....	20
3.4.4 Implementation Strategies	21
Southeast Quadrant Recommended General Plans	22

Chapter 3: Camp Phillips Corridor – South Neighborhood Southeast Quadrant General Plan

3.1 EXECUTIVE SUMMARY

The Southeast Quadrant General Plan describes the recommended land use development pattern for the 327-acre tract of land located in the southeast quadrant of the State Highway 29 – Camp Phillips Road (County Road X) interchange. This area is envisioned by the Village of Weston to emerge as a significant component of the community’s economic base. The plan expands on a general consensus, articulated through the Village’s comprehensive planning process, that its development into a large sustainable commercial center will be the highest and best use of the site given its location in relation to the Village and regional population, proximity to a major transportation network, and the extensive investments in supporting public infrastructure that have been completed.

Upon complete build-out, the Southeast Quadrant Planning Area could potentially result in \$152,000,000 of equalized assessed value added to the Village tax base and significant expansion of the commercial business activity, workforce housing and employment.

The recommended first phase focuses on maximizing development opportunities of the west half of the planning area immediately adjoining the segment of Camp Phillips Road south of the State Highway 29 interchange—this initial phase has the potential to generate \$103,000,000 of additional equalized assessed value for the community.

This development area capitalizes on the existing backbone water and sanitary sewer infrastructure that is in place and the momentum of the adjacent Weston Regional Medical Center campus development and exposure to the interchange. This location is not without challenges, however, and sustained public-private collaboration will be required to resolve the following four (4) critically important issues before the development can move forward:

- Complete or partial mitigation of the wetland located immediately east of the Camp Phillips Road – Westview Boulevard intersection,
- Easterly extension of Westview Boulevard,
- Relocation of the ATC overhead electric transmission lines to the north perimeter of the planning area, and
- Develop engineering design and funding of street improvements to expand the capacity of Camp Phillips Road and intersections to accommodate anticipated traffic generated by the planned land use.

3.2 OVERVIEW

The Village of Weston has engaged in a detailed planning effort to define the role of Camp Phillips Road as a primary development corridor through the community and to establish a strategic framework for land use, development policy and public and private investment decisions to encourage development and redevelopment along the corridor.

Paired with Schofield Avenue (the primary east-west route through the community), Camp Phillips Road is a critically important north-south travel route in the suburban and regional travel network that links the Village and the neighboring communities of Wausau, Schofield, Rothschild, and Kronenwetter.

The Village’s strategic planning approach to the Camp Phillips Corridor is organized around three distinct neighborhood planning areas that are reflective of the historical development pattern adjoining the designated segment of the street and the role that each neighborhood area fulfills for the community. This planning approach is designed to enable the Village to address various strategic needs within each neighborhood, in context of the entire corridor. The districts are:

- **The North Neighborhood** – centered on the Weston Elementary School. Village policy(ies) in this area are intended to enhance and preserve the integrity of the area as a residential neighborhood with a variety of housing opportunities and supporting community amenities including Weston Elementary School as a neighborhood school and gathering place, and recreational amenities serving nearby residential neighborhood areas.
- **The Central Neighborhood** – focused on the segment of Camp Phillips Road between Schofield Avenue and State Highway 29. Schofield Avenue (the former County Road JJ/State Highway 29) was historically the primary east entrance route into the Wausau Metropolitan Area. With the completion of the new State Highway 29 freeway, Schofield Avenue is now more of a significant gateway to Weston than a cross-state “regional” route. Village initiatives and strategies in this planning district are organized around maintaining the function of Schofield Avenue as an important east-west traffic corridor, encouraging commercial and mixed-use redevelopment of existing land uses, preserving the integrity of adjoining residential neighborhoods, and establishing and enhancing the visual entry experience or “sense of place” as the center of Weston.
- **The South Neighborhood** – the lands south of the State Highway 29 interchange to Transport Way. This location is emerging as the pre-eminent location for development as a regional economic center supported by:
 - The extensive transportation linkages provided by State Highway 29 – Camp Phillips Road interchange, the existing street network Camp Phillips Road, Schofield Avenue, and Weston Avenue;
 - The Weston Regional Medical Center, and surrounding Putnam Office Park; and
 - The undeveloped tract of lands east of Camp Phillips Road that are efficiently serviceable from the existing public water and sanitary sewer infrastructure installed within the Weston Avenue and Von Kanel Street rights-of-way.

The Village’s initiatives for this area are intended to focus public and private efforts to promote and support the general area, and especially the Southeast Quadrant of the Camp Phillips Road and State Highway 29 interchange, for development of viable, sustainable, large scale commercial activity.

For context, the Camp Phillips Corridor South Neighborhood generally encompasses a relatively large territory between the State Highway 29 right-of-way on the north, extending south to the properties fronting on Weston Avenue, and from the Village’s shared boundary with the Village of Rothschild on the west to property fronting on Ryan Street to the east. The plan is intended to articulate the Village’s vision for land use and to outline a framework for implementing development strategies in the general neighborhood and especially to the development within the sub-neighborhood area referenced as the “Southeast Quadrant” – a 327-acre tract bounded by Camp Phillips Road, State Highway 29, Weston Avenue, and the east line of public land survey section (PLSS) 21, Town 28 North, Range 8 East. (Generally referred to herein as the Southeast Quadrant Planning Area.)



This plan is organized to provide a summary overview of broader policy issues that are pertinent to the community and neighborhood, followed by a discussion of considerations relative to the specific geographic area and potential constraints and opportunities for development of the Southeast Quadrant Planning Area. The approach taken for this plan involves an overview of the area “from 10,000 feet” for context, and a detailed view “from 1,500 feet” focusing on the specific Southeast Quadrant Planning Area.

3.2.1 GENERAL PROCESS AND COMMUNITY PARTICIPATION

In fall 2015, JSD Professional Services, Inc. (JSD) was retained by the Village to develop the *Camp Phillips Corridor South Neighborhood – Southeast Quadrant General Plan*. The planning process has been iterative in nature and has involved research, fieldwork, technical discussions with experts and regulators, public engagement with stakeholders and Village residents, coordination with public and private agencies, formulating and assessing alternative land use plan (development) scenarios, and public debate and endorsement by the Village Plan Commission.

Extensive research and field work was performed to assess and gauge the impact of existing site, traffic, economic, and regulatory conditions on creating a regional commercial center. It was important that the plan strategies reconciled issues with projected increases in traffic, management objectives for areas of environmental concern that are located within the planning area, formulating a logical and efficient sequence of development phasing and investment, creating and articulating expectations and standards for the physical development of the site, and setting the stage for an effective marketing and business recruitment program.

The initial work effort also included three special studies including: (1) an initial limited Phase 1 Environmental Site Assessment addressing requirements of the Federal Comprehensive Environmental Response Liability Act (CERCLA) and potential environmental conditions that could negatively affect potential public and private investment in property within the planning area; (2) delineating and mapping wetlands to determine the extent of the Wisconsin Department of Natural Resources (WDNR) regulatory impacts affecting the site; and (3) preparing a Preliminary Traffic Impact Analysis (PTIA) to establish baseline traffic conditions and enable evaluation of various development scenarios in order to quantify the street and intersection improvements required to serve future development in a safe and efficient manner.

In the early stages of planning, JSD, Village staff, and other consultant-engaged stakeholders, including: landowners, the Wisconsin Department of Transportation (WisDOT), the Wisconsin Department of Natural Resources (WDNR), utility companies, local business representatives, and the general public to identify ideas and goals to gain an understanding of potential opportunities and conflicts.

Following this assessment, several conceptual land use development scenarios were created that incorporated Village plan objectives and adopted policies, market analysis information, and preliminary generalized feedback about potential business/investor interest and confidence in the area as a location for business development.

Various planning alternatives were presented at two public forums and responses were evaluated and incorporated into the preliminary plan presented to the Village Plan Commission on December 14, 2015, and May 9, 2016. Following additional public and Plan Commission input, a recommended plan was presented to the Village for final consideration. After Plan Commission recommendation, the Village Board adopted the *Camp Phillips Corridor South Neighborhood – Southeast Quadrant General Plan* on August 15, 2016 as part of *Volume 3, Chapter 4: Camp Phillips Corridor Plan* of the *Village of Weston Comprehensive Plan*.

3.2.2 PERTINENT VILLAGE POLICIES AND INITIATIVES

Predating and overlapping the activities and discussion of the Camp Phillips Corridor, the Village has also been engaged in a multiyear effort to update its Comprehensive Plan. Development policies and initiatives that have been articulated in these ongoing planning discussions address community goals and management objectives based on the programmatic elements that comprise the framework of comprehensive and effective community development policy:

- Community Vision
- Land Use
- Economic Development
- Housing and Neighborhoods
- Natural, Agricultural and Cultural Resources
- Parks and Recreation
- Community Facilities and Utilities
- Transportation
- Inter-governmental Cooperation
- Implementation

Key policies and initiatives with relevance to the *Camp Phillips Corridor – South Neighborhood* include:

Economic

Weston’s overarching economic goal is to support business retention and development that adds jobs, products, services, and value to the Village to maintain its affordable tax rate and enhance its vitality. To do this, the Village is emphasizing business retention, and recruiting and expanding businesses in the basic economic sector of the economy – this means generating new economic activity serving customers beyond Weston, including health care and related businesses, tourism, and recreation, to bring new money into the community. The Village also works to expand economic opportunities in the non-basic sector (e.g. businesses serving Weston residents), by focusing on consumer retail and restaurant establishments in order to reduce “economic/market leakage”. “Economic/market leakage” is a term describing the situation of Village residents purchasing goods and services at businesses located outside of the Village or metropolitan area, which indicates potential economic development opportunities for new or expanded businesses to locate in the Village.

Land Use

Generally, future land use for the Southeast Quadrant Planning Area is designated as “Commercial” west of Von Kanel Street, and “Mixed Use” to the east of Von Kanel Street.

The Commercial area is envisioned to include lands for retail (including large-format retail), service, restaurants, office, wholesaling, and businesses with outdoor displays – all of which are complementary with a general community consensus that the Southeast Quadrant Planning Area is a superior location for future “big box” retail stores which would be the anchor stores of a commercial center serving the east side of the Wausau Metropolitan Area and a general potential trade area radiating out to include northeastern, eastern, and southeastern portions of Marathon County and adjacent territories.

PLANNING CONSIDERATION

Creation of a new sustainable commercial development in advance of supporting market demographics may result in the vacation of existing businesses in the Village and Metro Area (especially along Schofield Avenue) and their relocation to the new development. Consideration should be given to creating and implementing programmatic and infrastructure improvements to mitigate transitional issues and/or assist with redevelopment and rejuvenation of existing commercial locations concurrently with the development of the Southeast Quadrant Planning Area.

The Mixed Use area is conceptually an area providing for a denser, more efficient use of land centered on “vibrant urban spaces” that engage customers, employees, and residents. The Mixed Use area is envisioned to encompass a blend of service, retail, office, multifamily residential, and institutional land uses. Design expectations in this category of land use are intended to encourage combinations of uses within the same building and/or site to create synergies, amenities and a sense of “place”.

Housing

A primary goal of the Village is to accommodate expanded housing options with attractive neighborhoods that support families, older residents, and recruitment of young professionals to the local workforce. In 2010, the majority of Weston’s housing stock was comprised of units built between 1980 and 2010 and was predominantly owner occupied single-family homes. Since the 2008 recession, residential construction activity appears to be rebounding, albeit slowly. Current housing tenure in the Village is estimated at 65% owner occupied and 35% renter occupied, with the majority of the rental market being in managed senior housing projects.

Transportation

A top transportation priority is for the Village to expand public investment in street infrastructure capacities based on identified needs to correct existing deficiencies and to support sustainable economic development opportunities.

Key initiatives to accomplish this policy priority are:

- to thoroughly analyze traffic impacts on the existing street network resulting from potential new development proposals and general regional growth;
- strategically program public investment in the maintenance and reconstruction of existing streets; and
- coordinate and collaborate on the design and construction of new segments of the Village street system installed by private development.

Additionally, it is a priority to implement the Village’s *Complete Streets* policy requiring all new streets to be designed to meet the needs of all users (including motor vehicle, bicycle, and pedestrian traffic).

Future arterial and collector streets within the Southeast Quadrant Planning Area are currently officially mapped to have 100-foot wide rights-of-way to accommodate anticipated traffic volumes and multi-modal travel opportunities. Recognizing the traffic function of Camp Phillips Road and Weston Avenue within the Village’s street network, the Village has designated Camp Phillips Road and the segment of Weston Avenue between Alderson Street and Von Kanel Street as Arterial Streets with a minimum public street intersection spacing standard set at 1,320 feet. East from Von Kanel Street, Weston Avenue is classified as a Collector Street with a minimum intersection spacing of 750 feet. Though there are several existing private access drives connecting to Camp Phillips Road and Weston Avenue, future direct access will likely not be permitted and the Village will expect closure of private drives along these two arterial/collector routes as part of development and redevelopment proposals. Access and street improvements along Camp Phillips Road will be coordinated between the Village and the Marathon County Highway Department.

PLANNING CONSIDERATION

Carefully planned residential development on a limited scale appears to be compatible with the conceptual commercial and mixed use land uses envisioned for this area of the Village.

Multi-family residential opportunities focused on millennials and future workforce population is encouraged by the Village may be a viable development option for sub-area locations within the Southeast Quadrant Planning Area. Integrated within the fabric of new mixed use neighborhoods through well designed and landscaped sites, and with pedestrian connections to increase accessibility to shopping, employment and entertainment areas, limited multi-family development could also address a perceived housing need in the community.

Given the location of the Southeast Quadrant Planning Area relative to elementary school locations in the DC Everest District, expanded areas of conventional single-family residential development aimed at households with children will likely result in continued and increased expense for student transportation services.

From a larger perspective, the existing street network has only limited opportunities for traffic circulation between the majority of “developed” Village of Weston north of State Highway 29 and the Camp Phillips Corridor South Neighborhood. This constraint limits the convenience and market accessibility of existing businesses and potential development locations in the South Neighborhood to only three routes: Camp Phillips Road, Alderson Street, and Ryan Street. Recent proposed amendments to the Comprehensive Plan set the stage for improving north-south circulation for the Village expanding traffic capacities of these streets and by creating a new street connection between Municipal Street and Weston Avenue.

Community and Neighborhood Character

The Village intends to create memorable places and experiences that will help establish and define the character and “Quality of Life” in Weston. This entails a broad array of Village initiatives and support of public and private programs including for example:



- Policies to encourage creating and sustaining “third places” (meaning social settings and environments including public civic spaces (like plazas and parks) and commercial social places (think cafes and coffee shops) that are distinct from the home or “first place” and the workplace or “second place”);
- Public-Private investment in expanding and enhancing regional trails and large recreation facilities; and
- Public-Private investment in sponsoring community cultural events and recreational programs.



An effective and critically important aspect of community character is establishing and maintaining an attractive and engaging visual impression of key commercial corridors and gateways. The Camp Phillips Road – State Highway 29 interchange is a primary entrance to the Village that should be marked and enhanced by major gateway treatments—including “Welcome” and wayfinding signs, landscaping, and “landmark” buildings.



PLANNING CONSIDERATION

Based on the results of the Preliminary Traffic Impact Analysis (PTIA), consider an amendment in Chapter 9 to require minimum rights-of-way within the Camp Phillips Corridor South Neighborhood based on Traffic Impact Analysis (TIA) recommendations rather than a mandated 100-foot minimum width. This would allow potential non-traditional intersection design and/or wider than typical roadway sections, and desired bicycle-pedestrian accommodation.

PLANNING CONSIDERATIONS

“Placemaking” is a term used to describe the process of creating a strong sense of place in a given location within the community, most often public spaces, to make them vibrant and well-used. In addition to paying attention to designing the physical elements of a site – building materials, landscaping, site furniture, signage, and security, placemaking should also be a conscious effort by public and private management to organize, operate and sustain neighborhoods and commercial centers with activities that welcome and engage visitors and customers with both formal and casual events (concerts, buskers, sales, window displays) and with attention to recruiting and maintaining a variety of retail businesses, consumer services and eating and drinking establishments.

The Village’s expectation is that future development in the Southeast Quadrant Planning Area will engage the public with similar attention to architectural design and building materials as are expressed in the Weston Regional Medical Center and Putnam Office Park development located in the westerly portion of the Camp Phillips Corridor South Neighborhood and other architecturally notable buildings within the Village.



Recreation

Weston is well-known for recreational programs and events enjoyed by its residents and which are an integral part of its community and economic development initiatives. The Village is currently actively engaged in planning for the development of an off-road mountain bike terrain course and a sports complex on sites located immediately east of the Camp Phillips Corridor South Neighborhood. Complementing and linking these future facilities is the potential to preserve a trail corridor for an all-season trail extending westerly through the neighborhood planning area to the Birch Street bicycle-pedestrian bridge over State Highway 29.



Development Impact Management

The Village intends to continue its approach to managing community development by maintaining and expanding capacities for monitoring and implementing pragmatic solutions for supporting new investment while maintaining civic responsibilities to provide a safe environment for Village residents and businesses. Within the overarching objective of optimizing the cost-benefit of development and maximizing expansion of the Village Tax Base, the Village expects that accepted *Best Management Practices* will be incorporated, to the extent practical and financially feasible, in all development projects. For example:

- **Stormwater Management.** Encouraging the appropriate application of sustainable infrastructure for stormwater management best practices.
- **Traffic Demand Management.** In coordination with Marathon County, the Wausau Area Metropolitan Planning Organization (MPO), and WisDOT, the Village has a planning goal of providing safe and efficient transportation resources to serve the residents and businesses in the community and region. The priority is to provide transportation resources to maximize opportunities for multi-modal travel (bicycling, pedestrian, private vehicles, and public transportation) throughout the region in concert with coordinating development opportunities that provide residential, retail, and employment locations to minimize total motor vehicle travel miles within the community.
- **Protection and management of ecological resources.** Apply best management practices in environmental protection and restoration activities to optimize the functional quality of regionally important sensitive resources.

The Village’s policies and priorities for environmental protection seek to preserve natural amenities, with a primary focus on key waterways such as the Eau Claire River, which is a major yet underutilized recreational asset. Relevant to new development, Weston is a “Tree City USA” and “Green Tier Legacy Community,” which means advancing sustainability through green building and other initiatives

These Village policies and initiatives are the result of an on-going dynamic process that reflects currently accepted community vision and program priorities. These are seen as important foundational elements that establish a framework for Village decisions about future development in the Camp Phillips Corridor South Neighborhood.

3.3 CHARACTERISTICS OF THE CAMP PHILLIPS CORRIDOR SOUTH NEIGHBORHOOD

3.3.1 CURRENT DEVELOPMENT TRENDS

Major drivers for development in the Camp Phillips Corridor South Neighborhood include:

- Convenient access to a high capacity, safe and efficient regional transportation network
- Growing population and workforce
- Strong and growing consumer demand for goods and services that are conveniently accessible
- Existing public infrastructure
- Adopted general policies and zoning districts to support development

Since 2005, the Weston Regional Medical Center has generated significant growth and investment in the corridor, community and region. The general influence of this facility as it expands to meet evolving health care needs of the region is expected to continue to be a critically important element defining the character of Village of Weston and future development opportunities in the South Neighborhood.



3.3.2 LAND USE

The Camp Phillips Corridor South Neighborhood is uniquely positioned within regional transportation networks to become a viable commercial development location with a broad array of retail, service and employment oriented land uses.

Though the Village is working to redevelop under-utilized lands to boost commercial activity and tax base within existing commercial corridor along Schofield Avenue, the effort has proven extremely challenging due to existing infrastructure limitations, coordination between property owners to assemble sufficiently large tracts meeting the needs of modern retailing, and general traffic circulation and convenient access to customers in the primary and regional trade areas. Due to these challenges, it appears that establishing a new large scale commercial opportunity in the Camp Phillips Corridor South Neighborhood will be the most effective use of Village resources to benefit from the regional transportation system and to achieve a return on the Village’s capital investments in infrastructure.



**Camp Phillips Corridor South Neighborhood
Generalized Existing Land Use Summary**

Existing Land Use Approximate Area in Acres	West of Southeast Quadrant Planning Area		Southeast Quadrant Planning Area		East of Southeast Quadrant Planning Area		Total
	Acres	Units	Acres	Units	Acres	Units	Acres
Residential	40	5	54	5	139	6	233
Rural	37	2	53	4	139	6	229
Non Farm - Not sewered							
<0.2 DUA (~5+ acre lot)	37	2	52	2	139	6	
0.2 to 1 DUA (rural plat, CSM)	0	0	1	2	0	0	
Urban	3	3	1	1	0	0	4
Sewered							
<1 DUA	0		1	1	0		
1 to 5 DUA	3	3			0		
6 to 19 DUA	0				0		
20+ DUA	0				0		
Commercial	19		0		0		19
Retail	3		0		0		
Commercial Services	12		0		0		
Professional Services	4		0		0		
Civic // Institutional	29		0		0		29
Industrial	0		0		0		0
Warehousing // Distribution	0		0		0		0
Transportation, Communication, Utilities	5		0		0		5
Recreational	0		0		0		0
Managed Conservancy	28		0		0		28
Delineated Wetlands, Buffers, Stormwater Management							
Improved but Vacant	37		0		0		37
Agricultural	0		95		88		183
Cultivated and Pasture Including farmstead	0		95		88		183
Forestry	0				0		0
Un-used / Un-managed woodland and open land Periodically harvest for pulpwood	0		159		0		159
Street Rights of Way	24		19		9		52
TOTAL	182		327		236		745

3.3.3 VILLAGE ECONOMY AND TAX BASE

Category		Total (EAV)
Residential		\$ 641,170,000
Commercial		\$ 365,650,000
Manufacturing		\$ 51,020,000
Agricultural		\$ 6,470,000
Total		\$ 1,064,310,000

3.3.4 TRADE AREA

Weston is part of the economically diverse Wausau Metropolitan Area. The Village has grown steadily since 2000 and is now home to a projected population of 15,276 (2015) living in 5,772 households. The primary trade area surrounding the Camp Phillips Corridor South Neighborhood, defined by a 15 to 20-minute drive time.

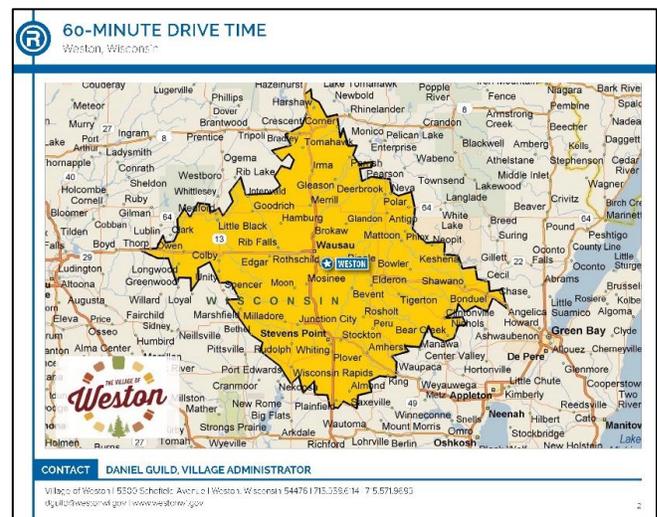
Several recent studies by the Village indicate generally strong local demand for more retail and commercial services. The research also identified that there is significant “leakage” from the Village economy as local residents shop elsewhere in the Metro area – a continuing trend reflective of both Weston’s history as primarily a bedroom suburb of Wausau, and the historic development pattern of commercial shopping destinations in downtown Wausau and along the former US Highway 51 (now Rib Mountain Drive) a regional arterial route located approximately 4.5 miles west of Camp Phillips Road.



3.3.5 STREETS AND TRAVEL

The Southeast Quadrant Planning Area is accessible from Camp Phillips Road and Weston Avenue, which border the west and south boundary. These highways are sub-regional arterial travel routes serving the Village of Weston and connect to residential neighborhoods and business locations in Wausau, Rothschild, Kronenwetter, and southeast Marathon County. State Highway 29 is a statewide arterial route linking the Wausau Metropolitan Area with Green Bay and Eau Claire.

While a tremendous asset/opportunity supporting development in the Camp Phillips Corridor South Neighborhood, the Camp Phillips Road/State Highway 29 interchange is both a primary travel route for the community but



also a significant constraint – especially to intra-regional travel from locations north of the State Highway 29 corridor (the east side of the City of Wausau and the existing residential neighborhoods in Weston. Secondary north-south travel routes include Alderson Street (1 mile west of the Southeast Quadrant planning area) and Ryan Street (3/4 mile to the east). Access from the east, south, and west is from Weston Avenue and Camp Phillips Road extended.

Current and Projected Traffic Volumes

Street	2016 AADT*	2026 AADT*	2036 AADT*
STH 29			
West of Camp Phillips Road	28,200	30,900	33,550
East of Camp Phillips Road	13,400	15,400	17,400
Camp Phillips Road			
North of STH 29	15,950	17,700	19,500
Westview Blvd to Weston Ave	10,600	12,250	13,900
South of Weston Ave	7,600	8,600	9,700
Weston Avenue			
West of Camp Phillips Road	3,400	4,200	5,000
East of Camp Phillips Road	2,500	3,150	3,800

* AADT -- Annual Average Daily Traffic is the total volume of vehicular traffic per year divided by 365 days.

PLANNING CONSIDERATION

To accommodate future base traffic volumes and projected impacts from development of the Southeast Quadrant planning area and other development in the community, additional widening of the Weston Avenue right-of-way will be required at the Camp Phillips Road intersection to accommodate intersection improvements for left turn lanes from Camp Phillips Road and right turn lanes from Weston Avenue to Camp Phillips Road. Consideration should also be given to widening Weston Avenue right-of-way east of Von Kanel Street to accommodate long-range traffic growth projections.

3.3.5.1 2015 Baseline Traffic and Initial Forecasts

Projections by WisDOT and the MPO indicate that vehicle volumes on the adjoining arterial and collector streets are anticipated to steadily increase over the next 20 years regardless of the development forecasted for the Southeast Quadrant planning area. Camp Phillips Road traffic is expected to increase between 22% and 38% along segments north and south of the planning area. Weston Avenue traffic is expected to increase by 50% and State Highway 29 traffic is projected to increase 20% to 30% east and west from the Camp Phillips Road interchange.



PLANNING CONSIDERATION

Preliminary traffic impact analysis involving Scenarios A and B indicate that the projected scale of development will generate significant left turn movements from southbound Camp Phillips Road onto Westview Boulevard (extended) and Weston Avenue. In order to maintain a Level of Service C, these intersections, at a minimum, will require signalization and construction of dual left turn lanes initially. To sustain full build-out of the potential development, these intersections will likely require additional right-of-way and reconstruction to a non-traditional intersection design as either a 3-lane roundabout or an intersection design referred to as a Displaced Left Turn intersection.

Preliminary schematic engineering suggests that up to 75 feet of additional ROW along the easterly side of Camp Phillips Road will be necessary to accommodate a "Displaced Left Turn" intersection design that will maintain traffic function at or above desired level and would minimize land acquisition from the existing established businesses located on the westerly side of Camp Phillips Road.

3.3.5.2 Pedestrian and Bike Travel

Pedestrian and bike travel opportunities have been established along Weston Avenue and throughout the Ministry St. Clare’s Hospital Campus. West of Camp Phillips Road, the Weston Avenue right-of-way includes a sidewalk along the north side and a multi-use path along the south. Pedestrian crossings and medians have been installed at key intersections. The multi-use path along Weston Avenue extends to and continues north along Birch Street, past the Ministry St. Clare’s Hospital Campus, to a bicycle-pedestrian overpass crossing State Highway 29. This bicycle-pedestrian route continues as a signed “on-street” route which eventually reaches residential neighborhoods in the westerly area of the Village and destinations including DC Everest Senior High School.



PLANNING CONSIDERATION

The current and proposed street geometry for Camp Phillips Road along the west boundary of the Southeast Quadrant planning area has and will result in a significant travel barrier for pedestrian and bike travel between the planning area and the Ministry St. Clare’s campus and access to the Birch Street Bike Ped Bridge. Consideration should be given to improving a bicycle-pedestrian crossing on Camp Phillips Road. There are multiple options for this crossing -- an underpass, overpass, or actuated signals -- and should be addressed with planning and engineering of future plans for Camp Phillips Road improvements or WisDOT projects to improve State Highway 29 ramps.

PLANNING CONSIDERATION

Given the role and function of these arterial routes in the Weston street system consideration should be given to:

Extending the Arterial designation for Weston Avenue easterly from Von Kanel Street to County Highway J. Recognize that required right-of-way widths for arterial and collector streets may be increased to accommodate roadway design, intersection geometry, and bicycle and pedestrian traffic based on TIA recommendations. Improvements to Alderson between Weston Avenue and Jelinek Avenue (intergovernmental coordination with Rothschild)

- Specifically identify the extension of Municipal Street (and Old Costa Lane) with a State Highway 29 overpass to Weston Avenue in the TIP as well as the Official Map (11-1). Show both as collector streets with 80-foot right-of-way.
- Relocate the intersection of Fuller and Schofield to the Old Costa Lane/Schofield Avenue intersection.
- Consider a bike/pedestrian, Neighborhood Electric Vehicle (NEV) Bridge at Von Kanel.
- Improve Von Kanel to Shorey and Shorey to Camp Phillips Road as collector streets with 80-foot right-of-way.

Within the planning area, consider 80-foot rights-of-way as a minimum for collector streets instead of 100 feet.

3.3.6 RECREATION

There are no existing public recreation facilities within the Camp Phillips Corridor South Neighborhood.

3.3.7 SOUTHEAST QUADRANT PLANNING AREA

3.3.7.1 Description of Planning Area

The Southeast Quadrant General Plan addresses planning issues and initiatives intended to provide a framework for managing the future development of approximately 327 acres occupying the middle portion of the Camp Phillips Corridor South Neighborhood. This planning area is generally bounded by State Highway 29 on the north, Weston Avenue on the south, Camp Phillips Road on the west, and the east line of PLSS Section 21.

During the course of evaluating the various planning related issues affecting this territory, the general boundary was expanded in two locations to reflect “off-site” planning considerations relating to street connections identified in Chapter 9 – Transportation and the Village Official Map. These include: the extension of Municipal Street to Weston Avenue (along the eastern boundary) and the extension of Transport Way (southwest corner of the planning area, south of Weston Avenue and east of Camp Phillips Road).

3.3.7.2 Topography and General Surface Drainage

Generally, the Southeast Quadrant Planning Area is characterized by level to gently rolling topography. The highpoint elevation, approximately 1,278 feet above mean sea level (MSL) is located along Von Kanel Street approximately 400m

north of Weston Avenue. Low elevations occur at three locations around the perimeter of the planning area: the southwest corner – 1,250 MSL, northwest corner – 1,260 MSL and the midpoint of the east boundary – 1,238 MSL.

Located immediately to the west of the northwest corner of the Southeast Quadrant planning area, the Camp Phillips Road – State Highway 29 overpass is at elevation 1,284 MSL.

The planning area is situated on the divide between the Eau Claire River basin to the north and northeast and Cedar Creek to the south and southwest. Within the Southeast Quadrant Planning Area, this divide is generally delimited by Von Kanel Street right of way which occupies a very slight ridge.

Surface drainage east of Von Kanel Street is captured in two shallow ephemeral drainage ways which generally flow northeasterly. The north drainage way conveys surface drainage from a 39-acre watershed and has been impounded in a small 1-acre farm pond. The east drainage way conveys surface water from a 101-acre watershed to the easterly border of the study area. Both drainage ways discharge northerly to highway culverts under State Highway 29 and there are delineated wetlands associated with both. The remaining 20-acre area east of Von Kanel Street drains southwesterly to the Von Kanel – Weston Avenue intersection and continues off-site to the southwest.

The west half of the planning area is also divided into three (3) drainage basins. The north basin encompasses approximately 45 acres and drains generally to the north and is captured by the road ditch along State Highway 29 and then is conveyed north via highway culverts. The southeasterly 26 acres drains southeasterly to the Von Kanel – Weston Avenue intersection and then southwesterly. Drainage from the remaining 71 acres west of Von Kanel Street is not contained within any identifiable drainage way until it is captured by the roadside ditch along the east right of way line of Camp Phillips Road.

Due to the generally level terrain and the construction of Camp Phillips Road improvements in the early 1990s, the ground surface in the west end of the Southeast Quadrant Planning Area has morphed into an ecology characterized by mosaic wetland ecology with numerous patches of small upland flora interspersed with small isolated shallow wetland pockets. Construction and elevation of Camp Phillips Road and Weston Avenue infrastructure appears to have restricted and diverted historic surface drainage patterns that previously went westerly and southwesterly to a ravine channel located to the southwest of the Camp Phillips Road and Weston Avenue intersection.

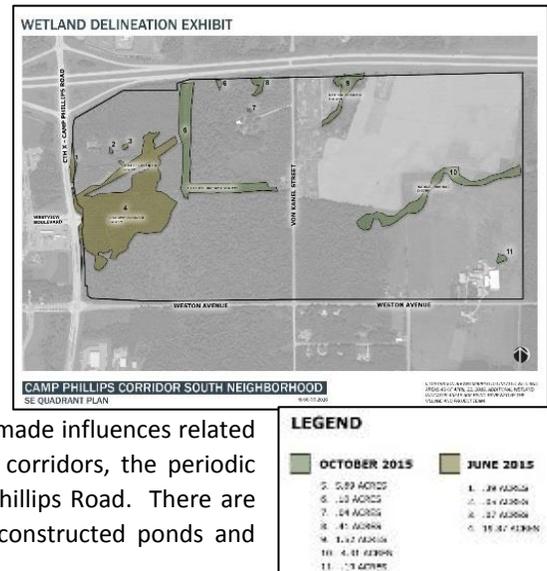
3.3.7.3 Wetlands

The overall planning area contains approximately 32+ acres of wetlands, which have been identified through field investigations conducted at various times between 2002 and 2015.

Within the east half of the Southeast Quadrant Planning Area, (east of Von Kanel Street) two (2) wetland features are naturally occurring based on terrain and historic natural drainage patterns.

Within the west half of the planning area, wetland habitat is related to

the generally level terrain and has been significantly affected from man-made influences related to the installation and maintenance of overhead electric transmission corridors, the periodic harvesting of pulpwood and the construction and expansion of Camp Phillips Road. There are also several small isolated locations which are associated with small constructed ponds and landscape features and the ditch drainage along Camp Phillips Road.



PLANNING CONSIDERATION

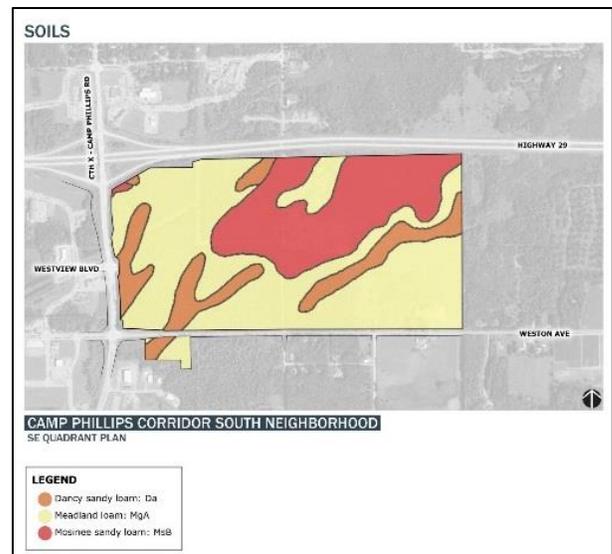
The low quality wetlands in the planning area are characteristically densely wooded and brushy. Current Wisconsin Department of Natural Resources policy appears to preclude any form of habitat management activity within the wetlands and consequently these areas (as may remain after permitting) will remain and persist as relatively dense woodlands. This will screen and minimize visibility and perceived accessibility to the interior of the Southeast Quadrant Planning Area. Without mitigation, or at the very least proactive habitat management, these low quality wetlands are a significant impairment to the sustained viability of commercial development in the Southeast Quadrant.

3.3.7.4 Soils and Geologic Characteristics

The soils in the area have formed from a soil solum of undifferentiated glacial till deposited over competent granite bedrock. The Natural Resources Conservation Service (NRCS) Web Soil Survey shows four different soil series within the area:

- Dancy sandy loam
- Meadland loam
- Mosinee sandy loam (2-6% slopes)
- Mosinee sandy loam (6-12% slopes)

For the most part these soils are loam or loamy sand overlying sandy loam or gravely sandy loam. The Meadland loam is a somewhat poorly drained hydric soil and is predominant within most of the planning area and, where encountered, has required extra-ordinary excavation to mitigate for site and infrastructure construction.



The underlying geology in the area is primarily Lower Proterozoic granite and is encountered at various depths throughout the region. Within the Southeast Quadrant Planning Area, depth to bedrock ranges from 10 feet below ground surface (BGS) at Camp Phillips Road and Weston Avenue intersection, to 13 feet BGS at Von Kanel Street and Weston Avenue, to 10 feet BGS on Von Kanel Street approximately 1,300 feet north of Weston Avenue, to approximately 6 feet BGS along Von Kanel Street near the State Highway 29 right-of-way.

3.3.7.5 Endangered and Threatened Species and Habitats

An initial screening of the Natural Heritage Inventory (NHI) data base maintained by the Wisconsin Department of Natural Resources did not indicate the presence of endangered or threatened plant or animal species or habitats within the Southeast Quadrant Planning Area and the nearby vicinity.

3.3.7.6 Water and Sanitary Sewer Infrastructure

The Village installed a backbone system of sanitary sewer and water infrastructure in the Southeast Quadrant Planning Area in 1998.

This infrastructure consists of a 12-inch ductile iron water main along Von Kanel Street extending from north of State Highway 29 south to Weston Avenue and then west along Weston Avenue. The water main network is looped through Stone Ridge Drive and the Weston Regional Medical Center Campus with an extension back to the east side at the Camp Phillips Road and Westview intersection. This main is linked to the Camp Phillips Road water main and is looped through the Ministry St. Clare's Hospital Campus to Birch Street. To complement this backbone water distribution system, the Village has planned for a future water tower near the corner of Ministry Parkway and Weston Avenue – approximately one-quarter mile west of Camp Phillips Road. The Village also envisions extending a main from Birch Street to Alderson Street to create additional looping to support development in the Southeast Quadrant Planning Area.

The sanitary sewer infrastructure serving the area consists of a 15-inch PVC sanitary sewer along Von Kanel Street and 18-inch ductile iron sanitary sewer along Weston Avenue westerly from Von Kanel Street. Sanitary sewer main does not extend easterly along Weston Avenue from Von Kanel Street. Based on the depth of the sanitary sewer relative to existing ground surfaces, it is anticipated that all building sites within the west half of the Southeast Quadrant Planning area will be serviceable by gravity sewer. The Von Kanel Street sewer could potentially provide gravity sewer service to lands east of and within 600 feet of Von Kanel Street, provided buildings are above elevation 1,269 MSL. In general, due to terrain and topography development of, lands east of Von Kanel Street will require installation of a sanitary sewer pump station and force main.

3.3.7.7 Energy

The site is currently traversed by regional gas and electric transmission lines. The site is bisected by a TransCanada (ANR) gas line and easement running east-west roughly through the middle of the area. In addition, an American Transmission Company (ATC) overhead electrical transmission line follows the gas easement and branches northeasterly in the northwest quarter of the site. In order to prepare the site for future development, the Village is exploring cost-share options to relocate the ATC corridor to the north perimeter of the site. This would minimize the visual impacts to the Village's primary commercial "gateway," perceived site hazards, and the impacts on future building size and placement. Whether relocated or not, both of these energy lines will inform the design of future improvements and development sites.

PLANNING CONSIDERATION

As noted above, the ANR gas line and ATC overhead electrical lines pose constraints to development, although these may potentially be minimized with utility relocations. The ATC lines pose significant constraints due to the restrictions on structures and landscaping within the easement and the aesthetic impacts to the area. Both the ANR gas line and the potentially relocated ATC easements may provide opportunity for creation and improvement of the east-west bike corridor.

3.4 CONSENSUS NEIGHBORHOOD PLANNING CONCEPT

3.4.1 ALTERNATIVES DISCUSSED AND PLAN PRIORITIES

JSD has formulated generalized land use scenario(s) within the framework of the Village's Comprehensive Plan, and with consideration given for the existing constraints and opportunities discussed in the previous sections of this plan. These scenarios have also undergone a preliminary vetting by real estate professionals and their informal commentary has been incorporated into the general layouts. For purposes of preparing the traffic generation forecasts included in the Preliminary

Traffic Impact Analysis (PTIA), an additional iteration of each of the scenarios was prepared which articulated a reasonable projection of detailed land uses and building sizes.

The focus of this concept planning effort was primarily to identify options and development expectations relating to a long-term horizon for the development of the entire Southeast Quadrant Planning Area. Each scenario was also specifically organized to evaluate development options in response to the critical regulatory constraint created by the identified low quality wetland habitats within the area and their pre-emption of the planned continuation of Westview Boulevard from Camp Phillips Road into the interior of the planning area.

The three general scenarios that emerged from this planning effort were then vetted against the primary planning considerations and objectives for the development in the area:

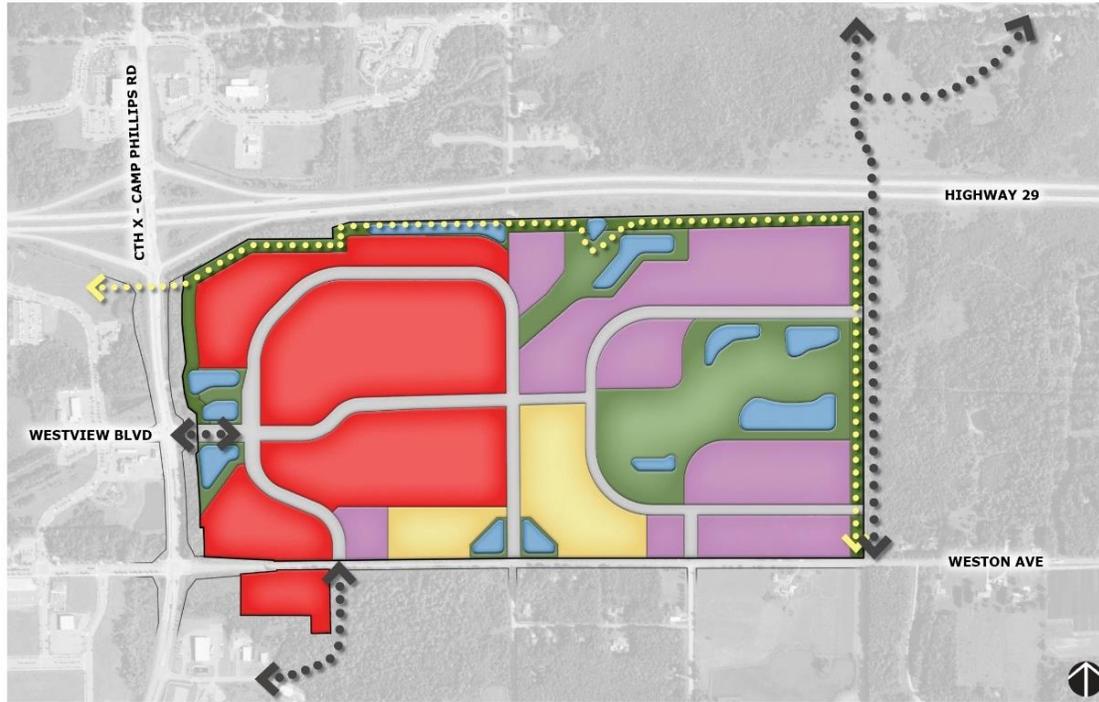
- Maximize private investment opportunities to increase the Village tax base;
- Efficiently and effectively utilize existing public investment in water and sanitary sewer infrastructure;
- To the extent practical, manage projected traffic impacts to achieve and maintain an acceptable Level of Service “C” or better along the Camp Phillips Road corridor; and
- Mitigate potential impacts to sensitive and high value environmental resources.

Summary of Development Scenarios Southeast Quadrant Planning Area

Development Scenario (Projected EAV)	Commercial Uses (Acres)	Office and Employment Uses (Acres)	Residential Uses (Acres)	Street ROWs (Acres)	Environmental Corridors (Acres)
A \$152,000,000	102	62	23	58	82
B \$129,000,000	89	67	17	53	101
C \$98,000,000	19	122	12	49	125

3.4.2 DETAILED DESCRIPTIONS OF SCENARIOS

SCENARIO A



CAMP PHILLIPS CORRIDOR SOUTH NEIGHBORHOOD
SE QUADRANT PLAN

LEGEND		Acres	Land Use
●	Commercial	102	Commercial
●	Employment	62	Employment
●	Residential	23	Residential
●	Environmental	82	Environmental Corridor/ Buffer/Stormwater/Wetlands
●	Stormwater Management	32	Internal Streets
	Future Road	26	Street ROW/Collector/Arterial Streets
	Future Bike/Pedestrian Trail		
		327	TOTAL

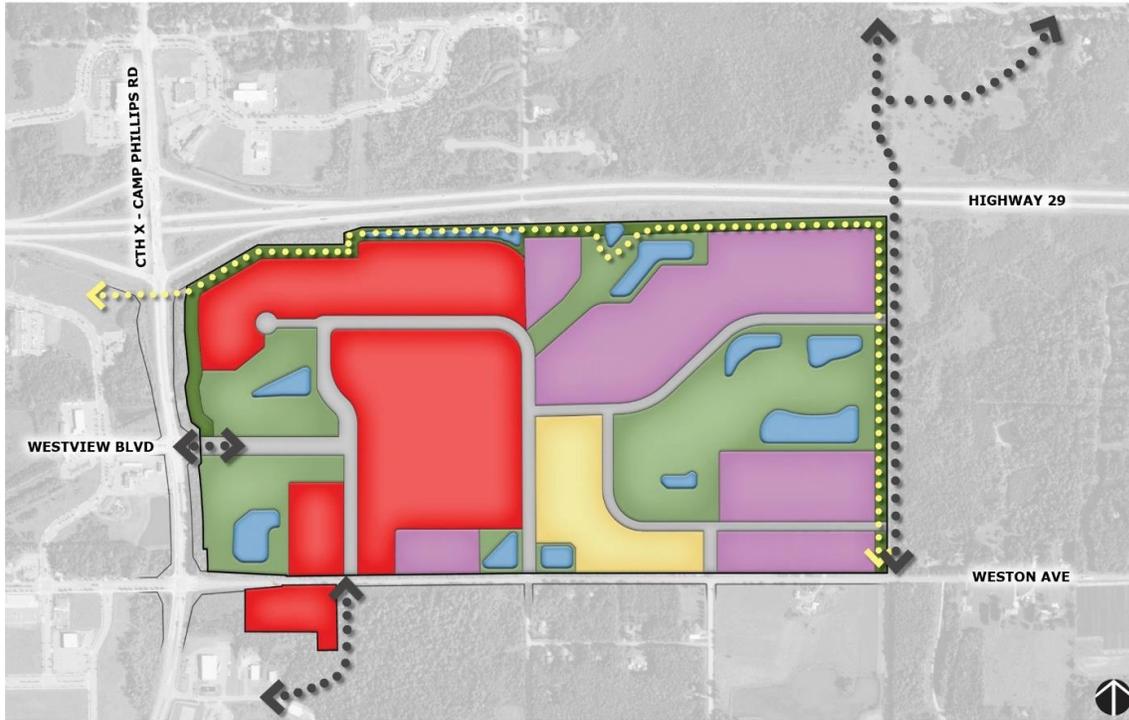
* All acreage calculations are approximate

Scenario A – This general development layout maximizes developable area (and thus tax base) based on mitigation of a majority of the delineated low quality wetland located in the westerly half of the Southeast Quadrant Planning Area. The generalized commercial land uses are envisioned to include multiple retail stores as determined by developer assessment of market conditions and demands. It is anticipated that the retail area will include large and medium format stores, small specialty shops, convenience retail locations, dining and entertainment businesses, lodging and professional services. It is also envisioned that within the general retail area, the development will create an attractive “Town Center” location that will be managed to establish and maintain an identity and shopper experience that will contribute to the sustained economic viability of the site.

Specifically, Scenario A is predicated on the extension of Westview Boulevard and the installation of appropriate lane and intersection improvements along Camp Phillips Road and Weston Avenue as determined by the Preliminary Traffic Impact Analysis (PTIA).

Preliminary forecast equalized assessed value at full buildout: \$152,000,000.

SCENARIO B



CAMP PHILLIPS CORRIDOR SOUTH NEIGHBORHOOD
SE QUADRANT PLAN

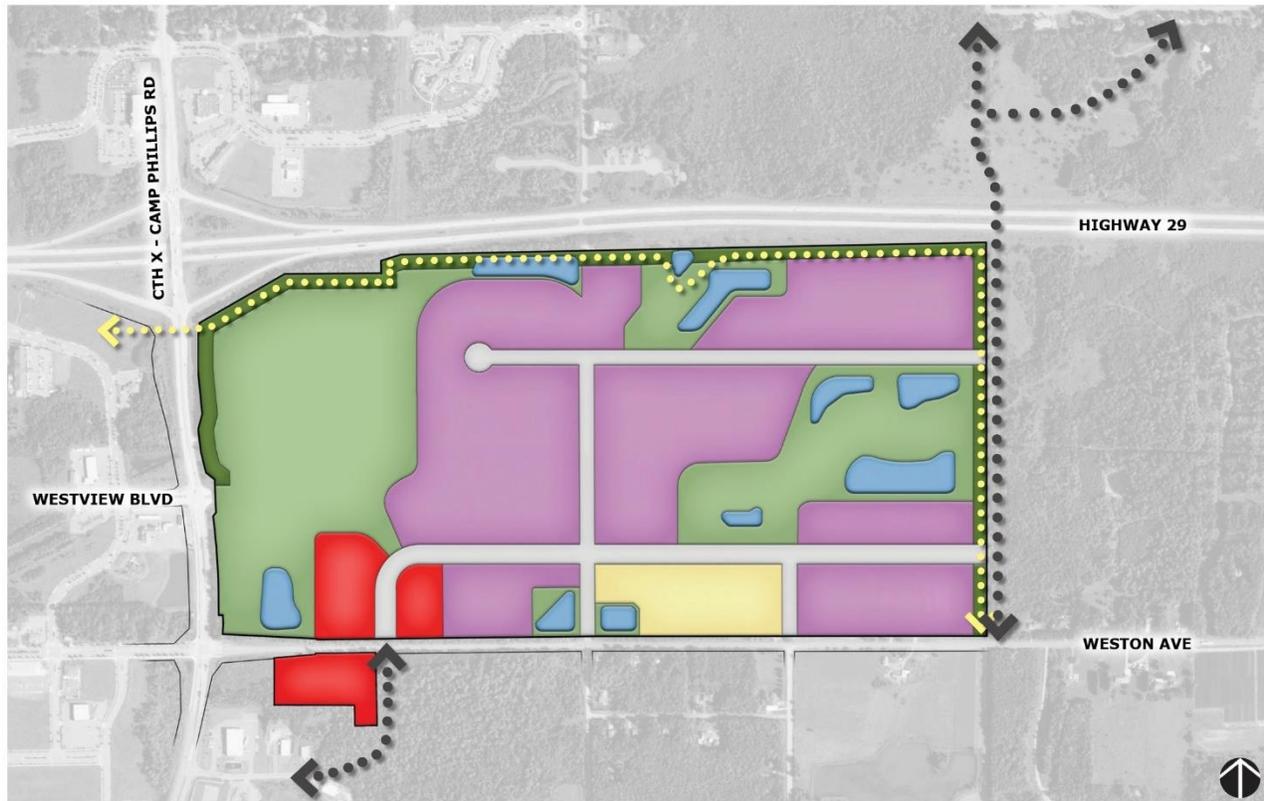
LEGEND		Acres	Land Use
●	Commercial	89	Commercial
●	Employment	67	Employment
●	Residential	17	Residential
●	Environmental	101	Environmental Corridor/ Buffer/Stormwater/Wetlands
●	Overhead Electric & Trail	27	Internal Streets
●	Stormwater Management	26	Street ROW/Collector/Arterial Streets
	Future Road		
	Future Bike/Pedestrian Trail		
		327	TOTAL
* All acreage calculations are approximate			

Scenario B – This general development layout maximizes developable area (and thus tax base) based on mitigation of the minimal and limited area of wetland disturbance needed to accommodate the planned extension of Westview Boulevard and installation of Camp Phillips Road and Weston Avenue improvements. As shown, the majority of the wetland areas remain but it should be noted that there is a substantial reduction in the amount of developable retail land use. Similar to Scenario A, the generalized commercial land uses are envisioned to include multiple retail stores but are situated on less land and consequently the scenario results in less tax base. It is anticipated that the retail area will include large and medium format stores, small specialty shops, convenience retail locations, dining and entertainment businesses, lodging and professional services. It is also envisioned that within the general retail area, the development will create an attractive “Town Center” location that will be managed to establish and maintain an identity and shopper experience that will contribute to the sustained economic viability of the site.

Similar to Scenario A, Scenario B is predicated on the extension of Westview Boulevard and the installation of appropriate intersection improvements as determined by the Preliminary Traffic Impact Analysis (PTIA).

Preliminary forecast equalized assessed value at full buildout: \$129,000,000.

SCENARIO C



CAMP PHILLIPS CORRIDOR SOUTH NEIGHBORHOOD
SE QUADRANT PLAN

LEGEND		Acres	Land Use
●	Commercial	19	Commercial
●	Employment	122	Employment
●	Residential	12	Residential
●	Environmental	125	Environmental Corridor/ Buffer/Stormwater/Wetlands
●	Overhead Electric & Trail	27	Internal Streets
●	Stormwater Management	22	Street ROW/Collector/Arterial Streets
	Future Road	327	TOTAL
	Future Bike/Pedestrian Trail	* All acreage calculations are approximate	

Scenario C – This general layout maximizes developable area remaining in the planning area with little to no encroachment or mitigation of any of the identified wetlands. The scenario reflects the severe impact of precluding the planned extension of Westview Boulevard due to the wetland areas. Without public street access to Camp Phillips Road and visual proximity to the Camp Phillips Road and Weston Avenue intersection the Southeast Quadrant planning area has virtually no physical attributes that make the area a viable location for commercial retail development. Access is limited to Weston Avenue only, with the first street intersection nearly one-quarter mile east of the Camp Phillips Road Weston intersection (three-quarters of a mile and two left turns from the State Highway 29 – Camp Phillips Road interchange). Consequently, land use development is limited to smaller non-retail business which will not contribute significantly to the Village tax base nor address the needs of Village residents for additional diverse commercial opportunities.

Preliminary forecast equalized assessed value at full buildout: \$98,000,000.

3.4.3 RECOMMENDED CAMP PHILLIPS CORRIDOR - SOUTH NEIGHBORHOOD DEVELOPMENT PLAN

Description

The objective of Camp Phillips Corridor South Neighborhood – Southeast Quadrant General Plan is to set a policy framework that will encourage the creation of a vibrant and viable commercial hub on the south side of the Village of Weston. This commercial center is envisioned to provide a broad array of commercial and service land uses which would meet the daily shopping needs of local residents and consumers within the general trade area and reduce the need for travel west to Wausau and Rib Mountain, where the bulk of the region’s commercial retail businesses currently exist. While the large-format retail sites would anchor the project, smaller sites would provide economic diversity within the project, and would support the Village’s objectives for “placemaking”. These ancillary sites provide opportunities for single or multi-tenant retail buildings that would provide a variety of consumer goods, convenience retail, entertainment, personal services, professional services/offices, hospitality, and residential uses.



The recommended approach to implementing the Southeast Quadrant General Plan is for the Village to focus on creating development opportunities in the 167-acre tract bounded by Camp Phillips Road, State Highway 29, Von Kanel Street, and Weston Avenue (and including the Weston Avenue frontage between Camp Phillips Road and Transport Way extended). This refined “First Phase” location has several tangible and intangible attributes:

- The site area is large enough to address near-term needs for the community by creating new flexible commercial sites to accommodate a variety of retail building configurations;
- The location is visible from (and with the extension of Westview Boulevard) and conveniently accessible to both regional and state wide arterial transportation routes;
- Development is supported by existing water and sewer infrastructure investments;
- The location builds on the momentum of the adjacent Weston Regional Medical Center campus development; and
- There is strong interest in the general trade area and a development project that is able to quickly get to the market will be able to capitalize on this interest, build momentum, and establish investor confidence in the overall South Neighborhood.



3.4.4 IMPLEMENTATION STRATEGIES

The success and long term viability of the development is predicated on an efficiently designed street system with direct access to Camp Phillips Road with the planned extension of Westview Boulevard and secondary access to Weston Avenue. Establishing the street network and creating appropriately dimensioned and graded building sites is not without challenges however. Sustained public-private collaboration will be required to resolve the following four (4) critically important issues before the recommended development plan can be implemented:

- Complete or partial mitigation of the wetland located immediately east of the Camp Phillips Road – Westview Boulevard intersection;
- Easterly extension of Westview Boulevard;
- Relocation of the ATC overhead electric transmission lines to the north perimeter of the planning area; and
- Develop engineering design and funding of street improvements to expand the capacity of Camp Phillips Road and intersections to accommodate anticipated traffic generated by the planned land use.

Southeast Quadrant Recommended General Plan

Potential Land Use *	Projected Acreage*
Commercial	101
Specialty Retail and Services (small shops, eating and drinking establishments, professional and consumer services)	<i>TBD</i>
Large and Medium Format Retailers	<i>TBD</i>
Entertainment	<i>TBD</i>
Hospitality	<i>TBD</i>
Employment	3
Professional Office	3
Residential	6
Medium Density Multi-family, and upper level units in mixed use town center area	6
Subtotal Assessable Area	110
Recreation and Conservancies	5
Dual use of the relocated Overhead Electric Transmission Line Corridors	5
Stormwater Management	14
Street and Highway Rights of Way	38
Perimeter Arterial Streets	22
Internal Streets	16
TOTAL	167

* Conceptual arrangement and proportion of projected uses developed by JSD for conceptual descriptive purposes only and is not intended to depict final site development plans. Actual developed area and uses that may be constructed at this location are predicated by the establishment and installation of the easterly extension of Westview Boulevard, and subsequent commitments for private investment based on detailed supporting market analyses.

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