

Weston Avenue Corridor Plan

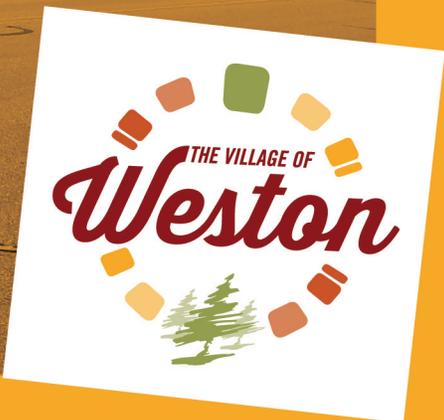
Recommended by Village Plan Commission: May 24, 2021

Adopted by Village Board: May 24, 2021

A supplemental element of the Village of Weston Comprehensive Plan



**IN WESTON, IT'S TIME TO WELCOME FAMILIES,
BUSINESSES, AND SUSTAINABLE NEW GROWTH TO
THE RIGHT KIND OF PLACE IN CENTRAL WISCONSIN.**



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Chapter 1: Plan Overview

1.1. Purpose

This Weston Avenue Corridor Plan is a blueprint for future development, zoning decisions, and transportation upgrades along the Weston Avenue Corridor, extending generally from County Road X to the eastern Village limits as depicted in Map 1. Weston Avenue spans the Village of Weston from east to west, one-half mile south of State Highway 29. The surrounding land is predominately rural, but is partially developed and planned for further development by the village.

This Plan is a component of Volume 3 of the Village of Weston Comprehensive Plan. Volume 1: Conditions and Issues and Volume 2: Vision and Directions preceded it. Volume 3 contains detailed, standalone plans that typically advance priority initiatives from Volume 2.

The village will use this Corridor Plan as a basis for making the following decisions:

- Engaging in economic development activities along this key corridor.
- Rezoning land, providing site plan approvals, and making other zoning decisions—supplementing other village policy documents.
- Making transportation, utility, and other capital and community design investments, particularly related to the potential reconstruction of Weston Avenue.
- Prioritizing and further guiding potential infrastructure investments and economic development incentives authorized by the project plan for Tax Incremental District (TID) #1, which covers most of the Weston Avenue Corridor north of the roadway.
- Guiding property owners and developers when they are interested in buying, selling, or developing land, while not compelling any property owner to change the current land use or to sell their land.



Weston Avenue is currently a two-lane rural collector road, mostly surrounded by agricultural, forest, and other rural land uses, which together make up the “Weston Avenue Corridor”.

Weston Avenue Corridor Plan

1

Planning Area and Districts



~1600 ft.

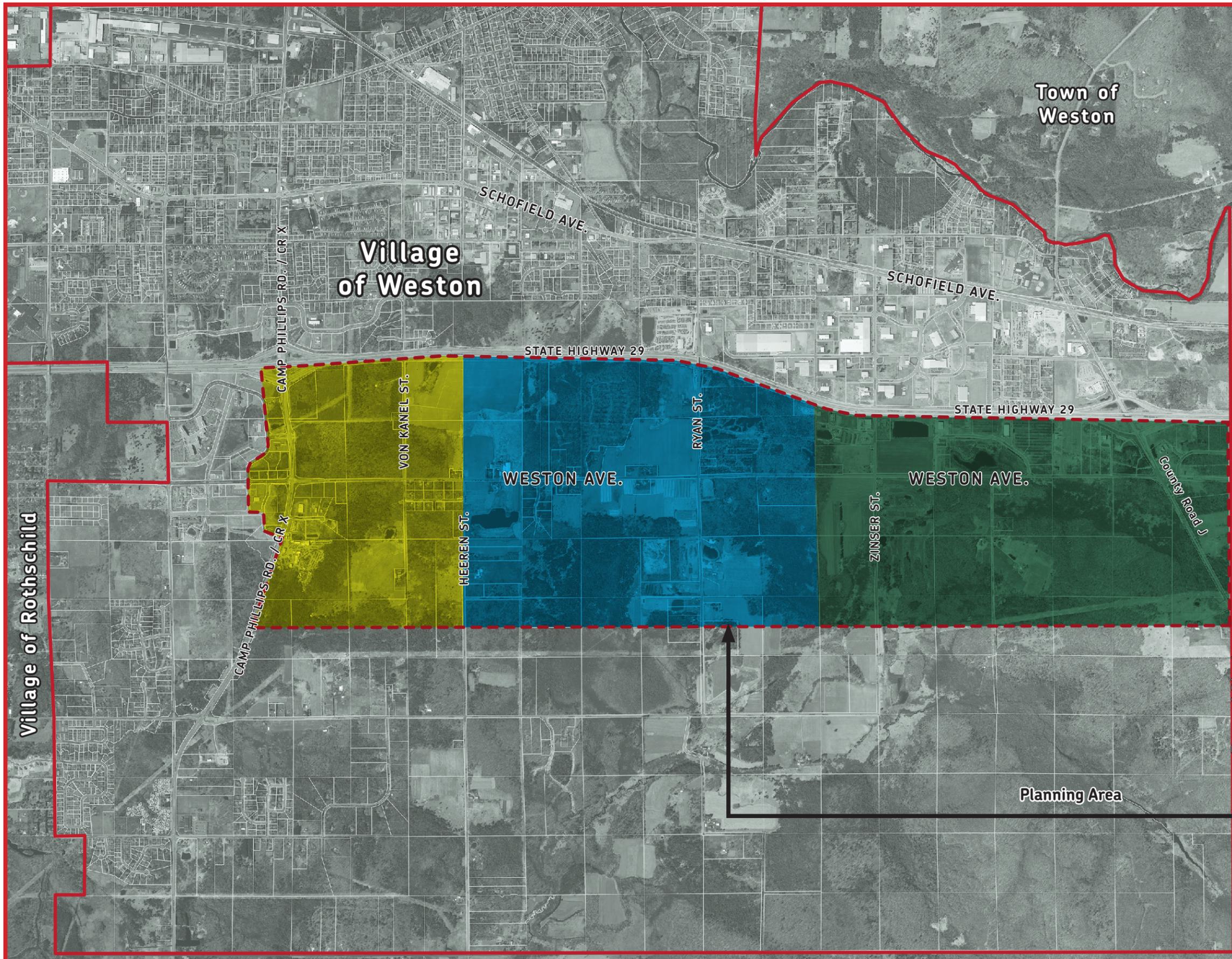
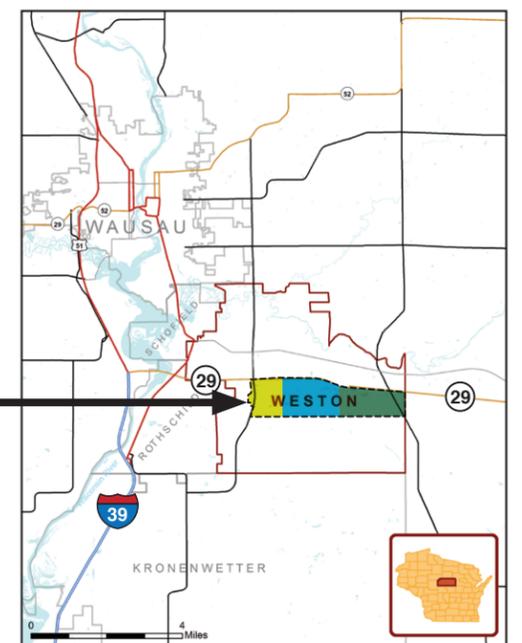


Adopted: May 24, 2021

LEGEND

- Municipal Limits
- Planning Area
- Western District
- Central District
- Eastern District

Regional Context



1.2. Planning Area

The Weston Avenue Corridor planning area is represented on Map 1. The planning area extends approximately 4 miles, from just west of the County Road X (Camp Phillips Road) intersection to the village limits, east of the County Road J intersection. This 4-mile segment includes intersections with Von Kanel, Heeren, Ryan, and Zinser Streets.

The planning area extends north of Weston Avenue to State Highway 29, and south of Weston Avenue for just over half a mile. Volume 2 of the village's Comprehensive Plan contains future land use recommendations outside of the Weston Avenue Corridor planning area.

The Corridor planning area is divided into three districts for analysis and planning purposes, as depicted on Map 1 and described below.

1.2.1. Western District

The western district includes the intersection of Weston Avenue with County Road X (Camp Phillips Road) and extends east to the intersection with Heeren Street. The western district is heavily wooded and contains small wetlands, particularly east of Camp Phillips Road and south of Weston Avenue. The western district also contains a small residential area along and near Shirley Avenue. At its west end, Transport Way serves a handful of existing commercial and industrial uses.

1.2.2. Central District

The central district begins at Heeren Street on the west, extends through the Ryan Street intersection, and ends on the east just before the Zinser Street intersection. Ryan Street is the only road crossing of State Highway 29 between County Roads X and J. Lands west of the Ryan Street intersection are mainly agricultural, though there is scattered housing along Weston Avenue. Lands east of Ryan Street are generally wooded and undeveloped, including the Prohaska Family Nature Center.

1.2.3. Eastern District

The eastern district extends from the Zinser Street intersection area east to the Village limits, which is east of the Weston Avenue/County Road J intersection. Generally, lands located north of Weston Avenue are industrial and include the Weston Business and Technology Park – South. Lands south



Weston Avenue is largely improved with surrounding lands developed west of the County Road X intersection, which is mostly not in this corridor planning area.

of Weston Avenue are heavily wooded and contain extensive wetlands. This district also contains recreational uses such as the Crane Meadows Golf Course and Dale E. Smith Waterfowl Refuge.

1.3. Planning Process Overview

In 2020, the village retained MDRoffers Consulting to help prepare this Weston Avenue Corridor Plan. MDRoffers explored and relayed specific economic, community development, land use, recreation, transportation, and other options and opportunities for the Corridor. MDRoffers subcontracted with civil engineering firm AECOM, to propose, analyze, and refine design options for the potential reconstruction of Weston Avenue.

The village's Plan Commission and Public Works & Utility Committee provided policy oversight for this planning effort and hosted community meetings. The process also featured interviews and other communications with land owners, business interests, and real estate professionals in the Corridor. In total, 24 stakeholders were interviewed or participated in a small group meeting for owners in the Weston Avenue Corridor area. Together, these persons represented about 80 percent of the private land area in the Corridor.

Stakeholders participating in the interviews, small group meeting, and community meetings identified current and desired future uses, opportunities, and limitations for their land. Many also provided their vision for the entire Weston Avenue Corridor and for the future design of the roadway.

Owners of land in the western district, closest to Camp Phillips Road, were generally more interested in selling their land for development than others further east. A handful had their land listed for sale during the time of writing. With a couple of exceptions, landowners in the central and eastern districts indicated that they were not intending to sell or develop their land at present. For those open to land use change, most stated they would be receptive to single-family residential and commercial development, and less receptive to multiple-family residential development and further industrial development.

Most of those interviewed agreed that Weston Avenue needed to be improved in some way, including safety improvements. Most preferred the roadway to remain as two-lanes to minimize adjacent land owner impacts.



1.4. Vision

The village has a vision for future land use, development, transportation, and community design along the Weston Avenue Corridor. The vision guides the remainder of this Plan and implementation actions.

In collaboration with land and business owners, the village intends to advance development along Weston Avenue and upgrade the Weston Avenue roadway to:

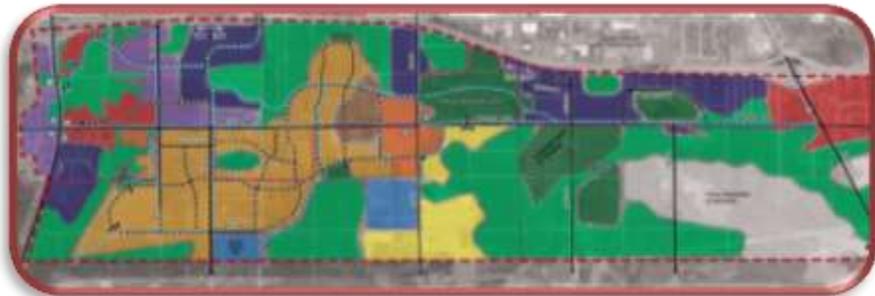
- Grow the local economy and tax base;
- Expand manufacturing and business park development opportunities, including on large sites not available in other parts of the village;
- Encourage retail, commercial service, and recreational uses;
- Enable residential and mixed-use development in locations that are compatible with non-residential uses and economic development objectives;
- Safely and efficiently move traffic within and through the Corridor;
- Enhance Weston Avenue as the primary east-west thoroughfare south of State Highway 29;
- Achieve the above in a manner that respects private property owner interests and natural resources and constraints.



The vision for the Weston Avenue Corridor includes expanding the tax base, economic development, and residential development in collaboration with interested land owners—and making sure the Weston Avenue roadway supports this vision.

1.5. Recommended Direction of this Corridor Plan

The village envisions a mixture of future land uses along the largely undeveloped Weston Avenue Corridor, including residential, industrial, commercial, and recreational uses. Carefully planned, the



The development plan for the Weston Avenue Corridor envisions a wide mix of different future land uses.

large Corridor will enable all such uses to compatibly coexist.

This mixed-use development plan differs somewhat from prior village plans for the Corridor, which have strongly emphasized commercial and industrial development. The differences advanced through this Corridor Plan are supported by:

- Market forces limiting commercial service and retail prospects but support housing and industry.
- The existing land use pattern, which already includes clusters of housing particularly in the central district.
- Environmentally constrained land which limits development of large-format commercial and industrial uses but provides amenities for nearby residential use.

Still, this Corridor Plan continues to provide hundreds of acres for future industrial and commercial development. Commercial, business, office park, and industrial uses are envisioned for the western district at the southeast and northeast quadrants of the County Road X (Camp Phillips Road) intersection, plus a larger area north of Weston Avenue extending further east. Residential uses are planned for the western district south of Weston Avenue, away from the County Road X intersection. The central district is envisioned for future residential, mixed-use, and institutional uses, along with recreational uses and open spaces. The eastern district is envisioned to contain commercial and industrial land uses north of Weston Avenue. South of Weston Avenue, environmental limitations often inhibit development. However, a large area further south is envisioned as a Long Term Growth Area, intended for either future industrial or residential development.

1.6. Plan Organization

The remainder of this Weston Avenue Corridor Plan is organized into five chapters, as follows.

- **Existing Conditions and Trends.** This chapter includes background information on current conditions and trends in the Weston Avenue Corridor. For a more detailed presentation of background circumstances village-wide, see Volume 1: Conditions and Issues of the Comprehensive Plan.
- **Review of Prior Village and Regional Plans.** The next chapter provides an overview of how other village and regional plans have addressed the Weston Avenue Corridor, and what opportunities and challenges this suggests for future planning.
- **Corridor Development Plan.** This chapter describes the recommended land use, transportation, and environmental corridor pattern for the Corridor, featuring development plan maps and descriptions for each of the western, central, and eastern districts.
- **Weston Avenue Improvement Plan.** The next chapter features the preliminary recommended alternative for the reconstruction of the Weston Avenue roadway to serve the development plan and address existing deficiencies.
- **Implementation.** This final chapter includes an implementation strategy for this Plan.



Chapter 2: Existing Conditions and Trends

CHAPTER OVERVIEW

- For its 4-mile span between County Road X and County Road J, Weston Avenue is a two-lane rural road, with variable surface conditions.
- Existing land uses within the Corridor planning area are primarily agricultural or heavily wooded, but also contain rural homes, recreation, and industrial uses.
- The Corridor is the village's last, best area with large tracts of land for economic development located close to highways and utilities.
- Unlike parts of the village north of State Highway 29, much of the land in the Corridor, particularly south of Weston Avenue, has constraints for building and development.
- Most of the Corridor's western district, much of the eastern district north of Weston Avenue, and none of the central district are now served by village sewer and water.
- Weston Avenue east of Camp Phillips Road carried an average of 2,500 vehicles/day in 2016—much lower than Schofield Avenue or State Highway 29.
- Sites with access and/or visibility to State Highway 29 and County Road X will have significantly greater commercial development potential than elsewhere in the Weston Avenue Corridor.

2.1. Topography and Land Cover

The Village of Weston is bisected by State Highway 29. The part of Weston north of State Highway 29 is mostly developed, and the part south is mostly undeveloped and includes vast areas of open space, agriculture, and forested land. Still, development has extended south of State Highway 29, especially near its Camp Phillips Road and County Road J interchanges in the Weston Avenue Corridor. The intervening undeveloped lands represent a logical area for future development in the village. However, unlike lands north of State Highway 29 in Weston, much of the land in the Corridor, particularly south of Weston Avenue, has constraints for building development.

Lands along the Corridor are characterized by generally level to gently rolling topography. The high point, approximately 1,278 feet above sea level, is located along Von Kanel Street north of Weston Avenue.



Woodlands and agricultural fields are the typical land cover. These include both large-acreage farms and small-scale plots growing vegetables, fruits, and flowers. Agricultural and open lands are generally in the hands of few entities with larger holdings.

Large parts of the Corridor are wetland or have hydric soils which are often associated with previously drained wetlands. Figure 1 depicts wetland and hydric soil areas. Field surveys have since identified additional wetland areas in the Corridor, particularly between Camp Phillips Road and Von Kanel Street. Wetlands, hydric soils, and other areas with water close to the surface significantly affect development opportunities.

Wetlands cover much of the Corridor's central and eastern districts, especially south of Weston Avenue. The water table in this area is high, oftentimes located only two or three feet under the surface. These characteristics appear to be present even in some places where wetlands and hydric soils are not marked, such as south of the intersection of Weston Avenue and Zinser Street.



Much of the Weston Avenue Corridor is rural, agricultural, and wet/lowland.

Figure 1: Weston Avenue Natural Features and Environmental Constraints



Source: Village of Weston Comprehensive Plan, based on data sources in legend to right.

Though not generally depicted in Figure 1, low-quality wetlands in the western district, between Von Kanel Street and County Road X are generally densely wooded and brushy. Current Wisconsin Department of Natural Resources (WDNR) policy appears to preclude any form of habitat

management within the wetlands and consequently these areas (as may remain after permitting) will persist as relatively dense woodlands. Without mitigation, or at least proactive habitat management, these low-quality wetlands are a significant impediment to large-scale commercial development in this part of the western district.

2.2. Existing Developed Land Use

Pockets of rural homesites are scattered throughout the Corridor, but particularly clustered along Shirley Avenue extending about ¼ mile to the east to the unimproved Lindenwood Court. These existing homesites suggest potential future land use and transportation incompatibilities, unless careful planning takes place. The central district also includes the partially-graded Fernwood subdivision, approximately one-half mile west of Ryan Street between Weston Avenue and State Highway 29. As a consequence of the Great Recession of the late-2000s, the Fernwood plat is not recorded and prior approvals have expired.



Weston Business and Technology Park – South Entrance Sign

Industrial and commercial uses are concentrated in the eastern district, within and near the Business and Technology Park – South and the County Road J/ State Highway 29 interchange. Other industrial and related uses are located along Transport Way at the far west edge of the western district, and along Ryan Street south of Weston Avenue. These industries generally benefit from close proximity to State Highway 29 and regional markets.

Recreational uses characterize the central and particularly eastern districts, including Crane Meadows Golf Course, Dale E. Smith Waterfowl Refuge, and Prohaska Family Nature Center. Village plans developed in the mid-2010s envisioned expansion of recreational activities in the Weston Avenue Corridor. In 2016, the village acquired land near the Weston Avenue/Zinser Street intersection in anticipation of a regional sports complex, but the sports complex is no longer being pursued. Instead, these lands will be used for industrial expansion. Future improvements to the Prohaska Family Nature Center may include some active recreational uses, such as athletic fields and ball diamonds, previously envisioned for the regional sports complex.

One contaminated site exists within the Corridor, near Weston Avenue’s intersection with Heeren Street. See <https://dnr.wi.gov/topic/Brownfields/botw.html> for the exact location and status.

2.3. Transportation and Streetscaping

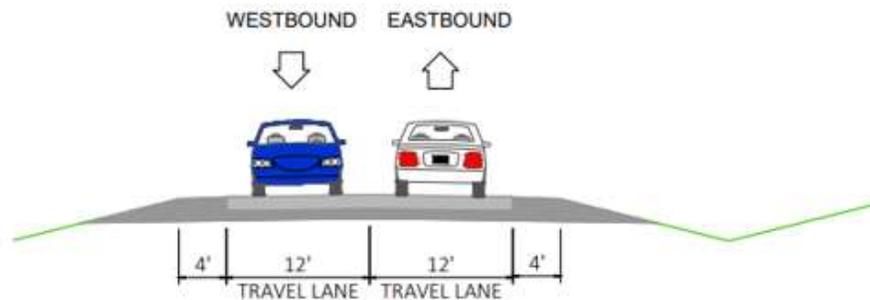
West of the County Road X (Camp Phillips Road) intersection, Weston Avenue underwent extensive urbanization (e.g., curb and gutter, medians) and streetscaping (e.g., landscaping, decorative lights, monuments) in the 2000s. This segment consists of four travel lanes, a median, designated left and right turn lanes, sidewalks, and a separated multi-use path on the south side of the road running parallel to Weston Avenue.



Weston Avenue west of the County Road X intersection underwent extensive streetscaping during the construction of the Weston Regional Medical Center

Weston Avenue's existing cross section east of County Road X is much different. Most of Weston Avenue from County Roads X to J is a rural two-lane cross-section that has not changed much from when Weston Avenue served as a low volume town road (see Figure 2). There are no traffic signals or stop signs between County Roads X and J and the speed limit is 45 miles per hour. A few intersecting roads south of Weston Avenue are unpaved.

Figure 2: Existing Cross-section of Weston Avenue, between CR X and CR J



Source: AECOM

Figure 3 (next page) shows 2016 and projected future traffic volumes for Weston Avenue and other nearby roads. Traffic volumes along this part of Weston Avenue remain relatively light, with approximately 2,500 daily vehicles east of the County Road X intersection in 2016. Weston Avenue traffic volumes are projected to increase by over 50 percent by 2036.

Traffic volumes are a good indicator for commercial development potential, as commercial and retail opportunities prefer sites visible to greater numbers of traffic. Current and projected traffic volumes suggest that sites with access and/or visibility to State Highway 29 and County Road X—



and also Schofield Avenue to the north—will have significantly greater commercial development potential than along Weston Avenue between County Roads X and J. Other local and national trends suggest that, aside from locations close to major intersections, the Weston Avenue Corridor will not serve as a major retail or commercial service destination.

Figure 3: Traffic Volumes for State Highway 29, Camp Phillips Road, Weston Avenue

Street	2016 AADT ¹	2026 AADT ¹	2036 AADT ¹
State Highway 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 (County Road X)			
North of State Highway 29	15,950	17,700	19,500
Westview Boulevard to Weston Avenue	10,600	12,250	13,900
South of Weston Avenue	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

Note: ¹ AADT = Annual Average Daily Traffic, or total volume of vehicle traffic for a year divided by 365 days.

Sources: Wisconsin Department of Transportation; Wausau Area Metropolitan Planning Organization; Camp Phillips Centre projections

The Ryan Street overpass with State Highway 29 provides important access between Weston and Schofield Avenues, at roughly the Corridor's midpoint. Past Village plans suggested potential conversion of this overpass to an interchange providing direct access to State Highway 29. However, an interchange in this location is highly unlikely given extensive cost, lack of interest or even willingness of State and Federal transportation agencies, lack of local funding sources, and adjacent property owner and wetland impacts.

There are presently no other crossings of State Highway 29 in the Weston Avenue corridor. Village plans have suggested a second potential crossing via an extension of Municipal Street from Schofield Avenue south to Weston Avenue, which is factored into this Weston Avenue Corridor Plan.

2.4. Municipal Utility Services

Most of the Corridor's western district, much of the eastern district north of Weston Avenue, and none of the central district are presently served by sanitary sewer and water mains.

The village installed a backbone system of sanitary sewer and water infrastructure in the western district of the Weston Avenue Corridor 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 is looped through Stone Ridge Drive and the Weston Regional Medical Center, with an extension back to the east side at the County Road X/Westview Boulevard intersection.

The sanitary sewer infrastructure in the western district consists of a 15-inch PVC sanitary sewer main along Von Kanel Street and 18-inch ductile iron sanitary sewer main 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 between County Road X and Von Kanel Street 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 1,269 feet in elevation. In general, due to terrain and topography, development of lands east of Von Kanel Street would require installation of a sanitary sewer pump station and force main.

Portions of the eastern district, particularly north of Weston Avenue, are served by sanitary sewer and water, including the Business and Technology Park – South. Existing mains along Progress Way, Zinser Street, Service Lane, Adventure Way, County Road J, and Weston Avenue east of the County Road J intersection currently provide service there. These include 8- and 12-inch ductile iron water mains.

The entire central district of the Weston Avenue Corridor is currently not served by any sewer or water mains. However, such utility mains exist just to the west at Von Kanel Street, to the east at Service Lane, and to the north from Ryan Street and Municipal Street north of State Highway 29. Future utility extensions to the central district could be from one or more of these locations.

2.5. Regional Utility Services

The western district is currently traversed by regional gas and electric transmission lines. These include a TransCanada (ANR) gas line and easement running east-west through the district and then turning south out of the corridor. In addition, American Transmission Company (ATC) overhead electrical transmission line follows the gas easement and branches northeasterly towards State Highway 29.

These lines and the associated easements pose constraints to development, although these may potentially be minimized with utility relocations. The ATC line poses particular constraints due to the restrictions on structures and landscaping within the wide easement, and secondarily from aesthetic impacts.



Chapter 3: Review of Prior Village and Regional Plans

CHAPTER OVERVIEW

Previously-adopted Village of Weston Plans suggest the following directions and opportunities for the Weston Avenue Corridor:

- The Weston Avenue Corridor has been identified as a tax base and employment driver for the village, through expansion of commercial business and industrial uses.
- Village plans and state law provide some flexibility to shift some lands in the Corridor from future industrial use to future residential use, but that flexibility is not limitless.
- As traffic and development increases, multimodal transportation improvements in the Corridor are advised, including a reconstructed Weston Avenue roadway, enhanced secondary street network, and paths for bicyclists and pedestrians.
- Utility system and tax incremental planning envisions public sewer, water, stormwater management, and other infrastructure improvements in the Corridor.
- Natural resources, existing recreational facilities, and new acquisitions such as the Prohaska Family Nature Center are a foundation for the expansion of public and private recreational opportunities.
- Wetlands, marginal soils, and other environmental constraints limit development potential in affected areas, particularly south of Weston Avenue.

3.1. Village Planning Framework

The village has previously adopted a number of plans that set a framework, established potential direction, and created opportunities and possible constraints for this Weston Avenue Corridor Plan. The other plans could be amended to aid in implementation of this Corridor Plan, where recommendations are different.

The Village of Weston's Comprehensive Plan guides the future growth and enhancement of the village over the next 10 to 20 years, and is separated into the following three volumes:

- **Volume 1: Conditions and Issues** includes descriptions of current conditions and trends affecting the village, and projects population and future land use demand. Volume 1 does not include any policy guidance.



- **Volume 2: Vision and Directions** contains the village’s vision and the comprehensive plan chapters specified under Wisconsin law. Most chapters include a goal, objectives, policies, and initiatives to guide the future enhancement and development of the village.
- **Volume 3: Supplemental Plans** includes a variety of village plans that extend beyond required comprehensive plan elements—either in subject matter or geographic focus. This Weston Avenue Corridor Plan is part of Volume 3.

3.2. Vision and Directions Volume (Volume 2)

3.2.1. Transportation Recommendations

Through the Vision and Directions volume, the village advises that “eventual reconstruction of Weston Avenue as an urban roadway will connect growing economic development areas near the State Highway 29/County Road X and State Highway 29/County Road J interchanges, and serve emerging residential and recreational areas” recognizing that “the village intends to obtain a wider road right-of way when adjacent development occurs, wide enough to accommodate a divided roadway.” Weston Avenue is advised to be reconstructed from County Road X (Camp Phillips Road) to County Road J, with streetscaping enhancements focused in the Corridor’s western district.

The village also endeavors to implement its “complete streets” policy, suggesting that all streets be designed for all users including motor vehicles, bicycles, and pedestrians.

The Vision and Directions volume includes the village’s Future Transportation/Official Map, which identifies the following potential improvements in the Weston Avenue Corridor:

- Right-of-way expansion for Weston Avenue and for Ryan Street north of Weston Avenue to 100 feet wide to facilitate future expansion of both roads.
- Existing and future intersecting roads to Weston Avenue with approximately ¼ mile spacing, which is consistent with the village’s access control ordinance.
- A southerly extension of Municipal Street across State Highway 29 (overpass) into the Weston Avenue Corridor.
- Consideration of future State Highway 29 bike and pedestrian overpasses at Von Kanel and Zinser Streets.
- Study of a potential future State Highway 29 interchange at Ryan Street.
- Extension of Transport Way northeasterly to Weston Avenue, and extension and interconnection of other existing streets in the Corridor.
- Maintenance of a major drainage corridor that extends though the central and western districts.



3.2.2. Economic and Housing Development Recommendations

One of Weston’s overarching economic goals—as expressed in Volume 2 of its Comprehensive Plan—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. The village encourages business retention, recruitment, and expansion in the basic economic sectors of the community (i.e., those that generate new economic activity serving customers from beyond Weston). Weston’s basic sectors include health care and related businesses, manufacturing and distribution, tourism and recreation, and retail and restaurant establishments.

Through the Vision and Directions volume, the village suggests that “Weston should be able to achieve investment and development along main roads that form its community image,” including Weston Avenue.

Another Volume 2 objective is to accommodate expanded housing options with attractive neighborhoods that support families, older residents, and recruitment of younger persons to the local workforce.

3.2.3. Land Use Recommendations

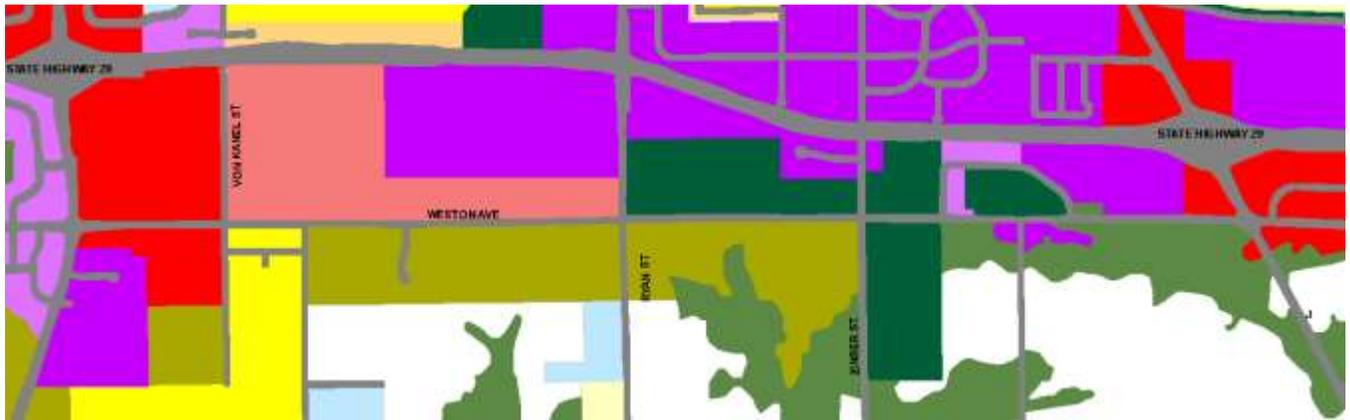
Figure 4 is a crop of the Future Land Use map from Volume 2 of the village’s Comprehensive Plan covering the Weston Avenue Corridor. The map generally expresses Village support for future industrial (purple) and commercial (red) development north of Weston Avenue. South of Weston Avenue, the Future Land Use map generally identifies lands for future residential (yellow, mustard), recreational (dark green), and open space uses (light green, white), except for near the County Road X and J intersections. Such future use recommendations may be altered after adoption of this Weston Avenue Corridor Plan, in response to different recommendations.

Economic Development as a Key Plan Consideration

Weston’s economic health and success are critical to the quality of life of its residents and the ability of village government to provide services. The Village’s Comprehensive Plan communicates that the village will continue to create a desirable climate in which to build the village’s tax base and fund community services, provide family-supporting jobs, and enhance retail and dining options by promoting development in and near the Weston Avenue Corridor. Targets include healthcare, retail, dining, and manufacturing. Prior plans suggest that the village will guide economic activity in and to the Weston Avenue Corridor, providing logical transitions to residential areas and connections to the broader region.



Figure 4: Volume 2 Future Land Use Map Covering Weston Avenue Corridor



Source: Volume 2, Village of Weston Comprehensive Plan

3.2.4. Recreation Recommendations

Volume 2 articulates a village vision to expand recreational facilities and opportunities on Weston’s south side, specifically near the existing recreational facilities of Crane Meadows Golf Course and the Dale E. Smith Waterfowl Refuge. The village intends to build on these existing recreational lands and natural amenities south of State Highway 29 to increase local recreational opportunities, reduce demands on other village parks, and advance tourism-related development. The Prohaska Family Nature Center is one such area where Volume 2 relayed the village’s vision to expand recreational opportunities, potentially including passive recreational uses such as hiking and fishing plus ball fields near its eastern edge.

Through Volume 2, the village also identified a system of existing and planned multiuse paths and connecting on-street bike routes. Several multiuse paths have been envisioned within the Weston Avenue Corridor, offering a viable transportation option for village residents to commute to work and to patronize businesses. These include existing and planned on-street bike routes along Von Kanel Street, Ryan Street, Zinser Street, and County Road X. Volume 2 also envisions an off-street multiuse path running parallel to and north of Weston Avenue, from County Road X to the Weston Business and Technology Park – South.

3.3. County Road X Corridor Plan

The County Road X Corridor Plan is a detailed component of Volume 3 of the village’s Comprehensive Plan. The planning areas for the County Road X and Weston Avenue Corridor Plans overlap near the intersections of these two roads.

The main overlapping area discussed in the County Road X Corridor Plan is the southeast quadrant of the County Road X and State Highway 29 interchange area. In 2015, a 320-acre development called Camp Phillips Centre was proposed in this quadrant. Camp Phillips Centre was envisioned as a regional commerce center to attract shoppers from throughout and outside of the region, and also



included professional office, residential, and business park components. The Camp Phillips Centre development proposal was suspended in 2020. The proposal encountered several issues, including large wetland areas with unlikely prospects for required filling, expensive utility relocations, and a changing outlook for “brick and mortar” retailing.

The County Road X Corridor Plan also advises the infill of platted commercial sites north of State Highway 29 along Barbican Ave and Community Center Dr, and mixed commercial-residential redevelopment north along County Road X to the Schofield Avenue intersection. These are outside of the Weston Avenue Corridor, but have implications for the viability of such uses in the Corridor.

The County Road X Corridor Plan advises additional widening of the Weston Avenue right-of-way at the County Road X intersection to accommodate intersection improvements and turning movements.

3.4. Schofield Avenue Corridor Plan

While not geographically overlapping, the Schofield Avenue Corridor Plan is another Volume 3 plan with implications for the Weston Avenue Corridor Plan. The Schofield Avenue Corridor Plan, adopted in 2021, identifies much of that long corridor for commercial service, retail, and restaurant development and redevelopment. This owes to current commercial uses, nearby housing density, and high traffic volumes along Schofield Avenue. Still, through the Schofield Avenue Corridor Plan, the village identifies the limits of the retail market in today’s economy, and therefore advises mixed use (including multiple family residential) development over portions of that corridor.

3.5. Tax Incremental District (TID) #1 Project Plan

TID #1 was created in 1998 and was substantially amended in 2018 to facilitate economic development of the State Highway 29 corridor within the village. More specifically, TID #1 is intended to:

- Increase industrial and other non-residential tax base in the village.
- Encourage new uses that would serve employment, shopping, hospitality, and tax base needs in Weston.
- Create family-supporting jobs and advance resident attachment to the village from areas generally beyond the TID #1 boundaries.
- Expand upon the successful but nearly full Weston Business and Technology Park.
- Facilitate mixed use redevelopment along County Road X (Camp Phillips Road).
- Promote higher-end, sustainable site and building designs and practices.
- Facilitate better connections to the existing highway, road, and bicycle trail network.
- Facilitate Weston’s joint recreational/economic development objectives for the area.

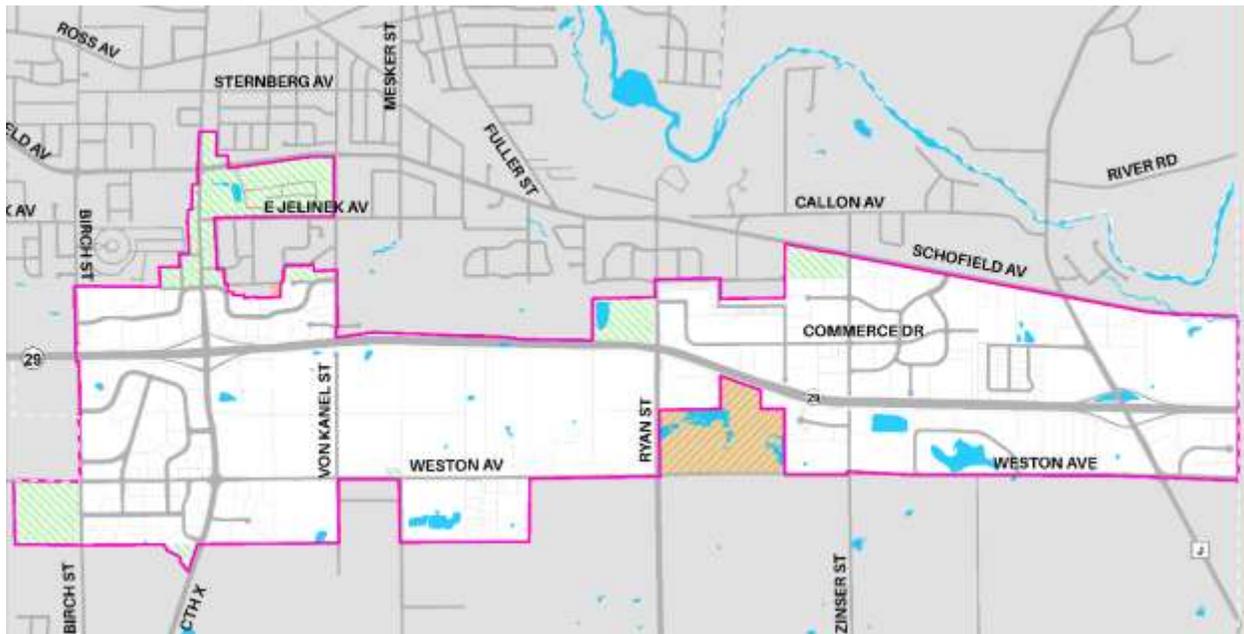
Since its creation, there has been significant new development within and assisted by TID #1, such as the Weston Regional Medical Center, the Stone Ridge and Cross Pointe Business Parks, and the Weston Business and Technology Park – South. These new developments have created a large



amount of tax increment within TID #1, which has been and may be used to fund projects to advance private investment within this TID.

As represented in Figure 5, TID #1 expands across 2,230 acres, most of which are within the Weston Avenue Corridor. The TID extends along State Highway 29, from the County Road X intersection to the village limits east of the County Road J intersection. All lands between State Highway 29 and Weston Avenue are included within TID #1, except for the Prohaska Family Nature Center. TID #1 extends south of Weston Avenue near the County Road X and Heeren Street intersections.

Figure 5: Tax Increment District #1 Boundary



TID #1 authorizes a number of roadway improvements, streetscape enhancements, stormwater and utility improvements, and development incentives within the Weston Avenue Corridor, including:

- Reconstruction of Weston Avenue and Ryan Street, including utilities, right-of-way acquisition where necessary, bike/ped facilities, and enhancements.
- Improvements to the State Highway 29/County Road X interchange.
- Infrastructure investments, utility relocation, site preparation and wetland mitigation in the southeast quadrant of that interchange within the area formerly proposed for the “Camp Phillips Centre” development.
- Extension of Municipal Street south from its current terminus north of State Highway 29 to Weston Avenue, including an overpass of State Highway 29.
- State Highway 29 Bike/Pedestrian Overpass at Zinser Street (but notably, and unlike Vision and Directions volume, no overpass at Von Kanel Street or interchange at Ryan Street).

- Aesthetic and community enhancements, particularly along Weston Avenue, County Road X, and in and adjacent to the southeast quadrant of the 29/X interchange.
- Bull Junior Creek Stormwater and Flood Management.

Under Wisconsin law, the above investments must be made (or at least funded) by March 2026, and the pay-back period for them concluded by the required TID #1 closure of March 2031.

Additionally, TID #1 may not be expanded any further, unless the total value in all of Weston's TIDs drops below 12 percent of the total value in the village.

TID #1 is an industrial TID, meaning under State law at least 50 percent (by area) of lands in the TID must be zoned for industrial land uses. At time of writing, 58.7 percent of real property within the amended boundary of TID #1 was both suitable for industrial use and zoned in a manner which allows at least light industrial uses. These include lands currently zoned LI Limited Industrial ("light industrial" allowed as permitted use), GI General Industrial (also permitted), B-3 General Business ("light industrial" allowed as conditional use), BP Business Park (also conditional), and AR Agricultural and Residential (also conditional). At time of writing, the AR district was zoned over nearly all of the land between Von Kanel and Ryan Streets in the Weston Avenue Corridor. Most of this land remains rural and not served by public utilities.

The State law requirements in the previous paragraphs place significant constraints on the future use and zoning of land in the Weston Avenue Corridor—at least through the remaining life of TID #1. No land may be rezoned from LI, GI, B-3, BP, or AR to a zoning district that is not one of those five districts, unless such land is first removed from the TID. Further, land may be removed from TID #1 before the entire TID closes, but such action would be subject to the following constraints:

- Must follow statutory process for amending TID boundaries.
- At least 50 percent (by area) of the lands that remain in the TID must be zoned for industrial land uses. (If the lands removed from the TID were zoned for industrial land uses upon their removal, no more than 168.79 of such acres could be removed.)
- The increment value that remains is sufficient to pay for existing debt and other costs.
- Land removed is no longer eligible for TID-funded incentives or infrastructure assistance.
- The base value of the TID must not fall below \$15,241,600, per a cooperation agreement between the village and the Community Development Authority (CDA), unless CDA bonds have been paid or discharged in full. (The base value at time of writing was \$38,651,600, so this is not a significant concern.)
- The integrity of the original redevelopment/blight finding that enables the Community Development Authority financing to occur must not be overly compromised.

3.6. Utility System Plans

3.6.1. Sanitary Sewer Master Plan

Through its 2019 Sanitary Sewer Master Plan Update, the village identified the addition of up to 1,000 acres within the Weston Avenue Corridor to the sanitary sewer service area. The Plan



Update described the potential for a 12-inch diameter sewer main, with a length of 6,500 feet, along Weston Avenue between Von Kanel Street and Ryan Street. The part of the central district north of Weston Avenue could connect to this sewer. Another 12-inch diameter sewer main, with a length of 9,000 feet, could be installed on Shorey Avenue and north along Heeren Street to serve the area between Weston and Shorey Avenues. The capacity analysis within the Plan Update showed that the downstream Cedar Creek Interceptor has capacity to receive an additional 400,000 gallons per day (gpd) of flow. The estimated cost to implement these sewer main extensions was \$5,483,000.

3.6.2. Water Master Plan

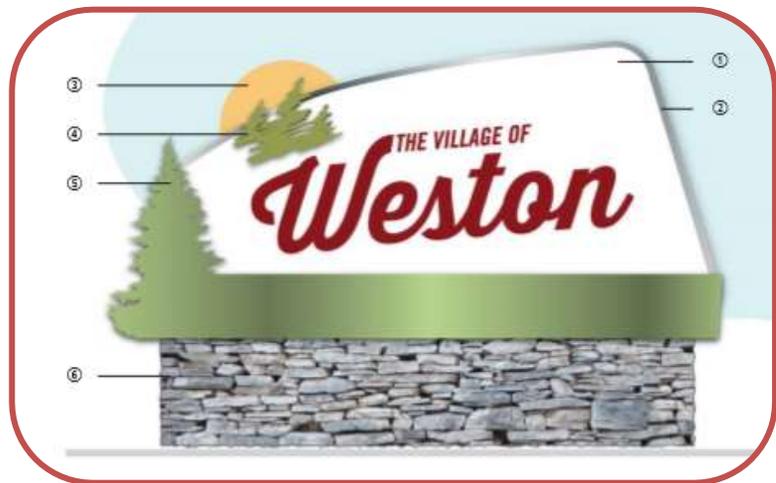
Through its 2020 Water Master Plan, the village projected water main installation along Weston Avenue sometime between 2021 and 2026. This includes all of the western district, most of the central district, and most of the eastern district. Extreme southern portions of the central district are not planned for water service until the 2040s.

3.6.3. Broadband Technology Plan

The Broadband Technology Plan targets broadband expansion in and around the Business and Technology Park – South. In 2014, the village obtained a Wisconsin Public Service Commission grant to facilitate broadband service extension to the Business and Technology Park – South. Additionally, in 2019 an agreement was signed with TDS Fiber to expand fiber throughout TID #1.

3.7. Community Entryway and Wayfinding Plan

The Community Entryway and Wayfinding Plan guides the village in the design, location, and messaging of entryway and wayfinding signs. The intent is to enhance visitor experience and comfort, create a sense of place among residents and businesses, and spur economic growth. This is to be accomplished by installing an affordable, comprehensible, and dynamic signage package that will remain relevant for years to come.



This is the recommended design for new entryway signs near the corner of County Road X and Weston Avenue.

The Entryway and Wayfinding Plan advises entryway and wayfinding signs in the Weston Avenue Corridor. These include several wayfinding signs near the County Road X intersection for northbound and southbound traffic on County Road X and westbound and eastbound traffic on Weston Avenue; near the County Road J intersection for southbound traffic on County Road J; and near the Ryan Street intersection for westbound and

eastbound traffic on Weston Avenue. This also includes an entryway sign for southbound drivers on County Road X, just north of the intersection with Weston Avenue and an entryway sign for northbound drivers on County Road J, south of its Weston Avenue intersection. Maps 3, 4, and 5 indicate the proposed locations of entryway and wayfinding signs along Weston Avenue. Wayfinding signs as recommended by the Plan were installed around the village during the summer of 2020, with entryway signs expected to be installed in 2021.

3.8. Applicable Regional Plans

The Wausau Area Metropolitan Planning Organization (MPO) Transportation Improvement Program 2020-2023 identifies the planned reconstruction of Weston Avenue from County Road X (Camp Phillips Road) to Von Kanel Street with streetscaping, and the planned reconstruction of Weston Avenue from Von Kanel Street to County Road J including modest streetscaping where appropriate.

Additionally, the MPO's Bicycle and Pedestrian Plan lists Weston Avenue as a priority for bicycle improvements—particularly between County Road X and Zinser Street. The Bicycle and Pedestrian plan advises adding on-street bike lanes for 2.5 miles on Weston Avenue between County Road X and Zinser Street. The plan additionally advises adding a paved shoulder for 1.2 miles on Weston Avenue between Zinser Street and County Road J.

The MPO's 2040 Wausau Urban Area Sewer Service Area Plan includes the majority of lands in the Weston Avenue Corridor as within the current sewer service area. Lands not within the sewer service area are mostly located south of Weston Avenue, mainly consisting of wetlands or containing other environmental constraints, or in the Long Term Growth Area described later in this Corridor Plan. The process for adding lands to the sewer service area includes village government petition; Marathon County Conservation, Planning and Zoning Department and Marathon County Metropolitan Planning Commission review and recommendation; and WDNR approval.



Chapter 4: Corridor Development Plan

CHAPTER OVERVIEW

- Future development in the Weston Avenue Corridor will be undertaken primarily through the choices of private landowners and with care to land use compatibility.
- The Corridor provides the best remaining opportunity in the village for business park development, which has benefitted village residents, workforce, employers, and finances.
- Future commercial service and retail development is most promising near the County Road X intersection and State Highway 29 interchanges, and over time as part of a mixed-use center near the Weston Avenue and Ryan Street intersection.
- The Corridor is intended to facilitate a mixture of housing types, sizes, and costs—including to serve the nearby workforce—particularly in the central and western districts near existing housing and environmental corridors.
- Environmental corridors and recreational lands will provide opportunities for trails, parks, and adjacent development sites with higher land and amenity values.
- An interconnected network of streets and paths will promote safe and efficient vehicular, bicyclist, and pedestrian movement in and through the Corridor.

4.1. Corridor-wide Development Plan

Map 2 illustrates the village’s recommended development plan for the Weston Avenue Corridor. Maps 3, 4, and 5 later in this chapter zoom in on the western, central, and eastern districts. Figure 6 includes a description of, and policies for, each recommended future land use category on the maps.

Development in accordance with these maps and figure will occur at the initiative of the associated property owners. No one is compelled to develop their land or sell their land for development. As a result, the pattern will take form over several years if not decades.

The following subsections outline the points of emphasis for the development plan of the Weston Avenue Corridor.



4.1.1. Support Business, Office, and Industrial Park Expansion

The village and its residents, workforce, and employers have benefitted from industrial development over the past few decades. The Corridor provides opportunities for continued industrial and business/office park expansion. The village intends to focus industrial development near existing areas of industrial use, such as the Business and Technology Park – South. There, land is currently planned, zoned, marketed, and suited for further industrial use. The village also intends to encourage business, office, and industrial park expansion on larger parcels elsewhere, particularly in the western district and longer-term growth areas in the southern parts of the eastern district. These are some of the few remaining places in the village where large-scale industrial development is feasible.



4.1.2. Encourage Commercial Development at Major Intersections

The market for “brick and mortar” commercial service and retail development is increasingly limited. For the Village of Weston, the market is strongest where traffic volumes and nearby residential densities are highest—namely along Schofield Avenue and County Road X (Camp Phillips Road) north of Weston Avenue. Along Weston Avenue, commercial service and retail development is most promising near the two State Highway 29 interchanges. In the longer term—as more housing, jobs, and traffic emerge—the Weston Avenue/Ryan Street intersection is envisioned to have commercial uses in a mixed use setting.



4.1.3. Enable a Range of Housing Choices in Quieter Spots

A number of village residents currently call the Corridor home, particularly in the central district and near the east end of the western district. The recommended future development pattern respects these prior decisions. Further, Weston is in need of viable locations to expand housing, and the attractive natural settings of the Corridor provide a good location for more housing. The recommended development plan therefore features areas for additional residential development—including a mixture of housing types, sizes, and costs to serve the nearby industrial and healthcare workforce.



4.1.4. Leverage Recreational and Environmental Assets

Environmentally sensitive lands—including wetlands and wooded areas—and recreational resources are present throughout the Weston Avenue Corridor. Environmentally sensitive lands often connect in a linear fashion, hence the term “environmental corridors”. This common configuration provides opportunities for trails, parks, and a number of higher value adjacent development sites. Environmentally sensitive lands also separate potentially incompatible land uses within the Corridor. Appropriate development of recreational resources—such as the Prohaska Family Nature Center—provide further opportunities within the Corridor for places of gathering and healthy activity.



4.1.5. Support an Interconnected Transportation Network

The Corridor Development Plan features an interconnected network of current and future streets and paths. New and retrofitted roadways will be developed in accordance with “complete streets” principles, which accommodate a range of vehicular, bike, pedestrian, and community gathering needs. Safe and efficient bicycling and walking facilities are also part of the development plan. These include a multiuse path along a reconstructed Weston Avenue and paths generally following environmental, such as one proposed between Westview Boulevard and the Prohaska Family Nature Center.

Unlike prior village plans, this Corridor Development Plan includes only one additional overpass of State Highway 29. The overpass would serve an

extension of Municipal Street south of State Highway 29 into the central district, which would then arc west to connect with Heeren Street. This Municipal Street extension—midway between County Road X and Ryan Street—is intended to interconnect development areas and become an increasingly important relief route as County Road X becomes more congested.

The Corridor Development Plan and the TID #1 Project Plan do not include the future construction of a new State Highway 29 interchange at Ryan Street, due to the following reasons:

- The availability of land to build an interchange at State Highway 29 is limited due to existing buildings and land uses in the area and significant changes in topography.
- State or federal funding is highly unlikely due to other budget and transportation priorities and the nearby presence of the County Road X and J interchanges.
- Local funding for this interchange is not available through TID #1 or otherwise, and such interchanges typically cost between \$15 and 20 million.
- Even if the above hurdles could be overcome, the approximately 1-mile spacing between interchanges that would result is not consistent with state and federal policy for interchange spacing.

Chapter 5 of this Corridor Plan includes a recommended improvement plan for the Weston Avenue roadway.

Why are interconnected public streets important?

1. Provide efficient routes for motor vehicles including buses and service vehicles, bicycles, and pedestrians.
2. Multiple connections minimize excessive traffic impact on any one street.
3. Minimize need to prematurely widen limited through streets, saving money.
4. Assure that neighborhoods have more than one way in and out in case of emergency.
5. The alternative—many cul-de-sacs—are difficult to plow, maintain, and patrol.
6. Minimize vehicle trip length and associated time and pollution.
7. Promote healthy living through easier and more frequent bike and pedestrian trips.
8. Promote community interaction.
9. Often also serve as logical utility routes.



Weston Avenue Corridor Plan

2

Development Plan - Entire Corridor



~ 1000 ft



Adopted: May 24, 2021

LEGEND

EXISTING CONDITIONS

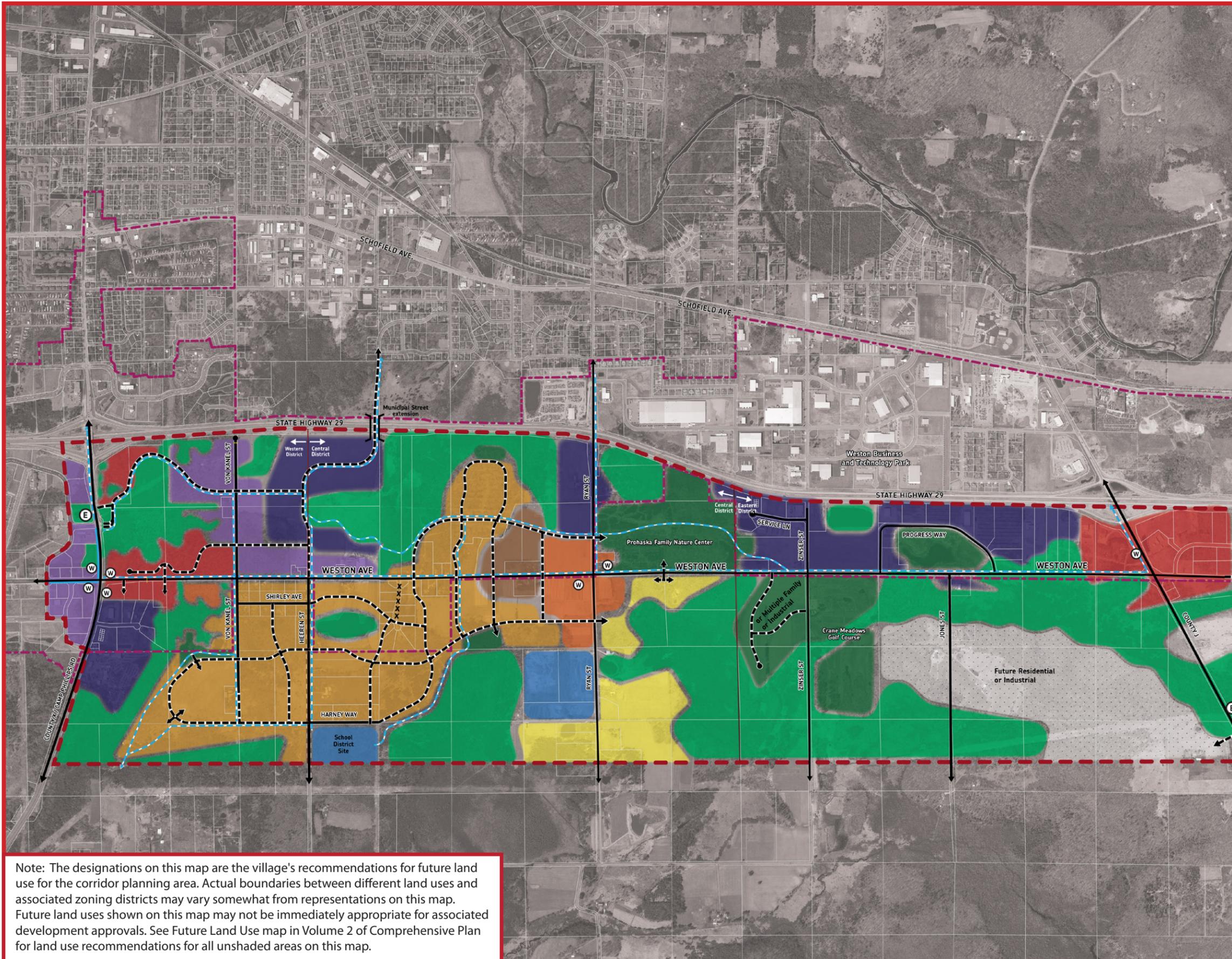
- Planning Area
- 2020 Parcel Lines
- TID #1

PROPOSED SURFACE INFRASTRUCTURE

- Conceptual Future Road
- Future Highway 29 Over/Underpass
- Road Proposed For Discontinuance
- Conceptual Future Multiuse Path
- Community Wayfinding Sign
- Community Entryway Sign

FUTURE LAND USE

- Commercial
- Business/Office Park
- Industrial
- Mixed Use/Flex
- Planned Neighborhood
- Single Family Residential
- Multiple Family Residential
- Institutional
- Parks and Recreation
- Conceptual Environmental Corridor
- Long Term Growth Area



Note: The designations on this map are the village's recommendations for future land use for the corridor planning area. Actual boundaries between different land uses and associated zoning districts may vary somewhat from representations on this map. Future land uses shown on this map may not be immediately appropriate for associated development approvals. See Future Land Use map in Volume 2 of Comprehensive Plan for land use recommendations for all unshaded areas on this map.

NOTE: Unlike most of the village north of Highway 29, much of the planning area has soil, water, and other environmental limitations for development. Such limitations will need to be analyzed on a site-by-site basis in advance of development.

**Figure 6: Descriptions of Recommended Future Land Uses on Maps 2, 3,
4, and 5**

This is a multi-page figure that begins on the following page.



Recommended Future Land Use	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Commercial	Retail, commercial service, restaurant, lodging, office, and institutional uses, along with compatible wholesale, light industrial, and outdoor storage and display uses, all served by public sanitary sewer and water services.	B-2 Highway Business (preferred) B-3 General Business	<ol style="list-style-type: none"> 1. Meet associated non-residential building and site design standards per zoning ordinance, including any overlay district requirements. 2. Time rezoning to when public utilities are available and a development proposal is made. 3. Assure that development provides access and an attractive rear yard appearance to existing and future development behind it. 4. Require developments to address traffic, environmental, and neighborhood impacts.
Business/Office Park	Office, indoor light industrial, research, health care, and other compatible and support uses in a controlled business park or office park setting, where allowable uses and activities include those associated with low levels of noise, odor, vibrations, and particulate emissions. All served by public utility systems.	BP Business Park (preferred) LI Light Industrial or B-2 or B-3 districts may also be appropriate where the range of uses, impacts, and aesthetics is otherwise controlled (such as through deed restrictions)	<ol style="list-style-type: none"> 1. Design developments within Business Park areas to result in higher-end “business park” or “office/research campus” setting. 2. Encourage warehousing and heavier manufacturing uses to locate away from lands planned for Business/Office Park use, as these areas are closer to existing and planned residential and commercial uses and environmental corridors.



Recommended Future Land Use	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Industrial	Industrial, manufacturing, contracting, storage, office, research, and other compatible businesses and support uses, all served by public utility systems. Areas away from existing and planned housing are more appropriate for a broader range of manufacturing, warehousing, trucking, and utility uses with significant off-site impacts such as heavy truck traffic.	LI Limited Industrial (where narrower range of industry/impacts preferred) GI General Industrial (where wider range of industry/impacts acceptable)	<ol style="list-style-type: none"> 1. Require performance standards as necessary to avoid placing excessive demand on municipal utilities and roads, or creating environmental hazards or unwanted neighborhood impacts. 2. Meet design requirements in the zoning ordinance.
Mixed Use/Flex	A carefully designed blend or option of commercial services, retail, office, multiple family residential, institutional, light assembly, and/or live-work land uses. Includes mixed use sites and/or mixed use buildings. Intent is to create a vibrant community gathering spot. Compared to the “Planned Neighborhood” future land use designation, “mixed use/flex” areas typically are denser, more focused on non-residential development, and do not include single family housing. All uses are to be served by public utilities.	PD Planned Development B-1 or B-2 Business BP Business Park MF Multiple family INT Institutional LI Limited Industrial (where nearby housing impacts carefully managed)	<ol style="list-style-type: none"> 1. Design areas according to a plan—ideally one that skillfully mixes different uses on the same site and/or building, and creates amenities and “place.” 2. Use policies associated with each other component future land use designation, as described elsewhere in this figure. 3. Integrate multiple family residential components with the fabric of the area through design, pedestrian connections, landscaping, and scale. 4. Facilitate development concepts that allow people to live and work in the same place. 5. Require developments to address traffic, environmental, and neighborhood impacts.



Recommended Future Land Use	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Planned Neighborhood	<p>A mix of housing types in general accord with the existing village-wide housing mix, neighborhood-scale commercial and institutional land uses (often at neighborhood edges), home occupations, small community facilities, and parks, all served by public utility systems and an interconnected street network.</p>	<p>N Neighborhood, where the village approves a unique design, layout, theme, or lot size</p> <p>or</p> <p>Patchwork of traditional zoning districts (e.g., SF-S, MF, INT, PR, B-1)</p>	<ol style="list-style-type: none"> 1. Prepare or require conceptual subdivision development plans consistent with this Corridor Plan in advance of the formal platting process. 2. Interconnect neighborhoods and their components by a network of paths, sidewalks, and streets that discourage high speeds but allow local, emergency, and service vehicle access. 3. Encourage road, path, and sidewalk connections between neighborhoods and existing and planned commercial, industrial, and institutional uses (including the School District site near south edge of the Corridor). 4. Incorporate larger environmental corridors that abut the Planned Neighborhood areas, including parks and trails in or adjacent. 5. Facilitate a mix of housing types, sizes, tenures (own and rent), and prices, including housing to serve the nearby local workforce. 6. Use policies associated with each of the separate future land use designations that make up each Planned Neighborhood.
Single Family Residential	<p>Single family detached residences, home occupations, and small-scale institutional, recreational, and agricultural uses.</p>	<p>SF-S and SF-L Single-Family Residential, where served by public sanitary sewer and water systems</p> <p>RR-2 and RR-5 Rural Residential, where served by private waste treatment systems</p>	<ol style="list-style-type: none"> 1. Promote interconnection in road and trail networks within and among Single Family Residential neighborhoods. 2. Where smaller lots are permitted, pay careful attention to home quality, variety, design, setbacks, and garage placement through zoning, covenants, and development agreements. 3. Within the Weston Avenue Corridor, determine on a parcel-by-parcel basis whether municipal utilities may cost effectively serve planned Single Family Residential areas. Some such areas may be served by private well and waste treatment (septic) systems.



Recommended Future Land Use	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
<p>Multiple Family Residential</p>	<p>A range of housing types, including multiple family residences (e.g., townhouses, apartment buildings, multiplexes), two family residences, and single family residences, along with compatible institutional and recreational uses, all served by public utility systems.</p>	<p>MF Multiple Family Residential</p> <p>Areas used for single family or two family residences may instead be zoned SF-S or 2F</p> <p>N Neighborhood, where the village approves a unique design, layout, theme, or lot sizes</p>	<ol style="list-style-type: none"> 1. Hold new multiple family housing and manufactured homes to similar standards for lasting quality and livability that is expected of single-family housing and neighborhoods. These standards include high-quality building materials, architectural variation and interest, durable and lasting finish materials (inside and out), inclusion of garage or underbuilding parking, and responsible management. 2. Promote interconnection in road and trail networks within and among multiple family residential developments, and between such developments and commercial, industrial, and institutional uses in the Corridor. 3. Wherever possible, include public road frontage for each multiple family residential building.
<p>Institutional</p>	<p>A range of public, semi-public, educational, religious, and other “gathering” type uses generally intended for non-commercial purposes. Includes the village’s yard waste site within the Corridor.</p>	<p>INT Institutional</p> <p>For institutional uses that are smaller scale or nestled in other non-residential areas, other zoning districts may be appropriate</p>	<ol style="list-style-type: none"> 1. Meet associated non-residential building and site design standards per zoning ordinance. 2. Require developments to address off-site traffic, environmental, and neighborhood impacts. 3. Collaborate with the D.C. Everest School District on future use, transportation and utility improvements, and joint recreational opportunities associated with its undeveloped site south of Harney Avenue at the south edge of the Corridor. Integrate with planning and development of the adjacent Planned Neighborhood area.



Recommended Future Land Use	General Description of Land Uses Allowed	Typical Implementing Zoning Districts	Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)
Parks and Recreation	<p>Parks, public recreational areas and preserves, and private lands and buildings used for recreation and/or conservation. Includes the Crane Meadows Golf Course and potential future commercial recreation uses, as well existing and potential future publicly-owned recreational lands such as the Prohaska Family Nature Center and neighborhood and mini parks within Planned Neighborhoods.</p>	<p>PR Parks and Recreation AR Agriculture and Residential For smaller scale parks and recreational uses, residential zoning districts may also be appropriate</p>	<ol style="list-style-type: none"> 1. Prepare a master plan and incorporate improvements within the Prohaska Family Nature Center, potentially including trails, fishing, birding, and possibly field sports within upland areas. 2. Site neighborhood parks (5-10 acres) or mini parks (~1 acre) in Planned Neighborhoods, preferably next to Environmental Corridors and in locations shown on Maps 4 and 5. 3. Encourage continuation and, if desired, expansion of the Crane Meadows Golf Course and other commercial recreational ventures within the Corridor (e.g., outdoor amusement center), preferably close to the Golf Course and/or Prohaska Family Nature Center, and/or on more marginal development lands.
Environmental Corridor	<p>Systems of open space that include environmentally sensitive lands, natural resources, and habitat intended for long term preservation. More particularly, should include FEMA 1% regional (100-year) floodplains, WisDNR mapped wetlands, and 75-foot shoreland setback areas from navigable waterways, where state and federal regulations significantly limit development. However, the Development Plan maps in this Corridor Plan provide only conceptual representations of Environmental Corridors (see policies to right).</p>	<p>Floodplain, shoreland-wetland, and shoreland overlay zoning districts</p>	<ol style="list-style-type: none"> 1. Preserve, protect, and (where possible) enhance Corridors. 2. Allow continued cropping and grazing where desired. 3. Encourage passive recreational activities such as paths. See the suggested trail network in the Development Plan maps. 4. Where development is proposed near a mapped Environmental Corridor, determine the exact boundaries based on the features that define those areas (see “General Description” to left). Remap from Environmental Corridor to allow more intensive uses if: <ol style="list-style-type: none"> a) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, b) approvals from appropriate agencies are granted to alter land so that the characteristic that resulted in its designation will not exist, and/or c) a mapping error is confirmed.



<p>Recommended Future Land Use</p>	<p>General Description of Land Uses Allowed</p>	<p>Typical Implementing Zoning Districts</p>	<p>Development Policies (see also Village zoning, subdivision, stormwater management, official map, and other ordinances)</p>
<p>Long Term Growth Area</p>	<p>This future land use category is applied to lands southeast of Weston Avenue in the eastern district. Lands so designated are appropriate for future development following extension of sewer, water, and road infrastructure and services. Such lands may remain in agricultural or other rural uses for years, pending the property owners' and Village's future determination that they are ripe for more intensive development served by a full range of municipal services.</p>	<p>Short-term: AR Agricultural and Residential (minimize use of RR-2 and RR-5 zoning districts and construction of significant additional housing)</p> <p>Long term: Potentially industrial or residential zoning districts, but will depend on more detailed planning at a later date</p>	<ol style="list-style-type: none"> 1. Within the area mapped as Long Term Growth Area, enable the continuation of farming, existing housing, and other rural uses. Generally limit new housing or other development until such time when the Village takes further action to identify the Long Term Growth Area as appropriate for more intensive development. 2. Approve non-farm/rural residential development projects within the Long Term Growth Area only if designed and laid out to not impede the orderly future development and extension of utilities and roads when the village designates the area as appropriate for more intensive development. 3. Consider amending this Corridor Plan to redesignate all or part of the Long Term Growth Area to one or more specific development-based future land use categories, once the Village determines that the following standards are met: <ol style="list-style-type: none"> a) The Village has received a property owner request for more intensive development, or has acquired land for future resale & industrial development. b) The property owner or developer has submitted a conceptual development plan for the property, showing proposed land use patterns, existing and proposed roads and trails including connections to adjacent properties, stormwater management systems, and environmentally sensitive areas. c) There is a plan for extension of public utilities, which is feasible, cost-effective, and environmentally sound. d) The proposed development is justified by community growth forecasts or by a particular identified community need, such as for industrial development. 4. Prioritize future industrial development within areas marked as Long Term Growth Area on the maps in this Plan, rather than residential development, until and unless the village can verify that industrial development will not be viable in the future. 5. Work with the Marathon County Metropolitan Planning Organization (MPO) to expand the sewer service area to include the Long Term Growth Area, once this area is determined to be ripe for development.



4.2. Western District Development Plan

4.2.1. Location

As depicted on Map 3, the western district of the Weston Avenue Corridor extends from just west of the County Road X/Weston Avenue intersection to Heeren Street. The western district includes the western State Highway 29 interchange, contains public utilities in some areas, and is adjacent to and contains the east edge of the Weston Regional Medical Center.

4.2.2. Overview and Themes

The development plan for the western district is illustrated on Map 3. Most of the western district is intended for future non-residential development. This reflects higher traffic volumes, increased interchange access, and greater visibility than most other parts of the Corridor, along with existing non-residential land uses near Weston Avenue. The southeastern portion of the western district is intended for future neighborhood development, accounting for existing residential uses, topography, a quieter natural setting, and location near DC Everest School District owned land.

The western district is punctuated by significant wetland and drainageway areas, which will likely limit large-format development projects and direct traffic routes. The western district contains a network of planned streets and off-street multiuse paths. Paths are planned along the roads of Weston Avenue, Von Kanel Street, and Heeren Street, but also through environmental corridors, planned parks and residential areas.

4.2.3. Future Commercial Use Areas

Commercial service, retail, and hospitality uses are envisioned for the most visible, accessible, and higher traffic count areas of the western district—about 55 acres in total shown in red on Map 3. While the southeast quadrant of the County Road X and State Highway 29 interchange area (the western district of the Weston Avenue Corridor) remains appropriate for commercial development, this development may be smaller in character than previously envisioned under the Camp Phillips Centre proposal due to environmental, utility, and market constraints. Through this Corridor Plan, the village continues to advise the eastward extension of Westview Boulevard, which would require a wetland fill permit from the Wisconsin



The western district provides the most likely landing spot in the Weston Avenue Corridor for modern commercial service and retail development.

Department of Natural Resources (WDNR). American Transmission Company (ATC) line relocation remains advisable.

4.2.4. Future Business/Office Park Area

Particularly near Von Kanel Street and points east, the area north of Weston Avenue contains some of the best lands for future business park development. This area—spanning the western and central districts—contains large, flat-to-gently rolling parcels that are close to and visible from State Highway 29 and existing utilities. Within the western district, the recommended emphasis is on office, research, development, and fully indoor assembly uses within an approximately 80 acre “Business/Office Park” area shown on Map 3. This emphasis reflects the position of these lands among wetlands, woodlands, housing in the Shirley Avenue area to the south, and complementary retail and commercial service uses to the west. Uses with heavy trucking activity, outdoor storage, loud or sustained noises, and other off-site impacts will generally be accommodated in other parts of the Corridor that are planned for “Industrial” use.



The western district provides a desirable setting for one or more corporate campuses, which could include office, research, and light assembly components.

4.2.5. Future Industrial Areas, including Transport Way

The eastern edge of the western district includes part of a planned “Industrial” area, described under the Central District Development Plan section below.

In addition, the Transport Way area southeast of the County Road X/Weston Avenue intersection provides a home for a collection of contractor, transportation service, and industrial uses. There are a handful of vacant lots, and room for expansion on some existing developed lots. Through this Corridor Plan, the village supports industrial expansion in this highway-accessible area, which will likely remain remote from housing and other potentially incompatible uses.

Between Transport Way and Weston Avenue are four vacant lots that do not have access to Transport Way. These lots front onto Weston Avenue. While acknowledging the land division that has occurred, multiple driveway accesses to these roads is incompatible with safe and efficient travel and village ordinance requirements—particularly as traffic volumes increase and these roads are expanded. As part of the process to prepare this Corridor Plan process, the village worked with area property owners to explore alternative access plans to meet the following objectives:

- Manage access around the County Road X/Weston Avenue intersection.
- Limit direct access to main roads for better safety and traffic movement.
- Enhance marketability of sites for development.
- Advance a collaborative approach to implementing an acceptable plan.

One alternative was to extend Transport Way to connect with Weston Avenue, with the Weston Avenue-fronting lots having access from the extension or a secondary cul-de-sac extending west from it. This idea has been included in prior village plans. Another alternative included a new, public loop road extending south from Weston Avenue, providing “rear” access to both the Weston Avenue-fronting lots and the north edges of the deeper Transport Way lots. These alternatives were determined to be too costly and/or disruptive, and were therefore not advanced.

The recommended alternative would continue to allow all-way access onto Weston Avenue from existing platted lots on its south side.



The Transport Way area is close to the Weston Avenue/Transport Way intersection and separated from potentially incompatible uses by environmental corridors.

Image Source: Google Maps

4.2.6. Future Neighborhood

Lands south of Weston Avenue, east of the Transport Way area, are envisioned for future residential neighborhood development. This future neighborhood should relate to existing housing along Shirley Avenue, include a mix of housing types (see Figure 6), and be developed with interconnected public roads and utilities. The environmental corridor between the “Planned Neighborhood” on Map 3 and the Transport Way area provides a natural buffer and a planned location for a recreational path and a neighborhood park. The D.C. Everest School District owns a 39-acre site immediately east of the western district, near the intersection of Heeren Street and Harney Rd. Possible future school construction and adjacent neighborhood development would be mutually supportive. In general, this “Planned Neighborhood” area will provide an accessible and quiet living environment.



The “Planned Neighborhood” in the western district –and those in the central districts also – should incorporate housing of different types.

Weston Avenue Corridor Plan

3

Development Plan - Western District



~ 500 ft



Adopted: May 24, 2021

LEGEND

EXISTING CONDITIONS



Planning Area



2020 Parcel Lines



TID #1

PROPOSED SURFACE INFRASTRUCTURE



Conceptual Future Road



Future Highway 29 Over/Underpass



Road Proposed For Discontinuance



Conceptual Future Multiuse Path



Community Wayfinding Sign



Community Entryway Sign

FUTURE LAND USE



Commercial



Business/Office Park



Industrial



Mixed Use/Flex



Planned Neighborhood



Single Family Residential



Multiple Family Residential



Institutional



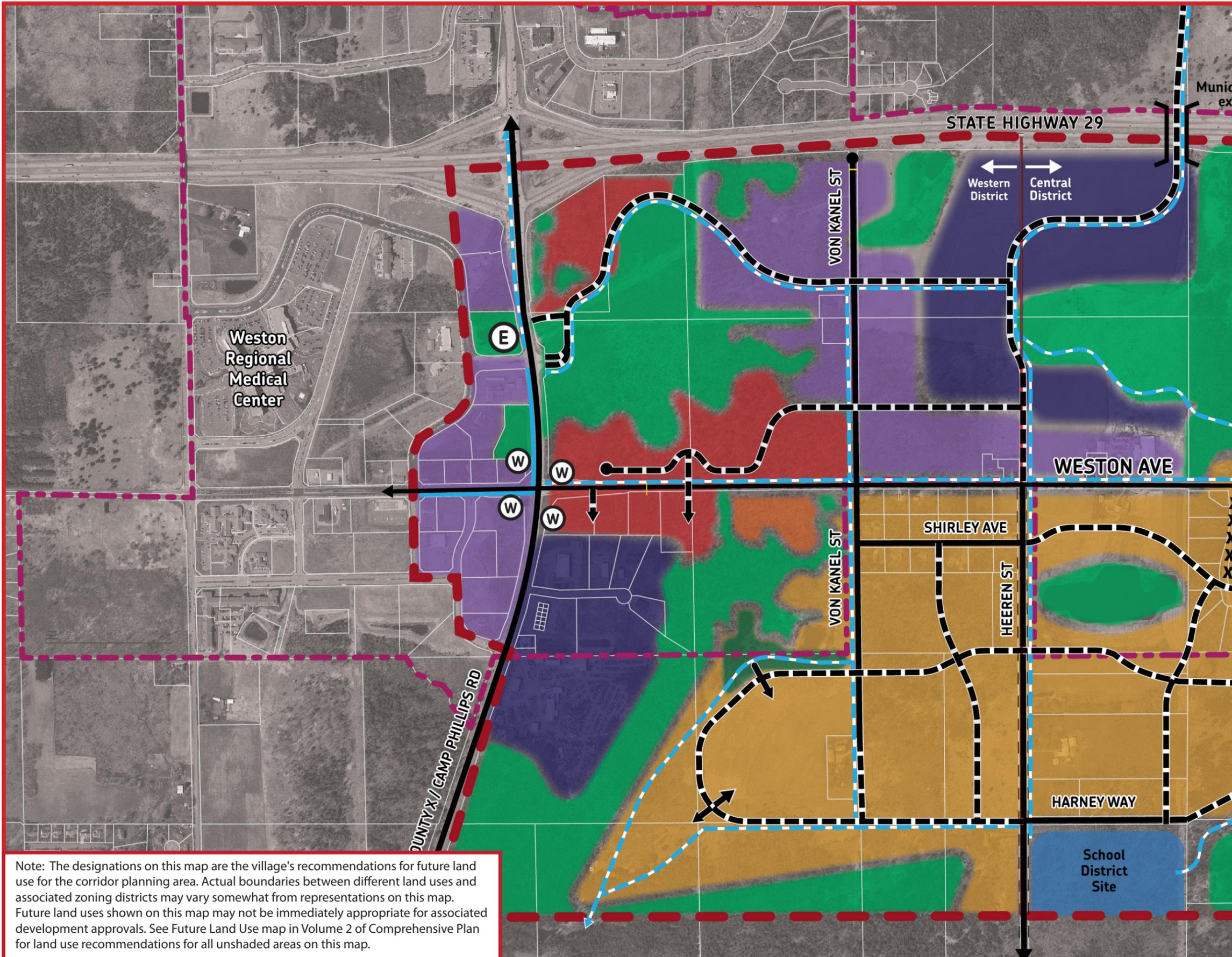
Parks and Recreation



Conceptual Environmental Corridor



Long Term Growth Area



Note: The designations on this map are the village's recommendations for future land use for the corridor planning area. Actual boundaries between different land uses and associated zoning districts may vary somewhat from representations on this map. Future land uses shown on this map may not be immediately appropriate for associated development approvals. See Future Land Use map in Volume 2 of Comprehensive Plan for land use recommendations for all unshaded areas on this map.

NOTE: Unlike most of the village north of Highway 29, much of the planning area has soil, water, and other environmental limitations for development. Such limitations will need to be analyzed on a site-by-site basis in advance of development.

4.3. Central District Development Plan

4.3.1. Location

As depicted on Map 4, the central district of Weston Avenue Corridor extends from Heeren Street through the Prohaska Family Nature Center. The central district includes Ryan Street, including its overpass of State Highway 29 and intersection with Weston Avenue, plus a modest collection of rural residences mainly along Weston Avenue.

4.3.2. Overview and Themes

The development plan for the central district is illustrated on Map 4.

Most of the central district is identified for neighborhood development. This predominately residential development plan is advised for a few different reasons. First, housing is most compatible with the landscape, which is rolling and characterized by large environmental corridor/wetland areas. There is also a potential future school site in the central district. Such features are either a detriment or not important to non-residential development but contribute to a favorable residential environment. Second, the central district also includes existing homes and residentially platted lands, so more housing would be most compatible. Third, the central district is most distant of the three districts from the State Highway 29 interchanges. The interchanges are the primary drivers for non-residential development.

Still, the large central district provides future opportunities for light industrial development close to State Highway 29, and a mixed-use development center around the intersection of Weston Avenue and Ryan Street. These will provide jobs, services, and a gathering place for the growing nearby resident population, particularly in tandem with the adjacent Prohaska Family Nature Center.

The central district contains an interconnected network of planned streets and off-street multiuse paths. The most significant planned street is the southern extension of Municipal Street across State Highway 29, recommended to connect with Heeren Street at Weston Avenue. New development access should be taken from the future streets shown on Map 4 wherever practical, rather than via multiple private driveways to Weston Avenue or Ryan Street. The recommended development plan also includes two east-west paths plus a north-south path, which provides transportation and recreational routes and connects people with parks and a potential future school.

Environmental Corridors and Residential Development

Environmental corridors provide several benefits when adjacent to and integrated within residential neighborhoods. These include recreational opportunities like trails, serene views and experiences, enhanced privacy, perception of greater private lot area, and separation from potentially incompatible uses. Residential lots adjacent to and close to environmental corridors are consistently of higher value (price) than lots that are more distant.



4.3.3. Future Neighborhoods and Other Residential Areas

“Planned Neighborhoods” are envisioned both north and south of Weston Avenue within the central district. Each of these future neighborhoods would be interconnected by roads and paths, relate to large adjacent environmental corridors, be anchored by future neighborhood or mini parks, and feature a mix of housing as described in Figure 6. North of Weston Avenue, the “Planned Neighborhood” shown on Map 4 includes about 80 acres and incorporates lands in the former Fernwood subdivision proposed in the 2000s. South of Weston Avenue, the mapped “Planned Neighborhood” includes about 150 acres northeast of the School District site. Development of this southern neighborhood contemplates the replatting of the unimproved Linden Grove subdivision for more logical access along Weston Avenue and neighborhood flow.



As recommended “Planned Neighborhoods” develop, parks and paths are anticipated to serve their residents and add lasting value.

As shown on Map 4, the village anticipates an area of predominately “Multiple Family Residential” use between these “Planned Neighborhoods” and the planned “Mixed Use/Flex” area near the Weston Avenue/Ryan Street intersection. This location provides an opportunity for larger-scale workforce, professional, and senior apartment and condominium complexes, meeting all standards in Figure 6 and the village’s zoning ordinance. This location is also close to major traffic routes, provides high visibility and access, blends with surrounding development, and provides patrons for planned commercial uses in the adjacent “Mixed Use/Flex” area.

Additionally, Map 4 illustrates areas of exclusively “Single Family Residential” use near the southeast corner of the central district. If public utilities are not extended to these areas, rural residential lots of at least two acres each would be appropriate. If utilities are extended, much smaller lots are possible.

4.3.4. Future Industrial Areas, including Municipal/Heeren Extension

There are two areas of planned “Industrial” uses in the central district, as shown on Map 4. The primary area of approximately 80 acres spans the central and western districts. This planned “Industrial” area contains some of the best lands for future larger-scale industrial development in the Corridor and in Weston, particularly once remaining lots and lands in and near the Business & Technology Park – South are occupied. It is also relatively distant from existing and future housing. This “Industrial” area is located along the planned extension of Municipal Street from north of State Highway 29. In addition to relieving mounting traffic along County Rd X, the Municipal Street extension would catalyze industrial development here.



4.3.5. Future Mixed Use/Flex Area

An approximately 50-acre area around the intersection of Ryan Street and Weston Avenue is intended for future “Mixed Use/Flex” development. This area is intended to serve as a gathering spot along the Weston Avenue Corridor for local residents, employees, and visitors, particularly in tandem with future recreational development in the adjacent Prohaska Family Nature Center. The “Mixed Use/Flex” area is ideally intended for a blend of commercial services, retail, office, multiple family residential, and institutional uses. It may take a decade or more for the required density of nearby residents and workers to create a critical mass sufficient for commercial development in this “Mixed Use/Flex” area. Patience will be important.



An example of mixed use/flex development in a suburban setting, with retail and commercial uses on the first floor and residential units above.

Weston and the world are experiencing rapid changes in how people live and work. This “Mixed Use/Flex” area may provide an appropriate setting for “live-work” opportunities that extend beyond the now-common home office. This could include more work-driven types of spaces, in which multiple employees and walk-in trade are permitted and more intense kinds of work are allowed than in home occupations. This work might, for example, include carpentry or light assembly. A “live-work incubator” could be even considered for this “Mixed Use/Flex” area, in which business assistance and facilities would be provided in a residential—i.e., live-work—setting.

4.3.6. Prohaska Family Nature Center

The Prohaska Family Nature Center will be a central element and gathering place for the Weston Avenue Corridor—ideally in concert with compatible private development in the adjacent planned “Mixed Use/Flex” area. The Nature Center is, at present, largely undeveloped. The Center could be transformed into the centerpiece of village recreational offerings south of State Highway 29. Future activities will probably include trails, fishing, and other more passive recreational offerings. Major proposed path connections to the east, west, and north are illustrated on Map 4. With the cessation of activities associated with a larger athletic complex to the east, the Center may now evolve to also include active use areas such as athletic fields.

The village intends to engage in a master planning effort for the Prohaska Family Nature Center to advance these thoughts and provide a phasing and funding plan for the Center.

Weston Avenue Corridor Plan

4

Development Plan - Central District



~ 500 ft



Adopted: May 24, 2021

LEGEND

EXISTING CONDITIONS

- Planning Area
- 2020 Parcel Lines
- TID #1

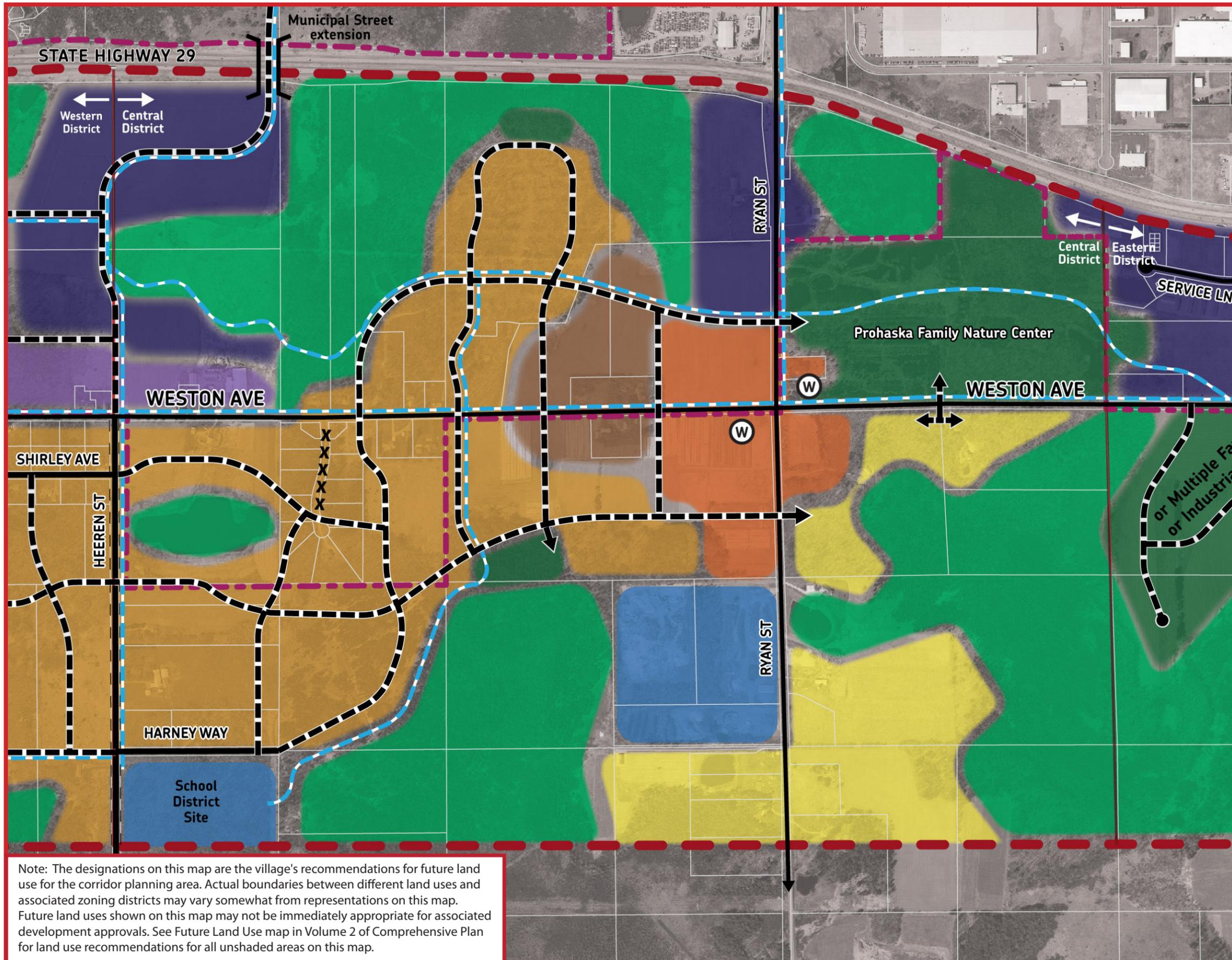
PROPOSED SURFACE INFRASTRUCTURE

- Conceptual Future Road
- Future Highway 29 Over/Underpass
- Road Proposed For Discontinuance
- Conceptual Future Multiuse Path
- Community Wayfinding Sign
- Community Entryway Sign

FUTURE LAND USE

- Commercial
- Business/Office Park
- Industrial
- Mixed Use/Flex
- Planned Neighborhood
- Single Family Residential
- Multiple Family Residential
- Institutional
- Parks and Recreation
- Conceptual Environmental Corridor
- Long Term Growth Area

NOTE: Unlike most of the village north of Highway 29, much of the planning area has soil, water, and other environmental limitations for development. Such limitations will need to be analyzed on a site-by-site basis in advance of development.



Note: The designations on this map are the village's recommendations for future land use for the corridor planning area. Actual boundaries between different land uses and associated zoning districts may vary somewhat from representations on this map. Future land uses shown on this map may not be immediately appropriate for associated development approvals. See Future Land Use map in Volume 2 of Comprehensive Plan for land use recommendations for all unshaded areas on this map.

4.4. Eastern District Development Plan

4.4.1. Location

The eastern district extends from west of Service Lane and Zinser Street to the eastern village limits, as depicted on Map 5. The eastern district includes the eastern State Highway 29 interchange with County Road J, existing industrial and commercial uses including the Weston Business and Technology Park – South, and existing public utility service north of Weston Avenue.

4.4.2. Overview and Themes

The development plan for the eastern district is shown on Map 5. In general, the eastern district is intended for future non-residential development. This reflects its interchange access with State Highway 29 and existing non-residential land uses that predominate this district. Plans for short-term industrial expansion in the Progress Way/Zinser Street/Service Lane area are already underway. The village may pursue more unified branding and signing of this entire area as the Weston Business and Technology Park – South. The east end of the eastern district is envisioned to contain a range of commercial uses along with compatible wholesale, light industrial and outdoor storage and display uses—which is allowed within the village’s B-3 zoning district.



Existing industrial development in the Business and Technology Park – South area provides a template for future development in the eastern district.

South of Weston Avenue, the eastern district contains expansive areas of wetlands, drainageways, water near the surface, and other environmentally constrained land. These constraints limit development opportunities. Still, there are upland areas south of Weston Avenue adjacent to Jones St which would allow for future development, such as long term industrial use.

4.4.3. Future Concepts for Lands Near Zinser Street, South of Weston Avenue

The village supports continuation and (if desired) expansion of the Crane Meadows Golf Course as an important recreational resource for Weston. This would include support for additional clubhouse, restaurant, or event center expansion.

At time of writing, approximately 80 acres of undeveloped land southwest of the Weston Avenue/Zinser Street intersection were being marketed for sale. This land is generally flat and open. Approximately one-half of this site is mapped as Environmental Corridor on Map 5, and some upland areas may have soil limitations that could affect basement and utility installation.



As shown on Map 5, the upland portions of these 80 acres are identified for three potential alternative uses, including:

- *Recreation.* This could include, by way of example, additional golf holes or a permanent driving range location. The current driving range is on leased land north of Weston Avenue. Other commercial recreational uses such as an outdoor amusement park are also possible, OR
- *Industrial.* The site could alternatively be used for future industrial development, though it is not within TID #1. Therefore, TID funding for acquisition, infrastructure installation, and incentives would likely have to wait until TID #1 closure by 2031, OR
- *Multiple Family Residential.* The site may alternatively be appropriate for some form of multiple family or other denser housing, likely without basements or underbuilding parking. Housing targeted to the local industrial workforce would be appropriate. In addition to apartments, a modern manufactured home park or even a “tiny house” development could be considered. Housing should not be mixed with industrial uses on this site.



Modern manufactured homes have the potential to provide an affordable yet attractive housing option.

(Photo Source: Redman Homes of Indiana)

4.4.4. Long Term Growth Area

The eastern district includes approximately 250 acres identified as Long Term Growth Area on Map 5. Figure 6 includes detailed policies for long term development and interim handling of development proposals in this area. New housing, in particular, should be limited by retaining mainly agricultural zoning until the Long Term Growth Area becomes ripe for development.

The Long Term Growth Area shown on Map 5 will ideally be reserved for long term industrial development, given its land suitability, highway access, and relative isolation and distance from housing. The Long Term Growth Area could be opened for industrial development once planned “Industrial” use areas elsewhere in the Weston Avenue Corridor are largely filled, or sooner if a unique opportunity with major industrial user emerges. Access would be from County Road J and Jones Street. This Long Term Growth Area could be the home of several industries, or just a few land-intensive large industries or transshipment operations.

If, over a period of perhaps 20 to 30 years, there is no proven market for industrial development or utility extension does not prove cost-effective, this Long Term Growth Area could instead be put into residential use.

Weston Avenue Corridor Plan

5

Development Plan - Eastern District



~ 500 ft



Adopted: May 24, 2021

LEGEND

EXISTING CONDITIONS

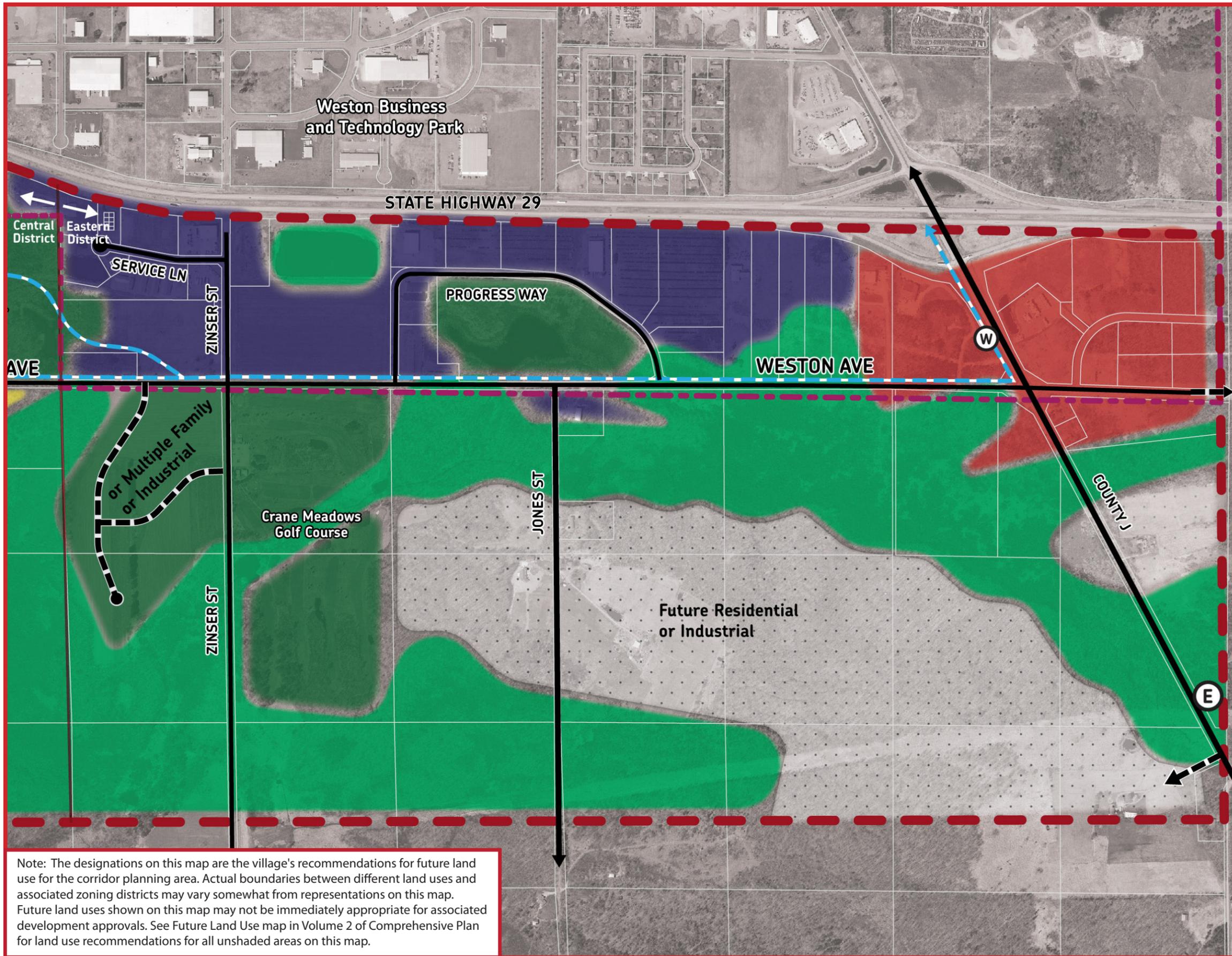
- Planning Area
- 2020 Parcel Lines
- TID #1

PROPOSED SURFACE INFRASTRUCTURE

- Conceptual Future Road
- Future Highway 29 Over/Underpass
- Road Proposed For Discontinuance
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- Community Wayfinding Sign
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FUTURE LAND USE

- Commercial
- Business/Office Park
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- Mixed Use/Flex
- Planned Neighborhood
- Single Family Residential
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- Conceptual Environmental Corridor
- Long Term Growth Area



Note: The designations on this map are the village's recommendations for future land use for the corridor planning area. Actual boundaries between different land uses and associated zoning districts may vary somewhat from representations on this map. Future land uses shown on this map may not be immediately appropriate for associated development approvals. See Future Land Use map in Volume 2 of Comprehensive Plan for land use recommendations for all unshaded areas on this map.

NOTE: Unlike most of the village north of Highway 29, much of the planning area has soil, water, and other environmental limitations for development. Such limitations will need to be analyzed on a site-by-site basis in advance of development.

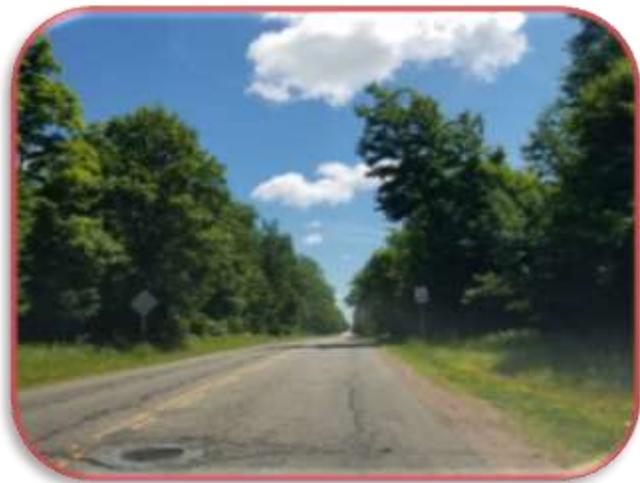
Chapter 5: Weston Avenue Improvement Plan

CHAPTER OVERVIEW

- Near-term improvement of Weston Avenue is advised by its existing mixed condition and limited capacity, projected traffic increases and trucking resulting from planned development, and a narrowing window to fund roadway and associated utility improvements through Tax Incremental District (TID) #1.
- While more detailed study and engineering will determine the final package, the preliminary improvement plan suggests expansion of Weston Avenue to a four-lane roadway to $\frac{1}{4}$ of a mile east of the County Road X intersection, a two-lane roadway with a two-way left turn lane to the Ryan Street intersection, and a two-lane roadway to County Road J with left-turn lanes at major intersections.
- The village intends to acquire a 100 foot wide right-of-way for Weston Avenue as opportunities present limiting additional direct driveway access, and spacing road intersections at $\frac{1}{4}$ mile intervals wherever possible. These steps will enable planned and possible longer-term roadway expansion and ensure the safe and efficient functioning of Weston Avenue over time.

5.1. The Issue

Through a variety of recent plans and programs, the village has indicated an intent to improve the four mile stretch of Weston Avenue between County Roads X and J, but no specific improvement plan has been offered. One of the central objectives of this Weston Avenue Corridor Plan has been to arrive at a preliminary roadway improvement plan for Weston Avenue. The preliminary plan put forward in this chapter may be adjusted once detailed engineering design is complete.



Most of Weston Avenue through the Corridor remains a narrow rural road in marginal repair and in need of improvement regardless of this Corridor Plan.



The village has prioritized the improvement of Weston Avenue in the near term for the following reasons:

- *Current marginal design and condition.* At present, Weston Avenue is a rural road with no turn or passing lanes and is in fair-to-marginal repair. The roadway is typically 24-feet wide, with a 4-foot shoulder (of gravel or grass) and ditches to help with runoff and stormwater management. The road should be improved regardless of whether, what, and how much development is occurring or will occur around it.
- *Growing traffic volumes.* Traffic volumes along Weston Avenue, particularly near County Road X, have increased and are projected to increase further with development at either end of Weston Avenue and north of State Highway 29.
- *Increasing truck traffic.* Traffic types increasingly include large trucks associated with industrial and warehousing uses in the Weston Business and Technology Park – North and South.
- *Economic growth.* The village’s economic growth strategy and development plan for the Weston Avenue Corridor, laid out in the previous chapter, depends in large part on roadway and associated utility improvements for Weston Avenue. This development plan was prepared in consultation with Corridor landowners and developers, several of whom desire to sell their land for development or develop their land themselves.
- *Available funding now, but maybe not later.* Through the success of TID #1, the village has an available funding source for much of this roadway and utility project, but the required expenditure period for TID #1 ends in 2026. The village has also positioned this project for potential state or federal funding support.

5.2. General Approach to Weston Avenue Improvements

The general approach to the proposed Weston Avenue improvements focuses on enhancing traffic capacity, improving traffic safety, incorporating utility line extensions, managing stormwater, including bike/pedestrian infrastructure, and making aesthetic improvements.

The Corridor planning process revealed a perception among many residents that the village was intent on expanding Weston Avenue to a four-lane divided roadway as soon as possible. As this chapter reveals, that is not the case. The Wisconsin Department of Transportation’s (WisDOT) Facilities Development Manual (FDM) provides design criteria for roadways such as Weston Avenue. Per the FDM, with proper design and limited access, two lanes of roadway can accommodate an annual average daily traffic (AADT) count of up to 15,000 vehicles. After this threshold, a four-lane divided roadway is preferred. AADT along Weston Avenue is far below 15,000 vehicles and will likely take decades to reach this threshold even with projected development.

Therefore, expanding all of Weston Avenue to a four-lane divided roadway immediately is unnecessary. Still, the western district of the Weston Avenue Corridor may develop sooner than



other areas and is adjacent to an existing four-lane segment west of County Road X. The segment of Weston Avenue closest to County Road X may therefore warrant four lanes right away.

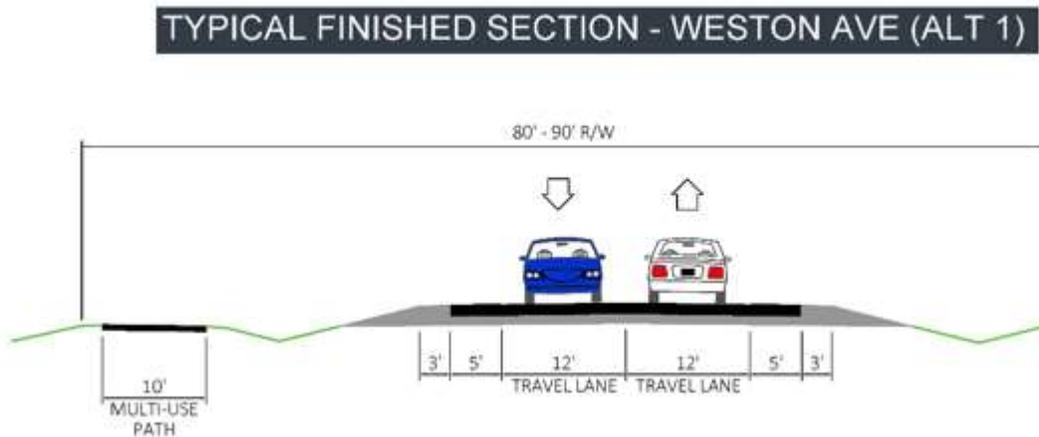
There are multiple roadway improvement alternatives for Weston Avenue between a four-lane divided roadway and the two-lane rural road that exists today. These alternatives focus on better traffic flow, turning movements, and traffic access including trucks, bikes, and pedestrians. Further, not every segment needs to have the same level of improvement.

5.3. Exploration of Roadway Development Alternatives

The consultants presented a series of roadway design alternatives for Weston Avenue for village Committee and public review. These roadway alternatives could be the design configurations along the entire Weston Avenue roadway, or more likely can be used in specific segments of the roadway, depending on traffic volumes, development, future land use, and environmental constraints. The Committees ultimately recommended roadway improvements made up of a combination of four of the design alternatives, as presented later in this chapter.

Roadway design alternative 1 includes a two-lane rural road with five-foot shoulders, large swales on each side of the road, and a 10-foot multiuse path paralleling the roadway. This is essentially the current configuration of Weston Avenue with an added multiuse path. Typical right-of-way width for this alternative is 80 to 90 feet.

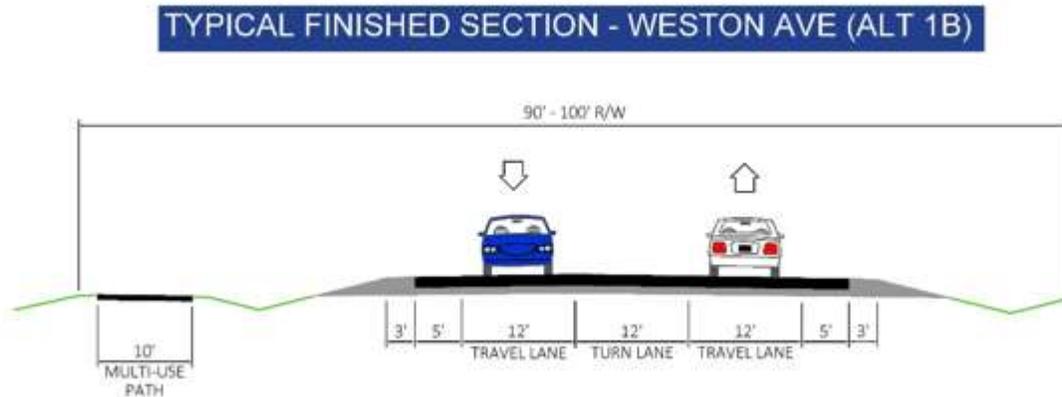
Figure 7: Alternative 1, Upgraded Two-Lane Rural Roadway



Source: AECOM

Roadway design alternative 1B includes a two-lane road with five-foot shoulders, large swales on each side, a 10-foot multiuse path, and a 12-foot-wide left turn lane near intersecting roads. This design alternative could be deployed at major intersections, such as Ryan Street, to improve operations, increase capacity, and enhance safety. Typical right-of-way width for this alternative is 90 to 100 feet.

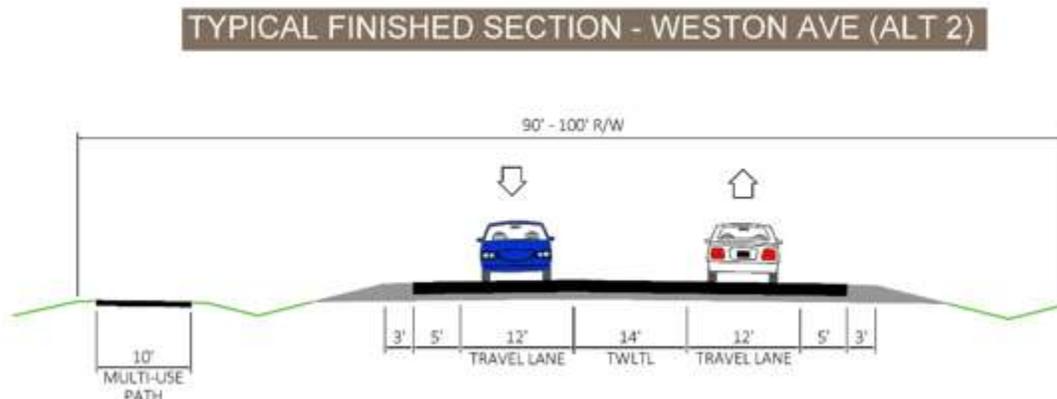
Figure 8: Alternative 1B, Two-Lane Rural Roadway with Turn Lane



Source: AECOM

Roadway design alternative 2 includes a two-lane road with a 14-foot-wide two-way left turn lane (TWLTL) throughout the roadway and a 10-foot-wide multiuse path. This alternative provides a center lane exclusively for left turning vehicles in either direction. It is most appropriate for roads with closely spaced intersecting driveways. The purpose of the TWLTL is to move the left-turning traffic out of the through lane, similar to a standard left turn lane. However, the TWLTL allows left turns from either direction to use the same lane, reducing the overall width of the road compared to having separate left turn lanes. Use of a TWLTL has also been found to reduce vehicle speeds and improve the safety of pedestrian crossings. Typical right-of-way width for this design alternative is 90 to 100 feet.

Figure 9: Alternative 2, Two-Lane Rural Roadway with Two-Way Left Turn Lane

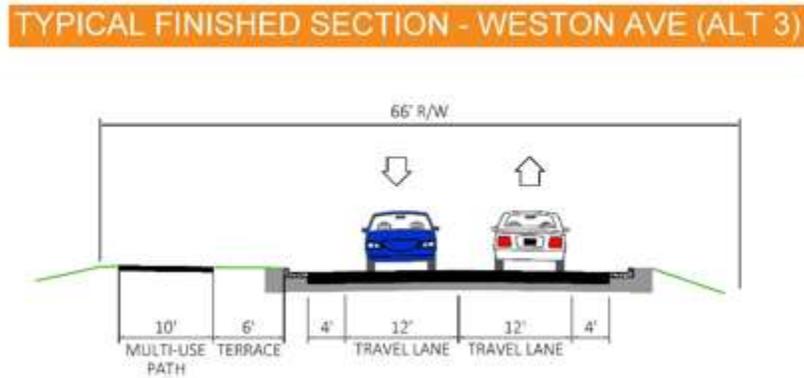


Source: AECOM

Roadway design alternative 3 has similarities to alternative 1. It is different in that it includes an urban cross-section with curb, gutter, storm sewer, and a six-foot wide terrace separating the roadway from the multiuse path. This is one of the narrowest options—66 foot wide right-of-way is adequate—which would limit adjacent property owner impact. However, this alternative is also

one of the most expensive due to its curb, gutter, and storm sewer. Future expandability is also limited; if more lanes are required in the future, the curb and gutter would have to be removed.

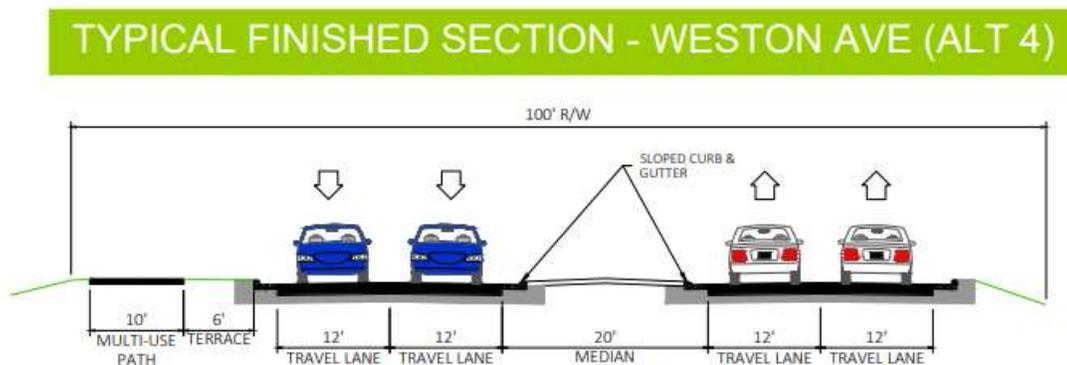
Figure 10: Alternative 3, Two-Lane Urban Roadway



Source: AECOM

Roadway design alternative 4 is a continuation of the roadway configuration of Weston Avenue west of the County Road X intersection. The design alternative includes four-lanes, two in each direction, separated by a 17-foot median, and includes curb, gutter, storm sewer, and a 6-foot terrace separating the roadway from the multiuse path. This alternative maximizes traffic capacity and safety for drivers, bikers, and pedestrians, and the median allows for aesthetic enhancements. It is also the most expensive option and has significant adjacent property owner impact. Typical right-of-way width for this design alternative is 100 feet.

Figure 11: Alternative 4, Four-Lane Urban Roadway

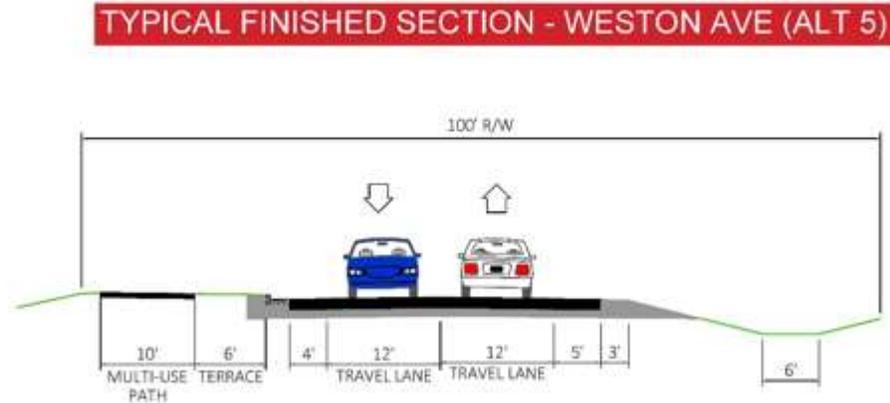


Source: AECOM

Finally, roadway design alternative 5 is a mixture of urban and rural designs, with two-lanes, curb, gutter, and storm sewer on one side of the roadway and a wide ditch on the other side. This

alternative is not as expensive as Alternative 4, but offers flexibility for future expansions of the roadway. Typical right-of-way width for this design alternative is 100 feet.

Figure 12: Alternative 5, Two-Lane Hybrid Rural and Urban Roadway



Source: AECOM

Each roadway alternative has advantages and disadvantages related to traffic operations, traffic safety, impact to property owners, impact to the environment, cost, and opportunity for aesthetic enhancements. Figure 13 ranks the performance of each roadway alternative against these criteria. Those roadway alternatives in green have the best performance related to each criterion, while those in orange have the worst performance related to each criterion.

Figure 13: Roadway Alternative Comparison

Evaluation Criteria	Typical Finished Section Alternative					
	1	1b	2	3	4	5
Traffic Operations	3	2	2	3	1	2
Traffic Safety	3	2	2	2	1	2
Property Owner Impact	1	2	2	1	3	3
Environmental Impact	1	2	2	1	3	3
Opportunities for Aesthetic Enhancements	2	2	2	2	1	2
Relative Cost	1	2	2	3	3	2

5.4. Recommended Preliminary Weston Avenue Roadway Configuration

The Public Works & Utilities Committee and Plan Commission has recommended a preliminary roadway configuration for Weston Avenue that includes four of the design alternatives for different roadway segments. The total project length is estimated at 3.7 miles or 19,450 feet. The Committee-recommended preliminary roadway configuration is shown in Figure 14, and described as follows:

- **Alternative 4 (Four-Lane Urban Roadway) east from the County Road X intersection for ¼ mile.** This would serve the planned intersecting roads shown on Map 3, midway between Camp Phillips Road and Von Kanel Street. Two 12-foot travel lanes in each direction (or two 10-foot lanes with 4-foot bike lanes) are anticipated, separated by a median with curb and gutter at both the median and outside of the travel lanes. A 10-foot multiuse path will be separated from the roadway by a landscaped terrace. Stormwater management would be required either in a depressed median, separate stormwater basins, or some combination.
- **Narrowing to Alternative 2 (Two-Lane Rural Roadway with Two-Way Left Turn Lane) from that point through Ryan Street.** This reflects the multiple roads and driveways already in this segment. Anticipated are one 12-foot travel lane with 8-foot shoulders (5-foot paved) in each direction with a 14-foot two-way left turn lane (TWLTL). This segment would be a rural section with ditches provided for stormwater management. A 10-foot multiuse path is anticipated to be constructed separated from the roadway by a landscaped terrace. More detailed design work and outreach will be needed to consider the existing homes that are rather close to Weston Avenue in this segment.
- **Alternative 1 (Upgraded Two-Lane Rural Roadway) from east of the Ryan Street intersection to County Road J, except at public road intersections where Alternative 1B (Two-Lane Rural Roadway with Turn Lane) for enhanced traffic operations and improved safety.** Environmental corridor/wetland along much of this section likely limits or makes other alternatives with wider footprints too costly. This segment would be a rural section with ditches provided for stormwater management. Except near intersections, one 12-foot travel lane with 8-foot shoulders (5-foot paved) are anticipated in each direction. Left turn lanes will need to be included as determined necessary during design. A 10-foot multiuse path would be included.



Each alternative suggests a multiuse path extending along the entire length of Weston Avenue, from County Road X in the west to County Road J in the east. See the sidebar to the right for reasons why this multiuse path will be beneficial.

Why an off-street multiuse path along the improved Weston Avenue?

1. Weston Avenue is part of the existing Marathon County bike route network.
2. Enhances comfort, visibility, and safety—and reduces potential points of conflict—compared to on-road facilities.
3. Serves bi-directional pedestrian & bike travel.
4. Encourages bicycling and walking in areas where high-volume and/or high-speed motor vehicle traffic would otherwise discourage it.
5. Can deviate from Weston Avenue to provide more direct access to key destinations or to avoid environmental constraints.
6. Enhance recreational opportunities and healthy choices for residents, employees, and visitors.
7. Connects to Weston's evolving village-wide multiuse path network.



Figure 14: Weston Avenue Improvement Plan Preferred Alternative

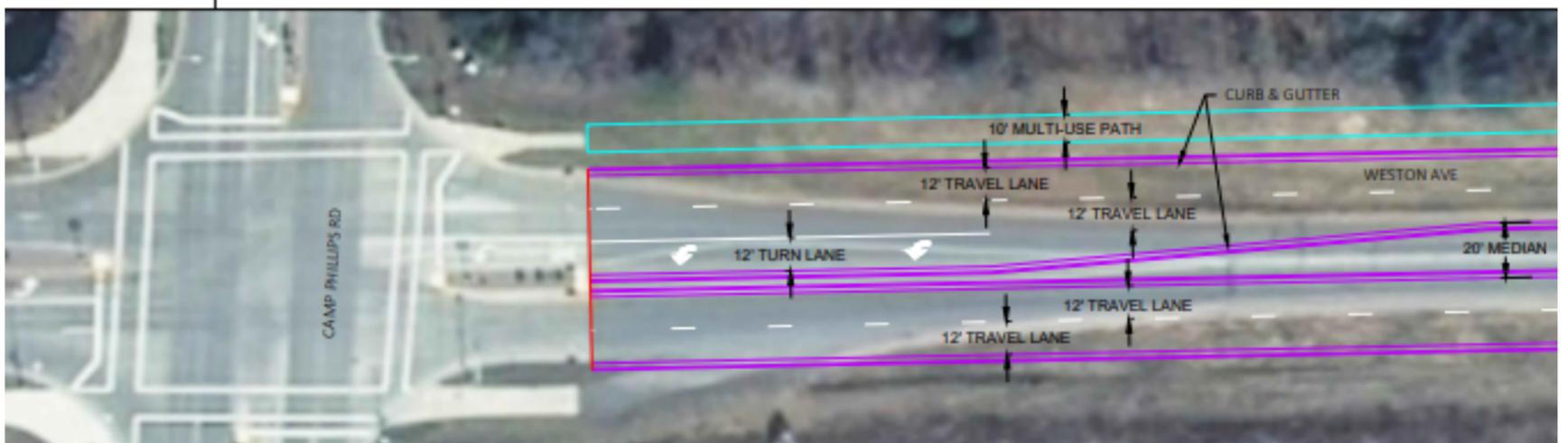
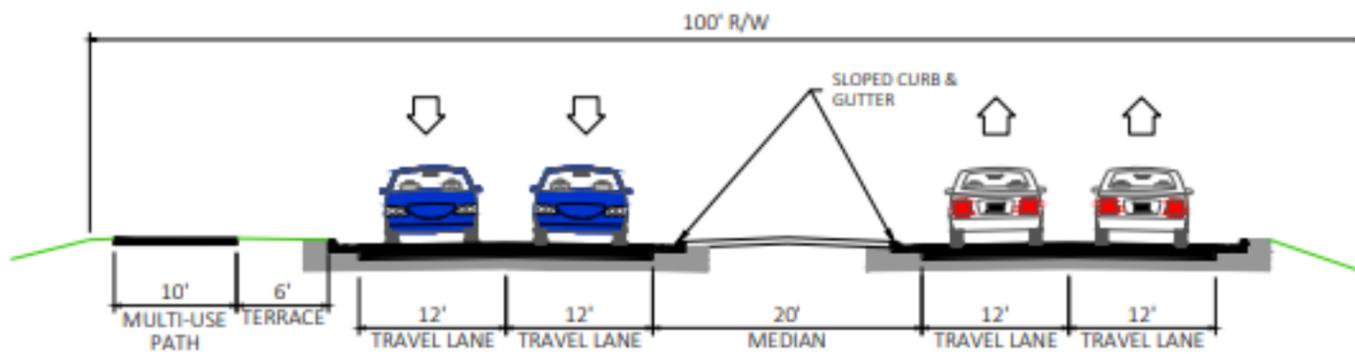


ALT 4 ALT 2 ALT 1

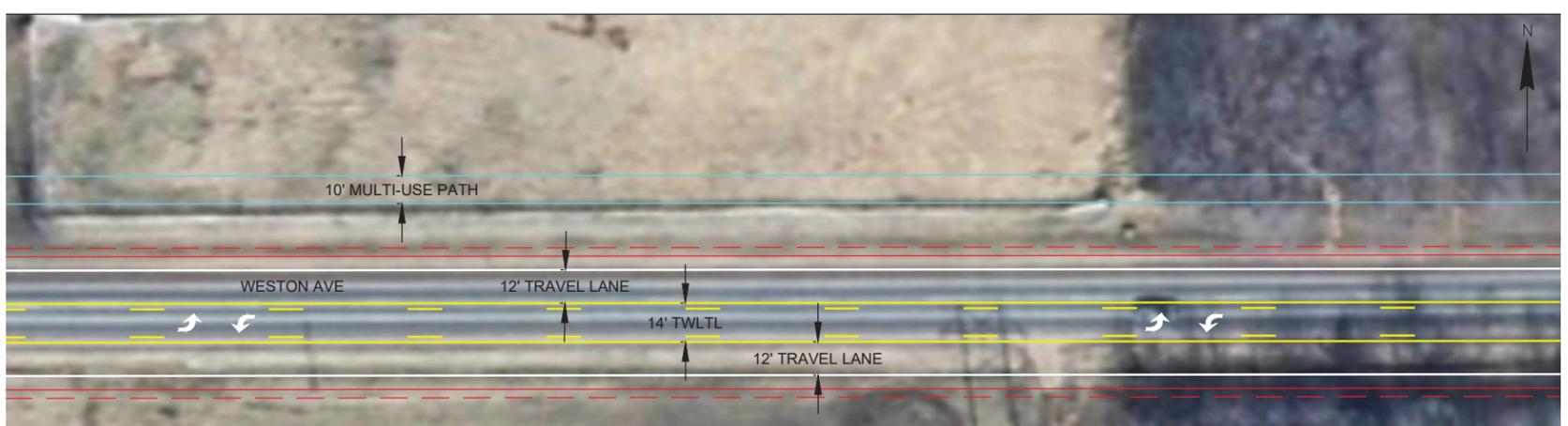
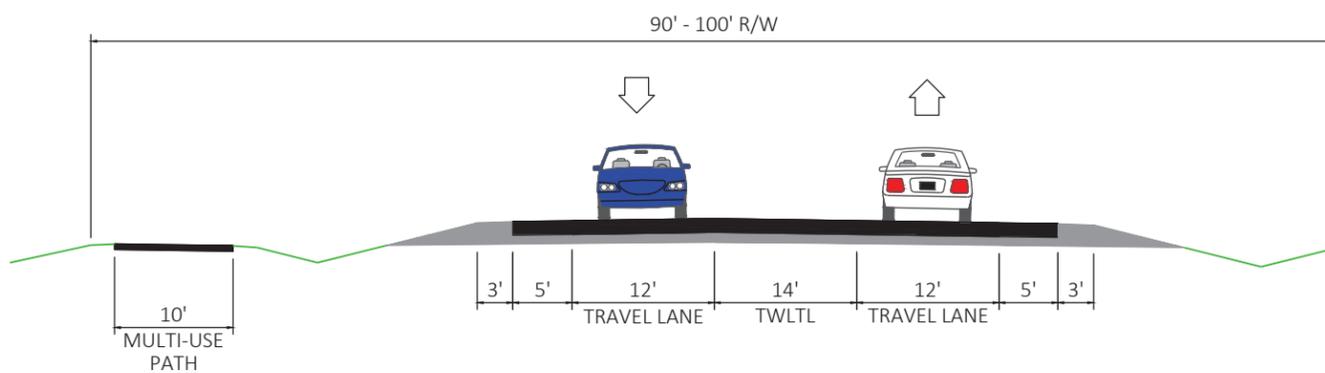
ALT 1B Alternative 1B will be used for intersections as determined during design.



WESTON AVENUE ALTERNATIVE 4



WESTON AVENUE ALTERNATIVE 2



5.5. Long Term Planning and Preservation Measures

Beyond the recommended improvements, ongoing vigilance will be required to assure Weston Avenue continues to provide safe and efficient travel for many decades to come. Controlling intersecting driveway and road access and acquiring right-of-way for ultimate build-out when opportunities present, are two key components of long term roadway preservation.

5.5.1. Access Control

The village's Street Access Control ordinance (Chapter 71) regulates access to a property from streets such as Weston Avenue. In general:

- No more than one access should be provided to an individual parcel.
- Minimum separation distance of ¼ mile for intersecting streets wherever practical.
- Subdivisions, land divisions, and condominium developments should be designed in such a manner that there will not be direct access to Weston Avenue for newly created lots.

The development plan presented in Maps 3 to 6 generally reflects and respects these standards. Proposed road intersections are generally spaced at ¼ mile intervals, except where existing development patterns will require some compromises. This is particularly likely within the central district.

5.5.2. Right-of-way Acquisition

The existing right of way on Weston Avenue varies from 66 feet to 83 feet with larger vision triangles at several intersections. Proposed right of way is anticipated to vary from 80 feet to 100 feet with larger vision triangles at intersections as needed. The Village would prefer to acquire the 100' wide right of way if possible. The existing right-of-way along most of Weston Avenue is 66 feet, which is appropriate for a two-lane rural roadway without any parallel off-street path. To implement the recommended preliminary improvement plan for Weston Avenue, additional right-of-way acquisition will be required in most locations. The extent will be determined during the engineering design process, and landowners will be compensated for such acquisitions.

In the long term, the village continues to advise—and will work to acquire—a 100-foot-wide right-of-way for the entirety of Weston Avenue through the Corridor planning area. This will best assure corridor preservation for long term roadway expansion, up to and including a long term four-way divided roadway. Opportunities for acquiring additional right-of-way will come at different times, such as through public land dedication when adjacent land is subdivided for development.



Chapter 6: Implementation

CHAPTER OVERVIEW

- Future development in the Weston Avenue Corridor will be undertaken primarily through the choices of private land owners and with care to land use compatibility.
- The Corridor provides the best remaining opportunity in the village for business park development, which has benefitted village residents, workforce, employers, and finances.
- Future commercial service and retail development is most promising near the County Road X intersection and Highway 29 interchanges, and over time as part of a mixed use center near the Weston Avenue and Ryan Street intersection.
- The Corridor is intended to facilitate a mixture of housing types, sizes, and costs—including to serve the nearby workforce—particularly in the central and western districts near existing housing and environmental corridors.
- Environmental corridors and recreational lands will provide opportunities for trails, parks, and adjacent development sites with higher land and amenity values.
- An interconnected network of streets and paths will promote safe and efficient vehicular, bicyclist, and pedestrian movement in and through the Corridor.

This chapter concludes with implementation steps necessary to achieve the village’s future vision and direction for Weston Avenue Corridor. Executing this Plan will require significant initiative over the next few years in particular, and ongoing cooperation with landowners and others. Implementation will also require skilled execution of plan changes, zoning approaches, and public infrastructure projects—particularly focused on Weston Avenue improvements and associated utility installation. The previous chapters of this Plan suggest other, smaller implementation actions which should be referenced.

6.1. Comprehensive Plan and Official Map Amendments

This Weston Avenue Corridor Plan includes future land use and transportation recommendations that differ, sometimes significantly, from the recommendations in Volume 2 of the Comprehensive Plan and the village’s Official Map. Therefore, in conjunction with or following adoption of this Corridor Plan, the village intends to adopt corresponding amendments to Volume 2 and the Official Map. The Volume 2 amendments will particularly focus on its Future Land Use and Future Transportation/Official Map.



6.2. Master Plan for Prohaska Family Nature Center

The village intends to prepare a master plan for the Prohaska Family Nature Center, aimed to allowing it to serve as a recreational centerpiece for the Weston Avenue Corridor. The master plan should be built around a detailed map to highlight proposed changes, using ideas from this Corridor Plan as a starting point. To properly guide installation, the master plan should include a phasing schedule and construction cost estimate. This type of information assists with capital improvement planning and grant applications.

This master plan could be prepared in conjunction with a required five-year update to the village's Comprehensive Outdoor Recreation Plan, which is currently two chapters within Volumes 1 and 2 of the Comprehensive Plan. At time of writing, the five-year update was due.

6.3. Potential Tax Incremental District (TID) #1 Plan Amendments

TID #1 is perhaps the most important implementation tool for the Weston Avenue Corridor Plan. TID #1 must close by 2031, and its spending period must conclude by 2026—or five short years from adoption of this Corridor Plan.

Under State law, the boundary of TID #1 may not be expanded any further during this period than it was in 2018. However, other TID #1 Project Plan amendments may be made, and the TID boundary depicted on various maps in this Corridor Plan may be reduced.

A boundary reduction may be needed to aid in Corridor Plan implementation, particularly within the central district where most developable lands are planned for residential development. As described in Chapter 2, no land within TID #1 not already zoned for residential (subdivision) development may be rezoned to allow for it. However, TID rules allow for up to 168.79 acres currently in TID #1 to be removed from the TID before being rezoned for residential development. The village will be thoughtful in deciding if and when a TID #1 boundary amendment should be considered.

A TID boundary amendment must follow a process requiring a public hearing and action by the Village Board, Plan Commission, and the Joint Review Board comprised of representatives of the various taxing jurisdictions. There ought to be a rationale between any boundary reduction and the goals of the TID. Providing housing suitable and affordable to the current and future employees within TID #1 would seem a reasonable rationale.

6.4. TID #1 Project Plan Expenditure Priorities

Aside from the potential boundary reductions described above, the 2018-amended TID #1 Project Plan remains an effective guide for public expenditures within TID #1. Certain public infrastructure expenditures will be essential to realizing the economic development directions in both that Project Plan and this Weston Avenue Corridor Plan. Fortunately, TID #1 is in a strong financial position to afford multiple and significant expenditures over the remaining spending period—provided such expenditures are directed towards advancing tax base and other priorities within TID #1.



Subject to considerations such as final feasibility analysis, detailed engineering, and permitting, the village intends to prioritize the following TID #1 expenditures within the Weston Avenue Corridor, in general order of priority:

- Reconstruction of Weston Avenue, including utilities, right-of-way acquisition where necessary, bike/ped facilities, and aesthetic and wayfinding enhancements, and in collaboration with Marathon County for the County Road X and J intersections.
- Resolution of access issues southeast of the Weston Avenue/County Road X intersection (Transport Way area), likely including shared driveway development and possibly land acquisition and resale.
- Private development incentives, particularly for industrial and business/office park development, according to the criteria and recommendations within the TID #1 Project Plan and this Corridor Plan, and subject to performance guarantees by development agreements.
- Infrastructure investments, utility relocation, site preparation and wetland mitigation in and near the southeast quadrant of the State Highway 29/County Road X interchange, as driven by property owner interest and likely less ambitious in scope than contemplated in the TID #1 Project Plan.
- Reconstruction of Ryan Street between Commerce Drive and Weston Avenue to urban standards, including bike and pedestrian enhancements, public sewer and water main replacement, storm sewer, and other regulatory and community enhancements. Multiuse path, aesthetic enhancements, and entryway and wayfinding signage will be focused along County Road X and the western ¼ mile of Weston Avenue. These could be completed in conjunction with Weston Avenue improvements described above.
- Reconstruct the segment of County Road X between State Highway 29 southern ramp terminals and Weston Avenue, and improvements to the State Highway 29/County Road X interchange, in concert with the Wisconsin Department of Transportation and Marathon County.
- Bull Junior Creek stormwater and flood management, some of which may be undertaken earlier in conjunction with Weston Avenue reconstruction.
- Extension of Municipal Street south from its current terminus north of State Highway 29 to Weston Avenue, including an overpass of State Highway 29, if time, funding, and permitting allows.

6.5. Next Steps for Weston Avenue Improvements

Improvements to Weston Avenue and associated utilities are a clear priority of this Weston Avenue Corridor Plan. The preliminary recommended improvements described in Chapter 5, for 3.6 miles of roadway, is \$11.4 million. This is less than anticipated in the TID #1 Project Plan, largely because the level of anticipated improvements is now lower. The project could be built in phases.



As a next step, the village in early 2021 contracted with civil engineering firm AECOM for detailed feasibility analysis and design. These design documents will include details to obtain right-of-way as needed, reconstruct the roadway, add a multiuse path, extend water main and sanitary sewer main, and incorporate surface drainage and storm sewer. A storm water management plan for the project area will need to be developed to best handle high ground water and ensure street sections are designed to minimize water impact during the freeze/thaw cycle in the spring.

The specific anticipated tasks for the project are included in the contract, and summarized below. The result of these tasks will be complete final construction plans and specifications.

1. **Project Management and Coordination** – ensure an efficient and coordinated project development process and delivery of a high-quality project within budget and on schedule.
2. **Topographic Survey and Right-of-Way Plat** – perform a topographic survey and prepare a right-of-way plat to aid in right-of-way acquisition.
3. **Title Searches** – prepare title searches and title updates that are WisDOT compliant.
4. **Geotechnical Investigation** – perform soil borings to establish subgrade conditions, groundwater elevations, soil infiltration rates, and pavement design parameters.
5. **Preliminary Design** – prepare preliminary construction plans for storm water management, sanitary sewer and water mains, roadway, traffic signals, and street lighting.
6. **Final Design** – prepare final construction plans for storm water management, sanitary sewer and water mains, roadway, traffic signals, and street lighting.
7. **Permitting** – coordinate with regulatory agencies and apply for applicable permits.
8. **Bid Documents and Bidding** – create bidding documents, review pre-qualifications, make recommendation of award to the village, and prepare contract documents and submit to the contractor and the village for execution.

