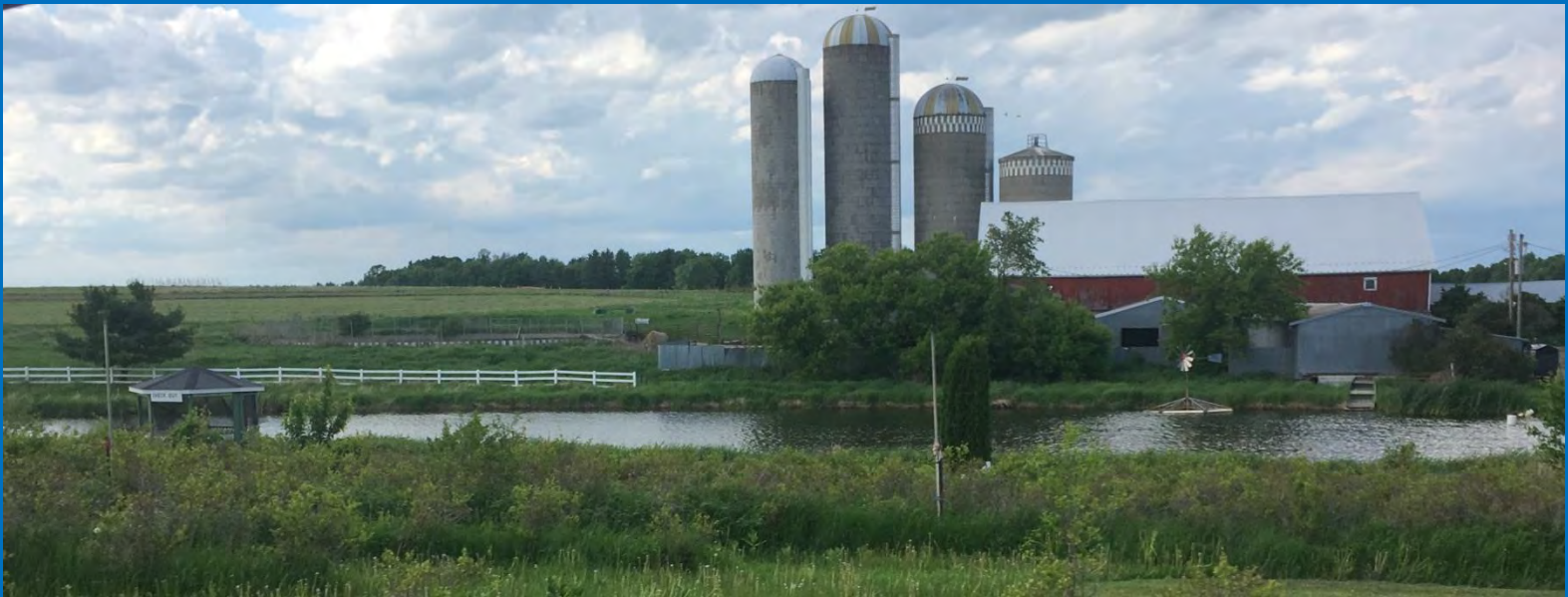


Village of Maine Comprehensive Plan 2019



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North Central Wisconsin Regional Planning Commission



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Chapter One

Background & Demographics

This chapter details existing demographics of the combined area of the Villages of Brokaw and Maine, and identifies the major trends impacting the Village of Maine. This chapter, and the entirety of this Comprehensive Plan, will focus primarily on the

combined area of Maine and Brokaw when identifying and analyzing future trends, while using and separating data from both Villages for the sake of convenience and illustration.

Background

The Villages of Maine and Brokaw are located in north central Marathon County along the northern edge of the Wausau metropolitan area. The Wisconsin River comprises the virtual entirety of Maine’s eastern border, and bisects the Village of Brokaw. While southern Maine and Brokaw are considered the northernmost portion of the Wausau Metropolitan Area, northern Maine is primarily rural and agricultural as it extends to the border of Lincoln County. U.S. Highway 51 runs south to north through the Village of Maine roughly parallel to the Wisconsin River.

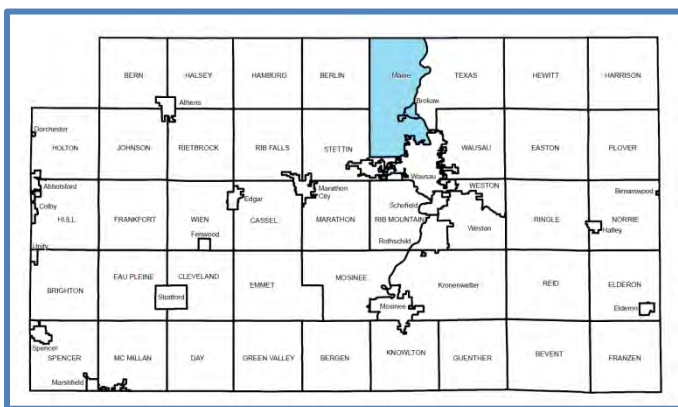
This chapter makes significant reference of data from decennial censuses, and the most recent data derived from the 2016 American Community Survey (ACS) estimates, both conducted by the U.S. Census Bureau. This chapter also makes reference to population and household projections out to 2040 performed by the Wisconsin Department of Administration’s (DOA) Demographic Services Center, released in 2013. Together, these data sources are utilized to assess the direction of trends within the villages.

Figures for Marathon County and Wisconsin are listed for comparison, as are the surrounding Towns of Texas, Stettin, and City of Wausau, as well as the ‘Wausau Region,’ which includes the fourteen communities – including the Villages of Brokaw and Maine – located entirely or partially within the Wausau Metropolitan Planning Area.¹

Planning Process

The North Central Wisconsin Regional Planning Commission (NCWRPC) received resources from the U.S. Economic Development Administration (EDA) to update the Comprehensive Plans of the Villages of Maine and Brokaw, and the Town of Texas, as well as to complete an Economic Development Adjustment Strategy for the region in 2018. Wisconsin state

¹ The Wausau Metropolitan Planning Area includes all or part of the Cities of Wausau, Schofield & Mosinee, the Villages of Brokaw, Maine, Weston, Rothschild & Kronenwetter, and the Towns of Weston, Wausau, Texas, Stettin, Rib Mountain & Mosinee.



Maine & Brokaw's location within Marathon County
Source: NCWRPC, 2018

The Village of Brokaw was a historical industrial manufacturing center within Marathon County and was until recently home to a major Wausau Paper mill. Brokaw today remains a business and residential hub in northern Marathon County. Maine maintains a distinctly rural heritage similar to many townships throughout Marathon County and rural Wisconsin.

planning law – 66.1001 – requires that a comprehensive plan be updated every ten years.

A variety of meetings of the Plan Commissions of Maine and Brokaw were held over the course of early 2018 to prepare this plan. A final Plan Commission meeting was held in the summer of 2018 to review the final draft and recommend adoption of the plan to the Maine Village Board. A public hearing was held and the plan adopted on May 15 2019.

[Public Participation](#)

An important part of any planning process is public involvement. Public involvement provides the residents of Maine and Brokaw an opportunity to express their views, ideas, and opinions on issues that they would like to see addressed regarding the future development of their communities. Local officials use this input to guide policies and decision with awareness of the public's desires and consensus. See the adopted Public Participation Plans for Maine and Brokaw in [Attachment A](#).

The Village of Maine posted all Plan Commission meetings inviting the public and held a public hearing to collect public input.

[List of Acronyms](#)

Throughout the plan a variety of acronyms are used. Some of them are listed here:

ACS – American Community Survey, United States Census Bureau

AEA – Agricultural Enterprise Area

AHI – Wisconsin Architecture and History Inventory, Wisconsin Historical Society

CDBG – Community Development Block Grant

CEDS – Comprehensive Economic Development Strategy, North Central Wisconsin Regional Planning Commission

CIP – Capital Improvement Plan

CPZ – Marathon County Department of Conservation, Planning & Zoning, Wausau WI

CRP – Conservation Reserve Program

CTA – Conservation Technical Assistance

CWA – Central Wisconsin Airport, Mosinee WI

DATCP – Wisconsin Department of Agriculture, Trade & Consumer Protection

DNR – Wisconsin Department of Natural Resources

DOA – Wisconsin Department of Administration

DEHCR – Division of Energy, Housing & Community Resources, Wisconsin Department of Administration

DOR – Wisconsin Department of Revenue

DWD – Wisconsin Department of Workforce Development

EDA – Economic Development Administration, United States Department of Commerce

EMS – Emergency Medical Services

EMSI – Economic Modeling Specialists International

ESA – Environmentally Sensitive Area

FAST Act – Fixing America's Surface Transportation Act, United States Department of Transportation

FCL – Forest Crop Law

GIS – Geographic Information Systems

HOME – Home Investment Partnerships Programs, United States Department of Housing and Urban Development

HSIP – Highway Safety Improvements Program, Wisconsin Department of Transportation

HUD – United States Department of Housing and Urban Development

LEHD – Longitudinal Employer-Household Dynamics, United States Census Bureau

LIHTC – Low Income Housing Tax Credit, Division of Housing, Wisconsin Department of Administration

LMI – *Low and Moderate Income households, Division of Housing, Wisconsin Department of Administration*

LQ – *Location Quotient*

LRIP – *Local Roads Improvement Program, Wisconsin Department of Transportation*

L RTP – *Long Range Transportation Plan*

McDEVCO – *Marathon County Economic Development Corporation*

MFL – *Managed Forest Law*

MPO – *Metropolitan Planning Organization*

NCHC – *North Central Health Care, Wausau WI*

NCWRPC – *North Central Wisconsin Regional Planning Commission, Wausau WI*

NHI – *Natural Heritage Inventory, Wisconsin Department of Natural Resources*

NRSC – *Natural Resource Conservation Service, United States Department of Agriculture*

NTC – *Northcentral Technical College, Wausau WI*

PASER – *Pavement Surface Evaluation and Rating System, University of Wisconsin-Madison*

QCEW – *Quarterly Census of Employment & Wages*

PUD – *Planned Unit Development*

RLP – *Regional Livability Plan, North Central Wisconsin Regional Planning Commission*

SIB – *State Infrastructure Bank, Wisconsin Department of Transportation*

SSA – *Sewer Service Area*

STP-R – *Surface Transportation Program-Rural, Wisconsin Department of Transportation*

TEA – *Transportation Economic Assistance, Wisconsin Department of Transportation*

TAP – *Transportation Alternatives Program, Wisconsin Department of Transportation*

TID – *Tax Increment District*

TIP – *Transportation Improvement Plan, Wausau Metropolitan Planning Organization*

USDA-RD – *United States Department of Agriculture – Rural Development*

US DOT – *United States Department of Transportation*

Wausau MPO – *Wausau Metropolitan Planning Organization, Marathon County*

WHEDA – *Wisconsin Housing & Economic Development Authority*

WisDOT – *Wisconsin Department of Transportation*

WISLR – *Wisconsin Information System for Local Roads, Wisconsin Department of Transportation*

WPS – *Wisconsin Public Service Corporation*

[History](#)

This document represents the first comprehensive plan for the Village of Maine after it attached the former Village of Brokaw. While both communities are now a united municipality, both communities had distinct and unique histories before recent events brought Maine and Brokaw together into one Village.

[History of Maine, Wisconsin \(1856 – 2011\)](#)

Maine was among the first towns settled in Marathon County, with the first community of German settlers laying roots in 1856, in what was (during that time) the Town of Wausau. Maine was formally established as a township in 1866 and named after U.E. Maine, a local Native American farmer and county surveyor who is thought to be the town's first settler. Before proper infrastructure was installed, the Wisconsin River effectively separated Maine and the former Village of Brokaw, requiring a boat to cross during most months out of the year, or else travelling south through Wausau, a time-consuming activity in the pre-automotive age.



Town of Maine School circa 1865
Source: State of Wisconsin Collection

Farming was an important staple in Maine's economy and culture throughout its early history, much like other towns throughout Marathon County. Cherished historical staples from the town's agrarian past include the Ed Single farm's experimental orchard producing plums, cherries, and apples, and winning awards from the Horticultural Society's annual convention by 1910; the now-Village of Maine to this day contains the last standing round barn in Marathon County, built in 1899 by Carl Tisch at the corner of 60th Avenue and Hillcrest Drive. Successful cheese factories were also active throughout the township's history.

Other industries were equally formative industries throughout Maine's economic past included sawmilling and bricklaying. Quarrying was a successful industry in Maine's early past, with Anderson Brothers & Johnson opening the Ruby Red Quarry in 1895 along the Wisconsin River, competing with the Town of Texas's Granite Heights Quarry across the Wisconsin River. In 1913, this quarry moved to Wausau and the industry in generally declined in Maine and grew in prominence in the Town of Texas, the now-village's eastern neighbor. An informal but successful settlement, Taegesville, was established along the border of Maine and its western neighbor, the Town of Berlin and exists today as an unincorporated community along County Highway A and 72nd Avenue.²

History of Brokaw (1899 – 2011)

While Maine's history is largely influenced by agricultural roots typical of many north central Wisconsin townships, the Village of Brokaw had distinctly different beginnings and heritage. The village became an established "company town" in 1899 by the Wausau Group, an association of entrepreneurial lumberman representing paper companies throughout the greater Wausau area. The group established the new Wausau Paper Mills facility at the "five mile dam." One of the members, Norman Brokaw (whom the village is named after), was the mill's first president, which broke ground in 1900.



Wausau Mill in Brokaw along the Wisconsin River, 1899
Source: Wausau Daily Herald Contributed Photo, 2017

The mill began with two machines and grew into a plant with 300 employees performing an annual business of \$3,000,000 by the 1920s. Typical of company towns, the village was situated with connections to four major railroads (the Pacific, St. Paul, Milwaukee, and Chicago) – housing for workers was constructed, a company school, store, library, fire station and church were established, and the mill spurred the development of a concentrated business district. Brokaw would remain a company town all the way into the 1970s. Throughout the twentieth century, ski jumping became a popular pastime in Brokaw.

Although company-establishments declined and closed in the 1970s, the mill continued to flourish and serve as the core of Brokaw. A new commercial business park

² Historical figures for the Town of Maine were gathered from the 1913 History of Marathon County Wisconsin and Representatives Citizens by Louis Marchetti, and transcribed by Marla Zwakman of the Genealogy Trails History Group

broke ground in the 1990s, and during the 2000s the village annexed land for a new residential community west of the Wisconsin River, today's River Ridge Subdivision. New residential and commercial construction continued throughout the decade, and construction began on a new waterline connecting to Wausau.³

Modern History: the Closing Mill & the Incorporation of Maine (2011-2018)

The Wausau paper corporation announced in 2011 that the Brokaw mill would close in 2012, which would have a profound effect on the industry and the financial well-being of the village. As Wisconsin state statutes prevent municipalities from declaring bankruptcy, Brokaw, Maine and other entities explored other solutions, including the agreed-upon decision: dissolution of the village into the Towns of Maine and Texas

With dissolution, assets and liabilities would transfer to the townships that Brokaw originally split from in 1899 – the Town of Texas and the then-Town of Maine. The Wisconsin State Legislature passed legislation allowing Maine to incorporate as a village in 2015 to accelerate the process of Maine assisting with Brokaw's economic hardships. Becoming a village would also help Maine leverage resources to handle the debts it would inherit from attaching the Village of Brokaw. Maine residents voted to incorporate as a village in 2015. During that year, Maine also began working with Vierbicher, a Wisconsin-based engineering and planning firm, to plan for incorporation and consolidation of municipal entities between Maine and Brokaw. More recently, the Village completed a Cooperative Boundary Agreement with Brokaw and the Town of Texas (more detail on this agreement can be found in [Chapter Nine: Intergovernmental Cooperation](#)). The Village embarked thereafter on developing an Economic Development Adjustment Strategy.

³ Historical figures for the Village of Brokaw were gathered from the community's last comprehensive plan, [Brokaw: Rising by the River](#), a 2006 document written by Foth & Van Dyke, and the Village of Brokaw itself.

Population & Households

Historical Trends

Maine & Brokaw

[Table 1.1](#) illustrates the demographic changes throughout the past 25 years in Brokaw and Maine, and how they compare to other communities in north central Marathon County. The total population of the Villages increased by 135 people, or six percent, since 1990. Between 1990 and 2000 the area gained 84 more people, increasing the total population by four percent. Brokaw and Maine gained an additional net total of 54 residents, increasing the Villages' population by three percent. However, between 2010 and 2016 the ACS estimates that between the two Villages, the population has decreased by about one percent, or a net loss of about 23 residents. The DOA Demographics Services Center also publishes official population estimates on an annual basis – most recently in 2017, 239 people lived in Brokaw and 2,336 people lived in Maine – in total, 2,575 people lived in both Villages last year.

Marathon County and the Wausau Region both grew at a significantly higher rate than the Villages since 1990, growing by about 17 percent each over 26 years. The neighboring Town of Stettin also grew significantly faster than Maine/Brokaw over the past quarter century (16 percent), while Maine and Brokaw's eastern neighbor – the Town of Texas – grew only slightly more than the Villages in the same time frame – seven percent. The City of Wausau grew at virtually the same rate as Maine and Brokaw combined – both areas grew by six percent between 1990 and 2016.

Households have continually increased in Maine and Brokaw throughout the past quarter-century at a rate generally consistent with Marathon County and the Wausau Region. Over twenty-six years, Brokaw and Maine saw an increase of about 202 households, a 14 percent increase, significantly higher than the rate of population growth. The Villages saw the number of households increase by nine percent, or 74 units, between 1990 and 2000. Unlike population, which has dropped in the Villages since 2010, the number of households has continued to increase (albeit at a slower

rate), growing by 0.4 percent, or about four households in the same time frame.

For comparison, Maine and Brokaw were only slightly behind Marathon County, the Wausau Region and the Towns of Texas and Stettin in terms of household growth – the number of households grew 30 percent between 1990 and 2016 in Marathon County and 28 percent in the Wausau Region. During the same time frame, households grew by 28 percent and 27 percent in the Towns of Texas and Stettin, respectively. Maine and Brokaw grew at a faster rate than the City of Wausau, which grew by 14 percent.

Consistent with statewide and national trends, average household size has steadily declined in Maine and Brokaw. While the average household size in Maine and Brokaw remains higher than average for the area at 2.52 people (as opposed to 2.47 people in Marathon County and 2.45 people in the Wausau Region), the average household size of the Villages decreased at a faster rate (fifteen percent) than Marathon County and the Wausau Region (ten percent, each).

Table 1.1 – Demographic Change, 1990-2016

		1990	2000	2010	2016 (ACS)	% Change 1990-2016	% Change 2000-2016
Total Population	V Maine (NCWRPC) ⁴	2,430	2,514	2,588	2,565	6%	2%
	<i>T Texas</i>	1,634	1,703	1,615	1,752	7%	3%
	<i>T Stettin</i>	2,191	2,191	2,554	2,545	16%	16%
	<i>C Wausau</i>	37,060	38,426	39,106	39,138	6%	2%
	<i>Wausau Region</i>	78,545	85,862	91,234	92,181	17%	7%
	<i>Marathon County</i>	115,400	125,834	134,063	135,367	17%	8%
	<i>Wisconsin</i>	4,891,769	5,363,675	5,686,986	5,754,798	18%	7%
Total Households	V Maine (NCWRPC)	815	889	1,013	1,017	25%	14%
	<i>T Texas</i>	532	608	645	683	28%	12%
	<i>T Stettin</i>	801	805	999	1,018	27%	27%
	<i>C Wausau</i>	14,718	15,678	16,487	16,746	14%	7%
	<i>Wausau Region</i>	29,288	33,390	36,973	37,573	28%	13%
	<i>Marathon County</i>	41,534	47,402	53,176	54,003	30%	14%
	<i>Wisconsin</i>	1,822,118	2,084,544	2,279,768	2,310,246	27%	11%
Average Household Size	V Maine (NCWRPC)	2.98	2.83	2.55	2.52	-15%	-11%
	<i>T Texas</i>	3.09	2.80	2.50	2.57	-17%	-8%
	<i>T Stettin</i>	2.74	2.72	2.56	2.50	-9%	-8%
	<i>C Wausau</i>	2.45	2.37	2.31	2.27	-7%	-4%
	<i>Wausau Region</i>	2.84	2.62	2.48	2.45	-14%	-7%
	<i>Marathon County</i>	2.75	2.60	2.49	2.47	-10%	-5%
	<i>Wisconsin</i>	2.68	2.50	2.43	2.43	-9%	-3%

Source: U.S. Census, Wisconsin DOA Demographic Services Center; U.S. Census Bureau 2012-2016 ACS 5-Year Estimates B01003 & S1101

⁴ "V Maine (NCWRPC)" references NCWRPC calculations for the Village of Maine after the dissolution of Brokaw, derived by combining numbers for Maine and Brokaw

How are Population and Household Projections Determined?

The Wisconsin DOA Demographic Services Center's 2013 projections model is created using the "cohort-component method," which uses the rates of fertility, mortality, and migration between 2000 and 2010. Adjustments are made to age- and gender-specific rates for all three of the components, based on federally-tracked indicators, projected into the future.

Fertility, mortality, and migration rates are tracked from historical Wisconsin data. While all data is incorporated into the final projections, greater weight is given to recent trends.

The DOA's projections are an inference of how Maine's population and household projections could look in 25 years if past patterns and statewide and federal trends continue as expected.

The most recent projections were completed in 2013 and integrated U.S. Censuses from 1990 to 2010.

Projections

Table 1.2 shows population projections complete by the Wisconsin DOA Demographic Services Center in 2013. The DOA's projections began for the year 2015, but as with many communities in throughout north central Wisconsin, these estimates have been lower than projected. For consistency between the historical trends and future projections, the 2016 U.S. Census ACS estimates are used as a marker of current demographic conditions.

From 2016 to 2040, Maine and Brokaw are projected to increase by 245 residents, an increase of ten percent. This is a slightly lower rate of increase than in Marathon County (eleven percent) or the Wausau Region (thirteen percent). Population projections for neighboring communities vary greatly, from a projected 12 percent decrease of residents in the Town of Texas to a 25 percent increase in the Town of Stettin. As illustrated in Figure 1.1, Maine and Brokaw have undergone a period of slight decline since 2010, but this trend is expected to reverse by 2020, with the Village of Maine reaching a peak population of 2,820 by the year 2035.

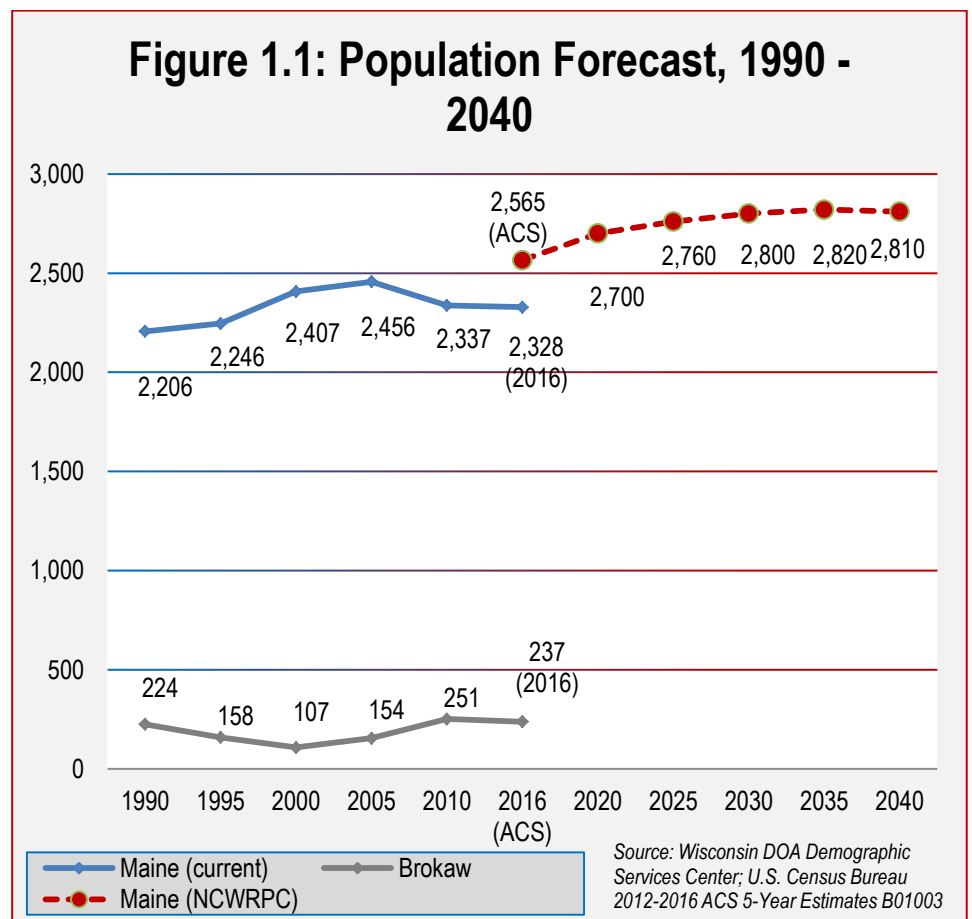


Table 1.2 – Population Projections, 2020-2040

	2016 (ACS)	2020	2025	2030	2035	2040	% Change 2016-2040
V Maine (NCWRPC)	2,565	2,700	2,760	2,800	2,820	2,810	10%
<i>T Texas</i>	1,752	1,625	1,625	1,615	1,590	1,550	-12%
<i>T Stettin</i>	2,545	2,780	2,915	3,030	3,120	3,180	25%
<i>C Wausau</i>	39,138	40,460	41,100	41,490	41,450	41,070	5%
<i>Wausau Region</i>	92,181	96,850	99,845	102,260	103,635	104,100	13%
<i>Marathon County</i>	135,367	140,418	144,652	147,956	149,674	150,085	11%

Source: Wisconsin DOA Demographic Services Center; U.S. Census Bureau 2012-2016 ACS 5-Year Estimates B01003

Table 1.3: Household Projections, 2020-2040

	2016 (ACS)	2020	2025	2030	2035	2040	% Change 2016-2040
V Maine (NCWRPC)	1,017	1,078	1,113	1,141	1,165	1,174	15%
<i>T Texas</i>	683	661	667	670	667	657	-4%
<i>T Stettin</i>	1,018	1,108	1,172	1,230	1,283	1,321	30%
<i>C Wausau</i>	16,746	17,371	17,774	18,064	18,198	18,143	8%
<i>Wausau Region</i>	37,573	39,919	41,449	42,762	43,745	44,262	18%
<i>Marathon County</i>	54,003	57,394	59,611	61,524	62,958	63,730	18%

Source: Wisconsin DOA Demographic Services Center; U.S. Census Bureau 2012-2016 ACS 5-Year Estimates S1101

Table 1.4: Average Household Size Projections, 2020-2040

	2016 (ACS)	2020	2025	2030	2035	2040	% Change 2016-2040
V Maine (NCWRPC)	2.52	2.50	2.48	2.45	2.42	2.39	-5%
<i>T Texas</i>	2.57	2.46	2.44	2.41	2.38	2.36	-8%
<i>T Stettin</i>	2.50	2.51	2.49	2.46	2.43	2.41	-4%
<i>C Wausau</i>	2.27	2.26	2.24	2.22	2.19	2.17	-4%
<i>Wausau Region</i>	2.45	2.44	2.42	2.39	2.37	2.34	-5%
<i>Marathon County</i>	2.47	2.45	2.43	2.40	2.38	2.36	-5%

Source: Wisconsin DOA Demographic Services Center; U.S. Census Bureau 2012-2016 ACS 5-Year Estimates S1101

Age

The median age for Brokaw and Maine was 43.0 in 2010, which is 4.2 years higher than the county and 4.9 years

higher than the State, at 38.8 and 38.1 respectively. Brokaw and Maine's collective median age was 4.2 years higher than in 2000, which reflects the pattern of a generally aging population in Wisconsin. [Figure 1.2](#)

shows a collective age population pyramid of Maine and Brokaw, illustrating the age distribution of the population during the last census, while [Figure 1.3](#) shows a comparable age population pyramid for Marathon County. In 2016, the ACS estimated the median age of the Villages to be 45.5, indicating that while the population continues to age, it may be aging at a slower rate.

In 2010, 22 percent of the Villages' residents were under the age of 18, compared to 25 percent for Marathon County. 15 percent of the population was over the age of 65 years, compared to 14 percent for Marathon County. The remaining 63 percent is between the ages of 18 and 65 – the prime working age. These indicators, and the figures below, illustrate a more “top-heavy” population pyramid for Maine and Brokaw than for Marathon County.

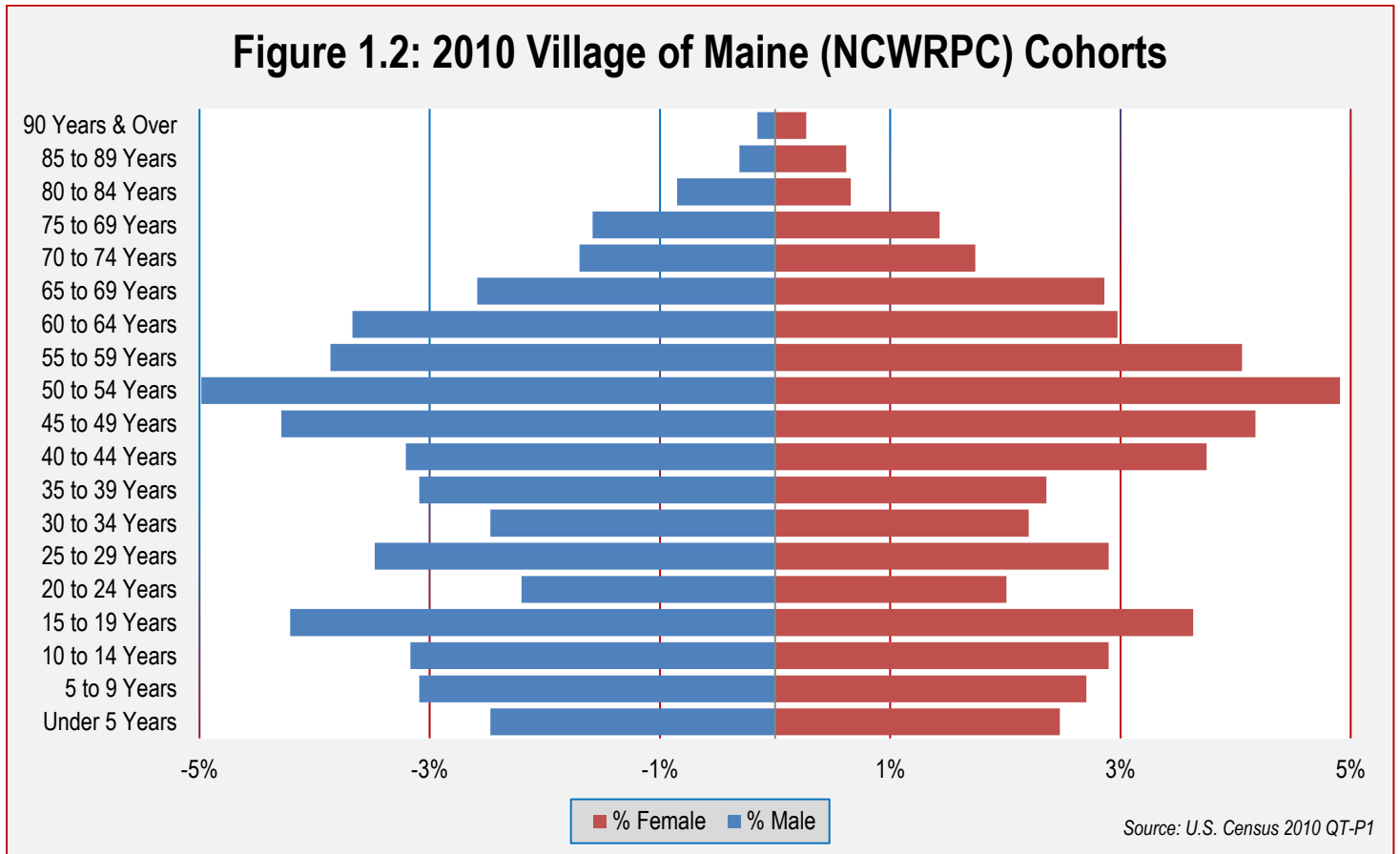
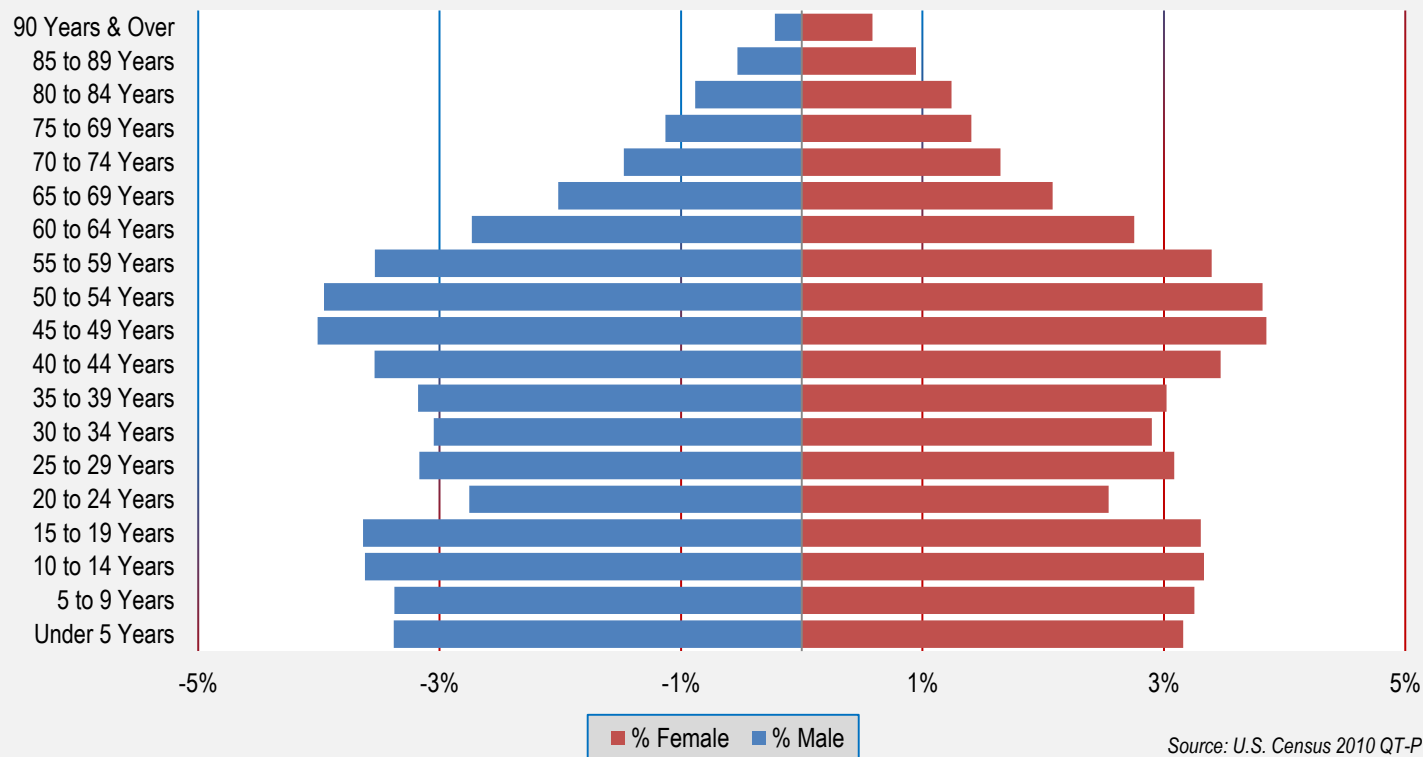


Figure 1.3: 2010 Marathon County Age Cohorts



Racial & Ethnic Composition

In 2016, 99 percent of Brokaw and Maine residents identified as White. In the Village of Brokaw, about two percent of the population identified as Black or African American, while in the current iteration of the Village of Maine 0.5 percent of the population identified as Mexican. This is a marked difference from the 2010 Census, in which 94 percent of Brokaw and Maine residents identified as White – in the last census, three

percent of the population of both Villages identified as Asian, while two percent of the population identified as Hispanic or Latino. In the 2000 Census, 98 percent of the population of both Villages identified as White, while one percent of the population identified as Asian and 0.5 percent of the population identified as Hispanic or Latino. In the 2016 ACS estimates, no one in either municipality identified as Asian.

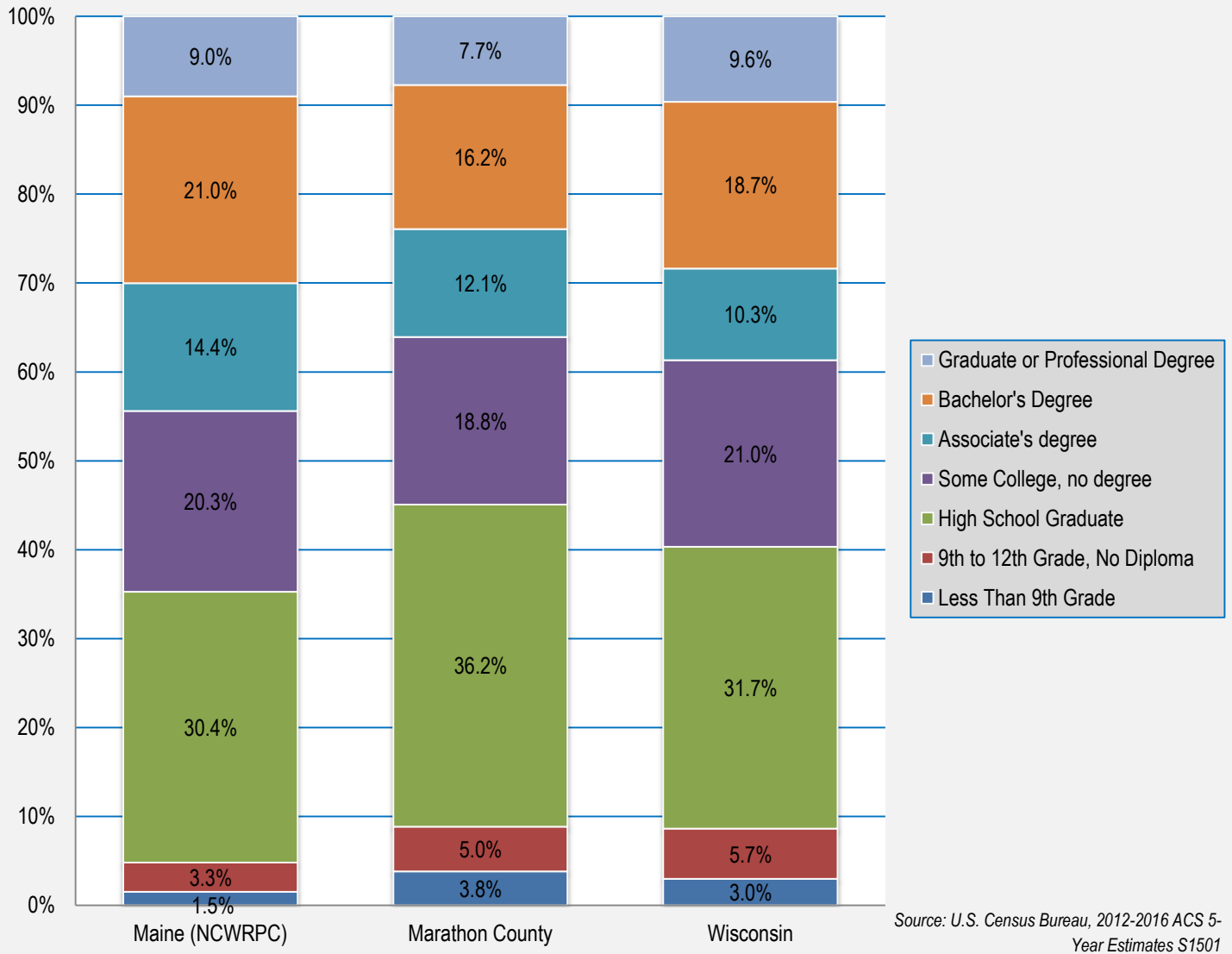
Education & Income Levels

Education

According to the 2016 ACS estimates, 95 percent of Brokaw and Maine residents had a high school education or higher, as shown in [Figure 1.4](#). This is about one percent higher than in 2010, and eight percent higher than in 2000. For comparison, 91 percent of Marathon County residents had a high school diploma or GED, as did 91 percent of Wisconsin residents.

30 percent of residents in the Villages have a bachelor’s degree or higher. This is higher than the proportion of Marathon County residents (24 percent) or Wisconsin residents (28 percent) with a bachelor’s, graduate or professional degree. This number is an increase from the same figure in 2010 (21 percent) and 2000 (20 percent).

Figure 1.4: Education Attainment of Population 25 Years & Older, 2016



Income

Median Household Income

Median household income for Brokaw and Maine residents was \$67,264 in 2016. This was significantly higher than the median household income for Wausau, Marathon County and Wisconsin residents, and

comparable to surrounding townships, as further illustrated in [Table 1.5](#). Reflective of the higher median household income of the Village, a higher proportion of Maine residents are in upper income brackets than in Marathon County and Wisconsin as a whole.

Table 1.5: Household Income Levels, 2016

Income Level	V Maine (NCWRPC)		T Texas	T Stettin	C Wausau	Marathon County	Wisconsin
	Number	Percent	Percent	Percent	Percent	Percent	Percent
Less than \$10,000	30	3%	3%	2%	8%	5%	6%
\$10,000 to \$14,999	8	1%	4%	1%	7%	4%	5%
\$15,000 to \$24,999	55	5%	7%	5%	15%	11%	10%
\$25,000 to \$34,999	105	10%	12%	5%	13%	11%	10%
\$35,000 to \$49,999	143	14%	11%	19%	16%	15%	14%
\$50,000 to \$74,999	257	25%	19%	24%	18%	20%	20%
\$75,000 to \$99,999	165	16%	20%	13%	10%	14%	14%
\$100,000 to \$149,999	170	17%	17%	14%	8%	13%	14%
\$150,000 to \$199,999	37	4%	5%	7%	3%	4%	4%
More than \$200,000	47	5%	3%	9%	2%	3%	4%
Total Households	1,017		683	1,018	16,746	54,003	2,310,246
Median Household Income	\$67,264		\$65,208	\$70,513	\$41,346	\$54,227	\$54,610

Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates DP03

Median Household Income has historically been higher than average in the Village of Maine, and has steadily risen since 2000. However, when adjusted to inflation in 2000 dollars, “real” median household income has actually dropped by over \$12,000 over sixteen years.

This pattern is fairly commonplace and observable throughout Wisconsin. Maine’s rate of change of real household median income shows a slightly higher rate of decrease than Wisconsin and Marathon County on average, as illustrated in [Table 1.6](#).

Table 1.6: Inflation-Adjusted Median Household Income, 2000-2016

Area	2000	2016	Adj. Net Change*	% Change*
V Maine (NCWRPC)	\$56,377	\$67,264	-\$12,193	-15%
T Texas	\$51,830	\$65,208	-\$7,840	-11%
T Stettin	\$60,221	\$70,513	-\$14,362	-17%
C Wausau	\$36,831	\$41,349	-\$10,560	-20%
Marathon County	\$45,165	\$54,227	-\$9,428	-15%
Wisconsin	\$43,791	\$54,610	-\$7,108	-12%

Source: U.S. Census Bureau, Census 2000 DP-1 & DP-3; U.S. Census Bureau 2012-2016 ACS 5-Year Estimates B19013; NCWRPC 2018

*Adjusted for inflation in 2016 Dollars, CPI Inflation Calculator, Bureau of Labor Statistics

[Employment Characteristics](#)

According to the 2012-2016 ACS, the nearly 1,500 members of the Maine-Brokaw labor force had median earnings of \$36,622, while the mean earnings of full-time, year-round workers were \$85,142. Median earnings are higher as education increases, ranging from \$26,814 for high school graduates to \$70,430 for those with a graduate or a professional degree. Those with bachelor’s degrees had median earnings of \$49,792, while residents with either some college education or an associate’s degree had median earnings of \$37,700.⁵

[Table 1.7](#) shows the breakdown of occupations by sector of the employed population in both villages and the combined area in 2016. Like Wisconsin and Marathon County, Office and Administrative Support occupations were the most common jobs held by Maine and Brokaw residents in 2016. However, sales and related occupations were more prominent in the Villages than in Wisconsin and Marathon County, while production occupations were somewhat less prominent than average in Maine and Brokaw.

⁵ Figures for residents without a high school diploma are not included due to insufficient sample size from the Village of Brokaw circa 2018

Table 1.7: Occupation by Sector, Percent of Workforce, 2016*

	V Maine (NCWRPC)	Marathon County	Wisconsin
Office & Administrative Support	13.3%	14.2%	13.3%
Sales & Related Occupations	12.3%	10.1%	9.5%
Management	10.2%	9.4%	9.6%
Production	8.0%	10.9%	10.0%
Business & Financial Operations	6.9%	4.8%	4.6%
Construction & Extraction	6.6%	4.1%	4.2%
Education, Training & Library	5.9%	4.9%	5.7%
Health Diagnosing & Treating Practitioners & other Technical Occupations	5.5%	4.6%	4.1%
Installation, Maintenance & Repair	4.3%	3.3%	3.2%
Food Preparation & Serving Related Occupations	4.1%	4.8%	5.8%
Personal Care & Service	2.7%	2.8%	3.4%
Computer & Mathematical	2.6%	1.8%	2.5%
Material Moving	2.2%	4.5%	3.3%
Healthcare Support	2.1%	2.8%	2.7%
Architecture & Engineering	2.1%	1.3%	1.9%
Transportation	2.0%	3.8%	3.4%
Community & Social Services	2.0%	1.6%	1.6%
Arts, Design, Entertainment, Sports & Media	2.0%	1.3%	1.6%
Legal	1.2%	0.9%	0.7%
Farming, Fishing & Forestry	1.1%	1.4%	1.0%
Health Technologists & Technicians	1.0%	2.2%	1.8%
Building & Grounds Cleaning & Maintenance	0.7%	2.9%	3.4%
Fire Fighting & Prevention & other Protectives Service Workers including Supervisors	0.7%	0.6%	0.8%
Law Enforcement Workers including Supervisors	0.5%	0.6%	0.8%
Employed Population 16 years and over	1,497	70,254	2,910,339

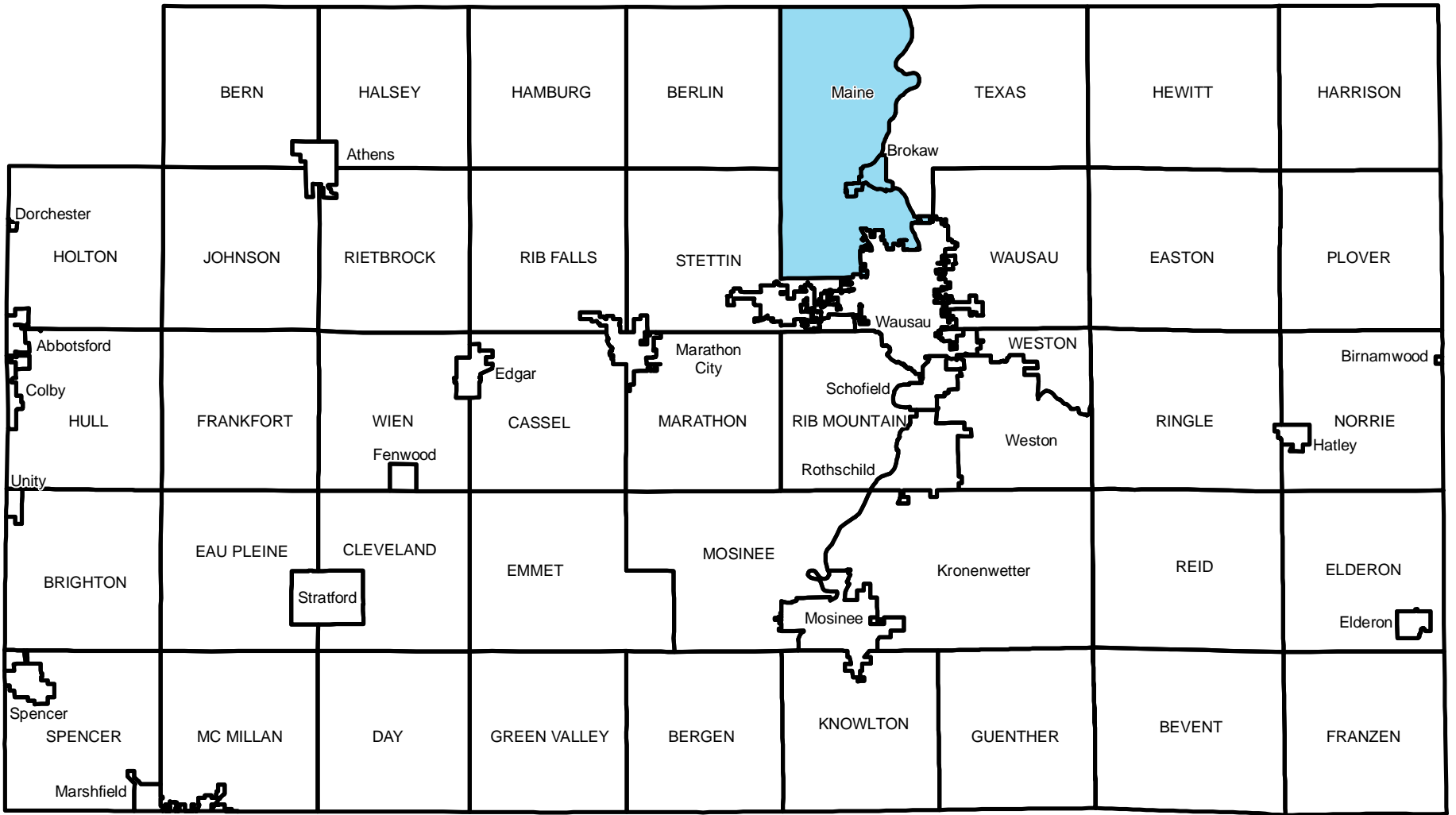
Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates S2401

*Does Not Include figures for Life, Physical, and Social Science Occupations due to insufficient sample size

Demographic Trends

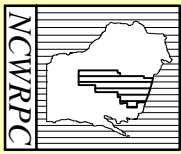
- *The Village of Maine is expected to reach its peak population by the year 2035, adding about 255 new residents and 148 new households to the Village's population and housing stock.*
- *Average household size in the Village of Maine is projected to decrease faster than in Marathon County or the Wausau Region throughout the next quarter century.*
- *The Village of Maine has undergone a population dip since 2005 – however, the Wisconsin DOA projects population growth to resume by 2020, and continue for the following fifteen years.*
- *The Village of Maine currently has a greater proportion of its population holding a bachelor's degree or higher than in Marathon County or Wisconsin.*
- *The Village of Maine's median age has been consistently higher than that of Wisconsin and Marathon County. Maine continues to age as of 2016, though the population is aging at a slightly lower rate this decade than between 2000 and 2010.*
- *Occupational breakdown in the Village of Maine closely reflects the proportion of occupations present in Wisconsin and Marathon County.*
- *Median household income is presently and historically higher in the Village of Maine than in Marathon County and Wisconsin – however, when adjusted for inflation, real median household income is decreasing at a faster rate than the County and State.*

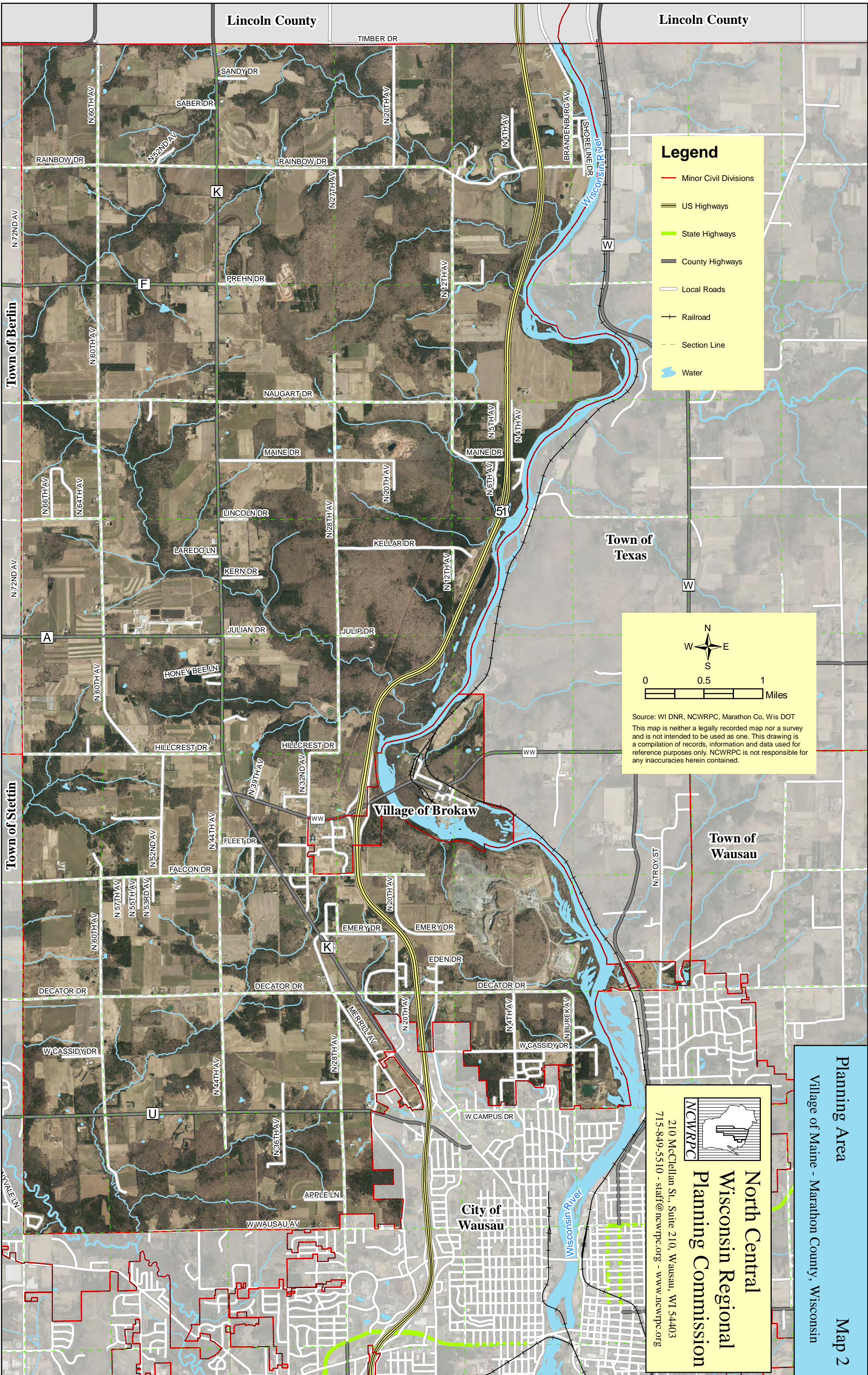
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Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.




**North Central
 Wisconsin Regional
 Planning Commission**
 210 McClellan St., Suite 210, Wausau, WI 54403
 715-849-5510 - staff@ncwrpc.org - www.ncwrpc.org



Lincoln County

Lincoln County

Legend

- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- + Railroad
- - - Section Line
- Water



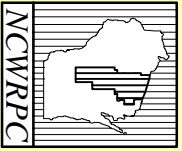
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Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Village of Brokaw

Town of Wausau

City of Wausau



North Central Wisconsin Regional Planning Commission
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Planning Area
 Village of Maine - Marathon County, Wisconsin
Map 2

Chapter Two

Natural, Agricultural & Cultural Resources

Since natural resource features do not adhere to political jurisdictions, it is important to consider their patterns and inter-relationships with the built environment as these physical features can encourage or constrain growth. Cultural resources include historic buildings,

archeological sites, and other elements which give communities their sense of identity. Agriculture remains a prominent staple and source of identity in the Village of Maine. These resources all play important roles in enhancing livability in the Village of Maine.

Previous Plans & Studies Related to Natural, Agricultural & Cultural Resources

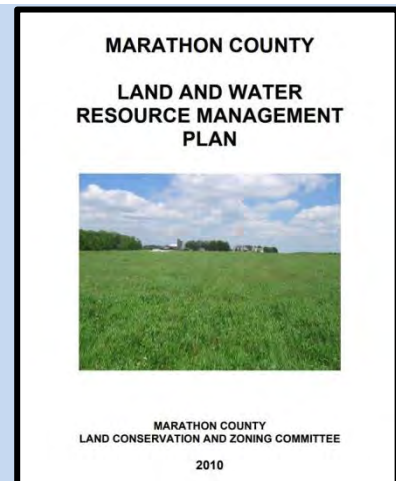
Since 2000, Marathon County has prepared and adopted several plans to address the protection and management of natural resources. These plans, illustrated in **Table 2.1**, should be used as resources to guide local policies and decision making regarding resource management and protection.

Table 2.1: Guiding Natural & Agricultural Resource Plans for Maine, 2018

Marathon County Land & Water Resource Management Plan, 2010

This plan outlines a comprehensive strategy for the implementation of soil and water conservation in Marathon County from 2010 to 2020. The Land Conservation and Zoning Committee identified the following long-term program outcomes for Marathon County's natural resource protection efforts:

- *Land use activities are well planned to enhance community development, minimize conflicts, maximize infrastructure investments and protect rural character*
- *Improve and protect the surface and groundwater assets to enhance public health and safety, recreational opportunities, and economic development.*
- *Maintain the soil and water resources as productive assets through topsoil and organic matter conservation*
- *Marathon County agriculture and woodlot producers are economically strong.*



Marathon County Farmland Preservation Plan, 2013

The Marathon County Farmland Preservation Plan is required under Chapter 90 of the Wisconsin Statutes. The plan's purpose is to guide and manage farmland preservation and agricultural production capacity from 2013 to 2028. The plan identified portions of the county as designated farmland preservation areas, and other areas as "15-year growth areas" where future development should occur.

- *Since Maine was still a township when this plan was adopted, most of the Village is currently placed under farmland preservation areas. However, southwestern Maine west of U.S. Highway 51 along the borders of Wausau and Stettin is designated as a 15-year growth area. Other small portions around the Village, particularly around USH 51, the Wisconsin River and west of Brokaw, are also designated as 15-year growth areas. Brokaw itself is not specified within this plan.*



Marathon County Forest Fifteen-Year Comprehensive Use Plan, 2006-2020

The Marathon County Forest Fifteen-Year Comprehensive Use Plan is a management guide for the Marathon County Forest and is updated every decade. The mission of the plan is to manage and protect natural resources on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future residents throughout Marathon County.

The report includes a number of recommendations for timber management, wildlife habitat and game management, land acquisition and forest boundary management, biodiversity management, watershed management and tourism.

Marathon County Groundwater Protection Guide, 2001

The Groundwater Protection Guide is an extension of a 1988 groundwater plan. In April 2001, the guide was created to assist County and local officials in setting policy relating to groundwater. It also serves as a resource for information about groundwater and strategies to address issues related to groundwater protection. Marathon County is considering a new groundwater planning effort.

USGS Protecting Wisconsin's Groundwater through Comprehensive Planning

In a joint effort by the Wisconsin Department of Natural Resources (DNR), the University of Wisconsin System, and the United State Geological Survey, a website was made available with data and information on geology, general hydrology, and groundwater quantity and quality. The website was developed to aid government officials in their comprehensive plans, including this plan.

The most recent data available for Marathon County was published in 2007. The full Marathon County report can be found at their website: wi.water.usgs.gov/gwcomp/find/marathon/index.html.



Natural Resources

Water Resources

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

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the Wisconsin DNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERWs. Wastewater entering ERWs must meet minimum clean water standards, and even higher standards are greatly encouraged when feasible.

There are no ORWs and ERWs in the Villages of Maine and Brokaw.

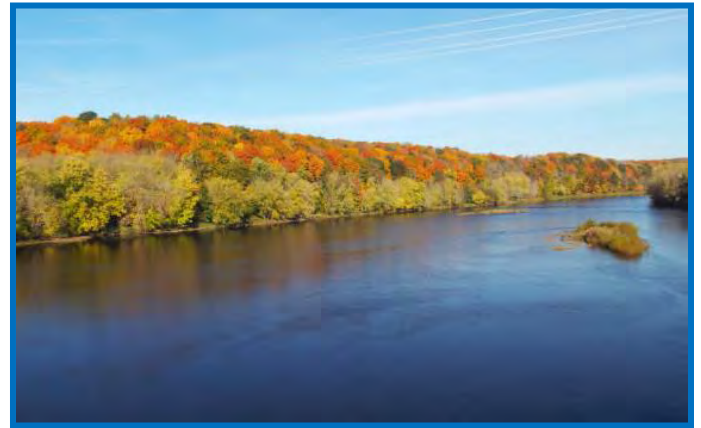
Streams & Rivers

The Wisconsin River forms the eastern border of the northern half of Maine, while bisecting Brokaw and attachment areas in the south. Several creeks and tributaries flow into the river, as shown in **Map Three: Natural Resources Map**. Silver Creek, one of the largest creeks, flows diagonally through the north central part of the Village, entering the Wisconsin River north of Brokaw. The villages are located within the Devil Creek Watershed and the Little Rib River Watershed.

Floodplains

Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood.

Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and flood fringe. Areas within the 100-year flood plains are associated with the Wisconsin River, and the Little Rib River which crosses through the southwestern corner of Maine.



View of the Wisconsin River from CTH WW
Source: Village of Brokaw

Wetlands

Wetlands serve vitally important ecological functions as well as functions that directly benefit people. Once damaged, wetlands are both difficult and costly to replace. Wetlands protect the quality of surface waters by reducing erosion and intercepting and filtering sediment, excess nutrients, heavy metals, and other pollutants.

Wetlands also provide natural flood control and damage prevention by reducing flood peaks. Wetlands are also important sources of food, shelter, breeding, spawning, nesting, and wintering habitats for fish and wildlife. Development in wetlands should be avoided to prevent the loss of these valuable functions. If development in wetlands is unavoidable, existing wetland functions should be replaced in the same sub-watershed through the restoration or creation of additional wetlands or in-lieu-fee mitigation.

Wetlands in Wisconsin were defined by the State Legislature in 1978 as:

“An area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions.”

Programs in local, state, and federal governments regulate activities in wetlands. There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type, and degree of saturation or water cover. Some of the more prominent wetland types are:

- **Aquatic Bed:** These wetlands contain plants growing either entirely on, or in a water body no deeper than six feet. Plants may include pond weed, duckweed, lotus, and water lilies.
- **Marshes:** Marshes are characterized by standing water and dominated by cattails, bulrushes, pickerel-weed, lake sedges, and/or giant bur reed.
- **Sedge/“Wet” Meadows:** These wetlands more often contain saturated soils rather than standing water. Sedges, grasses, and reeds are dominant, but also present can be blue flag iris, marsh milkweed, sneeze-weed, mint and several species of goldenrod and aster.
- **Scrub/Shrub:** These wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birth, willow and dogwood.
- **Forested Wetlands:** These wetlands include bogs and forested floodplain complexes. They are characterized by trees twenty or more feet in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

Wetlands are numerous across Maine and Brookaw, lining the Wisconsin and Little Rib Rivers, and the tributaries that branch off of both rivers. Forested wetlands are especially prominent along the Wisconsin River and its associated tributaries, while sedge/“wet” meadows and scrub/shrub wetlands become more prominent away from the waters’ immediate vicinity.

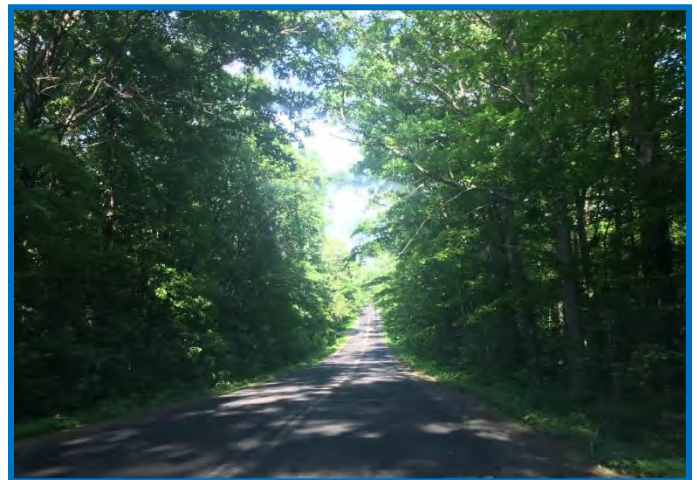
Groundwater

Depth to groundwater is highly variable throughout Maine and Brookaw. While Maine has generally shallow to moderate depth to its groundwater, Brookaw’s water table is at moderate depth, while the depth of groundwater in the southeast corner of Maine is greater than fifty feet in some areas, per [Map Four: Depth to](#)

Groundwater.

Land use activities have the potential to impact the natural quality of water. A landfill may leach contaminants into the ground that affect the groundwater, gasoline may leak from an underground storage tank into groundwater, fertilizers and pesticides can seep into the ground from farm fields, golf courses or lawns, intentional dumping or accidental spills of paint, used motor oil or other chemicals on the ground can result in contaminated groundwater.

Additionally, impervious surfaces such as pavement and structures affect the availability of groundwater. As impervious surfaces increase, rain water runs off into lakes, streams and wetlands, picking up contaminants as they move. The results are: less recharge to groundwater, thereby reducing the amount of groundwater that can be withdrawn from the aquifer; more flooding; and runoff contaminated with pesticides, fertilizers, oil and other waste. The reductions in base flow, increased flood flows and nonpoint source pollution may have significant impacts on the flora and fauna that inhabit a stream, lake or wetland.¹



Forest View of Northern Maine
Source: NCWRPC, 2018

¹ Lindorff, Dave, Christine Mechenich and Chuck Warzecha. 2002. *Groundwater and its Role in Comprehensive Planning. Comprehensive Planning and Groundwater Factsheet 1.* Wisconsin Groundwater Coordinating Council. Wisconsin DNR.

Agricultural & Soil Resources

Agricultural Resources

Farmland Fragmentation & Development

Development can affect the viability of farming in an area. As development occurs amongst farm operations, farm owners and operators are faced with the decision to continue making investments in farming, or to eventually sell their land for development. Those that anticipate selling generally reduce investments in equipment and improvements, and production falls.

It has been found that this can cause ripple effects on other farms within a three-mile radius. The degree to which this occurs is largely dependent on a given area's proximity to shopping and job centers, public water, sewer, and major roads, whether more farmland is owned or rented, and the financial well-being of property owners.²

The Village of Maine is fairly susceptible to farmland conversion and fragmentation by development, due to its location on the immediate urban fringe of Wausau and USH 51. As discussed in **Chapter One: Background & Demographics**, Maine, Brokaw and the Wausau Region are expected to experience steady growth for the foreseeable future. While only Brokaw is currently served by municipal sewer services, future expansion of the Wausau sewer service area or other further sewer extension could foster projected future growth and development.

Soil Resources

Soil Types

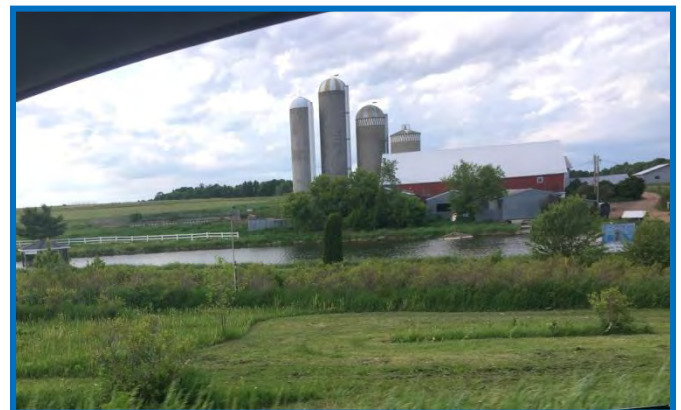
The United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRSC) has an online soil survey which provides soil data and maps. The predominant soil in Maine is part of the Fenwood-Rietbrock-Rozellville association, comprising the entirety of Brokaw soils and most of central Maine. This association is characterized by stony and silty soils present on ground moraines and uplands on top of

metamorphic and igneous bedrock. North and northwestern Maine predominantly contains Magnor-Freon-Amery soils, the association of which is characterized by very deep soil depth formed in sandy loam on end, disintegration, and dissected ground moraines.

Per **Map Five: General Soils**, other soil associations along the Wisconsin River are Oesterle-Scott Lake-Antigo in the northeast and Menahga-Meehan-Friendship in the far southeast. The Oesterle-Scott Lake-Antigo association is characterized by deep soil depth with loamy deposits. The Menahga-Meehan-Friendship association is characterized by deep soils along stream terraces and various plains.

Prime Farm Soils

46.2 percent of lands in Maine and Brokaw are designated as prime farmland, while an additional 7.2 percent are classified as prime farmland if drained. Another 31.8 percent of soils are classified by the USDA as “farmland of statewide importance” – these are lands that do not meet the criteria of prime farmland, but either nearly meet the criteria or still produce high agricultural yields. It should be noted that not all prime farm soils are used for agriculture – some have been developed with residential and other uses. The “prime farm soils” designation simply indicates that these soils can foster good, productive farmland.



A Farm in Northern Maine
Source: NCWRPC, 2018

² Bowers, Deborah and Daniels, Tom. 1997. *Holding Our Ground: Protecting America's Farms and Farmland*. Island Press. Washington D.C./Covelo, CA.

Steep Slopes

Most steep slopes in Maine and Brokaw are located along the Wisconsin River or tributary creeks. Steep slopes are defined as sloped with gradients exceeding 12 percent. Steep slopes pose limitations to development and increase the risk of soil erosion.

Contamination & Brownfield Sites

Three sulfide sludge pits exist in north Brokaw between 4th Street and the railroad tracks parallel to the road are designated as an open environmental repair (ERP)

project, having contributed to groundwater and soil contamination. A fourth sludge pit also exists just north in the Town of Texas. As of August 2016, the Wisconsin DNR is considering the project closed, albeit with mandated continuing environmental obligations and presence on the Bureau for Remediation and Redevelopment Tracking System (BRRTS) to provide public awareness of residual contamination. Additionally, Wausau Papers has an open Liability Exemption (VPLE) for potential contamination at the Village of Maine (formerly Brokaw) Boat Landing.

Biological Resources

Vegetation

There are a significant amount of woodlands in Maine, particularly in areas adjacent to the Wisconsin River or tributary creeks. Much of the remainder of the village is covered by cropland and other related agricultural uses. In developed areas within Maine and in Brokaw, vegetation is consistent with urban landscapes, containing private gardens, trees, and shrubs.

Wildlife Resources & Habitats

Wildlife resources include a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians that typically live in Marathon County. Common types of wildlife include deer, wild turkey, raccoon, squirrels, songbirds, waterfowl, bear, badger, wolf and raptor. Wildlife resources are abundant in the many undisturbed sanctuaries, refuges, reserves, and scattered habitats throughout the county. Numerous other species of migrating birds use habitats in Marathon County for food, shelter and resting stops during seasonal migration.

There is a significant amount of wildlife habitat in Marathon, Langlade, and Lincoln Counties. In addition to county parks and forest units, major wildlife habitat areas include:

- *Ackley Wildlife Area (Town of Ackley, Langlade County)*
- *Big Rib River Fishery Area (Town of Halsey, Marathon County)*
- *Council Grounds State Park (City of Merrill, Lincoln County)*

- *Plover River Fishery Area (Town of Plover, Marathon County)*
- *Rib Mountain State Park (Town of Rib Mountain, Marathon County)*

Private forests, open lands and areas adjacent to bodies of water and wetlands also serve as valuable habitat and wildlife corridors. Maintaining connections between habitats is very important to allow species to move around, promoting biodiversity.



Flock of Turkey in Brokaw
Source: NCWRPC, 2018

Natural Communities in the Villages of Maine & Brokaw

- ***Stream – Fast, Hard, Cold:*** Coldwater streams are flowing waters that are, on average, below 72 degrees Fahrenheit throughout the year. During the summers, the waters in this natural community range between 72 and 77 degrees Fahrenheit.
- ***Northern Mesic Forest:*** The Northern Mesic forest is geographically the largest natural, vegetative community in Wisconsin. Some of the most common trees in this community

are the Sugar Maple (*Acer saccharum*), Yellow Birch (*Betula alleghaniensis*), Basswood (*Tilia americana*), and the White Ash (*Fraxinus americana*). This community is found most often on loamy soils, large areas of which have historically been used for the timber and pulp industries.

- **Northern Sedge Meadow:** The Northern Sedge Meadow is a common, open wetland community throughout northern Wisconsin identifiable by its grasses and sedges. Common plants found in this community are Blue Flag (*Iris versicolor*), Marsh Fern (*Thelypteris Palustris*), Marsh Bellowrt (*Uvularia grandiflora*), Manna Grasses (*Glyceria spp.*), Panicked Aster (*Aster lanceolatus*), Joe-Pye-Weed (*Euthrochium Maculatum*), and Wool-Grass (*Scirpus Cyperinus*).

Threatened & Endangered Species

Aquatic and terrestrial endangered, threatened, or special concern species are all present in both Villages. Documented species in the Wisconsin DNR Natural heritage inventory include the following:

- The **Black Redhorse** (*Moxostoma duquesnei*), an endangered fish species located in the Wisconsin River.
- The **Elktoe** (*Alasmindonta marginata*), a special concern species of mussel present in waters in the Villages of Maine and Brokaw.
- The **Northern Flying Squirrel** (*Glaucomys sabrinus*), a special concern and protected wild animal species present in

conifers and moist environments throughout Maine and Brokaw.

- The **Snowy Campion** (*Silene nivea*), a special concern plant found near streams and rivers throughout Maine and Brokaw, most often in reed canary grasses.
- The **Treeflute** (*Menegazzia terebrata*), a special concern lichen found on tree barks (often on white cedar trees) in the Villages of Maine and Brokaw.
- The **Vasey's Pondweed** (*Potamogeton vaseyi*), a special concern plant found in Maine's rivers and ponds.
- The **Wood Turtle** (*Glystemys insculpta*), a threatened species of turtle present in the Villages of Maine and Brokaw.



The Special Concern plant Snowy Campion is found along streams throughout Maine

Source: Josh Freiburger, Wisconsin DNR

Cultural Resources

“Cultural Resources” is a broad term that can encompass many aspects of our heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to Native Americans or other cultural groups. Cultural resources are those elements that signify heritage and help to evoke a sense of place that makes communities distinctive. History for the Town/Village of Maine and History of Brokaw can be found in Chapter One: Background & Demographics of this Comprehensive Plan.

Historic Properties

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have surveyed in the past; the inventory does not convey special status and may not be current. Between Maine and Brokaw, there are eleven historic properties that have been previously surveyed and included in the AHI. Archaeological Burial Mounds located along Maine Drive between USH 51 and the Wisconsin River are listed on the National Register of Historic Places (NRHP). The Village does not have a local historic preservation commission.

Cemeteries, Burial Mounds & Other Burials

Wisconsin Statute 157.70 provides for the protection of all human burial sites, including all marked and unmarked burials and cemeteries. There are currently 133 cemeteries and burial areas identified in Marathon County, and it is likely that other cemeteries and burials may be present. Suspected burial mounds or unmarked burials must be reported to the state Burial Sites Preservation Office (BSPO). If human remains are uncovered during excavation, all work must cease pending review of the BSPO. All cemeteries and burials in Marathon County should be catalogued under Wis. Stat. 157.70 to provide maximum protection of these sites. All known and documented cemeteries in the village of Maine are listed in [Table 2.2](#).

Table 2.2 – Known Cemeteries in the Villages of Maine & Brokaw, 2018

Cemetery Name	Location	Section
St. Paul Lutheran	County Highway K	4N
St. Johannes Evangelical Lutheran Church	N 44 th Avenue, on side of road from St. John Church	4S
Zion Lutheran/Grace	County Highway K	8N
Maple Grove	Naugart Drive	20N
Maine Burial Mounds	Maine Drive	4S
Restlawn Memorial Park	N Troy Street at Evergreen Road	12S

Source: RootsWeb Cemetery Database 2018, www.Rootsweb.com/~wimarath/CemLocations.htm

Civic Identity & Resources

Community Organizations

The Village of Maine is home to the Maine Lions Club, founded in 1958. The Lions Club holds fundraisers for non-profit organizations, and community events such as chili suppers, a tractor pull and sports tournaments. The University of Wisconsin-Extension also offers two different 4-H clubs in Maine for local youth. Maine and Brokaw also have five churches: Faith Lutheran Church, Zion Church, the New Testament Church, Grace Lutheran Church and St. John Evangelical Lutheran Church.



The Maine Lions Club hosts community events and maintains Maine's Lions Park

Source: Lions Club, 2011

Assistance Programs

United States Department of Agriculture (USDA)

- Agricultural Conservation Easement Program
- Agricultural Management Assistance
- Conservation Innovation Grants
- Conservation Reserve Program
- Conservation Stewardship Program (CSP)
- Conservation Technical Assistance (CTA) Program
- Environmental Quality Incentives Program (EQIP)
- Healthy Forests Reserve Program (HFRP)
- Watershed & Flood Prevention Operations (WFPO) Program
- Watershed Protection & Flood Prevention Program
- Watershed Surveys & Planning

Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCP)

- Agricultural Producer Security Fund Program
- Conservation Reserve Enhancement Program
- Farmland Preservation Program
- Wisconsin Agricultural & Food Center
- Wisconsin Farm Center

Wisconsin Department of Natural Resources (DNR)

- Citizen-based Monitoring Partnership Program
- County Conservation Aids
- Dam Municipal Grant Program
- Forest Fire Protection (FFP)

- Hunter Recruitment, Development, Training & Education Program
- Knowles-Nelson Stewardship Programs
- Landowner Incentive Program
- Managed Forest Law (MFL) Program
- Municipal Flood Control Grants
- Nonpoint Source Program
- Notice of Intent/Discharge Cost-Share Grants
- Ready for Reuse Hazardous Substance Grants
- Shooting Range Grant Program
- Surface Water Grant Program
- Targeted Runoff Management Grants
- Urban Forestry Grant & Urban Forestry Catastrophic Grants
- Urban Nonpoint Source & Storm Water Management Grants
- Urban Wildlife Damage Abatement and Control (UWDAC) Grants
- Weed Management Area – Private Forest Grant Program (WMA-PFGP)
- Well Abandonment Financial Assistance

- Wildlife Damage Abatement & Claims Program
- Wisconsin Assessment Monies (WAM)
- Wisconsin Forest Landowner Grant Program (WFLGP)
- Wisconsin Wetland Conservation Trust in Lieu Fee Mitigation Program (WWCT)

Marathon County

- Conservation Reserve Enhancement Program (CREP)
- Farmland Preservation Zoning
- Managed Grazing Assistance

Cultural Resources Assistance Programs

- Historic Preservation Tax Credit (HTC) Program
- National Historic Landmarks Program (NHL)
- National Register of Historic Places (NRHP)
- National Trust Preservation funds Grant Program
- Tax Credits for Historic Building Rehabilitation
- Tax Credits for Historic Homes in Wisconsin
- Wisconsin Historical Markers Program
- Wisconsin Main Street Program
- Wisconsin State Historic Preservation Office (SHPO)

Issues

Farmland Preservation

Farming is central to the history and livelihood of Maine, which contains third generation farmers. It is also intrinsically connected to the rural atmosphere, highly valued by village residents. Much of the land area in Maine is used for farming or agricultural purposes. While the number of dairy farms declines, the size of some farms is increasing. However, it is recognized that some larger farms contribute to preservation of active farming in the village. In addition, preserving prime farmland is important to ensure farming remains a viable part of Maine's economy.

Urban Development

Loss of farmland to urban development remains a major concern. The Village of Maine desires to explore planning strategies and tools to keep areas of active farmland from being fragmented by scattered residential development. In addition, the village wants to ensure that any new urban development is created in a well-planned, environmentally sensitive manner.

Protecting Natural Resources

The Village of Maine contains wetlands, rivers, streams, woodlands, and steep slopes that pose constraints on development and certain land uses. These features are highly valued for their environmental and scenic qualities and should be protected from negative impacts resulting from development. While the physical constraints these areas pose may reduce some demand for development, in some areas additional development controls may be needed to ensure resource protection.

No Recognition Process

Outside the City of Wausau, no process exists in Marathon County to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them, or integrating them into ongoing planning processes.

Rural Character & Historical Resources

Marathon County residents have expressed a strong desire to preserve the county’s rural character, and have raised concerns about increasing exurban development and the decline of working farms. Maine is no exception to this pattern. An important part of rural character is the rural landscape and the buildings that convey a sense of place. While it is important to address the location and type of new development, there exists a need to preserve visible reminders of rural character, including working farms. Without preserving at least some existing farmlands and farmsteads, the very characteristics that attracted residents will increasingly be lost.

Protection of Archaeological Sites & Cemeteries

The process of planning for cultural resources includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing only a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

Steep Topography & High Bedrock

Brokaw’s east side is located between the banks of the Wisconsin River and steep bedrock bluffs to the north and east. The slopes rise as much as 250 feet above the Wisconsin River – combined with the heavy presence of bedrock, construction is made more difficult in parts of Brokaw and therefore more expensive. The bedrock in

Brokaw is, for all intents and purposes, impermeable and therefore limits full access to groundwater. See Map Six: Depth to Bedrock for more details.



While picturesque, steep slopes along the Wisconsin River pose a challenge for development prospects
 Source: Village of Brokaw, 2018

Water Contamination from the Wausau Paper Mills Site

The Village of Brokaw had previously adopted a wellhead protection plan to safeguard its water supply from the Wausau Paper Mill landfills on the Village’s east side. While the Wisconsin DNR has clarified that contamination cleanup related to the mill site near 4th Street in Brokaw is not the responsibility of Maine, the issue still remains a concern as open brownfield sites remain in very close proximity to the Wisconsin River. The Village of Maine strongly wishes any and all environmental cleanup and remediation to occur as soon as possible.

Goals, Objectives & Policies

Goal 1: Protect and enhance sensitive natural resource areas in the Village of Maine

Objectives

- *Objective 1:* Work with governmental agencies and professional experts to identify sensitive natural resources, particularly woodlands and waterways.
- *Objective 2:* Minimize intensive development in areas that could affect water quality and habitat of rivers and wetlands, steep slopes, and woodlands in Maine.

- *Objective 3:* Continue work with the DNR and Marathon County to ensure appropriate preservation of wetlands and shorelines.
- *Objective 4:* Identify and encourage preservation of open spaces, wetlands, and woodlands.
- *Objective 5:* Maintain and protect the Wisconsin River corridor and its associated wildlife and plant communities.
- *Objective 6:* Direct growth and development away from environmentally sensitive areas such as wetlands, shorelines, floodplains, forests, and steep slopes in order to protect the benefits they provide.

- *Objective 7:* Encourage proposed developments to protect the natural resources of a site by preserving existing vegetation and providing additional landscaping.
- *Objective 8:* Encourage the use of Agricultural Best Management Practices, particularly with manure storage, to help mitigate potential harmful impacts that arise from nitrates to resources such as air quality, surface water quality, groundwater quality, and soil quality.

Policies

- Ensure development is done in a manner that does not negatively impact Maine’s environmental resources or natural character.
- Ensure municipal utilities and services will not be extended into farmland or other natural areas unless a plan for their immediate use is in place.

Strategies & Actions

- Encourage the preservation of open space and wildlife corridors in new developments through the use of incentives and flexible regulations, such as cluster development and conservation easements.

Goal 2: Protect the groundwater supply, particularly around the vacant mill site in Brokaw

Objectives

- *Objective 1:* Encourage residents to conduct regular well testing to ensure safe water supplies.
- *Objective 2:* Limit uncontrolled runoff, overuse of fertilizers, and other waterway contaminants from impact surface water to the furthest extend possible.
- *Objective 3:* Work closely with the Wisconsin DNR to remediate open brownfield sites in Brokaw in a swift manner.

Policies

- Enhance the quality of Maine’s water resources.
- Support efforts to clean up and reuse ‘Brownfield’ sites.

Strategies & Actions

- Amend the zoning and land division ordinance as necessary to incorporate best management practices to ensure new

developments provide for adequate surface water management erosion control.

- Report instances of possible groundwater contamination to the DNR.
- Work with the DNR to take necessary steps to remediate the sludge pit sites in Brokaw

Goal 3: Recognize and preserve historically significant buildings, sites, and cultural resources throughout the Village

Objectives

- *Objective 1:* Work with the Marathon County Historical Society to identify historic resources so they may be considered in future planning
- *Objective 2:* Ensure that any known cemeteries, human burials, or archaeological sites are protected from encroachment by roads or any development activities
- *Objective 3:* Promote Brokaw’s history to help maintain a sense of identity and continuity.
- *Objective 4:* Identify and preserve visual resources throughout Maine, including scenic vistas.

Policies

- Support the preservation of historically significant buildings and sites.

Strategies & Actions

- Identify and map potential historic buildings, cemeteries, burials, and archaeological sites in Maine and Brokaw

Goal 4: Protect and preserve prime farmland for agricultural production

Objectives

- *Objective 1:* Encourage use of agricultural Best Management Practices to reduce soil erosion, decrease sedimentation into surface waters, and increase proper nutrient crediting to protect soil quality.
- *Objective 2:* Adopt appropriate controls for protection of prime agricultural land.
- *Objective 3:* Participate in regional programs through agencies such as Marathon County and the UW-Extension to

promote the preservation of prime agricultural land and assist farmers in sustaining economically viable farms.

Policies

- *Support active farming and discourage fragmentation of farmland or other actions that would negatively impact the Village's agricultural base.*

Strategies & Actions

- *Work with UW-Extension, Marathon County, and the NRCS to implement and monitor farmland conservation practices.*

Goal 5: Protect and enhance the woodlands in the Village of Maine

Objectives

- *Objective 1: Encourage use of the MFL to prevent fragmentation of large sections of woodland and to encourage good forest practices.*

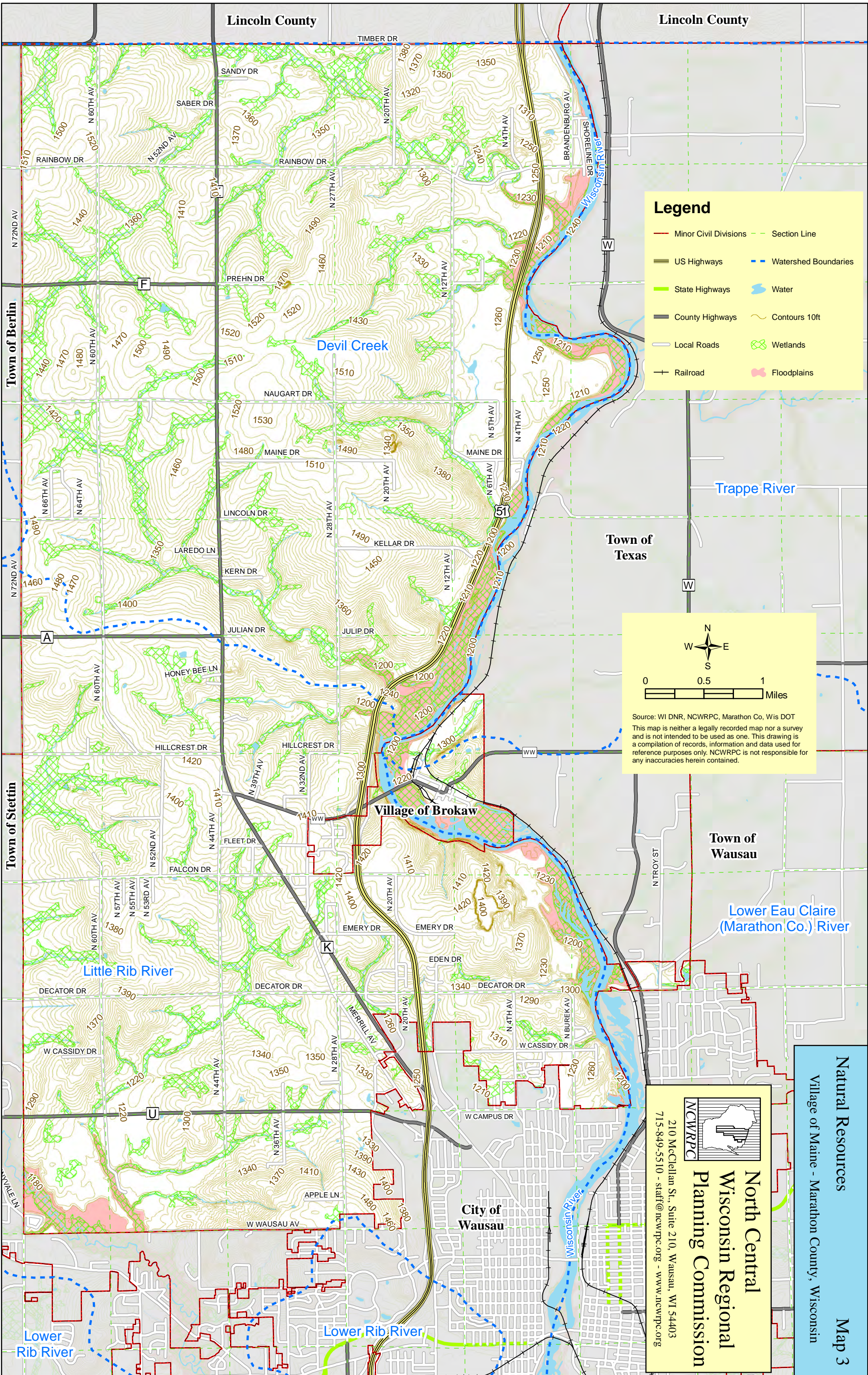
Policies

- *Recognize the importance of woodland resources on the Village's environmental and aesthetic quality and place a high value on preservation of these resources.*

Strategies & Actions

- *Identify and formally designate (including on zoning map) areas to include in the Woodlands Conservation overlay zoning district.*

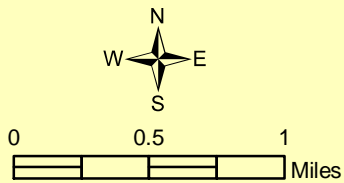
Continue to serve as the liaison between private property owners in the village and the county, Wisconsin DNR and others regarding the MFL and other programs aimed at protecting and preserving woodlands.



Legend

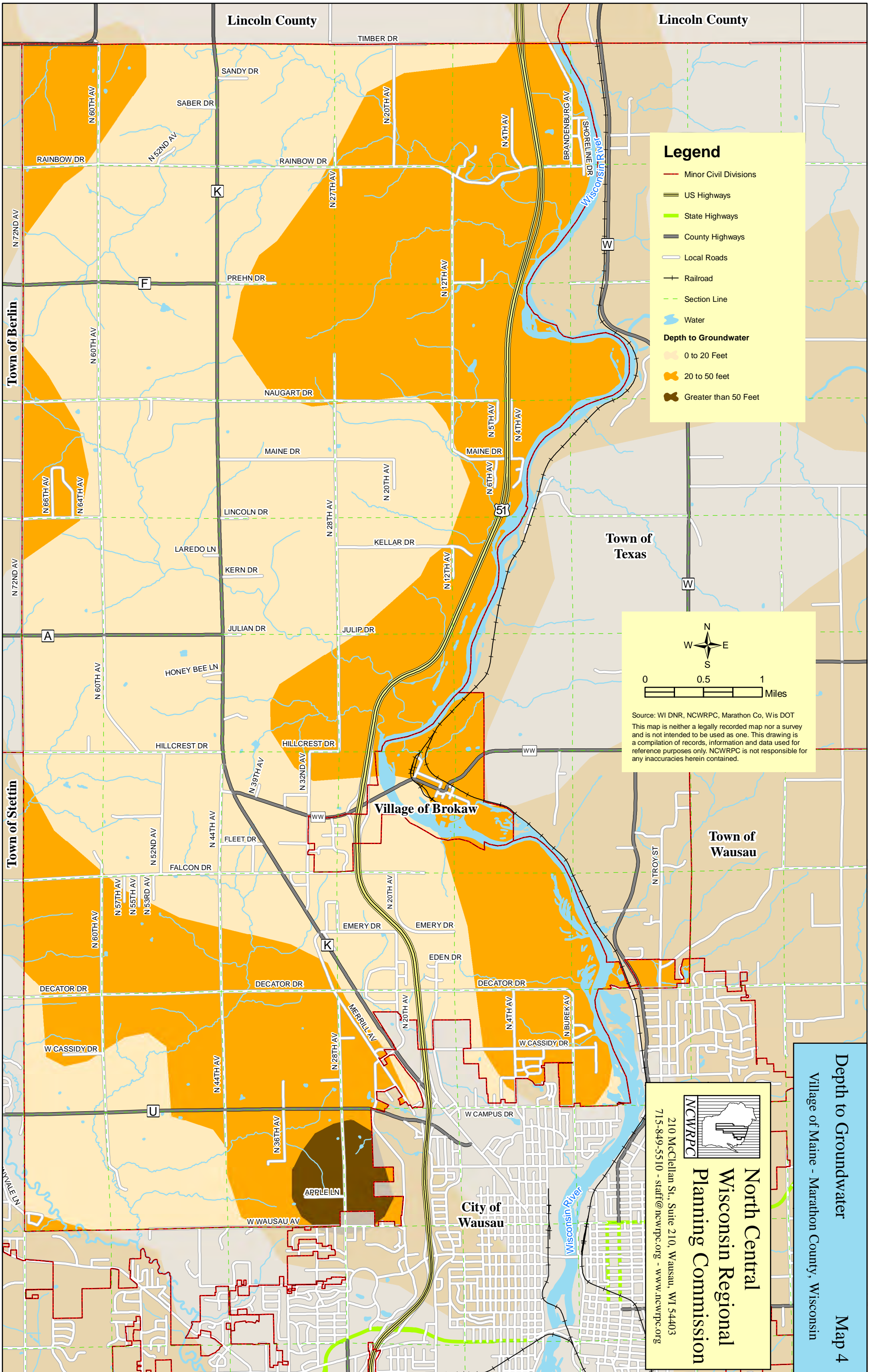
- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Line
- Watershed Boundaries
- Water
- Contours 10ft
- Wetlands
- Floodplains

Source: WI DNR, NCWRPC, Marathon Co., Wis DOT
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



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Natural Resources
 Village of Maine - Marathon County, Wisconsin
Map 3



Legend

- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- + Railroad
- - - Section Line
- Water

Depth to Groundwater

- 0 to 20 Feet
- 20 to 50 feet
- Greater than 50 Feet

Miles

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.















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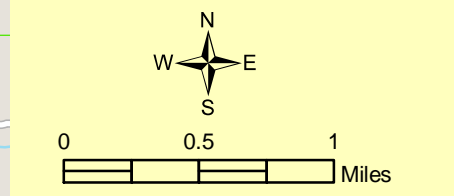
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Lincoln County

Lincoln County

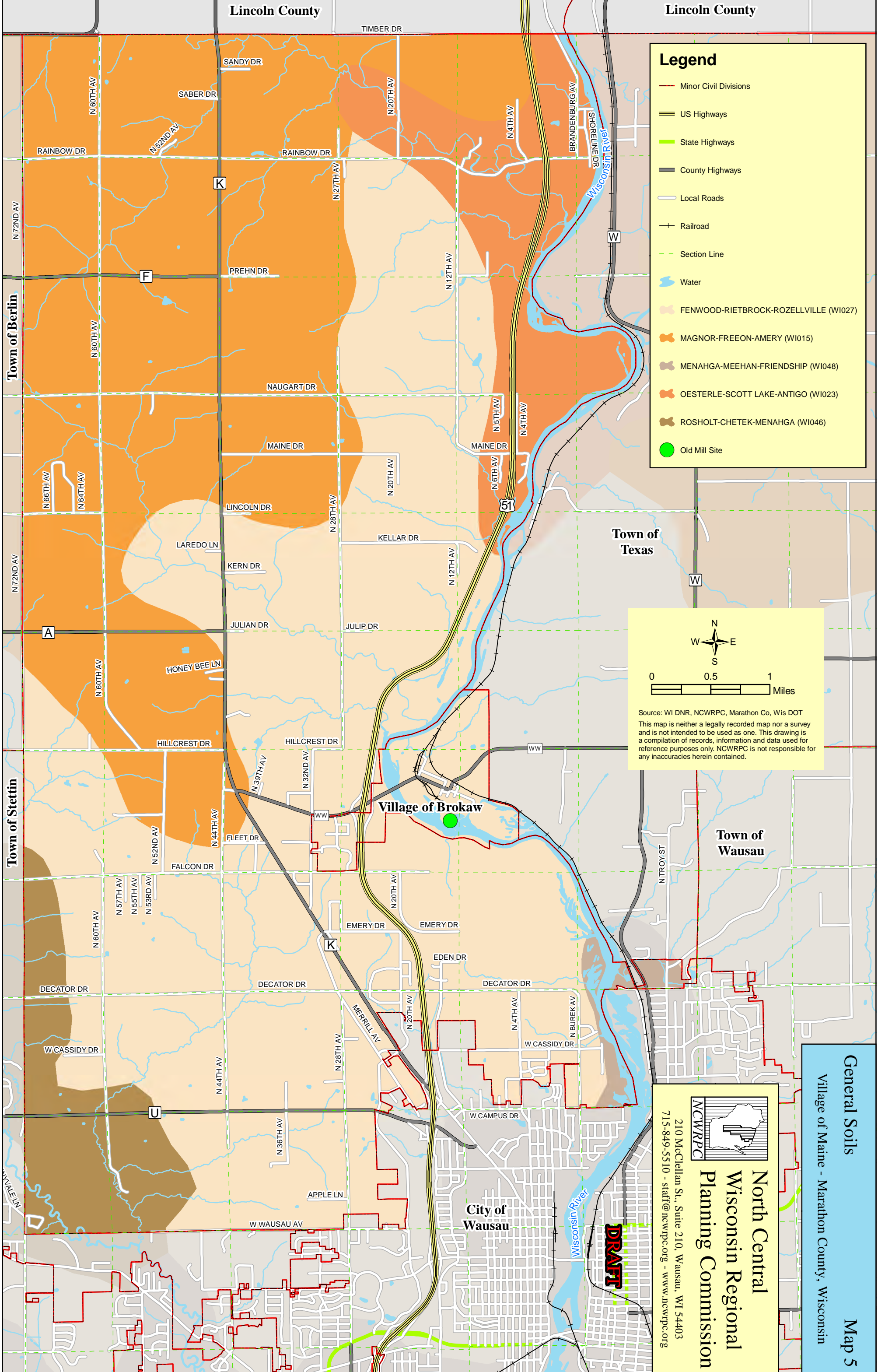
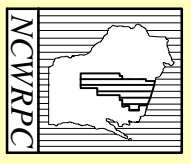
Legend

-  Minor Civil Divisions
-  US Highways
-  State Highways
-  County Highways
-  Local Roads
-  Railroad
-  Section Line
-  Water
-  FENWOOD-RIETBROCK-ROZELLVILLE (WI027)
-  MAGNOR-FREEON-AMERY (WI015)
-  MENAHGA-MEEHAN-FRIENDSHIP (WI048)
-  OESTERLE-SCOTT LAKE-ANTIGO (WI023)
-  ROSHOLT-CHETEK-MENAHGA (WI046)
-  Old Mill Site



0 0.5 1 Miles

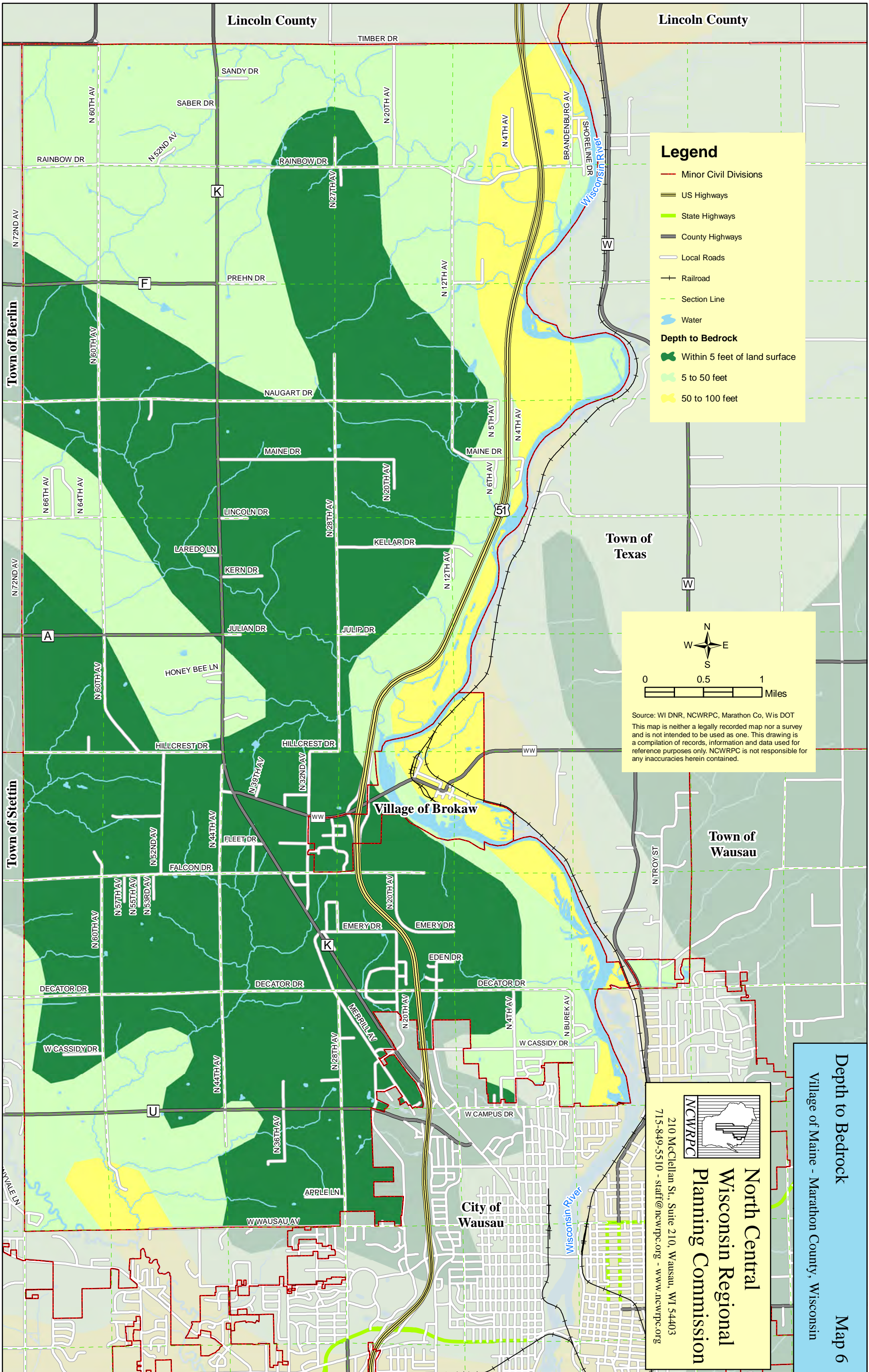
Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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North Central Wisconsin Regional Planning Commission

DRAFT



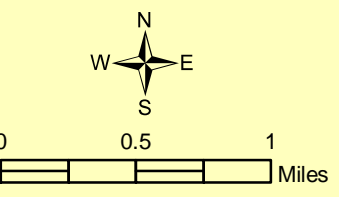
Legend

- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Line
- Water

Depth to Bedrock

- Within 5 feet of land surface
- 5 to 50 feet
- 50 to 100 feet

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Depth to Bedrock
 Village of Maine - Marathon County, Wisconsin
Map 6

Chapter Three

Housing

Housing characteristics and trends are important components of comprehensive planning. The physical location of housing can determine the need of many public facilities and services. Furthermore, understanding dynamics in the market likely to affect housing development in the future provides a basis for the formulation of policy to coordinate transportation

facilities with a sustainable pattern of residential development. Understanding the factors affecting people's ability to meet their own housing needs provides a basis for reinforcing community ties, fostering economic development and environmental sustainability and improving the quality of life.

Previous Plans & Studies Related to Housing

Table 3.1: Guiding Housing Plans for Maine, 2018

Wisconsin State Consolidated Housing Plan

The Consolidated Housing Plan is required by the U.S. Department of Housing and Urban Development (HUD) in the application process required of the states in accessing formula program funds of Small Cities Community Development Block Grants (CDBG), HOME Investment Partnerships, Emergency Shelter Grants and Housing Opportunities for Persons with AIDS (HOPWA).

"The Consolidated Plan provides the framework for a planning process used by states and localities to identify housing, homeless, community, and economic development needs and resources and to tailor a strategic plan for meeting those needs."

Regional Livability Plan, 2015

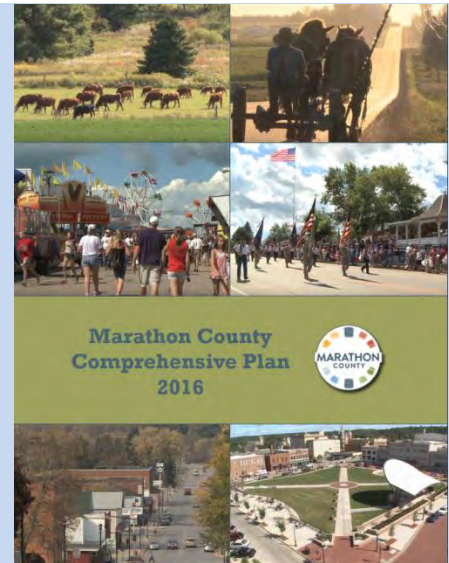
The 2015 Regional Livability Plan (RLP), written by the North Central Wisconsin Regional Planning Commission (NCWRPC), addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies a number of issues affecting community livability related to housing:

- *Aging Population*
- *Smaller Household Sizes*
- *Lack of Housing Options*
- *Increase in Housing Costs related to Incomes*

Marathon County Comprehensive Plan, 2016

The Marathon County Comprehensive Plan was adopted in 2016 and prepared by Marathon County staff with assistance from the NCWRPC. The plan closely examines the state of housing throughout six regions of Marathon County. The plan addresses issues of affordable and safe housing options in order to meet a goal of enhancing community character.

Maine and Brokaw are included in the “Lumberjack” region of Marathon County, characterized by increasing residential development and the significant presence of agricultural activities. The region also includes the Villages of Weston, and the Towns of Easton, Hewitt, Ringle, Texas, Wausau, and Weston.



Housing Inventory

The following information provides a summary overview of the type, character and conditions of the housing stock in the Village of Maine.

Housing Type & Tenure

The U.S. Census Bureau’s American Community Survey (ACS) shows the Villages of Maine and Brokaw with 1,017 occupied housing units in 2016, up from 889 in 2000. 86 percent of these units are owner-occupied. The Villages have a combined average household size of 2.52 persons. About 21 percent of all households were one person households, while about 27 percent of households had a householder 65 years or older. [Table 3.2](#) compares some housing unit characteristics in

Maine and Brokaw to Marathon County, Wisconsin, Stettin and Texas.

Changes in Housing Stock

[Table 3.3](#) shows changes in the housing stock between 2000 and 2010 according to U.S. Census counts and ACS figures. Total housing units have increased by 112 and the number of occupied housing units rose by 128. Vacancy decreased by half across these sixteen years, from four percent in 2000 to two percent in 2016. The number of owner-occupied housing units increased by 97, or 13 percent. While there were virtually no multi-family units beyond duplexes in 2000, by 2016 there were 40 multi-family units of three to nine units, and 49 multi-family units of ten or more units.

Table 3.2: Number of Housing Units by Type & Tenure, 2010

Area	V Maine (NCWRPC)*	T Stettin	T Texas	Marathon County	Wisconsin
Total Housing Units	1,072	1,057	683	57,734	2,624,358
Total Occupied Housing Units	1,013	999	645	53,176	2,279,768
Owner Occupied Units	846	868	601	39,090	1,551,558
Renter Occupied Units	167	131	44	14,086	728,210
Average Household Size	2.55	2.56	2.50	2.49	2.43
% Householders Living Alone	19.2%	19.1%	17.2%	25.8%	28.2%
% Households 65 years or older	25.1%	24.3%	27.0%	24.4%	24.0%

Source: U.S. Census Bureau, 2010 Census DP-1

*references NCWRPC calculations for the Village of Maine after the attachment of Brokaw, derived by combining Census figures for Maine and Brokaw

Table 3.3: Changes in Maine's Housing Stock, 2000 – 2016

	2000	2010	2016	Change 2000 – 2016	
				Unit Change	Percent Change
Total Housing Units	926	1,072	1,038	112	12%
Occupied Housing Units (Households)	889	1,013	1,017	128	14%
Percent Vacant	4%	6%	2%		-50%
Owner-Occupied Housing Units	776	846	873	97	13%
Renter-Occupied Housing Units	113	167	144	31	27%
Owner Occupied Housing units as percent of Total	87%	84%	86%		-2%
Number of Homes for Seasonal/Recreational Use	4	9	***		
Number of Single Family Homes	894	968	943	49	6%
<i>*Detached</i>	892	955	918	26	3%
<i>**Attached</i>	2	13	25	23	1,150%
Number of Duplexes	36	5	***		
Multi-Family Units 3-9 Units	3	23	40	37	1,233%
Multi-Family Units 10+ Units	0	58	49	49	
Mobile Home	4	0	***		

Source: U.S. Census Bureau, Census 2000 H003, H004, SF-3 & QT-H1; Census 2010 BH003, H4 & QT-H; 2006-2010 ACS 5-Year Estimates B25024; 2012-2016 ACS 5-Year Estimates DP04, B25004, B25024, S2504

**This is a one-unit structure detached from any other house.*

***In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate attached structure if the dividing or common wall goes from ground to roof.*

****Figure not included due to large margin of error.*

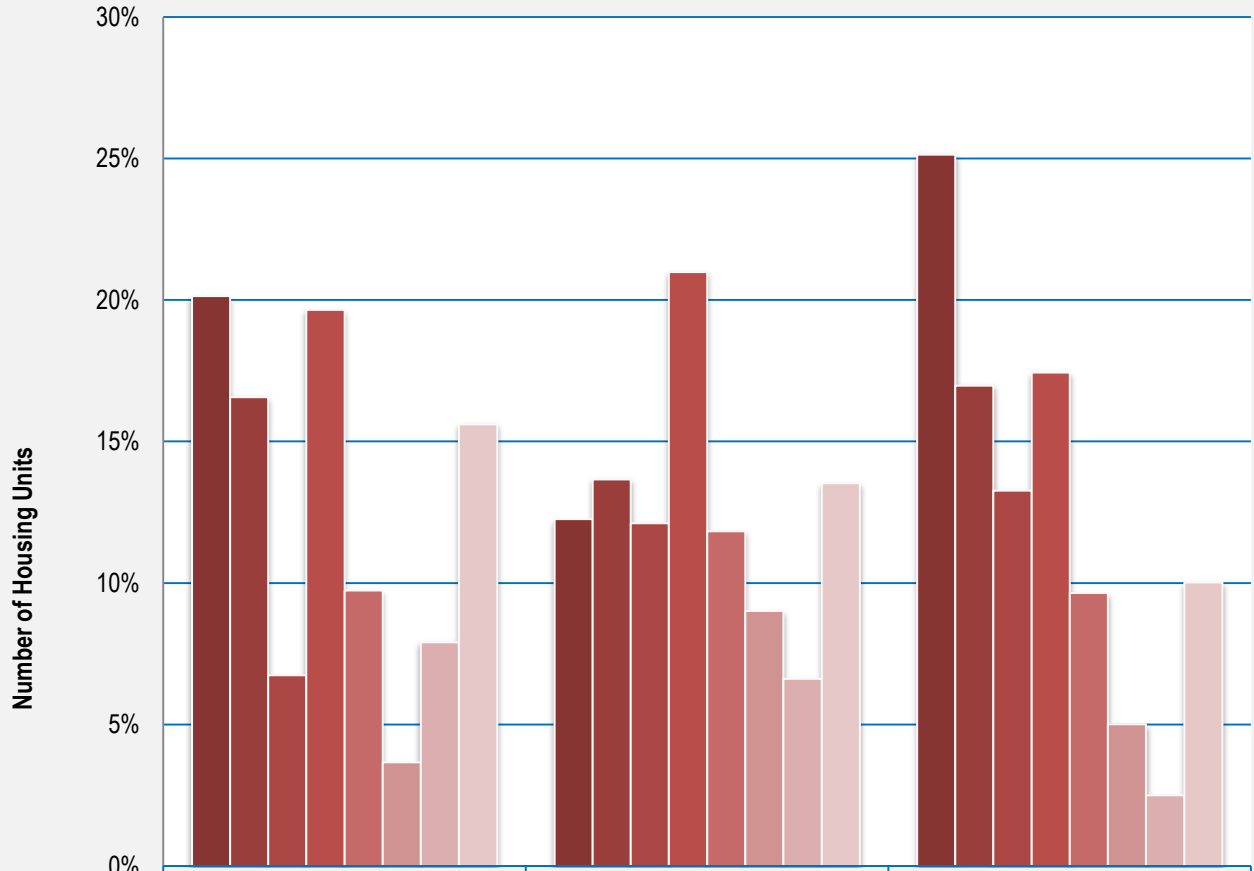
Housing Age

The age of a community's housing stock typically reflects several important factors including size, amenities, and potential maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In more recent decades, both average lot and home sizes have continuously increased. In some cases this can be due to higher minimum lot and home sizes in zoning codes and restrictions created in the post-war years. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Figures for the neighboring Towns of Texas and Stettin are included for comparison. Housing development spiked in the 1970s with over 200 units built in Maine and Brokaw during the decade. Housing built in 2000 or later makes up about 20 percent, compared to 12 percent in the Town of Texas and 25 percent in the Town of Stettin.

Recent housing growth from the 1990s and 2000s makes up approximately 37 percent of the total housing stock in Maine and Brokaw, significantly higher than the Town of Texas but lower than the Town of Stettin. About 27 percent of housing stock in Maine and Brokaw was built before 1960.

Figure 3.1: Age of Community Housing Stock, 2016



	V Maine (NCWRPC)	T Texas	T Stettin
2000 to Present	20%	12%	25%
1990 to 1999	17%	14%	17%
1980 to 1989	7%	12%	13%
1970 to 1979	20%	21%	17%
1960 to 1969	10%	12%	10%
1950-1959	4%	9%	5%
1940-1949	8%	7%	3%
1939 or earlier	16%	14%	10%

Housing Values

Median Value

Table 3.4 shows the median (or middle value) of select owner-occupied homes in 2016. This value includes only single-family homes that are located on less than ten

acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicates that Maine and Brokaw’s median home value exceeds that of the county and state, but remains slightly behind the neighboring Towns of Stettin and Texas.

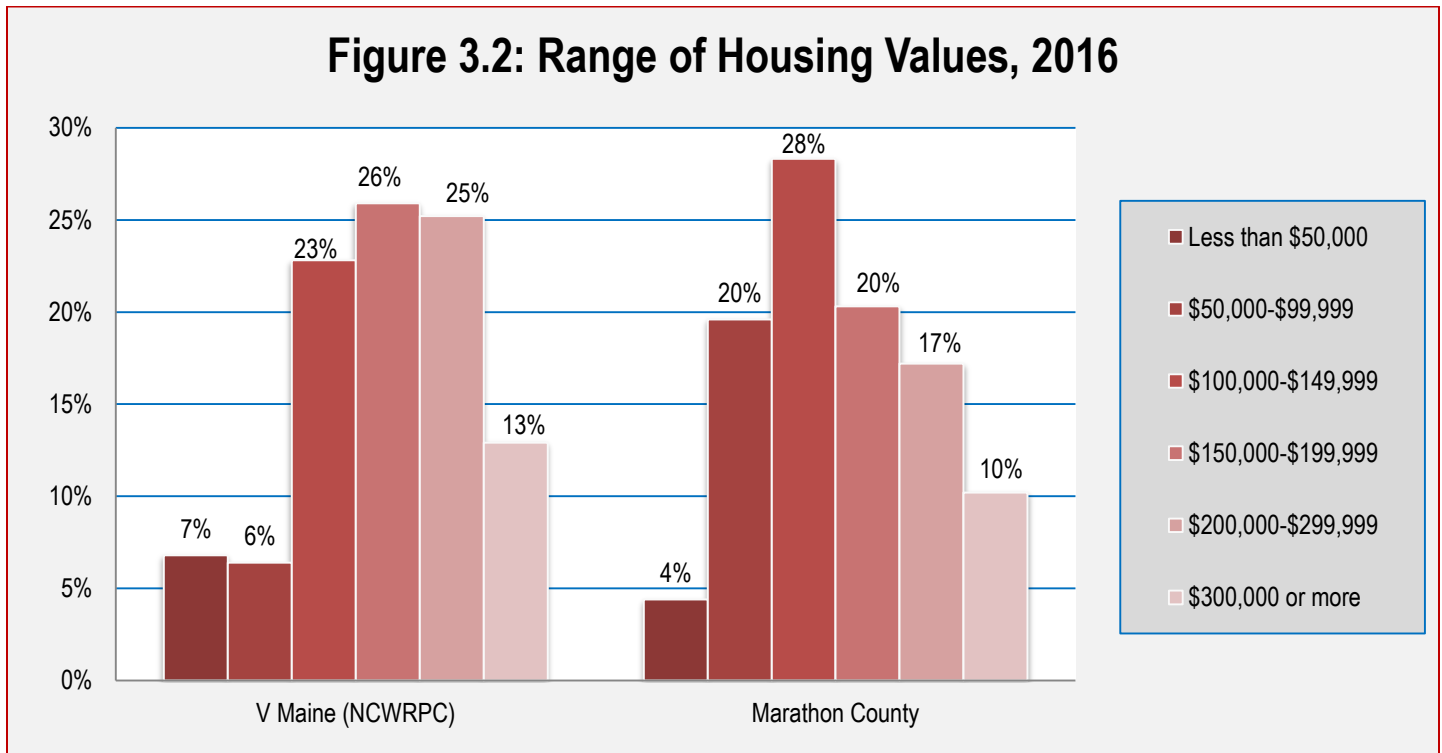
Table 3.4: Median Housing Values, 2016

	Median Home Value
V Maine (NCWRPC)	\$171,439
T Texas	\$175,900
T Stettin	\$221,300
C Wausau	\$112,700
Marathon County	\$145,900
Wisconsin	\$167,000

Source: U.S. Census Bureau, 2012-2016, ACS 5-Year Estimates DP04

Range of Values

Figure 3.2 shows the range of housing values that exist in the community. Compared to the proportions for Marathon County, Maine and Brokaw have a higher percentage of homes valued about \$200,000 and much fewer below \$150,000.



Housing Affordability

In Marathon County, median and per capita income levels are generally lower than the state. For many of these people this poses a difficulty in paying for decent, safe, and sanitary housing. This fits a pattern throughout rural America, where rural households had a greater housing cost burden than their urban counterparts.

The affordability of housing is dependent upon the cost of housing and household incomes in an area. Several factors impact the cost of housing, including utility

costs. Household size and income are key factors contributing to what housing options are available and accessible to residents. It is important to have a range of units that are affordable for households of different sizes and needs.

The United States Department of Housing and Urban Development (HUD) recommends that housing costs not exceed 30 percent of the monthly income. If housing costs exceed 30 percent of income, a household is considered “cost burdened.” HUD also indicates that mortgage lenders are more willing to make loans if the

scheduled mortgage payment is less than 29 percent of the monthly household income. Low income households that pay more than 30 percent of their income toward rent may have difficulty affording other household necessities. The percentage of owner occupied households in the Villages of Maine and Brokaw that pay more than 30 percent of their income on housing costs is comparable with that of the county and state.

Table 3.5 shows that select median owner-occupied costs with a mortgage in Maine and Brokaw are slightly less than in Wisconsin, and similar to Marathon County – however, a higher percentage of homeowners without a mortgage are cost burdened in the Villages compared to the county and state, while a much lower percentage of renters are cost burdened in Maine and Brokaw.

Multi-family housing and accessory dwelling units are two more affordable housing choices. An accessory dwelling unit is a second dwelling unit created on a lot with an existing house. One of the more persistent objections to multi-family housing and accessory dwelling units is that these units compromise the

property values of single-family dwellings. Recent evidence indicates that, rather than diminishing the value of single-family housing, well-designed and maintained multi-family housing can increase the value of nearby neighborhoods as well as reduce overall local government costs.

Local governments can take actions to foster affordable housing. An affordable housing trust fund is one such alternative, perhaps using a Small Cities Community Development Block Grant (CDBG) to start the fund. The Low Income Housing Tax Credit program (LIHTC) can be used to help developers construct new affordable housing units.

One of the most widely used and easily available forms of affordable housing is the manufactured home. Modern manufactured housing is virtually indistinguishable from site-built housing, but can be constructed for roughly 75 percent of the cost. Manufactured housing offers a realistic alternative for providing affordable homes that can fit well with existing neighborhoods, or be developed as new communities.

Table 3.5 – Median Monthly Costs by Tenure, 2016

	Owner-Occupied				Renter-Occupied		
	With mortgage	% Cost Burdened	No Mortgage	% Cost Burdened	Median Contract Rent	Median Gross Rent	% Cost Burdened
V Maine (NCWRPC)	\$1,385	25.0%	\$548	20.7%	\$640	\$729	19.7%
<i>Marathon County</i>	<i>\$1,241</i>	<i>25.5%</i>	<i>\$476</i>	<i>12.2%</i>	<i>\$596</i>	<i>\$704</i>	<i>42.6%</i>
<i>Wisconsin</i>	<i>\$1,391</i>	<i>27.0%</i>	<i>\$532</i>	<i>14.9%</i>	<i>\$664</i>	<i>\$789</i>	<i>46.7%</i>

Source: U.S. Census Bureau, 2012-2016 ACS 5-Year Estimates B25058 & DP04

*Cost burdened is defined as a household paying more than 30% of their income towards housing costs.

**Median contract rent is the rent agreed upon between landlord and tenant, while median gross rent includes utility costs.

[Elderly/Retiree Housing Needs](#)

Wisconsin – including the Village of Maine – is aging. This increase in the number of seniors creates a special set of housing issues. As people age, they have more need for specialized services. The most obvious of these is health care, but there is also a more subtle relationship between an aging population and their housing needs. An integrated view of senior housing should be developed that includes a continuum of housing options

ranging from assistance to age in place, all the way to assisted care facilities.

According to research by HUD, the overwhelming majority of seniors prefer to “age in place” or remain in their homes throughout their retirement years. This can be difficult in rural areas for many residents that are no longer able to access the necessary goods and services, or upkeep property maintenance of larger parcels.

Strategies that promote and allow aging in place can reduce the need for senior housing by allowing seniors to stay in their homes longer. These strategies include strengthening transportation access to services and goods such as health care, assistance with household care and maintenance, and designing housing to serve the needs of residents throughout their lives, such as visitable and universal design. For new housing, these standards may be incorporated into the zoning code, or negotiated in a developer agreement. For retrofitting existing housing, the Village can provide assistance to residents that need to upgrade their homes to continue living in them.

In Marathon County, housing for seniors and populations with special needs is primarily provided in the Wausau urbanized area. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the county. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the nation.

Due to their presence within the Wausau urbanized area, Maine and Brokaw has fairly good access to senior housing and assisted living options, though none are present in Maine or Brokaw themselves. Some of the nearest facilities include Our House Senior Living, Applegate Terrace Assisted Living, and Mountain Terrace Senior Living. Numerous other appropriate facilities exist throughout the Wausau Region.

Beyond the Village, other senior housing options can be found throughout Marathon County. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options.



Rural Single-family Home in Maine

Source: NCWRPC, 2018

[Homelessness](#)

Data on homelessness is difficult to collect. According to the Wisconsin Department of Public Instruction, during the 2016/17 school year the Wausau School District reported 205 homeless students. It is likely that there are even more homeless children and adults that go unnoticed or uncounted. Homeless is typically thought of as people living on the streets, but it is often a more hidden problem, consisting of people that have unstable housing, living in shelters, staying with friends or family temporarily, or living in a vehicle.

The efforts of most organizations working on preventing homelessness in Marathon County are directed towards preventing people from becoming homeless. Preventing homelessness is the preferred means of intervention, as it is less costly to all involved, and it helps maintain household stability. It is also widely recognized that homelessness is often the result of other problems such as housing costs, unemployment, poor credit, mental illness, domestic abuse, housing discrimination, and drug addiction. Vice versa, homelessness and housing insecurity can also cause many of these issues.

Tight rental markets increase the likelihood of a family becoming homeless for minor transgressions, or even for reporting unsafe housing conditions to officials. As such, providing an integrated network of support is essential to address this complex issue. In some cases, better quality basic services such as housing assistance,

schools, employment services, and transportation can prevent homelessness. To address these issues the Marathon County Housing and Homelessness Coalition was created in 2012. Their mission is to raise awareness, find solutions, and eradicate homelessness.

Assistance Programs

There are a variety of state and federal housing programs geared toward addressing a variety of housing issues. Grants and low interest loans are available for counties, communities, and individual homeowners and renters. The following are just some of the housing resources administered throughout the state using state or federal funds that are available to participants.

Wisconsin Housing and Economic Development Authority (WHEDA)

- Capital Access Advantage – Down Payment Assistance
- Easy Close Advantage – Down Payment Assistance
- First Time Home Buyer (FTHB) Advantage
- Home Improvement Advantage
- Refi Advantage
- Section 8 Voucher Program
- Veterans Affordable Loan Opportunity Rate (VALOR)
- WHEDA Advantage – Home Loan
- WHEDA FHA Advantage – Home Loan
- WHEDA Tax Advantage

Wisconsin DOA, Division of Energy, Housing & Community Resources (DEHCR)

- CDBG – Revolving Loan Fund (CDBG-RLF)
- CDBG – Small Cities Housing Program
- Critical Assistance
- Emergency Solutions Grant/Transitional Housing Program/Homelessness Prevention Program (ETH)

- Employment Grants Program
- HOME Homebuyer and Rehabilitation Program (HHR)
- HOME Rental Housing Development (RHD)
- Homeless Case Management Services Grants Program
- Housing Cost Reduction Initiative Program (HCRI)
- Housing Opportunities for Persons with AIDS (HOPWA)
- Interest Bearing Real Estate Trust Accounts (IBRETA)
- Landlord/Tenant Fund
- Neighborhood Stabilization Program (NSP)
- Project for Assistance in the Transition from Homelessness (PATH)
- State Shelter Subsidy Grant Program (SSSG)
- Tenant Based Rental Assistance Program (TBRA)
- Wisconsin Home Energy Assistance Program (WHEAP)
- Wisconsin ServicePoint – Homeless Management Information System
- Wisconsin Weatherization Assistance Program

Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCP)

The Trade and Consumer Protection Division within DATCP is responsible for the investigation of unfair or deceptive business practices and handles individual consumer complaints involving landlord/tenant complaints, and home improvement transactions.

Housing Trends in Maine

- Single-family homes make up over 90 percent of the housing stock in the Village of Maine.
- Median home value in the Village of Maine is noticeably higher than in Marathon County and Wisconsin as a whole.
- About one of four homeowners with a mortgage in the Village of Maine is considered cost burdened, while about one in five renters and homeowners without a mortgage is considered cost burdened.



River Ridge Subdivision in Brokaw
Source: Village of Brokaw, 2018

Issues

Farmstead Sales

Some farmers sell their homes to non-farmers but retain the surrounding farmland to rent out and keep in agricultural production. Generally, the homes are purchased by non-farming residents, which can create conflicts with surrounding activities.

Scattered Lot Development

Retiring farmers are selling off their farms for development of new homes in the midst of farmland. Some rent out portions of their land for active farming. This can result in the fragmentation of farmland, and the presence of non-farming residents increases the potential for conflicts between rural residents and farmers regarding smells, noise, and other concerns. The

Village seeks tools to prevent scattered lot development – these can include conservation subdivisions or requiring larger lots in areas meant to remain active farmland.

Aging Population

As the population ages, housing needs may change. Most people would prefer to stay in their home communities as they age, and many would like to remain independent for as long as possible. Several strategies can aid seniors in doing this, including promoting universal design, promoting the supply of smaller and lower maintenance housing types, such as bungalow courts, multifamily housing and townhomes, and improving the services available to help residents with property maintenance and transportation.

Goals, Objectives & Policies

Goal 1: Minimize scattered residential development and preserve the rural character of Maine.

Objectives

- *Objective 1: Consider appropriate lot sizes for new rural residential development in areas of active farming to minimize fragmentation of farmland.*

- *Objective 2: Utilize and update conservation subdivision ordinances as appropriate to permit development while preserving open spaces and rural character.*

Policies

- *Ensure that new residential development is well planned and does not detract from the rural character of the community.*
- *Consider allowing multi-family and/or senior housing in B2 zoning districts in order to minimize rezonings in those*

districts experiencing multi-family and/or senior housing developer interest.

Strategies & Actions

- Direct new residential subdivisions to areas contiguous with existing developed areas by zoning such areas to allow cluster and other residential subdivisions
- Support larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms.

Goal 2: Improve awareness and access to housing options.

Objectives

- **Objective 1:** Ensure quality housing at various levels of affordability in Maine.
- **Objective 2:** Work with Marathon County to provide information to residents regarding housing agencies and programs that service special housing needs (seniors, low-income, etc.)

Policies

- Provide access to information regarding housing options and programs to Village residents.

Goal 3: Maintain and seek to improve property values and maintain existing housing stock in Maine & Brokaw.

Objectives

- **Objective 1:** Educate property owners about the importance of property maintenance.
- **Objective 2:** Explore opportunities to identify and maintain, or rehabilitate, homes of local historic significance that will encourage their continued existence.
- **Objective 3:** Support educational efforts regarding unsafe or unsanitary housing conditions including lead paint, carbon monoxide emissions, radon, exposed heat pipes, and broken or missing smoke detectors.

Policies

- Protect and maintain private property values.

Strategies & Actions

- Prepare and distribute information on property maintenance codes to Village residents.

Goal 4: Enforce the Village's Zoning Ordinance to ensure appropriate development and long-term use and improvement of properties.

Objectives

- **Objective 1:** Update the zoning and subdivision regulations on a regular basis to ensure they support the community vision expressed by the future land use map.
- **Objective 2:** Consider appropriate minimum residential lot and unit sizes to ensure continue to meet the needs of property owners and generally foster a range of affordable housing options.

Policies:

- Enforce and update code and ordinances to achieve land use goals, objectives and policies as stipulated in this Comprehensive Plan.
- Review zoning code for the foreseeable future on a periodic basis.

Strategies & Actions

- Use the Comprehensive Plan and Future Land Use map when reviewing new development applications.
- Comprehensively Review Village Ordinances.



Single-family housing in Brokaw
Source: NCWRPC, 2018

Chapter Four

Utilities, Parks & Community Facilities

This section discusses the utilities available to the Village of Maine, including sewage disposal, water and power supplies, stormwater management, and telecommunication facilities and services. This chapter also discusses community facilities, services, and parks,

such as schools, trails, public space, community centers, meeting areas, fire, EMS and law enforcement. Please also reference [Map Seven: Utilities & Community Facilities](#).

Previous Plans & Studies Related to Utilities & Community Facilities

Table 4.1: Guiding Plans for Utilities, Parks & Community Facilities in Maine, 2018

Wausau Urban Area Sewer Service Plan, 2040

The Sewer Service Area Plan update is underway as of 2018, and helps communities to observe wastewater collection systems to adequately accommodate growth, to protect the communities' water supply through sound planning, and to assure that growth occurs in a cost-effective manner. The plan includes the Cities of Wausau, Schofield, and Mosinee, the Villages of Maine, Brokaw, Kronenwetter, Rothschild, Weston and the Town of Rib Mountain.

The sewer service area only partially includes the Village of Maine. The Plan illustrates in detail the status of wastewater collection and treatment facilities in Brokaw, and projects that through 2040 that about 29 percent of Maine's population will be covered by the service area. It is expected that development in the sewer service area should have more urban level commercial and higher density residential along the CTH WW and K corridors, and in Brokaw. The future service area is portrayed in [Map Eight: Sewer Service Area, 2040](#).

Infrastructure Analysis Report – Village of Brokaw, 2016

When the Brokaw plant closed in 2012, Brokaw's water utilities were serving a demand of 70 million gallons per year, with 66 million gallons going towards the paper mill, meaning water sales were reduced by 95 percent. This Infrastructure Analysis by Vierbicher Inc. gives analysis and recommendations to the Village of Maine on how best to operate and downsize Brokaw's utilities to serve the population. Recommendations to the village include the following actions:

- Reduce the amount of hauled waste received at the treatment plant
- Repair the treatment plant blower
- Sewer Rehabilitation by cured-in-place pipe liner
- Replace sewer at Everest Avenue
- Replace deteriorated manholes
- Replace pumping station at Everest Avenue
- Replace force main at Everest Avenue
- Add a second pump to the 4th Street pumping station
- Address uninspected sewer segment on Brokaw's west side



Marathon County All Hazards Mitigation Plan, 2017

This plan examines general conditions, including an inventory of utilities, community facilities, and emergency services throughout Marathon County. Risk assessment is at the heart of the All-Hazards mitigation program. In order to mitigate the risks, it is necessary to assess their relative importance. The report looks at a series of mostly weather-related disasters; how they have affected the county in the past and how future instances are likely to affect the county and how local government should respond to such occurrences.

The report concludes with suggested mitigation measures that might be taken by local governments to reduce the risk from the identified hazards. Counties and incorporated municipalities are required to adopt such plans with updates every five years, and the Marathon County program includes the Village.



Utilities

Water Supply & Management

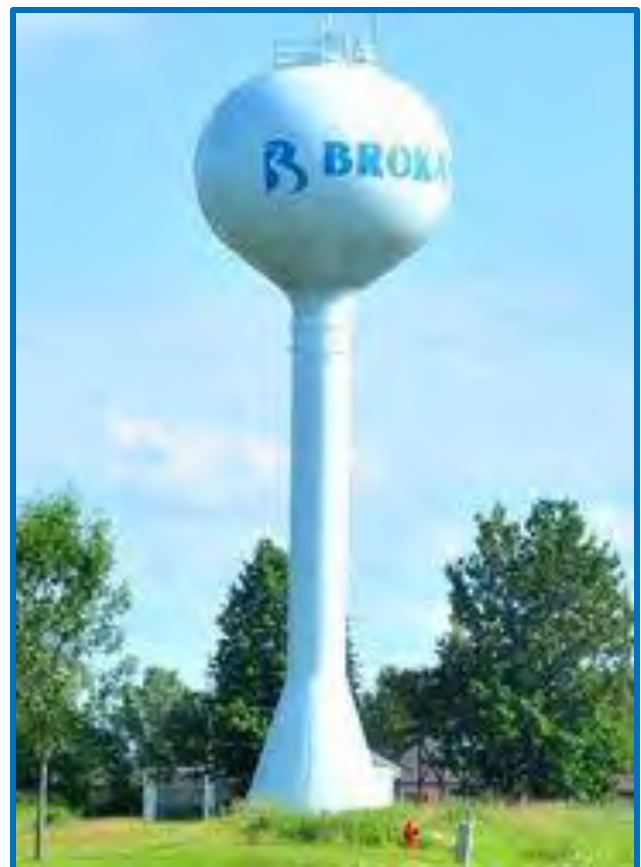
Development in Maine currently receives water from private wells. Due to bedrock depth, water for private wells can be difficult to find in some areas, making the cost of development more expensive.

Brokaw has an active water utility. It is, however, now overproducing water for the Village's needs as elaborated upon in Vierbicher's Infrastructure Analysis Report. Per the Village of Brokaw, Town of Texas and Village of Maine Cooperative Plan and Permanent Boundary Agreement, the Village of Maine will assume responsibility for providing water and sewer services to Brokaw thereby making Maine the utility operator.

Solid Waste & Recycling

The Village of Maine contracts with Harter's for waste management and recycling services. Trash and recycling pick-ups are provided on a weekly basis. Municipal, commercial and industrial waste is accepted at the Marathon County Landfill in the Town of Ringle. User fees collected at the landfill defray the cost of landfill operations.

Marathon County's Solid Waste Management Department is in charge of waste management for non-



Brokaw Water Tower

Source: Wausau Daily Herald Media, 2017

hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting and waste-to-energy.

Energy & Telecommunications

Electric & Natural Gas

The Wisconsin Public Service Corporation provides electrical power and natural gas to the Villages. Power mainly comes from the WPS Weston Power Plant located in the Village of Rothschild.

Community Facilities

Village Offices

The Maine Municipal Center is located at 6111 44th Avenue N, just off of CTH K. The Brokaw Village Hall is located on 210 2nd Street.



Maine Village Hall with the Maine Lion's Park in the foreground
Source: USA Today Network-Wisconsin, 2017

Telecommunications

Telephone and high speed internet service to the Village of Maine are provided primarily by Charter Communications and Frontier Communications. Wireless telephone coverage in Maine is provided by most national providers. There are cell towers located off of USH 51 and Rainbow Road in the northern half of the Village.

Public Works Facilities & Equipment

The Maine Public Works building and the Maine Fire Department station are located next door on 4301-4302 Town Hall Road, while the Brokaw Village Garage is located west of 3rd Street off its south termini.

Public Safety

Police

Police service is provided by the Marathon County Sheriff's Department.

Fire & EMS

The Village of Maine runs a Fire Department that also serves Brokaw, and the Towns of Stettin and Berlin. The Fire Department also provides Emergency Medical Services (EMS) to the area. The Fire District currently has one fire station, which has two fire engines, two tankers, one six-wheeler and one mini pumper. Maine EMS has close relationships with Paramedics in the City of Wausau and the Town of Rib Mountain to provide the fastest possible service.

Health Care

Hospitals

Three major hospitals serve the Villages. Aspirus Hospital is located in the City of Wausau at 425 Pine Ridge Boulevard. Aspirus Hospital – formerly Wausau Hospital – is a 321-bed facility that is a multi-specialty regional health center serving a twelve-county region in north central Wisconsin. Ministry Health Care St.

Clare’s Hospital is a 104-bed hospital and medical office complex located in the Village of Weston. Additionally, Ascension Good Samaritan Hospital is a 25-bed facilities located in the City of Merrill.

North Central Health Care (NCHC)

Marathon County contracts with NCHC to provide outpatient, day hospital, community support and inpatient services for mental/emotional problems; vocational, life skill training, early intervention, housing and care management services for the developmentally disabled; and assessment, individual and outpatient group counseling, intensive programming, day hospital, referral for residential and inpatient treatment, and education for alcohol and other drug problems. Services for detoxification and for persons suffering from problems with gambling addiction are also offered. The NCHC main campus is located at 2400 Marshall Street in Wausau, and Langlade and Lincoln County host satellite campuses, including on 607 North Sales Street in the City of Merrill.

NCHC also operates the County’s nursing home – Mount View Care Center – which offers skilled nursing services at the main campus in Wausau. This facility has a licensed capacity of 320 and serves people requiring either short- or long-term skilled nursing care because of complex physical needs, psychiatric and neurological diseases, dementia or behavior problems. For more information on special needs housing within the Villages, please refer to Chapter Three: Housing.

Education

Library

The closest library to the Village of Maine is the Marathon County Public Library Headquarters on 300 North 1st Street in the City of Wausau.

Day Care

Currently, there are two licensed daycare centers or providers in the Village of Maine: Busy Bees Daycare on 1511 N 28th Avenue, and Daisy Mae Day Care Inc. on 1151 Evergreen Road. There are also numerous nearby providers listed in the Town of Texas and City of Wausau.

Schools

The Village of Maine is located in the Wausau School District, which has a full range of elementary school, middle and senior high school facilities. Most residents of Maine and Brokaw attend Maine Elementary School, located at 5901 44th Avenue. As illustrated in Table 4.2, Enrollment has slowly but steadily increased at Maine Elementary, from 212 during the 2007-2008 school year to 244 during the 2016-2017 school year – a 15 percent increase.



Maine Elementary School, located in the Village of Maine. Maine & Brokaw children commute to Wausau for middle and high school education.

Source: WSAW, 2017

The Junior and Senior High Schools are both located in the City of Wausau. Current Maine residents attend John Muir Middle School and West High School, located on 1400 Stewart Avenue in the City of Wausau. Current Brokaw residents attend Horace Mann Middle School and Wausau East High School.

Table 4.2: Enrollment at Maine Elementary School, 2007-2017

School Year	Enrollment Count
2016-2017	244
2015-2016	248
2014-2015	245
2013-2014	236
2012-2013	227
2011-2012	237
2010-2011	223
2009-2010	244
2008-2009	228
2007-2008	212

Source: Wisconsin Information System for Information Data Dashboard; Enrollment (Single Year) Data Wisconsin Department of Public Instruction, 2018

Northcentral Technical College (NTC), located in the City of Wausau and immediately south of Maine, offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend classes, although more than 16,000 people take at least one class annually. NTC has a truck training center and a farm facility that are both located within the Village of Maine.

University of Wisconsin – Stevens Point Wausau Campus located in the City of Wausau, offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associates Degrees are offered in Arts & Sciences, and Bachelor’s Degrees (through collaborate degree programs with UW Oshkosh and UW Stevens Point) are offered in Business Administration, General Studies and Nursing. Enrollment averages around 1,100 students.

Parks & Recreation

Local Parks

On the east side of Brokaw there are three dedicated areas with park facilities:

1. A picnic area is located just north of Park Avenue.
2. A playground, volleyball court and basketball court are located south of Park Avenue
3. Tennis courts are located east of 1st Street.

Additionally, two dried detention ponds serve as passive open space and recreation areas west of the River in the River Ridge subdivision.

In 2018, forested land containing a boat landing on the northwest corner of Brokaw on the eastern shore of the Wisconsin River was donated to the Village of Maine upon condition it be used specifically for public recreation purposes. The Village is currently exploring connecting this recreation area to the road network. Brokaw Hill, a historical site for Wisconsin ski jumping in the mid-twentieth century, has also been identified as a potential site for future recreational purposes within the Village.



Park Avenue Recreation Facilities in Brokaw
Source: Realtor.com, 2018

Marathon County land in Brokaw has also been identified as a site for recreational trails. This land could be utilized as a destination for outdoor sports enthusiasts, and could also host a variety of events, such as mountain biking, adventure races, etc. As part of the new Marathon County Outdoor Recreation Plan, the Village of Maine should collaborate with Marathon County to help plan for future utilization of this land.

The Maine Lion’s Park is located next to the Village Hall and in close proximity to Maine Elementary School. The Village owns the land, but the Maine Lion’s Club operates the park and is responsible for its maintenance. The park contains grills, picnic tables, a shelter and a volleyball court.

North of Maine Drive along the Wisconsin River, Village land is currently used for passive open space and for boat landings for kayaks and canoes.

Wisconsin River

The Wisconsin River has the potential to be an excellent recreational opportunity for the Village of Maine. The portion of the Wisconsin River that flows through Maine provides excellent opportunities for fishing, kayaking, and canoeing. The Village of Maine should look to promote the Wisconsin River as a source for recreation and look to maximize the Village's access to the Wisconsin River.

Wisconsin River County Forest Unit

Marathon County owns this County Forest Unit that consists of 290 acres along the Wisconsin River north of Brokaw. Most of the park is located in the Town of Texas, although 80 acres of this park is located across the River, with no developed facilities planned for these 80 acres. Long-range plans for the park include facilities for picnicking, boat launches, camping, swimming and hiking. While there is a trail in the Maine/Brokaw portion of the park, these 80 acres are virtually all undeveloped and only accessible by boat or foot. There is an undeveloped boat launch on the Texas side of the park, where canoeists and operators of flat-bottomed

boats fish the Wisconsin River or float south towards Wausau and Brokaw.

Brokaw Boat Landing

As part of the acquisition of the former Brokaw boat landing, the Village of Maine is currently working to develop alternative access to the boat launch. The alternative access would allow the boat launch to remain open to the public, given that the existing access is on private land.



Marathon County's Wisconsin River Forest Unit is primarily accessible via the Town of Texas

Source: Marathon County Parks, Recreation & Forestry Department, 2018

Issues

Bedrock & Clay Soils

The presence of high bedrock and clay soils poses constraints on installation of wells and conventional septic systems. This limits where development can go and can make development significantly more expensive.

Provision of Utilities

Maine has assumed responsibility of the former Village of Brokaw's water utility and for potential future utility extensions both for the rest of Maine and potentially to the Town of Texas. This presents a funding and process challenge to the Village of Maine that will need to be reconciled in the immediate future.



Brokaw's Waste Water Facility

Source: NCWRPC, 2018

Maine Fire Station & Public Works

Maine's fire station and public works building were identified as needing facilities expansion in the near future.

Multi-Use Trail

There has been some discussion in the Village regarding the possibility of a transportation connection running

parallel to the Wisconsin River through the Town of Texas connecting Brokaw and Wausau. While this discussion has focused on a connection for vehicular traffic, a parallel bicycle/pedestrian trail along the river could also be a possibility. Several communities throughout the Wausau metro area have explored the idea of creating a continuous trail system along the Wisconsin River from Rothschild to Brokaw.

Utilities, Parks & Community Facilities Programs

Community Development Block Grant for Public Facilities

The Wisconsin CDBG Public Facilities Program (CDBG-PF) is meant to assist smaller, economically constrained communities with public facility improvements. Examples of relevant projects include expansions, repairs and improvements of water and sewer systems, drainage systems and streets. CDBG grants are administered through Wisconsin DOA.

Wisconsin Environmental Loans

The Wisconsin DNR and DOA administer the Environmental Improvement Fund, which provides grants and loans for stormwater and drinking water infrastructure projects for local governments. Two major programs administered under this fund are the Clean Water Fund Program and Safe Drinking Water Loan Program.

Goals, Objectives & Policies

Goal 1: Ensure a sufficient supply of potable water.

Objectives

- *Objective 1:* Discourage concentrated development in areas with limited water availability.
- *Objective 2:* Identify and plan for areas that may have public water systems in the future.
- *Objective 3:* Work with surrounding municipalities explore opportunities for orderly extensions of water and sewer services as a shared public service.
- *Objective 4:* An immediate concern is to address failing infrastructure located in the older service area of the Village, east of the Wisconsin River. This would target replacement of outdated or failing water lines.

- Consider zoning areas with high bedrock and clay soils for low intensity uses.
- Actively pursue funding for the replacement of outdated or failing water lines.

Policies

- Protect Maine's drinking water supply.

Strategies & Actions



Brokaw Water Treatment Facility
Source: NCWRPC, 2018

Goal 2: Plan for efficient and environmentally sensitive sanitary waste disposal.

Objectives

- *Objective 1:* Continue working with Marathon County to ensure that on-site waste disposal systems will not negatively impact wetlands, waters and streets in Maine.
- *Objective 2:* Work with Marathon County and the Wisconsin DNR to encourage use of common sanitary waste disposal systems in cluster subdivisions.
- *Objective 3:* An immediate concern is to address failing infrastructure located in the older service area of the Village, east of the Wisconsin River. This would target replacement of outdated or failing sewer transmission lines.

Policies

- Minimize environmental impacts related to on-site sanitary waste disposal.

Strategies & Actions

- Coordinate with Marathon County to assist residents that have failing septic systems.
- Revise cluster subdivision requirements, if needed, to require use of common sanitary waste disposal systems.
- Work with Marathon County, The Town of Texas, the Wisconsin DNR and the City of Wausau to provide for long-term sanitary sewer services.
- Actively pursue funding for the replacement of outdated or failing sewer transmission lines.

Goal 3: Support and maintain existing community facilities and services.

Objectives

- *Objective 1:* Maintain the Village Hall as a seat of local government and community meeting hall.
- *Objective 2:* Maintain and expand Village facilities when appropriate to accommodate existing and additional service needs.
- *Objective 3:* Analyze future developments for their impact on the community's tax base in relation to the services that they require.

Policies

- Recognize the importance of the Village Hall as a community gathering place and as the center of Village government.
- Support the continued provision of cost-effective community services.

Strategies & Actions

- Identify necessary repairs and allocate funds – as necessary – to maintain and/or improve the Village Hall on a regular basis.
- Continue to perform annual budget allocations to fund public services.
- Pursue and identify funding mechanisms to appropriately expand Maine's fire station and public works facilities to continue providing effective public safety services.
- Consider the fiscal impact of new development as part of the development review process.

Goal 4: Work with partners and surrounding municipalities to provide public safety to Village residents.

Objectives

- *Objective 1:* Regularly evaluate the level of fire and emergency response services provided in Maine.
- *Objective 2:* Expand or contract for additional services as and when needed.
- *Objective 3:* Continue to explore opportunities to provide cost-effective ambulance service.
- *Objective 4:* Continue to support the volunteer fire department and maintain and improve fire equipment.
- *Objective 5:* Continue to work with the Marathon County Sheriff's Department to continue to provide effective police service.

Policies

- Provide a high level of emergency services in a cost-effective manner.
- Continue providing a well-trained, well-equipped and well-staffed volunteer fire department.

Strategies & Actions

- Consider a regular review of emergency response times.

- Investigate alternative means to collect payments for First Responder services.
- Work with First Responders and local insurance agencies to explore opportunities to improve coordination and communication in response to service to freeway motorists.

Goal 5: Support the development of parks and trails to meet recreational needs of existing and new Maine residents.

Objectives

- *Objective 1:* Consider the need for future parks and recreational opportunities in Maine and Brokaw.
- *Objective 2:* Continue to support maintenance of Lion's Park.
- *Objective 3:* Provide multi-use travel access along the CTH WW bridge.
- *Objective 4:* Work with local organizations such as the Trail Mates Snowmobile Club to promote snowmobile and ATV trails as a recreational asset for the Village of Maine.
- *Objective 5:* Work with appropriate agencies, such as the Wisconsin DNR, Wisconsin Department of Transportation, Marathon County and others to implement identified trail routes in Maine.

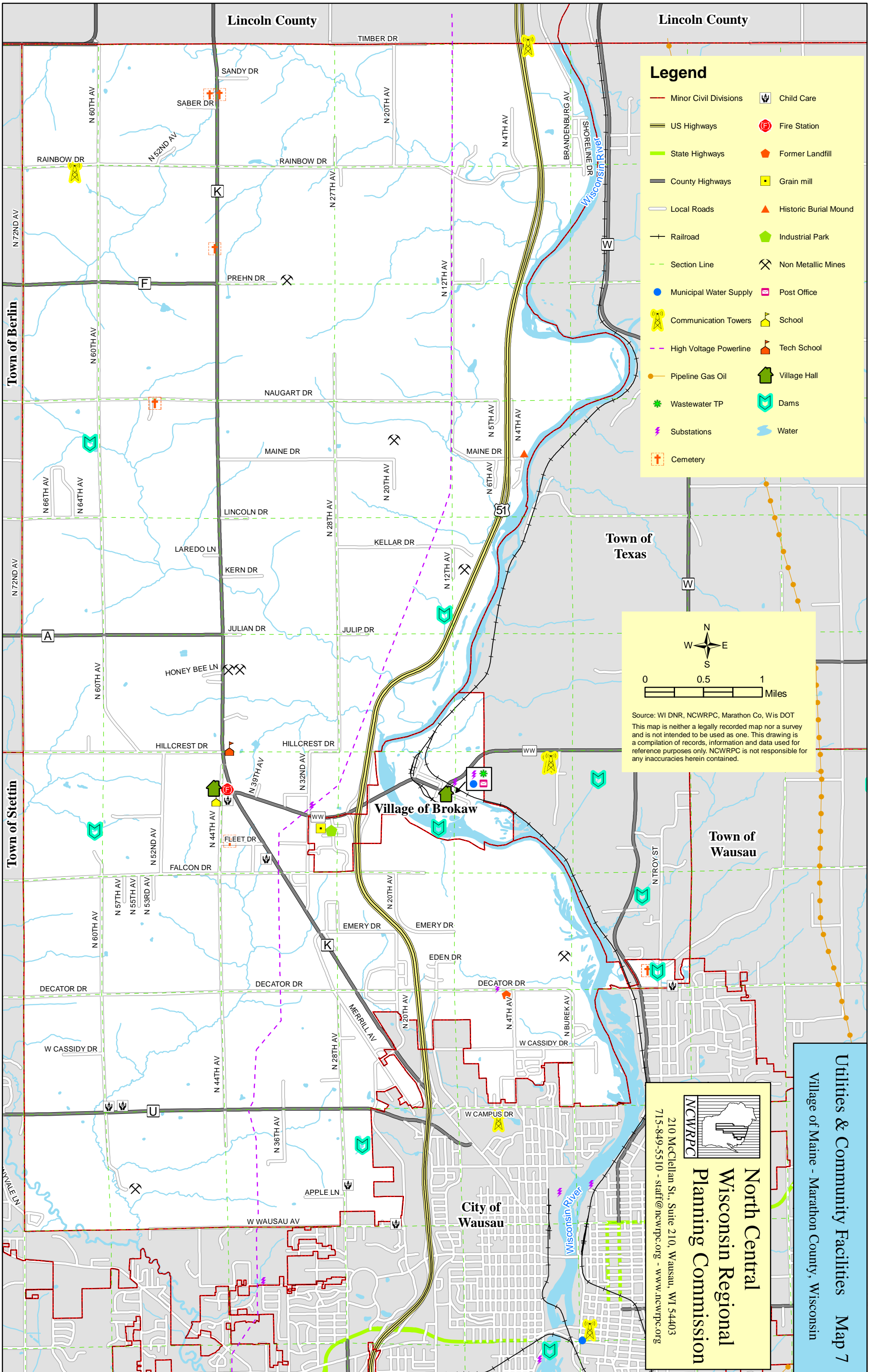
Policies

- Provide park and trail facilities to meet the needs of current and future Village residents.

Strategies & Actions

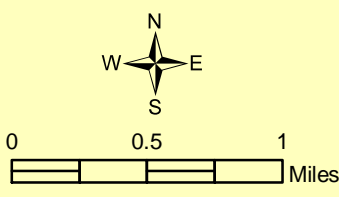
- Periodically review and update requirements (as appropriate) for dedication of land or cash for parks, recreation and open space purposes in conjunction all new subdivision requests.
- Work with Marathon County and surrounding municipalities (as appropriate) to identify and map potential trail routes in and to the Village.
- Collaborate with Marathon County in the County Outdoor Recreation Plan to determine future planning needs for the Village's parks.
- Coordinate planning efforts with Marathon County and the Wisconsin Department of Transportation to explore upgrading the CTH WW bridge to incorporate non-motorized travel access across the bridge.

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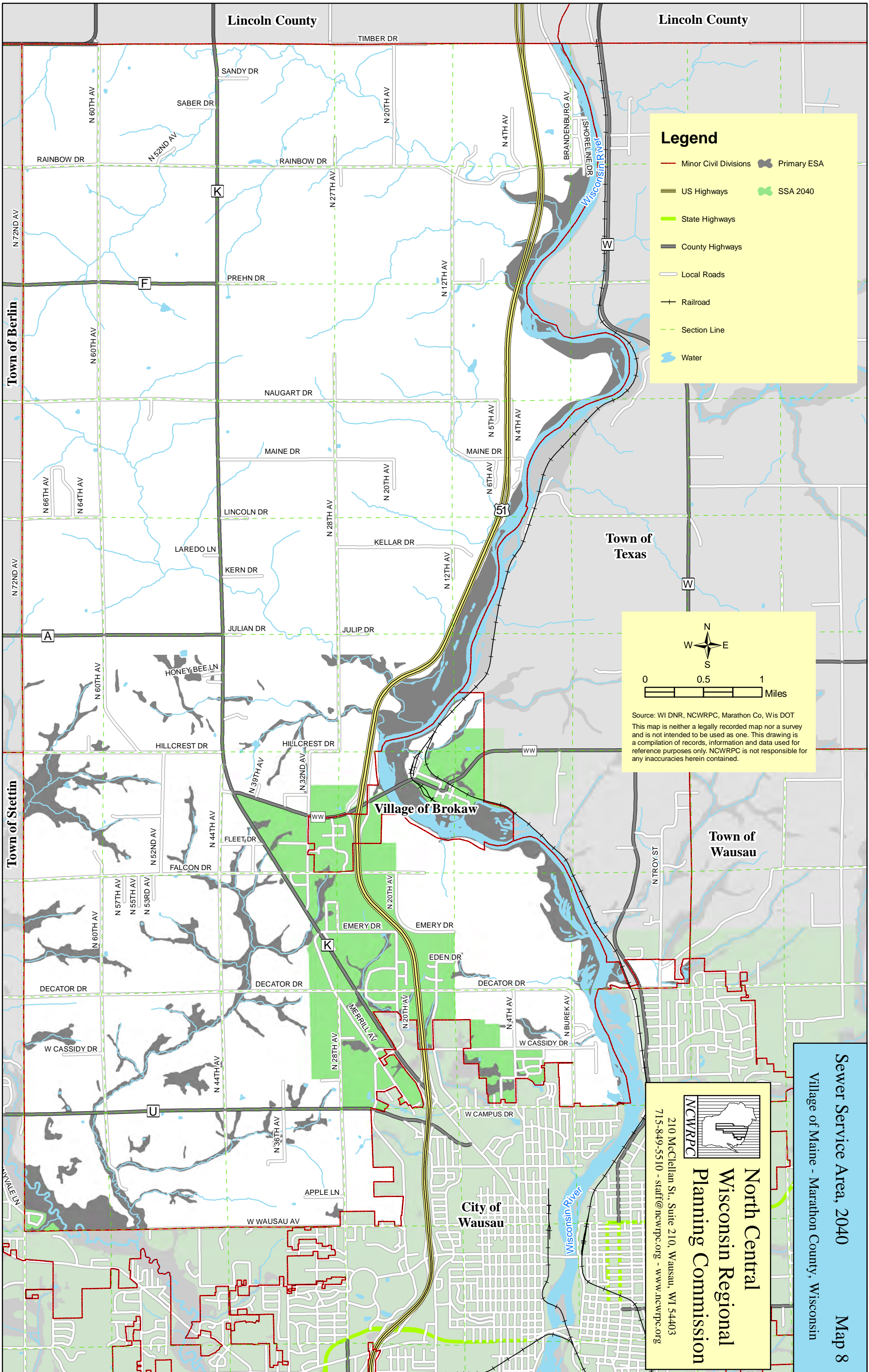
- ### Legend
- Minor Civil Divisions
 - US Highways
 - State Highways
 - County Highways
 - Local Roads
 - Railroad
 - Section Line
 - High Voltage Powerline
 - Pipeline Gas Oil
 - Wastewater TP
 - Substations
 - Cemetery
 - Child Care
 - Fire Station
 - Former Landfill
 - Grain mill
 - Historic Burial Mound
 - Industrial Park
 - Non Metallic Mines
 - Post Office
 - School
 - Tech School
 - Village Hall
 - Dams
 - Water

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
 This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. NCWRPC is not responsible for any inaccuracies herein contained.



Utilities & Community Facilities Map 7
 Village of Maine - Marathon County, Wisconsin

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Legend

- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- Railroad
- Section Line
- Water
- Primary ESA
- SSA 2040

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Sewer Service Area, 2040
 Village of Maine - Marathon County, Wisconsin

Map 8

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Chapter Five

Transportation

Transportation infrastructure is necessary for the effective movement of people and goods within a community, as well as regionally and nationally. At the same time, car crashes are one of the leading causes of death in the United States, highlighting one of the negative effects of the transportation network and one

of the greatest challenges. The transportation system includes the road network, pedestrian and bicycle facilities, railroads, airports, public transit and freight. This chapter includes an inventory of the existing transportation facilities and services within the Village of Maine (including Brokaw).

Previous Plans & Studies Related to Transportation

Following are a comprehensive list of major recent plans and studies focused on the transportation system throughout the Wausau Region. Much of the transportation planning in Marathon County is coordinated between the Marathon County Department of Conservation, Planning, and Zoning (CPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO); the body designated by the U.S. Department of

Transportation (US DOT) to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the Wausau Area MPO. The amount of applicable transportation plans for the Village of Maine is particularly large as the village falls within the Wausau MPO Planning Boundary, as illustrated in Map Nine: Transportation.

Table 5.1 – Guiding Transportation Plans for Maine, 2018

Wausau Area Long Range Transportation Plan 2050

The LRTP is prepared every five years by the Wausau MPO, Marathon County, the Wisconsin Department of Transportation (WisDOT) and US DOT. The current LRTP was adopted in 2016 and identifies the current conditions in the area to recommend solutions to the issues regarding roadway deficiencies in the area. A focus of this plan was on maintaining existing transportation infrastructure.

- *County Road WW between North 32nd Ave. and the USH 51 Interchange in Maine is projected as a slightly congested corridor that could see increased traffic in the future.*



Transportation Improvement Program (TIP)

The TIP is annually updated by the Wausau MPO. The TIP is developed by the MPO in cooperation with WisDOT, affected transit operators and local communities within the MPO boundary. The plan identifies transit and highway projects to be funded over the next four year period.

The most recent TIP (2018-2021) projects a redeck of the CTH WW Wisconsin River Bridge in Brokaw in 2019.

Local Arterial Circulation Plan

This 2000 vintage plan was produced by the Wausau MPO in conjunction with the Marathon County CPZ and the Highway Department. The purpose of this plan is to guide public and private sector decisions concerning the infrastructure, right-of-way, land use compatibility and safety needs of the local arterial transportation system over the next 20 to 30 years.

Marathon County Coordinated Public Transit-Human Services Transportation Plan

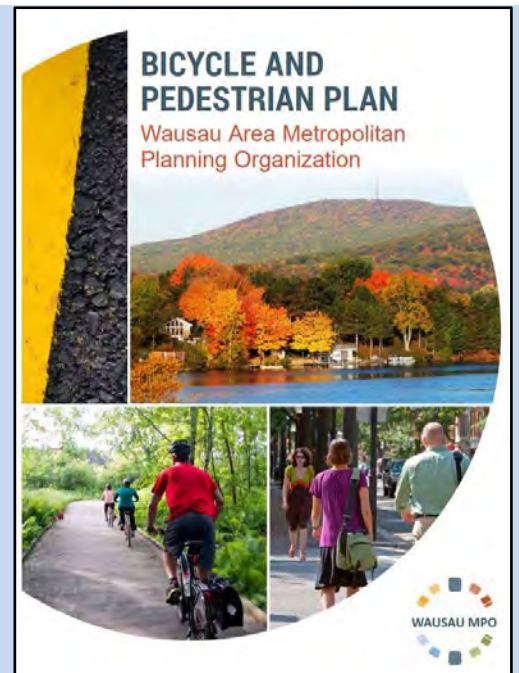
This 2014 plan analyzes service gaps and needs in public transit and human services transportation, then proposes strategies to address the gaps and needs. A five-year work plan was written to cover 2014 through 2018.

Wausau MPO Bicycle & Pedestrian Plan, 2018

This 2015, 20-year comprehensive bicycle and pedestrian plan evaluated the existing conditions for bicycle and pedestrian transportation and proposes recommendations and infrastructure improvements to improve the safety and connectivity of the system in the greater Wausau area. This plan also measured demand for bicycle and pedestrian travel and analyzed the traffic stress of the road network for the Metro Region. There were key routes and priority improvement identified. The plan also identifies the estimated cost of many improvements and various funding opportunities for pedestrians, bicyclists and motorists.

The plan makes the following near-term network project recommendations for Maine:

- **28th Avenue:** A recommended paved shoulder between Westhill Dr. and CTH U, working with the City of Wausau.
- **28th Avenue:** A recommended paved shoulder between CTH U and Merrill Ave.
- **Merrill Avenue:** A recommended paved shoulder between CTH K and Westwood Dr.
- **Decator Drive:** Recommended work with WisDOT on or near the USH 51 bridge between Merrill Ave. and 14th Ave.



Regional Livability Plan, 2015

The 2015 RLP, prepared by the NCWRPC, addresses issues of livability in the areas of housing, transportation, economic development and land use. The RLP identifies three major transportation issues.

- **Modes of Transportation to Work:** *The Region's workforce is extremely dependent on the automobile. In 2012, over 80 percent of the Region's workforce drove alone to work on a daily basis. Another ten percent carpooled, leaving less than ten percent for the non-automobile methods such as walking, biking, and using transit. The average commute time in the central sub-region, which includes Marathon County, was 18.7 minutes.*
- **Age of Drivers in the Region –** *The region is seeing a change in the number of licensed drivers by age groups. Between 2004 and 2013, the Region saw a twenty percent decrease in the number of drivers age 17 and age 19. During the same years, the region had a twenty percent increase in drivers over age 65. These changes mean communities increasingly need multimodal options for those who are either unable or choose not to drive.*
- **Transportation Costs -** *It is expensive to maintain the transportation infrastructure in the Region. The current reliance on fuel tax and registration fees is inadequate, unstable, and may soon be outmoded. The inability to fund improvements and maintenance on transportation infrastructure will impact the ability to transport goods and provide safe, reliable, and efficient roads. Additionally, transportation accounts for a large portion of the average household's budget, and is greatly affected by housing location. Many low income and fixed income families are unable to afford the cost of owning and maintaining vehicles, thereby limiting employment opportunities.*



Connections 2030

This is WisDOT's latest long-range, statewide, multimodal transportation plan. It identifies a series of system-level priority corridors that are critical to Wisconsin's travel patterns and the State economy.

North Central Wisconsin Regional Bicycle & Pedestrian Plan, 2018

This 2018 plan is a regional effort to improve bicycling and walking across communities in north central Wisconsin. The plan, written by NCWRPC, assesses existing conditions related to bicycling and walking, identifying other potential trail and route user groups, identifying routes and describing policies and programs to assist local governments in improving bicycling and walking to promote connectivity between communities and destinations throughout the Region.

- *Brokaw is identified as a transportation node on the bicycle corridors analysis in the Plan, and connects to other nodes via corridors to Merrill, Dells of the Eau Claire County Park, Wausau and Marathon City.*
- *The Regional Plan recommends an off-road bicycle route running along CTH K to enhance the bicycle corridor between Merrill, Brokaw and Wausau, as well as improving on-road bicycle options along CTH F.*



Local Road Network

Functional Classification

A functionally classified road system is one in which street and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions.

At the upper limit of the system (principal arterials, for example), are those roads that emphasize traffic mobility (long, uninterrupted travel) such as USH 51, whereas at the lower limits are those local roads and street that emphasize access, such as residential area roads. The functional classifications of roads are generally defined as follows:

- *Principal Arterials* serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with populations greater than 5,000 or connect major center of activity. They carry the highest traffic volumes and are designed to accommodate longer trips.
- *Minor Arterials* serve cities, large communities, and other major traffic generators providing intro-community continuity and service for trips of moderate lengths, with more emphasis on land access than principal arterials.
- *Collectors* provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from arterials through the area to the local streets. The collectors also collect traffic from the local streets, and channel it onto the arterial system.
- *Local Streets* comprise all facilities not on one of the higher systems. They serve to provide direct access to abutting land and access to higher order systems. Local streets offer the lowest level of mobility, and high volume through-traffic movement on these streets is usually discouraged.

Road Jurisdiction

Roads are commonly classified in one of two ways: by ownership, or by purpose. Jurisdictional responsibility

refers to ownership of a particular road, while functional classification, as described above, identifies the road by the level of service it provides.

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State-owned roads are maintained by local jurisdictions. Ownership is divided among federal, State, and local governments. The states own over 20 percent of the national road network. The Federal Government has responsibility for about five percent, primarily in national parks, forests, and Native American reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on state and federal highways within their jurisdictional boundaries. In return, the state generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation.

Major Street Facilities

A brief description of the major road facilities located in the villages is provided below. Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT) is summarized in [Table 5.2](#).

- *USH 51* is a principal arterial and the County's only major north-south freeway, providing convenient access between Maine and the Wausau urban area to the south. It also provides access to Merrill and other destinations further north.
- *CTH A* is an east-west major collector.
- *CTH F* is an east-west major collector.
- *CTH K* is a major collector road that runs north and south through Maine. CTH K terminates at USH 51 and becomes Business 51 (Merrill Avenue) east of the freeway in Wausau. Given that this route is a major collector, it is likely that traffic is generated within or near the Village.
- *CTH U* is an east-west major collector.
- *CTH WW* is an east-west major collector east of CTH K, and the sole major roadway that connects to Brokaw.

Table 5.2: Average Annual Daily Traffic (AADT), 2004-2016

Location	Year	AADT
CTH WW: between USH 51 & CTH K	2004	1,600
	2010	1,200
On Ramp from CTH WW to USH 51 Southbound	2010	1,700
	2013	1,500
	2016	1,500
Off Ramp from USH 51 Northbound to CTH WW	2013	1,500
	2014	2,000
	2016	1,500
Off Ramp from USH 51 Southbound to CTH WW	2010	360
	2013	300
	2016	310
On Ramp from CTH WW to USH 51 Northbound	2013	300
	2014	440
	2016	320
CTH K: North of CTH WW	2007	7,400
	2010	6,200
	2013	6,000
CTH K: between CTH A & CTH F	2004	6,300
	2010	5,500
	2016	5,400
CTH K: North of CTH F	2007	5,500
	2010	4,500
	2013	4,100
CTH F: West of CTH K	2004	900
	2010	970
CTH A: West of CTH K	2004	1,900
	2010	1,000
CTH K: North of Decatur Drive	2010	7,700
	2013	5,800
Decatur Drive: East of CTH K	2004	400
	2010	380
CTH K: Northwest of the USH 51 Interchange	2010	8,300
	2013	7,800
	2016	8,900
CTH U: Between 28 th Avenue N & Westwood Drive	2010	3,400
	2016	2,800
CTH U: Between N 36 th Avenue & N 44 th Avenue	2004	3,500
	2010	2,800
N 28th Avenue: Between W Wausau Avenue & Apple Lane	2008	2,400
	2010	2,400
N 47th Avenue: North of Campus Drive	2004	2,100
	2010	1,500
USH 51: North of Decatur Drive	2010	17,700
	2013	19,300
	2016	17,300

Source: WisDOT Bureau of Highway Programs, 2018

Crashes

Crash data are acquired from the Traffic Safety Council (TSC) Crash Mapping program through the University

of Wisconsin Traffic Safety and Operations (TOPS) Lab. The vast majority of crashes resulting in death or major injury took place either on USH 51 or on County highways in the Village of Maine. Between 2000 and

2016, 16 crashes resulted in fatalities, while an additional 74 crashes resulted in major injuries.

Road Maintenance

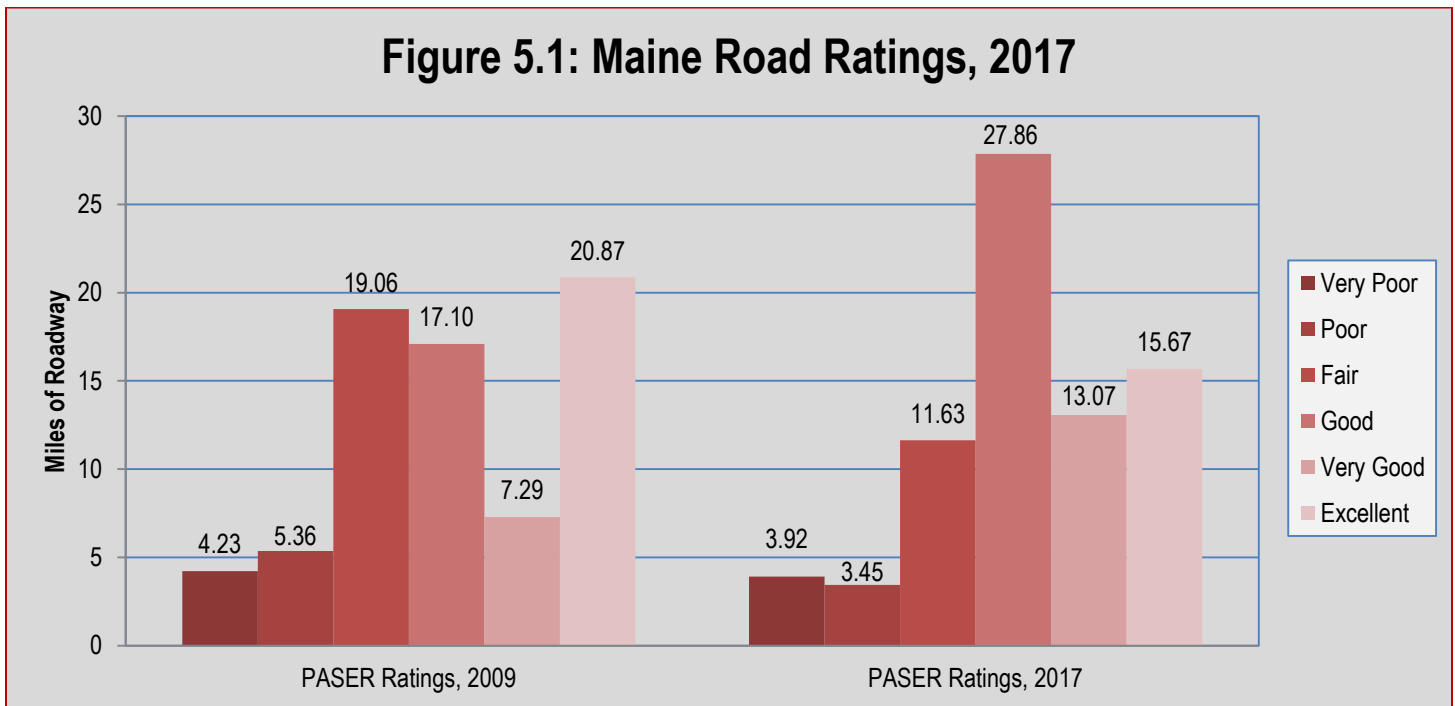
The Village of Maine generally follows a capital improvement program (CIP) for road improvements. 88 percent of the streets are paved, while the remaining 12 percent are either sealcoat or gravel roads, as illustrated in Table 5.3.

Table 5.3: Pavement Types in the Village of Maine, 2017

Surface Type	Miles
Unimproved or Graded Earth Road	0.0
Sealcoat or Gravel Road	9.60
Asphalt and Concrete	67.77

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

- One & Two – *Very Poor Condition*
- Three – *Poor Condition*
- Four & Five – *Fair Condition*
- Six & Seven – *Good Condition*
- Eight – *Very Good Condition*
- Nine & Ten – *Excellent Condition*



Roads exhibiting a surface condition rating at or below “fair” must be examined to determine what type of reconstruction or strengthening is necessary (As of 2017, this constitutes about 15 percent of Maine and Brokaw’s roads, a notable decrease from 39 percent in 2009). Roads are classified as graded earth roads should be

examined for structure integrity to ensure safe travel. The roads that display a surface rating of “good” or better will only require minimal preventative maintenance to promote safe travel conditions (or, 75 percent of Maine and Brokaw’s roads as of 2017).

Other Transportation Modes

[Pedestrian Transportation](#)

Walkability is increasingly becoming a desirable trait in a place to live. Walkability is more than sidewalks, also requiring a well-connected, navigable layout of streets and paths and a land use pattern that promotes mixed uses and provides destinations within walking distance. A sense of safety is needed to promote walking which includes safe crossings, low stress walking areas, and well-lit areas.

According to crash data reported by the TOPS Lab, two pedestrian crashes occurred between 2000 and 2016 in the Village of Maine, one each in 2012 and 2014, both resulting in injuries.

[Bicycle Transportation](#)

Bicycling is a very economical and efficient mode of transportation. All roads within the village are open to bicycles. However, perceptions of safety keep many people that would like to bicycle from doing so. Providing safe facilities for bicycling usually attracts people to bicycle that would not do so without those facilities.

The Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996 identified recommended bicycle routes in Marathon County. These recommended bicycle routes were based on traffic counts and pavement conditions. Formal action has not occurred to adopt these as designated bicycle routes. The Marathon County Bicycle and Pedestrian Plan identified North 60th Avenue headed south to north as a recommended bicycle route, connecting Wausau to Lincoln County.

WisDOT rates to suitability of state and county highways for bicycle travel, most recently in 2015. CTHs K and U are rated as “high-volume, undesirable” while CTHs A, F, and WW are rated as “best condition.”

According to crash data reported by the TOPS Lab, three crashes involving bicycles occurred between 2000

and 2016 in the Village of Maine, in 2003, 2008, and 2010. Some injuries and no fatalities occurred as a result of these crashes.

[Transit](#)

Elderly and disabled transit service is provided throughout Marathon County by North Central Health Care (NCHC). Their services include scheduled semi-fixed routes, and demand services available with 48-hour notice.

[Rail](#)

Rail tracks operated by the Canadian National run through Brokaw along the Wisconsin River, and connect Wausau to Merrill.

[ATV](#)

The Village of Maine has opened up all local roads within the Village for ATV use. However, the Village does not currently have any designated ATV routes or trails.

[Air Transportation](#)

The Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. American Airlines, Delta, and United offer flights to international airports in Chicago, Detroit, and Minneapolis/St. Paul. The CWA is located east of Mosinee and is accessible via I-39. The terminal has recently been modernized and highway access reconstructed to enhance convenience.

The Wausau Municipal Airport, located in the city of Wausau, provides aviation services for the area and is fully equipped to receive large corporate jets, charters, and privately owned aircraft. Air charter, flight instruction, aircraft rental, as well as aviation line services such as refueling are available.

Land Use & Transportation

Land use and transportation have a reciprocal relationship. Both land use patterns and usage affects the demand for transportation to and from a given geographic area, and the viability of the various modes of transportation. Likewise, improved transportation facilities affect land use decisions. Scattered development can make public transportation inefficient and can isolate vulnerable populations who are unable to drive.

- *Limit direct vehicular access to highways from individual lots*
- *Establish building setbacks*
- *Establish access patterns for remaining unplatted land*

Connectivity

Providing a strong, connected network of roads and pedestrian facilities can help distribute traffic, reduce travel distances and times, improve routing for transit, and reduce walking distances. Good connectivity also provides better routing opportunities for emergency and delivery (EMS, fire, police, solid waste, recycling, snow plow, mail) vehicles. They can also reduce speeding and increase safety. All of these effects can play a positive role in reducing congestion and traffic on the street network.

For automobiles, a poorly connected network increases travel distances and requires travelling on larger collectors and arterials for local trips, increasing the amount of traffic on these roads. In well-connected networks, streets can be narrower because there are more options to distribute traffic, improving safety and speeds.

Connectivity is achieved by providing connections within individual developments, between developments and by having a well-planned collector road network to compliment the arterial highway network. Well connected road networks typically have shorter road lengths with more intersections, minimize the use of dead-end streets, strategically use but minimize cul-de-sacs, create bicycle and pedestrian connections, and offer multiple options in route choice. Research has also shown that a network of many small highly connected streets has the same number of land miles, but lower capacity than a less connected network of large streets.



View of USH 51 in the Village of Maine
Source: NCWRPC, 2018

Access Management

Wisconsin was one of the first states to recognize the relationship between highway operations and use of abutting lands. Under Chapter 233, WisDOT is given the authority to establish rules to review subdivision plats abutting or adjoining state trunk or connecting highways. They require new subdivisions to do the following:

- *Have internal street systems*

Issues

Protective Road Planning

The Village plans for roads in conjunction with subdivision and platting. Taking a proactive approach to planning for new roads is a continuing priority.

28th Avenue Extension

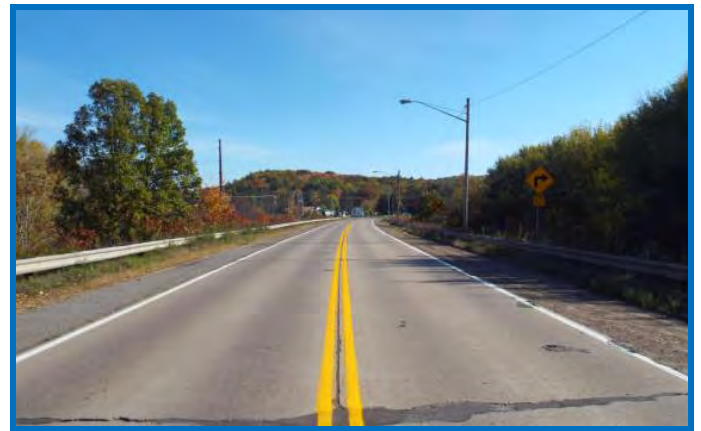
The village is considering upgrades for 28th Avenue that would make it a north-south corridor through Maine and extend into Rib Mountain, crossing the Rib River, becoming a western arterial around the Wausau Region.

Improvement would likely extend north to Decator Drive, particularly if a river crossing is built on that alignment. Improvements could also potentially extend even further north to County Highway WW. Road upgrades will likely increase development pressure along this road corridor.

Multiple Uses along CTH WW

Snowmobile traffic is currently permitted on the CTH WW bridge that crosses the Wisconsin River into Brokaw, which has raised concerns regarding traffic safety as the bridge only currently supports vehicular traffic. The Village desires for the future construction on the bridge to incorporate a multi-use path to alleviate these safety concerns, and to develop access to future recreational opportunities in Brokaw east of the Wisconsin River.

Marathon County will undertake a redeck of this bridge per the latest iteration of the TIP. However, some adjustments will be made in regards to multimodal use. These changes include a polymer overlay on the surface to mitigate effects of usage by snowmobiles, replacing the bridge parapet and existing curb with a standard higher railing for users of the paved shoulder, and 11 inch striped lanes along the outside shoulders of the bridge lanes.



CTH WW Bridge Crossing the Wisconsin River in Brokaw
Source: Village of Brokaw, 2018

Hazardous Intersections

High speeds and blind spots at some intersections are a particular concern. The intersection of CTHs WW and K are especially of concern to residents, particularly during rush hour. Marathon County is currently planning on a major upgrade on CTH K, details of which include a redesign of the intersection with CTH WW, designated turning lanes and rumble strips. The intersections of CTHs K and A, and at CTH K and Rainbow Road have also been identified as hazardous intersections due to the lack of turn lanes and visibility issues.

Goals, Objectives & Policies

Goal 1: Improve traffic safety within the Village

Objectives

- **Objective 1:** Work with Marathon County to investigate safety issues such as road geometry, speed limits, driveway access and other factors along County roads.
- **Objective 2:** Continue working with the Marathon County Sheriff's Department to enforce speed limits in the village
- **Objective 3:** Review and improve driveway access requirements on Village roads to ensure safety, emergency vehicle access and efficient traffic management as needed.
- **Objective 4:** Encourage the development of a safe Wisconsin River crossing for all transportation users.

Policies

- Place a high priority on maintaining safe roadways in Maine.

Strategies & Actions

- Work with Marathon County to mitigate potentially dangerous intersections (CTHs A & K, CTH K and Rainbow Drive).
- Continue cooperation with the Marathon County Sheriff's Department to enforce Village speed limits.
- Work in partnership with Marathon County to plan for design improvements for unsafe intersections, particularly as regards the intersection of CTHs K and WW.
- Work with Marathon County and the Wausau MPO to develop a safe Wisconsin River crossing for all transportation users.

Goal 2: Maintain and improve Village roads in a timely, well-planned manner

Objectives

- *Objective 1:* Continue to conduct an annual road analysis using PASER to rate local road conditions and prioritize maintenance scheduling
- *Objective 2:* Explore road design alternatives for roads that receive higher traffic volumes and use by heavy vehicles and farm equipment
- *Objective 3:* Continue to seek adequate and consistent sources of revenue to fund needed road improvement
- *Objective 4:* Work with the Marathon County Sheriff's Department to enforce weight limits on village roads.

Policies

- Ensure that roads within the Village are well-maintained and designed to accommodate current and anticipated traffic volumes.

Strategies & Actions

- Identify roads that receive significant volumes of heavy equipment and truck traffic and prioritize maintenance needs.
- Consider guidelines that encourage developers to partially finance infrastructure improvements necessary for new development.

Goal 3: Ensure that new development does not have negative impacts on traffic efficiency and movement within the Village

Objectives

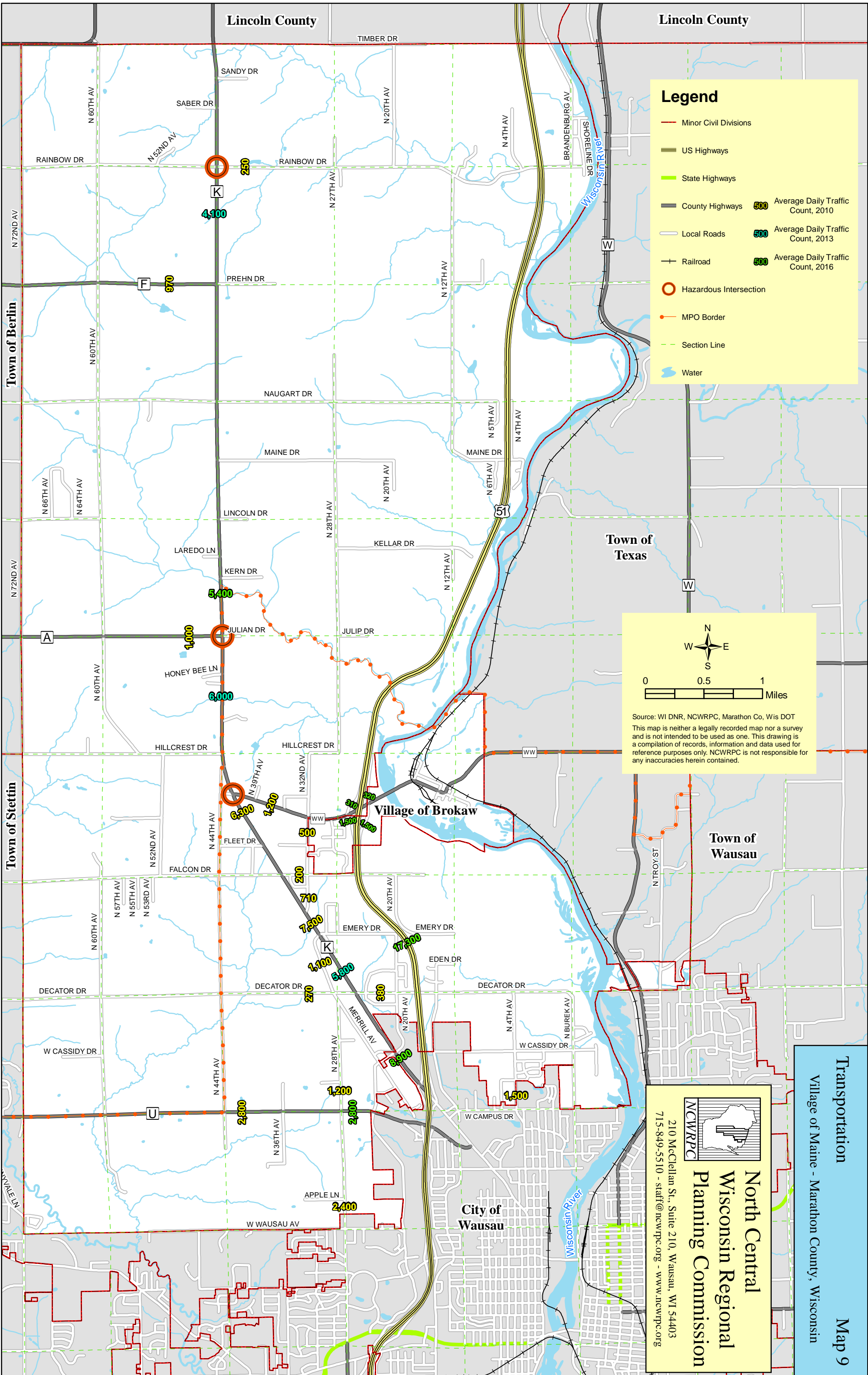
- *Objective 1:* Continue to use and update (as needed) existing subdivision ordinances to guide road planning and access to village roads in new development
- *Objective 2:* Explore opportunities to work cooperatively with the City of Wausau to address traffic impact from development within or proposed by the City that impacts Village roads, traffic efficiency, and safety.
- *Objective 3:* Encourage roads in new subdivisions to be designed to accommodate future expansion where appropriate.
- *Objective 4:* Work with Marathon County to ensure that County roads can accommodate increased traffic resulting from commuters travelling through Maine.

Policies

- Minimize impacts of new development on existing development and infrastructure.

Strategies & Actions

- Discourage lining of Village roads with individual driveways.
- Routinely review and revise (as necessary) road design and access standards in the Village's subdivision ordinance.
- Coordinate review of major developments/subdivisions with Marathon County and Wausau to ensure local, City and County traffic concerns are adequately addressed.



Legend

- Minor Civil Divisions
- US Highways
- State Highways
- County Highways
- Local Roads
- + Railroad
- Hazardous Intersection
- MPO Border
- - - Section Line
- Water

500	Average Daily Traffic Count, 2010
500	Average Daily Traffic Count, 2013
500	Average Daily Traffic Count, 2016

0 0.5 1 Miles

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Transportation

Village of Maine - Marathon County, Wisconsin

North Central Wisconsin Regional Planning Commission

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Map 9

Chapter Six

Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Residents of one community often work in another. Similarly, changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Marathon County and the Wausau region, in terms of key economic sectors and the regional labor force. Included is a more specific description of employment trends, major local employers or industries, and where most residents of the Village of Maine work.

Potential economic development opportunities and/or issues regarding the local economy are also identified.

Data in this chapter comes from a variety of sources, including Economic Modeling Specialists International (EMSI), which uses the Quarterly Census of Employment and Wages (QCEW) as its source data; directly from the QCEW; the ACS; and Longitudinal Employer-Household Dynamics (LEHD) through the U.S. Census Bureau's "On The Map" application.

The Village of Maine, along with the Town of Texas underwent an Economic Development Adjustment Strategy following comprehensive planning phases in both municipalities that provide significantly more detailed guidance for economic development for the Village of Maine in the coming years.

Previous Plans & Studies Related to Economic Development

Table 6.1: Guiding Economic Development Plans for Maine, 2018

Comprehensive Economic Development Strategy (CEDS), 2017

Marathon County is one of ten counties included in the North Central Wisconsin Economic Development District as designated by the U.S. Department of Commerce, Economic Development Administration (EDA). The NCWRPC is the agency responsible for maintaining that designation – the NCWRPC maintains that designation by annually preparing a CEDS. This report summarizes and assesses economic development activities of the past year and present new and modified program strategies for the upcoming year.

Key components from the regional level plan include an inventory of the physical geography of the region and its resident population. Labor, income, and employment data are reviewed as well as an in-depth analysis of the economic status of north central Wisconsin.

Regional Livability Plan (RLP), 2015

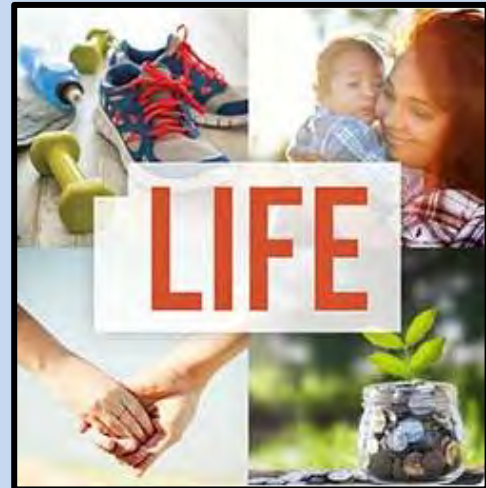
Economic Development is one of four elements included in the RLP, adopted by the NCWRPC in 2015. The Economic Development Assessment Report within the RLP observes in detail the economic health of the ten-county region and identifies trends and issues facing the local economy. The RLP addresses three issues: the disparity between the available labor force and employment, the need for a living wage and broadband internet access. The four economic development goals of this plan are as follows:

- *Ensure the future availability of a skilled and flexible workforce.*
- *Support and develop a diverse economic base ensuring economic growth and resiliency.*
- *Support infrastructure needed for economy development.*
- *Develop tourism and knowledge-based economy into leading economic sectors.*

United Way LIFE Report, 2017-2019

The LIFE Report is a joint effort of Marathon County and the United Way. Its purpose is to provide a reference for the community to evaluate strengths and weaknesses and identify priority issues. The report, which is published every two years, serves as a tracking mechanism to show how the community has changes over time. Two sections of the report focus on education and the economic environment.

- **Education:** *This report tracks childcare, kindergarten readiness, enrollment by racial and economic differences, school district expenditures, reading comprehension, mathematics proficiency, high school graduation rate, and higher education.*



Marathon County: A Next Generation Talent Magnet

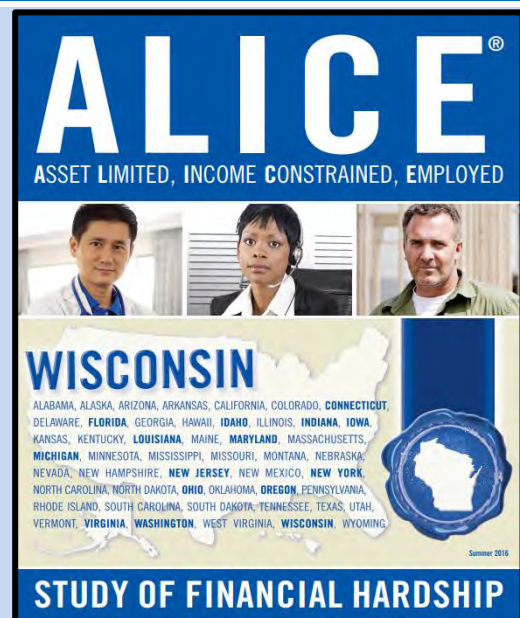
This report, developed by Next Generation Consulting, addresses the question, “What will it take for Marathon County to be a destination for top talent?” As part of the research process, a “handprint” for Marathon County was developed to contract the county’s assets with other communities. According to the study, Marathon County meets or exceeds the standards of its peer regions in five of the seven measured indices – vitality, earning, cost of lifestyle, after hours, and around town. The county falls short in two categories – social capital and learning. The report also identifies nine priority areas of focus to address moving forward. The top four priority areas were:

- *Engage emerging leaders*
- *Create green economy, e.g. industries*
- *Create “next generation” businesses*
- *Develop a long-term funded plan*

ALICE Study of Financial Hardship: Wisconsin

This report, developed by the United Way of Marathon County, described the 31 percent of households in the county that are above the federal poverty level but still struggle to afford basic household necessities, or “ALICE” households (Asset limited, Income Constrained, Employed). These households are largely employed but do not earn enough in wages to meet the “household survival budget,” which does not allow for any savings. The report states that many ALICE households provide vital services, such as retail, health care, child care, and security, but cannot make ends meet on the income from these jobs.

- *The ALICE report shows that 30 percent of Village of Maine households are either below the federal poverty level or are ALICE Households. This is below the levels of the City of Wausau and the Town of Texas, but above the levels of the neighboring Town of Stettin.*



Marathon County Comprehensive Plan, 2016

The Marathon County Comprehensive Plan, updated in 2016, guides county decision-makers on a wide array of issues through 2036 in creating a preferred place to live, work, visit, and do business. This policy plan focuses on a county level perspective and planning directions to complement and strengthen local planning efforts. The goal of the plan is to make Marathon County the healthiest, safest, most prosperous county in Wisconsin. Chapter Ten of this plan discusses education, workforce development and economic development. The economic development goal is that “*Marathon County has a diverse economy that is a place of opportunities where people and businesses can grow and be successful.*” The plan also includes objectives and action steps to achieve this goal.

Metro Region Economic Development Assessment, 2017

The Metro Region Economic Development Assessment details a regional economic development strategy for communities in the Wausau metro region (synonymous with the Cities of Wausau, Mosinee, and Schofield, the Villages of Kronenwetter, Marathon City, Rothschild, and Weston, and the Town of Rib Mountain) that recommends intergovernmental collaboration as a recommended approach to addressing economic challenges.

While the Village of Maine is not located within the metro region as defined by this assessment, the economies of Maine and Brokaw and the Wausau Metro Region are very closely linked as about 61 percent of Maine and Brokaw’s populations are employed within the Metro Region.

Economic Development Adjustment Strategy, 2019

After Brokaw experienced significant negative financial and economic impacts as a result of the closure of the Wausau Paper Mill, the Village of Maine, Town of Texas, and the former Village of Brokaw entered into a Cooperative Boundary Agreement that created the framework for Brokaw to dissolve into the Village of Maine in an effort to minimize negative impacts on Maine and Texas taxpayers. The closing of the Wausau Paper Mill has had a significant impact on the tax base, employment and overall economy of both the Village of Maine and Town of Texas. As part of this effort the community approached the NCWRPC and the U.S. Department of Commerce Economic Development Administration for funds to prepare an economic strategy. A grant was prepared and funded to create this Economic Development Strategy.

The Economic Adjustment Strategy for the Village of Maine and Texas assesses current economic conditions and provides guidance to address those conditions. One aspect of this strategy report is the identification of internal and external challenges to the local economy, as well as overall opportunities for adjusting to new economic conditions, and a summary of key findings. The strategy report also identifies several locations in the Village of Maine and Town of Texas as either Primary Development and Reinvestment Areas or Secondary Development Areas.

This strategy report provides a strategic direction for the formulation of goals and strategies which are recommended in order to adjust the local economy to current economic conditions. Goals and strategies outlined in this report include: expanding Northside Business Park, redevelopment of the paper mill site, potentially creating a new Tax Increment Financing District, and enhancing marketability and the potential for development/redevelopment in areas identified as Primary Development and Reinvestment Areas.

Greater Wausau Region Economic Development Strategic Plan

The Greater Wausau Region Economic Development Strategic Plan serves as a 10-year road map to guide Marathon County’s growth. This plan analyzed challenges facing economic development growth in Marathon County, as well as assets that the county should emphasize to help foster growth.

This strategic plan is centered on three goals: talent, innovative companies, and placemaking. Each goal is supported by initiative designed to develop and attract talent, generate new private sector investment, encourage robust employment growth, and help existing industries remain in grow in Marathon County.

- **Goal 1: Talent** Attract Skilled Workers and Talented Individuals.

- **Goal 2: Innovative Companies** Nurture, Grow, and Attract Technology-Enabled Companies.
- **Goal 3: Placemaking** Develop Quality Places and Amenities to Attract the Best and Brightest.

Recommendations within the plan involve a variety of topics the Greater Wausau Region will need to address, including the needs for attracting skilled workers, building a pipeline of future workers, expanding the higher education options available within the county, growing and attracting technology-enabled companies, and expanding broadband and high-speed connectivity, among others. Another recommendation that the Village of Maine should seek to be heavily involved in is the recommendation to re-brand the Wausau region as an outdoor recreation mecca: The Extreme Sports Capital. This would involve investing in the development and enhancement of extreme sports and outdoor recreation attractions such as; skiing, whitewater rafting, hiking, and biking, throughout the county, and implementing the Iron Bull Xtreme initiative.

North Marathon County & Merrill Regional Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were transformed into finished products in the County, providing employment opportunities and adding value in forest products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate.

To provide more specificity, the data presented cover the zip codes centered on Wausau, Maine, Brokaw, Texas, Stettin and Merrill to account for in- and out-commuters

Key Economic Sectors

Location Quotient (LQ)

Key sectors of a regional economy can be identified by size, by growth or decline in employment, or by a concentration of the industry in a local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “location quotient” analysis. Basic

industries are those sectors that export a product or service from the local community into the national and international economies. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

If an LQ is equal to one, then the industry has the same share of its area employment as it does nationally. A location quotient exceeding one indicates an industry with a greater share of the local area employment than the United States. Industries that have a high LQ and employ large numbers of people reflect both significant size and importance as businesses that export a product or serve and bring new wealth to the region.

Table 6.2 displays the LQ’s for all economic sectors in 2017. Compared to the nation, the north Central Marathon County and Merrill had six export industries: Management of Companies & Enterprises; Manufacturing; Finance & Insurance; Agriculture, Forestry, Fishing & Hunting; Retail Trade; and Health Care & Social Assistance. These industries have the highest concentration of employment compared to the nation. The Finance and Insurance Sector and the Management of Companies & Enterprises Sector are at least twice as concentrated in this Region as they are nationally.

In Marathon County, the Management of Companies & Enterprises; the Manufacturing Industry; and the Agriculture, Forestry, Fishing & Hunting Industry are

at least twice as concentrated as they are nationally. In Brokaw, concentrated industries include Construction;

Finance & Insurance; and Professional, Scientific & Technical Services.

Table 6.2: Northern Marathon County & Merrill Region Location Quotient, 2017

NAICS	Economic Sector	Brokaw [*]	Region ^{**}	Marathon County
31	Manufacturing	-	1.81	2.70
55	Management of Companies & Enterprises	-	3.86	2.61
11	Agriculture, Forestry, Fishing & Hunting	-	1.51	2.40
52	Finance & Insurance	1.94	2.65	1.67
42	Wholesale Trade	-	0.78	1.52
22	Utilities	-	0.11	1.11
44	Retail Trade	-	1.33	1.04
62	Health Care & Social Assistance	-	1.21	0.97
48	Transportation & Warehousing	-	0.90	0.89
71	Arts, Entertainment & Recreation	-	0.81	0.88
81	Other Services	-	0.72	0.77
72	Accommodation & Food Services	-	0.79	0.74
23	Construction	12.31	0.61	0.73
90	Government	0.20	0.68	0.68
53	Real Estate & Rental & Leasing	-	0.34	0.46
56	Administrative & Support & Waste Management & Remediation Services	-	0.45	0.45
54	Professional, Scientific & Technical Services	3.51	0.46	0.44
21	Mining, Quarrying & Oil & Gas Extraction	-	0.15	0.36
51	Information	-	0.42	0.29
61	Educational Services	-	0.25	0.27

Source: EMSI 2018 Quarter 1

^{*}Brokaw = Zip Code 54417

^{**}Region = Zip Codes 54401, 54403, 54416 & 54452

[The Agricultural Economy¹](#)

Given its rural character, the economic health and vitality of Maine are affected by the economic health of the agricultural economy. The Marathon County agricultural economy contributed 821 million dollars to the county's income, or 12 percent of the county's income in 2012. The crop and animal production (NAICS 11) provided employment for 2,225 persons in 2017. ² The county's top commodities in 2012 were milk (\$249.8 million), grain (\$78.8 million), and cattle (\$40.1 million). Twenty-two plants process milk in Marathon County as of 2012.

There are 485 farms in Marathon County. 48 percent of the County's land, or 479,045 acres, is devoted to

agricultural production. This is an 18 percent reduction in farmland since 1987. In 1987, an acre of farmland was valued at \$751, while in 2012 an acre was valued at \$2,916. When adjusted for inflation, this means that an acre of farmland has become \$1,385 more valuable since 1987.

Other forces that create an environment of change in rural areas include:

- *The average age of agricultural owners and operators is nearly 54 – a large number of this demographic is nearing retirement age.*
- *The low entry rate into agriculture reflects the high capital investment and low profit margins. Furthermore, there are fewer farm operators who are reporting farming as their primary occupation.*
- *The number of dairy farms decreased by nearly 16 percent between 2007 and 2012. This continues a decade long trend.*

¹ Unless otherwise indicated, figures for the Agricultural Economy are derived from the 2012 USDA Census of Agriculture

² EMSI 2018 Quarter 1



Crop Operations at Van Der Geest Dairy in Maine
 Source: Van Der Geest, 2018

Regional Employment Projections

Employment projections on a granular, municipal scale are difficult to produce. However, employment projections are available at the zip code level from EMSI. These projections are derived from county, state and federal level trends collected by both State (Wisconsin DWD), Federal (U.S. Department of Labor, Bureau of Labor Statistics), and private sector-level indicators. These projections below show a five percent increase in jobs by 2015 throughout north central Marathon County and Merrill, with especially heavy increases in the sectors of the Management of Companies & Enterprises, Health Care & Social Assistance; and Administrative & Support & Waste Management & Remediation Services. These projections will also be used to inform future land demand in Chapter Seven: Land Use.

Table 6.3: North Central Marathon County & Merrill Region Employment Projections, 2015-2025

Industry Sector	2015 Jobs	2020 Jobs	2025 Jobs	Change from 2015-2025 (Regional)	% Change from 2015-2025 (Regional)	% Change in Marathon County
Mgmt. of Companies & Enterprises	1,376	3,188	3,996	2,620	190%	217%
Health Care & Social Assistance	7,721	8,014	8,571	850	11%	8%
Admin. & Support & Waste Mgmt. & Remediation Svcs.	1,350	1,527	1,673	323	24%	15%
Arts, Entertainment & Recreation	548	771	845	297	54%	66%
Finance & Insurance	4,800	5,071	5,075	275	6%	6%
Wholesale Trade	1,367	1,442	1,455	88	6%	5%
Accommodation & Food Svcs.	3,234	3,326	3,321	87	3%	1%
Agriculture, Fishing, Fishing & Hunting	861	919	935	74	9%	2%
Government	5,032	5,102	5,103	71	1%	2%
Real Estate & Rental & Leasing	267	289	298	31	12%	19%
Utilities	23	22	25	2	9%	11%
Mining, Quarrying & Oil & Gas Extraction	23	27	24	1	4%	32%
Professional, Scientific & Technical Svcs.	1,471	1,454	1,461	-10	-1%	1%
Educational Services	333	317	312	-21	-6%	-6%
Information	394	352	331	-63	-16%	-9%
Construction	1,681	1,612	1,610	-71	-4%	-7%
Transportation & Warehousing	1,528	1,484	1,429	-99	-7%	-6%
Other Svcs. (except Public Admin.)	1,857	1,651	1,620	-237	-13%	-11%
Manufacturing	6,969	6,767	6,517	-452	-7%	<1%
Retail Trade	7,766	6,511	6,319	-1,447	-19%	-16%
Regional Total	48,599	50,038	50,921	2,322	5%	5%

Source: EMSI 2018 Quarter 1

Local Economic Environment

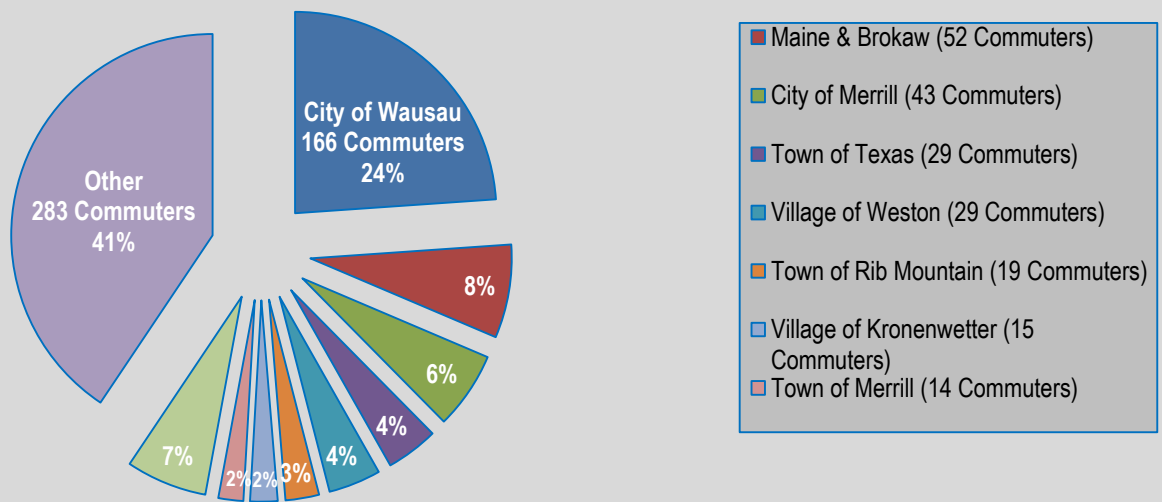
Laborshed

A laborshed is an area or region from which an employment center draws its commuting workers. In 2015, only 52 of the 695 jobs – about seven percent– throughout Maine and Brokaw were filled by residents of either of the Villages. About 643 traveled to Maine and Brokaw during the average workday in 2015. In contrast, 1,260 residents commuted to locations outside of the Villages for work during the same time period, indicating that the Maine and Brokaw’s laborshed extends beyond their municipal boundaries.

In-migration

The largest percentage of workers commuting into Maine and Brokaw come from the Wausau Urban Area, per **Figure 6.1**. The City of Wausau (24 percent), Town of Texas (four percent), Village of Weston (four percent), Town of Rib Mountain (three percent), Village of Kronenwetter (two percent) and other municipalities in the urban area in total account for about 44 percent of workers commuting into Maine and Brokaw daily. Additionally, six percent of workers in the Villages originate from the City of Merrill.

Figure 6.1: Inbound Commuters, 2015

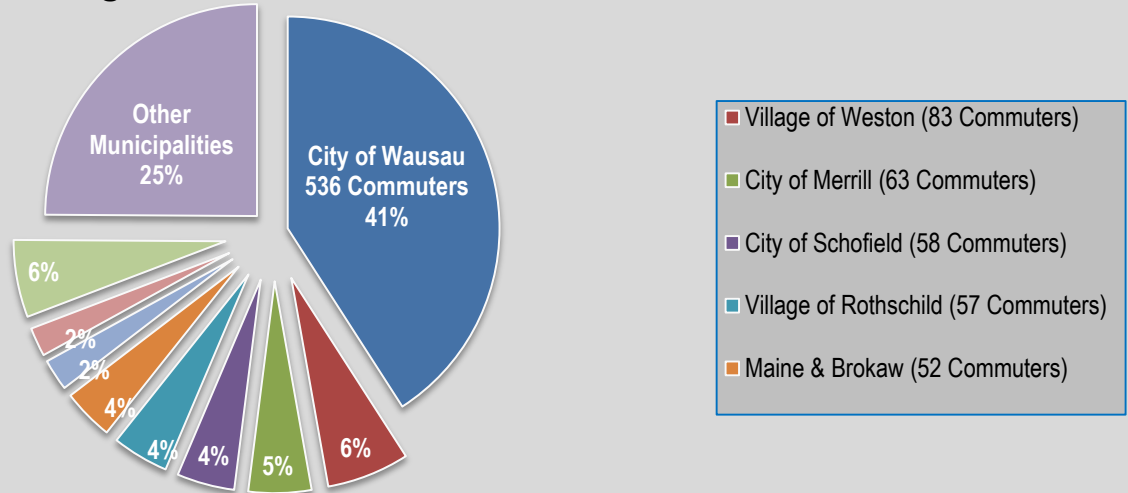


Out-migration

Village residents commuting outside of Maine and Brokaw for work travel across the State of Wisconsin for their commutes, per **Figure 6.2**. Over 1,200 Brokaw and Maine residents are employed outside the Village borders. Like in-commuters, the majority of employed residents work in nearby communities in Marathon and

Lincoln Counties, and largest percentage thereof also commutes to other locations within the Wausau Urban Area. The City of Wausau (41 percent), Village of Weston (six percent), City of Schofield (four percent), Village of Rothschild (four percent) and the Town of Rib Mountain (two percent) and other municipalities in the urban area in total account for about 61 percent of work destinations for Maine and Brokaw residents.

Figure 6.2: Outbound Commuters, 2015



Local Jobs

In 2015, there were 695 people working within the Villages, a significant increase of 204 jobs since 2005 per **Table 6.4**. However, it should be noted that the geographic distribution of these jobs changed considerably during the decade, shifting away from Brokaw and toward employment centers in the current Village of Maine. This is likely due to a combination of the closure of the Paper Mill and growth of employment centers along CTH K and the Van Der Geest Farm.



Van Der Geest Dairy Cattle of Maine is among the largest agricultural employers in Marathon County
 Source: Van Der Geest, 2018

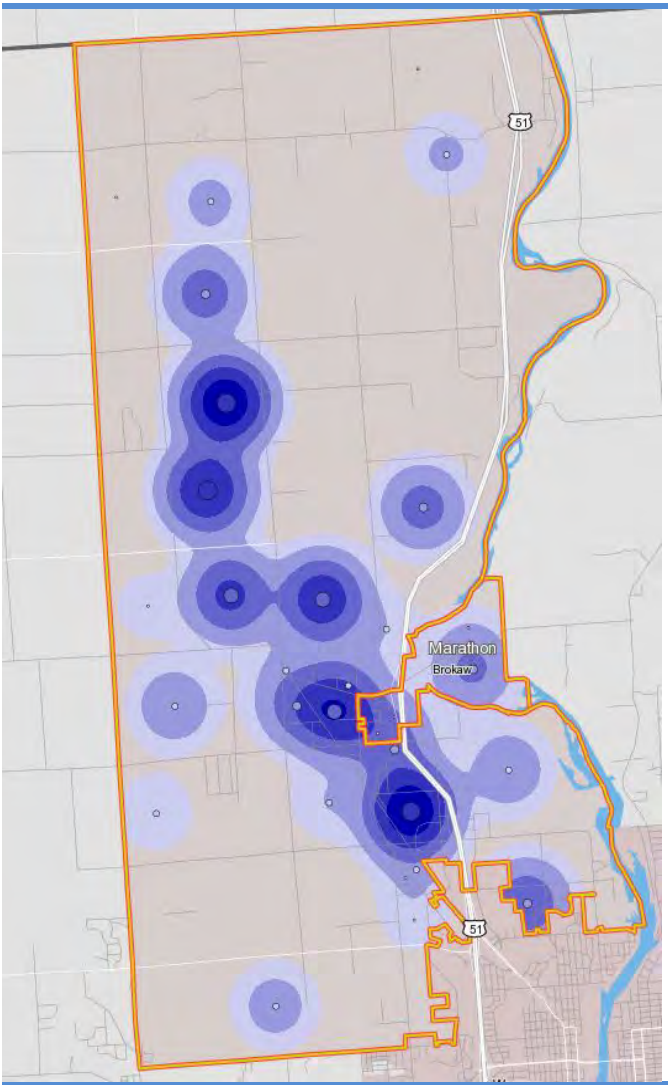
In 2005, 28.9 percent of workers were earning more than \$3,333 per month, while 22.6 percent were earning less than \$1,250 per month. By 2015, 42.0 percent were earning more than \$3,333/month, with just 14.8 percent earning \$1,250/month or less. The number of workers age 30 to 54 and age 55 and older nearly doubled between 2005 and 2015, while the number of workers 29 and younger remained relatively stable, suggesting the workforce in Maine and Brokaw is aging.

Manufacturing was easily the largest industry in Maine and Brokaw in 2010, accounting for about 44 percent of all jobs. Likely due to the paper mill closure, this figure dropped to about 33 percent in 2015. Construction has accounted for about 15 percent of jobs from 2005 to 2015, and Wholesale Trade dropped from 14 to 13 percent of jobs during that same time period. As of 2015, Agriculture, Forestry, Fishing and Hunting accounted for about 15 percent of jobs in Maine and Brokaw. However, it should be noted that many government, private household and agricultural jobs are often not counted in federal counts, meaning that this figure is almost certainly higher in reality. **Table 6.5** lists major employers located in Maine and Brokaw in 2018.

Table 6.4: Jobs in Maine & Brokaw, 2005-2015

	2005	2010	2015
Total Primary Jobs	491	603	695
Age 29 or younger	123	95	135
Age 30 to 54	287	376	402
Age 55 or older	81	132	158

Source: U.S. Census LEHD, 2005; 2010; 2015



Job Distribution throughout Maine and Brokaw, 2015
 Source: U.S. Census LEHD "On The Map", 2015

Table 6.5: Major Employers in Maine & Brokaw, 2018

Business	Type of Business
Anderson Brothers & Johnson	Quarry
Army Reserves Wausau	Government
Brokaw Credit Union	Credit Union
Countryside Animal Hospital, Inc.	Veterinarian
Goetsch's Welding & Machine Inc.	Metal Fabricator
Dan's Plumbing	Plumbing Services
Forefront Mechanical	Construction
Heartland Cooperative	Grain Production
Lactalis USA	Cheese Manufacturer
Lange Machine & Tool Company	Machine Shop
Louma Engineering	Engineering
Modern Machine	Industrial
Northwest Petroleum	Oil
NTC Agricultural Center	Education
Schuette Movers	Moving Services
Service Motor Company	Tractor Dealer
Swiderski Equipment Inc.	Tractor Dealer
TerX	Scrap Metal
Urban Construction Company	Construction Company
Valley Scale Service, Inc.	Scale Repair Service
Van Der Geest Dairy Cattle	Dairy Farm
Wausau Sales Corporation	Auction House
Willow Springs Garden	Event Venue
Wisconsin Valley Vet Clinic	Veterinarian Clinic
Zorn Compressor & Equipment	Air Compressor Supplier

Issues

Economic Diversification

With the loss of a major anchor tenant in the paper mill, the Village of Maine recognizes the need to maintain and diversify economic activity throughout Brokaw and Maine while maintaining its overall manufacturing and agricultural base.

Specialized Agriculture

To counteract the decline in traditional farming, particularly on smaller farms, some farmers are exploring opportunities to use or lease the farmland for

specialized types of farming. These might include crops such as corn or soybeans, or young livestock operations where calves are raised for about two years before being transferred to a dairy.

Increase in Farmland Prices

The size of farms has increased and the number has decreased. At the same time, the price of farmland has increased. Increased cost per acre makes it difficult for small farmers to expand or even being farming. High farmland prices also create an incentive for older farmers to retire from farming. As a result, many farmers rent

their land for others to farm or use as residences. It is noted that land prices on either side of CTH K are very

high and are increasing as demand for commercial development increases in this area.

Goals, Objectives & Policies

Goal 1: Maintain an adequate tax base to provide for vital Village services.

Objectives

- *Objective 1: Ensure high quality and efficient community services and responsiveness to meeting resident needs and goals in Maine and Brokaw.*

Policies

- Encourage high quality development to enhance the tax base.

Strategies & Actions

- Consider fiscal impact of new development as part of the development review process.

Goal 2: Support the local agricultural economy to ensure that existing farms are able to remain in agriculture for as long as they choose.

Objectives

- *Objective 1: Discourage non-farm development in areas with large blocks of farmland and active farm operations.*
- *Objective 2: Support the creation of niche markets or other opportunities that will help farmers stay in business.*
- *Objective 3: Support development that preserves rural character.*
- *Objective 4: Encourage the growth of agricultural-related business and services in commercial and industrial areas.*

Policies

- Recognize the importance of farming to Maine's livelihood and heritage, and strive to protect prime farmland and active farm areas.

Strategies & Actions

- Continue to zone areas with prime farmland and active farms accordingly to restrict non-farm uses.
- Consider requiring larger lot sizes or establishing a sliding-scale density provision to minimize non-farm uses in areas with significant amounts of prime farmland and/or existing active farms.



Heartland Cooperative Grain Mill in Brokaw

Source: NCWRPC, 2018

Goal 3: Encourage limited commercial development in appropriate locations.

Objectives

- *Objective 1:* Direct new commercial and/or industrial development to areas adjacent to or in close proximity to existing commercial and industrial development – particularly along CTHs K and WW.
- *Objective 2:* Coordinate with Marathon County and WisDOT to identify road improvements needed to accommodate commercial traffic.

Policies

- Support new commercial development in locations with adequate access and minimal negative impacts on surrounding land uses.
- Redevelopment of the mill site should be a primary focus.
- Creation of a new Tax Increment Financing District (TID) should be explored in order to provide infrastructure and other support for primary development and reinvestment areas.

Strategies & Actions

- Continue to zone and identify areas where new commercial and industrial development should be directed. These areas should have good access and property configurations conducive to commercial and industrial development while still preserving the rural and agricultural nature of the Village.

- Work with Marathon County and WisDOT to review potential commercial and industrial development proposals to ensure adequate road access is available or to identify steps to make necessary improvements.
- Focus on CTHs K and WW as primary development corridors.

Goal 4: Encourage the expansion of recreational opportunities within the Village.

Objectives

- *Objective 1:* Enhance access to the Wisconsin River to promote fishing, kayaking, and canoeing opportunities within the Village.
- *Objective 2:* Develop a network of mountain biking facilities within the Village.
- *Objective 3:* Work with local organizations to promote snowmobile and ATV trails within Maine.
- *Objective 4:* Develop a network of bicycle routes throughout the Village.

Policies

- Recognize the potential for outdoor recreation in Maine, and strive to develop additional outdoor recreational facilities within the Village.
- Support local outdoor recreation clubs.

Strategies & Actions

- Collaborate with Marathon County, the Wausau Region Chamber of Commerce, and McDEVCO to help develop the framework for additional outdoor recreational opportunities within Maine.

Goal 5: Support expansion and diversification of the Village’s economy.

Objectives

- *Objective 1:* Support home occupations that do not create a nuisance for neighboring properties.

- *Objective 2: Coordinate with Marathon County and WisDOT to identify road improvements needed to accommodate commercial traffic.*

Policies

- *Maintain a diverse economic base in the Village of Maine.*
- *Access State and Federal funding to assist with funding local Economic Development programs and projects. This would include seeking infrastructure grant and loan funds to assist with improving existing sites, expanding the Northside Business Park, and establishing new business parks.*
- *Enhance Marketability and development/redevelopment potential of Identified Primary development and Reinvestment areas.*
 - *Consider making improvements to the Reinvestment area off of Frontier Drive (RI in the Economic Adjustment Strategy) in order to increase the marketability of the existing Northside Business Park. Improvements could include street repaving, upgraded water/wastewater infrastructure, landscaping, gateway treatment, and/or signage.*
 - *Consider making improvements Reinvestment Area # 2 (as identified in the Economic Adjustment Strategy) in order to continue establishing this area as the Village Center. Consider preparing a Village Center Plan to identify potential uses and improvements for this area and the surrounding Primary Development and Reinvestment areas. Improvements could include street repaving, upgraded water/wastewater infrastructure, landscaping, gateway treatment, and/or signage.*

Strategies & Actions

- *Periodically review and update standards for home occupations.*
- *Routinely review the zoning map to ensure adequate land is provided in appropriate zoning districts to accommodate residential and non-residential growth.*
- *Strive to implement the recommendations and strategies from the 2019 Economic Adjustment Strategy.*

Chapter Seven

Land Use

The Village of Maine is located in north central Marathon County, north of Wausau and along the southern border of Lincoln County. It is bisected by

USH 51, which functions as the primary route between the Cities of Wausau and Merrill.

Previous Plans & Studies Related to Land Use

Table 7.1: Guiding Land Use Plans for Maine, 2018

Regional Livability Plan, 2015

Land use is one of the four elements included in the RLP, adopted by the NCWRPC in 2015. The Land Use Assessment Report, a component of the plan, looks in detail at the land uses through the ten-county region and identifies issues and trends facing land use. The RLP addresses two issues related to land use: housing density and farmland preservation. The two land use goals of the plan are as follows:

- *Preserve and protect the region’s landscape, environmental resources and sensitive lands while encourage healthy communities.*
- *Manage and reduce vacant land and structures*

Marathon County Farmland Preservation Plan, 2015

The purpose of this plan is to guide and manage growth and development of land use in a manner that will preserve the rural character, protect the agricultural base and natural resources, and contribute to the safety, health, and prosperity of Marathon County’s communities. The Farmland Preservation Plan identifies 15-year growth areas and farmland preservation areas for each town within the county.

- *Detailed information on farmland preservation areas and 15-year growth areas in the Village of Maine can be found in Table 2.1 in Chapter Two: Natural, Agricultural & Cultural Resources.*



Marathon County Comprehensive Plan, 2016

The Marathon County Comprehensive Plan is a policy plan. The overall goal of the Plan is to add a county-level perspective and planning direction that complements and strengthens local planning efforts, and to provide guidance to the communities within Marathon County. The plan describes existing and future land uses, and regulatory tools for land use.

Neighboring Comprehensive Plans

The City of Wausau, and the Towns of Stettin, Texas, Berlin and Scott's Comprehensive Plans are policy plans, serving a similar purpose as this plan service to the Village of Maine. These plans describe existing and future land uses for the Village's neighbors. The overall goal of these comprehensive plans is to provide guidance for growth and other issues throughout the next 20 years. All of these municipalities utilize their own zoning codes. The statuses of these municipalities' comprehensive plans are as follows:

- **City of Wausau:** *Adopted in 2017*
- **Town of Texas:** *Currently under update, tentative 2018. The Texas Comprehensive Plan update was done simultaneously and in conjunction with the plan update for the Village of Maine.*
- **Town of Stettin:** *Adopted in 2006*
- **Town of Berlin:** *Adopted in 2006*
- **Town of Scott:** *The Town of Scott is referenced as part of Lincoln County's 2012 Comprehensive Plan.*

Current Land Use Regulations

Comprehensive Plan

Comprehensive Plans for the Villages of Maine and Brokaw were completed in 2009 and 2006, respectively. Maine's plan was comprehensively updated in 2019 upon the planned dissolution of Brokaw, in conjunction with the Town of Texas's comprehensive plan.

Subdivision Ordinance

Maine has a subdivision ordinance that regulated the division of land, site suitability, protection of existing flora, condominium plats, and other provisions.

Zoning

The village has a zoning code that is locally enforced. Zoning is one of the major implementation tools of the comprehensive plan.

Shoreland Zoning

Shoreland, Shoreland wetlands, and floodplain regulations are applicable in all geographic areas of Marathon County. Wisconsin law mandates counties to

adopt and administer a zoning ordinance that regulates land use in Shoreland/wetland and floodplain areas for the entire area of the county outside of villages and cities. Incorporates municipalities are not required to adopt Shoreland zoning, but Shoreland/wetland zoning may still apply in some circumstances. The Shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater. While the Village is not required to adopt Shoreland Zoning, this tool helps protect sensitive natural resources from the adverse impacts of development and helps maintain good quality surface and groundwater, spawning grounds, fish, and aquatic life.

Farmland Preservation Program

The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of

local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their State income tax by obtaining a zoning certificate, if the land is zoned exclusive agriculture (seven townships in Marathon County), or sign a contract with the state. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm receipts of \$6,000 or more in the last year, or \$18,000 in the last three years. The income requirement can be satisfied with having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with county soil and water conservation standards. Contracts can range from ten to 25 years, and remain in effect regardless of change in ownership.



Agriculture in the Village of Maine
Source: NCWRPC, 2018

DATCP also provides aids municipalities in establishing Agricultural Enterprise Areas (AEAs) through the Working Land Initiatives. Municipalities and local farmers may petition the state for an AEA. When DATCP approves and establishes an AEA, eligible farmers living within designated areas can enter in a

farmland preservation agreement with the State and claim farmland preservation tax credits. The Marathon County Farmland Preservation Plan has already designated farmland preservation areas for the Village. As of 2018, nine townships in Marathon County fall partially within designated AEAs. Additionally, seven Marathon County townships exercise farmland preservation zoning, including the Village’s western neighbor, the Town of Stettin.

Forest Crop Law (FCL) & Managed Forest Law (MFL)

The FCL and MFL were established in Wisconsin to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL requires at least 40 acres in one quarter section and the MFL required at least ten acres of contiguous forest land. Landowners may close to the public up to 160 acres of their forest lands set aside under the MFL, but the remaining program acres must be open to public access for hunting, fishing, hiking and other activities. Currently, 3,006 acres are enrolled in the Managed Forest Law. Further details are provided in [Table 7.2](#).

Table 7.2: Land in Forest Preservation Programs (in acres), 2012 – 2017

Year	Forest Crop Law (FCL)	Managed Forest Law (MFL) open	Managed Forest Law (MFL) closed
2012	290	828	2,034
2017	40	726	2,280
Change	-250	-102	246
% Change	-86%	-12%	12%

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

Current Pattern of Land Use

Existing Land Use

[Table 7.3](#) describes the various land use categories. The acreage and proportion of land shown were determined from aerial photos and are not intended to be accurate to the parcel level. [Map Ten: Generalized Current Land Use Map](#) shows existing land use in Maine and Brokaw.

Nearly 80 percent of Village land is either agricultural or woodlands as of 2015. Developed lands make up a very small percentage of land area in Maine compared to other incorporated areas in Marathon County. Residential uses six percent of land, while industrial and commercial use three percent and one percent, respectively.

Table 7.3: Village of Maine (NCWRPC) Land Use, 2015

Category	Description	Acreage	Percent of Land Area
Agriculture	<i>Tilled Agriculture, prime farmland, pasture, agricultural related structures, farm residences, limited scattered rural residential</i>	11,102	40%
Woodlands	<i>Forested land, tree nurseries, paper forests, forested wetlands, limited scattered rural residential</i>	10,999	39%
Residential	<i>One family structures, multiple family structures with three or more households, condos, duplexes, townhouses, subdivisions</i>	1,632	6%
Open Lands	<i>Open land in wooded areas, along streams, prairies and savannas, wetlands</i>	1,325	5%
Transportation	<i>Airports, highways, road-right-of-ways, railroads, logging roads</i>	1,264	5%
Industrial	<i>Saw/paper/lumber mills, manufacturing facilities, industrial parks, trucking operations, distribution centers, mining operations, landfills, quarries, agricultural related processing facilities, maker spaces, etc.</i>	766	3%
Water	<i>Open waters, such as lakes, ponds, streams, rivers, and reservoirs.</i>	596	2%
Commercial	<i>Retail stores, coffee shops, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, clinics, automobile dealerships, business offices, motels/hotels, offices, telephone/bas company, business incubators, etc.</i>	229	1%
Governmental/Institutional	<i>Schools, churches, cemeteries, town halls, fire departments, community centers, etc.</i>	90	<1%
Outdoor Recreation	<i>Ball fields, golf courses, playgrounds, parks, trails, campgrounds, and shooting ranges</i>	9	<1%
Total Acreage		28,011	

Source: NCWRPC GIS, 2015

Land Values

Table 7.4 indicates the change in assessed land values between 2011 and 2017 for various types of land uses in the Village of Maine (including Brokaw). It also indicates percentage change in acreage and land value, and the change in land value per acre during this time period. During these years, the Village had significant

increases in acres used for commercial and agricultural purposes, and a slight increase in forested and undeveloped lands. Residential and manufacturing acreage decreased during this time frame, presumably due to a combination of the closure of the Brokaw mill and annexations as Maine was a township for most years during this time frame.

Table 7.4: Assessed Land Value (in dollars), 2012-2017

	Residential		Commercial		Manufacturing		Undeveloped		Forest		Agricultural Forest		Agricultural	
	Acres	Land Value	Acres	Land Value	Acres	Land Value	Acres	Land Value	Acres	Land Value	Acres	Land Value	Acres	Land Value
2012	2,458	\$20,404,100	277	\$2,540,600	1,431	\$3,074,700	1,203	\$889,600	3,374	\$8,928,900	2,638	\$3,438,900	11,178	\$1,577,300
2017	2,582	\$21,049,400	468	\$3,989,100	1,094	\$2,450,300	1,387	\$994,400	3,362	\$8,857,600	2,750	\$3,578,400	10,960	\$1,575,600

Assessed Land Value PER ACRE, 2012-2017

	Residential	Commercial	Manufacturing	Undeveloped	Forest	Agricultural Forest	Agricultural
2012	\$8,301	\$9,172	\$2,149	\$739	\$2,646	\$1,304	\$141
2017	\$8,152	\$8,524	\$2,240	\$717	\$2,635	\$1,301	\$144
Percent Change	-2%	-7%	4%	-3%	<-1%	<-1%	2%

Source: Wisconsin Department of Revenue, 2012 & 2017 Statements of Assessment

Development Trends

Land Supply

Between 11,102 acres of agriculture, 10,999 acres of woodlands and 1,325 acres of open lands, Maine has more than enough land to accommodate for future development in the next twenty-five years. However, it should be noted that a large portion of this land is undevelopable due to environmental constraints. About 3,981 acres, or 14 percent of the total acreage of Maine, is developed for residential, commercial, industrial, transportation, governmental or institutional uses.

Land Demand

The Wisconsin DOA Demographics Services Center projects that the number of households in the Village of Maine will increase by 140 between 2015 and 2040, meaning that 140 new units will be needed in that time frame. If we assume the average density of households to residential acres in 2015¹, the Village of Maine will require about 179 additional acres to accommodate residential uses.

Employment projections for the Wausau Region were displayed in [Table 6.3](#) using figures from EMSI, assuming acreage of commercial and industrial² uses increase at the same rate across twenty-five years as general employment figures for the region. Using these assumptions, it is predicted that the Village should plan for 81 additional acres and 28 additional acres for industrial and commercial uses, respectively.

Woodlands, agricultural lands, and open lands are considered to be the most open for development, generally speaking. About 47 percent of potentially developable lands in Maine are agricultural. Therefore, assuming future development occurs proportionately throughout potentially developable lands, about 137 acres are projected for potential conversion into residential, commercial and industrial lots. Potential locations for future land uses are identified on [Map Eleven: Future Land Use Map](#).

¹ Residential Land Use Demand Assumptions: Average lot size per acre was calculated separately for Maine and Brokaw using figures from NCWRPC GIS 2015 land use and DOA household projections made in 2013, and then aggregated for the five-year increments in Table 7.4

² As the Wausau Paper Mill site is no longer in use as an operating industrial facility, future acreage trends are applied using industrial acreage in Maine in 2015 as a base year instead of combined acreage for Maine and Brokaw to best account for current industrial uses, while still including the mill site into the final industrial land use figures after calculations are completed

Table 7.5: Land Use Projections, 2020-2040 (Acres)

Land Classification	2020	2025	2030	2035	2040	Change (Number of Acres)	Percent Change from 2015
Residential	1,693	1,741	1,777	1,806	1,811	179	11%
Commercial	236	240	246	251	257	28	12%
Industrial	786	798	815	831	847	81	11%
Agricultural	11,060	11,030	11,002	10,978	10,965	-137	-1%

Source: NCWRPC projections, 2018

Consistency between Land Use & Zoning

Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general, whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general, it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts will be consistent with more than one land use designation. Additionally, although Map Eleven: Future Land Use shows parcel lines, the future land use categories are not expected to precisely follow parcel lines, but instead show general areas where certain land uses are appropriate. For example, the development of a single family residence or a multi-family building would both be consistent in an area designated as residential. Zoning categories, on the other hand, are specific to each parcel.

Consistency between land use and zoning, however, is required by state statutes. This requirement generally

becomes relevant when a community is considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property, it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation –but the community believes the requested zoning is appropriate in the specific location and would benefit the community – the zoning change can be approved. However, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in [Chapter Nine: Implementation](#).

Issues

Retaining Active Farming

In order to keep land in active farming, some retiring farmers lease their land to others to farm. This is particularly common around larger farms, such as the Van Der Geest farm. Custom or niche farming practices that complement operations on other farms is becoming more common as a means to maintain the viability of smaller farms.

Balancing Growth with Water and Sewer Service

Due to its financial obligations resulting from the attachment of Brokaw as detailed in the Cooperative

Boundary Agreement, residential, industrial and commercial growth will likely be necessary to bolster the long-term financial health of the Village. However, as growth occurs, Maine will need to provide appropriate and sufficient water and sewer service for its customer base.

Maintaining Rural Character

Although it incorporated as a Village in 2015 and acknowledges its presence on the northern edge of the Wausau urban area, Maine desires to maintain its primarily rural, agricultural character. Concentrating

development whenever possible –in Brokaw and along CTHs K and WW – could reconcile growth needs with long-term preservation of the Village’s agricultural base

and heritage, especially if paired with active farmland preservation strategies.

Goals, Objectives & Policies

Goal 1: Provide guidance for future growth in the Village of Maine

Objectives

- *Objective 1:* Guide development in areas with sufficient road access and access to water and sewer.
- *Objective 2:* Identify areas where existing land uses are incompatible with surrounding uses and take steps to minimize future incompatibilities.
- *Objective 3:* Look to acquire or work with other entities willing to acquire land on the Wisconsin River to discourage high-density development and protect aesthetic views along the river’s shoreline.
- *Objective 4:* Balance individual property rights with the health, safety and welfare of the Maine community as a whole.
- *Objective 5:* Discourage non-farm commercial and industrial uses in active farming areas.

Policies

- Encourage residential growth adjacent to existing developed parcels.
- Encourage development in areas that can be most readily accessed by local roads and utilities.
- Encourage use of policies and tools to responsibly manage new growth.
- Identify areas where sewer and water infrastructure should be established in order to promote utilization of as many Primary Development, Reinvestment and Secondary Development areas as possible.
- Work with local property owners to rezone residential property to commercial property or vice-versa, depending upon realtor and broker feedback.

Strategies & Actions

- Use the Comprehensive Plan and Future Land Use map when reviewing new development applications.
- Comprehensively Review Village Ordinances.

- Consider development of a planned unit development ordinance.
- Maintain dialogue with neighboring municipalities – particularly the Town of Texas – regarding land use decisions.
- Periodically evaluate the future land use map to ensure it reflects the needs and desires of the Village.



Woodlands along the Northern Edge of Brokaw
Source: NCWRPC, 2018

Goal 2: Maintain and update zoning code to account for Brokaw attachment

Objectives

- *Objective 1:* Base land use decisions on Maine’s adopted plan for future development.
- *Objective 2:* Update the zoning and subdivision regulations on a regular basis to ensure they support the community vision expressed by the future land use map.
- *Objective 3:* Consider appropriate minimum residential lot and unit sizes to ensure continue to meet the needs of property owners and generally foster a range of affordable housing options.

Policies

- Enforce and update code and ordinances to achieve land use goals, objectives and policies as stipulated in this Comprehensive Plan.

- Review zoning code for the foreseeable future on a periodic basis.

Strategies & Actions

- Include guidelines within the zoning code to seamlessly complement and coordinate with this Comprehensive Plan.
- Guide higher density developments towards those areas most appropriate.
- Comprehensively rewrite or update the Maine zoning code to reflect the attachment of Brokaw.

Goal 3: Plan CTH K and WW, and Brokaw as residential, commercial and industrial centers.



Brokaw Industrial Park west of the River
Source: NCWRPC, 2018

Objectives

- *Objective 1:* Discourage non-farm development in active farming areas in order to minimize use conflicts and guard against fragmentation of large blocks of remaining farmland.
- *Objective 2:* Encourage commercial and industrial development in Brokaw and along the CTH K and WW corridors.
- *Objective 3:* Maintain sense of place for Brokaw upon attachment of the Village.

Policies

- Direct future commercial and industrial development along the CTH K and WW corridors.
- Encourage future development adjacent to existing developments whenever possible to prevent farmland fragmentation.

Strategies & Actions

- Review and update ordinances to direct commercial and industrial corridors to appropriate areas.
- Utilize the Economic Development Adjustment Strategy in guiding growth in Brokaw and along the CTH K and WW corridors.

Goal 4: Preserve rural and agrarian character within the Village of Maine

Objectives

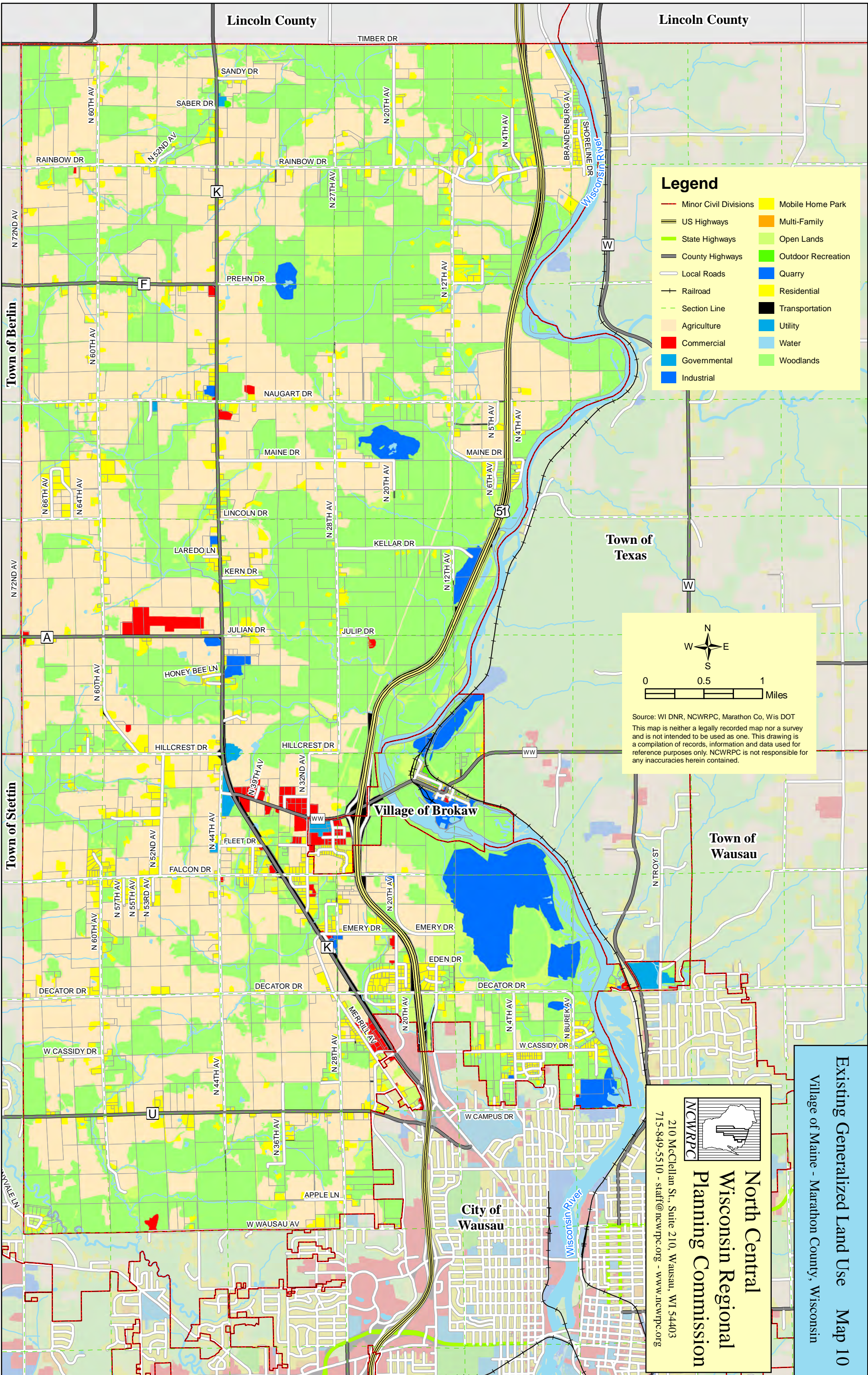
- *Objective 1:* Explore programs that protect prime farm soils, environmental resources and croplands.
- *Objective 2:* Direct rural residential uses away from sensitive water and natural resources
- *Objective 3:* Utilize and update (as needed) conservation subdivision standards that will permit development while preserving open space and/or rural character.

Policies

- Encourage preservation of prime farmland.
- Mitigate conflict areas that occur between residential and agricultural uses.
- Discourage development around sensitive natural resource areas.
- Recognize Maine's rural and agricultural character as an asset.

Strategies & Actions

- Support resident participation in programs like the conservation Reserve Program that maintain cropland and prime farm soils.
- Encourage communication between agricultural operators and their neighbors within the Village of Maine.
- Work with partners such as the UW-Extension to raise awareness of the role of active agriculture in preserving the rural landscape.
- Consider other voluntary programs such as Transfer of Development Rights and Purchase of Development Rights to protect natural and agricultural resources in Maine.



Legend

Minor Civil Divisions	Mobile Home Park
US Highways	Multi-Family
State Highways	Open Lands
County Highways	Outdoor Recreation
Local Roads	Quarry
Railroad	Residential
Section Line	Transportation
Agriculture	Utility
Commercial	Water
Governmental	Woodlands
Industrial	

0 0.5 1 Miles

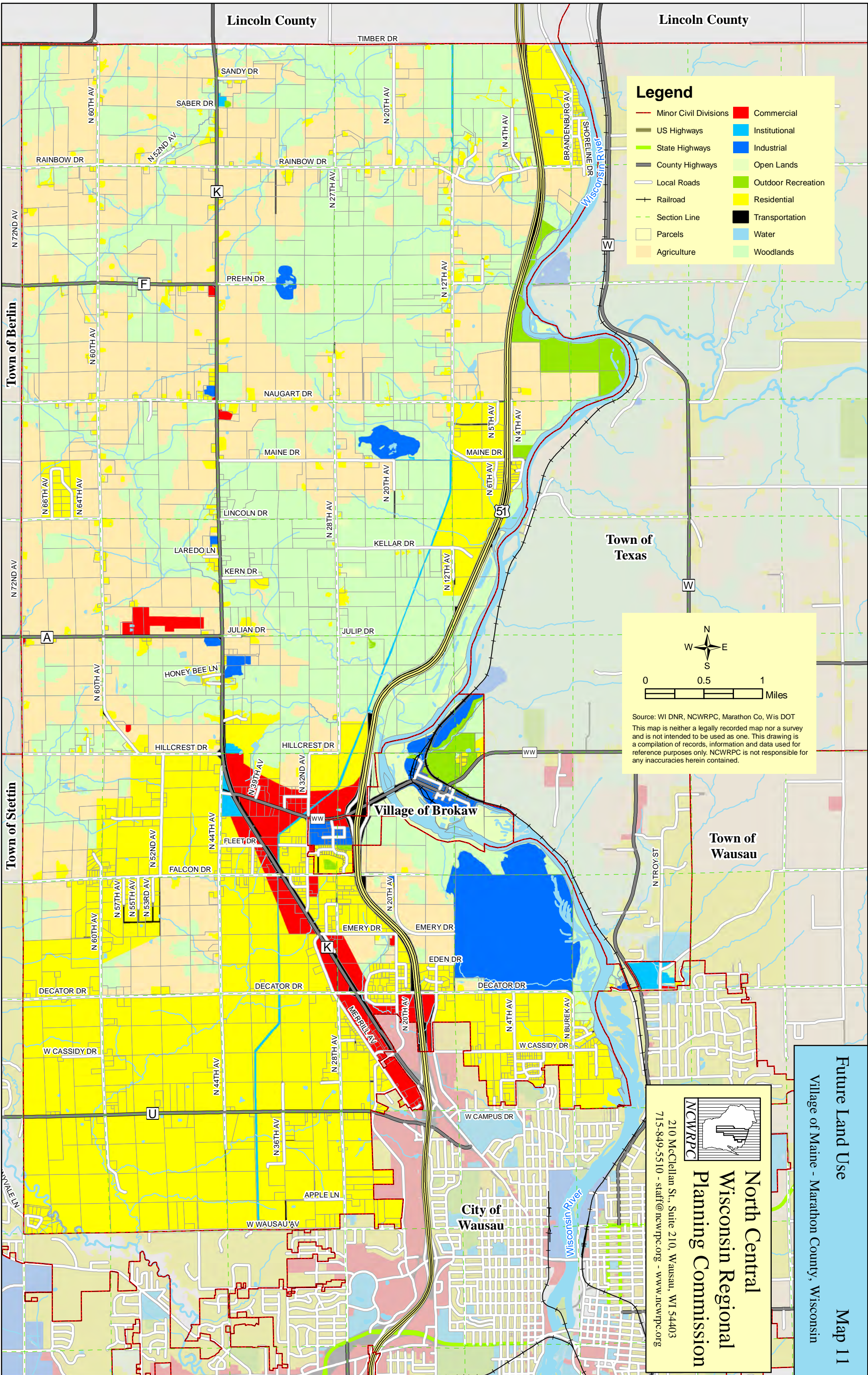
Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Existing Generalized Land Use **Map 10**

Village of Maine - Marathon County, Wisconsin

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Legend

Minor Civil Divisions	Commercial
US Highways	Institutional
State Highways	Industrial
County Highways	Open Lands
Local Roads	Outdoor Recreation
Railroad	Residential
Section Line	Transportation
Parcels	Water
Agriculture	Woodlands

0 0.5 1 Miles

Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Chapter Eight

Intergovernmental Cooperation

This section describes existing mechanisms that Maine and Brokaw use or wish to use to coordinate with other units of government, including the City of Wausau, Marathon County, the Wausau School District, State and Federal agencies and neighboring townships (Texas, Stettin, Berlin and Scott). The purpose of this analysis is to identify existing and planned cooperative practices, and inventory major issues and challenges regarding intergovernmental cooperation, including opportunities to reduce or eliminate duplicative or inefficient services.

- *Incompatible goals, policies, and development resulting from lack of intergovernmental cooperation*
- *Unsafe neighborhoods resulting from past annexations, placing our families and children in residential areas at risk*
- *Opportunities and authority for joint planning and joint decision-making under Section 66.1001(2)(g)*

Mechanisms for cooperation and coordination are found in Wisconsin State statutes, including Section 66.1001(2)(g). These can occur between the Villages and other local regional, State or Federal entities.

Much of this chapter reflects major points from the “Village of Brokaw, Town of Texas and Village of Maine Cooperative Plan and Permanent Boundary Agreement”

Local Cooperation

Shared Services & Facilities

Fire & Emergency Response

The Village of Maine provides fire and EMS service to Maine, Brokaw and the Towns of Berlin and Stettin. Ambulance services are provided by the City of Wausau.

Municipal Water & Sewer

Per the Cooperative Plan, Maine is exploring the possibility of providing water services to Brokaw through an alternative source. The Cooperative Plan

from 2016, further illustrated in Map Twelve: Future Municipal Boundaries.

Economic Adjustment Strategy, 2019

As part of the Economic Adjustment Strategy between the Town of Texas, Village of Maine and former Village of Brokaw, the Town of Texas and Village of Maine worked together with numerous agencies such as NCWRPC, Marathon County, the U.S. Economic Development Administration, McDEVCO, Centergy, the Wausau Region Chamber of Commerce, the Wisconsin Economic Development Corporation, and many others in an effort to implement the goals and strategies outlined in the Economic Adjustment Strategy Plan.

Implementation of this strategy plan will require coordination between Texas, Maine, and various agencies. Coordination efforts could include working together to: attract new businesses; create new or enhance existing marketing efforts for the area; develop new, expand existing, or improve existing business parks; identify & secure funding opportunities, to update land use controls and measures to ensure compatibility within the area, and other initiatives that will require coordination between the two municipalities and an outside agency.

states that Maine will be responsible for providing for extension of water and sewer services to new customers in the Town of Texas, though the Town shall be responsible for the costs and obtaining appropriate easements.

City of Wausau

The City of Wausau currently aids the Village of Brokaw in continuing to operate its water utility. Wausau will not provide water back-up supply per approved plans with the Wisconsin DNR.

Towns of Berlin, Scott and Stettin

The Towns of Stettin, Berlin and Scott¹ receive minor road maintenance and snowplowing services from the Village of Maine.

Town of Texas

The Village of Maine and the Town of Texas have shared the financial burden that comes with aiding the Village of Brokaw which allowed the continued essential operations after the dissolution of Brokaw into the Village of Maine. The Cooperative Plan establishes long-term, permanent boundaries through an attachment in the southwestern quadrant of Texas along the Wisconsin River.² As eventual dissolution occurs, Maine may provide additional services to these areas besides fire, EMS and snowplowing, all of which are currently performed by Texas. Maine has already attached a small strip of the Town of Texas that buffers the Town of Texas and City of Wausau.

Maine will also provide water and sewer service extensions to Texas upon request from the Texas Town Board, though Texas will be responsible for all direct and indirect (i.e., easements) installation costs.

Wausau School District

Maine and Brokaw are served by the Wausau School District. Maine Elementary School is located at CTH K and N 44th Avenue near Brokaw's western border.

Marathon County

The Marathon County Sheriff's Department provides law enforcement services to Maine and Brokaw. The county also provides other services such as access permits, oversight and maintenance of county highways, private sewage system permitting oversight and 911 dispatch service. Per the cooperative plan, Maine may work with the Marathon County Highway Department for highway repair and snow removal in Brokaw.

The Village of Maine should collaborate with the Marathon County Parks, Recreation, and Forestry

¹ The Town of Scott is located north of Maine in Lincoln County

² Per the terms of the Cooperative Plan, these portions of the Town of Texas are set to attach to the Village of Maine by 2091.

Department when planning for new outdoor recreation projects within the Village of Maine.

North Central Wisconsin Regional Planning Commission (NCWRPC)

The NCWRPC was formed under section 60.0309 as a voluntary association of governments servicing a ten-county area, including Marathon County and all of its local government units.

NCWRPC provides both regional and local planning assistance. Typical functions of the Regional Planning Commission include land use, transportation, economic development, intergovernmental and geographic information systems (GIS) planning and services.

Wausau Metropolitan Planning Organization (Wausau MPO)

The Wausau MPO manages state and federal funding for transportation systems in the urban area, which covers Brokaw and much of Maine, as illustrated in **Map x: Transportation**.

State & Federal Agencies

Maine and Brokaw have worked directly with State agencies in recent years with great frequency. For example, Maine and Brokaw worked with the Wisconsin DOA to draft a cooperative plan and permanent boundary agreement in 2016. Maine and Brokaw have also historically been in contact with WisDOT due to the presence of USH 51.

Most recently, the Village of Maine has worked with the Wisconsin DNR in regards to environmental cleanup as further illustrated in **Chapter Two: Natural, Cultural & Agricultural Resources**. The Village highly anticipates cooperative action on these issues in the near future.

Due to the unique character of the fiduciary, economic and civic issues brought by the closure of the paper mill, the Villages have received particular attention from federal agencies and the Wisconsin State Legislature. For example, the USDA awarded Maine about \$4 million in loans and grants to renovate the Brokaw water utility in 2017. Additionally, Maine was allocated \$583,000 per year for the next five in State assistance in

the latest Wisconsin budget to offset liabilities that will occur upon Brokaw's dissolution.

Intergovernmental Cooperation Programs

UW-Extension Local Government Center

The Local Government Center provides guidance, research and coordination for UW-Extension Programs to support local governments such as workshops and resources on topics such as community planning, government finance, business improvement districts, disaster management and much more. The Center supports programming for the Marathon County-based facility, located in Wausau.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities, a non-profit organization founded in 1898, exists to legal and informational resources for Wisconsin's cities and villages.

Wisconsin DOA, Division of Intergovernmental Relations (DIR)

The Wisconsin DOA's DIR supports municipalities in services such as plat review, municipal boundary review, land use and comprehensive planning and land information and records modernization. The Wisconsin DOA's northern office is based in Pittsville.

North Central Wisconsin Regional Planning Commission (NCWRPC)

The Village of Maine is a member of the NCWRPC through Marathon County's participation. NCWRPC provides assistance to its members through a wide variety of services including zoning assistance, mapping and GIS, transportation and hazard mitigation plans, farmland preservation plans, economic development strategies and grant assistance and more.

Issues

Provision of Water and Sewer Services

The Village of Maine has assumed ownership and responsibility of the Brokaw Water Utility. The Village of Maine should continue closer cooperation with the City of Wausau and relevant State agencies to determine the most appropriate cooperative practices to provide quality water and sewer services to Maine and Brokaw residents.

Continued Implementation of the Cooperative Plan

The Village of Maine should maintain working relationships with the Town of Texas, City of Wausau and Marathon County to assume the responsibilities illustrated in the Cooperative Plan while maintaining effective municipal services to Maine and Brokaw residents.

Goals, Objectives & Policies

Goal 1: Maintain and expand communication with surrounding governments.

Objectives

- *Objective 1: Sustain long-term working relationships with the Village's neighboring municipalities and other government partners.*

Policies

- *Maintain regular communication with Maine's neighbors – particularly the Town of Texas and City of Wausau – regarding future planning and implementation of the Cooperative Plan.*

Strategies & Actions

- Work with the City of Wausau to provide varied infrastructure services to the Village.
- Analyze new developments for their impact of service provision and infrastructure development.
- Maintain consistent dialogue and partnership with the Town of Texas regarding conditions and implementation of the Cooperative Plan.

Goal 2: Provide cost-efficient and effective services to residents

Objectives

- *Objective 1:* Regularly review and maintain road maintenance agreements with neighboring communities.

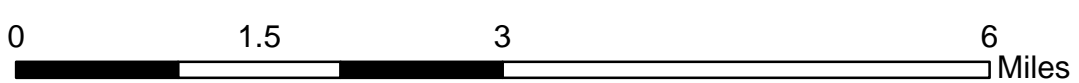
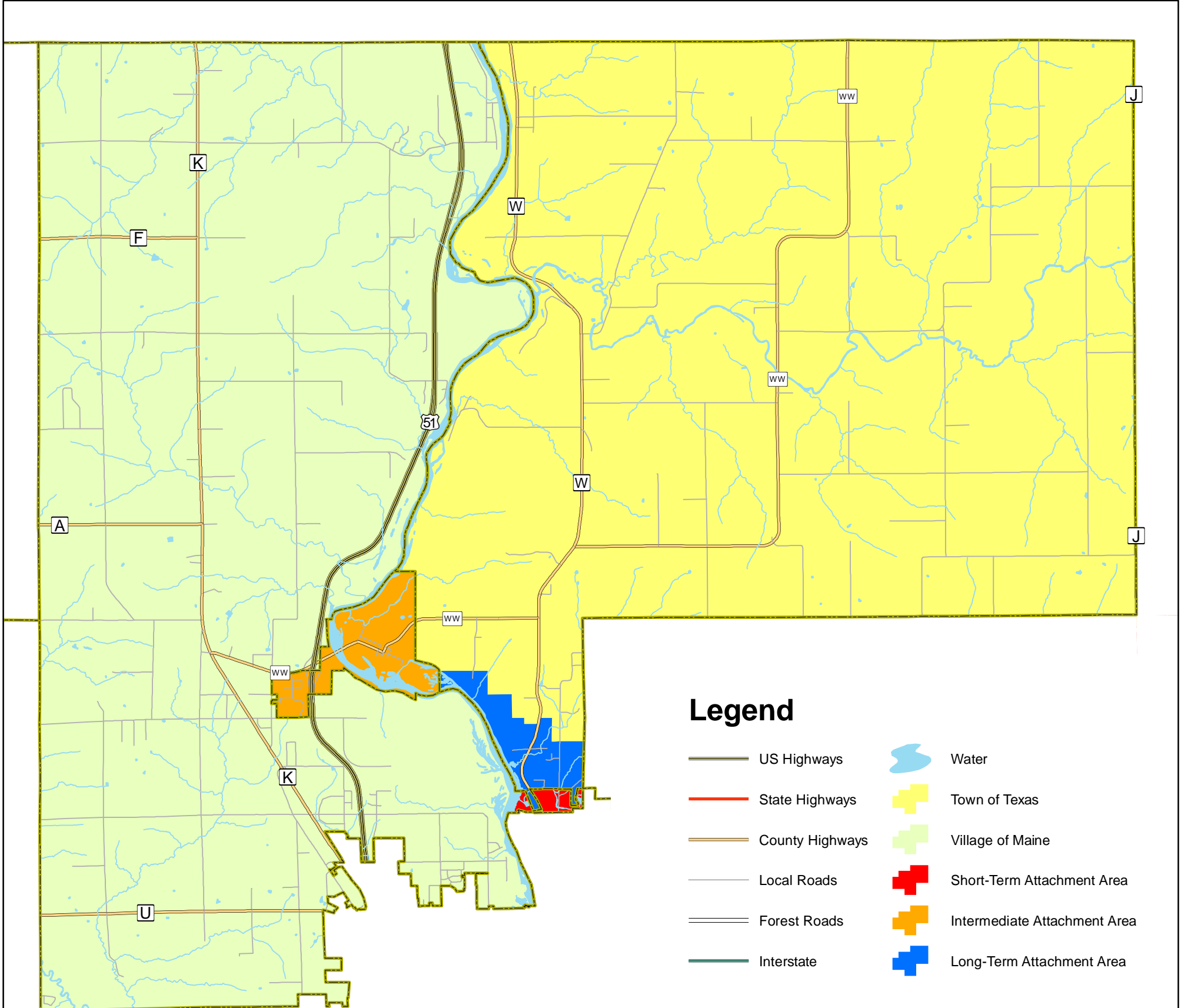
- *Objective 2:* Explore and utilize the potential to share government services with neighboring municipalities.

Policies

- Provide high-quality, cost-effective public services to Maine's residents and landowners.

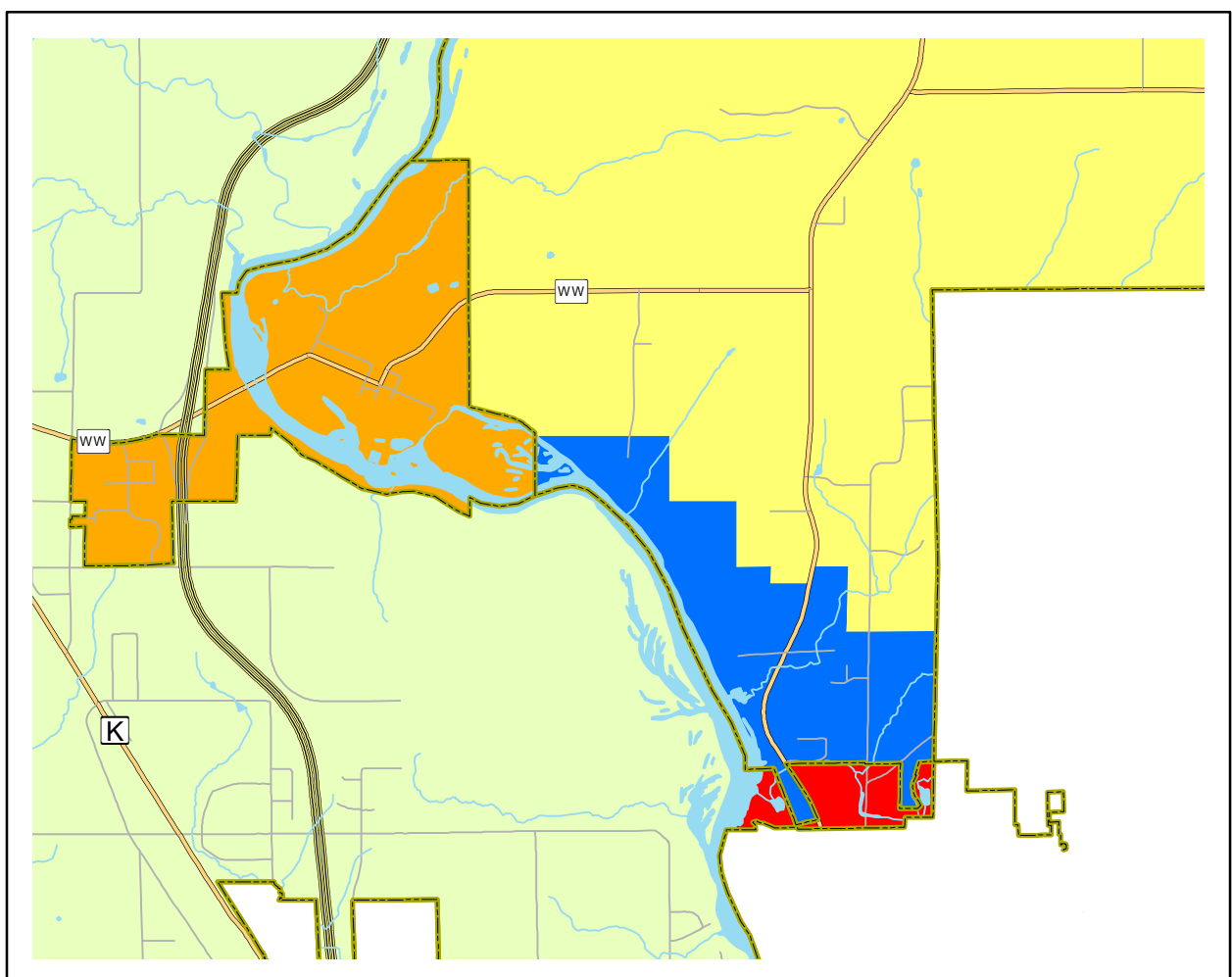
Strategies & Actions

- Establish regular meetings with surrounding municipalities to review shared service agreements.



Source: WI DNR, NCWRPC, Marathon Co, Wis DOT
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Close-up of Attachment Areas



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 Planning Commission

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Chapter Nine

Implementation

The primary reason a community prepares a comprehensive plan is to establish a framework to guide and influence decisions regarding management of growth and regulation of development, to protect and maintain the health, safety and welfare of the community, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- *The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.*
- *The development of programs and support systems that further the goals and objectives set forth in this plan.*
- *The implementation of specific community improvements as identified in this comprehensive plan.*
- *The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.*

Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan are critical. The most common implementation tools are the village official controls or regulatory codes. In particular, the zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

State planning law requires that certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. The Village Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to existing ordinances).

[Zoning Ordinance & Map](#)

Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity

of development, and the height and bulk of buildings and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by separating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's health, safety or welfare, including both the natural and built environments. The zoning ordinance also controls the scale and form of development, which heavily influences how people will interact with their environment and their neighbors.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use is also discussed in the land use section.

Subdivision (Land Division) Ordinance

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

Capital Improvement Plan (CIP)

The Capital Improvement Plan is an ongoing financial planning program that allows local governments to plan ahead for capital expenditures and minimize unplanned expenses. A CIP consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs and identifies financing methods and sources.

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one additional year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meeting the community's changing needs and circumstances.

The preparation of a CIP is typically a joint responsibility between the Village Board, Plan Commission, staff and any citizen commissions. The preparation of a CIP may vary between communities depending on local preferences, the local form of government and available staff. The proposed CIP

should be reviewed in light of the priorities outlined in the comprehensive plan.

Brownfield Redevelopment

Pursuing funding from state agencies for redevelopment of contaminated sites can reduce the uncertainty that otherwise prevents contaminated properties from being redeveloped. Action by the Village to evaluate contaminants or begin remediating the property is often necessary before the private sector is willing to invest in redevelopment. While this may require some upfront investment from the community, property values around the redeveloped properties often increase, and it reduces the conversion of land from agriculture and woodland uses and improves the cost efficiency of public infrastructure, thereby reducing the tax rate on property owners.

Annual Operating Budget

The Village prepared a budget each year and it is one of the most important policy documents prepared. It is a statement of the prioritization and allocation of financial resources to achieve certain objectives over a specific time period. The budget is based on the needs of Village residents and priorities set by the Village Board.

Purchase of Development Rights & Transfer of Development Rights

Purchase of Development Rights (PDR) programs provide a method of financially compensating willing landowners for not developing their land. When buying development rights, the community obtains a legal easement, sometimes referred to as a conservation easement, that restricts development on the land. The landowner, however still owns the land and can use or sell it for purposes specified in the easement, such as farming, timber production, or hunting. PDR programs are flexible, and program administrators can customize PDRs to meet the objectives of both landowners and communities. For example, an easement designed to preserve agricultural resources might allow the landowner to build an additional home or two as long as their placement does not limit the property's long-term agricultural potential.

Transfer of development rights programs (TDRs) enable landowners within valuable agricultural, natural and cultural resource areas to be financially compensated for choosing not to develop some or all of their lands. These landowners are given the option under municipal zoning to legally sever the “development rights” from their land and sell these rights to another landowner or a real estate developer for use at another location. The land from which the development rights have been purchased is permanently protected through a conservation easement or other appropriate form of

restrictive covenant, and the development value of the land where the transferred development rights are applied is enhanced by allowing for new or special uses, greater density or intensity, or other regulatory flexibility that zoning without the TDR option would not have permitted.

Both PDR and TDR programs have been practiced on occasion in Wisconsin, most often in rural townships or incorporated municipalities on an urban fringe with a significant amount of valuable natural or agricultural land.

Plan Adoption, Amendments & Update

While this comprehensive plan provides a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, particularly the future land use map, should be reviewed annually to ensure they remain current.

Plan Adoption

The first step in implementing this plan is the adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Village Board who must adopt the plan by ordinance (or majority vote). A public hearing is required to allow public comment on the ordinance prior to the Board’s final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community’s land use policy and goals and objectives regarding coordination of growth and development.

Plan Amendments

The Maine Comprehensive Plan may be amended at any time by the Village Board following the same process described above for initial plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided to preserve this plan’s integrity.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Village Board. The public should be notified of proposed plan changes and allowed an opportunity for review and comment. For major amendments, the Village might consider soliciting public opinion, through surveys and/or community meeting prior to the official public hearing.

Plan Updates

According to the Wisconsin Comprehensive Planning Law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of

the community's goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

Plan Amendment & Update Criteria

- *The change is consistent with the overall goals and objectives of the Maine Comprehensive Plan.*
- *The change does not create an adverse impact on public facilities and services that cannot be mitigated.*
- *Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.*
- *The change allows a more viable transition to the planned uses on adjacent properties than the current land use.*
- *The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.*
- *There is a change in Village actions or neighborhood characteristics that would justify a change.*
- *There is a community or regional need identified in the Comprehensive Plan for the proposed land use or service.*
- *The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.*

- *The change corrects an error made in the original plan.*

Plan Monitoring & Evaluation

The adopted plan should be used as a tool by Maine when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations, incentives, and other actions should be consistent with the goals, objectives, policies and recommendations outlined in this plan.

Although this plan describes policies and actions for future implementation, it is impossible to predict the exact future conditions of Maine. As such, the goals, objectives, and actions in this plan should be monitored on a regular basis to maintain concurrence with changing conditions and respond to unanticipated events.

This plan should also be evaluated at least every five years (by 2023), and updated at least every ten years (by 2028). Members of the Village Board, Plan Commission and any other local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then, the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include and updated timetable of actions to clarify priorities.

Consistency among Plan Chapters

The State of Wisconsin planning legislation requires that the implementation chapter describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since Maine completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine planning elements. Where deemed appropriate, goals, objectives and actions have been repeated under all applicable elements to ensure they do not get “lost.”

This comprehensive plan also references previous and concurrent related planning efforts (e.g., Groundwater Study, Marathon County Farmland Preservation Plan, etc.) to ensure they are considered in planning decisions in conjunction with the recommendations of this plan. Summary descriptions of recent and concurrent planning efforts are provided throughout this plan. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans.

Plan Implementation Strategy

Table 9.1 provides a list of the major actions listed in each previous chapter to complete in order to fulfill the goals and objectives within this plan. The table includes short-, mid-, and long-term prioritization of the actions described in each of the plan elements to assist the local government in prioritizing the implementation of the plan. This table is not intended to be a rigid, binding action plan, but a guide to assist with implementation. As the plan is implemented, better courses of action may become apparent.

Table 9.1 is intended to be used by local officials in setting priorities for capital budgeting and project assignment. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Maine, committees and other local, County and State agencies.

Priority ranking is defined as follows:

- **Immediate:** *As soon as possible*
- **Short-term:** *One to Four Years*
- **Mid-term:** *Five to Nine Years*
- **Long-term:** *Ten or more years*
- **Ongoing:** *Activities to continue indefinitely.*

Responsible parties to Comprehensive Plan implementation are as follows:

- **Maine Village Board**
- **Maine Plan Commission**
- **Maine Fire & EMS**
- **Other:** *Other responsible parties include Marathon County, other municipalities and various state agencies.*

Table 9.1: Village of Maine Plan Implementation Strategy, 2018 – 2028

Natural, Agricultural & Cultural Resources

<p>Ensure development is done in a manner that does not negatively impact Maine’s environmental resources or natural character.</p>	<p>Work with governmental agencies and professional experts to identify sensitive natural resources, particularly woodlands and waterways</p>	<p>Long-Term</p>	<p>Maine Village Board</p>
	<p>Encourage the preservation of open space and wildlife corridors in new developments through the use of incentives and flexible regulations, such as cluster development and conservation easements.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Direct growth and development away from environmentally sensitive areas such as wetlands, shorelines, floodplains, forests, and steep slopes in order to protect the benefits they provide.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Maintain and protect the Wisconsin River corridor and its associated wildlife and plant communities.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Identify and encourage preservation of open spaces, wetlands, and woodlands.</p>	<p>Mid-Term</p>	<p>Maine Plan Commission</p>
<p>Ensure municipal utilities and services will not be extended into farmland or other natural areas unless a plan for their immediate use is in place</p>	<p>Encourage proposed developments to protect the natural resources of a site by preserving existing vegetation and providing additional landscaping.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Minimize intensive development in areas that could affect water quality and habitat of rivers and wetlands, steep slopes, and woodlands in Maine.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Continue work with the DNR and Marathon County to ensure appropriate preservation of wetlands and shorelines.</p>	<p>Ongoing</p>	<p>Maine Village Board Maine Plan Commission Marathon County Wisconsin DNR</p>
<p>Enhance the quality of Maine’s water resources</p>	<p>Amend the zoning and land division ordinance as necessary to incorporate best management practices to ensure new developments provide for adequate surface water management erosion control.</p>	<p>Ongoing</p>	<p>Maine Village Board Maine Plan Commission</p>
	<p>Report instances of possible groundwater contamination to the DNR</p>	<p>Ongoing</p>	<p>Maine Village Board Wisconsin DNR</p>
<p>Support efforts to clean up and reuse “Brownfield” sites</p>	<p>Work with the DNR to take necessary steps to remediate the sludge pit sites in Brokaw</p>	<p>Short-Term</p>	<p>Maine Village Board Wisconsin DNR</p>

Support the preservation of historically significant buildings and sites.	Work with the Marathon County Historical Society to identify historic resources so they may be considered in future planning.	Long-Term	Maine Village Board
	Ensure that any known cemeteries, human burials, or archaeological sites are protected from encroachment by roads or any development activities.	Ongoing	Maine Plan Commission
	Promote Brokaw's history to help maintain a sense of identity and continuity.	Long-Term	Maine Village Board
	Identify and preserve visual resources throughout Maine, including scenic vistas.	Mid-Term	Maine Plan Commission
Support active farming and discourage fragmentation of farmland or other actions that would negatively impact the Village's agricultural base.	Encourage use of agricultural best management practices to reduce soil erosion, decrease sedimentation into surface waters, and increase proper nutrient crediting to protect soil quality.	Ongoing	Maine Plan Commission
	Adopt appropriate controls for protection of prime agricultural land.	Mid-Term	Maine Village Board Maine Plan Commission
	Participate in regional programs through agencies such as Marathon County and the UW-Extension to promote the preservation of prime agricultural land and assist farmers in sustaining economically viable farms.	Long-Term	Maine Village Board Maine Plan Commission
	Work with UW-Extension, Marathon County, and the NRCS to implement and monitor farmland conservation practices.	Ongoing	Maine Plan Commission
Recognize the importance of woodland resources on the Village's environmental and aesthetic quality, and place a high value on preservation of these resources.	Encourage use of the MFL to prevent fragmentation of large sections of woodlands and to encourage good forest practices.	Ongoing	Maine Plan Commission
	Identify and formally designate (including on the zoning map) areas to include in the Woodlands Conservation overlay zoning district.	Mid-Term	Maine Village Board Maine Plan Commission
	Continue to serve as the liaison between private property owners in the Village and the County, Wisconsin DNR and others regarding the MFL and other programs aimed at protection and preserving woodlands.	Ongoing	Maine Plan Commission

Housing

<p>Ensure that new residential development is well planned and does not detract from the rural character of the community.</p>	<p>Consider appropriate lot sizes for new residential development in areas of active farming to minimize fragmentation of farmland.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Utilize and update conservation subdivision ordinances as appropriate to permit development while preserving open spaces and rural character.</p>	<p>Mid-Term</p>	<p>Maine Village Board Maine Plan Commission</p>
	<p>Direct new residential subdivisions to areas contiguous with existing developed areas by zoning such areas to allow cluster and other residential subdivisions.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
	<p>Routinely review the zoning map to ensure adequate land is provided in appropriate zoning districts to accommodate residential growth.</p>	<p>Ongoing</p>	<p>Maine Village Board Maine Plan Commission</p>
	<p>Support larger lot sizes in areas with significant amounts of prime farmland and/or existing active farms.</p>	<p>Ongoing</p>	<p>Maine Plan Commission</p>
<p>Provide access to information regarding housing options and programs to Village residents.</p>	<p>Ensure quality housing at various levels of affordability in Maine.</p>	<p>Ongoing</p>	<p>Maine Village Board Maine Plan Commission</p>
	<p>Work with Marathon County to provide information to residents regarding housing agencies and programs that service special housing needs.</p>	<p>Mid-Term</p>	<p>Maine Village Board <i>Marathon County</i></p>
<p>Protect and maintain private property values</p>	<p>Educate property owners about the importance of property maintenance.</p>	<p>Ongoing</p>	<p>Maine Village Board</p>
	<p>Explore opportunities to identify and maintain, or rehabilitate, homes of local historic significance that will encourage their continued existence.</p>	<p>Mid-Term</p>	<p>Maine Village Board Maine Plan Commission</p>
	<p>Support educational efforts regarding unsafe or unsanitary housing conditions (i.e. lead pain, radon, missing smoke detectors, etc.)</p>	<p>Ongoing</p>	<p>Maine Village Board</p>
	<p>Prepare and distribute information on property maintenance codes to Village residents.</p>	<p>Long-Term</p>	<p>Maine Village Board</p>

Utilities, Parks & Community Facilities

Protect Maine's drinking water supply	Discourage concentrated development in areas with limited water availability.	Ongoing	Maine Plan Commission
	Identify and plan for areas that may have public water systems in the future.	Immediate	Maine Plan Commission <i>Marathon County</i> <i>Wisconsin DNR</i> <i>City of Wausau</i>
	Work with the Town of Texas to explore opportunities for orderly extensions of water and sewer services as a shared, public service.	Immediate	Maine Village Board <i>Marathon County</i> <i>Wisconsin DNR</i> <i>Town of Texas</i>
	Actively pursue funding for the replacement of outdated or failing water lines	Immediate	Maine Village Board
Minimize environmental impacts related to sanitary waste disposal	Coordinate with Marathon County to assist residents that have failing septic systems.	Ongoing	Maine Village Board <i>Marathon County</i>
	Revise cluster subdivision requirements, if needed, to require use of common sanitary waste disposal systems.	Short-Term	Maine Village Board
	Work with Marathon County, the Town of Texas and the Wisconsin DNR to provide for long-term sanitary sewer services.	Immediate	Maine Village Board <i>Marathon County</i> <i>Wisconsin DNR</i> <i>Town of Texas</i>
	Actively pursue funding for the replacement of outdated or failing sewer transmission lines.	Immediate	Maine Village Board
	Actively pursue a facility assessment and funding for wastewater treatment plan and infrastructure improvements.	Immediate	Maine Village Board
Recognize the importance of the Village Hall as a community gathering place and as the center of Village government.	Identify necessary repairs and allocate funds – as necessary – to maintain and/or improve the Village Hall on a regular basis.	Ongoing	Maine Village Board
Support the continued provision of cost-effective community services.	Continue to perform annual budget allocations to fund public services.	Ongoing	Maine Village Board
	Pursue and identify funding mechanisms to appropriately expand Maine's fire station and public works facilities to continue providing effective public safety services.	Short-Term	Maine Village Board Village of Maine Fire & EMS
	Consider the fiscal impact of new development as part of the development review process	Mid-Term	Maine Village Board

Provide a high level of emergency services in a cost-effective manner.	Consider a regular review of emergency response times	Mid-Term	Maine Village Board Village of Maine Fire & EMS
Continue providing a well-trained, well-equipped and well-staffed volunteer fire department.	Work with First Responders and local insurance agencies to explore opportunities to improve coordination and communication in response to service to freeway motorists.	Ongoing	Maine Village Board Village of Maine Fire & EMS
Provide park, trail, and Wisconsin River Access facilities to meet the needs of current and future Village residents.	Periodically review and update requirements (as appropriate) for dedication of land or cash for parks, recreation and open space purposes in conjunction with all new subdivision requests.	Ongoing	Maine Village Board Maine Plan Commission <i>Marathon County</i>
	Work with Marathon County and surrounding municipalities (as appropriate) to identify and map potential trail routes in and to the Village.	Long-Term	Village of Maine Maine Plan Commission <i>Marathon County City of Wausau Town of Texas</i>

Transportation

Place a high priority on maintaining safe roadways in Maine.	Work with Marathon County to mitigate potentially dangerous intersections (CTHs A and K, CTH K and Rainbow Drive)	Mid-Term	Maine Village Board <i>Marathon County</i>
	Continue cooperation with the Marathon County Sheriff's Department to enforce Village speed limits.	Ongoing	Maine Village Board <i>Marathon County</i>
	Work in partnership with Marathon County to plan for design improvements for unsafe intersections, particularly as regards the intersection of CTHs K and WW.	Mid-Term	Maine Village Board <i>Marathon County</i>
	Work with Marathon County and the Wausau MPO to improve the Wisconsin River crossing for all transportation users during the CTH WW redeck.	Short-Term	Maine Village Board <i>Marathon County</i>
Ensure that roads within the Village are well-maintained and designed to accommodate current and anticipated traffic volumes.	Identify roads that receive significant volumes of heavy equipment and truck traffic and prioritize maintenance needs.	Short-Term	Maine Village Board
	Consider guidelines that encourage developers to partially finance infrastructure improvements necessary for new development.	Long-Term	Maine Plan Commission
Minimize impacts of new development on existing development and infrastructure	Discourage lining of Village roads with individual driveways.	Mid-Term	Maine Village Board Maine Plan Commission
	Routinely review and revise (as necessary) road design and access standards in the Village's subdivision ordinance.	Ongoing	Maine Plan Commission

	Coordinate review of major developments/subdivisions with Marathon County and Wausau to ensure local, City and County traffic concerns are adequately addressed.	Ongoing	Maine Village Board Maine Plan Commission <i>Marathon County City of Wausau</i>
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Economic Development

Encourage high quality development to enhance the tax base.	Consider fiscal impact of new development as part of the development review process.	Immediate	Maine Village Board Maine Plan Commission
Recognize the importance of farming to Maine's livelihood and heritage, and strive to protect prime farmland and active farm areas.	Continue to zone areas with prime farmland and active farms accordingly to restrict non-farm uses.	Ongoing	Maine Village Board Maine Plan Commission
	Consider requiring larger lot sizes or establishing a sliding-scale density provision to minimize non-farm uses in areas with significant amounts of prime farmland and/or existing active farms.	Mid-Term	Maine Village Board Maine Plan Commission
Support new commercial development in locations with adequate access and minimal negative impacts on surrounding land uses.	Continue to zone and identify areas where new commercial and industrial development should be directed. These areas should have good access and property configurations conducive to commercial and industrial development while still preserving the rural and agricultural nature of the Village.	Ongoing	Maine Village Board Maine Plan Commission
	Work with Marathon County and WisDOT to review potential commercial and industrial development proposals to ensure adequate road access is available or to identify steps to make necessary improvements.	Ongoing	Maine Village Board <i>Marathon County WisDOT</i>
	Focus on CTHs K and WW as primary development corridors	Ongoing	Maine Plan Commission
Maintain a diverse economic base in the Village of Maine.	Periodically review and update standards for home occupations.	Ongoing	Maine Village Board
	Routinely review the zoning map to ensure adequate land is provided in appropriate zoning districts to accommodate non-residential growth.	Ongoing	Maine Village Board Maine Plan Commission
	Prepare an economic development adjustment strategy beginning in 2018	Immediate	Maine Village Board

Land Use

Encourage residential growth adjacent to existing developed parcels.	Use the Comprehensive Plan and Future Land Use Map when reviewing new development applications.	Ongoing	Maine Village Board Maine Plan Commission
Encourage development in areas that can be most readily accessed by local roads and utilities.	Consider development of a planned unit development ordinance.	Ongoing	Maine Plan Commission
	Maintain dialogue with neighboring municipalities – particularly the Town of Texas – regarding land use decisions.	Ongoing	Maine Village Board
Encourage use of policies and tools to responsibly manage new growth.	Comprehensively Review Village Ordinances.	Ongoing	Maine Village Board Maine Plan Commission
	Periodically evaluate the future land use map to ensure it reflects the needs and desires of the Village.	Ongoing	Maine Village Board Maine Plan Commission
Enforce and update zoning code and ordinances to achieve land use goals, objective and policies as stipulated in this Comprehensive Plan	Include guidelines within the zoning code to seamlessly complement and coordinate with this Comprehensive Plan.	Short-Term	Maine Village Board Maine Plan Commission
	Upon attachment of Brokaw, comprehensively rewrite or update the Maine zoning code to reflect the attachment.	Short-Term	Maine Plan Commission
Review zoning code for the foreseeable future on a periodic basis	Guide higher density developments towards those areas most appropriate.	Ongoing	Maine Plan Commission
Direct future commercial and industrial development along the CTH K and WW corridors	Utilize the Economic Development Adjustment Strategy in guiding growth in Brokaw and along the CTH K and WW corridors	Immediate	Maine Village Board Maine Plan Commission
Encourage future development adjacent to existing developments whenever possible to prevent farmland fragmentation.	Review and update ordinances to direct commercial and industrial corridors to appropriate areas.	Short-Term	Maine Village Board Maine Plan Commission
Encourage preservation of prime farmland	Consider other voluntary programs such as Transfer of Developments and Purchase of Development rights to protect natural and agricultural resources in Maine.	Long-Term	Maine Plan Commission
Mitigate conflict areas that occur between residential and agricultural uses.	Encourage communication between agricultural operators and their neighbors in Maine.	Ongoing	Maine Plan Commission

Discourage development around sensitive natural resources areas.	Support resident participation in programs like the Conservation Reserve Program that maintain cropland and prime farm soils.	Ongoing	Maine Plan Commission
Recognize Maine’s rural and agricultural character as an asset.	Work with partners such as the UW-Extension to raise awareness of the role of active agriculture in preserving the rural landscape.	Long-Term	Maine Village Board Maine Plan Commission

Intergovernmental Cooperation

Maintain regular communication with Maine’s neighbors – particularly the Town of Texas and City of Wausau – regarding future planning and implementation of the Cooperative Plan.	Work with the City of Wausau to provide varied infrastructure services to the Village.	Mid-Term	Maine Village Board <i>City of Wausau</i>
	Analyze new developments for their impact of service provision and infrastructure development.	Ongoing	Maine Village Board Maine Plan Commission
	Maintain consistent dialogue and partnership with the Town of Texas regarding conditions and implementation of the Cooperative Plan.	Ongoing	Maine Village Board <i>Town of Texas</i>
Provide high-quality, cost-effective public services to Maine’s residents and landowners.	Establish regular meetings with surrounding municipalities to review shared service agreements.	Ongoing	Maine Village Board <i>Town of Texas City of Wausau</i>

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Appendix A

Public Participation Plans

RESOLUTION NO. 2018-02
VILLAGE OF MAINE, MARATHON COUNTY, WISCONSIN

A RESOLUTION FOR THE ADOPTION OF A PUBLIC PARTICIPATION PLAN

THE VILLAGE OF MAINE DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the Village of Maine is updating its Comprehensive Plan as outlined in Wisconsin Statutes; and

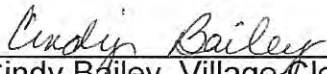
WHEREAS, public participation is critical for the development of a plan; and

WHEREAS, it is necessary for the Village Board to approve a process to involve the public in the planning effort; and

NOW, THEREFORE, BE IT RESOLVED, that the Village Board does approve and authorize the Public Participation Plan (PPP) as attached to this resolution.

The foregoing Resolution was duly adopted by the Village of Maine Board of Trustees by a vote of 4 in favor and 1 against, on this 12th day of February, 2018.

VILLAGE OF MAINE



Cindy Bailey, Village Clerk



Betty Heenisch, Village President

CERTIFICATION

The undersigned Clerk of the Village of Maine hereby certifies that the foregoing Resolution was passed by the Village of Maine at its meeting on the 12th day of February, 2018, and signed this 12th day of February, 2018.



Cindy Bailey, Village Clerk (SEAL)

Village of Maine Public Participation Plan (PPP)

The Village of Maine recognizes the importance of public participation in the planning process. As such, a goal during the comprehensive planning process will be to inform and involve the public in the planning process.

I. Plan Development:

Throughout the plan process, the Village of Maine Plan Commission will provide oversight for the update of the Comprehensive Plan, with input from the Brokaw Plan Commission. The Plan Commission will also recommend adoption of the Public Participation Plan to the Village Board.

The Public Participation Plan will incorporate the following:

1. All meetings for the planning process will be posted and open to the public.
2. Plan related materials will be available at the Maine Municipal Center office for review by the public.
3. The draft plan and maps will be available on the Village of Maine's website www.villageofmaine.org for review by the public.
4. A public hearing will be held to solicit comment from the public.
5. The Comprehensive Plan will be distributed as outlined in the state statute.

The Plan Commission will review and recommend adoption of the Comprehensive Plan to the Village Board.

II. Implementation, Evaluation & Update:

The Comprehensive Plan will be used as a general guideline for development in the Villages of Brokaw and Maine. The plan will support the existing zoning and other regulations that the village(s) has in place.

As with all plans, it is critical for the Comprehensive Plan to be maintained and updated on a regular basis to keep it current as things change.

Any planning process is subject to change, and this public participation plan is no different. Over the planning period the process may vary from that presented.

Appendix B

Plan Commission Resolutions

**RESOLUTION NO. 2019-10
VILLAGE OF MAINE PLAN COMMISSION**

TO RECOMMEND ADOPTION OF COMPREHENSIVE PLAN

WHEREAS, the Plan Commission of the Village of Maine, Marathon County, Wisconsin, by this Resolution adopted on proper notice with a quorum, and by a vote of the majority of the Plan Commission members present and voting, resolves and recommends to the Village of Maine as follows:

All maps and other materials noted and attached as exhibits to the Comprehensive Plan are incorporated into and made a part of the Village of Maine Comprehensive Plan.

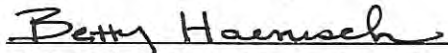
Pursuant to § 66.1001(4)(b), Wisconsin Stats., the Plan Commission recommends to the Village of Maine Board of Trustees, by Ordinance, to approve adoption of the attached Village of Maine Comprehensive Plan, after a public hearing scheduled for Wednesday, May 15, 2019.

The vote of the Plan Commission in regard to this Resolution shall be recorded by the Secretary of the Plan Commission in the official minutes of the Village of Maine Plan Commission.

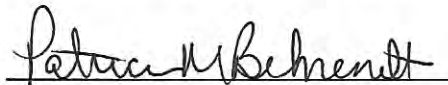
Moved by Plan Commission member, Steven Zahn, and seconded by Plan Commission member, Edward Bohte, that the foregoing Resolution is adopted by the Village of Maine Plan Commission by a vote of: 5 in favor and 0 against. Motion carried unanimously.

Dated this 15th day of April, 2019.

PLAN COMMISSION OF VILLAGE OF MAINE



Betty Hoenisch, Plan Commission Chair



Patricia Behrendt, Plan Commission Secretary

CERTIFICATION

The undersigned Clerk of the Village of Maine hereby certifies that the foregoing Resolution was passed by the Village of Maine Plan Commission at its meeting on the 15th day of April, 2019.

 (SEAL)
Cindy Bailey, Maine Village Clerk

THIS INSTRUMENT DRAFTED BY:
Randy L. Frokjer #1010644
Frokjer & Hersil, S.C.
200 N. Center Ave., Merrill, WI 54452
Ph. #715-536-4511

Appendix C

Village Board Ordinance

**ORDINANCE NO. OR2019-02
VILLAGE OF MAINE, MARATHON COUNTY, WISCONSIN**

ORDINANCE TO ADOPT THE VILLAGE OF MAINE COMPREHENSIVE PLAN

The Board of Trustees of the Village of Maine, Wisconsin, do ordain as follows:

SECTION I – TITLE/PURPOSE

The title of this Ordinance is the "Village of Maine Comprehensive Plan Ordinance". The purpose of this Ordinance is for the Village of Maine to lawfully adopt a Comprehensive Plan as required under s. 66.1001 (4) (c), Wis. stats.

SECTION II – AUTHORITY

The Board of Trustees of the Village of Maine has authority to appoint a Village Plan Commission under ss. 61.35 and 62.23 (1), Wis. stats., and under s. 66.1001 (4), Wis. stats., to adopt this Ordinance. The Comprehensive Plan of the Village of Maine must be in compliance with s. 66.1001 (4) (c), Wis. stats., in order for the Village of Maine Board of Trustees to adopt this Ordinance.

SECTION III – ADOPTION OF ORDINANCE RESOLUTION

The Board of Trustees of the Village of Maine, by this Ordinance, adopted on proper notice with a quorum and roll call vote by a majority of the Village Board present and voting, provides the authority for the Village of Maine to adopt its Comprehensive Plan under s. 66.1001 (4), Wis. stats., and provides the authority for the Village Board to order its publication.

SECTION IV – PUBLIC PARTICIPATION

The Board of Trustees of the Village of Maine has adopted written procedures designed to foster public participation in every stage of the preparation of a Comprehensive Plan as required by s. 66.1001 (4) (a), Wis. stats.

SECTION V – VILLAGE PLAN COMMISSION RECOMMENDATION

The Plan Commission of the Village of Maine, by a majority vote of the entire commission, recorded in its official minutes, has adopted a Resolution recommending to the Village Board the adoption of the Village of Maine Comprehensive Plan, which contains all of the elements specified in s. 66.1001 (2), Wis. stats.

SECTION VI – PUBLIC HEARING

The Village of Maine has held at least one public hearing on this Ordinance, with notice in compliance with the requirements of s. 66.1001 (4) (d), Wis. stats.

SECTION VII – ADOPTION OF VILLAGE COMPREHENSIVE PLAN

The Board of Trustees of the Village of Maine, by the enactment of this Ordinance, formally adopts the document entitled Village of Maine Comprehensive Plan Ordinance under pursuant to s. 66.1001 (4) (c), Wis. stats.

SECTION VIII – SEVERABILITY

If any provision of this Ordinance or its application to any person or circumstance is held invalid, the invalidity does not affect other provisions or applications of this Ordinance that can be given effect without the invalid provision of application, and to this end, the provisions of this Ordinance are severable.

SECTION IX – EFFECTIVE DATE

This Ordinance is effective on publication or posting.

The Village of Maine Clerk shall properly post or publish this Ordinance as required under s. 61.50, Wis. stats.

Moved by Trustee Schoepke and seconded by Trustee Schult, that the foregoing Ordinance is adopted by the Village of Maine Board of Trustees by a vote of 5 in favor and 0 against. Motion carried.

Dated this 15th day of May 2019.

VILLAGE OF MAINE

Betty Hoensch
Betty Hoensch, Maine Village President

Cindy Bailey
Cindy Bailey, Maine Village Clerk

CERTIFICATION

The undersigned Clerk of the Village of Maine hereby certifies that the foregoing Ordinance was adopted by the Village of Maine Board of Trustees at its meeting on the 15th day of May 2019.

Cindy Bailey (SEAL)
Cindy Bailey, Maine Village Clerk

Appendix D

Transportation Programs

Wisconsin Department of Transportation (WisDOT)

Highway Safety Improvements Program (HSIP)

HSIP is staffed by WisDOT and funds highway safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly. The overall objective of HSIP is to develop and implement, on a continual basis, stand-alone safety projects designed to reduce the number and severity of crashes on all streets and highways (state and local). The federal funding ration for HSIP funds is usually 90 percent, requiring a ten percent of state and/or local funds.

Local Roads Improvement Program (LRIP)

LRIP assists local governments in improving seriously deteriorating County highways, town roads, and municipal streets. LRIP is a reimbursement program, which pays up to 50 percent of total eligible costs with local governments providing the balance. Only work on existing county highways and village streets and roads under the authority of the local governmental unit are eligible for funding. Maintenance, new roads or improvements to alleys or parking are not reimbursable through the program. Eligible projects include reconstruction, pavement replacement, reconditioning, resurfacing, and rehabilitation or replacement of an existing bridge.

Surface Transportation Program-Rural (STP-R) & -Urban (STP-U)

- *STP-R: STP-R allocates federal funds to complete a variety of improvements to rural highways. The objective of the STP-R is to improve federal-aid-eligible highways outside of urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads classified as major collectors or higher.*
- *STP-U: STP-U allocated federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads functionally classified as collector or higher.*

State Infrastructure Bank Program (SIB)

In order to stretch limited funds, Congress authorized new uses of federal transportation funds. Funds were authorized to create state “banks” to complement traditional transportation grant programs and provide states with flexibility to offer many types of financial assistance. The SIB program, much like a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The SIB program offers the state the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays.

WisDOT applied for federal seed money to create a revolving loan program. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote and encourage economic development and/or promote transportation efficiency, safety and mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from funds remaining in the bank. SIBs can be used in conjunction with other programs to better facilitate the timing of economic development projects. SIB projects could include the following:

- *Improving an interchange for a new industrial park or commercial development*
- *Enhancing a road leading up to a contaminated (brownfields) property*
- *Provide better access to facilitate increased auto or truck traffic near commercial or industrial sites*
- *Repair or reconstruct a bridge linking downtown businesses with a major state highway(s)*
- *Provide signal lights, turn lanes and pedestrian walkways at a busy highway intersection*
- *Construct or widen a road linking an intermodal facility*
- *Widen a highway to improve safety and truck movements for a warehousing/distribution center*

- *Construct parking facilities, bicycle lanes and pedestrian walk-ways to better facilitate customer traffic on or near retail centers and tourist attractions*

Villages are eligible for SIB loans. Funds are available on a first-come, first-serve basis. To date, there have been eight SIB loans to local communities and a county government. This program is managed by the WisDOT Division of Transportation Investment Management.

Appendix E

Economic Development Programs

Local Programs

Marathon County Development Corporation (MCDEVCO)
Marathon County Development Corporation (MCDEVCO) is an economic development organization focused on growing business, building communities and improving the quality of life in Marathon County communities. It is funded by administrative fees from municipal, county and private revolving loan funds, and memberships. MCDEVCO also receives financial support from the Wausau Chamber of Commerce and Marathon County; MCDEVCO serves all businesses and

communities in the County and has identified the following priorities:

- *Sustain economic prosperity by helping existing businesses prosper and by attracting target industries.*
- *Build powerful regional partnerships.*
- *Foster a strong entrepreneurial climate that creates a competitive advantage.*
- *Provide infrastructure systems that stimulate quality economic growth.*

Regional Programs

North Central Wisconsin Development Corporation (NCWDC)
NCWDC, staffed by the North Central Wisconsin Regional Planning Commission, manages a revolving

loan fund designed to address a gap in private capital markets for long-term, fixed rate, low down payment, low interest financing. It is targeted at the timber and wood products industry, tourism and other manufacturing and service industries.

State Programs

Wisconsin Economic Development Corporation (WEDC)
WEDC is Wisconsin's primary department for the delivery of integrated services to businesses. Their purpose is to foster retention of and creation of new jobs and investment opportunities in Wisconsin, and to foster and promote economic business, export and community development.

Wisconsin Innovation Service Center (WISC)
This non-profit organization is located at the University of Wisconsin at Whitewater and specializes in new product and invention assessments and market expansion opportunities for innovative manufacturers, technology businesses and independent inventors.

Community Development Block Grants (CDBG)
The Wisconsin DOA provides federal CDBG funds to eligible municipalities for approved housing and/or public facility improvements and for economic development programs. Economic Development grants provide loans to businesses for such actions as acquisition of real estate, buildings or equipment; construction, expansion or remodeling; and working capital for inventory and direct labor.

Wisconsin Small Business Development Center (SBDC)
The University of Wisconsin SBDC is partially funded by the Small Business Administration and provides a variety of programs and training seminars to assist in the creation of small businesses in Wisconsin.

Transportation Economic Assistance (TEA)
This program, administered by the Wisconsin Department of Transportation, provides immediate assistance and funding for the cost of transportation

improvements necessary for major economic

development projects.

Federal Programs

Economic Development Administration (EDA)

EDA offers a public works grant program. These grants are administered through local units of government for the benefit of the local economy and, indirectly, private enterprise.

U.S. Department of Agricultural – Rural Development (USDA – RD)

The USDA-RD program is committed to helping improve the economy and quality of life in all of rural America. Financial programs include support for such essential public facilities and services as water and sewer systems, housing, health clinics, emergency service facilities and electric and telephone service.

USDA-RD promotes economic development by supporting loans to businesses through banks and community managed lending pools. The program also offers technical assistance and information to help agricultural and other cooperatives get started and improve the effectiveness of their member services.

Small Business Administration (SBA)

SBA provides business and industrial loan programs that will make or guarantee up to 90 percent of the principal and interest on loans made to companies, individuals or government entities for financing in rural areas. Wisconsin Business Development Finance Corporation acts as an agent for SBA programs that provide financing for fixed asset loans and for working capital.