



Village of Mount Horeb Comprehensive Plan



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TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION 5

A. PURPOSE OF THIS PLAN6

B. GENERAL REGIONAL CONTEXT6

C. SELECTION OF THE PLANNING AREA6

CHAPTER TWO: ISSUES AND OPPORTUNITIES 9

A. POPULATION TRENDS AND FORECASTS9

B. DEMOGRAPHIC TRENDS10

C. HOUSEHOLD TRENDS AND PROJECTIONS.....11

D. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS12

E. KEY PLANNING ISSUES AND OPPORTUNITIES.....15

F. OVERALL GOALS, OBJECTIVES, AND POLICIES24

CHAPTER THREE: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES 27

A. AGRICULTURAL RESOURCES27

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES.....27

C. NATURAL RESOURCE INVENTORY28

D. NATURAL RESOURCE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS35

E. CULTURAL RESOURCES INVENTORY40

F. CULTURAL RESOURCE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS.....42

CHAPTER FOUR: LAND USE 45

A. EXISTING LAND USE45

B. LAND SUPPLY AND DEMAND53

C. FUTURE LAND USE56

D. LAND USE GOALS, OBJECTIVES, AND POLICIES.....65

E. DETAILED LAND USE RECOMMENDATIONS66

CHAPTER FIVE: TRANSPORTATION..... 89

A. EXISTING TRANSPORTATION NETWORK89

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS.....91

C. TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS.....94

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES 103

A. EXISTING UTILITIES AND COMMUNITY FACILITIES 103

C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES..... 109

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT..... 115

A. HOUSING FRAMEWORK..... 115

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES 117

CHAPTER EIGHT: ECONOMIC DEVELOPMENT 127

A. ECONOMIC DEVELOPMENT FRAMEWORK 127

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES 129

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION..... 143

A. EXISTING REGIONAL FRAMEWORK 143

B. INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES 145

C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS 146

CHAPTER TEN: IMPLEMENTATION 149

A. PLAN ADOPTION 149

B. PLAN MONITORING, AMENDMENTS, AND UPDATE 149

C. CONSISTENCY AMONG PLAN ELEMENTS 150

D. IMPLEMENTATION RECOMMENDATIONS 150

TABLE OF GRAPHICS

Map 1: Mount Horeb Area Jurisdictional Map7

Figure 1: Population Trends.....9

Figure 2: Village of Mount Horeb Population Forecasts, 2000 – 203010

Figure 3: Village of Mount Horeb Age and Gender Statistics, 2000.....11

Figure 4: Household Characteristic Comparisons12

Figure 5: Economic and Labor Force Characteristics.....13

Figure 6: Employment Supply in Mount Horeb13

Figure 7: Employers in Dane County, 200314

Figure 8: Industry and Labor Force Distribution15

Figure 9: Agricultural Land Trends, 1990-199727

Map 2: Natural Features Map37

Figure 10: Benefits of Vegetative Buffers39

Figure 11: Existing Land Use Totals for Village and ETJ, 2009.....46

Figure 12: Village of Mount Horeb Land Use Trends47

Map 3a: Existing Land Use, ETJ View.....49

Map 3b: Existing Land Use, Village View 51

Figure 13: Potential Future Growth Areas.....53

Figure 14: Potential Area Available for Future Development, 2005.....54

Figure 15: Land Use Demand by Growth Rate55

Figure 16: Forecasted Land Use Demand, 2005 – 2030.....56

Map 4a: Future Land Use Map, ETJ View 61

Map 4b: Future Land Use Map, Village View63

Figure 17: Downtown Design Guidelines.....71

Figure 18: Traditional Neighborhood Design Guidelines79

Map 5: Transportation and Community Facilities101

Figure 19: Mount Horeb School District Enrollment Trends 108

Figure 20: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities.... 114

Figure 21: Housing Types: 1990- 2000 115

Figure 22: Housing Stock Characteristics..... 115

Figure 23: Age of Housing as a Percent of the Total 2000 Housing Stock 116

Figure 24: Planned Neighborhood..... 121

Figure 25: Generic Multiple Family Residential Project Layout 125

Figure 26: Strengths and Weaknesses for Economic Development 129

Figure 27: Desired New Commercial Project Layout 132

Figure 28: Desired New Industrial Project Layout 133

Figure 29: Mixed Use Development 135

Figure 30: Redevelopment Planning and Implementation Process..... 138

Figure 31: Implementation Strategies Timetable..... 151

CHAPTER ONE: INTRODUCTION

The transition from the rolling gentle hills of central Dane County into more steep topography is a dramatic welcome to the Village of Mount Horeb. The Village is ringed by open land—agricultural, wetland, woodlands—all draining into renowned cold-water streams. The Village itself is situated on the Military Ridge dividing two major watersheds. The name “Mount Horeb” was chosen because of the high elevation and the natural beauty of the area.

Entering the Village, it is evident that the past several decades have brought growth to the area. The peripheral area of the Village hosts a mixture of newer commercial development, larger multi-family residential complexes, and new neighborhoods featuring a mix of residential housing options. The availability of numerous state and county highways radiating out of the Village, as well as two interchanges linking the Village to US Highway 18/151 provide access to the Madison metropolitan area in central Dane County to the east and Iowa to the west. A historic residential area surrounds the downtown, and provides a historic feel and association that contributes to the Village’s unique community character.

This portrait of the Village in 2005 suggests that Mount Horeb has achieved a generally harmonious blending of old and new. The “old” is embodied in the historic character of its central residential areas, the architecture and “feel” of the downtown business district, and the cultural heritage celebrated by the Village in various ways—its historic Norwegian character, regular festivals, and downtown “Trollway.” These elements combine to create the Village’s identity as a distinct place.

Recent trends such as increasing traffic, “strip” commercialization of the eastern gateway, and rapid residential development have caused concern, and have necessitated that the Village pause and think about how it wants to look and “what it wants to be” in the future. Given the Village’s proximity to the Madison urban area and the booming suburbs of Verona and Middleton, careful planning, review, and approval is necessary to direct future growth in Mount Horeb. Over the next 20 years, this growth could erode the characteristics that make the Village attractive to long-time residents and newcomers alike if not planned for in a thoughtful manner. Planned development in a timely, orderly, and predictable manner is essential to preserving the Village’s historic residential and commercial buildings, providing appropriate housing and employment opportunities, and protecting and improving the Village’s small-town atmosphere.

Mount Horeb’s “Community Character”

While difficult to define, the character of a community has much to do with why people settle in, stay in, and value the place they call home. Below are terms residents of the Village use to describe their “community character.”

- “Belonging to” and “knowing” my community
- Not suburbs
- Downtown buildings—and the memories of who/what was there originally
- Community as one connected neighborhood (versus many neighborhoods that don’t add up to community)
- Friendliness
- Downtown
- Activity
- Festivals
- Civic involvement
- Natural environment

A. PURPOSE OF THIS PLAN

The *Village of Mount Horeb Comprehensive Plan* is intended to update and replace the Village's Master Plan last amended in 2001, with the East Corridor Land Use Plan. This updated *Plan* will allow the Village to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend types of land use for specific areas in the Village;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and commercial investment in the Village; and
- Provide detailed strategies to implement *Plan* recommendations.

This *Comprehensive Plan* has been prepared under the State of Wisconsin's new "Smart Growth" legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. Every community that exercises land use controls, such as zoning, subdivision regulation, and official mapping, must have a plan which complies with this legislation in place by January 1, 2010. This *Plan* meets all of the statutory elements and requirements of the "Smart Growth" law.

This *Comprehensive Plan* is organized into ten chapters, which includes a chapter addressing each one of the nine elements specified under the "Smart Growth" law and an implementation chapter.

B. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Village of Mount Horeb to neighboring communities in the region. The Village is located in south-central Dane County, about 24 miles west of Madison, 103 miles west of Milwaukee, 125 miles southwest of Green Bay, 168 miles northwest of Chicago, and 265 miles southeast of Minneapolis. The Village abuts the Town of Blue Mounds to the west and the Town of Springdale to the East.

C. SELECTION OF THE PLANNING AREA

The Planning Area covers all land within the Village boundaries, which encompasses approximately 23 square miles, and the Extraterritorial Jurisdiction Area, which extends 1.5 miles from the Village limits (see Map 1). This area includes roughly 11 square miles in the Town of Blue Mounds, 7 square miles in the Town of Springdale, 1.5 square miles in the Town of Vermont, 0.5 square miles in the Town of Cross Plains, and 3 square miles within the Village of Mount Horeb corporate limits.

Map 1: Mount Horeb Area Jurisdictional Map

CHAPTER TWO: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* gives an overview of the key demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the Village of Mount Horeb. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education, and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies, and programs to guide the future preservation and development in the Village over the 20-year planning period.

A. POPULATION TRENDS AND FORECASTS

The Village has experienced steady, high growth since the 1970's, with a population increase of about 35 percent between 1970 and 1980, about 28 percent between 1980 and 1990, and an exceptional 40 percent between 1990 and 2000. According to the State's 2009 population estimates, the Village grew from 5,860 residents in 2000 to 6,744 residents in 2009, a 15.1 percent increase (see Figure 1).

Neighboring towns saw substantially different rates of growth between 2000 and 2009—19 percent increase in the Town of Springdale and a 9.4 percent increase in the Town of Blue Mounds. The City of Verona saw an astonishing 45.6 percent increase since 2000. For comparison, population in the City of Madison grew by a significantly lower 9.4 percent during that time frame. Dane County grew by 11.0 percent during the past nine years. Between 2000 and 2009, the Village of Mount Horeb accounted for nearly 2 percent of the County's population growth.

Figure 1: Population Trends

	1970	1980	1990	2000	2009	Population Change*	Percent Change*
Village of Mt. Horeb	2,402	3,251	4,182	5,860	6,744	884	15.1%
Village of Blue Mounds	261	387	446	708	757	49	6.9%
City of Verona	2,334	3,336	5,374	7,052	10,270	3,218	45.6%
Town of Blue Mounds	675	637	667	842	921	79	9.4%
Town of Cross Plains	995	1,003	1,206	1,419	1,507	88	6.2%
Town of Vermont	673	634	678	839	891	52	6.2%
Town of Springdale	1,132	1,279	1,258	1,530	1,821	291	19.0%
Dane County	290,272	323,545	367,085	426,526	473,622	47,096	11.0%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,688,000	324,325	6.0%

Sources: U.S. Census of Pop. and Housing, 1970- 2000; Wisconsin Department of Administration, 2009 pop. estimates* 2000-2009 population

It is very difficult to predict future population growth. Actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 2 shows a forecast for the future Village population increase using several different forecast methodologies, including the Wisconsin Department of Administration (DOA) and the Dane County Regional Plan Commission (DCRPC) forecasts, and several straight line and compounded growth trends over five-year intervals for the planning period.

Figure 2: Village of Mount Horeb Population Forecasts, 2000 – 2030

	2000	2005	2010	2015	2020	2025	2030
Wisconsin Department of Administration	5,860	6,337	6,823	7,346	7,910	8,517	9,170
Dane County Regional Planning Commission	5,860	6,360	6,976	7,651	8,392	9,204	10,095
Linear Growth, 1980-2004	5,860	6,369	6,992	7,616	8,239	8,863	9,486
Linear Growth, 1990-2004	5,860	6,391	7,128	7,864	8,601	9,337	10,073
Compounded Growth 1980-2004	5,860	6,484	7,826	9,447	11,403	13,765	16,615
Compounded Growth 1990-2004	5,860	6,464	7,685	9,137	10,864	12,916	15,357
Compounded Growth 2000-2004	5,860	6,346	6,883	7,466	8,098	8,783	9,527

Source: Wisconsin Department of Administration, 2003; U.S. Bureau of the Census, Dane County Regional Planning Commission, and Vandewalle & Associates.

B. DEMOGRAPHIC TRENDS

1. Age and Gender Distribution

Figure 3 compares the age and gender distribution of Mount Horeb's 2000 population to surrounding communities, the County, and the State. General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities, and the provision of social services.

In 2000, the Village's median age was 34, comparable to the Village of Blue Mounds; lower than the Towns of Blue Mounds, Springdale, Cross Plains, and Vermont, the City of Fitchburg, and the State; and higher than the median age in Dane County. The percentage of the Village's population aged 18 and under was nearly 30 percent, which was comparable to the Village of Blue Mounds; lower than the Towns of Blue Mounds, Cross Plains, Springdale, and Vermont, the City of Fitchburg, and the State; but higher than Dane County. About 13 percent of the Village's population that was aged 65 and older—higher than any of the comparison communities except for the State—a trend which should be considered when comparing per capita housing and public service needs with other communities.

Following nationwide trends, the average age of Mount Horeb's population has grown older in the past twenty years. With a prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. This suggests the need to consider different types of housing, transportation options, and other services in the Village over the planning period.

The description above coupled with the data shown in Figure 3 is indicative of Mt. Horeb's transition from a historically agricultural-focused community to more of a suburban "bed-room community" profile.

Figure 3: Village of Mount Horeb Age and Gender Statistics, 2000

	Median Age	% under 18	% over 65	% female
Village of Mount Horeb	34.0	28.8	13.0	52.3
Village of Blue Mounds	34.8	28.7	8.3	50.4
City of Verona	36.5	31.4	9.9	51.6
Town of Blue Mounds	39.3	30.6	10.1	49.6
Town of Cross Plains	39.4	28.6	12.3	49.5
Town of Vermont	40.4	26.9	10.1	48.4
Town of Springdale	40.1	27.1	9.6	48.8
Dane County	33.2	22.6	9.3	50.5
State of Wisconsin	36.0	25.5	13.1	50.6

Source: U.S. Census of Population and Housing, 2000

2. Educational Attainment

According to the 2000 census, 92.2 percent of the Village's population age 25 and older had attained a high school level education. Approximately 27.5 percent of this same population had attained a college level degree (bachelor's degree or higher). This high school graduation rate for Mount Horeb is comparable to the rest of Dane County, but the number of residents with a college degree is lower—40.6 percent for the County and 27.5 percent for the Village.

3. Income Data

According to 2000 census data, the median household income in the Village of Mount Horeb in 1999 was \$55,513. The per-capita income was \$23,359. Figure 4 compares the census 2000 figures for median household and per-capita incomes for the Village and surrounding communities.

C. HOUSEHOLD TRENDS AND PROJECTIONS

Figure 4 compares selected household characteristics in 2000 for the Village of Mount Horeb with surrounding communities, Dane County, and the State. The Village's average household size was smaller than every comparison community except the Village of Blue Mounds, but was higher than the County and comparable to the State.

Figure 4: Household Characteristic Comparisons

	Village of Mt. Horeb	Village of Blue Mounds	City of Verona	Town of Blue Mounds	Town of Cross Plains	Town of Vermont	Town of Springdale	Dane County	Wisconsin
Total Housing Units	2,305	297	2,664	300	525	312	585	180,398	2,321,144
Total Households	2,228	289	2,591	291	513	298	570	173,484	2,084,544
Household Size	2.56	2.45	2.68	2.89	2.77	2.82	2.68	2.37	2.50
% single-person household	24.3	24.9	21.6	10.0	17.3	12.8	15.8	29.4	26.8
% with householder age 65 and over	10.5	7.3	8.5	3.8	6.6	5.0	3.7	15.8	23.0
% Families in poverty status	0.8	1.4	2.0	4.4	-	0.8	1.8	4.0	5.6
% Families with female head of household in poverty status	6.8	-	4.5	12.5	-	-	25.0	16.2	21.7
% Individuals in poverty status	3.1	4.0	3.7	5.0	1.7	2.8	1.9	9.4	8.7

Source: U.S. Census of Population and Housing

The Village's average household size has increased over the past decade. The number of persons per household rose from 2.53 in 1990, to 2.56 in 2000. For comparison, the average household size in 2000 in Dane County was 2.37, down from 2.46 in 1990.

While difficult to predict, the increasing trend in Village household size over the last decade is not projected to continue over the next 20 years. According to the Wisconsin Department of Administration (WisDOA), the average household size will be variable over the projection period. This is essentially caused by the changing age composition of the population in the coming years. Projected household sizes are forecast to be approximately 2.56 in 2010, 2.54 in 2015, 2.53 in 2020, and 2.53 in 2025. These projected household sizes will be used in forecasting future housing unit development in the community over the next 20 years. The WisDOA also provides information on the forecasted number of households. These suggest that the number of households in the Village will continue to increase from the year 2000 total of 2,228. The WisDOA predicts 2,724 for 2010, 2,936 for 2015, 3,152 for 2020 and 3,366 for 2025. These household forecasts are used to forecast future housing unit demand in the Village over the next 20+ years in Chapter Seven—Housing and Neighborhood Development.

D. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 3,390 Village residents aged 16 and older were included in the labor force.

Figure 5: Economic and Labor Force Characteristics

	Village of Mount Horeb	Village of Blue Mounds	City of Verona	Town of Blue Mounds	Town of Cross Plains	Town of Vermont	Town of Springdale	Dane County	Wisconsin
Median HH Income	55,513	45,568	65,367	61,429	66,055	65,208	65,655	\$49,223	\$43,791
Per Capita Income	23,359	25,895	26,433	27,696	30,163	26,549	27,138	\$24,985	\$21,271
% High school graduate or higher	92.2	88.0	94.5	91.9	89.1	93.5	93.9	92.2	85.1
% Bachelor’s Degree or higher	27.5	17.2	39.8	24.6	36.6	41.9	31.5	40.6	22.4
% in labor force	77.0	79.5	76.6	77.0	78.6	78.6	78.9	75.0	69.1
% persons unemployed	1.7	2.0	2.4	0.7	0.2	3.3	1.5	2.9	3.2

Source: U.S. Census of Population and Housing, 2000

Figure 6 shows the percentage of the Village’s labor force employed by occupational group in 2000. The highest percentages of workers in the Village are employed in education, health, and social services occupations, or retail trade and construction occupations. Recognizing that many residents work outside of the Village, understanding County-level employment opportunities is important. Figure 7 shows the number of 2003 Dane County employers by industry. The largest numbers of County employers are in the professional and technical services sectors.

Figure 6: Employment Supply in Mount Horeb

Economic Census Description	# of Establishments	# of Employees
Agriculture and Mining	9	34
Construction	33	102
Manufacturing	7	19
Transportation	6	21
Communication	3	75
Electric, Gas, Water and Sanitary Sewer	1	8
Wholesale Trade	9	52
Retail Trade	61	767
Finance, Insurance, and Real Estate	25	120
Services (including hotels, automotive, amusements, health, legal, and education)	95	611
Government	14	90
TOTALS	264	1,899

Source: ESRI Business Analyst, 2005

Figure 7: Employers in Dane County, 2003

Industry Group	Dane County
Professional and Technical Services	1,235
Specialty Trade Contractors	765
Food Service and Drinking Places	699
Administrative and Support Services	469
Ambulatory Health Care Services	393
Insurance Carriers and Related Activities	291
Educational Services	138
Executive, Legislative and General Government	86
Nursing and Residential Care Facilities	78
Hospitals	8
Total Employers	3,694

Source: Wisconsin Department of Workforce Development, 2004

It is most effective to look at workforce data as a trend over time, due to the fact that the labor market experiences fluctuations over the year due to employment categories related to seasonal employment, such as education and tourism. According to the Wisconsin Department of Workforce Development (DWD), total non-farm civilian employment in all sectors increased in Dane County by 27,244 jobs, or 12.8 percent, from 1997 to 2001. Jobs in the services sector increased the most, from 67,676 jobs in 1997 to 78,701 jobs in 2001. The County also experienced significant growth in jobs related to the construction and mining, and transportation, communications, and utilities, sectors. Dane County's labor force grew by 4.9 percent between 1997 and 2001, from 259,800 to 272,700. A large portion of this new labor force was employed within the Madison area.

The Village benefits from its proximity to the greater Madison Metropolitan Area and the business opportunities available in this economically strong region. Good transportation access, which is enhanced by the USH 18/151 improvements, has created economic opportunities for the Village. ESRI Business Analyst reported the following number of employers and employees in Mount Horeb in 2005. It is notable in Figure 8 that services and retail trade are the dominant economic sectors in the Village. Construction; finance, insurance and real estate; and government are also important employers in the Village.

Figure 8: Industry and Labor Force Distribution

Occupational Group	% of Labor Force (Village of Mt. Horeb)
Education, health and social services	21.4
Retail trade	18.3
Construction	11.4
Manufacturing	9.7
Finance, insurance, real estate, and rental and leasing	8.9
Professional, scientific, management, administrative, and waste management services	7.2
Arts, entertainment, recreation, accommodation and food services	5.2
Wholesale trade	2.6
Personal services	4.8
Public administration	4.0
Information	3.7
Transportation and warehousing, and utilities	1.9
Agriculture, forestry, fishing and hunting, and mining	0.9

Source: U.S. Census of Population and Housing, 2000

Employment forecasts have been provided for Dane County by Woods & Poole Economics, Inc., a regional economic and demographic analysis firm. Woods & Poole projects total employment in Dane County growing at an annual rate of 1.15 percent from 1996 to 2020. The state and local government, retail, and service sectors are expected to have the highest annual growth rate during this period. Total employment in the Madison metropolitan area is projected to increase 26 percent over the next 20 years, from approximately 330,880 workers in 1999 to 417,370 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period, while the percentage of manufacturing and farming jobs will decrease. Many of these new jobs will occur on the west side of Madison, Middleton, Verona, Fitchburg, and other locations near Mount Horeb, resulting in continued spin-off population and traffic growth pressure in the Village. Central Dane County is the likely site for the majority of Dane County's future growth, and Mount Horeb's access and proximity to the central area make it likely that it will share in the growth.

E. KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the Village formed a Comprehensive Plan Steering Committee that included Village Trustees; Plan Commissioners; citizen members; representatives from the chamber of commerce and school district; and representatives from the Department of Natural Resources, Department of Transportation, and the Towns of Springdale, Blue Mounds, Cross Plains, and Vermont. The committee met on a regular—generally monthly basis—throughout the course of the planning process to discuss the *Plan* and allowed time for public input at each meeting. This committee also directed a number of efforts to ensure that this *Plan* is based on a vision shared by Mount Horeb residents. Public input strategies were outlined in the Village's public participation plan adopted by the Village Board at the outset of this planning process. The results of this public participation effort are summarized below, and were used to inform the goals, objectives, policies, and recommendations reported in this *Plan*.

1. Community Vision Forum

The Village held a Community Vision Forum on November 30, 2004. The purpose of the workshop was to identify a shared future vision for the Village, and somewhat more detailed strategies for achieving that vision. In total, 60 people attended the forum and identified Mount Horeb’s opportunities and challenges for future growth and development. Participants were asked to express what they value most about the Village, what they see as emerging trends in the area, and their hopes and dreams for the Village’s future. Some common responses included:

- **Values:** “Small community” atmosphere; accessibility and walkability; location close to Madison and other communities; parks, open space, and the natural beauty of the surrounding hills; great schools; historic downtown buildings and shopping; cleanliness and safety—a great place to raise a family; Military Ridge Trail; sense of history and community, proximity to rural areas and natural open space; great community services.
- **Trends:** Increasing development pressure in the community from outside (e.g. Verona and Madison); challenges for Village economic development in attracting and accommodating businesses; increasing traffic in the Village; increasing property taxes; loss of variety and ethnic heritage; becoming a bedroom community; impact of growth on architectural diversity in new development, schools, and infrastructure; growth on the periphery.
- **Hopes and Dreams:** Limited growth while maintaining the integrity and charm of the Village; balanced residential and commercial growth; commitment to protecting and enhancing natural resources; retaining a vibrant downtown with employment and residential opportunities; developing a strong local economy that creates jobs and sustains the tax base; diversified housing availability for all ages, incomes, and needs; transportation system for both cars and pedestrians; preserving community character; infrastructure and schools that remain high quality and keep up with growth.



Through discussion and consensus on the issues summarized above, small groups were asked to establish community planning goals, or vision elements, to guide the Village’s comprehensive planning process. The following statements were chosen as the “top 5” visions at the workshop:

- **“Emphasize and Protect Natural Areas and Parks”** Strategies for achieving this vision statement included establishing a percentage of park/green space in developments; making parks larger and more natural; promoting community “ownership” of open

- space areas; developing nature education facilities; building a naturarium or arboretum; developing nature-based activities (hiking trail, etc.); preserving, maintaining and enhancing the natural resources of Mt. Horeb and surrounding areas to provide diverse opportunities; developing neighborhood associations to plan, promote, and maintain recreational facilities; partnering with local groups; promoting conservation subdivisions with large green spaces; limiting impervious surfaces; encouraging infiltration; and controlling stormwater.
- **“Maintain Community Wide Character and Aesthetics”** Strategies for achieving this vision statement included promoting communication among various groups (youth, newcomers, couples with teens); having a community Christmas tree; developing an identity for Mt. Horeb and marketing it; supporting small businesses; maintaining and restoring the historic character of the downtown; setting guidelines for development and sticking to them; promoting a pedestrian friendly environment; and promoting bike paths.
 - **“Promote Local Business vs. Large Chain Retail Stores”** Strategies for achieving this vision statement included utilizing the chamber of commerce; promoting electric transmission and high speed technology; advancing community for high tech businesses; limiting square footages of large chain stores; supporting shopping in the Village; cultivating neighborhood development with “satellite shops”; establishing design and sign criteria.
 - **“Promote Controlled Growth and Fiscal Responsibility”** Strategies for achieving this vision statement included controlling residential growth by requiring lower density development, larger lot sizes, and increasing developer fees; limiting annexations; capping growth at one to two percent per year; limiting number of building permits issued per year; and regulating development through upfront impact fees.
 - **“Keep Quality, Accessible Schools Without Overcrowding”** Strategies for achieving this vision statement included communicating the impact of development (e.g. need to support new school development and cost of services); improving school district/village collaboration and joint planning; controlling residential growth to maintain small class sizes and quality education; opening a direct link between the Village and Plan Commission; and considering the School Board’s impact on schools with any proposed development.

2. Community Survey

Also in November 2004, a survey was sent to all households in the Village to gauge public sentiment on a variety of issues addressed in this planning process. The Village collected 529 responses, resulting in a response rate of 22 percent—a good return for a survey 14 pages in length. Survey results included the following statistics:

- **Opinions of Existing Conditions:** Residents were asked to rank their top three most important reasons for deciding to live in Mount Horeb. Results indicated that 65 percent of residents identify the small village atmosphere as one of the most important factors that attracted them to the Village; 40 percent identify a proximity to Madison as being of top importance; and 34 percent indicate that the Village’s good school system was another significant reason for deciding to live in Mount Horeb. Residents were also questioned on their opinions regarding the availability of housing in the Village. Forty-eight percent of residents believe that there is not enough single-family units priced under

\$150,000. Moreover, 23 percent believe that there is not enough owner-occupied affordable housing in Mount Horeb. In contrast, 25 percent believe there is a shortage of up-scale condominiums.

- **Growth and Development Trends:** When asked to consider their visions for the future of Mount Horeb, 84 percent of residents agreed with the statement, “Mount Horeb should be a fairly diverse community with some commercial, job, and housing opportunities.”

The survey also asked residents to indicate by what percentage they would like to see Mount Horeb grow over the next 20 years. Twenty-one percent said that they would like to see a maximum growth of 10 percent, to about 6,800 persons; 27 percent said they would like to see approximately 20 percent growth, up to a population of about 7,500; and 17 percent indicated that they would like to see a growth of up to 40 percent to 8,700 people.

The minimum new single-family residential lot size in Mount Horeb is currently 10,000 square feet. Residents were asked to think about the size of new residential lots in the Village’s future neighborhoods. Thirty percent indicated that they would like to maintain current minimum lot size standards into the future, while 28 percent said that they would prefer that neighborhoods be comprised of a variety of well-arranged lot sizes.



Furthermore, the majority of residents, 78percent, indicated that they would like future residential development to include more single-family homes; 40percent said that there should be an increase in townhouses and condominiums; 39percent would like to see more elderly housing; and 34percent would like an increase in the availability of affordable housing.

In terms of non-residential development, 34percent of residents believe that encouraging office park development should be a high priority in the Village; 38percent believe that it should be a medium priority; and 22percent believe that it should be a low priority. Industrial development was considered slightly less important, with 27percent of residents ranking it a high priority; 32 percent considering it a medium priority; and 37percent indicating that it should be a low priority. Neighborhood commercial and office uses, specialty stores, and community commercial uses were all considered to be a medium priority by 44percent, 42percent, and 42percent of residents, respectively.

In the interest of preserving its natural resources, 68percent of Village residents agreed that Mount Horeb should take steps to protect steep slopes, wetlands, floodplains, and

woodlands. Sixty-four percent believe that the Village should preserve more open/green space to encourage water to infiltrate into the ground rather than running into the creeks and streams, and 61 percent agree that Mount Horeb should institute an active program to manage stormwater and to reduce pollution and runoff in all new or expanded developments (such as with basins, green buffers, sediment traps, and infiltration areas).

3. Focus Groups

Five focus group discussions were held in January and February 2005 to provide more detailed consideration to some of the key visions and strategies identified in the vision setting workshop. The focus groups included business owners and economic development interests; neighborhood organizations and historic preservation interests; local developers and builders; and a group interested in park, open space, and recreation issues. The main recommendations from each of these groups are summarized below:

- **Housing and Neighborhood Development:** Plan for varied housing opportunities for different age groups and income levels. Condominiums were discussed as an option for the downtown area, as well as for the area close to the highway where the commuter market is driving demand. Housing for single professionals, various family structures (e.g. single parent households), baby boomers, empty nesters, and senior housing needs to be considered. The character of new housing development should promote quality over quantity, identity and character, and sense of community/diversity within neighborhoods. Pedestrian, traffic, and stormwater management concerns are critical for new neighborhoods. The concept of *Planned Neighborhoods* that include a variety of housing types, lot sizes, and prices, as well as small neighborhood serving commercial and institutional uses should be promoted for future growth. The Village should also explore residential phasing to stabilize the market and avoid boom and bust cycles.
- **Downtown and Redevelopment:** Promote growth and economic development in the downtown. The downtown area is faced with tourism competition, a plateau in the antiques business, and dispersion of community serving businesses to the periphery of the Village. Directions for the *Comprehensive Plan* include promoting infill residential development, restricting franchises and franchise architecture, establishing a downtown community center, promoting the area as a “center of creativity,” and promoting redevelopment in appropriate sites.
- **Environment, Natural Resources, and Parks:** Seek to preserve environmental corridors, restrict development on steep slopes, preserve critical viewsheds, and ensure the preservation of water quality. Establishment of natural area recreation spaces should be emphasized, along with strong connections between existing open space and trails. The Village’s exceptional natural resources are a strong economic selling point for the Village and one that future opportunities should maximize. Existing and future subdivisions should be linked with a Village-wide network of bike and/or walking trails. Future Village boundaries should be guided by natural features, including waterways and environmental corridors, Stewart Park, and the USH 18/151 bypass. The Village should encourage developers to consider conservation subdivisions and low-impact development strategies.
- **Economic Development and Job Retention:** Explore opportunities for light industrial development that support existing businesses in the Village (such as a contractor center), or capitalize on the high-tech/biotech trend in the area (Mini Tube in Blue Mounds, EP-

IC in Verona, University Research Park in west Madison). High quality standards should be enforced for businesses on the Village's east side entryway. A coordinated marketing approach to attract businesses is needed. The Chamber of Commerce should continue to be utilized, and the opportunity to hire a Community Development Director should be explored. Efforts to retain existing businesses and attract new businesses by maintaining a business-friendly environment should also be emphasized.

- **Community Facilities and Services:** Link demand for community facilities and services with development. Future needs for police, fire department, administrative, recreation, youth, and senior services staff and/or space will emerge. The School District will likely need to build a new school within the planning period. Possibilities for a joint Village-School Community Center attached to a new school were discussed. Other opportunities for facility sharing include athletic fields and meeting spaces. Opportunities for joint service agreements could be explored with neighboring towns.

4. Future Alternatives Open House

An open house was held on March 29, 2005, to gather input on three alternative future scenarios for the Village. The three scenarios depicted various ways that growth and development over the next 40 years might be arranged in and around the Village of Mount Horeb. Fifty-six people attended the open house, which consisted of two presentations of the scenarios, followed by a question and answer period and individual examination of graphic materials presenting information on the scenarios. Participants were encouraged to provide written reactions and comments on each scenario on an evaluation form. In total, 23 evaluation forms were submitted. The scenarios featured several elements that were common to all, which all received strong support from respondents. These included:

- Historic downtown remains an activity center.
- New infill residential development.
- Expansion of Village park and recreation facilities.
- Peripheral residential development that reflects existing mixture of housing types, costs, and densities.
- Open space corridors and critical natural areas remain.
- Existing farmland preserved through area-wide support.
- Potential redevelopment oriented toward Military Ridge Trail.
- Potential mixed use development at the west entrance of the Village.
- New residential development on northwestern corner of the Village.
- Commercial/office/industrial economic development nodes at both east and west interchange areas.
- Existing industrial development remains.



The three alternative scenarios generally varied in *the location* of new development:

Eastern Growth Scenario

Village residential growth is focused east of the Village, beyond the ID—151 interchange area. A mixture of uses lines the eastern entrance to the community. New commercial or industrial development is also accommodated west of the Village, south of ID. Vacant parcels within the Village are developed with land uses compatible with adjacent areas. Significant natural and agricultural areas are preserved in the surrounding area.



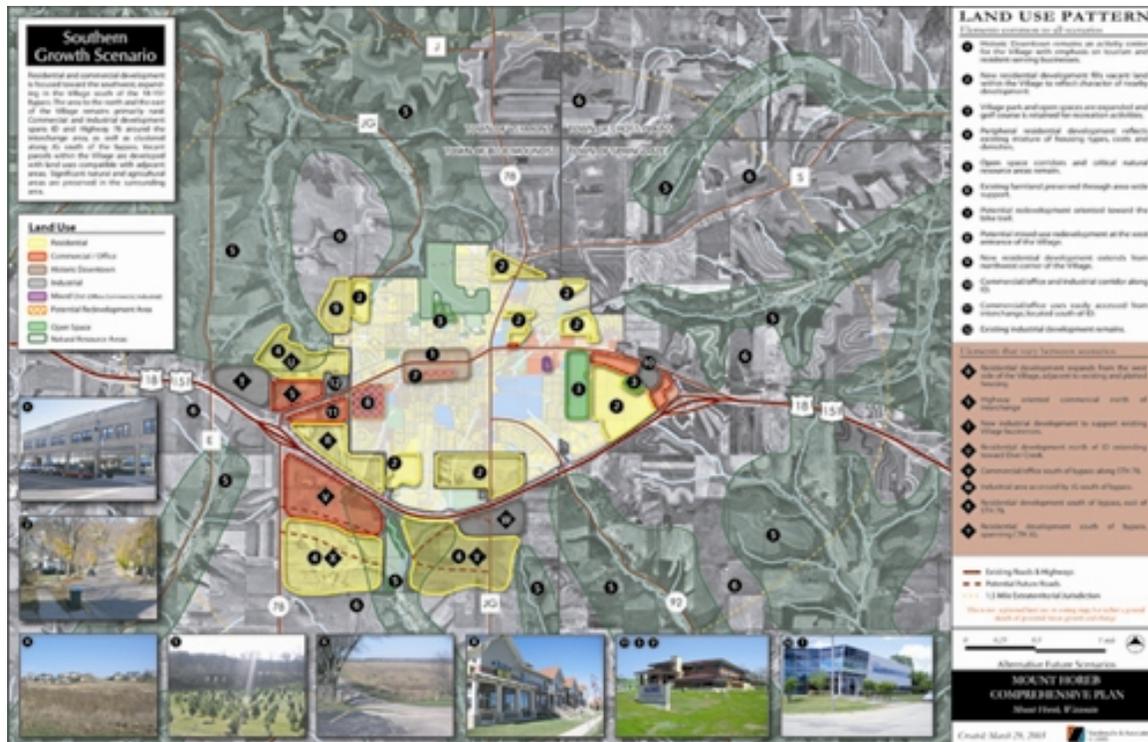
Northside Growth Scenario

This alternative focuses Village growth north of the Highway 18/151 Bypass—allocated to both the east and west sides of the community. This alternative retains the Village downtown in the center of the Village, with housing growth to the northeast and west. Vacant parcels within the Village are developed with land uses compatible with adjacent areas. Significant natural and agricultural areas are preserved in the surrounding area.



Southern Growth Scenario

Residential and commercial development is focused toward the southwest, expanding in the Village south of the 18/151 Bypass. The area to the north and the east of the Village remains primarily rural. Commercial and industrial development spans ID and Highway 78 around the interchange area, as well as clustered along JG south of the bypass. Vacant parcels within the Village are developed with land uses compatible with adjacent areas. Significant natural and agricultural areas are preserved in the surrounding area.



Of the submitted evaluation forms, ten indicated a preference for the Northern Growth Scenario, four indicated a preference for the Eastern Growth Scenario. The remaining evaluation forms indicated a preference for some combination of the three alternatives, or suggested that none of the alternatives were desirable. None of the respondents preferred the Southern Scenario alone.

5. Draft Plan Open House

On July 27, 2005, the Village held an open house to allow residents to review the draft *Comprehensive Plan*. Comments received about the *Plan* suggested a high level of support for the *Plan* and the growth directions illustrated on the Future Land Use Map. Concerns were expressed about transportation access and congestion in various parts of the Village, and in particular in the area to the northwest of the Village designated for future growth.

6. Steering Committee and Plan Commission Recommendations

Considering input received at the open house, the Steering Committee suggested some additional changes to the *Plan* and recommended the *Plan* for consideration by the Plan Commission on August 23, 2005. The Plan Commission recommended the *Plan* for approval on September 12, 2005.

7. Public Hearing

The Village Board held a public hearing to consider the ordinance adopting the *Comprehensive Plan* on November 2, 2005. The ordinance was passed with minor changes to the *Public Hearing Draft Plan*.

8. Alternative Scenarios Open House (Norsk Golf Club)

As a component of the public participation element of the *Comprehensive Plan* amendment process, an Alternative Scenarios Open House was held on March 12, 2009, to gather public feedback on five potential future land use patterns for the Norsk Golf Club, as well as a sixth, “build-you-own” scenario in which residents were able to designate their preferred land uses to the golf course property. The five alternative scenarios depicted a variety of development patterns including various combinations of the following land use types: *Single-Family Residential*, *Two-Family Residential*, *Multi-Family Residential*, *Planned Business*, as well as a new land use category, *Recreation Business*. This new land use category would accommodate recreation-based commercial land uses such as golf courses, miniature golf courses, golf pro shops, golf driving ranges, movie theaters, outdoor swimming clubs, and bowling alleys. In general, residents favored Scenario E, which designated the entire golf course property as *Recreation Business*. Scenario D also generated moderate public support, which allowed for two small areas of *Planned Business* development at the northern corners of the golf course property.

9. Alternative Scenarios Open House (East and West Main Street)

A second Alternative Scenarios Open House was held on August 13, 2009, to gather public feedback on draft ideas for the long-term future of properties along East and West Main Street. Six scenarios for future land use patterns were developed to respond to the distinctive and different characters of development along Main Street that are unique to Mt. Horeb, including a new land use category, *Main Street Business*. The *Main Street Business* land use category creates a transition in character from the classic village downtown area to nearby residential areas which are dominated by a small-scale, single-family/two-flat character. Overall, residents favored the proposed *Main Street Business* land use category.

10. Comprehensive Plan Amendment Public Hearing

The Village Board held a public hearing to consider the ordinance adopting proposed *Comprehensive Plan* amendments on December 2, 2009.

F. OVERALL GOALS, OBJECTIVES, AND POLICIES

Through the comprehensive planning process, a set of overall goals was assembled for the Village of Mount Horeb. These overall goals provide the framework on which the Village will build its more specific recommendations. Each chapter of this *Comprehensive Plan* includes goals, objectives, and policies which will provide the vision and policy guidance that the Plan Commission, Village Board, residents, and other interested groups and individuals need to guide the future preservation and development of the Village of Mount Horeb over the next 20+ years. Goals, objectives, policies, and programs are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the Village should approach preservation and development issues. These goals are based on key issues, opportunities, and problems that affect the Village.

- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- **Policies** are rules, courses of action, or programs used to ensure *Plan* implementation and to accomplish the goals and objectives. Village decision makers should use policies, including the “density policy,” on a day-to-day basis. Success in achieving policies is usually measurable.
- **Programs** are specific projects or services that are advised to achieve *Plan* goals, objectives, and policies.
- **Recommendations** include more in-depth information on how to implement objectives, policies, and programs.

The objectives and policies that advance these overall goals are found in subsequent chapters of this *Comprehensive Plan*.

Overall Planning Goals

1. **Control growth to maintain “small village” character, while accommodating well-planned, orderly, and coordinated growth.**
2. **Promote a future land use pattern containing a mix of uses and building types, while respecting the Village’s historic character.**
3. **Enhance opportunities for business and industrial development and redevelopment in the Village.**
4. **Protect the important natural resources in and around the Village and use them as community edges.**
5. **Maintain a balance of types and affordability levels in the Village’s housing stock.**
6. **Emphasize intergovernmental communications and cooperation in planning efforts.**
7. **Enhance the sense of community and recreational opportunities within the Village.**
8. **Ensure the provision of high quality services and excellent schools.**

CHAPTER THREE: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This chapter of the *Village of Mount Horeb Comprehensive Plan* satisfies the required agricultural, natural, and cultural resources comprehensive plan element described in §66.1001, Wisconsin Statutes.

A. AGRICULTURAL RESOURCES

Farming is central to Dane County, with some of the largest expanses of high quality “prime” agricultural soils in the State. However, most of these highly productive soils are localized well east of Mount Horeb. Generally, soils and topography favor dairy, grazing, and specialty agriculture in Wisconsin’s “driftless area.” Mount Horeb “grew up” around such agriculture, and today the farming lifestyles contribute to the Village culture. While farming is not a major component of the Village’s economy today, it remains an important part of the economy of the broader region. Farmland and open space is the dominant land use in the Towns surrounding the Village.

In addition to its economic value, the farmland and open spaces surrounding the Village are important to residents of the Village, and to the surrounding communities alike—for the area’s aesthetics and character as well as for providing natural separation areas, or buffers between Mount Horeb and neighboring communities, such as Verona and Blue Mounds. Although Mount Horeb is located in a rapidly growing metropolitan county, it retains a small village atmosphere and rural community character. Despite its importance to the area, farmland acreage and numbers are on the decline. Figure 9 shows trends in farm sales in the Towns surrounding the Village.

Figure 9: Agricultural Land Trends, 1990-1997

Town	Parcels Sold	Acres Sold	% of Acreage Sold that was Converted out of Agriculture
Blue Mounds	51	3,256	28%
Cross Plains	30	2,687	51%
Springdale	36	2,934	35%
Vermont	57	2,367	47%

Source: University of Wisconsin-Madison, Program on Agricultural and Technological Services

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal: Work with surrounding Towns to preserve agricultural uses in mutually agreed areas.

Objectives:

- a. Maintain agriculture as a significant economic activity within Mount Horeb’s extraterritorial jurisdiction.
- b. Prioritize the preservation of productive agricultural soils in the Village’s planning area as a key factor in decisions on future community expansion.
- c. Recognize the value of farmland as open space within the Village’s extraterritorial jurisdiction.

Policies:

1. Work with surrounding communities to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural uses.
2. Use the Village's extraterritorial subdivision review to prevent intensive non-farm development.
3. Carefully consider the location of prime or other highly productive agricultural lands before making decisions on the expansion of urban services or community growth.
4. Recommend that no policy should be adopted or implemented which would substantially impair or diminish the present uses, values, or enjoyment of agricultural land.

Community Survey Results

How important is the preservation of farmland for the future of the Mount Horeb area?

63% Very Important
 28% Somewhat Important
 7% Not Very Important
 2% Not at all Important

Programs and Recommendations:

This *Plan* recognizes the importance of the agricultural industry to the local economy and seeks to preserve the extent and integrity of this agricultural resource in the planning area as long as possible. This *Plan* intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension (within or adjacent to the Village's current municipal boundaries) and away from areas that are distant from current municipal services. In general, this *Plan* recommends strong limits on septic residential development in areas surrounding the Village or within the Village's long-term growth area. The *Plan* also recommends the following strategies to preserve the surrounding agricultural resource:

- Encourage neighboring townships to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (1 dwelling unit per 35 acres) residential development, and protection of natural resources in areas within the Village's extraterritorial jurisdiction, but outside the Village limits. The Village can advance this recommendation as it reviews each surrounding Town's Smart Growth Comprehensive Plan as required under state law.
- Discourage the creation of scattered homes sites and subdivisions not served by public water and sanitary sewer within Mount Horeb's extraterritorial jurisdiction.
- Exercise extraterritorial jurisdiction (ETJ) plat review authority as established by state statutes.
- Disapprove subdivisions (five or more lots), except in Village-Town mutually agreed upon areas.

C. NATURAL RESOURCE INVENTORY

Understanding the relationship between the Village and its natural features reveals opportunities and constraints for particular land uses in the Village. For instance, while some areas in the Village may have locational advantages for development (e.g. relatively flat terrain) other parts of the Village contain environmentally sensitive areas where development is not appropriate. Focusing development where it is most appropriate will prevent developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 2 depicts the Village's environmentally sensitive areas, many of which are described in more detail below.

1. Landforms/Topography

Mount Horeb is located in the western portion of Dane County, a unique “driftless area” left untouched by the glaciers that shaped most of Wisconsin and the surrounding states. As a result, the rugged topography of the Mount Horeb area was not softened as was the case in central and eastern Dane County during the most recent glacial advance.

The Mount Horeb area is characterized by terrain that is relatively dramatic for the Midwest—deep valleys and steep hillsides. The Village is situated on the Military Ridge from which several high-quality waterways drain away. Mill, Blue Mounds, Elvers, and Moen Creeks flow from the northwestern part of the Village; Schlapbach Creek flows from the northeast; Fryes Feeder and Deer Creek flow to the southeast; and West Branch of the Sugar River flows in a southerly direction.

2. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes, and high water tables. As defined by the United States Department of Agriculture (USDA), Natural Resource Conservation Service, the soils in the Village of Mount Horeb are of three major soil series. The Edmund Soil Series is most dominant in



the area. This soil is a well-drained silt loam. The other two soil series present in the area include the Dunbarton silt loam and the Sogn Series—both are present primarily on the moderate to steep slopes surrounding the central part of the Village.

Consideration of steep slopes and depth to bedrock is important when reviewing development proposals in and around the Village.

- **Depth to bedrock impacts the costs of development, potential for excavation, and groundwater.** Shallow depth to bedrock has been identified as a serious constraint to development throughout the study area. Although, soil survey data and on-the-ground investigation have suggested somewhat inconsistent results in terms of depth to bedrock. Soil survey data has suggested that there is hard bedrock within 12-60 inches of the soil. However, more recent investigations detected a 1–3 foot layer of most highly weathered dolostone over the fractured limestone, suggesting less of a challenge for excavation than soil survey data alone would indicate. Conditions vary widely on a site-by-site basis.
- **Steep slopes require erosion control efforts.** The Village’s Stormwater Management Plan prepared in 2000 calculated potential soil loss for the Village, as a function of slope and soil type. This study suggested that of the undeveloped areas in the Village, probable soil loss is:

- Low or very low for 5 percent of the area.
- Medium for 66 percent of the area.
- High for 29 percent of the area. Many of these are located in the northwestern part of the Village.

More specific information about soils in the Village can be found in the Soil Survey of Dane County (1978), conducted by the USDA Soil Conservation Service.

3. Drainage Basins

The Village of Mount Horeb is located in two major river basins. The **northwestern portion of the Village drains into the Lower Wisconsin River Basin**. The remaining area of the Village drains into the **Grant-Platte-Sugar-Pecatonica River Basin**. Within the Grant-Platte-Sugar-Pecatonica Basin, there are several smaller watersheds.

In the Mount Horeb area, water flowing to the northeast drains into the Upper Sugar River Watershed. This watershed extends in southwest Dane County from Madison to Mount Horeb and south to Belleville—draining about 170 square miles, and 115 stream miles. Schlapbach Creek flows into the Upper Sugar River, which is an Exceptional Resource Water under NR102. The entire Sugar River corridor is a high priority area for the Department of Natural Resources, listed as a priority site for protection in the DNR's Land Legacy Study, which identified areas the public agreed to be the most important for conservation and recreation over the next 50 years. The Dane County Land Conservation Department has designated this watershed a potential priority watershed.

The southern half of the Village drains into the West Branch of the Sugar River Watershed to the Southeast. Fryes Feeder and Deer Creek are both Exceptional Resource Waters and trout streams that flow into Mt. Vernon Creek, an Outstanding Resource Water and highly renowned trout stream.

Mount Horeb's **location at or near the headwaters of several high quality streams within these watersheds** highlights the important of stormwater management, erosion control, and other sound development principles in the Village and the surrounding area.

4. Groundwater

Groundwater resources are plentiful in the planning area at both shallow and deep levels. In Dane County, water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a higher-quality source of water for nearly all of the deep municipal wells, including all of Mount Horeb's.

Dane County's groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the County's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste applications and facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris.

5. Stream Corridors and Surface Water Features

The Village is uniquely situated at the divide of two major basins, and several smaller sub watersheds. As a result, there are not significant surface water features within the Village, but

Mount Horeb and the surrounding area serve as the **headwaters for several excellent cold-water streams.**

Schlapbach Creek, an Exceptional Resource Water, flows from the northeast of the Village. WisDNR hopes to introduce brook trout to spring-fed Schlapbach Creek in the future, if the high water quality and cooler temperatures needed are attained.

Fryes Feeder and Deer Creek flow to the southeast. WisDNR invested substantial trout habitat management work into these two streams in 1999. Deer Creek supports brook trout and redbreast dace, a rare fish listed as Special Concern in Wisconsin. Siltation is a concern in this stream and has resulted in some habitat loss. Fryes Feeder supports brook trout and is fairly well-buffered from nonpoint source pollution. The West Branch of the Sugar River flows in a southerly direction. Over \$900,000 invested in stream improvements along this corridor has resulted in its removal from the State's 303d list of impaired water bodies.

The **German Valley Branch** of Gordon Creek flows from the southwest of the Village into the Blue Mounds Branch, also an Exceptional Resource Water. German Valley Branch was on the State's 303d list of impaired water bodies as of 2005, however had been trending toward improvement with state funding and programs directed toward improvement.

Mill, Blue Mounds, Elvers, Moen Creeks flow from the northwestern part of the Village. Moen Creek was a Class II trout stream in 2005, with the potential to be a Class I trout stream if managed properly. The headwaters of Moen Creek, above Stewart Lake, support a rare dragonfly species. Elvers Creek is listed as an Exceptional Resource Water, however continued monitoring is necessary.

Several of these streams are existing or proposed cold-water communities, meaning they support trout and other species that depend on high quality waters. Several have been designated by the WisDNR as outstanding or exceptional resource waters.

Stewart Lake is an important regional resource located in the Blue Mounds Creek Watershed in the Lower Wisconsin Basin. This impoundment is surrounded by Dane County's Stewart Park. In past years, the Dane County Regional Planning Commission identified Stewart Lake as particularly susceptible to stormwater runoff and pollutant loading. The Village's sloping streets directly conveyed stormwater into the lake, resulting in not only compromised water quality through introduction of pollutants, but also gullying and eroding hillsides and resulting high levels of sedimentation. In 2000, the Village adopted a stormwater management plan to attempt to curb these deleterious impacts.

6. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas potentially subject to the 100-year flood event adjacent to navigable waters. All areas of the Village subject to flooding are not necessarily reflected in mapped floodplains. Development is strongly discouraged in flood plains, to avoid both on-site and up- and downstream property damage.

Because of its relatively high elevation, floodplain areas are limited primarily to the Village's extraterritorial jurisdiction.

FEMA and Dane County floodplain maps for Dane County should be referenced for official delineation and elevations of floodplain boundaries.

Due to its steep topography, all surface water in the Village leaves Village limits, minimizing potential flooding problems within Mount Horeb, but having implications for surrounding areas. The Village adopted a stormwater management plan in 2000 to suggest policies for managing its water runoff and resources.

7. Wetlands

According to a 2000 Land Use Inventory conducted by the Dane County Land Conservation Department, there are 39.5 acres of wetland in the Village of Mount Horeb and the area immediately surrounding the Village (the study area consisted of 2,809 acres including the Village and undeveloped area outside the limits that may be developed in the future). This is located around Stewart Lake on the northwestern part of the Village, along Schlapbach Creek flowing out of the eastern part of the Village, and a small tributary to the West Branch of the Sugar River flowing out of the western edge of the Village.

8. Woodlands

The Village's most prominent expanse of woodland is found in the north/northeastern area. Other smaller wooded areas are scattered throughout the Village and its peripheral area—particularly to the east and the south. According to the 2004/2005 land use inventory, about 40 acres of woodlands were present in the Village. A larger area of woodland is located at the northwest margin of the planning area, in the “wind shadow” of



Blue Mounds. In this area, the heights of Blue Mounds guided the direction of prairie fires to the north and south. Therefore, the extensive area of upland hardwoods in the northwestern portion of the planning area contains some of the largest and oldest stands of hardwoods in the Midwestern Prairie bioregion.

9. Steep Slopes

Generally, the planning area is dominated by steep to rolling hills. Steep slopes (over 12 percent slope) occur relatively frequently in the area. The steep slopes present the Village not only with topographical development constraints in siting utilities and roads, but also can result in challenges to addressing drainage.

10. Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area's rural-agricultural character in terms of color, material, or style. The Village's location in the unglaciated area known as the Driftless region has helped created a reputation for the rolling terrain and eye-catching, steep slopes that visually define the landscape around the Village.

11. Rare Species Occurrences/Wildlife Habitat

The Military Ridge Prairie Heritage Area, a 40,000-acre, highly significant grassland area that supports a number of rare birds, insects, and plants, occurs south and west of Mount Horeb. This project is administered by the Southwest Badger Resources Conservation and Development Council, with guidance from The Nature Conservancy, WisDNR, Natural Resource Conservation Service, U.S. Fish and Wildlife Service, Driftless Land Trust, and others. The area includes grassland, prairie remnants, pastures, and lands enrolled in the Conservation Reserve Program (CRP). Only about 10 acres are publicly owned. Notable species in the area include grassland songbirds, ring-necked pheasants, wild turkey, badgers, and a number of rare and listed plants and insects.

At this time this *Comprehensive Plan* was written, WisDNR was developing a feasibility study and seeking public input for a proposed Southwest Grassland Project, across an expanded grassland area. The goal would be to develop tools and assistance for conserving grassland across a working agricultural landscape. The proposed boundary would extend to the western border of the Village. These grasslands west and south of Mount Horeb extending into Iowa and northern Lafayette Counties are part of one of the highest quality prairie landscapes remaining in Wisconsin.

12. Environmental Corridors

Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the Village, the most significant environmental corridor is in the northeast part of the community. Environmental corridors are used in this *Plan* to address the multiple concerns of drainage, water quality, recreation, wildlife habitat, and open space.

13. Parks and Recreation Facilities

The Village values the contribution of parks, open space, and other natural areas to the area's quality of life, and places a high priority in their acquisition and maintenance. Parkland in the Village is shown on Maps 2, 3, and 4. As of 2005, the Village had approximately 40 acres of developed parks and open space. As of 2005, several additional park areas had been dedicated with approval of new development, but not yet developed as facilities. This includes a 26-acre Conservancy Park, focused on natural area preservation. Village Parks are described in detail in the Utilities and Community Facilities Chapter.

Dane County parks and Mount Horeb School District recreation areas are also part of the recreational infrastructure in the Village. **Stewart Park** is a 125.5-acre County park located on the northwestern corner of the Village. The park features a scenic and quiet setting, with a picnic area, some playground equipment, camping, cross-country ski trails, and an impounded spring-fed lake. Brigham and Donald Parks are two other Dane County Park facilities in the area. Donald Park has several facilities including walking trails, equestrian trails, picnic areas, and plans for campsites in the future. The park offers recreation opportunities for all four seasons – including cross country skiing and snow-shoeing.

The Mount Horeb High School, Middle School, Intermediate School, and Elementary School all feature recreational facilities.

The **Military Ridge State Trail** travels through Mount Horeb. This is a 40-mile regional bike trail connecting Dodgeville in Iowa County to Madison, via several communities including Mount Horeb. The trail is owned by WisDNR, showcasing some of the state's finest woodlands, wetlands, prairies, agricultural land, and small villages. Blue Mounds State Wildlife Area is another State Park.

The Village's park and recreation system is described in more detail in the Comprehensive Outdoor Recreation Plan, prepared simultaneously with, and adopted as a detailed component of, this *Plan*.



14. Nonmetallic Mineral Resources

There is a quarry located on the west edge of the Village, south of CTH ID. The Village, through its extra-territorial review, might receive requests for new or expanded extraction sites over the planning period. Such nonmetallic mineral extraction may be appropriate in the extraterritorial area, provided that they are properly sited, intended as a relatively short-term use (less than 20 years), reclaimed per new state and county rules, and are consistent with the policies of the town they are located within. New or expanded extraction sites that are intended for long-term use (more than 20 years) are generally not appropriate in the extraterritorial area, as they will likely conflict with and/or impede future urban residential development.

Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for ten years and renewable for an additional ten years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

D. NATURAL RESOURCE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal: Protect natural resource features in the Village of Mount Horeb's Planning Area.

Objectives:

- a. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, woodland areas, and other natural features.
- b. Recognize the Village's position at the headwaters of several high quality streams, protect surface water and ground water quality.
- c. Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains.
- d. Cooperate with other units of government on resources under shared authority.

Community Survey Results

Percentage of respondents who said the following are Very Important or Somewhat Important for the future of the Mount Horeb area:

98% Woodlands
 89% Wetlands
 81% Steep Slopes
 96% Scenic Views
 99% Water Quality

Policies:

1. Preserve environmental and open space corridors by prohibiting new buildings in wetlands, stream banks, floodplains, and on slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils outside of wetlands. Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available.
2. Given the Village's position at the headwaters of several sensitive streams, emphasize use of natural drainage patterns, construction site erosion control, and ongoing stormwater management measures that control the quantity, quality, sediment, and temperature of water leaving any site.
3. Require natural resource features to be depicted on all site plans and preliminary plats and certified survey maps in order to facilitate preservation of natural resources. These should include wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees. Once identified, establish maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.
4. Use major natural areas, "Natural Barriers to Development," such as drainage divides, areas of steep slopes, and environmental corridors, as long-term edges to community growth.
5. Use the Village's zoning, subdivision, and official mapping powers to protect waterways, shorelines, wetlands, and floodplain areas within the current Village limits and extraterritorial area.
6. Require the clean up of contaminated sites that threaten the public health, safety, and welfare.
7. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and creates a tight edge between Village and rural development that minimizes conflicts between urban and rural uses.
8. Continue to require maintenance of an open space buffer along the Military Ridge Trail.

Programs and Recommendations:

This *Plan* recognizes the importance of natural resource management in the comprehensive planning process. It recommends zoning regulations that preserve environmental corridor features such as waterways, floodplains, wetlands, ground water recharge areas, steep slopes, wildlife habitat, scenic vistas, and woodlands. It recommends the following strategies to preserve the planning area's natural resource base:

**Preserve Valued Natural Features**

- Include provisions in the Village's zoning and subdivision regulations that would require all natural resource features be depicted on site plans, preliminary plats, or certified survey maps in order to facilitate the preservation of natural resources.
- Use public acquisition, dedication, or conservation easements to preserve critical natural resource areas, particularly in critical watershed areas and adjacent to existing parks and natural areas. Examples include the parcel of land between Stewart Park and Boeck's Park, and linear corridors along drainageways on the south side of the Village.
- Utilize the official mapping authority of the Village to protect environmental corridors within the Village limits and its extraterritorial area.
- Consider revisions to existing and/or develop new ordinances to address sensitive resource areas, including:
 - Slope stabilization
 - Tree protection
 - Viewshed preservation
- Consider revisions to the Village zoning and subdivision ordinances that would allow conservation subdivisions and promote low impact development strategies.
- Work with Towns of Springdale and Blue Mounds, WisDNR, and Dane County on purchase of development rights (PDR) program to provide financial benefits to landowners in the rural countryside outside of the Village for keeping their land undeveloped.
- Consider working with WisDNR and Town of Blue Mounds to promote oak savanna restoration in the area west of projected Village growth, north of CTH ID.
- Preserve a 50- to 100-foot open space buffer as public parkland between the Military Ridge Trail and the Northeast Growth Area is developed.

Map 2: Natural Features Map

Protect Water Quality

Water quality is of paramount importance to the Village. Given its location at the headwaters of several priority streams, erosion control and stormwater management are critical considerations. The Village will require new development projects to include Village-approved stormwater management facilities. To minimize erosion control and stormwater runoff impacts on local water quality, the Village should:

- Work with private landowners and developers to incorporate Best Management Practices (BMPs) rather than simply conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff (e.g., rain gardens), bioinfiltration systems, residential roof runoff directed to pervious yard areas, maximum impervious surface ratios for development sites, and narrower street cross-sections.
- Partner with local and regional interest groups to promote water quality protection activities, for instance the Upper Sugar River Watershed Association.
- Specifically require Low Impact Development practices, as described above, in the Northeast Growth Area.

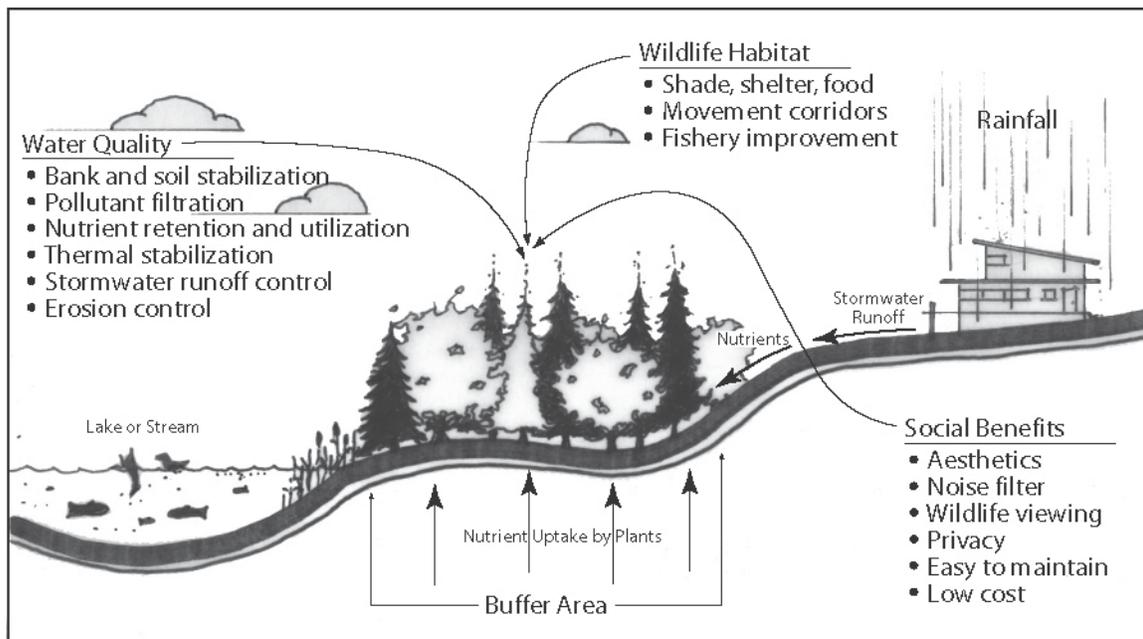
Community Survey Results

Support for Strategies to Protect Water Quality

64% of respondents said the Village should preserve more open space/green space to encourage water infiltration.

61% said the Village should institute an active program to manage stormwater, reduce pollution and runoff in all new or expanded developments.

Figure 10: Benefits of Vegetative Buffers



- Consider allowing smaller lot sizes as a stormwater management strategy. This would maximize the capability of accommodating future growth in a smaller area, thereby limiting the area needed to accommodate development.
- Work with WisDNR and developers to fund watershed restoration to improved water quality in Schlapbach Creek. This would require intensive stormwater management and erosion control at construction sites in the Village to help protect critical resource waters.

Build on Natural Resource Based Tourism Opportunities

The Village has a unique opportunity to capitalize on the combination of its current draw to tourists, and its outstanding natural resources and open spaces. Linking natural resources protection to its tourism base presents opportunities, including:

- Work with the WisDNR to develop interpretive signage for Military Ridge Prairie Heritage Area and marketing of the “Prairie Heritage Trail.”
- Promote protection of the many high quality trout streams originating in the Village through educational signage, and interpretive programs that utilize existing and proposed Village park and open spaces (Sugar River E-Way, Conservation park). The Village could encourage stores that cater to fishing and natural resource enthusiasts.
- Encourage redevelopment of Front Street and the area along the Military Ridge State Trail. New shops or restaurants visible from the bike trail area will attract trail users to the downtown area.

E. CULTURAL RESOURCES INVENTORY

The community of Mount Horeb dates back to the mid 1800’s. It was named in 1861, by an English minister, to reflect its hilly terrain and natural beauty. Its early European settlers, primarily Scandinavian, brought along many elements of their culture. For instance, Norwegian settlers brought their traditional trolls—thus resulting in Mount Horeb’s distinguished title as the “Troll Capital.” Today, Mount Horeb’s culture and history is still evident in its many historic buildings and homes in the downtown area, and celebrated in numerous festivals and events throughout the year.

Preservation of historic, archeological, and cultural resources fosters a sense of pride, contributes to a community’s quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. Historic and cultural preservation can also provide economic benefits to property owners and communities through tourism and increases in property values. The following sections describe the significant historic and archeological resources in the Village.



1. Historic Resources

As of September 2009, there are four properties in the Village of Mount Horeb listed on the National Park Service's National Register of Historic Places. The Hoff Department Store, added to the National Register in 1989, is an intact example of an early twentieth-century brick commercial building. The store, which was constructed in 1916, is located at 101-103 Main Street, in the heart of the Village's historic commercial district. The Herman and Anne Marie Dahle house, located at 200 N. Second Street, is an intact example of a Neoclassical-style residence listed in the National Register in 2003. The Henry and Sarah Dahle house, located at 312 S. Fourth Street, was also listed in the National Register in 2003. This Craftsman-style dwelling displays decorative details typical of a high-style home. The Aslak Lie Cabin was listed in the National Register in 1986. Additional information related to the Aslak Lie Cabin is not available from the National Park Service at this time.

The Village also has a fine collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 129 documented properties in the Village of Mount Horeb. These properties include the sites of the former Mount Horeb Railroad Depot, the Opera House, A. Hoff and Company General Store, Mt. Horeb Bank, St. Olaf's Hospital, Mt. Horeb Village Hall, Mt. Horeb House Hotel, Mt. Horeb Co-op Creamery, the Co-op Cheese Factory, and several older houses and commercial buildings. Locations of historic sites are shown on Map 2. It is important to note that numerous sites and structures overlap on the map, therefore, fewer representative points are shown on the map.

2. Archeological Resources

According to the State Historical Society and local sources, there were 19 known archaeological sites in the planning area (Village and surrounding 1.5 mile ETJ) as of July 2004. These sites contain cemeteries (including unmarked graves, mounds, and effigy mounds), campsite and village communities, rock art sites, and cabin/homestead sites. Since only a small portion of the community has been surveyed, not all sites that might be present in the Village are listed.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public. Dane County ordinances require a 25-foot setback from Native American burial mounds.

F. CULTURAL RESOURCE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal: Preserve and build on Mount Horeb's cultural and historic character.

Objectives:

- a. Promote the historic downtown area as the Village's community center and gathering place.
- b. Identify and protect unique historic and archeological areas within the Village and planning area.

Policies:

1. Emphasize the value of remaining historic resource areas as community focal points.
2. Encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the Village, especially the historic residences. Update records and mapping to fully document these resources.
3. Work with the Mount Horeb Area Historical Society to protect resources that contribute to the Village's character.
4. Enhance the role of the downtown area as the Village's activity hub.
5. Support community events and programs which celebrate the history and culture of Mount Horeb, in conjunction with the Mount Horeb School District, Chamber of Commerce, Historic Society, churches, clubs, and other groups.

Programs and Recommendations:

The following are recommendations to preserve Mount Horeb's important historic and archeological features:

Preserve Historic Districts and Buildings

Mount Horeb has had success in preserving the historic character of its downtown and the central area of the Village. Under Section 62.32 of the State Statutes, the Village has the authority to pass ordinances protecting and promoting historic resources. To ensure that the historic character of the Village is protected, the Plan Commission should continue to review any new construction or the exterior remodeling, renovation, or modification to existing structures in the downtown area to ensure that it meets certain aesthetic standards.

The Village should work with property owners and the Mount Horeb Area Historical Society to list additional properties worthy of attention on the National or State Registers of Historic Places. Once a district or single property is listed on the State or National Register, there are economic incentives available to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits. These tax incentives are available for buildings that are listed, or eligible for listing, on the State and National Register of Historic Places. Property owners can qualify for a 20 percent federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. In Wisconsin, owners of historic properties can claim an additional 5 percent ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's *Standards for Historic Building Rehabilitation*.

At the state level, another tax relief program provides a 25 percent Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State’s Division of Historic Preservation, where required forms and additional information can be obtained.

Historic property owners can apply for grant funding from the Wisconsin Humanities Council’s Historic Preservation grant program. The program provides grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in communities with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

Protect Archeological Resources

There are over 19 archaeological sites and cemeteries in the Mount Horeb planning area identified in the Wisconsin Archeological Site Inventory (ASI). Interested individuals who own archeological sites that are listed on these registers, or believe that an archeological site on their property may be eligible for the State and National Register, can take advantage of some tax breaks. If a site is listed, and if the owner signs a protective covenant, the land included under the covenant can be made exempt from general property taxes. Depending on the size of the site and the local tax rate, signing a covenant can provide substantial savings for the land owner.

To avoid disturbing any known archeological site during development, this *Plan* advises that the Village make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent.

CHAPTER FOUR: LAND USE

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in the Village of Mount Horeb. This chapter includes maps showing existing land uses and recommended future land uses over the 20 year planning period, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING LAND USE

An accurate depiction of Mount Horeb's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Village's consultant conducted an inventory of the existing land uses using data from the Village, aerial photography, spot field checks, and consultation with Village staff.

1. Land Use Map Categories

Map 5 divides *existing* land uses in the Village of Mount Horeb into several categories:

- a. **Agriculture and Vacant:** agricultural uses, farmsteads, open lands and single-family residential development with densities at 1 dwelling unit per 35 or more acres;
- b. **Single-Family Residential (Unsewered):** single-family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- c. **Single-Family Residential (Sewered):** sewerred single-family residential development at densities up to 4 dwelling units per acre;
- d. **Two-Family Residential:** two-family and attached single-family residential development, generally at densities up to 8 dwelling units per acre;
- e. **Multi-Family Residential:** a variety of residential units at densities averaging above 8 dwelling units per acre;
- f. **Elderly Housing Residential:** residential to accommodate elderly persons of up to 24 one-bedroom and 2-bedroom units per building;
- g. **Mobile Home Residential:** single-family mobile home dwellings, and the associated sanitary, washing, recreational, road, and office facilities to service mobile home dwellings;
- h. **Business and Office:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- i. **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- j. **Government and Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
- k. **Extraction:** quarries, gravel pits, clay extraction, peat extraction and related land uses;
- l. **Public Park and Open Space:** publicly owned park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities;
- m. **Private Park and Open Space:** large, privately owned outdoor recreation facilities available for use by the general public, including golf courses;

- n. **Conservancy:** public and privately owned open space or forested areas dedicated to stormwater management and/or passive recreation functions;
- o. **Environmental Corridor:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features;

2. Existing Land Use Pattern

The topography, land use features, and major transportation corridors have been the predominant forces shaping development in the Village. Rugged terrain and steep slopes have limited development potential on the Village’s north side. As a result, much of the Village’s growth was focused on the south and northeast portions of the Village. In addition to more gentle and accommodating topography, these areas are served by major regional transportation corridors—USH 18/151, and Bus. 18/151 E. Maps 3a and 3b depict the existing land use pattern (2009) within the Planning Area. Figure 11 summarizes the acreage within the various land use categories in the Village. The following is a summary of the development patterns depicted in this map.

Figure 11: Existing Land Use Totals for Village and ETJ, 2009

Land Use	Village of Mount Horeb		ETJ	
	Acres	Percent	Acres	Percent
Agriculture and Vacant	426	21%	9,729	67%
Single-Family Residential (Unsewered)			282	2%
Single-Family Residential (Sewered)	601	29%	617	4%
Two-Family Residential	64	3%	63	<1%
Multi-Family Residential	45	2%	47	<1%
Elderly Housing Residential	2	<1%	0	<1%
Mobile Home Residential	0	<1%	1	<1%
Business and Office	89	4%	101	1%
General Industrial	6	<1%	23	<1%
Government and Institutional	142	7%	149	1%
Extraction	0	<1%	31	<1%
Public Park and Open Space	164	8%	225	2%
Private Park and Open Space	50	2%	50	<1%
Conservancy	118	6%	2,355	16%
Right-of-Way	355	17%	943	6%
TOTAL	2,063	100%	14,625	100%

Source: GIS Inventory, Vandeville & Associates, 2009
Note: Figures rounded to the nearest whole number and percentage.

Residential Development

The Village of Mount Horeb has a healthy balance of land uses. Residential development comprises about half of the developed area of the Village, consisting of 601 acres of single-family development and 64 acres of two-family development, and 47 acres of multi-family residential development. The density of single-family housing in 2000 was about 2.6 dwelling units per acre, and the density of multi-family housing is 10.3 dwelling units per acre. These are served by sanitary sewers and municipal water.

Non-residential Development

Industrial uses comprise less than one percent of the total developed area in Mt. Horeb. The largest area of industrial use is located between Lincoln Street and the Military Ridge Trail. There is also a large industrial area on the western edge of the Village, north of ID.

Business and office uses comprise approximately four percent of the total developed area of the Village. Commercial and office uses are prevalent along Highway ID on the eastern edge of the Village, lining Springdale Street, and along Main Street. There is also a large area of commercial development on the west side of the Village, south of the Military Ridge State Trail.

Institutional uses include several school sites throughout the Village and municipal facilities in the downtown area. The map also shows large expanses of public open space, including several Village parks, Stewart County Park, and the Military Ridge State Trail.

3. Land Development Trends

The developed area of the Village's urban service area, as reported by the Dane County Regional Planning Commission has increased dramatically over the last several decades. The acreage of developed land was 474 acres in 1970, 697 in 1980, 824 in 1990, and 1,134 in 2000. This is a 139percent increase of developed land over four decades.

Between 1986 and 2003, there were 596 building permits issued for single-family dwellings, 59 for two-family units, and 56 for multi-family developments, creating 1,130 dwelling units in total. An average of 40 permits was issued each year in the Village. The average number of dwelling units built annually was 62.

Figure 12: Village of Mount Horeb Land Use Trends

Land Area (Acres Developed)	1970	1980	1990	2000	Developed Acres Added 1970-2000
Single-Family Residential	176	296	365	491	316
Multi-Family Residential	27	48	54	89	62
Commercial	23	49	55	89	66
Industrial	14	24	30	9	-6
Street Right-of-Way	136	177	182	256	120
Transportation, Community, Utilities	42	41	22	26	-15
Institutional	53	57	70	82	29
Recreation	5	6	46	92	87
Total Developed Land	474	697	824	1,134	660
Vacant Land	841	706	590	820	-21

Source: Dane County Regional Planning Commission

Map 3a: Existing Land Use, ETJ View

Map 3b: Existing Land Use, Village View

B. LAND SUPPLY AND DEMAND

1. Land Supply

The following analysis considers several factors that relate to the supply of land in the Village of Mount Horeb and the surrounding area that is potentially available for future Village development. Considerations in determining future land supply include existing development, environmental corridors and other natural barriers to development, proximity to existing Village development, and feasibility of extending utilities and services.

Figure 14 calculates Lands Potentially Available for Development. This sum was calculated by designating potential Growth Areas based on the above considerations. Within each of these potential Growth Areas, Environmental Corridors were subtracted from the total acreage to determine Lands Potentially Available for Development. Areas located southeast of the USH 18/151 Bypass were considered too difficult to serve with sanitary sewers and isolated by poor road connections to the existing developed areas.

The Lands Potentially Available for Development calculation defines the area that is not constrained by existing development or environmental factors. This figure does not suggest that these areas should or will be developed. This calculation also does not account for other factors that should influence development decisions – such as productive agricultural land and protected forest land, and the desired character of development. These factors, as well as Village and landowner development preferences, will also determine which lands will actually be developed, when, and for what purposes.

The potential growth areas are delineated and summarized on the below map and figure.

Figure 13: Potential Future Growth Areas

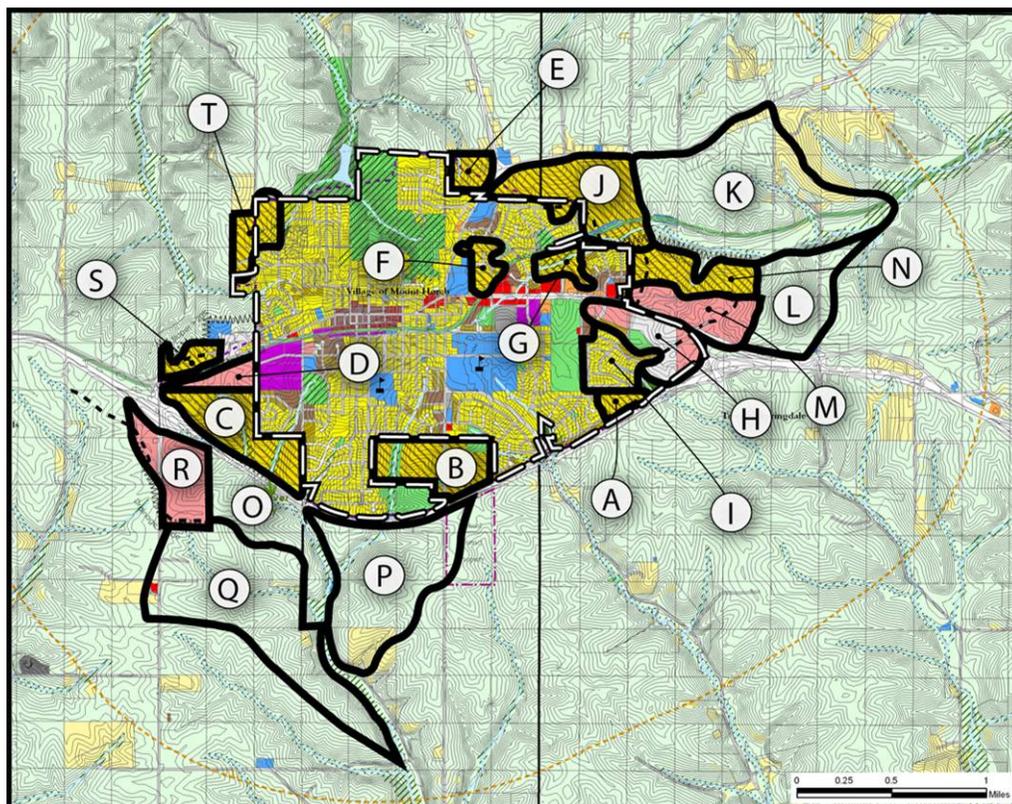


Figure 14: Potential Area Available for Future Development, 2005

Residential Growth Area	Size (acres)	Environmental Corridors (acres)	Developable Area (acres)
Current Urban Service Area			
A	20	1	19
B	112	9	103
C	113	17	96
D	32	0	32
E	32	2	30
F	25	0	25
G	27	8	19
H	65	0	65
I	136	4	132
Northeast Growth Area			
J	147	6	141
K	435	14	421
L	141	19	122
M	25	0	25
N	84	0	84
Southern Growth Area			
O	101	5	96
P	233	7	226
Q	374	15	359
R	94	0	94
West Growth Area			
S	38	0	38
T	42	2	40
	2,276	109	2,167

2. Future Land Demand

The interaction of local and regional dynamics, described at the beginning of this chapter, will continue to drive population change, household size, the balance of residential to non-residential uses, and the density of development in the Mount Horeb area. These factors, in turn, determine the demand for land development.

The following analysis basis land demand projections on several factors:

- **2005 to 2030 Population Increase Increment:** A range of population projection scenarios were prepared for the Village. These scenarios reflect historical trends as well as trends in comparable communities, the Wisconsin Department of Administration, and the former Dane County Regional Planning Commission. The range of population projections in annual incremental growth are provided in Appendix I.
- **Projected Number of New of Households in 2030:** Projected population growth and the average household size guided calculation of the number of new households. An assumption of average household size of 2.53 for Village development, based on projected household size in 2025, was used for this analysis.

- **Total New Residential Area in 2030:** The acreage of residential land demanded was calculated based on an assumption of average residential development densities approximating the recent trends in the Village. Figure 15 translates forecasted population increase into demand for residential land in five-year increments.
- **Total New Non-Residential Area in 2030:** Historically, the Village of Mount Horeb’s balance of non-residential land area to residential area was less than 50 percent. In recent years, and as the Village further develops, it might expect to approach an equal balance of residential to non-residential land uses (50 percent). Therefore, the amount of non-residential land development demand in 2030 was set equal to the calculated residential demand total, to approach a residential/non-residential balance of 50 percent.
- **Total New Land Demand in 2030:** Projected Residential Land Area and Total Non-Residential Land Area were added to determine Total Land Demand.
- **Total New Development Area with Flexibility Factor:** The flexibility factor is applied to the Village’s land demand to help to ensure orderly, sequential growth is possible, given the necessity to grow adjacent to the Village and provide public utilities (e.g. sanitary sewer, storm sewer, and water). Given that the market for land is not only driven by demand, but it is also dictated by timing and the desires of landowners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. For the Village the sequence of development is particularly critical to ensure the ability to provide utilities and services and avoid drastically uneven patterns of growth. The flexibility factor ensures that supply of areas designated as appropriate for development match demand, and provides a basis for determining the urban service area (the Village’s 25-year boundary for public water and sanitary sewer service provision).

Figure 15: Land Use Demand by Growth Rate

	2004 Pop- ulation (a)	2030 Pop- ulation on Projection (b)	Population on In- crease Increment (b-a)	Projected New Households (HH size 2.53)	Total Acres Needed (5du/acre)	Incremental Residential Area with 100% Mar- ket Flexibil- ity (acres)	Incremental Total New Development Area (acres)
WisDOA	6,244	9,170	2,926	1,156	231	463	925
DCRPC	6,244	10,095	3,851	1,522	304	609	1,218
Linear 1980-2004	6,244	9,486	3,242	1,281	256	513	1,025
Linear 1990- 2004	6,244	10,073	3,829	1,513	303	605	1,211
Compounded 1980-2004	6,244	16,615	10,371	4,099	820	1,639	3,279
Compounded 1990-2004	6,244	15,357	9,113	3,602	720	1,441	2,881
Compounded 2000-2004	6,244	9,527	3,283	1,297	259	519	1,038
Blended 1	6,244	11,255	5,011	1,980	396	792	1,584
Blended 2	6,244	11,776	5,532	2,186	437	875	1,749

Future Land Use Demand in Five-Year Increments

Figure 16 shows residential and non-residential demand for the Village in five-year increments for the planning period. This demand assumes the median 2030 population forecast from the table above. Commercial and industrial development is expected to be roughly balanced.

Figure 16: Forecasted Land Use Demand, 2005 – 2030

	2005- 2010	2010- 2015	2015- 2020	2020- 2025	2025- 2030	Total 2005- 2030
Projected # of New Residents	884	736	736	736	736	3829
Projected # of New Housing Units	349	291	291	291	291	1514
Total Residential Acreage Demand (acres)	70	58	58	58	58	303
Total New Non-Residential Acreage Demand (acres)	70	58	58	58	58	303
Total Residential and Non-Residential Demand (acres)	140	116	116	116	116	605
Total Demand with Market Flexibility Factor (acres)	279	233	233	233	233	1211

C. FUTURE LAND USE

1. Growth Factors Analysis

Before determining where all of the projected land uses shown in Figure 16 should be located in and around Mount Horeb, it is important to analyze the various factors that influence where the community can or should logically expand its urban services. Topography, drainage basins, natural features, public lands, and transportation corridors all pose certain opportunities and constraints to Mount Horeb's future growth.

Surface Water and Drainage

Communities typically want to extend sanitary sewer services uphill as much as possible to efficiently create a gravity-based utility network. Extending services beyond a ridgeline and into another basin often results in higher utility (e.g., pumping stations) costs. Given Mount Horeb's location and topography, expensive infrastructure such as pumping stations and force mains are inevitable. Maps 4a and 4b illustrate the topography of the area and show many of the drainage divides that influence the flow of water or sewage relative to the wastewater treatment plant. These drainage basins suggest logical urban service expansion areas in the future. In the case of Mount Horeb, it is most cost-effective in terms of infrastructure to plan for growth in one basin, thus minimizing the number of infrastructure additions necessary. The northeast and southwest areas are two of the larger areas in the planning area able to be served by just one potential future pumping station or force main.

Open Space Features

Maps 4a and 4b also show the location of publicly-owned lands in the planning area, including Village, County, and State owned parks and open space areas. Dane County's Stewart Park provides a logical edge to Village growth.

Near-Term Municipal Service Potential

Maps 3a and 3b show the Village's 2009 Urban Service Area (USA) Boundary. This boundary, which includes the Village and portions of the Town of Blue Mounds and Springdale,

depicts the area planned for urban development with a full range of services including public sanitary sewer, public water supply and distribution systems, higher levels of fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems. Delineating a future urban service area allows the Village to plan for the orderly extension of utilities and public services, while recognizing that USA boundaries can be expanded regularly over time. The Village's potential future USA boundary is shown on Maps 4a and 4b.

Transportation Connections

The Village's steep topography makes connecting existing transportation corridors and new development particularly challenging. Steep topography and limited opportunities for linking corridors and neighborhoods in several portions of the planning area is one consideration in delineating future growth directions. A second issue is the traffic impacts of proposed expansion areas on existing developed areas and streets. Because of the unlikelihood of an additional interchange from STH 78 onto USH 18/151, traffic generated from development south of the bypass would inevitably be funneled through the downtown area and CTH ID, adding to current concerns of congestion.

Smart Growth Areas

This *Plan* designates the *Planned Mixed Use* and *Downtown* areas within the Village limit as "Smart Growth Areas." Wisconsin's comprehensive planning law requires comprehensive plans to identify "Smart Growth Areas," which are defined as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs." Strategies for developing and redeveloping these areas are outlined in this *Comprehensive Plan*.

2. Future Land Use Pattern

The recommended land use pattern for the Village of Mount Horeb is guided by several principles. First, the land use supply and demand projections ensure that the Future Land Use recommendations accommodate the desired pace of growth in the planning period. Second, the future land use pattern as shown on the Future Land Use Maps is intended to maintain the Village's desired character. The priorities expressed in the public participation exercises also guide the future land use pattern. Examples of priorities expressed included controlled growth, farmland and open space preservation, economic development, and stormwater management.

Overall, the recommendations suggest a future land use pattern that considers limitations and constraints, relationships to neighboring properties, and a logical system for sequencing or timing of development. Important considerations that guided the development of Future Land Use recommendations included:

- Controlling development to acknowledge significant constraints to Village expansion.
- Locating logical long-term boundaries for the Urban Service Area, such as natural or constructed barriers, drainage basin boundaries, or other logical service boundaries.
- Identifying areas unsuitable for development, such as wetlands, floodplains, steep slopes, and wet soils (Environmental Corridors).

- Determining the amount of vacant land needed for development throughout the 25-year planning period based on population and land use forecasts.
- Avoiding locating incompatible uses adjacent to one another.
- Retaining the “small village character” by promoting compact development.

The recommended future land use pattern is shown on Maps 4a and 4b. This *Plan* recommends future residential development focused within undeveloped portions of the Village’s adopted Urban Service Area. These Village infill areas are easily serviceable by public water and sanitary sewer. New residential development is also planned to the northeast; however, this area would likely require an additional lift station. Future *Planned Business* and *Planned Office* are recommended at nodes that are easily accessed from both the east and west interchange from USH 18/151. Opportunities for peripheral area growth are greatly constrained by the Village’s steep topography, which results in difficulty serving the area with sanitary sewer and road networks. Because of these challenging conditions, this *Plan* prioritizes infill and redevelopment of appropriate sites within the existing developed portions of the Village where possible.

The area designated for future development on Maps 4a and 4b includes several Growth Areas. Overall, these Growth Areas provide for about 708 acres of land for residential *Planned Neighborhood* growth, an additional 1,200 acres designated as “sewered” residential development (much of this area is in subdivisions platted and recorded at the time this *Plan* was adopted in 2005) and 380 acres of land designated for non-residential growth. In total, 1,000 acres are planned for new Village growth on the periphery of the Village, excluding environmental corridors which are assumed un-developable. This area would likely provide for 25-35 year growth at a moderate rate, incorporating a market flexibility factor. For the Village of Mount Horeb, ensuring that new development is in the right location, protects environmental and natural features, and does not detract from the Village’s distinctive character is prioritized over market flexibility.

The remainder of this chapter presents overall goals and objectives for the future land use of the Village of Mount Horeb. Goals and objectives are presented below, followed by a set of recommendations for each recommended land use designation.

3. Future Land Use Map Categories

Future Land Use Maps 4a and 4b divide recommended future land uses in the Village of Mount Horeb into the categories listed below. These future land use categories and the designation of property on the Future Land Use Map represent the desired future pattern of development in the Village. It is important to note that these future land use categories do not directly relate to the Village’s zoning districts; however, they are intended to be compatible with the Village’s zoning districts.

- a. **Agriculture and Vacant:** land intended to be preserved primarily for farming, farmsteads, forestry, open space, and agricultural or forestry support activities, with limited recreational uses, farm family businesses, and residential development at or below a density of 1 dwelling unit per 35 acres;
- b. **Single-Family Residential (Unsewered):** single-family detached residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres and served by on-site waste disposal systems;
- c. **Single-Family Residential (Sewered):** single-family detached residential development served by a public sanitary sewer system at densities of between 3 and 5 dwelling units

- per acre. This category includes storm water management facilities and mini-parks to serve residential development;
- d. **Two-Family Residential:** groupings of two or more duplexes and attached single-family residences with individual entries (e.g., townhouses) served by a public sanitary sewer service system;
 - e. **Multi-Family Residential:** a variety of residential units, particularly multiple-family housing (3+ unit buildings), at densities averaging above 8 dwelling units per acre and served by a public sanitary sewer service system;
 - f. **Elderly Housing Residential:** residential housing to accommodate elderly persons at densities up to 24 one-bedroom and two-bedroom units per building;
 - g. **Mobile Home Residential:** single-family mobile home dwellings, and the associated sanitary, washing, recreational, and office facilities to service mobile home dwellings;
 - h. **Planned Neighborhood:** a carefully planned mix of primarily *Single-Family Residential* development, and can include *Two-Family Residential*, *Multi-Family Residential*, small-scale *Government and Institutional* (e.g. churches, schools) and *Neighborhood Business* uses that are consistent with the residential character of the area and retaining the Village's existing balance of residential types;
 - i. **Central Business:** pedestrian-oriented commercial, office, institutional and residential uses in a "downtown" setting with on-street parking and minimal to no building set-backs;
 - j. **Main Street Business:** small to medium-scale commercial uses that provide a transition in character from the classic village downtown area to nearby residential and *Planned Business* areas.
 - k. **Neighborhood Business:** small-scale, neighborhood-serving commercial uses that preserve the residential character of the neighborhood through building-scale, appearance, landscaping, and signage;
 - l. **Planned Business:** high-quality indoor retail, commercial service, office and institutional land uses with generous landscaping, modest lighting, and limited signage, complying with detailed design standards included in the Economic Development Chapter;
 - m. **Recreation Business:** indoor and outdoor commercial recreation land uses, such as movie theaters, golf courses, miniature golf courses, golf pro shops, golf driving ranges, outdoor swimming clubs, and bowling alleys;
 - n. **Planned Office:** high-quality office, institutional and office-support land uses with generous landscaping, modest lighting, and limited signage;
 - o. **Planned Mixed Use:** a carefully controlled mix of commercial, office, light assembly, and/or residential uses, with approvals granted only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans. Development should comply with detailed design standards included in the Economic Development Chapter;
 - p. **Planned Industrial/Business Park:** high-quality indoor manufacturing, warehousing, distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards included in the Economic Development Chapter;

- q. **General Industrial:** indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas and low to moderate attention to building design, appearance, landscaping and signage;
- r. **Government and Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small-scale institutional uses, such as churches, cemeteries and elementary schools, may be permitted in other land use categories;
- s. **Extraction:** landfills and quarries, gravel pits, clay extraction, peat extraction and related land uses.
- t. **Public Parks and Public Recreation:** park and open space facilities devoted to both active and passive recreation, such as playgrounds, play fields, play courts, trails, picnic areas, natural areas, and related recreational activities;
- u. **Conservancy:** public and privately owned open space or forested areas dedicated to stormwater management and/or passive recreation functions;
- v. **Environmental Corridor:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features.

Map 4a: Future Land Use Map, ETJ View

Map 4b: Future Land Use Map, Village View

D. LAND USE GOALS, OBJECTIVES, AND POLICIES

Goal #1: *Promote a future land use pattern in and around the Village that contains a logical and sustainable mix of uses and building types.*

Goal #2: *Preserve and enhance the natural resources surrounding the Village, and the small village character, while still providing opportunity for economic development.*

Objectives:

- a. Ensure a desirable and compatible mix of land uses that is consistent with the Village's historical character.
- b. Ensure adequate development areas are reserved for a variety of land uses.
- c. Consider natural constraints to development (e.g. steep slopes, waterways, and drainage-ways) as logical edges to Village development.
- d. Guide development to promote efficient land use patterns and limit sprawl without undue limitations on economic growth.
- e. Support sustainable land use practices to create a unique community identity.
- f. Create buffers between potentially conflicting land uses to minimize conflict.
- g. Promote the stabilization and expansion of the current economic base by identifying areas for non-residential and employment-based land uses.
- h. Promote an efficient pattern of future development for land within Village boundaries and strictly limit development within the extraterritorial jurisdiction area.
- i. Preserve open space, natural areas, and agricultural land by promoting compact development.

Policies:

1. Phase residential growth in areas with existing utilities or planned service areas.
2. Maintain the Village's general mix of housing types including single-family units (65 to 75 percent), two-family or duplex units (5 to 10 percent) and multiple-family units (15 to 20 percent) in future growth areas.
3. Use the natural and human-made boundaries of the USH 18/151 bypass, the ridge along CTH S, steep slopes (greater than 20 percent), and waterways to form the 20-year growth edges for the Village.
4. Disperse higher density residential development throughout the community, rather than creating large concentrations of this development in a few locations.
5. Actively promote infill development and redevelopment where opportunities present themselves, particularly for underutilized properties along Front Street and the Military Ridge Trail in the downtown area, as well as others in the developed central part of the Village.
6. Focus neighborhood-oriented commercial development in areas that will conveniently serve existing and planned residential areas.

7. Use logical transitions between neighboring and potentially incompatible land uses, such as buffering with landscaping, open space uses, or less intensive land uses, between potentially incompatible land uses.
8. Ensure that all development complies with this *Comprehensive Plan* and the Village's Official Map, zoning ordinance, and subdivision ordinance.
9. Promote non-residential development opportunities with visibility and access via the east and west USH 18/151 interchanges.

Recommendations

This chapter is intended to guide the land use development of the Village of Mount Horeb over the next 20 years and beyond. Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the Village to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads, and drainage facilities.

Wisconsin Statutes specifically allow villages to prepare plans for lands both inside and outside its municipal boundaries. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing Village limits and in unincorporated areas around the Village. Implementing many of the land use recommendations of this *Plan*, therefore, will be significantly aided by intergovernmental coordination and cooperation. Specific strategies to achieve this coordination and cooperation with neighboring jurisdictions are described in Chapter Nine.

This *Plan* does not assume that all areas depicted on the Future Land Use Maps will develop immediately. Instead, the Maps show those areas in and around the Village that are the most logical development areas, regardless of the absolute timing of development. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential. The Village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities, and in accordance with the most recently adopted phasing strategy.

The Future Land Use Maps and detailed written recommendations provided in this chapter may be used as a basis to update the Village's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, re-zonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments.

E. DETAILED LAND USE RECOMMENDATIONS

1. Land Use Recommendations within the Current Village Limits

This *Plan* generally proposes only minor changes to the existing land use pattern within the Village's current (2009) boundaries. This *Plan* does, however, propose detailed land use recommendations for the undeveloped portions within the Village limits. In addition, this *Plan* identifies opportunities for redevelopment and rehabilitation within the downtown area and adjacent to the Military Ridge Trail, infill development on parcels previously passed over, and reuse of key properties located along the gateway corridors into the community.

Single-Family Residential Areas:

Mt. Horeb's older single-family neighborhoods surrounding the downtown area are recommended to remain intact. Infill opportunities may be pursued where feasible. Building and ground maintenance and rehabilitation will be a key concern in the central single-family residential area over the planning period. Data from the 2000 Census reports that about 20 percent of the Village's housing stock was built prior to 1940, and more than 1/3 of the Village's homes were built by 1969.



Most of these homes are located in this central residential area and are currently in good condition. As time goes on and maintenance and rehabilitation needs arise, the Village should work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects. The Village should also work with the local historical society and property owners to protect and celebrate historically significant residences within the community. The mature trees that line most of the streets in the central residential area should also be preserved to the greatest extent possible and replaced where missing.

Two-Family, Multi-Family, and Elderly Housing Residential Areas:

The scattered areas of *Two-Family Residential* areas within the Village are proposed to remain intact. Future two-family development is planned for existing platted infill lots, including portions of new (2005) subdivisions such as Valley View, Sutter's Ridge, and North Cape Commons. These areas may be particularly appropriate for owner-occupied projects given the surrounding uses.

Scattered areas of *Multi-Family Residential* and *Elderly Housing Residential* development are shown on Maps 4a and 4b where this type of development has already been developed and/or platted within the current Village limits. New areas of *Multi-Family Residential* will be included as a component of *Planned Neighborhoods* (discussed in greater detail below).



Downtown Mount Horeb:

Downtown Mount Horeb’s central location is well-positioned to continue to attract civic, retail, and service uses, and remain the vital heart of the community over the planning period, given the current balance of residential and non-residential development, and planned peripheral development in all directions. Downtown Mount Horeb is proposed to remain intact with a mixture of land uses under the *Central Business* land use designation (generally encompassing all parcels along Main Street between Perry Street and 3rd Street.) The *Central Business* planning category reflects the Village’s historic pattern of pedestrian-oriented indoor commercial, office, institutional, residential, and urban open space uses with streetscaping and low-key signage. Important community character elements that contribute to the *Central Business* area include urban form, density and intensity of development, building scale, building location, architecture, signage, public furnishings and spaces, and streetscaping.



In 2001, the Village adopted a Downtown Master Plan to maintain the health and vitality of Downtown Mount Horeb. That plan set forth ideas regarding the maintenance and enhancement of the desired character, appropriate uses and strategies for the redevelopment of key sites, preservation of historically and architecturally significant buildings, and tools to promote redevelopment (e.g., TIF districts, sign ordinance, zoning district amendment, brownfield clean-up procedures). Recommendations included the downtown streetscape enhancements which were completed in 2004 and 2005.

This *Comprehensive Plan* emphasizes the following rehabilitation and redevelopment principles that should be considered in any future downtown master planning efforts, or downtown redevelopment or enhancement projects:

- Promote the maintenance, expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.
- Encourage the enhancement of downtown parking lots by installing landscaping (e.g. trees, plants, and berms).
- Encourage new residential development and redevelopment within the downtown area, particularly near the Military Ridge Trail and along Front Street, to provide a “built-in” market for goods and services and increase foot traffic. The establishment of upper story residential units in the downtown and the adaptive re-use of older structures along Front Street into residential housing are options that could be explored.
- Continue to renovate and restore historically significant buildings along Main Street.

- Continue to retain community facilities in the downtown area, including the Village Municipal Building and the Youth/Senior Center, while attracting new events and activities into the area such as a farmers’ market.

In the Downtown, new construction or remodeling should adhere to the following detailed Downtown Design Standards:

- Buildings placed adjacent to the street right-of-way, or with small, carefully-designed plazas for gathering or dining between the building and right-of-way;
- Multi-storied building heights—with careful, stepped-down height transitions to adjacent neighborhood areas;
- High-quality building materials featuring masonry and glass;
- Regularly-spaced building openings for doors and windows that establish a rhythm that is in harmony with nearby buildings;
- Careful treatment of all four sides of the building, with special attention devoted to street frontages and facades which face onto parking areas, sidewalks, and alleys;
- A transition of land uses within most buildings from retail and/or service uses on the ground floors to office to residential on upper floors. Where buildings provide 100 percent residential uses, the ground floor should be devoted to gathering spaces and/or resident services, or such floors should be elevated a minimum of four feet above adjacent sidewalks and streets for privacy.



These attributes are illustrated in Figure 17 on the following page.

Figure 17: Downtown Design Guidelines

Neighborhood Business Areas:

Neighborhood Business areas are small-scale, neighborhood-serving retail, office, and service uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs.

New areas of *Neighborhood Business* will be included as a component of areas designated on the Future Land Use Maps as *Planned Neighborhoods*. As detailed plats and/or neighborhood plans are developed for these areas, *Neighborhood Business* should be considered as an appropriate use. These uses should be easily accessible from surrounding neighborhoods by sidewalks and bicycle routes. It is imperative that these areas contain high quality development that blends with the scale, site arrangement, and architectural style of the adjacent residences—including residential building materials, roof forms, generous landscaping, and modest exterior signage and lighting.

Main Street Business Areas:

As the heart of the Village, Mount Horeb's Main Street provides a multitude of functions and land use types. *Main Street Business* areas serve as an elegant transition in character from the classic village *Downtown* to nearby historic residential and *Planned Business* uses.

Main Street Business structures typically exist where older homes have been, or may be, converted and modified to accommodate business uses. *Main Street Business* structures are typically larger in scale and mass than *Neighborhood Business* structures, with more of their front yards devoted to the building footprint, and in some cases the building is set adjacent to the sidewalk, with vehicular parking in the rear or side yard. *Main Street Business* structures are residential in character but often include larger-scale, commercial-type glass windows and doors. Where redevelopment occurs along Main Street, the *Main Street Business* designation provides an opportunity for a gradual transition from the *Downtown* to less intensive land uses, but affords a higher density development option.



Planned Business Areas:

Within the Village, existing highway-oriented commercial uses areas along CTH 1D are expected to remain. This *Plan* does not envision commercial strip development occurring north or south along STH 78. Many existing properties shown on Maps 4a and 4b are recommended for *Planned Business* uses to better reflect desired community character. *Planned Business* use areas demand higher standards in building design, site layout, landscaping, signage, parking, and access. These standards are more completely described in Chapter Eight.

This *Plan* strongly recommends that these higher standards are followed as existing sites redevelop or vacant properties develop along Bus. 18/151 E. This type of redevelopment typically involves a reinvestment in the building and/or building façade, as well as landscaping and signage. Several commercial properties along Bus. 18/151 E. have already been developed in this manner. Franchise architecture, even if of high-quality, should be prohibited from *Planned Business* areas.

**Recreation Business Areas:**

Recreation Business areas are intended to provide recreation-specific indoor and outdoor commercial uses in a manner that does not create a wide variety of other commercial land uses. Because of the wide range of outdoor activities and entertainment land uses permitted in this future land use category, care must be paid to the designation of this land use category during the planning process, and strict attention must be paid to the nature of the proposed land uses during any zoning or conditional use permit request involving such uses, to ensure the compatibility of development and activities with adjacent and nearby properties.

Planned Office Areas:

This future land use category includes high-quality indoor professional offices uses; research and development; healthcare facilities; and other institutional and community support uses (e.g. childcare, health club, bank). *Planned Office* areas are planned along Bus. 18/151 E. on the east side of the Village. New *Planned Office* development should have generous landscaping, limited outdoor storage, modest lighting, and limited signage.

Planned Mixed Use Areas:

This *Plan* recommends the redevelopment of the southern edge of Downtown Mount Horeb along Front Street and the Military Ridge Trail. The Village should take an assertive, proactive approach to transforming this *Planned Mixed Use* site toward higher value, compact uses that take advantage of its locational advantages, such as convenience to the Military Ridge Trail, downtown shopping, and civic uses; and linkages to existing community parks and neighborhoods. This area is envisioned for a mix of retail, office, and higher density residential development—with upscale condominiums or elderly housing recommended. This *Plan* recommends that a detailed Redevelopment Plan for this area be prepared in cooperation

with site property owners and neighboring property owners and residents. This redevelopment process will likely take a period of years, and require a market analysis, detailed site investigations for underground contamination, and specific clean-up activities before any development proposals are put forward.

Two other areas in the Village are designated *Planned Mixed Use*, including the nearly 40 acres surrounding the Mount Horeb Co-op (bordering the Military Ridge Corridor to the south); and parcels along CTH ID along Perimeter Drive. A mix of retail, office, and higher density residential development is recommended for these sites. Development approvals within this area should only be granted after submittal and review of detailed development plans.



Planned Industrial/Business Park Areas:

The Village's business park in North Cape Commons is planned to be completed and occupied over the planning period. An additional *Planned Industrial/Business Park* area is recommended at the Village's western USH 151 interchange. The *Planned Industrial/Business Park* category includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. All industrial projects in *Planned Industrial/Business Park* areas should meet the recommended site, building, and landscape design criteria in Chapter Eight. Image and upkeep is especially important for industrial development along Bus. 18/151 E., as it serves as the eastern "gateway" into the community.

General Industrial Areas:

Existing *General Industrial* uses in the Village, including the lumberyard adjacent to Liberty Park and the Village's wastewater treatment plant, are proposed to remain intact. If, over time, the use of the lumberyard property is proposed to change, successful management of neighborhood impacts of new uses will be critical. This can be achieved, in part, by stabilizing and beautifying the edges of these areas. As opportunities for reinvestment and redevelopment occur, the appearance of storage yards or building facades exposed to the public view, including loading docks and storage areas, should be improved. If new storage or sales buildings are proposed to be constructed, use of high quality building materials, improved window treatments, high quality loading and storage screening devices, and landscaping is strongly recommended with all expansion and renovation projects.

Government and Institutional Areas:

Most *Government and Institutional* uses are planned to remain in locations in and near the central parts of the Village. These include existing public and parochial school sites, municipal buildings, churches, medical care facilities, and cemeteries. These uses will remain very important in establishing the character of Mount Horeb. Building and grounds maintenance should be emphasized to maintain the quality of these areas.



Public Park and Open Space Areas:

This future land use category accommodates publicly-owned parks devoted to playgrounds, playfields, trails, picnic areas, and related active recreational activities. This land use category has been mapped in areas of the Village where these facilities existed or were planned at the time this *Plan* was written. New *Public Park and Open Space* areas will be included as a component of new residential areas shown as *Planned Neighborhoods* on Maps 4a and 4b. More specific recommendations for future *Public Park and Open Space* areas are described later in this chapter.

Conservancy Areas:

This land use category is intended to provide opportunities for passive outdoor recreational activities, such as wildlife observation, walking, or nature study, while reducing potential negative impacts on sensitive environmental features.

Environmental Corridor Areas:

Environmental Corridors areas include generally continuous open space systems comprised of sensitive natural resources and/or characterized by limitations for development, such as floodplains, wetlands, slopes of 12 percent or greater, wildlife areas, depressional areas, and riparian buffers. In general, new development within *Environmental Corridor* areas should be prohibited. If new development is proposed in areas where *Environmental Corridors* have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the *Environmental Corridor* based on wetland, floodplain, steep slope, or other natural feature(s) that comprise the corridor.

2. Land Use Recommendations for 20-Year Growth Areas

In addition to land use recommendations for lands now within the Village, this *Plan* provides land use recommendations for all lands in the Village's peripheral area—between the current municipal limits and the Village's current and future 1.5-mile extraterritorial jurisdiction. Map 4b shows new development in areas adjacent to the Village, where the extension of municipal utilities and services is most efficient and where new development would not negatively affect the Village's community character (e.g. development remains north of the bypass).

New Residential Development—Planned Neighborhoods:

This *Plan* strongly recommends that new areas of residential development be developed as neighborhoods, rather than merely as an assemblage of subdivisions. To accomplish this, this *Plan* encourages that future neighborhoods include a variety of housing choices, and may also provide for a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas—as deemed appropriate by the developer, Plan Commission, and Village Board.

As a result of this strategy, Maps 4a and 4b show most of the planned peripheral development as *Planned Neighborhoods*. This concept, indicated by the yellow and brown polka dot pattern and the multi-colored “pie symbol” on the maps encourages a mix of residential development comprised of predominantly detached *Single-Family Residential* development (minimum of 65 percent of the dwelling units); and can include well-designed components of *Two-Family* or attached *Single-Family Residential* (maximum of 15 percent of the dwelling units); *Multi-Family Residential* (maximum of 20 percent of the dwelling units); *Government and Institutional, Parks and Public Recreation*; and *Neighborhood Business* uses. This planning concept disperses higher density development throughout the community and limits the concentration of any one type of development in any one area. Realizing these *Planned Neighborhoods* will require the use of complementary vehicle and pedestrian transportation networks, and rigorous urban design strategies, including the preservation and enhancement of vistas, development of neighborhood gathering places, and preservation and enhancement of visual focal points.

The following policies should apply to the areas planned for *Planned Neighborhood*:

- a. Future development in this designation will be served by the Village’s public sanitary sewer and water systems and comply with the Village’s Stormwater Management ordinance.
- b. Submittal of stormwater management and construction site erosion control plans for new developments will be required.
- c. When developed, the recommended density of these areas should be between two and eight dwelling units per acre. Because of the hilly terrain in this area, a traditional grid pattern might not be appropriate or the most efficient use of the land in many of these areas.
- d. Development should simulate diversity in the older part of the Village—accommodating a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. The composition of development types should reflect the existing mixture within the Village and promote neighborhoods that instill a sense of community with their design—including gathering places and parks and open spaces, pedestrian and bicycle access, small scale commercial and services, schools, and churches. The Traditional Neighborhood Designs graphic following this list illustrates this concept.
- e. Preparation of a Detailed Neighborhood Plan in advance of development proposals should be considered.
- f. Recommendations of a Detailed Neighborhood Plan should be followed when approving new subdivisions and development proposals in *Planned Neighborhood* areas. Generally, *Planned Neighborhood* areas should adhere to the following design objectives:

- Create a distinct sense of place and charming human scale by bringing buildings close to the sidewalk and street; use public plazas, greens, and squares to provide focal points and to create visual interest; and generate highly prominent building sites.
 - Provide connections within and between the employment centers, neighborhood commercial centers, and residential neighborhoods, emphasizing the use of through streets and a grid street system.
 - Integrate a mix of uses and densities within and around the neighborhood commercial centers.
 - Incorporate pedestrian connections throughout the growth area and enhance opportunities to serve the area with alternative modes of transportation.
 - Preserve environmentally sensitive areas and unique natural features.
 - Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.
- g. Consider the following design guidelines as strategies to minimize the visual impact of development:
- For proposed development adjacent to the public road right-of-way, discourage clear-cutting of roadside vegetation that could effectively “hide” the site.
 - Arrange lots and internal subdivision roads behind hills and ridges. Where such features are absent, the use of berms with natural plantings can also be effective. Old stone walls, barns, log cabins, and other remnants of the rural landscape can also serve as screens.
 - Discourage the development of frontage lots along town and county roadways, as these have the greatest visual and traffic impacts. Smaller lots that are “clustered” in one portion of the property and accessed by a shared driveway will minimize the impact of roadside development.
 - Allow the development of new lots behind existing roadside development (at the back end of a property) through the use of “flag lots.” Flag lots, or interior lots, can be linked to the public road through a deeded right-of-way.

Figure 18: Traditional Neighborhood Design Guidelines

Neighborhood Plans:

The ability to provide a sound design for *Planned Neighborhoods* will require the use of **Detailed Neighborhood Plans** prepared by the Village, and adopted as a component of the Village's *Comprehensive Plan*. Such plans shall specify land use mix, density, street layouts, open space, stormwater management, etc. All development in this land use district shall be guided by a Village-approved Detailed Neighborhood Plan for the area. These Detailed Neighborhood Plans should be considered as the baseline upon which more refined Neighborhood Plans could be proposed by the development community. Where developers can demonstrate an improvement over a Detailed Neighborhood Plan, the Village should adopt such improvements as an amendment to the Detailed Neighborhood Plan and this *Plan*.

The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the best historic neighborhoods in the community, with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes, and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ "cookie cutter" street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic villages such as Mount Horeb.

More specifically, *Planned Neighborhood* areas are intended to provide a highly planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; a range of employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. These neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).

Along with preparation and adoption of Detailed Neighborhood Plans, the most effective approach to implementing *Planned Neighborhood* developments would be to create a new *Planned Neighborhood* zoning district that allows a mixture of residential, neighborhood scale commercial (including home occupations), service, office, public, and semi-public uses. Another option is to use the Planned Unit Development (PUD) process to implement traditional neighborhood designs. This approach would rely heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. A final, less desirable, option would be to simply assemble conventional zoning districts, and attempt to accomplish good neighborhood design through the platting and site plan review processes, as development occurs.

Detailed Neighborhood Plans—A Recommended Process:

The following planning process has a proven track record of success:

- I. Analysis: A wide variety of site specific information must be collected about both existing and emerging conditions:
 - A. Establish and confirm the full neighborhood design process, including the creation of an ad-hoc or blended oversight COMMITTEE including and/or reporting to the Plan Commission and Common Council;
 - B. Collect existing map and plan data for the area and its surroundings related to parcels, topography, soils, land cover and uses, utilities, transportation, recreation, public services, plan recommendations, zoning and property ownership;
 - C. Evaluate the existing and emerging real estate market;
 - D. Employ meaningful public participation to help identify opportunities and constraints, and to help create a *vision* for the area; and,
 - E. Conduct property owner, agency, and stakeholder interviews.
- II. Plan: Based on the results of the Analysis phase, and under the guidance of the COMMITTEE, adopt a Detailed Neighborhood Plan as derived from the consideration of a Preliminary Concept Plan, Alternative Neighborhood Plans, and a Refined Draft Neighborhood Plan:
 - A. Refine and confirm the *neighborhood vision*;
 - B. Draft and confirm a Preliminary Concept Plan depicting the general arrangement of land uses, development character, main roads and storm-water management facilities, pedestrian and bicycle networks, and the open space system;
 - C. Produce and confirm one or more Alternative Neighborhood Plans for presentation and review by the public, stakeholders, agencies and the COMMITTEE. An alternatives Open House with rating sheets is an excellent method to receive general public input;
 - D. Produce and confirm a Draft Detailed Neighborhood Plan based on the responses to the Alternative Neighborhood Plans; and
 - E. Refine and adopt the Detailed Neighborhood Plan, and ultimately integrate it into the Comprehensive Plan as an amendment.
- III. Implementation: Following Plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:
 - A. Facilitate developments consistent with the Plan;
 - B. Require compliance with the Plan as a condition of annexation;
 - C. Establish zoning districts and boundaries in compliance with the Plan; and
 - D. Review proposed land divisions, conditional use permits and planned developments based on conformance with the Plan, including consideration of land use pattern, density/intensity, community character, and infrastructure recommendations.

The following are the specific areas in the peripheral area planned for residential *Planned Neighborhoods*.

Northeast Planned Neighborhood

The largest recommended area for new development is located on the northeast periphery of the Village. Substantial residential growth on the east side will have several strong advantages to the community:

- Focuses development to the north of the USH 18/151 bypass; expressed as a strong preference of residents through public participation activities;
- Provides the largest cost effective area for urban expansion that does not extend south past the 18/151 bypass;
- Responds to market demand moving in this direction toward Madison and Verona; and
- Minimizes traffic impacts through the Village by providing relatively efficient connections via Bus. 18/151 E. to USH 18/151 and directly to CTH S, avoiding funneling traffic through the Village's Main Street where capacity is limited.

In addition to the general recommendations suggested for the *Planned Neighborhood* future land use designation, several factors should be considered as this area is developed, including the following:

- Siting a large (8-15 acre) community park that would connect to the Military Ridge State Trail.
- Working with the School District to identify a location for a new Mount Horeb Area School District facility in the area.
- Opportunities for Village/School District shared facilities, including playfields and an indoor community recreation center.
- Preservation of the Schlapbach Creek Environmental Corridor, and the area between Schlapbach Creek and the Military Ridge State Trail through dedication. The Village and WisDNR should work together to develop a footpath and natural interpretation facilities along the footpath. Park and Public Recreation recommendations are discussed in more detail in the Utilities and Community Facilities Chapter of this *Plan*.
- Dedicating street rights-of-way to provide connections and extend Brookwood and Telmark Parkway north, with dedicated bike lanes or routes. These transportation recommendations are discussed in more detail in the Transportation Chapter of this *Plan*.



- Prioritization of water quality of Schlapbach Creek, particularly through appropriate and innovative erosion control and stormwater management practices that occur with development. Low Impact Development strategies are discussed in more detail in Chapter Three.

Southern Planned Neighborhoods

Two large areas of *Planned Neighborhood* are recommended to develop at the southern extent of the Village's 2009 Urban Service Area. One of these is the area to the west of Sutter's Ridge and north of Conservation Park. The second is the area that extends south and west of Valley View—as far as the bypass and west to the interchange. For both of these areas, the general recommendations included in the *Planned Neighborhood* description apply.

Both of these future neighborhood areas contain opportunities for preservation of *Environmental Corridors*, similar to the strategies used for preserving the Sugar River E-way. The Village should work with the WisDNR and/or the County to develop trails and natural interpretive areas. In dedicating trails, connections with existing and planned trails, parks, and on-street bike routes should be encouraged.

West Planned Neighborhood

The area recommended for future development north of CTH ID on the west side of the Village is constrained by steep slopes to the north. This area also contains excellent views into the rural countryside. The recommended configuration of this future *Planned Neighborhood* considers this critical view area and limits future development where it would interfere with long vistas from the highway.

Because of the steep topography of the northern and western ridges of this area, development with larger lots, at a maximum density of three to four homes per acre, is most feasible. More dense development could be permitted where the developer can demonstrate a lack of adverse erosion and watershed impacts. For any development in this area, erosion control and stormwater management techniques are priority.

It is the Village's policy that any development to the west of Berghum Road will require a north—south connector road and completion of alternative access to CTH ID, as permitted, at the expense of the developer. Phasing of new development in this area should occur from south to north.

Commercial Development:

Large-scale commercial development in Mount Horeb is planned for both the east and west sides of the Village. The designation of this large west side area as *Planned Business* is intended to provide Village officials with the ability to respond to evolving market conditions and enable a carefully-planned blend of high-quality office, professional service, commercial, and light industrial development that is balanced on both sides of the Village. Development at both the east and west locations provides economic development nodes that will, in effect, create “gateway” features to the community.

Planned Business uses should be easily accessible from surrounding neighborhoods by sidewalks and bike routes. Because these sites are planned to serve adjacent neighborhoods, it is imperative that they contain high quality development that blends with the scale and architectural style of the adjacent residences. All development should meet the recommended design standards presented in the policies section of Chapter Eight.

The following are recommendations for specific areas of *Planned Business* development:

Bus. 18/151 E. Corridor Planned Business

This area includes the site developed as the East Side Business Park (part of North Cape Commons development) and the corridor to the north along Bus. 18/151 E. and Ridgeview Road. This area serves as the eastern Gateway to the Village from USH 18/151, and therefore requires careful attention to the quality, layout, and design of new development to support the character of the Village. The design guidelines suggested in the Economic Development Chapter of this *Plan* are a good starting point for encouraging design characteristic of the Village.

Recent transportation corridor improvements have helped to facilitate preservation of the character, along with access and flow in the area. These improvements include four new roundabouts, dedicated bicycle lanes, sidewalks, and vegetative treatment.

West CTH ID Corridor Planned Business

This *Planned Business* area provides the western “gateway” to the Village. It is planned for the area extending south from the Military Ridge State Trail. These aspects of its location suggest that particular attention should be given to ensuring the development is of desirable visual quality at the Village’s entryway, and capitalizes on its location adjacent to the bicycle trail.

Southwest Planned Business/Industrial Park

This is the only area south of the USH 18/151 bypass that is recommended for future development. Generally through this planning process, development was not desired to span the area south of the bypass. However, this small commercial development “node” is recommended for several reasons. They include:

- Desire to balance development on both sides of the Village to retain the existing downtown as the geographic center of the Village.
- Ability to meet forecasted future land use demand.
- Good access from the STH-78 and USH 18/151 interchange results in marketability.
- Cost-effective utility and service provision—the area is easily serviced by gravity flow to the wastewater treatment plant.
- Existing development pressure suggests the area will be developed. To focus that development, minimize water quality impacts from on-site wastewater treatment, optimize intensity and marketability, and avoid the Village getting boxed-in should conditions change in the future.

To ensure that development in this area remains consistent with the vision of both the Village and the Town of Blue Mounds, uses in this area will be limited to research and office uses, and other supporting uses as considered on a case by case basis, with an emphasis on high-quality and the aesthetic character of the development.

Several principles should guide development as it occurs in this area:

- Significant vegetative buffer along the northern edge to screen development from highway, and to limit the perception of development from the highway.
- Promotion of compact and well-connected development.
- Measures to ensure long-term growth limits and to minimize the proliferation of development to the east and south of this node.

- Protection of water quality of the West Branch of the Sugar River and the German Valley Branch of Gordon Creek (in the Pecatonica Basin), particularly through appropriate erosion control and stormwater management practices.

Public Parks and Open Space

Consistent with the Village's Outdoor Recreation Plan, this *Plan* recommends a series of community, neighborhood, and mini parks to serve future residential development in the area. Mini-parks should be an acre or less in size and serve immediate neighborhood residents within a 0.25 mile radius. Neighborhood parks should be about 15 acres in size and serve a population of up to 5,000 residents or a 0.5 mile radius. Map 5 shows potential sites for active and passive



park space to accommodate this projected need, including a potential site for a larger-scale community park. This *Plan* recommends preserving a “greenway” corridor in the Northeast Growth Area. While this proposed greenway system is shown conceptually on Map 5, the specific delineation of this system would be established during the platting phase of development. A Village-wide greenway system can support many different activities and serve multiple purposes, such as:

- **Accommodating active and passive recreation areas.** Many of the Village's major parks and conservancy areas could be linked by the greenway system.
- **Creating neighborhood amenities and connections.** The greenway system can provide amenities within both existing and planned neighborhoods that increase property values and quality of life, allow neighbors to connect to one another and key points in the Village, and provide attractive neighborhood edges. Neighborhood connections to the greenway system should be a primary consideration in neighborhood design.
- **Enhancing natural stormwater management.** A majority of the lands in the greenway system are wetlands, floodplains, hydric soils, or recharge areas, which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with stormwater issues in the growth area.

Government and Institutional

Assuming that this entire growth area will yield about 3,000 new homes at time of full build-out, and using the average Mount Horeb Area School District housing unit multiplier for school children (.56 students/dwelling unit), it is projected that the new growth areas will sustain about 1,600 students at time of full-build out. This projected school-age population suggests that additional school facilities will be needed to serve this projected growth. Maps 4a and 4b show parcels on the east side of CTH JG south of the bypass that is currently owned by the Mount Horeb Area School District. In order to limit growth pressure south of the bypass, an alternative elementary school site in the Northeast Growth Area should be

explored to serve the projected school-age population in this area in close proximity to planned residential growth.

3. Land Use Recommendations for Peripheral Area

Map 4a provides land use recommendations for lands beyond the proposed “Potential Urban Service Area Expansion Boundary” line but within the Village’s current and future 1.5 mile ETJ boundary. As discussed earlier in this chapter, this *Plan* identifies desirable land use uses within the Village’s ETJ area to effectively manage growth in the long term. The scattered areas of existing *Single-Family Residential (Unsewered)* uses are planned to remain intact over the 20-year planning period.

The remaining portions of the Village’s peripheral area are planned as *Agriculture and Vacant*. Intended to be generally consistent with typical ETJ policies in Dane County, only development that is of a rural or agricultural nature—at densities equal to or less than one non-farm residence per 35 acres—is recommended for these areas. The Village should continue its policy of not extending urban services into these areas. This *Plan* prioritizes retaining the open, rural character of these lands surrounding the Village. In order to ensure that this valued open land is preserved, the Village should exercise its extraterritorial land division review authority within its entire 1 ½ mile extraterritorial jurisdiction in its current and future locations. As a starting point, the Village recommends density requirements of 1 home per 35 acres as a starting point, which is consistent with the Village’s subdivision ordinance. Mutually acceptable more detailed arrangements with each Town would come into effect with a potential intergovernmental agreement.

Overall, this *Plan* advises only limited Village growth south of the USH 18/151 bypass over the 20-year planning period for the following reasons:

1. **Impact on Village Character:** Participants in public information workshops expressed a desire to keep Mount Horeb’s “small village” character and identity intact. Any development south of the bypass would be physically separated from the rest of the Village, and would feel disconnected from the Mount Horeb community. Greater separation between jobs and housing will result in more traffic congestion and isolation of those who depend on others to transport them (e.g., children and elderly). This separation, isolation, and related traffic congestion, unless carefully planned or mitigated, would slowly erode Mount Horeb’s village character.

Development south of the bypass would likely be oriented to USH 18/151. Typical highway-oriented development in large areas at a community’s edge is not compatible with “village” character. Keeping development compact, scaled to a size compatible with current Village characteristics, and planned within defensible natural boundaries are ways of truly maintaining Mount Horeb’s village character.

2. **Impact on Economic Development:** A strong public-private partnership is recommended to advance redevelopment of key areas of the Village for economic development and community services that are close to where people live. Growth south of the bypass would decrease the viability and marketability of redevelopment in the downtown and the Commerce Park area, thereby competing with the Village’s established TIF district. With new opportunities for “greenfield” development at the community’s edge, exploring redevelopment opportunities and maintaining the viability of existing commercial and industrial areas would be very challenging. New commercial development in the Vil-

lage's west side growth areas would also be less likely if that type of growth occurs to the south.

3. **Impact on Natural Resources:** Most of the growth area south of the USH 18/151 bypass is bound by very sensitive natural features and environmental corridors. These features include wetlands, floodplains, and woodlands on steep slopes. Non-residential development with large impervious surfaces—such as the most likely uses for this area—would require significant re-grading and can have major environmental impacts on surrounding natural resources, even with progressive stormwater management rules. Further, the presence of intensive development at the edges of these natural areas, unless carefully designed and scaled, can have a negative visual impact. The Wisconsin Department of Natural Resources and Dane County have identified resources related to the biodiversity and cold water trout streams, which most area residents also treasure.
4. **Impact on Transportation:** Substantial development south of the bypass would create considerable traffic complications—including increased routing of traffic through existing neighborhoods and congestion. Any development south of the bypass would further necessitate new roads and/or lane expansions and other capacity improvements sooner rather than later because there are no logical sites for locating an additional east-west collector route. As part of its access control requirements, WisDOT will not fund, and would likely not approve an additional interchange from USH 18/151. Therefore any development south of the bypass will surely funnel additional traffic north to CTH ID. The fact that most residential growth is planned for Mount Horeb's east side would further increase the number and distance of car trips to and from different edges of the community if development occurred south of the bypass.

This *Plan* acknowledges that there will continue to be pressure to develop the lands south of the bypass given the recent purchase of Mount Horeb Area School District property, regardless of how the Village's *Comprehensive Plan* ultimately addresses this area. The Village (and Town) may have a few options in its comprehensive plan if it agrees that urban development would not be appropriate. These may include:

- Working with the Mount Horeb Area School District, the neighboring Towns, and Dane County to find alternative locations for new school facilities in the area north of the bypass to ensure the most efficient and safe access by the community, perhaps initially in the northeast neighborhood area;
- Coordinating with the Towns of Blue Mounds and Springdale, Dane County, non-profit organizations, or others to acquire the land for public use, acquire development rights, or some combination;
- Not designating the site in the *Comprehensive Plan* for growth in the 20-year planning period, but suggesting that it may be ripe for development beyond that 20-year period (or beyond the 10-year period when the next *Plan* update will be required); or
- Working with the property owners and the Town(s) on a mutually acceptable proposal involving both preservation of key pieces and development of others. That limited development could feature low-intensity uses that preserve rural character and the sense of separation between village and country. Such a cooperative, detailed planning effort may provide more confidence that village/rural character and environmentally sensitive areas would be preserved..

CHAPTER FIVE: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies, and recommended programs to guide the future development and maintenance of various modes of transportation in the Village of Mount Horeb. The chapter also compares the Village's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

A. EXISTING TRANSPORTATION NETWORK

Access is a key determinant of growth because it facilitates the flow of goods and people. The Village of Mount Horeb is well connected to the region through the existing roadway network. Other transportation facilities, such as airport service and bike and recreational trails are located in or easily available to the Village. This section describes the existing conditions of transportation facilities in the Village. Map 5 shows existing and planned roadways in the Village.

1. Roadways

Automobile transportation has been a significant factor in Mount Horeb. USH 18/151 has provided accessibility to central Dane County that makes it an easy commute. The Village is well-connected and easily accessible regionally by a network of interstate, state trunk (STHs) and county trunk highways (CTHs) including:

- **USH 18/151** is a four-lane, limited access highway that runs east-west on the south side of the Village. It serves as a principal arterial road, and connects Mount Horeb with Madison to the east and provides access to markets in Iowa to the west. USH 18/151 also links Mount Horeb to Interstates 39, 90 and 94. USH 18/151 serves as the southern boundary of the Village, strongly limiting development potential to the south. There are two interchanges—one on the east at Bus. 18/151 E. and the other on the west side of the Village. The average annual daily traffic along USH 18/151 east of the Village is 16,800, between the interchanges is 12,200, and 9,700 west of the Village.
- **Bus. 18/151 E.** is the main entryway into the Village from the east. Traffic volumes along this corridor were about 6,500 vehicles per day in 1999 and lands west to Blue Mounds and east to Verona.
- **STH 92** passes under the USH 18/151 bypass at the southeast part of the Village and goes east to Belleville and Brooklyn.
- **STH 78** extends northeast through the Village—north toward Black Earth. 2002 traffic volumes along this stretch were about 8,500 vehicles per day.



- **CTH S** intersects with STH 78 just north of the Village, running east toward Madison, ultimately becoming Mineral Point Road.
- **CTH JG** is a north-south thoroughfare bisecting the Village from the Town of Perry in the south, and heading north out of the Village to loop back to CTH ID. Traffic volume heading north was about 1,700 vehicles per day, and about 5,100 vehicles per day traveling south from Main Street.

This roadway network provides excellent highway access to the Village from the greater region.

Due to the steep topography within the Village, planning for local road systems has been a particular challenge, especially in providing viable north-south and east-west collector roads. Within the Village, Main Street historically served as a central focus of the Village's growth, with secondary streets extending at right angles from this arterial. Steep terrain in the Village made the placement of additional east-west arterials in the Village, particularly to the north of Main Street, more challenging. As a result, Main Street absorbed traffic volumes in excess of what would be considered normal in a Village of its size until the bypass opened in 1984. The traffic volume on Main Street/CTH ID continues to be high given the lack of alternative east-west collector routes and expanding development on the periphery of the Village.

2. Airports

Middleton Municipal Airport—Morey Field in Middleton serves private air traffic and some smaller scale commercial activity and is located about 17 miles to the northeast. Currently, this airport is being renovated to improve and modernize its facilities. The Dane County Regional Airport in Madison, located approximately 24 miles to the east, offers larger carrier and passenger facilities. Three additional, small landing strips, the Mount Vernon landing strip, the Kelley landing strip, and an unnamed landing strip, are located to the south of the Village.

3. Rail

There is currently no active rail line running through the Village. The former Chicago and Northwestern right-of-way through the Village was converted to function as part of the Military Ridge State Trail, which services bicycles and pedestrians. Substantial amounts of rail-oriented industrial and warehousing structures remain along the former rail corridor.

4. Bicycles and Walking

Recent improvements to Bus. 18/151 E. at the east side of the Village included installation of bicycle lanes to connect to the downtown and the Military Ridge Trail. Lower-traffic roads provide additional opportunities for bicycling. Sidewalks provide opportunities for walking, especially in the historic downtown and along lesser-traveled roads. Sidewalks are required along both sides of all new public streets.

As noted above, the Military Ridge State Trail travels through Mount Horeb. This is a 40-mile regional bike trail connecting Dodgeville in Iowa County to Madison, via several communities including Mount Horeb. The trail is owned by WisDNR, showcasing some of the state's finest woodlands, wetlands, prairies, agricultural land, and small villages. The trail follows the Chicago and Northwestern Rail corridor; between Dodgeville and Mount Horeb it runs along the Military Ridge—the divide between the Lower Wisconsin and the Rock Pecatonica River Basins. East of Mount Horeb, it runs through the Sugar River Valley. The trail is limestone surfaced and accessible to pedestrians, bicyclists, and wheelchairs in the

spring, summer, and fall and skiers and snowmobilers in the winter. In the Village, portions of the trail are elevated, running along a former railroad bridge.

5. **Elderly and Disabled Transportation**

The Dane County Specialized Transportation Commission (STC) provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County. Residents of the Village of Mount Horeb can take advantage of four different specialized transportation services for the elderly, persons with disabilities, and low-income persons. These services are administered by the Adult Community Services Division of the Dane County Department of Human Services (DCDHS). These programs are funded through a combination of federal, state, and county funding. DCDHS contracts with private operators to provide these services through a competitive bid process every two years. Services available to residents of the Village of Mount Horeb include the following:

- Older adults can participate in group services for trips to nutrition sites, senior center activities, day care centers, and shopping;
- *STS*, another group ride program, provides service to adults aged 18 or older attending work or day programs. Clients generally have a developmental disability or chronic mental illness;
- *Rideline* provides limited individualized paratransit service for employment, volunteer-related, educational, training, and medical trips;
- *The Retired Senior Volunteer Driver Escort Program* (RSVP) uses volunteer drivers to provide individual and small group rides for the elderly and persons with disabilities not using a wheelchair when other options are not available;
- Transportation to necessary services can also be provided to low-income persons with no other means of transportation.

6. **Transit**

The Village of Mount Horeb is not served by public transit. Several transportation options for the elderly, those with disabilities, and low-income persons through the Dane County Department of Human Services are available, as mentioned above.

The Village has a local taxi service which provides alternative transit opportunities to residents, and can be particularly important to those without personal vehicles.

7. **Trucking**

Trucking through the Village is accommodated through the highway network. Due to the lack of alternative east-west collector routes, trucks rely on Main Street for in-Village transport.

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

The following is a review of state and regional transportation plans and studies relevant to the Village. The Village's transportation plan element is consistent with these state and regional plans.

1. **Dane County Land Use and Transportation Plan**

The Dane County Land Use and Transportation Plan (1997) includes recommendations for a number of different components of the countywide transportation system designed to serve the County's development through 2020. These components include transit, bicycle

and pedestrian facilities, streets and roadways, vehicle occupancy, paratransit, rail and air transportation, parking and corridor preservation. The following are Plan recommendations relevant to the Village of Mount Horeb:

- The Plan recognizes that STH 78 north from Mount Horeb to the Village of Black Earth, and CTHs P, S, and portions of J and ID on the edges of Mount Horeb have paved or sealed shoulders. Sealed or paved shoulders help accommodate bicycle traffic.
- The Plan identifies the Military Ridge State Trail through the Village as a special transportation corridor serving bicycles and pedestrians during the warmer months, and snowmobiles during the winter.

2. 2000-2004 Transportation Improvement Program

The Transportation Improvement Program for the Dane County Area 2000-2004 (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP identifies several projects affecting the Village of Mount Horeb. STH 78/Main Street through Mount Horeb had extensive pavement replacement in 2004, including the construction of a roundabout at the STH 78/CTH ID intersection. Pavement repair is planned for USH 151 west of the Village in 2005.

3. Wisconsin State Highway Plan

The Wisconsin State Highway Plan focuses on the 11,800 miles of state trunk highway (STH) routes in Wisconsin. The Plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the Plan does not identify improvement needs on roads under local jurisdiction. The Plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

4. Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 Plan recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This Plan identifies US 151 as a major east-west connector linking Mount Horeb to Madison to the east and Iowa to the west.

5. Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The Plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The Plan map shows existing

state trails and future “priority corridors and key linkages” for bicycling along the state trunk highway system in Wisconsin.

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. This Plan is applicable for new developments in the Village, and important to improving the Village’s pedestrian facilities.

6. Dane County Bike Plan

The 2000 Bicycle Transportation Plan for the City of Madison and Dane County recommends bicycle facility improvements for the Madison urban area and rural Dane County. The Plan recommends several bicycle facility improvements for the area. These include adding either a bike lane or a paved shoulder along CTH S and ID east of the Village; and STH 92 and 78 south of the Village. The Plan also recommends CTH JG as a north-south bicycle route through the Village.

7. Dane County Park and Open Space Plan

The Dane County Park and Open Space Plan 2001-2005 places a major emphasis on recommendations for new trails to connect existing and proposed parks, natural resource sites, and municipalities within the County. Several recommendations are made for the Mount Horeb area:

- Recommended acquisition of additional property surrounding Donald and Stewart County Parks.
- Implementation of stormwater management recommendations, including construction of three stormwater retention basins in Stewart Park.
- Linking of Stewart Park to the Mount Horeb Village Park.
- Acquisition of additional acreage from the Military Ridge Prairie Heritage Area in the Town of Blue Mounds.
- Prairie Moraine—Mount Horeb Trail in the Towns of Verona and Springdale that would connect Prairie Moraine Park to the proposed County Range Forest, Madison School Forest, Donald Park, and the Village.
- Diversion off Military Ridge Trail to Brigham County Park.
- Streambank protection measures for WisDNR and Dane County designated priority streams.

8. Village of Mount Horeb East Corridor ID Study

In 2005, the Village completed an engineering study to analyze the traffic impacts of the North Cape Commons development near the Bus. 18/151 E./USH 18/151 interchange. The study included forecasts of traffic that would generate from the North Cape Commons development during weekday mornings and weekday evening peak hours; an analysis of service levels of operation; and identification of necessary future corridor transportation improvements to accommodate background traffic. The recommended transportation improvements included corridor expansion (from two to four lanes), four additional roundabouts at key intersections, dedicated on-street bicycle lanes, and other streetscape enhancements—all of which have been completed since the adoption of this Plan in 2005.

C. TRANSPORTATION GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users in and around the Village.

Goal: Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Mount Horeb area.

Objectives:

- a. Ensure that transportation system improvements are coordinated with land development.
- b. Provide a quality transportation system for the growth areas identified on the Future Land Use Map that result in safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers.
- c. Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.
- d. Plan and implement a comprehensive network of sidewalks and bicycle routes in the Village that serve neighborhoods, schools, parks, playgrounds, and activity centers.
- e. Encourage and support regional transit service in Dane County.
- f. Coordinate multi-jurisdictional transportation system improvements in the Village's planning area (including Dane County, the State, and neighboring Towns).

Policies:

1. Update and enforce the Village's Official Map to reserve sufficient rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, and bridges.
2. Work with WisDOT, Dane County, and surrounding jurisdictions to coordinate land use with future improvements to USH 18/151.
3. Design new or expanded collector roads and an interconnected network of local streets to serve the seven *Planned Neighborhood* growth areas identified on the Future Land Use Map in a manner compatible with adjoining land uses, topography, and natural areas.
4. Require that all future streets in the proposed peripheral growth areas intersect directly across from existing streets.
5. Establish bicycle paths and routes on local streets throughout the community to connect neighborhoods with schools, parks, and shopping. Work with neighboring jurisdictions,



Dane County, and the State to coordinate bicycle and pedestrian planning, and planning for potential future alternative transportation corridors and transit modes.

6. Work with the Dane County Specialized Transportation Commission to connect providers of additional transportation options to those who require them, such as the elderly, disabled, and children.
7. Coordinate capital improvements programming with the recommendations presented in this *Plan*.

Programs and Recommendations:

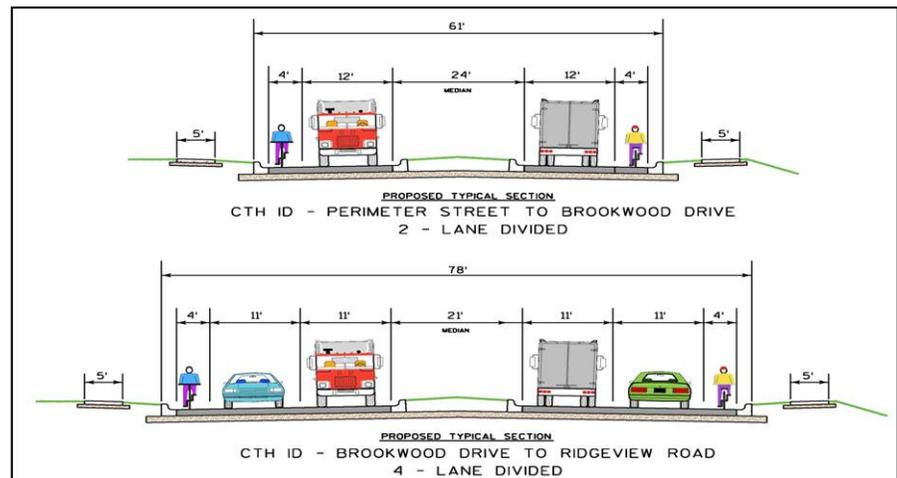
Expanding on the planning goals, objective, and policies listed above, this *Plan* recommends the following key transportation improvements:

Plan for New, Expanded, and Enhanced Collector Roads

Planning for transportation connections is a particular challenge for the Village, given the extreme topography. Wherever possible, the Village will plan for an inter-connected street network that avoids funneling excessive traffic through Main Street.

As the Village expands in all directions, existing collector roads should be extended or expanded and new roads should be built to maintain a complete, interconnected collector road system (See Map 5).

The following are more detailed recommendations:



Source: Strand Associates

Continue to Maintain Bus. 18/151 E. as a Controlled Access Transportation Facility

The Village has recently completed a number of improvements to Bus. 18/151 E, including reconstruction, expansion, and installation of bicycle lanes, sidewalks, and roundabouts. These improvements have facilitated more efficient east-west traffic movement through the Village, particularly for traffic originating in North Cape Commons. It is also anticipated that these roadway improvements will facilitate planned growth in areas to the north. As growth continues to the east and south, maintaining the improved level of service of Bus. 18/151 E. for multiple users is of vital importance to the Village.

As development continues along this integral corridor, direct access from individual parcels to Bus. 18/151 E. should be minimized. The types of access control could include limiting all private driveways, requiring shared driveways, or allowing access only via intersecting public roads. As adjacent land develops, the developers should be required to submit a detailed landscape plan for this strip with final plat submittals. The planting plans should include a varied mix of trees, shrubs, and perennial plantings, according to the following minimum standards: 1 canopy tree, 1.5 understory or evergreen trees, and 6 shrubs for every 100 feet of length. The plans should also incorporate decorative, discontinuous fences and walls

and Village entrance monuments at key crossroads, such as Ridgeview Road. Where appropriate, stormwater management features should be sited in these areas and attractively landscaped.

Extend Brookwood and Telemark Parkway North

This *Plan* also envisions an extension of Brookwood north of the Military Ridge Bicycle Trail to Manor Drive. This road extension will require a crossing of the bicycle trail, and should be planned as either an overpass or underpass. This *Plan* also recommends extension of Telemark Parkway looping north past Bus. 18/151 E. and looping back west toward Brookwood. These road extensions will provide a convenient north-south connection in the northeast growth area. In general, the Village's recommended right-of-way for collector roads is 70 to 80 feet. All collector roads should include sidewalks and street trees on both sides. Conceptual layouts of these future collector streets are shown on Map 5.

Update Functional Classification Map

The Village should also work with WisDOT to update the Village's functional classification map. This increases the possibility that state and federal funding assistance may be applied to road construction projects. All reclassifications of the Village's present functional road system will require ultimate approval from the Federal Highway Administration. In cooperation with the Village, WisDOT's submittal to the FHWA will need to include maps showing the existing functional classification system and the proposed alterations, statistics regarding the mileage of the functional system, and a statement that the study was conducted in cooperation with appropriate local officials. All changes to the functional classification system are directly related to federal-aid eligibility.

Update and Enforce the Village's Official Map

Under State Statutes, the Village's Official Map reserves rights-of-way for future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities—both within the municipal limits and extraterritorial jurisdiction. The Village should update its Official Map and enforce it to protect roadway corridors and obtain sufficient rights-of-way for roads when they are needed. The Village may wish to update the Official Map after recommended detailed neighborhood development plans for growth areas are complete, as this effort would offer more detailed recommendations for future collector roads than depicted on Map 5. Generally, all U.S., State and County highways should be designated for rights-of-way of 120 feet, while through Town roads should be designated for rights-of-way of 100 feet.

Before the Village approves any certified survey map, preliminary plat, final plat, site plan, or planned unit development, it should make sure that the proposed development is consistent with the recommendations of the Official Map. Actual construction or expansion of any road may not occur for many years, even after new or additional right-of-way is acquired or reserved. However, the Village should work to acquire corridors, through dedication or purchase of additional right-of-way, well in advance of actual need.

Plan for an Interconnected Local Street Pattern

The future circulation pattern within new growth areas should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire access, street maintenance, and snow plowing.

Mount Horeb's steep natural topography makes planning for interconnected local roadways a challenge. To address the issue of traffic circulation within and between subdivisions, this *Plan* recommends that cul-de-sacs be avoided unless natural features (e.g., topography, wetlands) prevent the extension or looping of a roadway system. Map 5 does not show the local street pattern that will be needed to serve future development in this planned growth area, but these streets should be shown on a detailed neighborhood development plan as described in more detail in Chapter Four.

Once this local street pattern is established through the detailed planning effort, these streets should be dedicated and constructed as new parcels develop. In general, the construction of local streets should be timed so as to avoid serving as de-facto collector streets until the actual collector road is constructed.

Encourage Traffic Calming and Other Measures to Promote Roadway Safety

The local street pattern should incorporate traffic-calming measures to help minimize the design speeds along existing and new roadways. These measures, when coupled with narrower street cross sections as advocated in *Traditional Neighborhood Development* design, also help minimize pedestrian/automobile conflicts and increase the sense of safety among pedestrians.

Street widths found in recently designed neighborhoods in Dane County have ranged from 28–32 feet with two-sided parking to serve single-family lots, to 36–40 feet with on-street parking and bike lanes to serve more intensive lands uses in a neighborhood (e.g., commercial, institutional).

The goal of street and traffic calming measure design is to make driving on certain streets uncomfortable at higher speed, thereby increasing the likelihood that automobiles will slow down to enhance safety.

Traffic calming measures have the greatest potential to enhance pedestrian travel by slowing vehicular traffic, shortening pedestrian crossing distance, and drawing attention to a pedestrian crossing. Specific measures may include the following:



Example: Refuge medians or traffic islands can create opportunities not only to enable safer pedestrian crossing, but also add an attractive streetscape component.

- Curb extensions/intersection bump-outs
- Signalized intersections
- Round-about
- Speed bumps
- Tear-drop islands
- Reduced curb radii
- Neighborhood boulevards
- Speed zones



Example: Curb extensions can be incorporated into existing or new development areas.

Curb extensions are also known as bulb outs, bump outs, or neck downs. Just as the name implies, the curb is extended into the street from its usual position to create a bulbbed out sidewalk area that narrows the street. As such, curb extensions can be an effective tool for reducing the crossing distance for pedestrians. Curb extensions can be applied to one or more corners of an intersection, and therefore can impact one or both sides of a crossing on one or more legs of an intersection.

Curb extensions are beneficial in that they:

- Shorten the pedestrian crossing distance;
- Provide better visibility for pedestrians to see and be seen;
- Offer space for benches and other street furniture; and
- May reduce vehicle speeds.

Refuge medians allow pedestrian to cross traffic in each direction of travel separately. Therefore, where refuge medians are provided, pedestrians only have to find an adequate gap in traffic in one direction of travel at a time. This can significantly reduce pedestrian delay and chances of conflict with motorists. This *Plan* recommends the installation of refuge medians on new or upgraded arterial and collector roads, at pedestrian crossing points.

The Village should work with WisDOT to periodically examine crash data to identify areas with safety hazards where efforts should be focused.

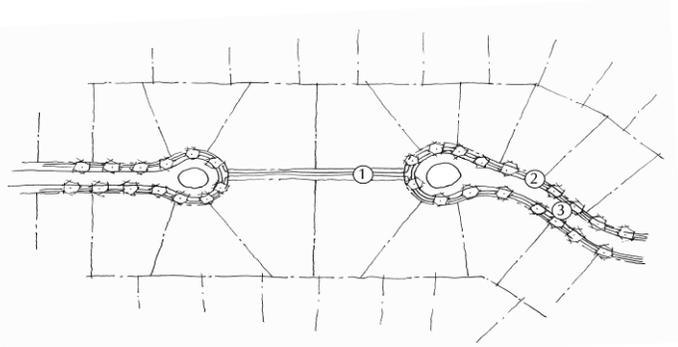
Expand and Implement Pedestrian and Bicycle Facilities Plan

Connections between existing trails and walkways, parks, and other Village facilities were identified as priorities in this planning process. The Village should also plan for bicycle and pedestrian connections between its existing parks and recreation areas, residential neighborhoods, schools, and community gathering places.

The Village should organize its implementation efforts around a continuous sidewalk system, new bike lanes, an expanded multi-use trail network, and regional connections.

Expand Sidewalk System

The Village should continue to require sidewalks on both sides of all existing and proposed collector streets, and on both sides of key routes to schools, parks, and other community facilities with heavy foot traffic. Other sidewalks or paths should be provided within neighborhoods where necessary to maintain relatively direct connections between destinations when they are not available on local streets (e.g., between a residential neighborhood and adjacent shopping area). This is especially important at the ends of cul-de-sacs. Paths designed exclusively to serve the neighborhood should be maintained by a homeowners' association as a neighborhood amenity.



1. *Mid-block/Cul-de-sac pedestrian crossing*
2. *Sidewalk*
3. *Street Trees*

Expand Off-Street Bike Path System

The Village should plan for trail and sidewalk links to the Military Ridge Trail, such as in the area planned for residential growth to the northeast. Off-street bike trails are often preferred where recreational traffic is heavy, and multiple uses (walking, in-line skating) are anticipated or encouraged. Off-street paths should be generally 10 feet in width and constructed within a minimum 20-foot easement or right-of-way. As part of the plat approval process, developers may be required to provide easements and/or construct paths as part of the range of public improvements within a subdivision. Recommended routes for off-street paths are depicted in Map 5.

Design On-Street Bike Lanes

All streets in Mount Horeb are used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (4 or 5 feet in width) are the preferred option. Bike routes on streets that have traffic volumes of more than 2,000 cars per day and/or speed limits of 30 MPH or more should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic. For areas with less traffic, or where insufficient right-of-way exists, signed bike routes are effective and appropriate. In Mount Horeb, signed and striped bike lanes are recommended for areas with sufficient right-of-way. Recommended routes for on-street bike routes are depicted in Map 5.

Support Regional Connections

The Military Ridge State Trail is a significant asset to the Village and a link between the Village and the broader region. The Village should continue to support the trail through upkeep and maintenance of the Mount Horeb Station trail stop, redevelopment initiatives along the path in the downtown area, and connections or off-shoots from the trail to new and existing Village neighborhoods.

Map 5 shows a conceptual plan for the Village's on- and off-street bikeway system, expanding on the bikeway planning recommendations contained in the Village's 2005 Comprehensive Outdoor Recreation Plan. This five-year plan makes the Village eligible to obtain state and federal grants to assist in bikeway acquisition and development. The Village should also require the dedication of easements or rights-of-way for bikeways with the approval of new developments (even when actual construction may be years away), and budget funds for bikeway development.

Coordinate Capital Improvements Programming

The Village should program street maintenance and improvements into its annual Capital Improvement budget. This will ensure a steady source of funding and certainty of road improvements, as well as establish a clear baseline understanding of transportation expenditures per lane mile to maintain the existing road network.

Map 5: Transportation and Community Facilities

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES

This section of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities in the Village of Mount Horeb, as required under §66.1001, Wisconsin Statutes.

A. EXISTING UTILITIES AND COMMUNITY FACILITIES

1. Sanitary Sewer

The Village's wastewater treatment is operated under the oversight of the Mount Horeb Utility Commission. The wastewater treatment plant is located in the southern extent of the Village, south of the USH 18/151 bypass. The Village has ten lift stations.

2. Water Supply

The Mount Horeb Water Utility supplies water to residents. The Utility operates three municipal wells, each with a water pumping capacity of 1,800 gallons per minute. Water storage capacity in the Village is in excess of 800,000 gallons. As of 2000, average annual water consumption in the Village totaled 422,000 gallons per day. The Village has two water storage towers—one in the downtown area and a second one constructed in North Cape Commons in 2005. The Village plans to adopt a wellhead protection ordinance when the second water tower is constructed.



3. Solid Waste Disposal

The Village contracts with Waste Management for disposal of residential and commercial solid waste and for recycling.

Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution in Dane County. In 1985, the County had 38 operational landfill sites. With the passage of stringent federal regulations in the late 1980s, many landfills closed, and the number of active sites has declined to five. Many of the older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These landfill sites pose a much greater risk to local groundwater quality than modern landfills because of poor location and absence of liners or advanced leachate collections systems.

To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than 0.25 mile) between open or closed landfills and nearby private water supply wells. There are 9 closed solid waste disposal sites within the planning area.

4. Stormwater Management

The Village takes a proactive approach to addressing stormwater management needs, recognizing the necessity for properly managing stormwater runoff from existing and new development due to its location at the headwaters of several high quality streams, and its position on the divide of two major basins and three smaller watershed subunits. The Village had experienced some severe runoff and pollution in Stewart Lake as a result of heavy precipitation. Several steps have been taken over the past years to remedy these conditions. In 2000, the Village adopted a Stormwater Management Plan. The Plan:

- Suggests amendments to the Village’s erosion and stormwater ordinances to reflect updated performance standards, and to meet or exceed Dane County Erosion Control and Stormwater Ordinance.
- Proposes opportunities to the Village to develop information and educational materials pertaining to stormwater management.
- Reports that the Village’s municipal operations are satisfactory and do not significantly contribute to stormwater problems.
- Recommends small modifications to existing stormwater management facilities.
- Advises construction of five regional basins as priority.
- Promotes the thermal reduction structures should be placed on regional stormwater basins to protect downstream water resources.
- Advocates limited access and site level improvements to the Village’s compost site to buffer it from the West Branch Sugar River.
- Suggests several funding sources for improvements.

5. Law Enforcement

The Village of Mount Horeb Police Department serves as the primary law enforcement agency to Village residents. The Department employs eight full-time officers, one chief, and one lieutenant; and uses five squad cars, two bicycles, and one canine unit. The department moved from the Village Hall to a new facility at 222 Front Street in 1998.

The Mount Horeb Police Department is dispatched 24 hours a day through the Dane County Communications Center and also by Village Police Department’s administrative staff during regular business hours. The Dane County Sheriff’s Department is available to provide assistance to the Village Police Department, when needed.

6. Village Municipal Building

The Village administrative staff operates out of the Village Municipal Building at 138 East Main Street, on the intersection of Second Street. The Village staff consists of the Administrator, Building Inspector, Communications Coordinator, Court Clerk, Clerk/Treasurer, Administrative Assistant, three Utility staff members, and two Utility Clerks.

In addition to the offices, there is a large and a small meeting room in the upstairs of the municipal building. The Village Board and many of the special committees and commissions also hold their regular meetings in these locations.

7. Public Works

The Village's Public Works Department is responsible for maintaining and plowing Village streets and maintaining Village buildings. The Village Public Works Building is located at 301 Blue Mounds Street.

8. Fire Protection and Emergency Medical Services

The Mount Horeb Area Fire-EMS District is an all-volunteer organization that provides fire protection and emergency medical services to the Village of Mount Horeb, and the 142 square miles surrounding the Village including the Village of Blue Mounds, and all or portions of the townships of Blue Mounds, Cross Plains, Perry, Primrose, Springdale, and Vermont. The district is governed by the Mount Horeb Fire District Board, which includes representatives from each of these municipalities.

Services are provided by 65 firefighters, primarily volunteers, including a fire chief. The department provides firefighting, hazardous material response, emergency medical services, vehicle rescue (extrication), and search and rescue services, as well as fire prevention and public education programs.

The Emergency Medical Services District also operates out of the fire station. Services are provided by 24 volunteer EMTs. The fire chief serves as the EMS director.

The fire station is located at 120 South First Street.

9. Parks and Recreational Facilities

The Village has numerous Village, County, and State facilities that provide excellent opportunities for outdoor recreation and showcase the natural beauty of the area. These include several Village parks, Mount Horeb School District recreational facilities, Stewart Park (a Dane County Park), and the Military Ridge State Bike Trail.

The following is a brief description of the Village-owned parks in the system:

- ***Boecks Park:*** Located on Park Street in the north-central portion of the Village, this five-acre park features the Mount Horeb Family Aquatic Center, a shelter, playground equipment, picnic tables, and rest rooms. The Aquatic Center offers a wide variety of programs from open swim to classes and lap swimming.
- ***Garfield Park*** is a small neighborhood park (0.8 acres) located in the south-central section of the Village. The park consists mainly of an open play area and ice-skating warming house.
- ***Grandma Foster Park*** is a mini-park/neighborhood park (0.4 acres) containing a shelter, picnic tables, a water fountain, and playground equipment. Grandma Foster Park is located on West Main Street in the downtown.



- **Grundahl Park** is an 11.5-acre community park is located southwest of the central business district, at the southeast corner of Sand Rock Road and Parkway Drive. The park offers a variety of recreational features, including picnic shelters, an enclosed shelter, a softball field, playground equipment, a basketball court, sand volleyball, open play areas, a water fountain, and restrooms.
- **Himsel Park** sits in the southeast section of the Village. This neighborhood park has playground equipment and a basketball court.
- **Jaycee Park** is a one-acre park located in the north-central section of the Village. Facilities include playground equipment, a basketball court, a shelter, and picnic tables.
- **Liberty Park** is located in the east-central part of the Village, south of Cox Drive. Currently, this neighborhood park has a soccer/football field, a shelter, playground equipment, picnic tables, a concession area, and restrooms.
- **Lions Park** is situated in the southeast section of the Village. The 1.2-acre park contains a basketball court, a shelter, playground equipment, and picnic tables.
- **Nesheim Park** is a 1.1-acre park located on the west-central section of the Village. This park contains playground equipment and a basketball court.
- **Waltz Park** is a 4.3-acre park is situated in the northeast section of the Village, between Brian Street and Vicki Lane south of Johns Street. The park has a softball/soccer field, play equipment, a basketball court, a shelter, picnic tables, water fountains, a sand volleyball court, access to the Military Ridge Trail, and restrooms.

New Village park facilities are planned with new annexations and/or development proposals. Areas dedicated as of 2005 included: 9 acres of park and open space included in the North Cape Commons plat, a 26-acre Conservation Park (5 acres stormwater containment/ 21 acres nature preserve area) in connection with the Lavold annexation, about 0.5 acres in connection with Sutter Prairie Ridge; and 1 acre with the addition to Valley View subdivisions.

Dane County parks and Mount Horeb School District Recreation Areas are also part of the recreational infrastructure in the Village. **Stewart Park** is a 125.5-acre County park located on the northwestern corner of the Village. The park features a scenic and quiet setting, with a picnic area, some playground equipment, camping, cross-country ski trails, and an impounded spring-fed lake. Brigham and Donald Parks are two other Dane County Park facilities in the area. These are described in more detail in Chapter Three.

The Mount Horeb High School, Middle School, Intermediate School, and Elementary School all feature recreational facilities.

The **Military Ridge State Trail** travels through Mount Horeb. This is a 40-mile regional bike trail connecting Dodgeville in Iowa County to Madison, via several communities including Mount Horeb. The trail is owned by WisDNR and showcases some of the state's finest woodlands, wetlands, prairies, agricultural land, and small villages. Blue Mounds State Wildlife Area, another State Park, is located along the trail.

The Village's park and recreation system is described in more detail in their Comprehensive Outdoor Recreation Plan, prepared simultaneously with, and adopted as a detailed component of, this *Plan*.

The Village's Park and Forestry Department is responsible for maintenance of Village park facilities. Staff includes the director, and one additional staff member.

10. Library

The Village of Mount Horeb library is located at 105 Perimeter Road, east of the Village center. The library moved into this new building in 2002. The Mount Horeb Public Library first opened in 1876, when books were available for public use at Paul Sletto's Boot and Shoe store.

The library is affiliated with the South Central Library System, which serves libraries in Adams, Columbia, Dane, Green, Portage, Sauk, and Wood Counties. The library hosts various outreach activities geared toward all age groups—adult, teen, and youth. Activities include adult book groups, story times for preschoolers, and a summer reading program for preschoolers through 8th grade students. The library also provides a computer lab, access to the internet and word processing software, gaming computers, genealogy materials, and various other resources for adults, children, and educators.

11. Trash/Recycling Facilities

Waste Management provides trash and recycling services for the Village. The Village began curbside recycling in 1991.

The Village accepts leaves and yard wastes at its compost site on Docken Road in the spring, summer, and fall months.

Dane County's Clean Sweep program is available to Village residents to dispose of hazardous materials at the Dane County Highway Garage on Fish Hatchery Road in Madison.

12. Telephone/Wireless Telecommunications Facilities

Mount Horeb Telephone Company, a locally-owned telephone company, provides telephone service to residents of the Village.

The Village currently has one telecommunications tower that is situated on the water tower, and is in the process of possibly siting a second tower. The Village is considering adopting an ordinance regulating the placement of telecommunications facilities.

MHTC.net provides the Village and many of the surrounding communities with a variety of services, including high speed and DSL internet connections.

13. Medical Facilities

Mount Horeb has two medical clinics and a volunteer emergency medical service (EMS). Doctors serving the Village's clinics are affiliated with one or more of the major medical facilities in the nearby City of Madison. Dental and chiropractic offices are also located in Mount Horeb.

In addition, the Village's proximity to the Madison metropolitan area provides access to a wide array of health care providers and specialty medical services through the University of Wisconsin Hospitals and Clinics, St. Mary's Hospital, Meriter Hospital, and several HMO provider facilities.

14. Educational Facilities

Children in the Village attend public schools in the Mount Horeb School District. The District has five schools, including the Primary Center (grades 1-2), the Intermediate Center (grades 3-5), the Middle School, and the High School. Enrollment growth has been modest in the Village, with an average of one percent per year (20 students) between 2001 and 2004,

with the strongest gains in younger grades. Enrollment trends in the School District are as follows:

Figure 19: Mount Horeb School District Enrollment Trends

	Year				Change 2001 - 2004
	2001	2002	2003	2004	
Ridgeview Early Learning Center	152	151	173	157	+3%
Primary	300	289	305	330	+10%
Intermediate	454	494	491	481	+6%
Middle School	458	439	473	475	+4%
High School	615	610	611	609	-<1%
Transition	n/a	3	2	5	+67%
Total Enrollment	1,979	1,986	2,055	2,057	+4%

In addition to the public school system in the Village, a locally owned and operated pre-school/childcare facility called Hearts and Hands and the Children's Community School (a Montessori school) and the Agape Christian Preschool offer additional educational opportunities for local youth. Additional educational and enrichment opportunities are available in the City of Madison through the University of Wisconsin, Edgewood College, and Madison Area Technical College.

15. Other Area Organizations and Clubs and Social Services

Programs for Older Adults:

Mount Horeb Area Senior Citizens have regular meetings twice a month, and several other social events in the Community Center. Outreach Programs for Older Adults provides two workers to assist older adults in Mt. Horeb and Blue Mounds, and in the towns of Perry, Primrose, and Blue Mounds as part of the Dane County Elderly Outreach Board funded by the County. In addition, the Over 60 Nutrition Program provides daily meals for older adults at the Community Center.

Food Programs:

Dane County Community Action Commission administers the Food Fair Program that allows residents to exchange two hours of community service for a monthly supply of food. The Mount Horeb Food Pantry services individuals in emergency need of food—generally supplying about two to three days of groceries collected at Mt. Horeb's churches and other community organizations.

Long-Term Care Facilities

The Inglehaven Assisted Living Center is a Community Based Residential Facility (CBRF) in the Village that was established in 1987. The facility is licensed and regulated by the state to provide meals and staff to assist about 20 residents.

The Ingleside Skilled Care and Rehabilitation Center is a 119-bed skilled nursing home located on the Village's northeast side. It was established in 1972 and is privately operated, and locally owned.

C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES

Goal: *Preserve the Village's sense of community and quality of life through access to public services such as the library, senior center, parks, and youth center.*

Goal: *Coordinate utility and community facility systems planning with land use, transportation, natural resources, and recreation planning.*

Objectives:

- a. Ensure that basic public services such as adequate police and fire protection, street services, education, and other services are made available to all residents.
- b. Provide quality, accessible parks, recreation, library space, and open space facilities and services to meet the needs of all age groups in Mount Horeb.
- c. Encourage logical, cost-efficient expansion of facilities to serve compact development patterns.
- d. Maximize the use of existing utilities and facilities within the Village, and plan for an orderly extension of municipal utilities and facilities for the planned growth areas.
- e. Respect natural features and conditions in the design and location of this orderly utility extension.
- f. Ensure that the Village's utility system has adequate capacity to accommodate projected future growth; avoid overbuilding that would require present residents to carry the costs of unutilized capacity.

Policies:

1. Continue the five-year capital improvements program that sets priorities for completing public needs, and which can be funded from available fiscal resources.
2. Cooperate with other governmental units to avoid duplication of services. Promote the development of shared facilities and parks among various public land uses including, but not limited to, the coordination of County, Town, Village, and school recreation facilities.
3. Confine the extension of urban services to the areas indicated in this *Plan* for urban development, and time these extensions to follow annexation.
4. Avoid extending public utilities over large acreages of undeveloped land for the purpose of serving scattered parcels of existing development.
5. Establish specific standards for the quality of a community facility, equitably serving all sections of the Village, ensuring that the planning for development and recreational programs will meet the specific age groups in each service area.
6. Plan for public facilities on a systems basis, rather than as a series of individual projects. Establish logical service areas for each community service, coincident with the urban service area.
7. Promote infill development, redevelopment, and rehabilitation of areas that use existing utility systems and roads, and are close to existing community facilities such as schools, parks, and other public investments.

8. Implement and prepare updates to the Village's five-year Park and Open Space Plan in 2010.
9. Follow the recommendations of the Village's utility studies when making utility and growth decisions. Prepare and update these studies as appropriate.
10. Where deemed appropriate by the Village Board, renewable energy systems that supply clean electrical energy to the electric grid via net metering will be encouraged.

Programs and Recommendations:

Mount Horeb has excellent community facilities and services for a Village of its size. As the Village grows, it will be important to ensure that Village facilities continue to meet resident needs. Expanding on the local goals, objectives, and policies above, this section of the *Plan* provides an overview of the key utility and community facility recommendations for the Village over the planning period, particularly as they relate to the recommended land use and transportation network in Mount Horeb. More detailed planning will be required to refine these broad recommendations as opportunities or needs for community facility development arise. For example, the Village should continue to update its outdoor recreation, sanitary sewer, water, and storm sewer studies and plans on a regular basis. At the end of this chapter, Figure 20 shows a timetable to expand, rehabilitate, or create new community utilities or facilities over the planning period.

Parks and Recreation Facilities

The Village has an excellent system of parks, bike paths, and open space areas that provide residents with active and passive recreational opportunities; provide a connection to nature; serve as community focal points; increase surrounding property values; and enhance the overall quality of life in the community. The Village should continue to plan for park and recreational facilities to ensure that these facilities will be adequate in number, type, and location to meet the demands of future growth. The park and recreational facility recommendations of this *Plan* build off of recommendations of the Village's 2005 Comprehensive Outdoor Recreation Plan:

- Plan for, officially map, and acquire a community park in the Northeast Growth Area. The general location for this community park site is shown on Map 5. This park should be located adjacent to the Military Ridge State Trail to provide a connection west to Waltz and Liberty Parks. The Village could work with the school district to site this park adjacent to a new school facility. These parks would provide an amenity to the planned resi-



- dential areas on the Village's northeast side, and would be ideal for both active and more nature-based recreational opportunities. Facilities at these sites could include playfields, playgrounds, and natural "passive recreation" areas.
- Develop the East Side Community Park, which is planned to provide athletic fields (soccer, softball), basketball courts, shelters, a soft play area, concessions, and a paved walking trail. East Side Park is located in the North Cape Commons development area.
 - Prepare a detailed master plan for the development of the 26-acre Conservation Park. This master plan will identify the desired range of uses and facilities, costs, and logical phasing. Conservation Park is a facility planned for primarily passive recreation centered around the preservation and restoration of woodland and prairie remnants in the area. Planned facilities include trails and interpretive stations, and areas for nature appreciation.
 - Plan for and acquire through land dedication several mini-parks or "tot lots" to serve the immediate neighborhood in planned growth areas. These smaller parks (typically 0.5 to 1 acre in size) are specialized facilities that serve a concentrated or limited population such as pre-school and elementary school age children or senior citizens. These mini-parks should be easily accessible to the surrounding neighborhood and serve as area within a 0.25 mile radius.
 - Implement a bicycle and pedestrian trail system. As described in more detail in this chapter, this system is intended to link the Village's central area, surrounding neighborhoods, schools, and various park sites. This trail system should also link to the Military Ridge State Trail.
 - Plan for and officially map greenway corridors along drainageways on the south side of the Village. These include the extension of the Sugar River E-Way, the drainageway connecting Conservation Park to Valley Drive, and the drainageway in the southwestern growth area.
 - Plan for more "lifetime" recreational activities and winter recreational programs and facilities to better serve the recreational needs and desires of all Mount Horeb residents. Particular focus should be on recreational facilities and programs for seniors living in the community.

In general, park siting should provide for a combination of active and passive features in the same park. Therefore, where possible, even neighborhood parks should locate adjacent to environmental corridors (which ultimately may carry trail facilities). All residents in a neighborhood should generally be within a ten-minute walk (at most 0.5 mile) from a neighborhood park.

The Village should continue to require parkland dedication or collect fees in-lieu-of dedication with new developments to fully supply the recreation demands of Mount Horeb's growing population. In addition to a land dedication or fee-in-lieu amount, many communities are also now requiring payment of a parkland improvement fee. These fees are then used by the communities to *develop* parks that have been acquired with appropriate facilities. Further exploring implementation of a park improvement fee is advised by this *Plan*. The Village should follow the Wisconsin impact fee law if it decides to implement a park improvement fee. Village ordinances should be adjusted as necessary to allow for this as a Village option.

The Village should update its CORP in 2010. WisDNR requires municipalities to update their plan every five years in order to remain eligible for State Stewardship funds (available annually through the Wisconsin DNR) and other grants to assist with the acquisition and development of parks and trails.

Other Municipal Facilities and Services

As the Village expands geographically and demographically, increased strains will be placed on its municipal facilities. During the course of this planning process, some specific community facility improvements or additions were identified. This *Plan* recommends further exploration and investigation on the following community facility and service enhancements:

- *Police, Fire, and Emergency Protection Services.* Over the 20-year planning period, the Fire Department will likely need to expand. At the time this *Plan* was written, storage deficiencies were common. In addition, as the Department shifts from voluntary to non-voluntary service, the need for a new facility will be heightened.

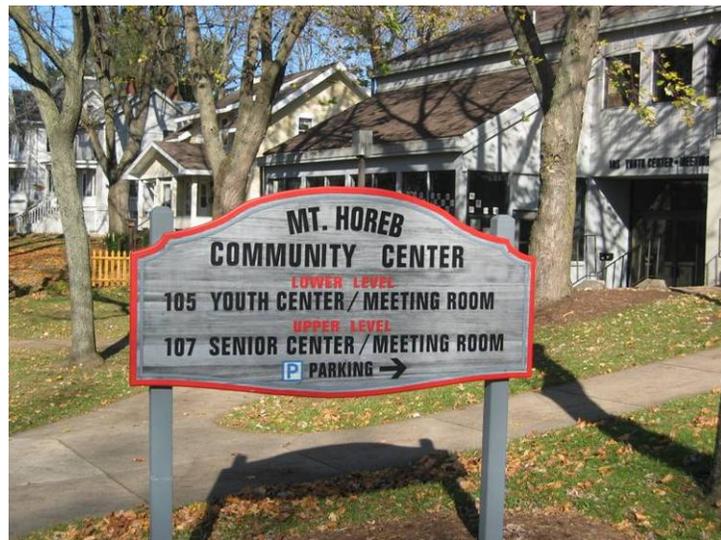
The Police Department will also need to increase its staff over the 20-year planning period, and will likely need to add to its 4,400 square foot facility.

The Village should prepare a detailed facilities needs study for these departments and explore opportunities for new locations. In addition, the Village should explore potential facility sharing and cost-saving arrangements with neighboring communities.

- *Municipal Building.* At the time this *Plan* was written, the Village's administrative staff was smaller than it has been historically. With addition of new staff in the 20-year planning period, the Village would require additional space. One consideration is expansion into the vacant parcel behind the municipal building.
- *Youth/Senior/Community Center.* The combined center is very popular and well-used. Future needs and concerns about capacity were raised during this planning process. Over the 20-year planning period, more space will be required for these facilities. In addition, there is need for additional meeting space and rooms available to the community to rent.

Future needs of programs and facilities specific to different segments of the population were identified for the planning period. For seniors, adult day care services and exercise areas should be considered. For youth programs, access to outdoor space is considered a limitation. Proximity to a community park would be ideal.

About 17,500 square feet of building space is typically needed for this type of facility. Over the planning period, the Village should work with local groups to identify potential new sites, or opportunities for expansion of the community center.



- *Recreation Department.* The Village’s Recreation Department is widely used; however, it has relied on the Mount Horeb Area School District for facilities. Opportunities for relocation of this department include the Northeast growth area if a Community Center or pool is constructed there, the recreation office could co-locate.

Public School Facilities

It will be critical to coordinate land use and development decisions with the Mount Horeb Area School District’s long-range planning efforts. To an even greater extent than the Village, the uncertain local development rate and location can create substantial planning problems for public schools.

Given the projected household growth in the Mount Horeb area, there will likely be a need for at least one additional elementary school in the district. The School District owns property south of the Village, south of the bypass and at CTH JG. However, this *Plan* recommends no residential development south of the USH 18/151 bypass. Another option is to acquire a site in the northeast growth area. The Village should work with the District to proactively identify an appropriate site before land costs escalate. An appropriate site(s) could be identified in the recommended neighborhood development plan.

The School District will need to assess what type of building or buildings would be necessary on this site to adequately serve projected student growth.

Transmission Line Improvements

A private company operates a power line that runs north-south through the Village. A second line runs east from the Village to Verona. Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. This *Plan* promotes “corridor sharing” or the use of the transmission line’s existing rights-of-way for other linear uses. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.

Major Public Utility Recommendations

In general, public utility needs will be addressed through more detailed engineering studies on utility systems and specific required improvements following the completion of this *Comprehensive Plan*. Given the challenging topography of the Village, utility systems were a particularly challenging growth consideration.

In terms of sanitary sewer systems, the Village’s existing pumping and lift stations should adequately serve new growth areas. There may, however, be treatment plant and pipe capacity limitations. These limitations are particularly true in the Northeastern Growth Area, where capacity was designed assuming relatively low-density development (2.5 dwelling units per acre). To service the planned Northeast Growth Area of the Village (both residential and commercial growth over the planning period), certain utility upgrades will be necessary. The new water tower and lift station (Wayside) installed to service the North Cape Commons development will be sufficient to accommodate much of the new growth area.

The southern residential and commercial growth areas will be served by gravity flow to the wastewater treatment plant during the planning period.

Figure 20 shows a timetable to expand, rehabilitate, or create new community utilities and facilities in Mount Horeb.

Figure 20: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Village Utilities & Community Facilities	Timeframe	Comments
Water Supply	2010 – 2020	Conduct water system needs studies as necessary.
Sanitary Waste Service	2010 – 2015 2005 – 2025	Increase Force Main capacity on East Side (2015+). Conduct detailed sanitary sewer service studies.
Stormwater Management (Quality and Quantity)	Ongoing	Enforce stormwater management and erosion control standards for all new development.
Community Center	2010 – 2015	Conduct feasibility study and location analysis for new community center in downtown area.
Community Pool/Recreation Center	2009-2011	Conduct feasibility study for new indoor community pool/recreation center possibly jointly with the Mount Horeb Area School District.
Public Works, Utilities, and Parks Building	2009-2010	Continue to expand Village utility garage at its current site to provide additional space for Public Work and Park and Recreation staff.
Public Library	Ongoing	Periodically assess for space or technology needs.
Senior Services	2010 – 2015	Conduct feasibility study for expansion or new senior services center. Explore new services such as adult day care services and exercise areas should be considered.
Village Administration	2010 – 2012	Expand Village Administration Facilities to the 3 rd floor of the current building.
Parks	2010 - 2025	Update the Village's Outdoor Recreation Plan in 2010, 2015, 2020, and 2025.
Trails and Paths	2005 - 2020	Install on-street bike route signs and improvement as guided by the Transportation element. Encourage off-street paths and trail in new development areas to connect to existing paths and trails, parks, and other community gathering places.
Cemetery	-n/a	Existing cemetery facilities are expected to meet near-term needs.
Schools	-Ongoing	Continue to collaborate with school district staff to assess projected student growth from village development; identify potential sites for new school sites in the Northeast neighborhood.
Police, Fire, EMS	2009-2012	Study expansion needs of fire and police buildings.

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Village of Mount Horeb. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

A. HOUSING FRAMEWORK

This section describes the Village's predominant housing stock characteristics such as type, value, occupancy status, age, and structural condition. This section also provides projected housing demand in the Village, describes housing development and rehabilitation programs available to Village residents, explains neighborhood development recommendations, and includes a compilation of goals, objectives, and policies regarding housing.

1. Housing Stock Characteristics

From 1990 to 2000, the number of housing units in the Village has grown from 1,638 to 2,315. Single-family dwelling units have historically been and continue to be predominant in the Village. The ratio of single-family units compared to multi-family dwellings remained stable at about 60 percent during this 10-year period. Figure 21 shows the percentages for different housing types in the Village.

Figure 21: Housing Types: 1990- 2000

Units per Structure	1990 Units	1990 %	2000 Units	2000 %
Single-Family	1,013	61.8	1,371	59.2
Two-Family (Duplex)	51	3.1	129	5.6
Multi-Family	554	33.8	815	35.2
Mobile Home, trailer, or other	20	1.2	-	-
TOTAL	1,638	100	2,315	100

Source: U.S. Census of Population and Housing, 1990 and 2000

Figure 22 compares other housing stock characteristics for the Village with neighboring communities, Dane County, and the State. In 2000, the Village had a vacancy rate of 3.3 percent. The percent of owner-occupied homes was 63.1 percent. The Village's median housing value in 2000 was comparable to the County value, higher than the median value for the state, and lower than the comparison communities.

The median home value has doubled in the last decade, from \$71,400 to \$145,700. A similar percentage increase in value is seen throughout Dane County.

Figure 22: Housing Stock Characteristics

	Total Housing Units	% Vacant	% Owner Occupied	Median Housing Value/Owner Occupied
Village of Mt. Horeb	2,305	3.3	63.1	145,700

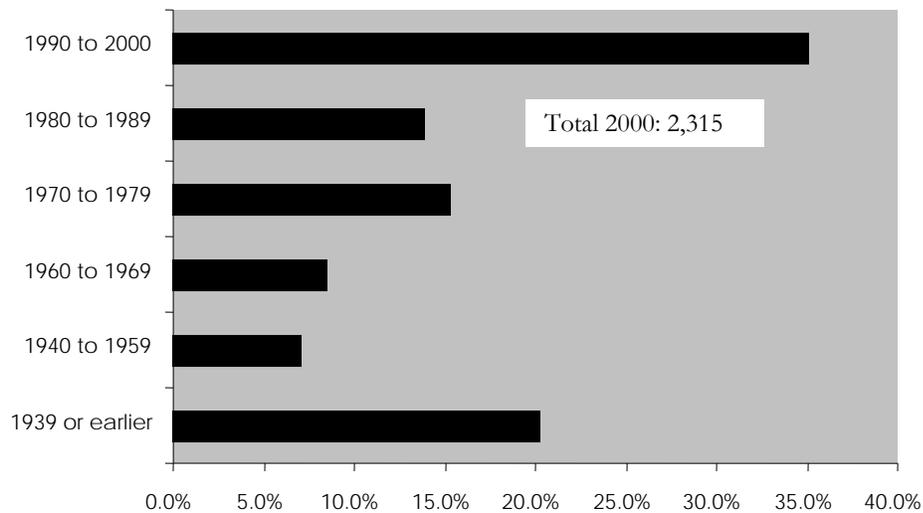
Village of Blue Mounds	297	2.7	85.5	151,000
City of Verona	2,664	2.7	72.6	161,500
Town of Blue Mounds	300	3.0	90.7	171,900
Town of Cross Plains	525	2.3	87.1	197,400
Town of Vermont	312	4.5	88.6	163,500
Town of Springdale	585	2.6	87.4	181,600
Dane County	180,398	3.8%	57.6%	146,900
Wisconsin	2,321,144	1.2%	68%	112,200

Source: U.S. Census of Population and Housing, 2000

2. Housing Condition and Age

Figure 23 illustrates the age of the Village’s housing stock based on 2000 Census data. The age of a community’s housing stock is sometimes used as a measure of the general condition of the community’s housing supply. Almost 40 percent of Mount Horeb’s housing stock has been built since 1990, but much of the housing is more than 30 years old. Consequently, over the planning period, owners of these older homes will likely be interested in learning more about rehabilitation techniques.

Figure 23: Age of Housing as a Percent of the Total 2000 Housing Stock



Source: U.S. Census of Population and Housing, 2000

3. Projected Housing Needs

Projected future housing unit demand in the Village of Mount Horeb is based on population forecasts shown in Figure 2, the highest forecasted average household size over the next 20 years as presented in Chapter Two, and the predicted housing vacancy rate. The current housing vacancy rate of 3.3 percent is predicted to remain fairly consistent. Forecasted housing demand is included in Chapter Four, Land Use.

4. Housing Programs

The State of Wisconsin’s “Smart Growth” legislation requires that the Village provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This section identifies specific programs available in Mount Horeb that promote such housing.

In 1998, 43 Dane County communities, including the Village of Mount Horeb, joined together to establish the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation; minor home repair; handicapped accessibility modifications; down-payment assistance for first-time homebuyers; and housing education, training, and counseling.

Other housing programs available to Village of Mount Horeb residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down-payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

According to WHEDA, there are five federally subsidized housing establishments offering about 90 low-income and/or elderly housing units in the Village.

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

Goal: Provide for moderate residential growth with a variety of housing types, densities, arrangements, and costs to promote a good living environment for all residents.

Objectives:

- a. Phase new residential development in a manner that is consistent with public utility and facility service capacity and community expectations.
- b. Carefully control neighborhood development through the detailed neighborhood design process to provide a range of housing types, densities, and costs, but which also maintain the predominantly single-family character of the community.
- c. Support programs that maintain or rehabilitate the Village's existing housing stock.
- d. Promote infill and redevelopment practices in the strategic areas identified by this *Plan* (see Maps 4a and 4b) to help diversify the communities housing supply.
- e. Create attractive and safe neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).
- f. Locate housing in areas that are served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers, and transportation routes.
- g. Provide a range of housing types, costs, and locations in the Village that meets the needs of persons of all income levels, age groups, and those with special needs.

- h. Work with housing advocates and developers during the detailed neighborhood design process to market the availability of land available for the development or redevelopment of low-income and moderate-income housing.
- i. Design neighborhoods through the detailed neighborhood design process that is oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.

Policies:

1. Guide new housing to areas within the Village with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
2. Continue to phase residential growth over time to ensure logical and cost-effective expansions to community utilities and services. This phasing should be re-calibrated to reflect more recent market demand and to allow some flexibility for those developers who commit to providing non-residential land uses.
3. Use detailed neighborhood development plans to tie the opening of new areas for neighborhood development with the capacity of utilities and public facilities to accommodate such development.
4. Enforce a Housing Balance Plan that ensures stability of the historic balance between owner-occupied housing and rental housing.
5. Enact programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
6. Require that the development of new neighborhoods comply with the Village's historic housing mix. In general, not less than 65 percent of all new housing units in any new neighborhood should be single-family detached homes, and a maximum of 20 percent two-family, and 25 percent multi-family.
7. Plan for multiple-family developments in parts of the Village where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.
8. Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; complete sidewalk networks, accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs.
9. Reserve areas that contain particular amenities (e.g., adjacent to environmental corridors, wooded sites) for higher-end "estate" type housing on lot sizes ranging from 15,000 to 20,000 square feet to provide a full range of housing choices within the Village, and use extraterritorial land division policies to prohibit or strongly limit the provision of large lot homes and "hobby farms" within the extraterritorial area.

10. Promote affordable housing through smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multiple-family housing, and continued participation in county and state housing programs.
11. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.

Programs and Recommendations:

Expanding on the local planning goals, objective, and policies described and illustrated above, this section of the *Plan* presents the key housing and neighborhood development recommendations for Mount Horeb.

Promote Infill and Maintenance of Existing Residential Properties

The Village should encourage new residential development on existing platted and fully improved lots, and small unplatted parcels that had been passed over, before extending urban services to new areas for residential development. To gain a better understanding of the infill development potential in Mount Horeb's mainly built-up areas, the Village should conduct an inventory of all vacant, developable parcels and lots; identify factors that have resulted in them remaining vacant; and develop approaches to encourage their development as appropriate. The Village should also support redevelopment or rehabilitation of older residential properties. Property maintenance codes should be strongly enforced in Mount Horeb's older neighborhoods.

Enforce a Housing Balance Plan

Enforce a Housing Balance Plan that ensures stability of the historic balance between owner-occupied housing and rental housing. To implement this, the Village should consider any new residential subdivisions based on a Detailed Neighborhood Plan that pre-identifies an appropriate mixture and arrangement of areas for detached single-family, attached single-family, two-family and both small scale and mid-scale multi-family housing development. The Housing Balance Plan specifies:

Traditional Neighborhood Design

Portions of the Planned Neighborhood Areas may be appropriate for residential development that employs the concepts of "Traditional Neighborhood Design." Design elements commonly found in traditional neighborhoods include:

- Reduced building setbacks that create a distinct sense of place and charming human scale by bringing buildings close to the sidewalk and street;
- Use of picket fences, wrought iron fences, masonry walls, or hedgerows to define the outdoor space between the home and street and to create human scale spaces;
- Inclusion of front porches and stoops to encourage social interaction between neighborhood residents and to create visual interest in building facades;
- Location of garages behind the front facade of the home as much as possible or placing the garage in the rear yard of the home with access from an alley, lane or parking court;
- Use of public plazas, greens and squares to provide focal points for the neighborhood, create visual interest, and generate highly prominent building sites.

Many communities in Wisconsin have enacted an ordinance to guide this type of development, using models developed by the University of Wisconsin and Dane County, or have approved such projects under a Planned Development Ordinance.

- i. Minimum 65 percent detached single-family
- ii. Maximum 20 percent attached single-family
- iii. Maximum 25 percent multi-family

This policy is important to retaining the community's existing character, and expands the range of housing choices for aging and other non-traditional households.

Promote Well-Planned Neighborhood Development

This *Plan* recommends that neighborhood development continue to expand northeastward, using CTH S, Wally Road, Schlapbach Creek, and an eastern ridge as the ultimate edges for residential expansion. Additional areas for residential growth are provided in the south and west portions of the Potential Future Urban Service Area. In general, new residential growth areas should be planned, designed, and developed in accordance with *Planned Neighborhood* principles included in the graphic on the next page. Certain parts of the Northeast Growth

area may also be appropriate for “traditional neighborhood design” techniques, outlined in the sidebar. These techniques seek to replicate some of the design characteristics of pre-World War II neighborhoods in Mount Horeb. Other parts, particularly those including and near natural features, may be appropriate for larger homes on larger lots. In general, the Village should ensure that there is a good mix of housing types, colors, facades, garage treatments, and other visual characteristics in all new subdivisions.



For large-scale development projects (e.g., 80+ acres), developers should be required (or provided strong incentives) to include non-residential development areas to create convenient, walkable destinations for surrounding residents, and enhance tax base opportunities. Non-residential development, including small-scale commercial uses or institutional uses, is particularly suitable at major intersections or along major roadways. For example, this *Plan* (see Map 4a and 4b) recommends a cluster of non-residential uses at the intersection of CTH S and STH 78.

Figure 24: Planned Neighborhood

The most effective approach to identifying how the neighborhood design recommendations of this *Comprehensive Plan* would play out “on the ground” is to prepare and adopt a Detailed Neighborhood Development Plan for the Northeast Growth Area, as advised in Chapter Four. As part of that detailed planning process, a careful review of zoning district options and subdivision design standards would also be appropriate to assure that Village ordinances are facilitating (or at least not impeding) this design advice.

Develop Residential Growth Phasing Plan

The Village should phase residential growth over time to ensure logical and cost-efficient expansions to community utilities and services. The growth phasing plan should be calibrated to:

- Respond to recent community growth and market trends.
- React to the Village’s capacity to provide public facilities, services, and utilities including stormwater management, and the School District’s capacity to meet added educational demands. Consider linking the opening up of new lands for development to the satisfaction of these types of criteria in addition to or as an alternative to the current approach linking phasing to a particular year.
- Consider providing flexibility in the phasing program to those developers who meet central goals of this *Plan*, particularly in providing additional non-residential, economic development opportunities. For example, a particular phasing area may be opened up for development sooner than otherwise allowed if the developer directly provides or actively promotes a sufficient amount of non-residential development either on-site or elsewhere in the Village.

Village maintenance of a residential growth phasing plan should be based on new or extended intergovernmental agreements with its neighboring communities. An inability to reach an agreement with surrounding towns could make logical, phased urban growth extremely challenging among a patchwork of rural subdivisions, preserved farms and open lands. Additional detail on proposed intergovernmental agreements is provided in Chapter Nine.

Enact Design Standards for Multiple Family Housing

Multiple family housing is an important component of the community to provide options for the elderly, younger residents, and employees for Mount Horeb businesses. Such housing can also be part of an overall economic development strategy (see Chapter Eight). However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The Village zoning ordinance should reference these detailed design guidelines for all new or expanded multi-family residential developments that may be incorporated into future Village Neighborhoods and enforce them during development review processes. The following guidelines provide a foundation:

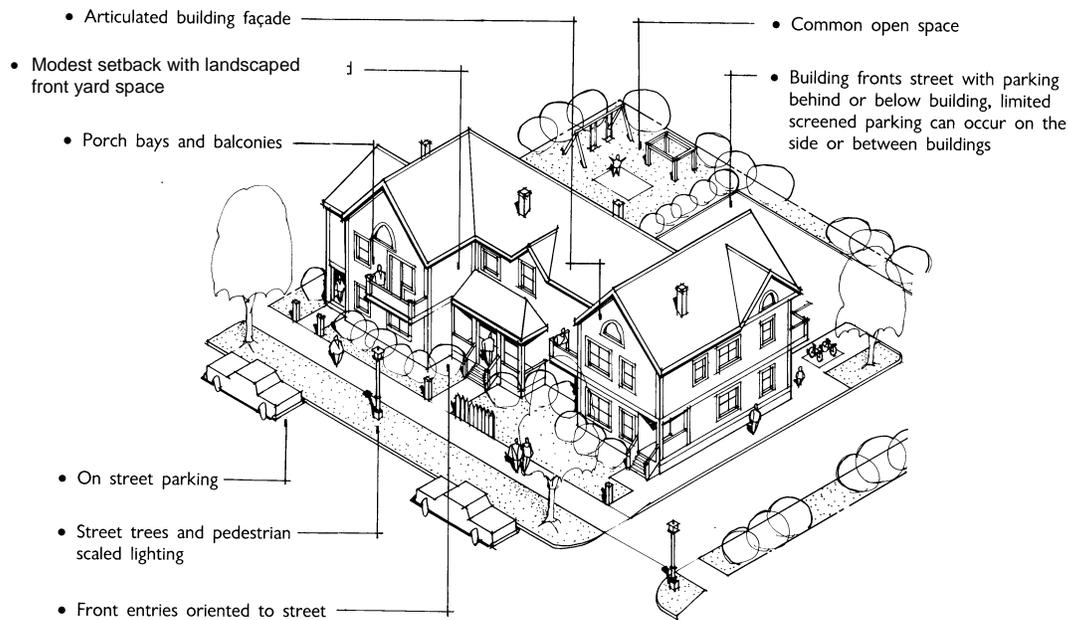
- Incorporate architectural design that fits the context of the surrounding neighborhood, and Mount Horeb’s overall character, promoting the “Norsk” theme. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the Village’s historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.

- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; and (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); and (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

Support Provision and Supply of Affordable Housing

The Village should continue to support programs that provide affordable housing to low- and moderate-income families in the community. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families, home mortgage and improvement loans from WHEDA, and home repair grants from the USDA. The USDA Rural Development program is generally available in cities and villages with a population of 10,000 or less.

The Village might wish to explore the development of a housing trust fund. A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make housing projects feasible. Trust funds are replenished on an annual basis or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans.

Figure 25: Generic Multiple Family Residential Project Layout

In addition, the Village could encourage infill development on vacant or under-used lots within the built-up area of Mount Horeb as a means to promote affordable housing. This *Plan* identifies some of these vacant or underutilized parcels inside the Village limits as “Smart Growth” areas, shown on Maps 4a and 4b as *Planned Mixed Use* areas. As a next step, the Village may develop a more detailed inventory of potential vacant and underutilized sites, and distribute this inventory to home builders and other housing providers. In addition, the Village could adopt more flexible regulations to allow development of irregular or substandard infill lots; allow mixed uses for infill developments to enhance the economic feasibility; and even assist in the acquisition, clearance, and consolidation of infill lots into larger, more easily developed sites. The neighborhood design principles advocated in this *Plan* are intended to promote a range of housing choices by advocating a range of densities, detached and attached homes, and lot sizes. Land costs can be up to 25 percent or more of the total costs for a home. Smaller lot sizes reduces land costs, which in turn can make owner-occupied housing more affordable.

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to promote the retention and stabilization of the economic base in the Village of Mount Horeb. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the Village, an assessment of the Village’s strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

A. ECONOMIC DEVELOPMENT FRAMEWORK

This section details economic development characteristics of the Village of Mount Horeb. Employment and labor force data is described in Chapter Two.

1. Economic Development Focus

This *Comprehensive Plan* must, under the Smart Growth law, “assess categories or particular types of new businesses and industries” that the Village desires.

Excellent access via USH 18/151 offers the Village opportunity for business and industry. This corridor provides a link to Interstate 90 and 94 for access to the Minneapolis, Chicago, and Milwaukee markets, and southwest to Dubuque. The historic downtown features a unique mix of retail and service oriented businesses geared toward the local community and tourism. Ongoing renovation and transportation improvement work continue to help the downtown area attract new business.

The Village’s Future Land Use Maps (Maps 4a and 4b) designates a sufficient number of sites and opportunities for the economic development focus of the Village to be satisfied over the 20-year planning period.

2. Reuse Potential for Environmentally Contaminated Sites

Wisconsin DNR, through the Environmental Remediation and Redevelopment Program, maintains a list of contaminated sites, or “brownfields,” in the state. WisDNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

The sites represented on the WisDNR database in the planning area include 17 areas contaminated through spills and other contamination sources that require long-term monitoring of the soil and water. Most areas listed in the Village are spills, although there are four brownfield sites along or just off of Main Street. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the WisDNR. These properties may need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*.

Community Survey Results
Which of the following best reflects your opinion on Mt. Horeb’s economy?
Stable 44%
Declining 9%
Growing 46%

3. Economic Development Programs

The Dane County Community Development Block Grant (CDBG) program funds eligible projects related to economic development, such as providing loans, business counseling, training, and education to small businesses that are owned by or provide jobs for low- to moderate-income residents. With assistance from this program, Mount Horeb developed an extensive Downtown Improvement Plan, which was initiated in 2004. Businesses in the Village are eligible for such funds and training.

The Village's Economic Development and Tourism Committee is a strong public-private partnership focused on the Village's historic downtown and the Military Ridge Bike Trail. The Village also has a Business Park Committee exploring the feasibility for an "East Corridor" business park at Bus. 18/151 E.—the entryway to the community. The Village's active Chamber of Commerce is another key economic development force in the community, representing its nearly 300 businesses.

The State's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. These 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

The Village has a Community Development Authority (CDA) that was formed to forward economic development objectives and implement the recommendations of the Village of Mount Horeb Downtown Master Plan.

4. Strengths and Weaknesses for Economic Development

The following goals, objectives, and policies attempt to capitalize on strengths and minimize weaknesses to advance the Village's economic development focus.

Figure 26: Strengths and Weaknesses for Economic Development

Strength	Weakness
Good transportation access to region via 18/151	Constraints to developing local through-streets to manage traffic
Abundant regional employment opportunities (Madison, Verona)	Limited local employment opportunities
Well-educated workforce	Regional competition for businesses
Thriving and intact downtown area	Services shifting from downtown to periphery of Village
Capitalize on natural resources	Lack of coordinated marketing
Proximity to Madison and Verona	Deterioration of community character caused by rapid growth
Strong Chamber of Commerce	Diversity of existing businesses
Connection to the regional bicycle trail system via the Military State Trail	
Distinct Village identity as “Troll Capital of the World” and coordinated marketing theme	

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

Goal: *Attract and retain businesses that enhance Mount Horeb’s desired “small village” character.*

Goal: *Strengthen and diversify the non-residential tax base and employment opportunities.*

Objectives:

- a. Identify opportunities for and actively encourage infill and redevelopment opportunities in areas where existing utilities and infrastructure are available.
- b. Provide a strong supply of easy to access, serviced, and developable land in the Village devoted for industrial and commercial land uses, such as along the Village’s east and west side interchanges with USH 18/151.
- c. Provide for planned commercial development in concentrated areas and discourage unplanned, incremental strip commercial development along major community corridors, particularly on both the west and east side entrances to the community.
- d. Promote high-quality design for non-residential development in community entryway corridors.
- e. Maintain and enhance downtown Mount Horeb as the center of unique shopping and entertainment opportunities, and professional and government services.
- f. Work toward extending the range of employment opportunities available to residents of the Village.

Policies:

1. Implement the Future Land Use Map to provide sufficient areas for future commercial and industrial growth for the planning period.

2. Reserve efficient and logical areas for high-quality commercial and industrial growth in the Village on the east and west sides of the Village, prohibiting premature development by other land uses.
3. Support mixed use development projects as designated on the Future Land Use Map that integrate non-residential and residential uses into high-quality, unified places.
4. Require the planning of larger-scale commercial uses within the context of Neighborhood Development Plans in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.
5. Provide appropriate incentives, including tax increment financing, to support infill and redevelopment for economic purposes and new industrial and office development in planned areas of the Village, the Downtown and *Planned Mixed Use* area on the west side of the Village may be appropriate for these strategies.
6. Consider the impact on preservation of Mount Horeb's unique small village character and the downtown commercial development opportunities, when considering new commercial development proposals.
7. Strongly encourage intervening non-commercial uses and shared driveways, shared parking spaces, and coordinated site plan designs to avoid the creation of new commercial strips.
8. Consider the impact of proposed commercial re-zonings on the economic viability of existing commercial areas in the community before making a decision on the request.

Programs and Recommendations:

Expanding on the local goals, objectives, and policies above, this *Plan* advises that the Village focus economic development on:

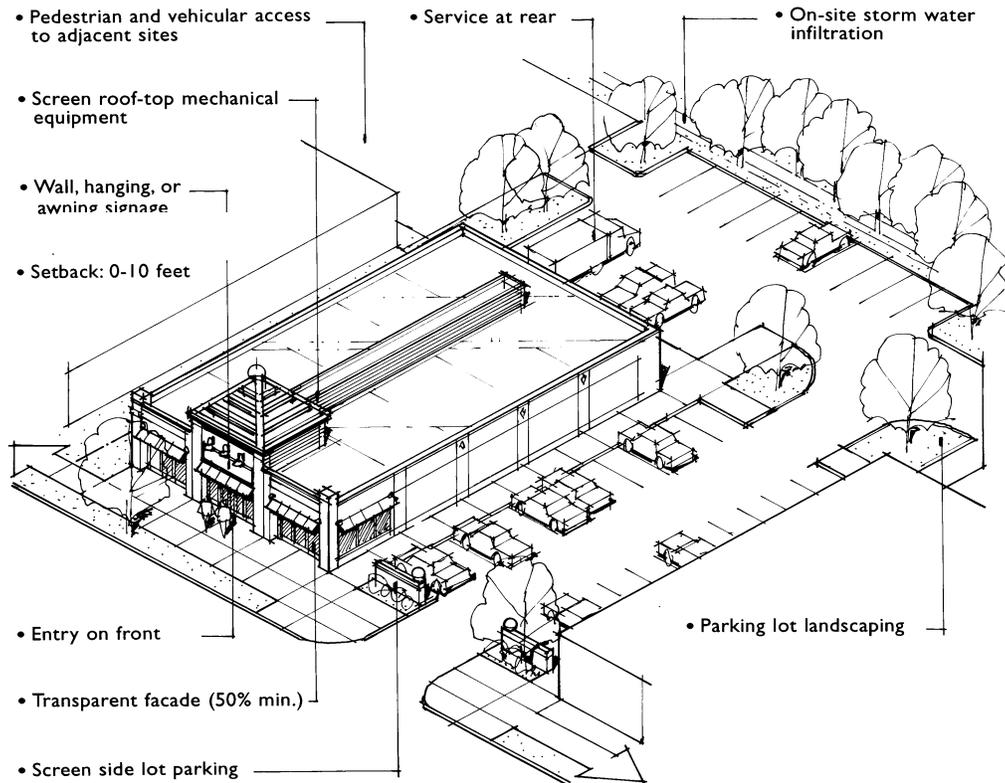
- High-quality, compact, and lasting economic development projects that recognize the limited supply of marketable lands for these purposes in the community.
- Infill and redevelopment opportunities in areas where existing utilities and infrastructure are available.
- Lands in the Village's Eastside Business Park that take advantage of good access and visibility along main roads and that are close to planned residential development.
- Lands that take advantage of visibility along, and relatively good access to USH 18/151, particularly at the east and west interchanges.

More specific economic development recommendations to pursue these directions are highlighted in the following sections.

Strengthen Design Standards for Commercial, Industrial, and Mixed Use Projects

This *Plan* recommends that the Village strengthen and enforce design standards for commercial, industrial, and mixed use development projects to ensure high-quality, lasting projects that are compatible with the Village's desired character. These standards should apply to all new development and redevelopment in the Village. They should ideally be incorporated into or referenced in the Village's zoning ordinance (adding to recently adopted basic standards) and be used during site plan review processes. For new and expanded commercial uses, the standards listed below and illustrated in Figure 27 are advised:

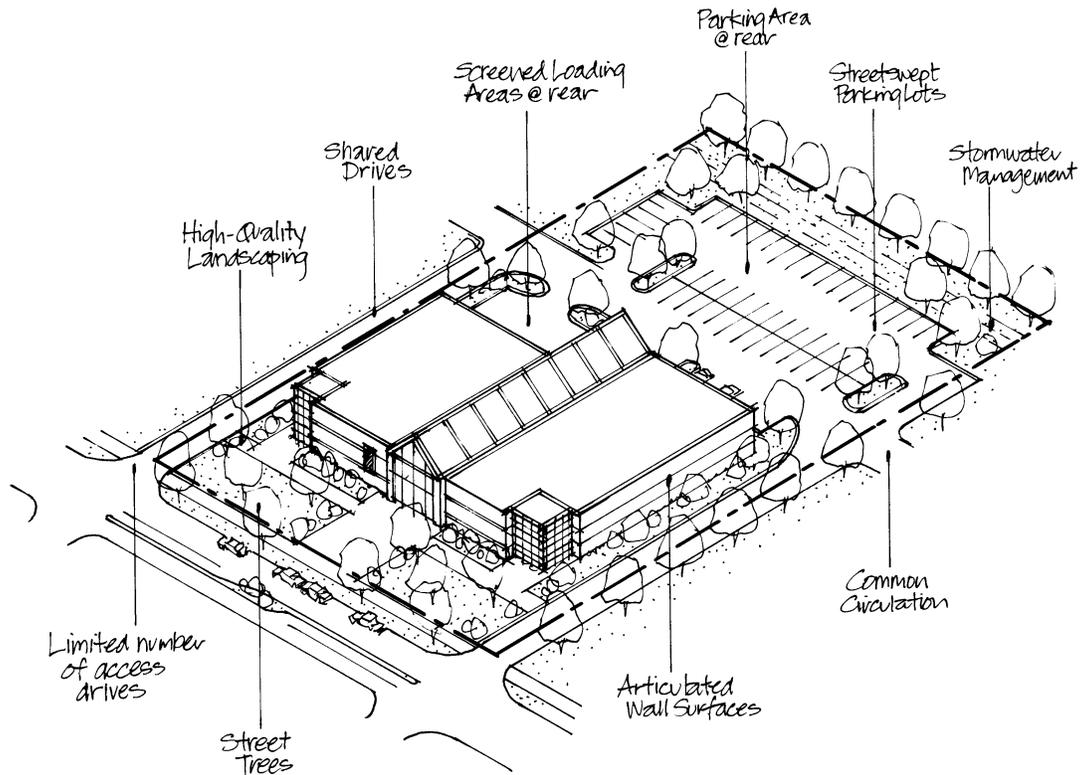
1. New driveways with adequate throat depths to allow for proper vehicle stacking.
2. Limited number of access drives along arterial and collector streets.
3. Common driveways serving more than one commercial use, wherever possible.
4. High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
5. Street trees along all public street frontages.
6. Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
7. Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
8. Parking to the sides and rear of buildings, rather than all parking in front.
9. Signage that is high quality and not excessive in height or total square footage.
10. Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
11. Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
12. Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments.
13. Site design features that allow pedestrians to walk parallel to moving cars.
14. Illumination from lighting kept on site through use of cut-off luminaires.
15. High quality building materials, such as brick, wood, stone, and tinted masonry.
16. Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
17. Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
18. All building façades containing architectural details and of similar quality as the front building façade.
19. Central features that add to community character, such as patios and benches.
20. Franchise architecture should be prohibited.

Figure 27: Desired New Commercial Project Layout

For new and expanded industrial uses, the standards listed below and illustrated in Figure 28 are advised:

1. New driveways with adequate throat depths to allow for proper vehicle stacking.
2. Limited number of access drives along arterial and collector streets.
3. High quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations.
4. Screening where industrial uses abut non-industrial uses, in the form of hedges, ever-green trees, berms, decorative fences, or a combination.
5. Screening of parking lots from public rights-of-way and non-industrial uses.
6. Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
7. Street trees along all public road frontages.
8. High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal.
9. Location of loading areas at the rear of buildings.
10. Separation of pedestrian walkways from vehicular traffic and loading areas.
11. Design of parking and circulation areas so that vehicles are able to move from one area of the site to another without re-entering a street.
12. Variable building setbacks and vegetation in strategic locations along foundations.

Figure 28: Desired New Industrial Project Layout



Increasingly, communities are planning areas for a mix of non-residential and residential uses—particularly commercial and residential uses. This mixture occurs on the same site, in the same building, or both. This type of development scheme has several advantages including providing built-in residential markets for commercial enterprises; promoting walking and limiting auto trips; creating active, vibrant places; and diversifying development risk. This *Comprehensive Plan* advises *Planned Mixed Use* development and redevelopment in several parts of Mount Horeb—on the west side south of Front Street and the Military Ridge Trail, in the east-central part of the Village along Perimeter Drive, and in the downtown area, particularly coinciding with potential redevelopment areas along Front Street the Military Ridge Trail (see Chapter Four). The design standards for these areas included on the following page illustrate some general design standards for these types of areas. Obviously, each area has different issues, geography, size, existing development, and other characteristics that must be considered in their design. Of critical importance to these areas is ensuring very careful planning and high-quality design.

Figure 29: Mixed Use Development

Pursue Redevelopment of Underutilized Properties

As described in more detail in Chapter Four, this *Plan* recommends redevelopment projects to maximize tax base and job opportunities and enhance community appearance. Redevelopment should be considered where there is an opportunity to cooperatively redevelop lands to a greater intensity and with a broader mix of quality uses that takes advantage of locational amenities and access. Examples include:

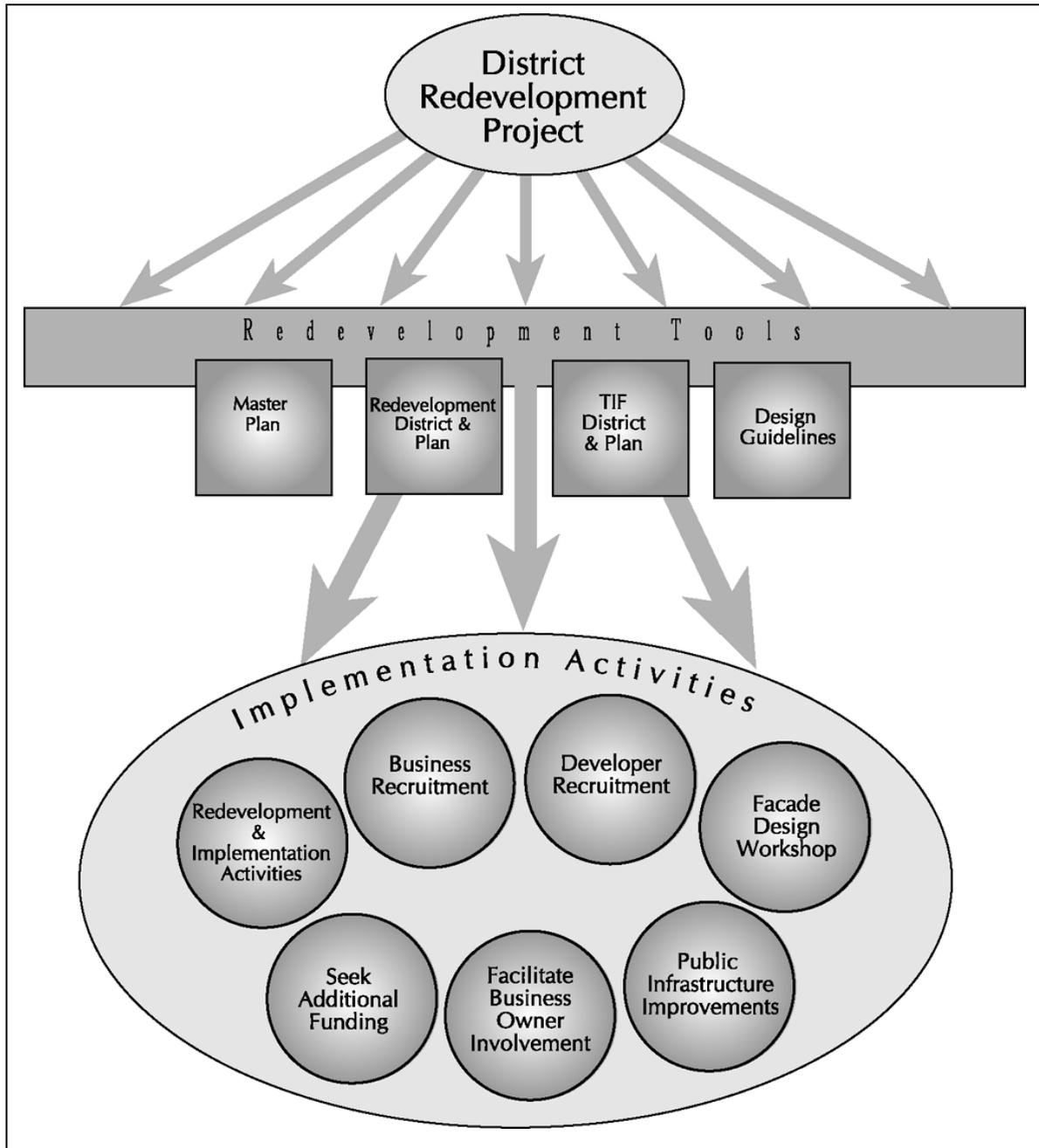
- Parcels along Front Street and the Military Ridge Trail
- Parcels along CTH ID or Main Street

Sites like these do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years is required. Typically, detailed planning and implementation for redevelopment processes includes:

- Evaluating the planning area's condition including size, visibility, viewsheds, access, building quality, existing use viability, adjacent land uses, topographic or environmental constraints, brownfield site assessment, and existing infrastructure and amenities.
- Conducting a regional and local economic opportunities analysis to focus on the Village's location, amenities, and business mix, as well as the assessment of the regional factors such as economics, transportation patterns, and intergovernmental relationships.
- Identifying goals and objectives for the redevelopment area through cooperative efforts with the private property owners and other key stakeholders. This step also typically identifies and prioritizes redevelopment sites within the planning area.
- Conducting a market assessment for the redevelopment site to determine the role of the site within the marketplace, provide demographic trade area information to assist in the solicitation of potential developers or site users, and identify the range of specific issues and challenges to site redevelopment.
- Preparing a redevelopment strategy and district concept plan map that identifies the highest and best land uses, site characteristics, design approaches, and implementation strategies for the planning area, with particular attention to priority redevelopment sites.
- Aggressively pursuing implementation through techniques such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.



Figure 30: Redevelopment Planning and Implementation Process



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Advance Downtown Enhancement Efforts

The Village also should continue to support the civic and social vitality of the downtown by promoting more downtown housing and mixed use development, investing in civic places, and guiding business redevelopment proposals. With expanded growth to both sides of the Village, the downtown will continue to be centralized to Village residents—continuing to make it a viable, marketable location for economic activities. There is also an opportunity for redevelopment of the Front Street/Military Ridge Trail corridor, with a mix of non-residential uses anchored by senior housing or condominiums. Establishment of a redevelopment tax incremental financing district in the downtown area may be advisable to fully implement the Village of Mount Horeb Downtown Improvement Plan. Chapter Four provides a more complete description of recommended revitalization planning efforts for the downtown.

Plan for Economic Development “Nodes”

This *Plan* recommends high-quality employment-based land uses in a mixed use setting with access from both the east and west USH 18/151 interchanges (see *Planned Business* areas on Maps 4a and 4b). The Village encourages a mid-quality industrial park to accommodate contractors and a variety of building types (including metal buildings) at the western interchange. The Village should encourage the location of an industrial park in a location that is more sheltered—such as to the far west of the interchange. At these sites, the Village could promote opportunities for biotech, including an incubator that would draw from the momentum of nearby tech development such as on the west side of

Retirement Housing as a Tax Base Revenue Builder

Economic development programs in most communities are concerned with essentially two core issues—jobs and taxes. In communities where unemployment is low and wages high, economic development objectives are really more about building tax base than advancing broader economic goals. Communities have the option of pursuing a number of alternative strategies to increase tax revenues without having to rely solely on new office or industrial employment. Two complementary strategies include: increasing the number of retail and service businesses, and increasing the number of households (and housing types) that place comparatively few demands on public services; namely, housing that is both compact in form and caters to relatively affluent, childless households such as empty nesters, retirees, and young professionals. Such a strategy can help broaden the tax base without offsetting the high-service needs that accompanies traditional single-family housing on larger lots.

By incorporating retirement housing into a compact mixed use development that also features retail and services, the need for auto trips and parking is reduced and a built-in market to help assure the success of the businesses is created. This type of development strategy could help both the Village’s tax picture and revitalize downtown or other underutilized areas identified in this *Plan*.



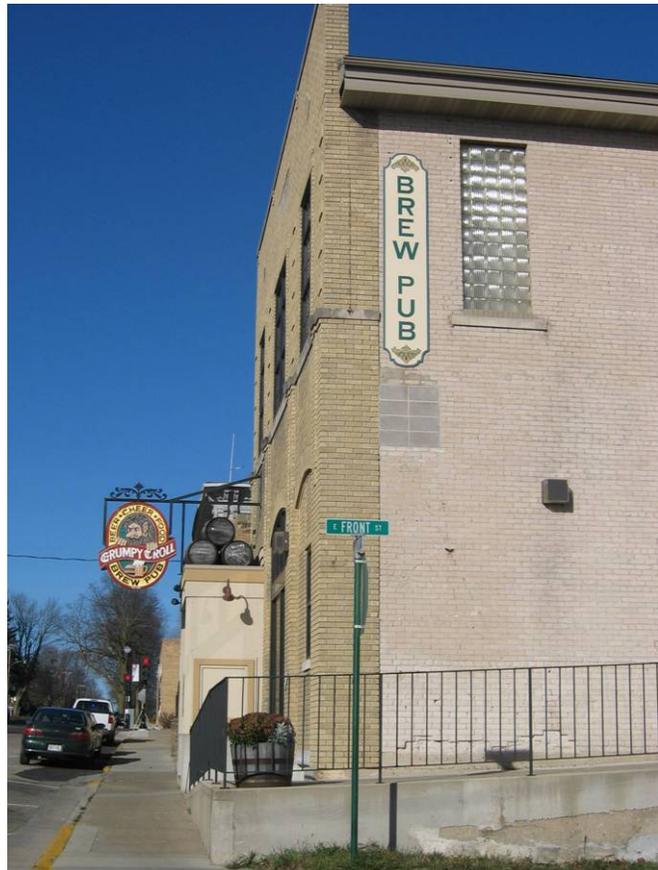
Madison, Mini-Tube in Blue Mounds, and EPIC in Verona. The market for these uses and utilities to this area will take several years to develop. Tax increment financing (TIF) may be one strategy for encouraging this type of development on the west side of the Village.

Work to Retain Locally Grown Businesses

Locally grown and owned businesses are one of a Mount Horeb's greatest assets. Many local businesses have become identified with Mount Horeb and impart local flavor (often in the form of unique goods and services). Since many owners also live in the community, there is a much greater likelihood that the profits (not just the payrolls) will be spent locally as well. Local business development and retention should be key aspects of the Village's economic development program. Resources that local economic development staff may help to procure include business mentoring services and small business loans.

Pursue New Commercial Development that Caters to Local Consumers

Like many other communities around Madison, there is a mismatch in the Village between the substantial purchasing power of local households and the relatively low number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary automobile trips as Mount Horeb residents travel outside the community for much of their shopping. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help recirculate local wealth while bolstering Village tax revenues. More local shopping and employment would also put less strain on regional roads resulting in less auto pollution and greater convenience. Much of this new retail can be accommodated through the redevelopment and/or re-positioning of existing marginal commercial properties along Bus.18/151 E. and Main Street, promotion of the downtown area, and planned non-residential development in the Village's future *Planned Neighborhood* areas.



Encourage Housing that Targets Young Professionals, Empty Nesters, and Retirees

Many communities have an aversion to high-density, multi-family housing. This perception is largely based on the belief that such housing strains public resources, depresses property values, and is aesthetically incompatible with "small town" settings. It disregards the fact that many affluent householders are aging and would like to downsize their lives without leaving the community, and that traditional single-family homes on large lots may actually place the greatest overall strain on public services. Further, some households in these higher density

developments are in the early stages of careers and have high income potential. Such households either can't afford or do not want to maintain their own home and would prefer a high-quality alternative. Many communities have come to view these types of developments as tax base revenue builders.

A well-balanced and "sustainable" community requires a greater choice of housing for people at various stages of their careers and lives. In addition, quality, affordable housing along with solid public services and protected natural resources have emerged as primary business attraction factors for new economy industries.

Establish Community Development Director

Establish a clear structure and process for community-based economic development. The Village could consider a part-time Community Development officer/director position that could work with Village Officials and the Chamber of Commerce to attract and retain quality economic development opportunities, giving potential new businesses the opportunity for "one stop shopping."

This *Plan* proposes an assertive program of economic development and redevelopment that will require a proactive and directed approach. The Village should explore options to create a position with the sole purpose of advancing economic development and redevelopment initiatives expressed in this *Plan*.

Pursue Economic Development in a Proactive, Yet Judicious Manner

Economic development, if it is to be done well, involves much more than zoning lands for commercial or industrial development and letting the market take its course. Zoning cannot actively recruit or hand-select the best business or developer for a given project or site. Business recruitment and retention programs must be developed, properties assembled, requests for proposals written, inquiries answered, developer agreements executed, and incentive programs administered. Such programs must be staffed and funded.

Thoughtful planning and preparation now will allow the Village to remain selective in the future. As it becomes recognized that the Village's well-managed physical environment and community facilities are its greatest assets, quality development will encourage yet more quality development. Developers will better understand the community's expectations for new development at the outset, and be more confident that their investment will be protected by sound planning decisions down the road. Weak planning, by contrast, creates uncertainty in real estate markets and discourages top-notch design.

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

Per the requirements of Wisconsin’s comprehensive planning legislation, this chapter of the *Comprehensive Plan* includes goals, objectives, policies, and programs for joint planning and decision-making; incorporates by reference all plans and agreements to which the Village of Mount Horeb is a party under §66.0301, §66.0307, or §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Dane County, the State of Wisconsin, and school districts.

A. EXISTING REGIONAL FRAMEWORK

Recognizing its position in a broader region and the existence of “intergovernmental stakeholders” in the Village’s planning process, Mount Horeb designed its *Comprehensive Plan* working group to include representatives from all of the below jurisdictions as advisory members to ensure that the process considers a wide range of perspectives.

The following is a description of the plans of other local and state jurisdictions operating within or adjacent to the Village of Mount Horeb. Following the description of each jurisdiction’s plan, this section analyzes potential conflicts with the *Village of Mount Horeb Comprehensive Plan*. Where conflicts are apparent, a process to resolve them is also proposed.

1. Town of Blue Mounds

The Town of Blue Mounds intends to retain agriculture as the predominant land use. As of 2005, the Town’s agricultural zoning district administered through Dane County specified a minimum 35 acres for a land division, with a minimum lot size of 2 acres. The Town has approved some commercial re-zonings in recent years, including the development of Mini Tube on STH 78 just south of the Village. Rezonings of land resulting in a density of new development over 1 dwelling unit per 35 acres would conflict with the recommendations of this *Plan*. Continued discussion between the Village and the Town can ensure that benefits to both communities from new development along STH 78 are maximized, and reflect the long-term desires of both the Town and Village. The Town’s Land Use Plan was last amended in 1998.

2. Town of Springdale

The Town of Springdale historically held a density standard limiting development to 1 home per 20,000 square feet. In 2001, a revised land use plan was adopted which utilizes a sliding scale to determine the allowable density based on the degree of clustering. This policy may result in density higher than the 1/35 density standard promoted in this *Plan*, and therefore there is potential for conflict between the Village and the Town. The Town expressed a strong desire toward working to ensure Town-Village development is harmonized, including agreements to direct more intensive developments (such as commercial or multi-family housing) to the Village, where it can be served by Village utilities and services. Agreements between the Town and Village might include a framework for setting up a Transfer of Development Rights agreement.

3. Town of Vermont

Vermont lies on the western border of Dane County, north of the Village of Mount Horeb. The DOA estimated its 2003 population to be 858. The Town’s 1997 Land Use Plan prioritizes limiting growth and preserving productive agricultural land through continuing to des-

ignite many areas of the Town under Dane County's Exclusive Agricultural Zoning district, limiting non-farm residential development to areas of less importance in terms of agricultural production or rural character, enforcing a driveway ordinance, and allowing only limited commercial and non-residential developments that are consistent with the rural orientation of the Town. The land use plan limits residential development to a density of 1 dwelling unit per 35 acres, excluding the original/existing farm structure and any replacement of thereof. Rezoning of land resulting in a density of new development over 1 dwelling unit per 35 acres would conflict with the recommendations of this *Plan*.

4. Town of Cross Plains

The Town of Cross Plains is located to the north of the Village. Portions of the Town lie within the Village's extraterritorial jurisdiction. The Town has a land use plan that was last amended in 2001. The land use plan limits residential development to a density of 1 dwelling unit per 35 acres, excluding the original/existing farm structure and any replacement of thereof. Rezoning of land resulting in a density of new development over 1 dwelling unit per 35 acres would conflict with the recommendations of this *Plan*.

5. Dane County

Dane County is contending with increasing growth pressure. The County's population in 2000 was estimated at 418,978, an increase of 51,900 (or 14.1 percent) since 1990. Most of this growth pressure is generated by employment growth throughout the region. While the overall population growth rate for the County has averaged about 1.46 percent per year since 1980, the growth rate has varied widely for each local government. Towns have grown by about one percent per year; the smaller cities and villages have grown more quickly (between two and three percent per year).

In recognition of the stress that such growth places on both natural and human systems, the Dane County Land Use and Transportation Plan was adopted by the County in 1997. The Plan advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic hamlet locations.

There are no known conflicts between the *Village of Mount Horeb Comprehensive Plan* and the adopted Dane County Plan.

At the time of writing, Dane County was involved in updating their Plan to comply with Wisconsin's "Smart Growth" legislation. Mount Horeb should fully participate in this effort.

6. Regional Planning Jurisdictions

At the time this *Plan* was adopted in 2005, the Village was not under a Regional Planning Jurisdiction. Prior to 2004, the Dane County Regional Planning Commission's (DCRPC) planning jurisdiction was in operation in all of Dane County. DCRPC studies were a valuable resource in the preparation of this *Comprehensive Plan*. Since 2005, the Capital Area Regional Planning Commission (CARPC) was formed to replace the DCRPC.

7. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office (Madison) serves the Village of Mount Horeb and all of Dane County. The Village should continue to maintain good relations with District 1 as planning, congestion, and safety issues arise along the USH 18/151 corridor and other area roads. WisDOT plans are summarized in Chapter Five. The restriction of additional interchanges on USH 18/151 is a significant planning issue for the Village. The unlikelihood of future interchanges influenced the recommendations

of this *Plan*. There are no known conflicts between the WisDOT plans and the *Village of Mount Horeb Comprehensive Plan*.

The Wisconsin Department of Natural Resources (WisDNR) provides service to the Village out of its South-central Wisconsin office located in Fitchburg. There are no known conflicts between this state agency's policies and programs and the *Village of Mount Horeb Comprehensive Plan*.

Both WisDOT and WisDNR representatives served as advisory members of the Comprehensive Plan Steering Committee.

8. School District Plans

The Mount Horeb Area School District purchased a parcel along CTH JG, south of the bypass for vehicle storage, with the potential for future construction of a new school. A school located south of the USH 18/151 bypass is contrary to the recommendations of this *Plan*, which seeks to limit development in that area. If a new school were built on this site, it would induce pressure for residential growth in the area. This potential future conflict between the *Village of Mount Horeb Comprehensive Plan* and Mount Horeb Area School District policies and future should be resolved through ongoing discussions, agreements, and exploration of alternative future school sites that are mutually agreeable and consistent with the desired future land use pattern promoted in this *Plan*.

School District representatives served as advisory members of the Comprehensive Plan Steering Committee.

B. INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES

Goal: Maintain mutually beneficial relations with nearby governments.

Objectives:

- a. Work with surrounding communities to encourage an orderly, efficient land use pattern that minimizes conflicts between urban and rural uses and preserves farming, open space, and natural resources in mutually agreed areas.
- b. Cooperatively secure long-range growth opportunities for the Village which will ensure the economic health of the community and result in a logical, efficient future land use pattern.
- c. Coordinate with Dane County and neighboring jurisdictions on comprehensive planning efforts.
- d. Arrange details with surrounding communities on future municipal boundary changes, sewer service areas, land use policies, and extraterritorial decisions.
- e. Work with the Mount Horeb Area School District on school district planning, potential school siting, joint recreational spaces and programming, and other areas of mutual concern. Work with the School District to consider alternative sites for a new school facility to the site at CTH JG, including a portion of the northeast area planned for residential development.

Policies:

1. Consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
2. Cooperate with other governments and non-profit agencies on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
3. Continue to engage in and enhance efforts to coordinate with neighboring towns on issues of shared concern. Potential strategies include:
 - Regular “informal” intergovernmental discussions, perhaps annually or twice a year.
 - Formal intergovernmental agreements.
 - Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
4. Work to resolve identified and possible future differences between the *Village of Mount Horeb Comprehensive Plan* and plans of adjacent communities through the following:
 - Regular and as-needed informal intergovernmental discussions.
 - Formal intergovernmental agreements.
 - Information and communication about future plans.
5. Work to resolve already identified and possible future differences between the *Village of Mount Horeb Comprehensive Plan* and plans of adjacent communities.
6. Initiate and help implement an intergovernmental conservation plan focused on lands south of the bypass; covering natural area, farmland, open space, and recreational issues.
7. Coordinate with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.
8. Exercise extraterritorial powers where necessary to protect Village interests or where intergovernmental cooperation efforts do not yield desirable results.

C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS

Intergovernmental cooperation is key in achieving a logical and efficient growth management program for the Mount Horeb planning area. Without effective intergovernmental cooperation, lands on Mount Horeb’s fringe will likely become an inefficient, poorly planned, and prematurely developed patchwork of rural and urban subdivisions, isolated commercial developments, and scattered, non-viable “preserved” farms and natural areas surrounded by development. The goals of all communities in the Mount Horeb planning area would not be well-served by such a pattern.

This *Comprehensive Plan* advises a number of intergovernmental planning initiatives, such as an intergovernmental conservation plan and multi-jurisdictional participation on a detailed neighborhood development plan for the planned Northeast Growth Area. The remainder of this chapter focuses on formal intergovernmental discussions and agreements with neighboring communities.

1. Overview of Possible Future Intergovernmental Agreements

This *Comprehensive Plan* advises that Mount Horeb initiate and participate in intergovernmental discussions with surrounding governments with the goal of achieving consistency among comprehensive plans and implementation programs. These discussions would ideally result

in formal intergovernmental agreements committing each community to the mutually acceptable outcomes of these discussions.

In general, formal agreements help communities minimize competition for development, make sure that future development is of high quality and appropriately paced, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources. Formal intergovernmental agreements may cover:

- ***Municipal Boundary Changes:*** Intergovernmental agreements frequently suggest limits to long-range municipal annexation, generally in exchange for some compromises from a participating town. Such compromises may include the town's agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development or development rights purchases in the possible future annexation area. Provisions for future maintenance, upgrades, or extensions of roads affected by annexations are often also covered in intergovernmental agreements.
- ***Urban Service Area Boundaries:*** Some intergovernmental agreements include provisions that define where public sewer and/or water services may be extended and where they may not over the term of the agreement. These areas largely define where fairly intensive urban (publicly sewerred) growth may occur. Some agreements include provisions that do not allow intensive development with on-site waste disposal (septic) systems in such designated or planned urban service areas.
- ***Future Land Use Recommendations:*** Frequently, intergovernmental agreements include maps or descriptions that specify future land uses or development densities considered acceptable or unacceptable. Some agreements also include provisions that the communities will then amend their comprehensive plans to be consistent with the future land use provisions in the agreement, or to not amend their comprehensive plans in a manner that would be inconsistent with the agreement. As a starting point, the Village recommends density requirements of 1 home per 35 acres as a starting point, consistent with the Village's subdivision ordinance. Mutually acceptable more detailed arrangements with each town would come into effect with a potential intergovernmental agreement.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format. Recently, many communities have begun with a "66.0301" agreement, and have included provisions for following through with a "66.0307" cooperative plan.

Possible formal agreement between the Village of Mount Horeb and the neighboring towns include establishing consistent comprehensive plans and long-term growth edges. Other areas for intergovernmental discussion include:

- Partnering on open space land/easement acquisition for areas where both communities would benefit.
- Working with property owners along Elvers Creek, Moen Creek, Stewart Park, German Valley Branch, the West Branch of the Sugar River the Village and Towns would attempt to come to agreement on a desired long-term preservation and/or development approach there.
- Coordinating with the Town of Springdale and property owners along the Sugar River, Schlapbach Creek, Fries Feeder, and Deer Creek in the Village and Towns to agree on a desired, long-term preservation and/or development approach.

CHAPTER TEN: IMPLEMENTATION

Few recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. This final chapter of the *Plan* is intended to provide the Village of Mount Horeb with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

A. PLAN ADOPTION

The *Village of Mount Horeb Comprehensive Plan* must be adopted in a manner, which supports its future use for more detailed decision-making. The Village has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. This has included a Village Plan Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and Village Board adoption of the *Plan* by ordinance.

B. PLAN MONITORING, AMENDMENTS, AND UPDATE

The Village should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

1. Plan Monitoring

The Village should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. More specifically, the Village Plan Commission should on an annual basis review its decisions over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a “living document.”

2. Plan Amendments

Amendments may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. In general, the *Plan* should be specifically evaluated for potential amendments every three years. Once completed, the neighborhood development plan should be adopted as a detailed component of the *Comprehensive Plan*. All “Smart Growth” procedures should be followed. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Village use the same basic process to amend or add to the *Plan* as it used to initially adopt the *Plan*. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under §66.1001(4), Wisconsin Statutes need to be followed. The Village should monitor the new State law for any changes that may clarify the amendment process.

3. Plan Update

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write

of the *Plan* document and maps. Further, on January 1, 2010, “any program or action that affects land use” will have to be consistent with locally-adopted comprehensive plans—including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these two deadlines, the Village should update its *Comprehensive Plan* before the year 2014 (i.e., ten years after 2004). The Village should continue to monitor any changes to the language or interpretations of the State law over the next several years.

C. CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the *Comprehensive Plan* shall be integrated and made consistent with the other elements of the *Comprehensive Plan*.” Preparing the various elements of the *Village of Mount Horeb Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this *Plan*.

The *Plan* is intended to guide the growth and change of the Village over the next 20 years and beyond. The Future Land Use Map was determined by a number of factors including overall development trends; plans currently in the development process; areas that are logical for future development due to their proximity to existing development (see Maps 3 and 4); and environmental, soil, topographic, drainage, and other development constraints (see Maps 2 and 5). The Future Land Use Map and detailed written recommendations also reflect the extensive public input the Village received at several meetings and events held throughout the planning process.

Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the Village to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads, and drainage facilities. Wisconsin Statutes specifically allow cities and villages to prepare plans for lands both inside and currently outside its municipal boundaries.

This *Plan* does not assume that all areas depicted on the Future Land Use Map will develop during the next 20 years. Instead, the Future Land Use Map shows those areas in and around the Village that are the most logical development areas, regardless of the absolute timing of development. The Village advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities.

The Future Land Use Maps (Maps 4a and 4b) may be used as a basis to update the Village’s regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. However, the identification of growth areas or land use types does not imply that any area is immediately appropriate for rezoning or annexation. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential. This chapter provides detailed text on administering and implementing the land use recommendations of this *Plan*.

D. IMPLEMENTATION RECOMMENDATIONS

Figure 31 provides a detailed list and timeline of the major actions that the Village should complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with

others, including County government and local property owners. Figure 31 has four different columns of information, described as follows:

- **Category:** Lists recommendations by category based on the comprehensive planning statute.
- **Recommendation:** Lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Village actions that might be considered in an annual work program, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** Indicates the chapter(s) in which the recommendation may be found.
- **Implementation Timeframe:** Reflects the priority of completion of each recommendation. Village time and budgetary constraints may affect this time frame.

Figure 31: Implementation Strategies Timetable

Category	Recommendation	Reference	Implementation Timeframe
Detailed Planning	Prepare a Redevelopment Plan and implementation strategy for the downtown, specifically the Front Street and Military Ridge Corridor redevelopment area.	Chapters 4 & 8	2009-2010
	Update the Village’s Outdoor Recreation Plan , responding to advice in this <i>Comprehensive Plan</i> .	Chapter 6	2010
	Consider changes to the Zoning Ordinance to: <ul style="list-style-type: none"> ▪ Change the zoning map as advised to carry-out the recommendations of the Future Land Use Map. ▪ Incorporate more detailed standards for building, site, and landscaping design for multiple family, commercial, and industrial projects, or references to the standards in this <i>Plan</i>. ▪ Adopt “anti-monotony” housing requirements. ▪ Prohibit franchise architecture. ▪ Explore opportunities to streamline development approval processes. ▪ Consider revisions to existing and/or new ordinances to address sensitive resource areas, including slope stabilization, tree protection, and viewshed preservation. ▪ Consider revisions to the Village zoning and subdivision ordinances that would allow conservation subdivisions and promote low impact development strategies. 	Chapters 3, 4, 7 & 8	2009-2010
Ordinances	Consider amendments to the Subdivision Ordinance to implement recommendations of this <i>Plan</i> and align with adopted zoning ordinance changes.	Chapters 4 & 8	2009-2010
	Update the Official Map to reflect the roadway, bikeway, pedestrian, and greenway facility recommendations of this <i>Plan</i> .	Chapter 5	2009-2010

Category	Recommendation	Reference	Implementation Timeframe
	Use public acquisition, dedication, or conservation easements to preserve critical natural resource areas, particularly in critical watershed areas and adjacent to existing parks and natural areas. Examples include the parcel of land between Stewart Park and Boeck's Park, and linear corridors along drainageways on the south side of the Village.	Chapter 3 & 5	Ongoing
Agricultural, Natural, and Cultural Resources	Work with WisDNR, private landowners and developers to incorporate Best Management Practices (BMPs) rather than simply conventional engineering strategies for stormwater management.	Chapter 3	Ongoing
	Work with the WisDNR to develop interpretive signage for Military Ridge Prairie Heritage Area and marketing of the "Prairie Heritage Trail."	Chapter 3	2009-2010
Transportation and Community Facilities	Update and enforce the Village's Official Map to reserve sufficient rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, and bridges.	Chapter 5	Ongoing
	Plan signed and striped bike lanes are recommended for areas with sufficient right-of-way. Recommended routes for on-street bike routes are depicted in Map 5.	Chapter 5	2009-2010
	Conduct feasibility study for new indoor community pool/recreation center possibly jointly with the Mount Horeb Area School District.	Chapter 6	2009-2010
	Work with the School District to evaluate long term facility and siting needs.	Chapter 6	Ongoing
	Conduct feasibility study for community center and/or senior center and youth center expansion.	Chapter 6	2010-2012
Housing & Economic Development	Create Residential Growth Phasing Plan.	Chapters 4 & 7	2009-2011
	Establish a Community Development Director to coordinate and enhance the Village's economic development.	Chapter 8	2009 (creation) Ongoing (project implementation)
Intergovernmental Cooperation	Work with the Mount Horeb Area School District on siting future school facilities.	Chapter 9	Ongoing
	Monitor the pace and mix of development activity and the Village's performance against this <i>Comprehensive Plan</i> , and consider amendments as appropriate.	Chapter 10	Annual review process
	Update development-related ordinances that implement the <i>Plan</i> .	See above	2009-2010
	Conduct joint meetings with neighboring towns, the County, and/or School District to ensure communication about shared issues of concern, at least two times a year, and more frequently as needed.	Chapter 9	Ongoing
Plan Monitoring	Update this <i>Comprehensive Plan</i> .	Chapter 10	2012-2014