

VILLAGE OF MOUNT HOREB DOWNTOWN REDEVELOPMENT P L A N

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PLANNING ASSISTANCE PROVIDED BY:

Vandewalle & Associates
120 East Lakeside Street
Madison, WI 53715
(608) 255-3988
www.vandewalle.com

Scott Harrington, AICP – Principal,
Project Manager
Marta Purdy, AICP – Associate Planner
Dan Johns, AICP – Assistant Planner
Dean Proctor, AIA – Principal Designer
Elona Bartnick – Associate Designer
Bobby Lor – Design Intern
Dan Eckberg – GIS Specialist





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DOWNTOWN REDEVELOPMENT OVERVIEW

Mount Horeb has long maintained a strong sense of community identity and pride, as well as a charming downtown business district comprised of dozens of well-preserved historic commercial structures. But momentum created by recent projects and strengthening market demand have clearly demonstrated the need for a forward-looking plan that articulates a long-term vision for the Village's downtown core and an action strategy to achieve it. This plan is intended as an update of sorts to the last Downtown Plan adopted by the Village in 2001. While many aspects of that plan have been implemented or remain valid today, major changes in market forces over the past 15 years nonetheless require a more contemporary approach to downtown revitalization. This includes recognizing short-term opportunities, as well as providing specific strategies for several key sites that are expected to drive development and redevelopment in the area for years to come.

Long a rural/suburban bedroom community within the economically robust Madison metropolitan area, Mount Horeb has become a center of growth in its own right over the past several decades. The Village has added more than 1,200 residents (22% growth) since 2000, in

turn stimulating a significant amount of new residential and commercial construction. As the broader regional and national economies continue to recover from the Great Recession, there is now strong demand for new housing types throughout Dane County. Suburban and rural communities like Mount Horeb are seeing renewed interest in new multifamily residential and condominium development as well as new "destination" offerings in traditional, walkable downtowns that are both draws for tourists but also amenity-rich and attractive to residents.



Mount Horeb is an attractive choice for commuters working in western Dane County and Madison due to its affordability and location, with direct access to U.S. 151 and a short distance to the Beltline. In particular, the presence and

rapid evolution of Epic Systems in nearby Verona also has had spillover effects for Mount Horeb and represents a major opportunity for the Village's business community and residential stock to cater to the tastes of thousands of well-educated, white-collar workers living and working nearby. This includes a large proportion of Millennials who desire unique, authentic urban spaces and experiences. The Military Ridge Trail passes through the Village, providing unique potential to capitalize on the region's historically strong and growing bike industry and

and culture, while encouraging trail users to “rediscover” downtown Mount Horeb.

Major recent developments in the Village, including the new GrandStay Hotel & Suites, Gallina/Hoff Mall Apartments, Driftless Historium, Artisan Food Emporium, and planned Duluth Trading Company World Headquarters have the potential to be economically transformative. Village leadership, its economic development partners, residents and business owners all have a strong stake in ensuring that these and other projects that are likely to follow are of high quality and reflect the needs and values of the community. To this end, the Mount Horeb Area Economic Development Corporation (MHAEDC), a 501(c)3 nonprofit entity, was established in 2013 and vested by the Village with many of the duties formerly held by its (now dissolved) Community Development Authority. However, its independent organizational structure allows for a high degree of citizen input and control over development decisions and long-term planning for commercial growth in the Village. MHAEDC has explicitly identified the downtown core as a critical target for carefully managed redevelopment and new investment. In just a few short years, MHAEDC has established a model that is uncom-



monly effective, even among much larger communities. It has a board of directors and paid executive director with a number of active committees that engage local businesses and stage public listening sessions, and operates a for-profit development arm that allows it to acquire and develop properties as community needs dictate in the coming years.

This plan builds upon several recent efforts spearheaded by MHAEDC and the Village in late 2015 and 2016, including the MHAEDC’s work plan to improve downtown and the general business environment, as well as establishment of Tax Increment District No. 5 (TID #5) to capture tax revenues from new development to pay for, among other things, critical infrastructure updates, public land acquisition and easements, bike trail improvements, and other development incentive programs. A TID-funded façade and building improvement grant and loan program also will be launched in 2017, providing further impetus for downtown property owners to undertake deferred maintenance and renovation projects that contribute to the overall cohesion and viability of the Village’s historic downtown.





DOWNTOWN VISION

Mount Horeb has entered a new phase of growth and redevelopment that is rapidly changing the physical and demographic character of the Village as a whole and the downtown core in particular.

Guiding principles for this phase of redevelopment include:

DOWNTOWN MT. HOREB PRINCIPLES FOR DEVELOPMENT

- Support cultural activities and programming
- Include provisions for automobile, motorcycle, pedestrian, and bicycle traffic
- Seek sustainable, professional businesses
- Coordinate with and support the school district
- Recruit new businesses that complement existing businesses
- Add upscale, residential apartments as part of the housing mix
- Pursue infrastructure improvements, such as parking, lighting, and signage that will enhance private investment and the visitor experience
- Develop incentives to attract desirable business targets

In addition to these guiding principles, the MHAEDC more specifically defined the following vision for downtown Mount Horeb to guide their efforts and activities:

MT. HOREB DOWNTOWN VISION:

Create a healthy mix of downtown businesses and residences (destination retail, food, beverage, service, entertainment and single-family/multi-family housing) that will serve as a magnet for local residents and tourists/travelers.

Because much of the work of strategic redevelopment requires cooperation between the public and private sectors, this vision also provides guidance for the Village in this downtown plan. The Village should continue to support the expansion of its unique businesses on Main Street as well as recruitment of new, complementary businesses, particularly those that can serve as a regional destination.

While some of Main Street's businesses are stable and successful, there are other businesses that could flourish to a greater degree. Some of Mount Horeb's existing downtown businesses self-identify as renovation targets, with a goal of investing more in the current property or of utilizing a new program through the Village for reinvestment support, such as the aforementioned façade improvement program. In addition, several business locations have been identified as renovation targets to better prepare the spaces to meet modern retail or restaurant requirements. Finally, there is an opportunity to add complementary businesses to increase the critical mass that helps to tip the community towards a destination with broader audience reach.

DOWNTOWN BUSINESS RECRUITMENT



As more opportunities emerge in Mount Horeb's downtown redevelopment transformation, the MHAEDC will continue to lead Village business recruitment efforts. In coordination with those efforts, the Village will continue to make deci-

sions on incentives, guide land use and zoning decisions, and provide the public infrastructure that enhances private investment. Some businesses that would add to the downtown experience and should be recruitment targets include:

- Cheese shop
- Boutique women clothing store
- Children's activities
- Movies/theater/performance space
- Event/banquet/meeting space for 20–200+
- Sporting goods

- Candy and/or ice cream
- Toy store
- Pet store
- Learning niche business
- Spa (hair, nails, infrared sauna, massage) for both women and men
- Kitchen store that offers cooking classes
- Corporate headquarters downtown (30-100 employees)
- Residential rental/condo units
- Food-related businesses
- Experience entertainment, indoor and outdoor, such as trampolines, laser tag, or rock climbing
- Winery



ORGANIZING AROUND DOWNTOWN “THEMES”

Mount Horeb has several locational advantages and assets that provide an organizing structure around regional themes. Resonant themes should be an organizing feature to align marketing and promotion efforts and to support the growth of business reputation and branding. Resonant themes include:

- **Trolls** – Drawing on the community’s Scandinavian heritage, Mount Horeb has a series of regionally-known troll statues that decorate local businesses and are central to the Village’s



primary brand as the “Troll Capital of the World.” The Chamber of Commerce maintains and distributes an associated map that highlights troll locations and other attractions along the designated “Trollway”.

- **Outdoor recreation** – Lying in the eastern end of the Driftless Region, Mount Horeb is nestled amongst several recreational destinations, including



Tyrol Basin Ski and Snowboard Area, Stewart Lake County Park, Cave of the Mounds, and Blue Mound State Park. It’s also located on the heavily used 40-mile Military Ridge State Bike Trail.

- **Destination shopping** – Mount Horeb’s historic Main Street is home to several unique, boutique destination businesses. Duluth Trading Company, Grumpy Troll, Sjolinds Chocolate, and Bistro 101 are already destinations for regional shoppers and diners. There is more opportunity to recruit and



support other types of downtown businesses that will provide this type of destination shopping.

- **History/Heritage** – A large portion of people with Norwegian heritage have settled in Mount Horeb, which has shaped the downtown. The \$1.6 million Driftless Historium being developed by the Mount Horeb Area Historical Society will feature the heritage of the community and region and will serve as an anchor to attract other business and organizations that celebrate historic architecture and cultural stories that enhance authenticity in local “placemaking” efforts.



- **Local Food/Agriculture** – Building on the Driftless Region’s strong agricultural base, Mount Horeb could more directly feature local food and culinary products as an attraction in restaurants and retail. The planned Artisan Food Emporium will offer a hub for numerous food-related enterprise businesses and potentially spur the attraction of other area growers and products.



- **Arts/Artisans** – There are many art galleries and studios in downtown Mount Horeb and western Dane County, but these could be more accessible and co-marketed to better attract tourists and visitors during the summer art festival months. Additional galleries, quilt shops, murals, art supply stores, and multi-disciplinary performance spaces would add to the saliency of this theme.





Local businesses could align with these themes for special events or festivals, as well as a broader marketing effort to advertise to specific audiences. This would allow small businesses to maximize advertising dollars and target their customers more specifically. Also, prioritizing one or more of these themes can help MHAEDC committees leverage time and resources toward securing users and events that are most likely to resonate in the community.

- **Indoor Programming Entertainment** – Residents and families are seeking more options in downtown for indoor entertainment. Currently, the Mount Horeb Senior Center and Old School House offer programs for seniors and for youth, respectively. The community would like to see opportunities for more indoor entertainment options to be added to downtown programming and businesses.
- **Residential/Housing Opportunities** – The long-term plan for downtown is to increase the types of housing to keep pace with changing demographics and preferences. Adding some upscale apartments would add a needed housing type to the appealing historic homes and affordable single-family housing in town, as well as increase the customer base for area businesses.



REHABILITATION AND REDEVELOPMENT OPPORTUNITIES

Discussions with Village officials, the MHAEDC and downtown property owners reveal that many properties within the downtown have changed hands in recent years, with most properties already seeing significant investment or likely to come on the market within the next decade. Building upon specific opportunities identified during past planning efforts, *Map 1* shows the locations of parcels that are currently or likely to undergo significant redevelopment activities in the short-term (within 5-7 years), as well as existing buildings with some (currently undefined) potential for structural renovations or changes in use over the longer-term. The general types of parcel redevelopment (circled) or structural reuse/renovation (shaded) potential shown on *Map 1* are defined as follows:

- **Ongoing/Planned Redevelopment:** These are known and/or approved projects already underway or proceeding in the immediate future. These projects include the Driftless Historium, Gallina/Hoff Mall Apartments, Duluth Trading Company Office, Artisan Food Emporium, and Restaurant/Banquet Space at 109 E. Front Street.
- **Short-Term Redevelopment Targets:** These are properties that are vacant/have minimal use or are for sale with buildings that generally are in poor condition or obsolete. Further, considering their location and size, the potential for significant redevelopment (usually involving the complete replacement of all

on-site buildings) is likely to occur within the next three to five years.

- **Long-term Redevelopment Targets:** These properties have an existing, viable business on them. However, were the business to relocate, it is doubtful the property would be reused for a similar purpose and potentially could be cleared to support a significant redevelopment project.
- **Rehabilitation/Reuse Opportunities:** Projects where the primary structure would likely be renovated, perhaps with some additions. Many of these include buildings that were found to have some historic merit in a 1997 study of the downtown commercial area as well as to be in need of conservation/rehabilitation in the TID #5 project plan. These structures may benefit from Village façade and building grants or loans to incentivize major improvements that add visual interest and improve market viability.
- **Existing Single Family Homes:** A number of residential structures on the eastern edge of downtown have been converted into commercial uses over the years, but some remain as occupied homes despite their Central Business zoning classification. When and if current occupants sell the properties, they also may prove viable for conversion to retail or office uses.



MAP 1:
REHABILITATION
& DEVELOPMENT
OPPORTUNITIES



DOWNTOWN PUBLIC PARKING

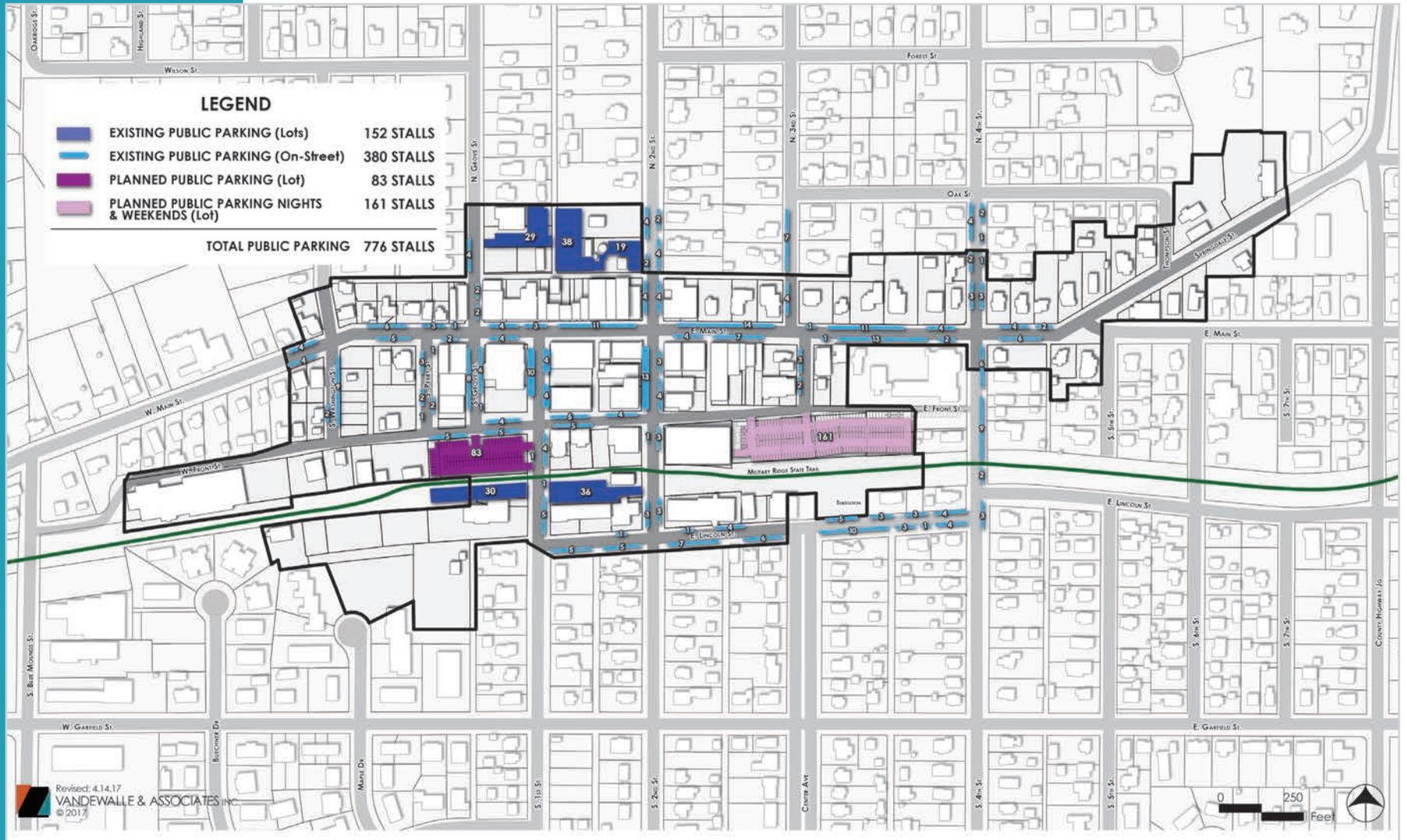
Due to the increasing number of employees working in the downtown area, as well as the staging of several high-traffic events throughout the year, the availability of on- and off-street public parking during peak hours is a longstanding concern among residents and business owners. *Map 2* shows the location and number of public parking stalls expected to be added in the downtown study area within the next 2-3 years to meet this growing demand. Note that this concept includes redevelopment of the current Fire District station into an 83-stall public parking lot, and reconfiguration of the existing Evangelical Lutheran Church lot and Village lot on Front Street for shared use with the forthcoming Duluth Trading Company Headquarters building immediately to the west. This lot also will be available to the public on evenings and weekends. As shown on *Map 2*, there are already 380 on-street stalls and 152 stalls in public lots, with an additional 244 stalls planned in the near-term. Note that this map does not include several private parking lots that are reserved for visitors to specific businesses, such as those

behind the Duluth Trading retail store.

A more detailed parking study should be performed in order to maximize the use of existing on- and off-street stalls throughout the downtown. Wayfinding and stall-specific signage may encourage greater use of current Village-owned lots by visitors (such as those behind the Municipal Building by the water tower and areas located near the Military Ridge trailhead) and enforcement of on-street parking time limits may discourage long-term parking in areas with frequent turnover, particularly the retail businesses along Main Street without dedicated parking lots. In the longer term, areas currently reserved for off-street parking under this concept may prove more valuable for redevelopment or new building construction, at which time the Village may explore higher-density alternatives such as structured parking.



MAP 2:
DOWNTOWN
PLAN - PUBLIC
PARKING
 (SHORT-TERM PLAN)



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DOWNTOWN SUBAREAS AND RECOMMENDATIONS

In connection with the Redevelopment and Rehabilitation Opportunities Map, the Downtown Future Land Use Map (*Map 3*) highlights anticipated long-term uses for each of the parcels in the study area:

- **The Central Business District/Historic Core Businesses** is comprised of 2-3 story, purpose-built commercial structures with active retail or service businesses. These buildings are generally built out to the sidewalk and lot lines and are connected to one or more adjacent buildings, thus constraining on-site parking and expansion potential. Many of these buildings are themselves historic or contribute to the historic look and feel of the downtown. They likely will continue to host unique retail, restaurant and service businesses that rely upon on-street or alley parking for customers and employees, as well as some residential or office uses on upper floors. Surface parking lots, other than for deliveries, should be avoided in this area.
- **Main Street Businesses** are generally current or former single family homes that have been retrofitted for service businesses like doctors, lawyers and realtors along with some retail. The converted buildings likely will retain their commercial character, with those referenced on Map 1 as still in residential use being potential candidates for future conversions to business uses by future owners. Future parking lots should be located to the side and rear of these properties and not in the area between the main building and street.

- **Neighborhood Businesses** are auto-oriented businesses with on-site parking outside the historic core, sharing physical resemblance and use types with newer businesses along Springdale Street to the east of the bike trail. Non-historic properties such as the gas station, muffler shop and restaurant may eventually be replaced with other tertiary commercial uses that are otherwise inappropriate for the historic downtown. Large parking areas in front of the main building should be avoided.
- **Institutional parcels** are publicly owned for public parking, Village services, or utilities, or used for religious purposes. While the Evangelical Lutheran Church has made significant investments in its property and is unlikely to relocate for the foreseeable future, some public facilities are in flux may revert to private ownership within the next five years or a different public use (see “Civic Buildings and Spaces”).
- **Planned Mixed Use parcels** are generally located in the areas along W. Front Street and south of the bike trail. These areas are currently heavy commercial or industrial in character. However, most of these parcels already are designated for Central Business or Planned Mixed Use on the Village’s Future Land Use Map and are likely to become more attractive for retail and residential uses as nearby parcels redevelop.

Regardless of use, redevelopment projects along Front Street should present an active street face with storefronts and/or residential units with direct entries from the sidewalk in lieu of or in addition to interior corridors. Parking



MAP 3:
DOWNTOWN
PLAN - PROPOSED
LAND USE

beneath the buildings or in structures is preferred with minimal use of surface parking. While some services may be located in the rear, building and site designs should look to incorporate the adjacent bike path as important

visual and functional amenity. Redevelopment projects south of the bike path should look to locate buildings directly along the bike path with access and services located on the south or sides of the lots and buildings.



Streetscaping and Enhanced Neighborhood Connections

The section of Main Street between Grove and Fourth Streets generally is regarded as the historic core of downtown commerce and has a distinctive streetscape including decorative lights and other fixtures. Accordingly, similar streetscape improvements on Front Street, as well

as north-south connections on First and Second Streets, are critical to creating a cohesive look and feel for the entire downtown that is inviting to nearby residents and meets the stated goal of capturing a greater share of bike trail users passing through Mount Horeb. With nearly the

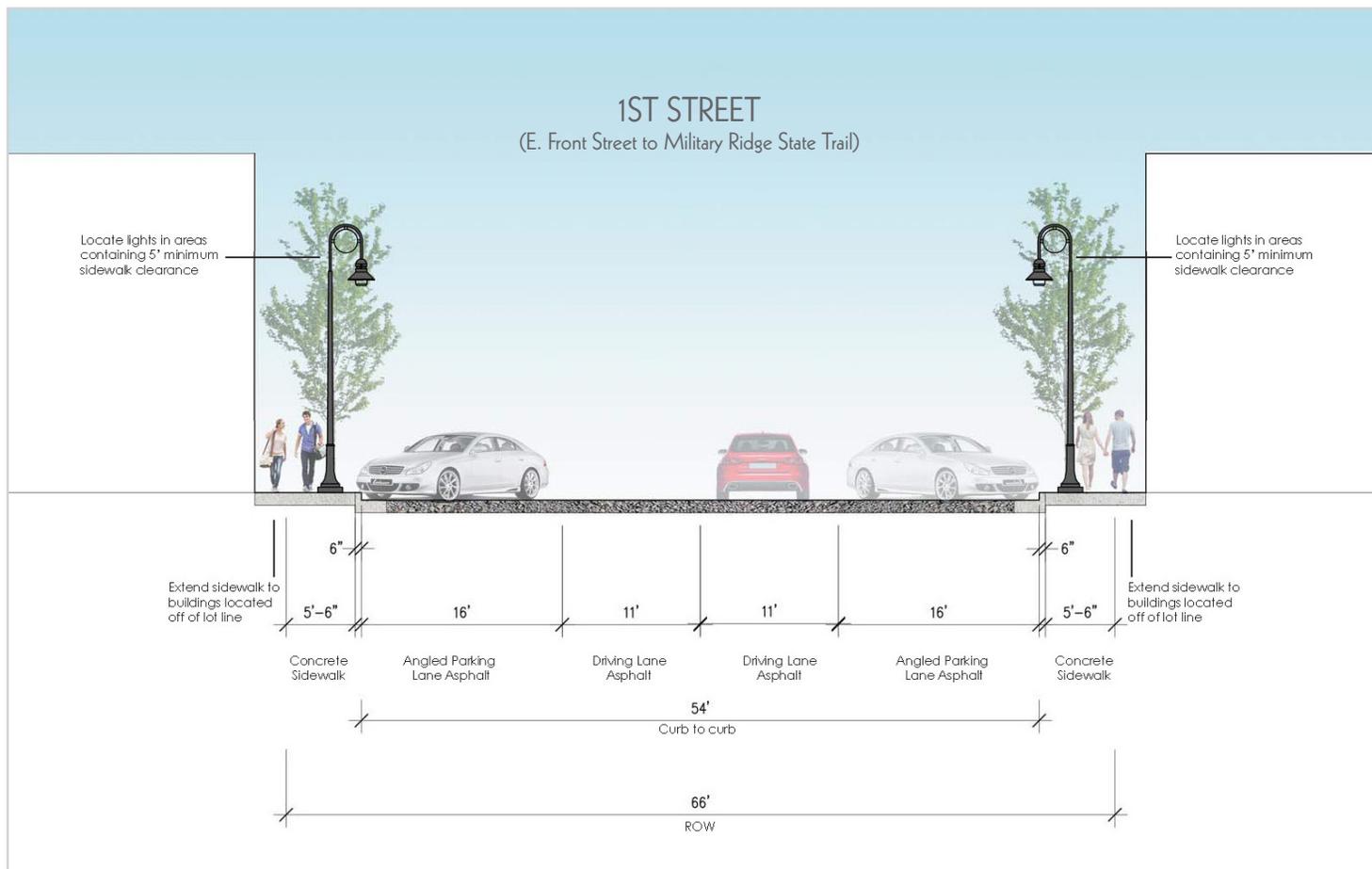
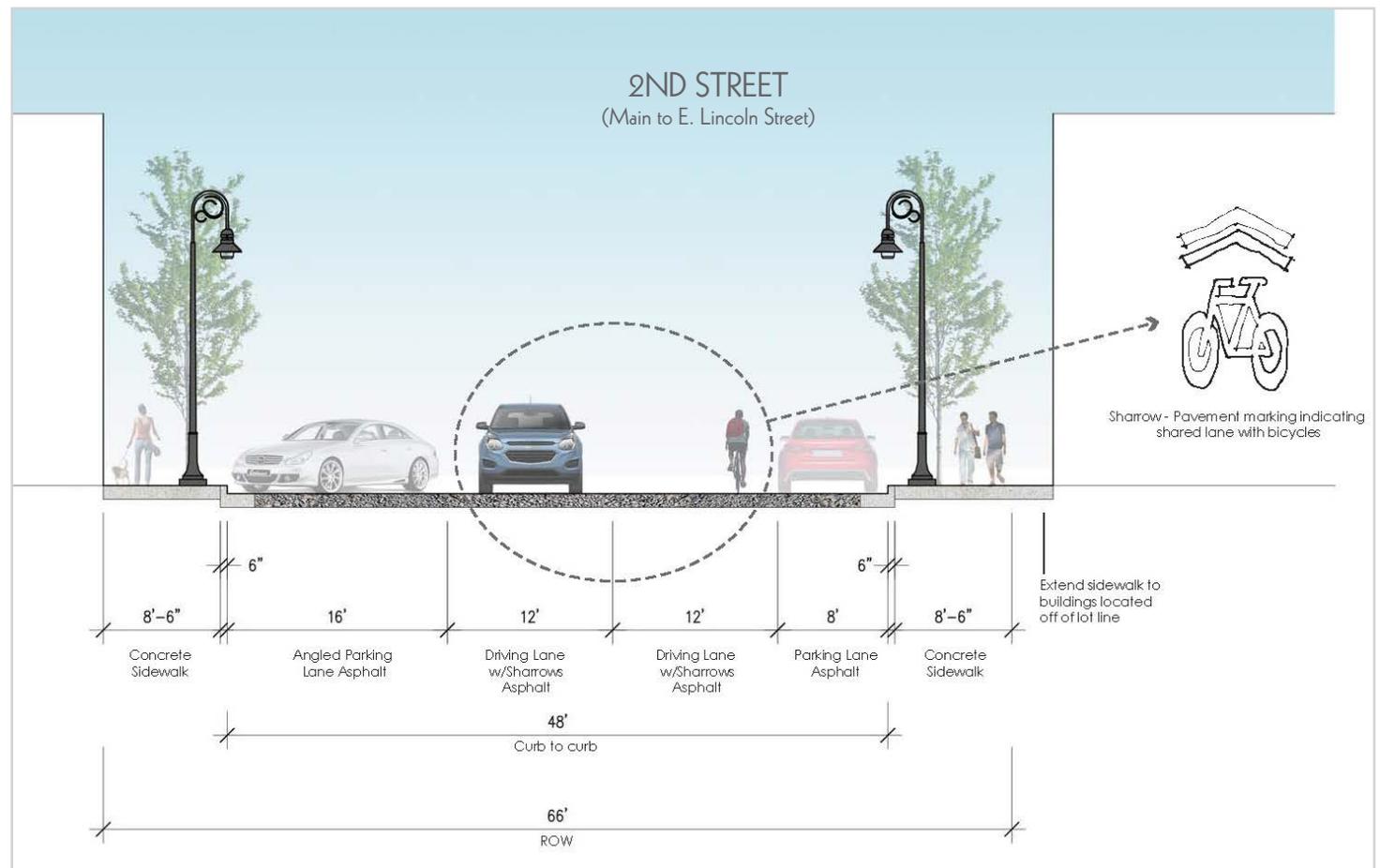


FIGURE 1:
Streetscape Section

entire Front Street corridor likely to redevelop in the near future, underground utilities and the street itself will have to be reconstructed to meet the needs of new development, and pedestrian-scale amenities added to encourage greater walkability and use as more than a vehicular

access road. Bike racks, loops or other low cost installations may also increase non-motorized traffic along Main Street, Front Street and the numbered cross streets while requiring minimal space along the relatively narrow sidewalks.

FIGURE 2:
Streetscape Section



Continuing the design themes and concepts of the 2001 plan and those already constructed on Main Street, examples of expanded plantings, as well as parking, drive lane and lighting improvements are shown in the First, Second and Front Street section concepts in Figures 1-4. Second

Street also may include shared-use “sharrow” markings to facilitate bicycle traffic from the existing DNR trailhead/ depot building to Main Street. The enhanced park/plaza concept (Figures 5-6, further explained in the following section) offers a strong visual connection to Duluth,

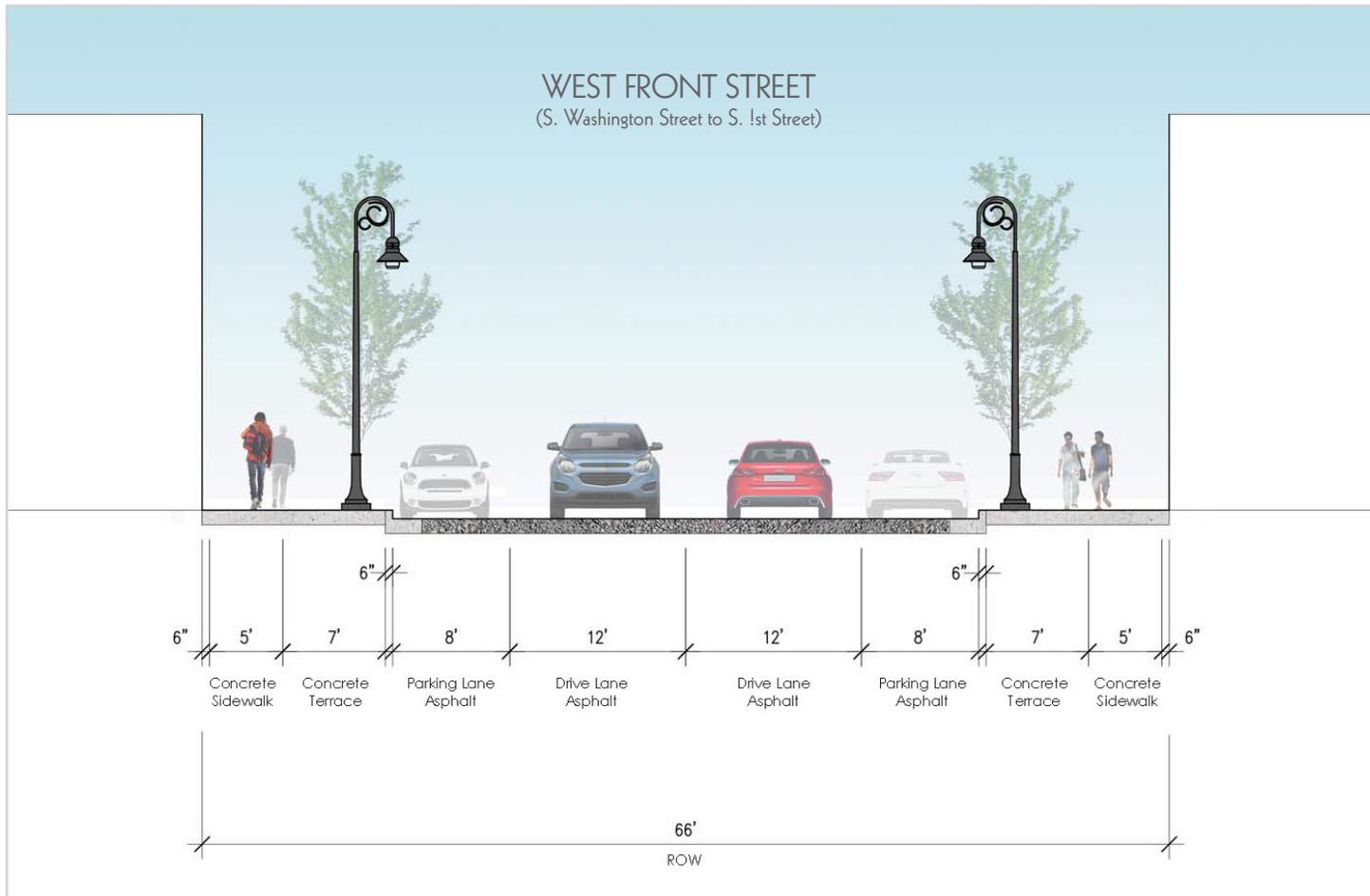


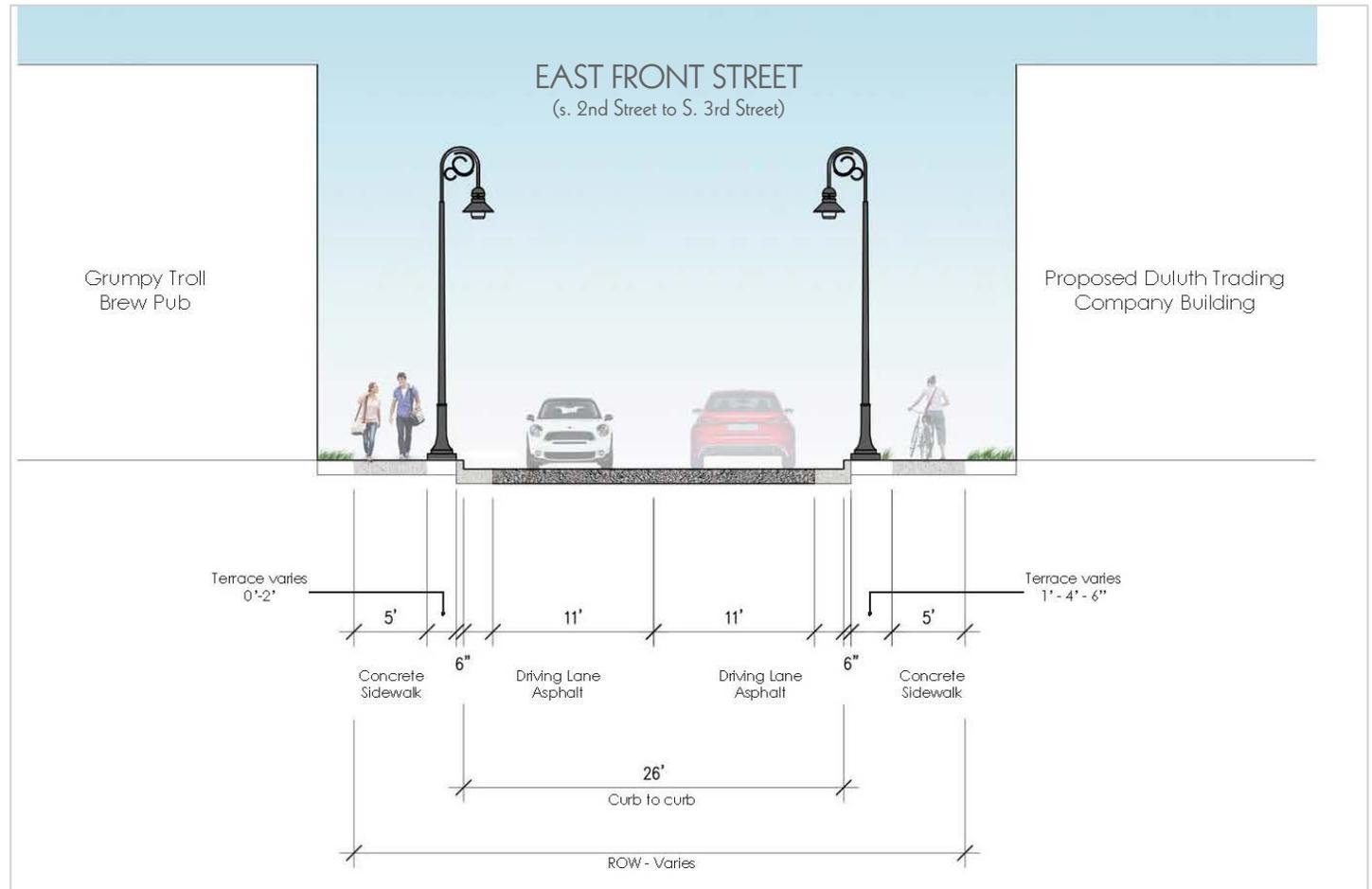
FIGURE 3
Streetscape Section

FIGURE 4

Streetscape Section

Grumpy Troll and other nearby businesses and positions the Second Street corridor as a particularly important “gateway” into downtown in the coming years. Third Street also may eventually provide a direct connection to areas south of the bike trail, which due to a steep grade

change currently serves as a physical barrier between Main Street, the Center Avenue boulevard, and historic neighborhoods south of downtown. Map 4 summarizes these and other recommended short- and mid-term public improvements.



MAP 4: RECOMMENDED PUBLIC IMPROVEMENTS



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Civic Buildings and Spaces

The Village Municipal Building, a converted former bank, is an anchor institution for the downtown. But additional space needs may cause the Village to vacate the building in the coming years. The existing police and fire stations will be vacated by early 2019 with the construction of the shared Public Safety building on Blue Mounds Street. The fire station building would require significant upgrades and is not likely to be repurposed, and is recommended to become a Village parking lot with heavy usage given all the ongoing and likely redevelopment projects taking place over the next few years. The police station will likely remain occupied by the Recreation Department for the immediate future but may be redeveloped as part of a

longer-term site assembly and redevelopment strategy if the American Legion and



Sommer House gallery building become available.

Per one of the MHAEDC's priority objectives, the Village may seek to acquire and/or manage additional space for all-ages community recreation and services,

which could be expanded through increased night and weekend use of the current Senior Center building (generally operated only during weekday business hours) or by repurposing an existing structure along Front Street.

Trailhead/Depot Plaza



While the downtown core hosts many festivals and special events, it lacks a truly public, year-round gathering space. With Front Street and the bike trail just steps away, the block surrounding the existing Military

Ridge trailhead could see development of additional greenspace, seating and parking as envisioned in **Figures 5 and 6**. This block, which already features a distinctive Norwegian-style “depot” facility with covered seating and restrooms co-owned by the Village and WisDNR, has been identified as an ideal target for a highly engaging public space that provides passive recreation space and public amenities with direct bicycle/pedestrian connections and high visibility from surrounding businesses, as well as an attractive centerpiece around which properties on the block and those adjoining it may be redeveloped. However, realizing this ambitious Plaza concept will re-

quire a coordinated funding effort. In addition to Village funding, the MHAEDC may look to organize and lead a community fundraising drive, and other state-level grant resources - particularly the DNR’s Knowles-Nelson Stewardship Program and WEDC Community Development Investment Grant - may be pursued to further leverage local investment in the project.

The trail itself is currently gravel for much of its passage through the Village limits, with asphalt only present on the block adjacent to the depot building. Paving a longer expanse of the trail, as well as adding safety lighting





and wayfinding signage to downtown attractions would contribute to a more “urban” feel that distinctly announces trail users’ arrival into Mount Horeb and invites them to explore the rest of the downtown. The widest section of the trail between Second and Fourth Street includes wide vegetative buffers with trees and brush. Clearing this growth and removing existing fencing will open the trail to surrounding properties (including the Duluth

HQ building and the Food Emporium). Further, rerouting the existing pathway toward the northern edge of the trail right of way would allow for the development of a “linear park” greenspace that could be more actively programmed in connection with Depot Plaza events, or simply serve as passive park space for downtown residents, workers and visitors.

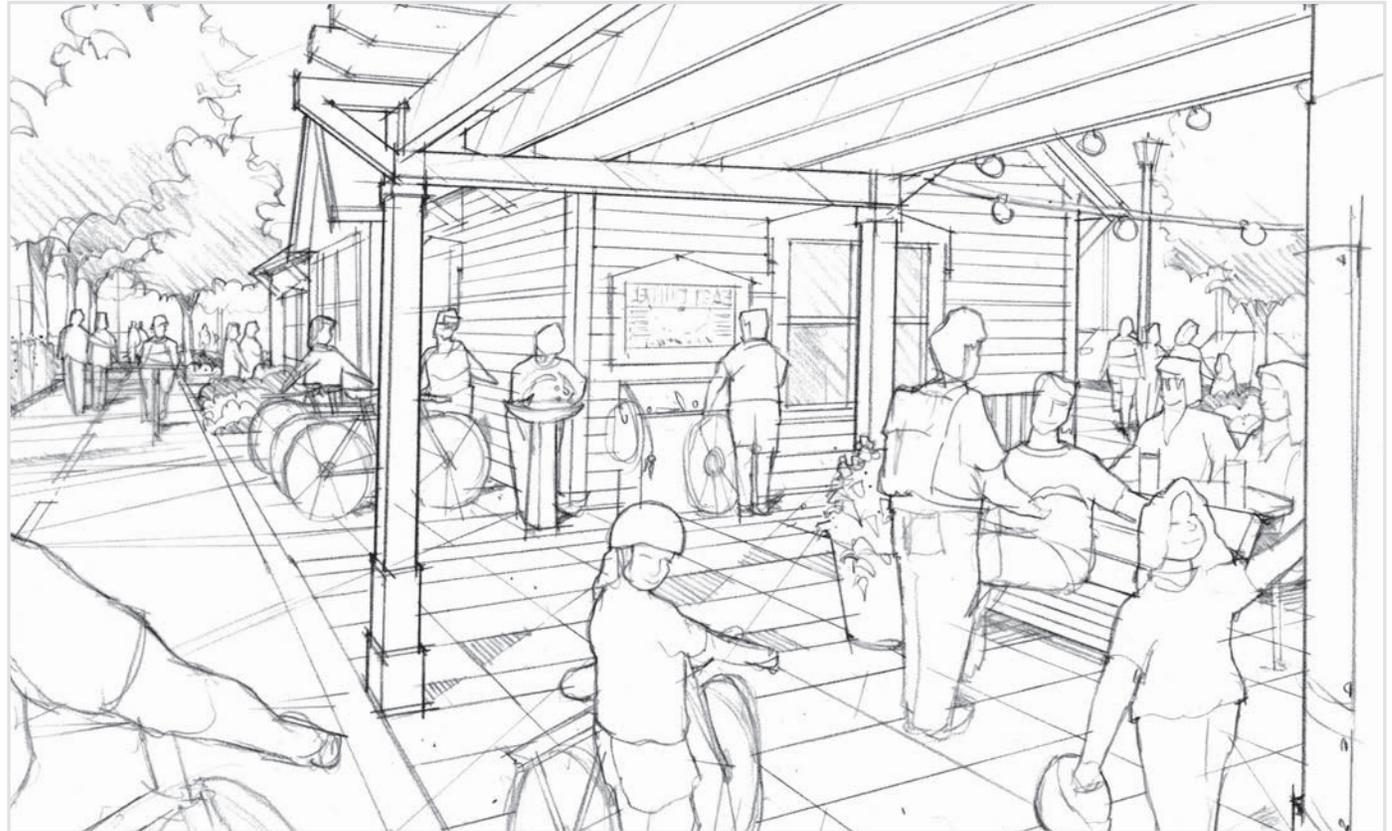
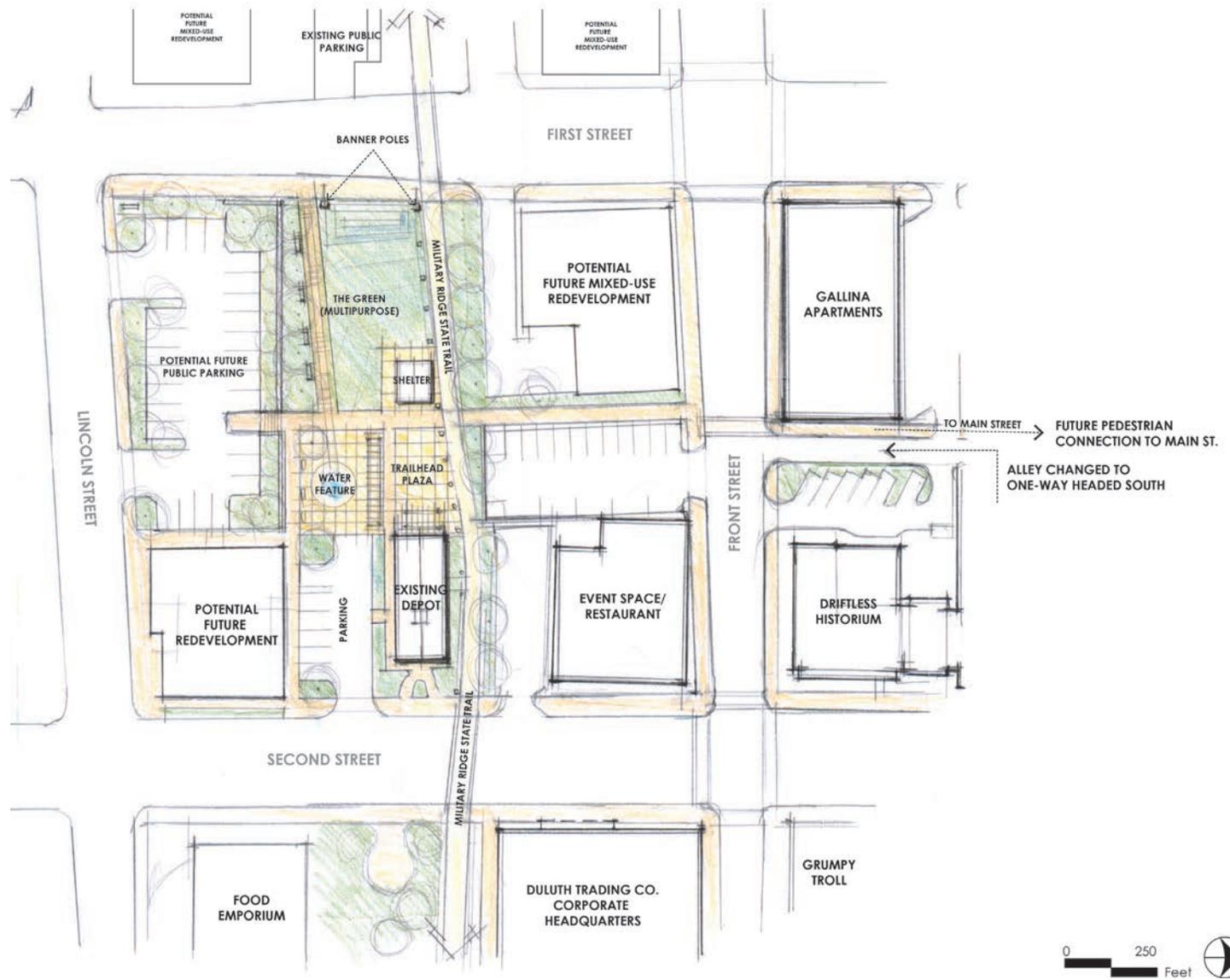


FIGURE 5:
DEPOT PLAZA AND
PARK CONCEPT



FIGURE 6:
DOWNTOWN
PLAN - DEPOT
PLAZA & PARK
CONCEPT



Main Street

While the areas targeted for Mixed Use are likely to see the most drastic physical changes, other opportunities exist to adapt historic structures along Main Street for new uses or otherwise renovate aging infrastructure. Duluth Trading is poised to expand its retail store into the adjacent former Fisher King Winery space, creating a large contiguous storefront, but other buildings on the block are relatively narrow and many require significant internal updates. Vandewalle & Associates and the MHAEDC specifically studied the reuse potential of the 100 Block (north side) of E. Main in fall 2016, presenting façade improvement strategies with historically sensitive flourishes (*Figure 7*), internal renovations (*Figure 8*), and shared parking and outdoor space concepts in the rear alley (*Figure 9*) that current or future property owners may integrate into the buildings.

Considered the heart of the Village's historic commercial district, these structures should remain intact where feasible but could be combined or otherwise significantly altered internally to accommodate a wider range of mixed uses. In its current configuration, it is a long, unbroken block of buildings without easy access to the rear alley and public parking areas, both of which are underutilized in their current state due to low visibility from Main Street. The alley improvement concept also includes potential to create a walkway through an existing structure to create easier passage between Main Street and the alley, as well as potential to reclaim the current off-alley parking areas to accommodate outdoor seating or other

business needs that are currently constrained by the very limited outdoor space on each parcel.

The same holds true for the south side of the 200 block of E. Main Street bookended by the Sunn Café and Sjolinds' Chocolate House, which may particularly benefit from back-of-house improvements once Front Street between Second and Third is reconstructed in 2018. The MHAEDC should prioritize tenant recruitment for the former Hop's House restaurant on this block. The historic Opera House, an imposing 3-story structure at the southwest corner of E. Main and Second Streets directly across from the Municipal Building, is listed on the National Register of Historic Places and offers potential for rehabilitation and new uses that complement the redevelopment activities already taking place on Second Street.

Several sites along Springdale Street offer longer-term redevelopment potential but currently contain viable commercial uses. Redevelopment of the blighted former gas station near Thompson Street is challenged by environmental contamination and topography in the rear of the parcel, but should be prioritized as a short-term redevelopment site for a different commercial use.



FIGURE 7: FACADE IMPROVEMENTS AND BUILDING REUSE STRATEGIES



FIGURE 8: INTERIOR RENOVATIONS & CONNECTIONS

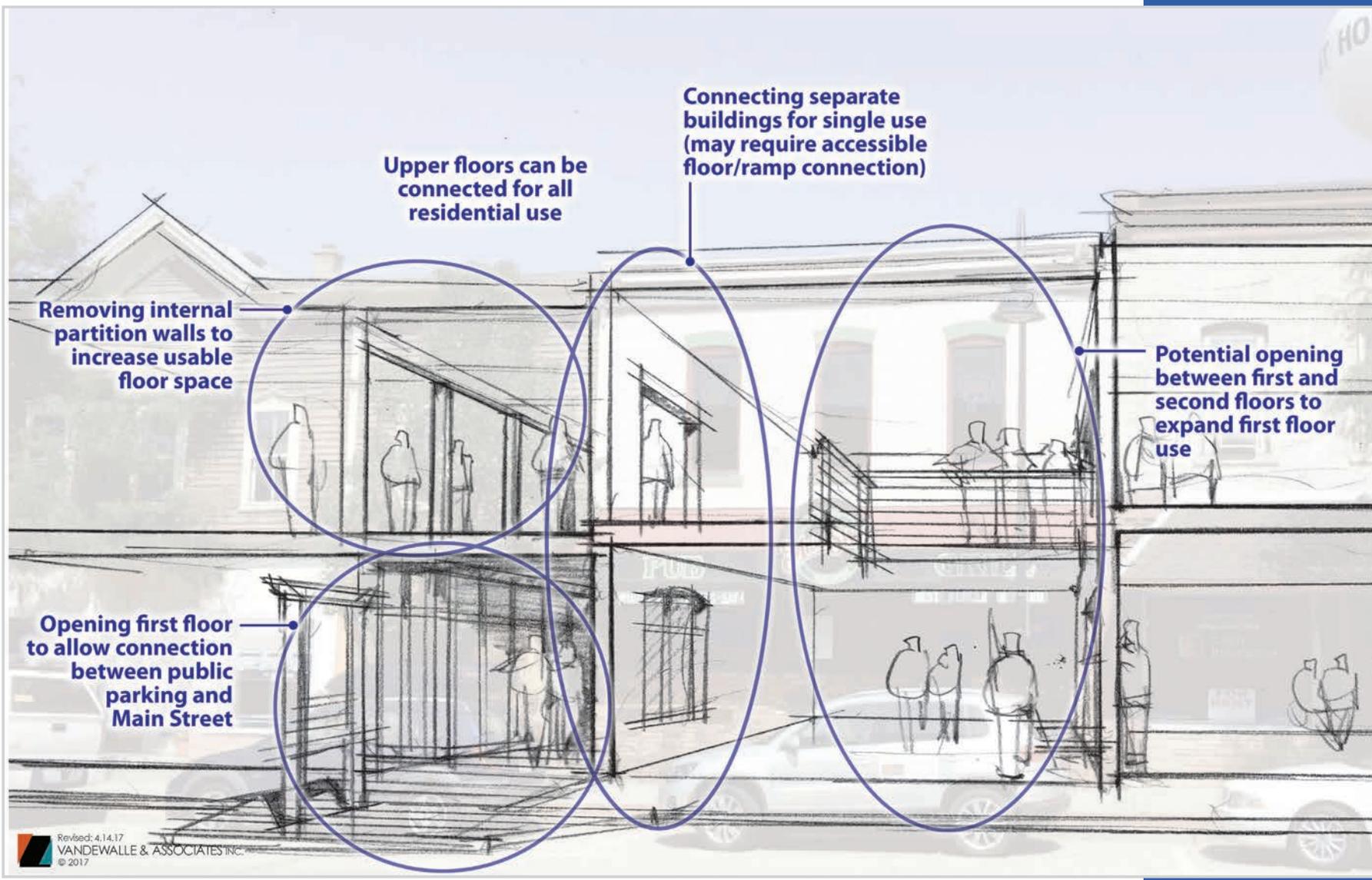
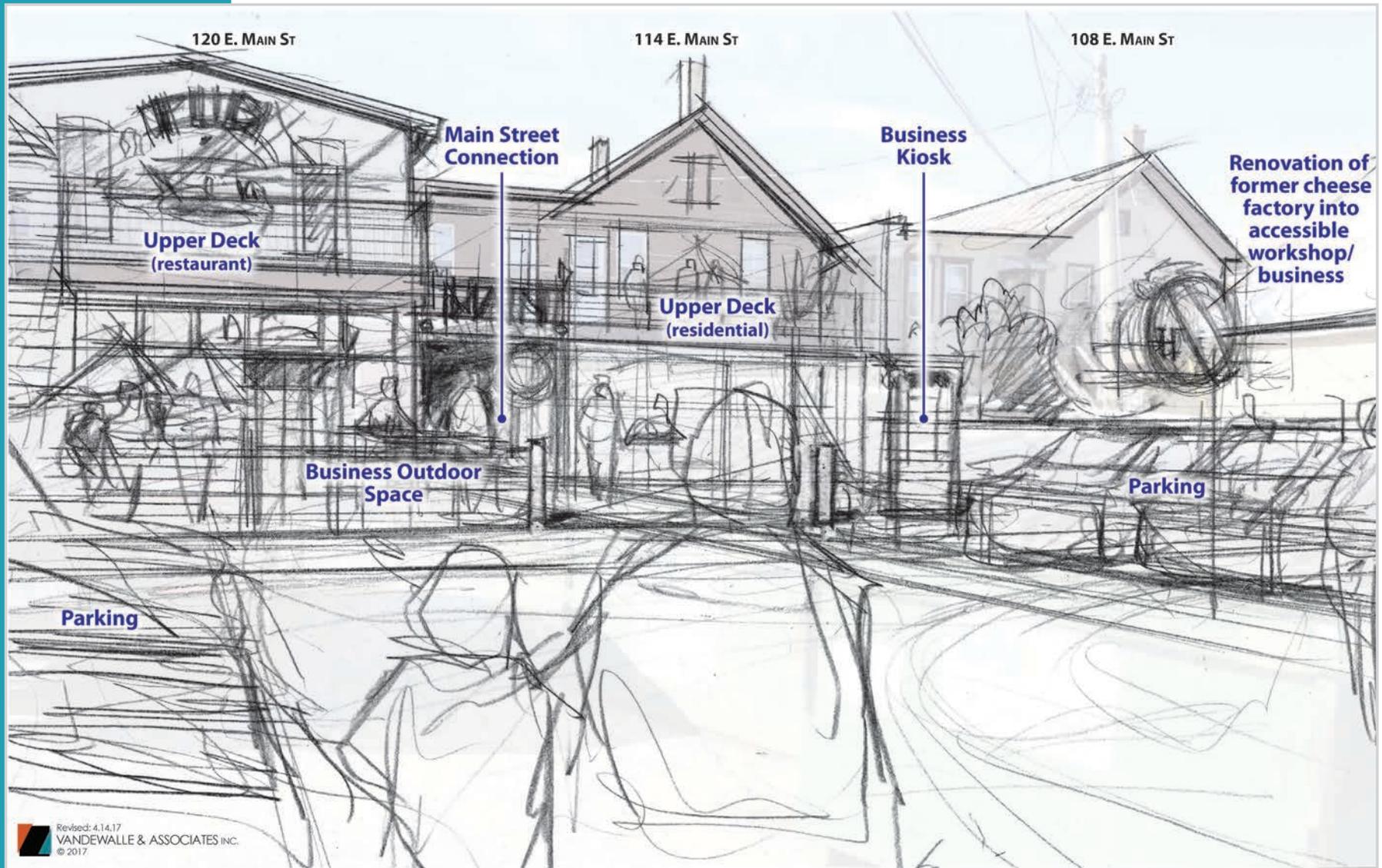


FIGURE 9: ALLEY & REAR FACADE IMPROVEMENTS



Lincoln Street



With the addition of the Duluth office building immediately to the north, the 100 block of E. Lincoln Street south of the bike trail also offers redevelopment potential over the immediate and longer term. The Mount Horeb Area Artisan Food Emporium has undertaken several years of feasibility studies and fundraising activities, and it is positioned to move forward on a significant renovation of the Zalucha Studio building by mid-2017.

To the west of First Street, the former co-op building and vacant lots to the west are largely used for storage and, with direct frontage onto the bike trail, are attractive sites for potential multi-family housing units such as attached townhomes. While the Short-Term Parking Plan shown on *Map 2* is expected to accommodate current and anticipated future development for the next few years, the Village also may seek to construct additional public parking south of the trail when and if demand requires.





HOUSING AND NEIGHBORHOODS

The historic downtown area is generally bounded on all sides by single family residential neighborhoods, including many older Victorian and other vernacular homes constructed in the late 19th and early 20th centuries.

Many historic homes facing onto Main and Springdale Streets on the blocks east of Second Street are used for commercial purposes as allowed by their Central Business (CB) zoning designation. There are also several newer multifamily residential cul-de-sacs to the southwest facing onto Maple Court and Buechner Circle. This proximity to existing homes and neighborhoods and general lack of physical boundaries between residential and commercial uses offer potential for greater integration and interaction with surrounding neighborhoods - the areas most likely to generate repeat business for downtown businesses. These residents also contribute to foot traffic that promotes a lively, pedestrian-friendly atmosphere and encourages others to walk, rather than drive downtown when possible. As with the façade/building improvement program established for downtown commercial properties, the Village may wish to fund a similar program for residential improvements in the blocks immediately adjacent to downtown (i.e. the boundaries of its primary funding mechanism, TID #5) to further

encourage preservation of the Village’s historic housing stock and add to the visual appeal of the greater downtown area.

While the character of existing housing near downtown remains attractive and in keeping with Mount Horeb’s small town charm, there are opportunities and pent-up demand for new housing types such as townhouses and upscale apartments in the downtown itself that cater to younger demographics and those looking for a more “urban” feel. The Hoff Mall Apartment project to be undertaken by Gallina Companies in 2017-18 will offer a bellwether for downtown market rate rental demand, and as other parcels become available – particularly those adjacent to the bike trail on Lincoln and Front Streets – development of higher-density, multiunit residential options may represent the “highest and best use” of parcels with current commercial and industrial uses.



ACTION STEPS AND PROJECT PRIORITIZATION

Taking the preceding observations and recommendations into account, the following are implementation steps that the Village and MHAEDC may explore in order to maintain the current development momentum in the downtown and ensure that future projects meet the needs and desires of residents and visitors. These items are generally listed in order of timing and priority, with short-term actions listed first.

About the Work Plan

These steps build upon the MHAEDC Implementation Work Plan completed in spring 2016, which provides other recommendations for realizing these and other key projects. The considerable redevelopment efforts already underway in the downtown area – and their successful absorption into the local economy – will have some bearing on the feasibility and timing of the priorities identified in this plan. The Work Plan and Downtown Plan will help the Village and MHAEDC assess their respective project capacity as well as the market's ability to handle simultaneous redevelopment efforts in the near term.

The priority projects listed are anticipated to occur within the next five years, and as each has the potential to make a significant impact on downtown, are arranged with more emphasis on logical sequencing than on their relative importance compared to one another. Over the next few years, shifting market conditions or community interests may elevate the importance of other projects that are unlisted or currently not highly prioritized. For these reasons, it is recommended that the Village and MHAEDC revisit the entire list of projects annually.



PRIORITIZATION
LEVEL 1

PRIORITIZATION
LEVEL 2

PRIORITIZATION
LEVEL 3

Prioritization Levels

Each project should be reviewed for relevance and priority using the criteria detailed below. The highest priority projects are those that:

- **Have already started, are making progress, and have established momentum for moving ahead**
- **Are more cost effective and efficient to advance simultaneously with another project(s) already identified as a priority**
- **Continue/build off a previous project**
- **Have funding source(s) available that are specific to the project/are economically viable**
- **Have potential to serve as a catalyst that will accelerate other identified projects**
- **Result in the development of more detailed plans, establishment of policies, or decisions necessary for other implementation activities to be undertaken**
- **Have identified partners who are willing and able to participate**
- **Have the strong support and interest of the MHAEDC, Village Board, and citizens**

Projects are broken into the following priority levels based on their extent of consistency with the prioritization criteria above:

- **Level 1** – These are projects that meet five or more of the criteria and should be the primary focus of the proactive efforts undertaken by the MHAEDC and Village over the next year or so.
- **Level 2** – These are projects that meet three or four of the criteria. The Village and MHAEDC should continue to monitor conditions and trends related to these (such as the completion of related projects, availability of funding, market conditions, etc.) to determine when they meet the Level 1 criteria and are “ripe” for attention and action.
- **Level 3** – These are projects that meet less than three of the criteria. Current conditions and trends will need to change significantly before these would increase in their level of priority. Many of these will be market driven and are dependent upon a property owner/business/developer initiating them. Once that happens, the project is likely to jump to a Level 1 Priority. Thus, classifying a project as a Level 3 Priority does not indicate the Village is not interested in it; it means current conditions and trends require another party to take the lead.

Level 1 Priority Projects

- **Open and maintain lines of communication and engagement with downtown property owners and potential developers.** The MHAEDC and its committees already do an excellent job of this. As many properties are currently for sale or expected to become available soon, MHAEDC should continue to identify and track the redevelopment and reuse potential of specific properties. Remaining in contact with sellers and recruiting appropriate buyers/ developers/tenants will ensure that any future plans for these properties are consistent with the Village's plans and expectations for the downtown.
- **Prioritize action items identified in the MHAEDC Downtown Implementation Work Plan.** This redevelopment plan should be viewed as complementary to the broader revitalization strategies and recommendations of the Implementation Work Plan developed for the MHAEDC in spring 2016. This included the development of the vision and themes listed on pages 2-4 and creation of marketing and business recruitment materials currently being undertaken by the MHAEDC. The Village and MHAEDC should continue their public-private partnership to coordinate funding resources and personnel toward realizing their shared vision for downtown development, while also helping current and prospective business realize that “[their] customers are already here.”
- **Identify sources of seed funding for the façade/building grant and loan program.** These programs are a TIF-eligible expense but will require start-up funds from a different source until TID 5 generates sufficient increment to pay back the initial investment. The loan program, administered with participation of several local banks, is also close to public launch but remains subject to agreement on a mutually acceptable form of security that does not diminish the Village's relatively constrained general obligation borrowing capacity over the next several years.
- **Create and disseminate a downtown parking strategy and operations plan.** As shown on Map 2, there is an abundance of public parking currently available in the downtown, with several hundred spaces to be added in the next few years. However, existing Village lots are not always fully utilized due to low visibility and minimal signage guiding visitors to them. The Village should develop a detailed plan that includes placing directional wayfinding signs directing visitors toward current and planned lots, as well as more prominently marking specific off-street stalls as available for public use. Working with the MHAEDC and the Chamber, this also should include developing strategies for encouraging greater awareness of public parking options through the development of maps, flyers or other materials for distribution to visitors and customers. Downtown businesses, particularly those without designated off-street lots, also need strategies

for encouraging employees to utilize long-term parking lots on the periphery of downtown, such as those by the depot and behind the Municipal Building, in order to free up on-street spaces for customers.

- **Make necessary changes to Village Zoning and Future Land Use Maps.** Some existing land uses in parts of the downtown, such as the industrial parcels along W. Front and E. Lincoln Streets, are considered nonconforming uses under the recommendations of the Comprehensive Plan, which marks them for central business or planned mixed use. As these sites become available/are redeveloped, the Village should continue to rezone or otherwise amend the text and maps in the Comprehensive Plan, to ensure that new uses and construction are desirable and consistent with the character of the downtown.
- **Prioritize improvements in 200 Block of E. Main Street.** The south side of this block features historic commercial building stock that will likely benefit from increased visibility and patronage with the opening of the Duluth headquarters just across Front Street. The MHAEDC should engage these property owners about building improvements from a parking and entrance standpoint, particularly on the rear façade and seek a new tenant for the former restaurant space.

Level 2 Priority Projects

- **Explore creation of a certified historic district centered around the commercial blocks fronting on Main Street between Grove and Third Streets.** This area was identified as eligible for the National Register of Historic Places (NRHP) in Elizabeth Miller’s Intensive Survey of the Historic Resources of the Commercially Zoned Downtown (February 1997) based on findings of a preponderance of historic or contributing structures under federal guidelines. Current conditions at most properties remain substantially similar to the assessments in that report. While the Village has already created a locally designated historic district as a zoning overlay of those parcels zoned for Central Business (CB) uses, a state-certified district would add an extra layer of protection for qualifying properties in the area. State or federally certified properties and districts are subject to a rigorous set of standards set by the U.S. Department of the Interior that govern the renovations or significant alterations to historic structures as necessary to retain their historic features.

These restrictions may give some property owners pause so the Village and MHAEDC should first engage owners and tenants to assess their interest and ability to maintain the historic integrity of their buildings, and explain the potential personal and civic advantages of a more formal district. Several properties in the downtown, including the Hoff Mall and the Opera House, are already listed on the NRHP, but establishment of a broader district around these properties may offer additional benefits from a recognition and tourism perspective, as well as access to substantial rehabilitation grants and tax credits that are often reserved exclusively for “certified” historic properties.

- **Advance redevelopment/reuse alternatives and improvements for 100 Block of E. Main Street.** The MHAEDC has been in contact with property owners in this block to ascertain any future plans for their buildings, including sales listings and any necessary structural improvements, and the potential to coordinate and implement one or more of the initial concepts and reuse strategies developed for the block (Figures 7-9) that would require cooperation among multiple parties. Short-term updates may be funded in part by the Village’s Façade and Building Improvement Grant/Loan Programs, while the feasibility of funding any reconfiguration of the block’s structural layout, parking and overall platting will take additional time to assess as individual properties are leased, sold or otherwise made available for redevelopment.

- **Reconstruct the entirety of Front Street as soon as possible.** The existing roadway and utilities along Front Street are currently substandard and must be replaced in order to serve the high-quality projects anticipated to be built along the corridor. The segment between Second and Third is already scheduled to be rebuilt as part of the Duluth Trading office project beginning in early 2018, but the block between Second to First also should be redone as soon as possible to minimize disruption of other near-term redevelopment activities at the Historium, Gallina apartments, and newly-renovated restaurant/banquet space. The blocks to the west generally handle less vehicular traffic and should be reconstructed concurrent with future redevelopment projects.
- **Implement downtown streetscaping recommendations.** Subject to available funds, the Village should seek to add the “complete street” elements for Front Street and the numbered cross streets shown in Figures 1-4 that complement those recommended in the 2001 plan and those already constructed along Main Street. Some of the lower cost elements such as Second Street bike “sharrows” and wayfinding signage may be completed in the short-term, while other landscaping, lighting and hardscape elements may be finished in later years

as TID 5 increment becomes available of under the Village’s capital improvement plan. To these ends, the Wisconsin Department of Transportation offers several grants, including the Local Transportation Enhancements (TE) Program and Transportation Alternatives Program (TAP) that allocate funds to increase multi-modal transportation alternatives and enhance communities and the environment. Eligible projects include bicycle or pedestrian facilities, landscaping or streetscaping, and the preservation of historic transportation structures.

- **Develop targeted marketing materials for specific visitor types, including tour groups, cyclists/trail users and motorcycle clubs.** The Mount Horeb area already offers many activities appealing to a wide variety of visitors. As mentioned in the “Themes” section of this plan, the downtown should be specifically marketed as a destination district and a natural extension of outdoor and tourism-related recreation for affinity groups that are already more likely to patronize the Village’s retail and dining options, and capitalize on the traffic created by out-of-town attractions such as Tyrol Basin, Cave of the Mounds and the Driftless Region.

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- **Acquire and redevelop the current Fire District parcel for public parking.** With the Fire District relocating to a new Public Safety Building by 2019, the Village has expressed interest in acquiring the property for development of a new public parking lot to better accommodate the anticipated high-traffic uses being added along Front Street. As shown on Map 2, the property could accommodate around 80 spaces. However, the use of this property for a parking lot is viewed as a temporary measure, as the parcel

will likely become more valuable for commercial or residential development as downtown density increases in the coming years. Accordingly, the Village should look to identify replacement parking (including the potential for structured parking) as redevelopment occurs in areas to the west to free up this site for significant redevelopment and investment to fully capture its choice location near the center of downtown and proximity to the future Depot Plaza.

Level 3 Priority Projects

- **Refine “Depot Plaza” design, timing and funding strategy.** The DNR trailhead/depot is identified in this plan as a potential centerpiece of the future downtown area given the numerous redevelopment projects already taking place nearby. Additional discussions with the DNR and other adjoining property owners, particularly those with buildings that may be redeveloped in the future, will be needed in order to fully assess the Village’s ability to develop the block as envisioned in Figures 5-6, as will identification of funding resources to acquire, build and program this flexible public space.
- **Consider redevelopment alternatives for Grandma Foster Park.** With the potential creation of a new greenspace and public plaza near the DNR trailhead and depot, the Village should evaluate the future of the small park at the corner of S. Washington and W. Main Streets. While nicely maintained, Grandma Foster Park’s utility for larger events is currently limited by its size and neighboring uses. As redevelopment occurs on adjoining sites, the Village should evaluate the potential to expand the park or to include the park property as part of a larger, private redevelopment project.
- **Explore creation of certified historic district(s) in surrounding residential neighborhoods.** Some of the oldest and grandest homes in the Village are found on the blocks immediately adjacent to the downtown commercial district. Following creation of a Main Street historic district, the Village may explore creation of one or more primarily residential historic districts of state or federal distinction. These districts, in connection with the local design controls already placed on certified historic properties, would offer additional protections and guidelines for maintaining the historic integrity of these classic homes while also offering property owners access to additional funding resources (such as tax credits) for qualifying restoration and preservation projects.

Recommended Sequencing/Timing

PRIORITY LEVEL	PROJECT	2017	2018	2019	2020	2021
1	Open and maintain lines of communication and engagement with downtown property owners and potential developers					
1	Prioritize action items identified in the MHAEDC Downtown Implementation Work Plan					
1	Identify sources of seed funding for the façade/building grant and loan program					
1	Create and disseminate downtown parking strategy and operations plan					
1	Make necessary changes to Village Zoning and Future Land Use Maps					
1	Prioritize improvements in 200 Block of E. Main Street					
2	Explore creation of certified historic district on Main Street					
2	Advance redevelopment/reuse alternatives and improvements for 100 Block of E. Main Street					
2	Reconstruct the entirety of Front Street					
2	Implement downtown streetscaping recommendations					
2	Develop targeted marketing materials for specific visitor types					
2	Acquire and redevelop the current Fire District parcel for public parking					
3	Refine “Depot Plaza” design, timing and funding strategy					
3	Consider redevelopment alternatives for Grandma Foster Park					
3	Explore creation of certified historic district(s) in surrounding residential neighborhoods					