

**VILLAGE OF PARDEEVILLE  
PLAN COMMISSION AGENDA  
Village Hall – 114 Lake Street, Pardeeville  
Monday, August 01, 2022 at 5:30 p.m.**

- I. Call to Order
- II. Roll Call
- III. Agenda Approval
- IV. Minutes Approval

V. OLD BUSINESS:

- 1. Review Final Comp Plan

VI. Adjourn

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Kayla Lindert, Clerk/Treasurer  
Posted 07/28/22

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The Village Hall is accessible to the handicapped. If you require additional assistance, please contact the Village Office no later than 48 hours prior to the meeting date. Phone 608-429-3121. If members are present from other recognized Boards, Commissions, or Committees which may constitute a quorum, the meeting is presumed to be for the above-stated agenda/purpose. An updated agenda may be posted 24 hours before meeting time.

**VILLAGE OF PARDEEVILLE  
PLAN COMMISSION MINUTES  
Village Hall – 114 Lake Street, Pardeeville  
Tuesday, July 12, 2022 at 5:00 p.m.  
NOT APPROVED**

**Call to Order:** Griepentrog called meeting to order at 5:00 PM

**Roll Call:** Woxland, Abrath, Griepentrog, Killoran, Haynes, Adam. Absent; Stilson. Also present: DPW/Administrator Erin Salmon, Clerk/treasurer Kayla Lindert, Jeff Thelen and Jason Valerius, with MSA, Trustee Babcock, and Village President Possehl.

**Agenda Approval:** **Abrath/Woxland**, Motion carries

**Minutes Approval:** **Adam/Killoran**, Motion carries

**NEW BUSINESS:**

- A. Discuss the Comp Plan Update
  - 1. Jeff Thelen provided a slideshow for the Commission. Last time we met was approx. December 2020; Review goals and objectives for the Village.
  - 2. Discuss DOA funds with CDBG grants/TIF. Business falls within the TIF. Utilize the TIF and/or grants to incentivize business expansion. Improve relationship with the county and WI.
  - 3. Economic development (WEDC). Land use goals, residential and economic development.
- B. Consider Recommending Approval to Village Board the Rezone of Parcel 11171-392.4 to R-1, R-2 R-3 and PUD per Sunrise Subdivision Plat  
**Haynes/Adam** to recommend to board for approval, Motion carries
- C. Consider Recommending Approval to Village Board the Sunrise Subdivision Final Plat  
**Adam/Abrath** to approve, contingent on final review of Village Engineer/MSA, Motion carries
- D. Naming of Streets in Sunrise Subdivision Plat
  - 1. Discussion on lots, names, and re-name road  
**Woxland/Abrath** to keep Aspen Lane on the final plat, Motion carries

**Adjourn,** Griepentrog adjourned at 6:08 PM

Jody Hardwick, Deputy Clerk/Administrative Assistant

Approved: \_\_\_\_\_

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# VILLAGE OF PARDEEVILLE



## 2042 COMPREHENSIVE PLAN

Draft: August 2022

## **Acknowledgements**

The Village of Pardeeville wishes to thank the many people who contributed their time, local knowledge, expertise, and ideas to the production of the Comprehensive Plan. The Plan reflects a collective effort of the citizenry, Village staff, Plan Commission members and other stakeholders to guide the future of the community and preserve the attributes that define the Village and make it a special place.

### **Special Recognition to the Citizens of the Village of Pardeeville and the Village of Pardeeville Plan Commission**

Ron Griepentrog, Chair  
Michael Haynes  
Steve Woxland  
Dennis Stilson  
Bob Abrath  
Dobie Adam  
Chris Killoran  
Leonard Knadle  
Carol Ziehmke  
Sara Berger

#### **Village Board**

Phillip Possehl, Mayor  
Ron Griepentrog, Alder  
Rick Henslin, Alder  
JT Holtan, Alder  
Steven Balsiger, Alder  
Michael Babcock, Alder  
Michael Haynes, Alder

#### **Village of Pardeeville Staff**

Erin Salmon, P.W.M-Village Administrator & Director of Public Works

#### **Planning Assistance**

MSA Professional Services, Inc.  
Jeff Thelen  
Stephen Tremlett, AICP, CNU-A

#### **Adopted:**

  
by the Village of Pardeeville Village Board

## Table of Contents

1	Introduction .....	0
1.1	Wisconsin's Smart Growth Legislation .....	1
1.2	Local Comprehensive Planning .....	1
1.3	State Planning Goals .....	1
1.4	Local Comprehensive Planning Goals .....	1
1.5	Purpose of This Plan .....	2
1.6	Adoption Process .....	2
1.7	Public Involvement .....	2
1.8	Internal Consistency .....	3
1.9	Plan Monitoring and Amendments .....	3
2	Issues and Opportunities Element .....	0
2.1	Overview .....	1
2.2	Background Information - Existing Conditions and Trends Analysis .....	1
2.3	Population Trends .....	2
2.4	Age and Gender Distribution .....	3
2.5	Household Income Levels .....	5
2.6	Employment & Education Levels .....	5
3	Goals, Policies and Actions .....	7
3.1	Overview .....	2
3.2	Housing .....	1
3.3	Mobility & Transportation .....	5
3.4	Economic Development .....	9
3.5	Agricultural, Natural & Cultural Resources .....	11
3.5.1	Agricultural Resources .....	11
3.5.2	Natural Resources .....	11
3.5.3	Cultural Resources .....	14
3.6	Utilities & Community Facilities .....	15
3.6.1	Utilities .....	15
3.6.2	Community Facilities .....	18
3.7	Collaboration & Partnerships .....	20
3.8	Land Use .....	22
4	Future Land Use Plan .....	1
4.1	Using the Future Land Use Map .....	2
4.2	Amending the Future Land Use Map .....	3

4.3	Interpreting Boundaries.....	4
4.4	Future Land Use Categories .....	4
5	Implementation .....	13
5.1	Guiding Daily Decisions .....	2
5.2	Guiding Annual Decisions .....	2
5.3	Implementation Tools.....	3
5.4	Adoption, Amendment, Update Procedures .....	3
5.5	Plan Consistency .....	5
5.6	Severability .....	6
A.	Plan Adoption & Amendments .....	7
B.	Community Indicators Report.....	9
C.	Action Plan.....	10
D.	Plan Maps.....	11

# 1 Introduction

## Contents

## 1.1 Wisconsin's Smart Growth Legislation

Wisconsin's planning legislation, first adopted more than five decades ago, was significantly changed with passage of the state's 1999-2000 biennial budget. On October 27, 1999, Governor Thompson signed 1999 Wisconsin Act 9 into law and two subsequent amendments were made for technical reasons<sup>1</sup>. Quite often this new law is referred to as Wisconsin's smart growth legislation. This legislation has a number of important provisions as discussed below.

## 1.2 Local Comprehensive Planning

Local units of government are not required to adopt a comprehensive plan. However, if a local unit of government wants to regulate land use after January 1, 2010, it must have an adopted plan and must make land use decisions consistent with the plan. Section 66.1001 of the Wisconsin State Statutes requires that a comprehensive plan will, at a minimum, address the following nine elements: Issues and Opportunities; Agricultural, Natural, and Cultural Resources; Economic Development; Housing; Utilities and Community Facilities; Transportation; Land Use; Intergovernmental Cooperation; and Implementation. These comprehensive plans are to be adopted by the governing body via ordinance. As such, an adopted plan becomes much more than a reference document with no consistency requirements.

### Nine Elements of a Comprehensive Plan

- Issues and Opportunities
- Agricultural, Natural and Cultural Resources
- Housing
- Transportation
- Utilities and Community Facilities
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

## 1.3 State Planning Goals

Although the legislation does not dictate local land use policy, it does include 14 planning goals, as outlined on the following page. State agencies are encouraged to design its programs, policies, infrastructure, and investments to support these local planning goals.

## 1.4 Local Comprehensive Planning Goals

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitat, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land use densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design

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<sup>1</sup> Amendments were included in AB 872 in May of 2000 and 2001 Wisconsin Act 16 signed in August 2001.



standards.

9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

## 1.5 Purpose of This Plan

This Plan was prepared as an update to the Village's 2009 Comprehensive Plan. It was prepared to comply with the state requirements, as mentioned above. In the absence of this Plan, the Village could not take actions with regard to zoning, subdivision regulations, or official mapping after January 1, 2010. This plan is intended to provide a long-range perspective of 20 years.

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*"A comprehensive plan is intended to provide a rational basis for making local land use decisions and to serve as a blueprint for communitywide effort to achieve its vision."*

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## 1.6 Adoption Process

Prior to starting the update process, the Village Board adopted a public participation plan, consistent with state requirements (§66.1001(4)a, Wis. Stats), to document the ways Village residents would be involved in the preparation, review, and approval of the plan.

The Plan Commission assisted in drafting the plan update, which addresses the many unique needs of the Village. After completion of the draft, the Plan Commission adopted a resolution, as required by State Statute, recommending the updated Comprehensive Plan to the Village Board. The Village Board then held a public hearing and adopted the Plan via Ordinance, which is included as **Appendix A**. Following adoption, a copy of the adopted plan will be shared with the surrounding communities and others as required by state law.

## 1.7 Public Involvement

Prior to designing appropriate tools to guide Village decisions about planning and development over the next 20 years, it is necessary to identify and understand the *Issues and Opportunities* currently facing the Village as well as the future vision of the community. The Village adopted a public participation plan to encourage public input in developing this vision. The public participation plan is included as an appendix to this Comprehensive Plan.

The purpose of the public participation plan is to outline procedures for public involvement during every stage of the planning process. Some key components of the public participation plan consist of public Plan Commission meetings, including a project kick-off meeting where

issues and opportunities are discussed; distribution of the draft plan to neighboring municipalities for review; and a public hearing before the Village Board, noticed with a Class 1 notice 30 days prior to the hearing.

## 1.8 Internal Consistency

This plan has been prepared as a single document to guide future decision-making. Prior to adoption, each of the elements were reviewed to ensure internal consistency.

In the coming years it will be important to ensure the plan remains internally consistent as amendments are made. This is especially true when amendments are made to address particularly pressing or current development issues.

## 1.9 Plan Monitoring and Amendments

Monitoring of this plan is an ongoing process to ensure it is being implemented and that the background data, including support maps, are still appropriate and that the goals, policies and actions are still appropriate.

Although the state legislation requires a comprehensive review of the adopted plan every ten years, it is recommended that this review occur at least every five years. Specific procedures for amending this plan are included in the General Provisions section.

# 2 Issues and Opportunities Element

## Contents

## 2.1 Overview

### Location

The Village of Pardeeville is located approximately 40 miles north of Madison in the central portion of Columbia County in south central Wisconsin. The Village is located along Highway 22 and Highway 44 and just south of Highway 33. County Highway P (Chestnut Street) runs east-west through the Village and connects from the west at STH 51/16 and continues to the Villages of Cambria and Randolph.

The Fox River passes through Pardeeville and is impounded at approximately the STH 22 area to create Park Lake. The properties around the lake are largely developed as residential lake homes, with the Chandler Park grounds a central feature along the Lake. While the Village surrounds a substantial portion of the Lake, there are also properties on the Lake that are not located in the Pardeeville municipality and are under the jurisdiction of the Town of Wyocena as rural residential properties. Aside from these properties, and the majority of low-land accompanying the Fox River floodplain, there are numerous farms and ag-related property use abounding to all sides of the Village.

The Village of Pardeeville is the 9th largest municipality in Columbia County. The Village is located within commuting distance of Madison and is fairly well-connected to local highways, although no interstate runs nearby the Village. Many parts of Madison can be reached from the Village in less than 45 minutes. The City of Portage, Town of Pacific, Town of Wyocena, and Village of Wyocena join Pardeeville as municipalities supporting a substantial percentage of rural residential properties in this part of Columbia County.

### History

Pardeeville was born from land in/around the Fox River where a grist mill could be built. John Pardee was an enterprising businessman from Milwaukee who opened up a store in the area in 1848 and commenced construction of a grist mill in 1849. His employee, Yates Ashley, was also a surveyor and platted lands in/around the mill area under Pardee's name. In 1850, the first plat of land was completed by Ashley and others soon followed, such as Haskin, Lake and Utley.

Prior to incorporation, Pardeeville's schooling was subject to town authority. A schoolhouse was erected in 1847 but was rebuilt in the present Village in 1868. A high school was founded in 1903, following the implementation of a graded system. There were several religious and social institutions that organized themselves in the mid to late 1800's.

The land in/around the mill area was incorporated as a village in November of 1899, under the name Pardeeville. At that time the Village was served by rail facilities, that being the northern division of the Chicago, Milwaukee & St. Paul Railroad. Several key business establishments were present at the time of incorporation of the Village, including the flouring mill, a grain elevator, a creamery, potato warehouses and a lumber yard. A bank was organized in the Village in 1901.

Over the last century the Village of Pardeeville has continued to grow and change. It benefits from many things unique to themselves, including a picturesque setting on Park Lake, stock of historic buildings, well-established school district, and small-town character.

## 2.2 Background Information - Existing Conditions and Trends Analysis

Before a community can effectively plan for its future, a good understanding of current conditions and trends is essential. The following demographic information and background data is intended to help provide a snapshot of the Village of Pardeeville as it exists today and to

begin to forecast some of the trends that may shape its physical, cultural, and economic landscapes in the future. During the course of the community involvement efforts, background information including population, household and employment characteristics, demographic trends, age distribution, educational attainment, income levels and employment characteristics was collected.

In addition, the Village's Comprehensive Plans of 1993 and 2009 were reviewed to determine what has been implemented and what is still relevant to development patterns today. State and county level plans along with plans from adjacent municipalities also were considered in an effort to maintain consistency across other units of government.

The collection of data helps to understand broad trends and determine the level of development that the community can ultimately absorb in the future. The information also serves to guide development choices.

## 2.3 Population Trends

Between 1980 and 2020, Pardeeville's population increased by 40% while Columbia County's population grew by 15,268 or 35%. The Village and the County's growth rate exceeded the state (25%) and surpassed that of many other Wisconsin counties. As shown in Table 2-1, the Village of Pardeeville grew until 2010 with a small decline of 41 persons between the 2010-2020 U.S. Census.

Table 2-1: Population Trends

Year	Pardeeville		V Wyocena		T Wyocena		T Marcellon		Columbia County		Wisconsin	
	#	%	#	%	#	%	#	%	#	%	#	%
1900	788	0.00%	---	---	1,158	0.00%	882	0.00%	31,121	0.00%	2,069,042	0.00%
1910	987	25.25%	425	0.00%	706	-39.03%	853	-3.29%	31,129	0.03%	2,333,860	12.80%
1920	878	-11.04%	425	0.00%	603	-14.59%	770	-9.73%	30,468	-2.12%	2,632,067	12.78%
1930	873	-0.57%	490	15.29%	566	-6.14%	696	-9.61%	30,503	0.11%	2,939,006	11.66%
1940	1,001	14.66%	706	44.08%	630	11.31%	663	-4.74%	32,517	6.60%	3,137,587	6.76%
1950	1,112	11.09%	714	1.13%	623	-1.11%	655	-1.21%	34,023	4.63%	3,434,575	9.47%
1960	1,331	19.69%	747	4.62%	844	35.47%	659	0.61%	36,708	7.89%	3,951,777	15.06%
1970	1,507	13.22%	809	8.30%	1,098	30.09%	759	15.17%	40,150	9.38%	4,417,731	11.79%
1980	1,594	5.77%	548	-32.26%	1,225	11.57%	809	6.59%	43,222	7.65%	4,705,767	6.52%
1990	1,630	2.26%	620	13.14%	1,228	0.24%	880	8.78%	45,088	4.32%	4,891,769	3.95%
2000	1,982	21.60%	668	7.74%	1,543	25.65%	1,024	16.36%	52,468	16.37%	5,363,675	9.65%
2010	2,115	6.71%	768	14.97%	1,666	7.97%	1,102	7.62%	56,833	8.32%	5,686,986	6.03%
2020	2,074	-1.94%	756	-1.56%	1,756	5.40%	1,140	3.45%	58,490	2.92%	5,893,718	3.64%

Source: U.S. Census Bureau

Table 2-2 shows the demographic projections prepared by the Wisconsin Department of Administration. The Village's population is expected to grow to 2,520.

Table 2-2: Population Projections

Year	Pardeeville	V Wyocena	T Wyocena	T Marcellon	Columbia County	Wisconsin
2020	2,275	825	1,825	1,175	61,410	6,005,080
2025	2,395	870	1,935	1,235	64,745	6,203,850
2030	2,490	910	2,030	1,280	67,455	6,375,910
2035	2,525	925	2,070	1,295	68,460	6,476,270
2040	2,520	925	2,085	1,290	68,450	6,491,635

Source: U.S. Census Bureau; Wisconsin Dept. of Administration

As seen in , Wisconsin DOA projects the Village of Pardeeville's population will grow at a slow rate over the next twenty years. In total, the Village is expected to gain 470 people, which is an increase of 11%. It is important to note that the Village's efforts to encourage more housing development in the new Sunrise Subdivision will change the population trajectory over current forecasts.

In 2020, there were 1,007 housing units in the Village and in 2010 there were 1,003 units (Table 2-3). Those figures show an of 4 units (0.4% increase) from 2010-2020. Following regional and national trends (with reducing household size), more housing units are required to sustain proportional population growth.

Table 2-3: Housing Units

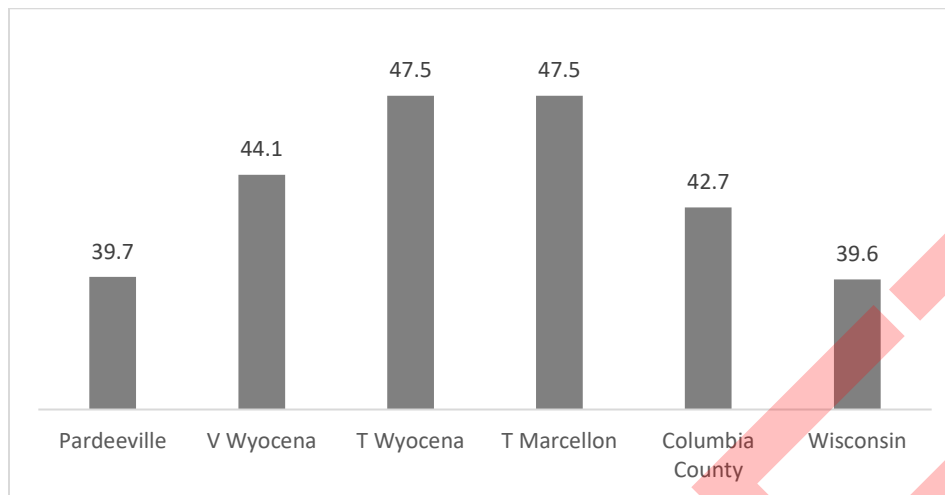
	Pardeeville		Columbia County		Wisconsin	
	#	%	#	%	#	%
2000	873	0.0%	22,685	0.0%	2,321,144	0.0%
2010	1,003	14.9%	26,137	15.2%	2,624,358	13.1%
2020	1,007	0.4%	26,565	1.6%	2,727,726	3.9%
% Change 2010-2020	4	0.4%	428	1.6%	103,368	3.9%
% Change 2000-2020	134	15.3%	3,880	17.1%	406,582	17.5%

Source: 2000 Census, 2015-2019 ACS Estimates

## 2.4 Age and Gender Distribution

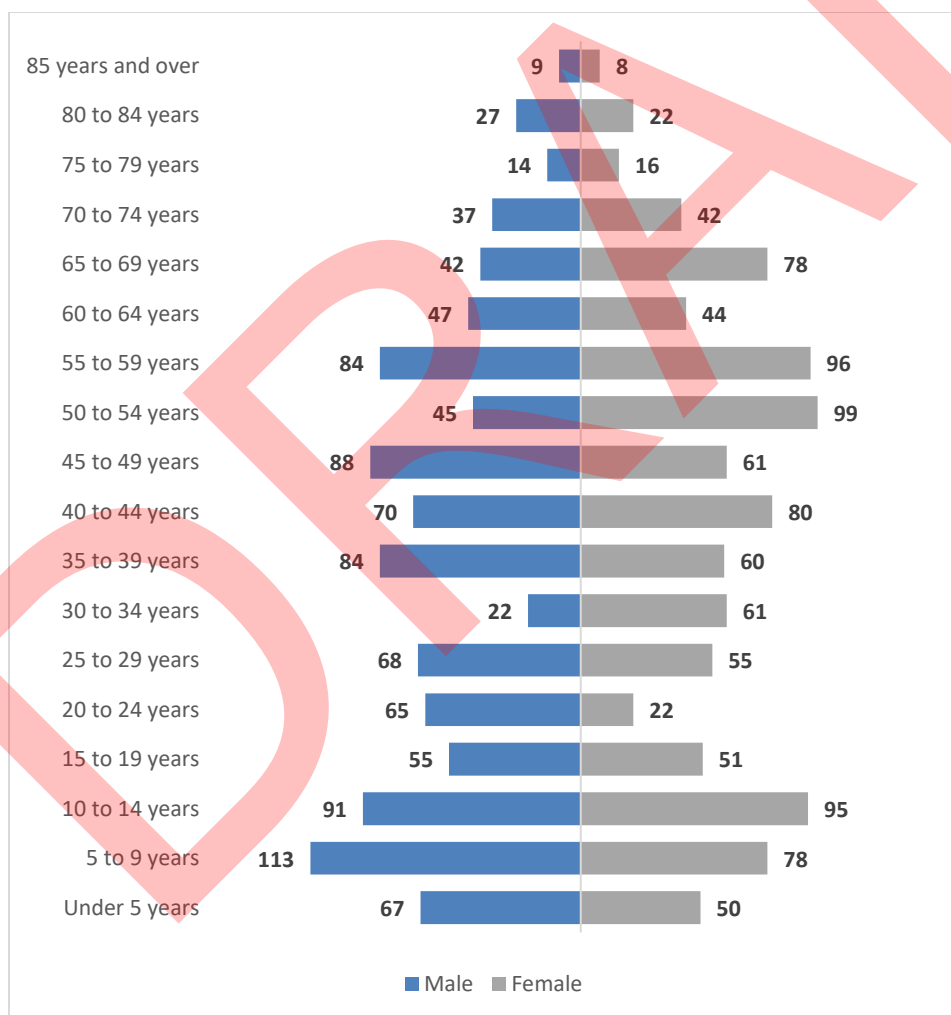
According to the 2020 Census, the median age of the residents of the Village of Pardeeville was 39.7 years which is low relative to the surrounding communities and Columbia County and just slightly above the State median age of 39.6. Please see Figure 1 for a comparison of the Village's median age with surrounding communities and the state. In the year 2020, the Village population aged 55 or older was 566 persons, or 27 percent of the total population. Please see Figure 2 for a comparison of the Village's population by sex and age group.

Figure 1: Median Age



Source: 2020 ACS 5-Year Estimates

Figure 2: Population Pyramid

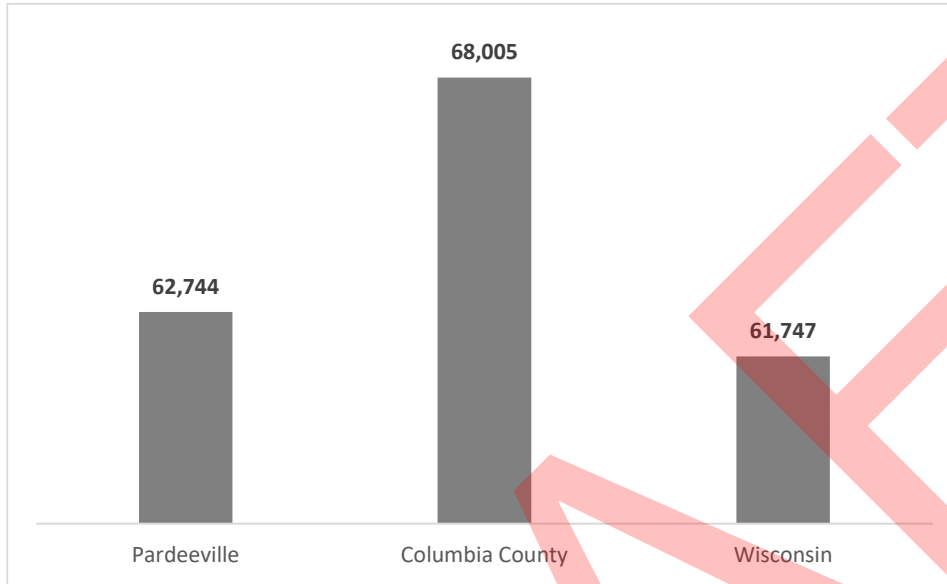


Source: 2020 ACS Estimates

## 2.5 Household Income Levels

In 2020, the Village of Pardeeville's per capita, median family and household income levels were lower than the County and higher than the State's income levels. Income has a significant impact on the affordability of housing within the community.

*Figure 3: Median Household Income*



*Source: 2020 ACS 5-Year Estimates*

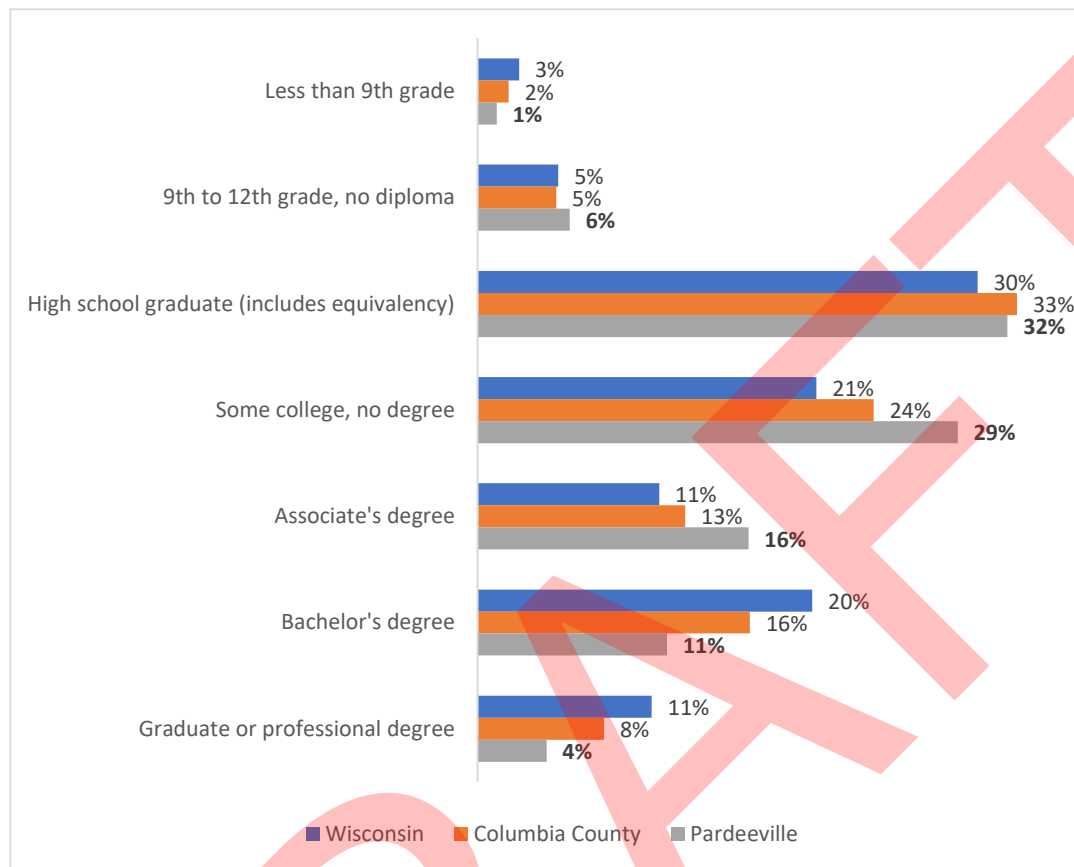
The ACS data also suggests the number of persons below the poverty level has increased in all geographies from 2000 to present with Pardeeville at 7.1%; however, the Village's poverty level is even with the County and less than the State as whole.

## 2.6 Employment & Education Levels

Educational attainment can provide valuable insight into the existing labor force, including availability of skilled and professional workers and demand for training opportunities. Figure 4 is a summary of educational attainment relative to Columbia County and the State. In the year 2019, approximately 93% of Village of Pardeeville residents 25 years or older had at least a high school diploma, which is identical to Columbia County and the State as a whole. Looking at higher education, 16% of residents obtained a bachelor's or a graduate degree, which is lower than the County (24%) and the State (31%).



Figure 4: Educational Attainment



Source: 2019 ACS 5-Year Estimates

# 3 Goals, Policies and Actions

### 3.1 Overview

All of the information contained in this plan can be divided into two types. The first set of information is based on what has occurred in the past and on current conditions. The second type of information is designed to look forward, using the historical context and current conditions as a starting point. This entire chapter is forward looking. It includes goals, policies and actions to implement the Village's hopes and aspirations for the future. It identifies what the community should look and feel like in 20 years.

The intent of this chapter is to guide decisions and decision-makers in the coming years. It will help to guide the development occurring in the private sector. It will guide capital expenditures made by the Village Board and staff. It will help give direction to a wide range of non-governmental organizations providing services within the community. It will guide the formation (or revision) of land development regulations.

The whole effort of looking toward the future started with a vision statement from which the goals, policies and actions were written to achieve that vision.

Each element of the Comprehensive Plan contains goals, policies and actions established during the planning process based on the information contained in the Community Indicators Report (Appendix A) and feedback from the public and from Village staff and the Plan Commission. This section defines goals, policies and actions as follows:

#### **Goals**

A goal is a general statement about a desired future outcome. Goals provide the big idea and direction but do not indicate how they will be achieved.

#### **Policies**

Policies are rules of conduct to be used to achieve the goals of the plan. They are intended to be used regularly to guide Village decisions.

#### **Actions**

Actions are specific activities that someone within Village government should actively pursue, sometimes in coordination with non-governmental agencies. All actions are repeated in a quick reference spreadsheet in the Implementation section of this plan.

## 3.2 Housing

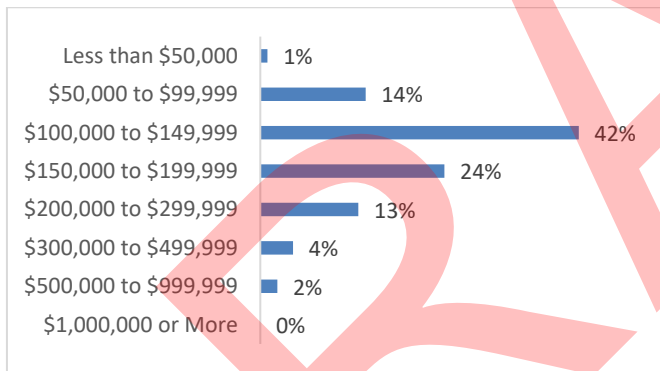
### Issues

- Affordable housing.
- Housing diversity.
- Housing density/aesthetics.
- Age of housing stock.
- Housing for special populations.
- Rental and senior housing.

### Vision Statement

Development is sympathetic to, and respectful of, the topography, the environment and changing societal demographics. New residential development should preserve natural settings, resources, and environmental corridors. Housing should be available to meet the needs of different economic groups and the desires and requirements of residents across the life span. Pictured below is the value of owner-occupied units for the village of Pardeeville.

Figure 5: Value of Owner-Occupied Units



Source: 2020 ACS 5-Year Estimates

### Goal 1

Housing and neighborhoods throughout the Village provide a range of affordable, accessible, safe and desirable housing options for existing and future residents.

### Policies

1. Promote cooperation among public and private agencies to address affordable housing issues affecting Village residents.
2. Review and approve housing development proposals based on consistency with the Land Use Chapter of this plan, including the Future Land Use Map.
3. Review all development plans to provide for the needs of varying household types. Encourage development of a variety of housing types, sizes and price points, including

## What is “Affordable Housing”?

For the purposes of this plan, affordable housing is broadly defined as any housing designed, constructed, and/or managed with the goal of being affordable to households earning less than the “Low Income” threshold as defined by the Department of Housing and Urban Development (HUD) for the Columbia County Metro Area. In 2020 that figure was \$74,000 for a family of four. Affordable housing may or may not be supported by public funding in some way and it may or may not be reserved for certain income levels. For reference, \$62,650 allows a monthly housing budget of about \$1,850 (30% of monthly income), including rent/mortgage, utilities, insurance and taxes.

attached-unit rental housing.

4. Encourage and promote the development of independent adult/senior housing within the Village as appropriate.
5. Higher density residential should typically be placed along collector and arterial roads, and as transitions between single-family and commercial developments.
6. Continue to assess housing needs and issues within the community, including a need for affordable housing.
7. Assess demographic trends to assist in addressing the housing needs of all residents, including special populations.
8. Encourage accessory dwelling units as a part of new neighborhood development, during initial construction and site design.
9. Encourage the maintenance and repair of existing housing units to promote the utilization of existing structures and to safeguard the health, safety, and welfare of Village residents.

### Actions

1. Review and approve housing development proposals based on consistency with the Land Use Chapter of this Plan, including the Future Land Use Map and associated policies.
2. Address housing affordability through the following strategies:
  - a. Utilize "Affordable Housing" TID extension in expiring districts to capture additional funds that support housing initiatives. 75% of additional funds must be utilized to address affordable housing challenges and may be used for programs such as owner-occupied rehabilitation, new home construction, or the creation of revolving loan funds, among other possibilities. 100% of increment generated through the extension must be utilized to better the community's housing stock.
  - b. Review and consider amendments to the zoning ordinance to enable development of housing formats that limit cost and increase diversity of housing stock, including smaller lots, smaller homes, attached units and "cottage court" clusters of detached homes. Identify locations for these housing forms in new and existing neighborhoods to provide a range of options for current and prospective residents.
  - c. Proactively seek out and partner with non-profit and public partners, such as the Southern Housing Region (SHR) program, that utilizes Community Development Block Grant (CDBG) to specialize in creation and preservation of affordable housing stock and providing housing assistance to income-qualified households, and create a list of resources that can be utilized by residents in need of assistance.
  - d. Encourage both State and Federal housing tax credit projects that result in new or rehabilitated income-qualified units. Proactively seek out and recruit developers that are fluent and successful in State and Federal application processes administered by the Wisconsin Housing and Economic Development Authority (WHEDA).
  - e. Work with local mortgage lenders and WHEDA to ensure all income-qualified residents have access to and knowledge of State subsidized and insured

mortgage and loan programs.

DRAFT

## **Goal 2**

Encourage housing to be sensitive to the integrity of existing and future neighborhoods.

### **Policies**

1. Encourage new residential development and redevelopment to provide an aesthetic facade that blends into the surrounding environment.
2. As new neighborhoods are created and existing neighborhoods change over time, encourage a healthy mix of housing units including single-family, duplex, townhomes, apartments and other formats. New housing should be compatible with the existing surrounding neighborhoods.
3. Encourage new housing starts in areas that are already served by public services including sanitary sewer and water.

## **Goal 3**

Maintain the historical character of Pardeeville's architecture and neighborhoods.

### **Policies**

1. Share information on, and encourage the use of, Columbia County's Southern Housing Region Program (loan program) by Village residents to assist eligible households with housing rehabilitation projects.
2. Continue efforts toward the preservation of identified historic homes and neighborhoods.
3. Encourage maintenance of identified historical housing structures to preserve the Village's heritage.
4. Continue to enforce regulations to safeguard the health, safety, and welfare of housing occupants, and to protect community character.
5. Preserve and maximize the quality of the Village's existing and historic housing stock

### **Actions**

1. Reach out to other historical organizations (state, county and local) to ensure that rehabilitation, remodeling, and new additions to historic buildings and housing structures protect the integrity of the buildings/structures.
2. Explore options for the use of revolving loan funds, or other CDBG funds, for the improvement of local housing stock.

## **Goal 4**

Provide for continued quality in construction and construction practices.

### **Policies**

1. Continue the use of UDC codes through the current building inspection services program to guide builders and homeowners and improve the quality of construction.
2. Encourage restrictive covenants on new subdivision developments to establish baseline quality in housing construction and appearance while allowing for originality and cost-effectiveness.

## 3.3 Mobility & Transportation

### Issues

- Bikeability and walkability in the Village.
- Maintenance and repair of existing roadways.
- Traffic concerns, especially along major corridors into and through the Village.
- Enhancing & improving connectivity to the region.
- Maintaining a good truck transportation network.

### Vision Statement

Provide a safe and well-maintained system of streets, highways, walking paths, bike trails, and sidewalks that links residents to jobs, services, and recreational amenities.

### Goal 1

Provide a multi-modal transportation system that serves all residents in every neighborhood.

### Policies

1. Repair and maintain, to the greatest extent possible, existing transportation infrastructure. Evaluation of existing infrastructure should consider financial feasibility, Comprehensive Plan goals and objectives, County and State transportation plans and other utility needs.
2. Continually move toward the implementation of a Complete Streets network that is safe, convenient and attractive for everyone regardless of age, ability or mode of transportation.
3. Promote complementary and compatible public and private transportation services, including the County's Aging and Disability Resource Center (ADRC) as a resource for special needs transportation and accessibility services.
4. Ensure subdivision and development applications provide adequate streets for safe and efficient traffic movement and includes the necessary bicycle/pedestrian infrastructure (e.g., sidewalks, bike lanes, trails).
5. Work with Columbia County Highway and WDOT officials on maintenance of STH 22, STH 44 and CTH P on an ongoing basis.
6. Plan and construct a STH 22 overflow spillway for Park Lake to reduce the potential for Park Lake overflows.

### What are "Complete Streets"?

Complete Streets are streets that provide safe, convenient, and comfortable routes for all users, regardless of age, ability, or mode of transportation. A network of complete streets makes the transportation network safer and more efficient for everyone, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. A "Complete Street" right-sizes infrastructure based on functional classification and traffic volumes and may include the following features: sidewalks, multiuse paths, bicycle lanes, automobile lanes, street trees, public transportation facilities and traffic calming devices.

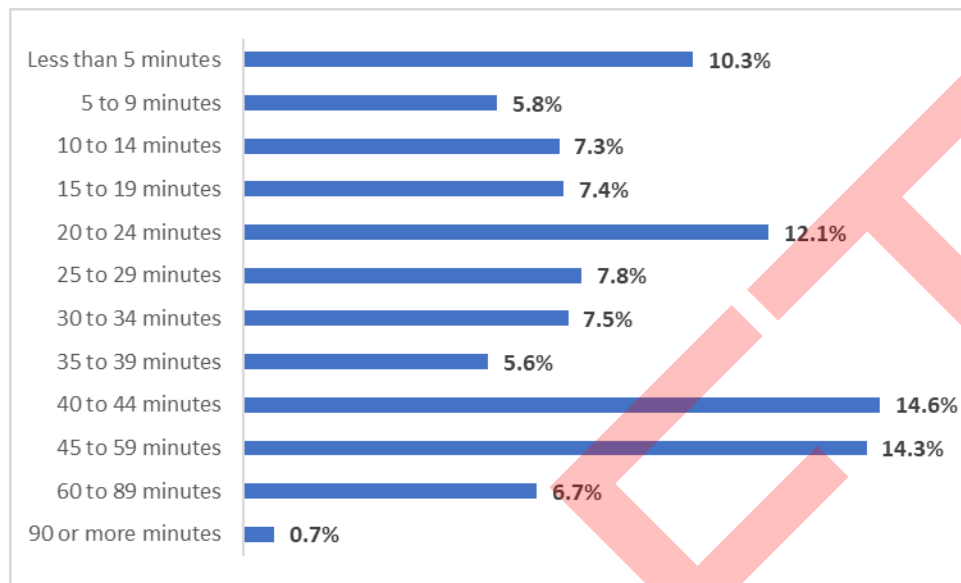


7. Maintain a well-designed bicycle/pedestrian trail and sidewalk system that links recreational areas, neighborhoods, schools, and regional trail systems.
8. Consider special assessment districts for any new development projects that place a burden on or require the upgrading of adjacent Village streets that will experience increased traffic.
9. Seek compliance with the requirements of the Americans with Disabilities Act (ADA) whenever an existing facility (sidewalks, trails, etc.) is reconstructed.
10. Plan for (using Pardeeville's Official Map) and develop new portions of the transportation system to be compatible with existing and future land use patterns, maintaining safety and operational efficiency.
11. The Village will provide adequate downtown public parking to support and promote business growth, while maintaining a compact urban downtown environment.
12. Collaborate with Pardeeville Area School District on safe transportation for students, including walking, biking, and bussing, both in the neighborhoods and near each school site.

### **Actions**

1. Biennially evaluate Village roads using the Pavement Surface Evaluation and Rating (PASER) program.
2. Annually review and update the Official Map, or as needed.
3. On a biennial-basis, evaluate the downtown parking network to maintain a healthy supply of parking. If the evaluation suggests an under-supply of parking, consider parking strategies improvements such as short-term parking, compact car spaces, better signage to under-utilized parking lots, increase employee parking education, and expanding/building new parking lots.
4. Work with Pardeeville School District to provide bicycle education in grade schools and middle schools every year.
5. Prepare a conceptual neighborhood plan in areas slated for growth prior to development in order to ensure good street connectivity and adequate bicycle accommodations.

Figure 6: Travel Time to Work



Source: 2020 ACS 5-Year Estimates

## Goal 2

Work cooperatively with other agencies to develop a local and regional transportation network that provides safe options for traveling to, from and through the Village. Figure 6 above shows the average commute times for workers in Pardeeville.

## Policies

1. Whenever possible, new Village transportation infrastructure construction and maintenance should occur in accordance with local, State and County transportation plan schedules.
2. Connect trails and sidewalks located in the Village with regional (County/State) trails, where possible, and as opportunities arise.
3. Work with Columbia County to promote the addition of bicycle accommodations to Town/County roads, including exploring funding opportunities through the Department of Transportation [e.g., Transportation Alternative Program (TAP)].
4. Work with State and County agencies to integrate transportation plans that will benefit Village residents and develop efficient transportation infrastructure throughout the region.
5. Encourage the use of the State's Rideshare program.
6. Consider acquisition of private lands for the staging of vehicular parking for a "park and ride" facility.
7. Encourage development of snowmobile and ATV trails with connections to other communities.

## Actions

1. Consider steps on an annual basis to complete connections in the regional bikeway network. Work with neighboring jurisdictions, WisDOT, Wisconsin DNR and other key

stakeholders to plan, study and fund expansion of the regional network.

2. Work with Wisconsin Department of Transportation to utilize abandoned rail corridors as multi-use trails as they become available.

### **Goal 3**

Ensure that the transportation system is designed, built, and maintained to conserve existing natural resources.

#### **Policies**

1. Encourage development of a transportation system that minimizes environmental impacts. Consider the use of “green street” principles in new and reconstructed streets to mitigate the stormwater runoff impact of the street.
2. Leverage new technology to improve safety and reduce the environmental impact of the Village’s transportation system.

#### **Actions**

1. Review the Village’s off-street parking requirements periodically (at least every two years) to assess their effectiveness in making efficient use of land for vehicle parking.
2. Evaluate the potential for funding and installing plug-in outlets for electric vehicles in Village parking lots.

### **What are “Green Streets”?**

A green street is a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams. (epa.gov)

## 3.4 Economic Development

### Issues

- Downtown area needs revitalization
- Additional industry/jobs is needed
- Need for additional (affordable & senior) housing to support business growth
- Too many storage facilities

### Vision Statement

The Village of Pardeeville will foster business development and promote the revitalization of the downtown district, while retaining existing businesses and preserving the character of the Village.

### Goal 1

Develop and support a comprehensive approach to development activities in the Village of Pardeeville that will expand and diversify the local economy.

### Policies

1. Ensure there is an adequate supply of development and redevelopment sites ready for new business investment.
  - a. Consider new annexations to facilitate growth, as necessary and feasible.
  - b. Encourage retail commercial development and services to locate in existing commercial districts in the downtown area and along Main Street (Highway 22).
  - c. Build infrastructure and consider incentivizing expansion of the industrial park to provide more higher-paying jobs in the Village.
2. Maintain existing infrastructure to support current and potential commercial activities.
3. Support locally owned businesses, small businesses and start-up businesses.
  - a. Support the establishment of a business incubator to help startup companies and individual entrepreneurs.
  - b. Provide coworking (shared office) spaces to support remote workers who wish to work in an office setting.
4. Encourage development that is financially sound, environmentally friendly, fits the community character, and does not create land use conflicts.
5. Allow for creation and expansion of TIF Districts in the Village where appropriate.
6. Support clean-up of environmentally contaminated sites and/or blighted sites utilizing the Brownfield initiative through the WDNR or WDOC.
7. Promote community events in the Village along with the parks and natural features such as Park Lake, Spring Lake, and Fox River.

### Actions

- A. Meet with appropriate agencies to ensure that efforts for economic development activities in the region are coordinated, such as Columbia County Planning and Zoning and the Wisconsin Department of Transportation.
- B. Continue working with CCEDC to market the Village's available sites and communicate on available leads for follow-up.
- C. Develop business/industrial park along the extension of Vince Street to Gillette Street or Industrial Drive. See Business Park Expansion concept in the Future Land Use Chapter.
- D. Explore options for the use of revolving loan funds, or other DOC funds, for the creation of jobs in the Village.

## **Goal 2**

Revitalize the downtown district, while maintaining existing businesses and preserving historic structures.

### **Policies**

- 8. Encourage pedestrian-oriented development in the downtown.
- 9. Maintain an adequate amount of public parking in the downtown area.
- 10. Support clean-up of environmentally contaminated sites and/or blighted sites utilizing the Brownfield initiative through the WDNR or WDOC.
- 11. Address aesthetics issues and property utilization in the downtown.
- 12. Support festivals, recreational and community events that attract visitors and spending at local businesses.

### **Actions**

- E. Consider creating a downtown façade improvement program to improve the appearance of storefront, as well as establishing design guidelines or standards to guide investment.
- F. Work to designate historical landmarks to maintain the historical character of the area.
- G. Consider the Wisconsin Economic Development Corporation (WEDC) programs (e.g., Connect Communities Program) to invigorate the downtown district.
- H. Develop a strategy to market and promote the downtown working cooperatively with the Pardeeville Area Business Association and other stakeholders.

## 3.5 Agricultural, Natural & Cultural Resources

### Issues

- Improve the water quality of Park Lake, Spring Lake and the Fox River.
- Preserve the historic downtown.

### Vision Statement

The Village of Pardeeville will work in cooperation with the townships of Pacific, Wyocena, and Marcellon to protect agricultural land for future generations. The Village also recognizes the importance of its natural, cultural and historic resources. The Village will preserve and protect these resources and promote the history and distinctive architectural landmarks that enhance the character and charm of Pardeeville.

## 3.5.1 Agricultural Resources

### Goal 1

Preserve productive agricultural lands in balance with development of the Village.

### Policies

1. Promote infill and redevelopment initiatives on under-utilized sites within the Village as the preferred development type, reducing development pressure on agricultural lands.
2. Limit development in agricultural areas identified within this Plan's Future Land Use Map.

### Actions

1. Initiate meetings with adjacent townships to discuss items of mutual concern, particularly related to preserving productive farmland and agricultural practices that protect natural resources from runoff and chemical contamination.

### Goal 2

Increase access to local, healthy, affordable, and culturally specific food options.

### Policies

1. Allow agricultural uses in the Village that support community agriculture and food access.
2. Encourage Community Supported Agriculture (CSA) programs and other local agricultural initiatives.

## 3.5.2 Natural Resources

### Goal 1

Balance conservation of and increased access to natural resource amenities.

### Policies

1. Site development and infrastructure improvements in areas with least possible impact to natural environments.
2. Maintain naturally occurring floodwater storage areas and flood discharge mechanisms by preventing filling and construction in regional floodplains and encourage landscaping practices that help to filter and infiltrate rainwater.

3. Promote water management practices that mitigate stormwater impacts on surface waters, minimize erosion, and maintain ecosystem function.

#### **Actions**

1. Continue to partner with the County and other municipalities to proactively address flood mitigation, especially in implementing the County's 2020 Hazard Mitigation Plan.
2. Consider purchasing properties within the floodplain as they become available and restore properties to natural vegetation for stormwater management and flood mitigation.
3. Develop and make available public education materials discussing practices and strategies to minimize runoff, chemical pollution and contamination in order to protect ground and surface water.
4. Develop and maintain a list of preferred native plants and trees for landscaping to be used for assistance in development review and project planning.

#### **Goal 2**

Protect and preserve water quality of lakes, rivers, and wetlands within the Village limits

#### **Policies**

1. Establish environmental buffer areas within the Village limits and Park Lake Watershed. Preserve environmentally sensitive areas such as wetlands and floodplains and establish conservancy areas.
2. Develop adequate storm water management/erosion control regulations to protect surface and groundwater resources throughout the Village Planning Area.
3. Maintain the Village's 100-year floodplain map in accordance with Wisconsin DNR (Department of Natural Resources) regulations and insurance requirements.
4. Work with Columbia County Land Conservation in efforts where available to reduce nutrient loading from upstream sources.
5. Develop a comprehensive analysis of sewerage non-sewered areas around Park Lake, working in concert with local governments and property owners to protect the water quality of Park Lake.
6. Prohibit the application of chemicals that are detrimental or hazardous to water quality within the Village Planning Area.
7. Prohibit new development on environmental buffer areas or conservancy areas.

#### **Goal 3**

Maintain air, groundwater, and surface water qualities for current and future populations of the Village to enjoy. Protect Village groundwater aquifer and ensure adequate water supply for future generations.

#### **Policies**

1. Enforce local regulations for storm water, erosion control and other environmental regulations as in the best interest of water quality of Park Lake.
2. Enforce all State and local codes/ordinances regarding private septic systems in non-sewered areas within the Park Lake Watershed and within the Village Planning Area.
3. Encourage the extension of sewer and possibly water mains around Park Lake to protect

the Lake.

4. Enforce the well-head protection ordinance in areas as designated by WDNR and Village Ordinance.

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## 3.5.3 Cultural Resources

### **Goal 1**

Preserve and create new places and events that contribute to the identity of Pardeeville.

### **Policies**

1. Support community events and programming year-round that activate the downtown, attracting residents, patrons and visitors alike. Programming should appeal to all members of the community.

### **Goal 2**

Preserve and promote the Village's historic structures and sites.

### **Policies**

1. Encourage rehabilitation of culturally, historically, and architecturally significant buildings that contribute to the character of the Village.
2. Cooperate with local, county and state historical organizations to promote a greater awareness of historic preservation.

### **Actions**

1. Maintain an inventory of historic, architecturally and culturally significant buildings.

## 3.6 Utilities & Community Facilities

### Issues

- Availability of utilities for undeveloped or underdeveloped land within the Village.
- Desire for more public parkland, but concern with maintenance and repair of current park facilities.
- Downtown building façade improvements are needed.
- There is a need for additional downtown parking.
- Desire for more community gathering spaces.
- Expand access to senior facilities and services.
- There is a need for additional childcare services.

### Vision Statement

Community services and facilities that are functional, address the needs of our diverse population, recognize our commitment to the Village's natural heritage, and adapt and change as the community grows. Services include programs that promote a neighborly atmosphere that reflect the concerns of individuals and families in the community.

## 3.6.1 Utilities

### Goal 1

The Village of Pardeeville will have a high-quality, cost-effective, well-planned and efficient system of public utilities.

### Policies

- Maximize the effectiveness and efficiency of existing Village infrastructure investments by channeling growth into already served or planned service areas and carefully regulating new growth and development.
- Serve all urban development within the Village of Pardeeville with the full array of urban services including municipal sewer, water, and electric, stormwater management facilities, municipal police and fire protection, refuse removal, urban street, etc.
- Maintain and improve the utility infrastructure to ensure adequate coverage and integrity to serve existing users and accommodate new service areas. The first priority will be maintaining the reliability of existing systems and services.
- All new development proposals shall be reviewed by all Village departments to ensure that essential utilities can be provided to the subject development area in a timely and efficient manner.
- Require all utilities to verify serviceability and capacity to the existing system, based on current standards and codes.
- Cooperate with other units of government where available to avoid duplication of services.
  - a. Review requests for cooperative facilities/services with other government agencies as they may be available from time to time. Continue inventory existing water and sewer utilities and facilities within the Village, and plan for the orderly extension of such utilities when necessary to serve new

growth areas.

### **Actions**

- Annually review the existing data relative to conditions and capacities of all current water and wastewater facilities and repair/upgrade facilities as needed to serve both existing and future populations.
- Promote available incentives, energy audits and appliance recycling offered through Pardeeville Public Utilities, Focus on Energy or other sources to assist individuals and businesses with energy efficiency and renewable energy measures.

### **Goal 2**

Utility system planning and implementation will occur in coordination with land use and transportation plans and projects.

### **Policies**

#### **Land Development**

- Avoid environmentally sensitive areas when planning the location of utilities to minimize adverse impacts, to the greatest extent possible.
- Maximize the use of existing utility systems by encouraging infill development that uses existing infrastructure investments.
- Discourage inefficient “leap-frog” development that results in infrastructure constructed before there is adequate customer base in place to support its maintenance.
- Adhere to the Village’s annexation policies and Official Map (if adopted) when determining the feasibility of serving possible annexation lands with utilities.
- Strongly discourage new suburban development served by septic systems (i.e. residential densities greater than one unit per 35 acres, non-agricultural commercial, industrial, and institutional) within the Village’s planning area.
- Require new development to pay the full cost of new municipal services needed to support the development, so that the existing taxpayers are not burdened with inequitable taxes or service costs. Consider methods to recover the costs of new Village utility facilities necessitated by new growth, such as impact fees.

#### **Electrical System**

- Continue to bury existing utilities, where feasible, as redevelopment and street reconstruction occurs, and continue to require utilities in new developments to be underground.
- Continue to support public/private partnerships to co-locate telecommunication facilities (e.g., antennas on a water tower, small cells on/in street light poles, etc.).
- Encourage the public utility to use of renewable energy systems to reduce demand on public utilities and the need for expansion.

- Maintain Village ordinances and/or plans that decrease light pollution, while insuring the safety of citizens. This includes use of more efficient street lighting, and maintaining guidelines/restrictions for commercial and residential exterior lighting.

### **Water Supply**

- Continue to evaluate and identify quality concerns with contents of existing Village wells when new development is proposed.
- Upgrade existing local water, sewer and storm sewer to current standards to the extent practical and financially feasible. Pursue CDBG, Rural Development, Clean Water Fund and/or Safe Drinking Water Fund grants and loans for municipal utility projects as appropriate.
- Continue maintenance of the dam structure and appurtenances, to provide longevity and stability of this vital community resource Municipal wells shall be located in areas where there will be minimal impact on groundwater and groundwater recharge, including outside of capture zones for springs.
- The Village will encourage water conservation methods and practices when feasible, such as:
  - a. Encourage the use of no-flush restroom fixtures in commercial businesses; and,
  - b. Encourage the replacement of older fixtures with low-flow fixtures through public education and awareness.

### **Sanitary Sewer**

- Parcels within the Village on septic systems shall be connected to the public sewer system in accordance with the Village's ordinances.
- Work to mitigate excessive infiltration and inflow in the sanitary sewer system.
- Update and maintain water and sewer maps to include all mains and approximate services.

### **Surface Water & Stormwater Management**

- Improve the quality of surface water runoff by continuing to implement stormwater best management practices, maintaining the stormwater management system and expanding facilities as necessary in accordance with the Village's policies and ordinances (e.g., Drainage Ordinance).
- Encourage residential and nonresidential properties to implement additional stormwater management techniques to reduce the impacts of stormwater discharge (e.g. rain gardens, rain barrels, green roofs, bioretention basins, oil and grease filters) on surface and groundwater resources.
- Consider implementing best management practices with respect to stormwater management and erosion control measures, including the use of rain gardens, at Village facilities.

- Explore and consider alternative winter maintenance methods to reduce rock salt usage (e.g., salt brine) to protect water quality and the natural environment.

#### **Actions**

- Investigate the potential benefits of a regional wastewater treatment facility when current facility is projected to reach 80% capacity.
- Review conditions and capabilities of all current power plant, transmission lines and electric utilities as needed, and repair or upgrade facilities as needed to serve both the existing and future population.
- Conduct an Impact Fee Needs Assessment on all potential municipal utilities and facilities in order to impose impact fees on new development that has an impact on the level of service for such systems. Review and potentially update every ten years, at a minimum.

### **3.6.2 Community Facilities**

#### **Goal 1**

Maintain and provide community facilities and services that create a safe, attractive, and healthy environment that meets the needs of current and future Village residents.

#### **Policies**

##### **General**

- Require all new development proposals to be reviewed by all Village departments and agencies so that essential Village services and facilities can be provided to new developments in a timely and efficient manner.
- Require new development to pay for the costs associated with the Village providing or expanding utility infrastructure, especially stormwater management, to the development.
- Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to, one-time capital costs, life cycle operating and maintenance costs, revenues from the project, and costs of not doing the project.
- Make major project specific capital decisions by the Village Board through the adoption of the Village's operating budget and the Capital Improvement Program and budget.
- Collaborate with private organizations that are serving the recreation needs of families, especially those that focus on the needs of seniors, youth and lower-income families.
- Review facilities for the growing senior segment of the community, such as a senior center facility or other private senior activity center.
- Continue the promotion of the Library for its use as a community-wide facility accessible to all citizens, as well as for older residents in the Village.
- Continue the support of the Library and its location in the downtown area.

- Prioritize the incorporation of green building technologies, energy saving measures and renewable/alternative energy technologies into all new and remodeled Village-owned buildings. Seek grant opportunities to support this.
- As feasible, locate public-use community facilities where they are accessible to a majority of their expected users by walking or bicycling.

#### **Parks & Trails**

- Develop and maintain safe and attractive community gathering spaces and parks facilities that meet a wide range of recreational needs, both passive and active.
- The Village will maintain a Comprehensive Outdoor Recreation Plan and will support the periodic update of the plan to maintain grant eligibility.
- Continue to work closely with the school district to identify and explore options for sharing recreation facilities.
- Consider the use of renewable energy systems at park facilities, including solar lighting and heating.

#### **Emergency Services**

- Continue to evaluate the need for expanded public safety services and facilities (police, fire and EMS) to respond to the needs of the community as it grows and encourage volunteerism associated with Fire and EMS services.
- Ensure that public safety facilities are located to provide acceptable response times to existing development and can accommodate future growth areas.

#### **Waste Management Services**

- Maintain contracts with waste disposal services to require the recycling of domestic and commercial waste in a manner that is environmentally sound and cost-effective.
- Consider additional opportunities to reuse waste materials generated by Village processes as new options and uses become available.
- Continue to encourage recycling and minimize waste.
- Continue to provide public education and awareness of recycling opportunities for all waste streams, including computers, electronics and appliances (e.g. hazardous waste and e-cycle pickup).

#### **Coordination with Non-Government Organizations**

- Consider the use of public/private partnerships and maintain communication with private organizations to increase efficiencies.
- Collaborate with private organizations that are serving/providing community services to serve the needs of the population (e.g., daycare, healthcare, senior services etc.), particularly the youth, the elderly and those with special needs.
- Promote the development of additional certified childcare facilities within the Village.

- Continue to be supportive of non-profit organizations in the community that provide services and programs for families, seniors and individuals needing assistance.
- Work with the Pardeeville Area School District to maintain a high level of service and adequately plan for the growing needs of the community. Ensure coordination of school facilities planning with land use and utility planning.

### **Actions**

- Annually review the police, fire, and emergency medical services in the Village and continue to review all options for providing services that meet the needs of residents. Meet with neighboring jurisdictions, as necessary, to review fire protection and ambulance service mutual aid and/or contractual intergovernmental services.
- During the annual capital improvement planning process, consider budgeting for implementation of the recommendations of the adopted Wisconsin Statewide Comprehensive Outdoor Recreation Plan.
- Coordinate annually with Columbia County to implement a periodic clean sweep program to dispose of hazardous wastes and a prescription drug disposal program.
- Revisit the subdivision ordinance requirement for parkland dedication, considering dedication fees for all rezones that increase the number of dwelling units.
- Create a communications plan to develop strategies and tools to improve public dialogue and encourage public engagement within the Village of Pardeeville.
- Develop a strategy to encourage and recognize community involvement in volunteer services by people of all ages.

## **3.7 Collaboration & Partnerships**

### **Issues**

- Communications between units of government.
- Communication between the Village and the Pardeeville Area School District.
- Coordination of land use planning & zoning.
- Cooperation to reduce costs or improve services.
- Project specific cooperation.

### **Vision Statement**

Engage in communications with appropriate units of government that impact the Village of Pardeeville for the purpose of cooperation and coordination of essential services, land use planning, extra-territorial land division review, annexation issues, zoning, environmental, education, recreation, and economic projects and concerns of mutual interest.

### **Goal 1**

Collaborate with neighboring communities and other government entities to achieve sustainable growth patterns in the Pardeeville area.

### **Policies**



- Openly communicate and work closely with surrounding local government entities to manage land use/zoning environmental/stormwater and extraterritorial boundary issues.
- Protect natural systems and the Village's ability to grow by exercising plat approval authority within the Village's mile-and-one-half jurisdiction (0.75 miles to the south).
- Work closely with the Pardeeville Area School District to foster communication, relationships and knowledge about planning and growth activities.
- Work with the Town of Marcellon, Town of Wyocena, Village of Wyocena, Columbia County, Pardeeville Area School District and appropriate state agencies on land use, natural resource, transportation, and utility/community facility issues of mutual concern.
- Consider the exploration of sanitary district feasibility studies and preliminary analyses for the protection and preservation of Park Lake.
- Distribute development plans to contiguous local governments when there is mutual interest.
- Openly communicate and involve non-governmental organizations that have a mutual interest in land use planning.
- Consider future long-term joint planning with the Village of Wyocena with regard to shared services, personnel and facilities where appropriate and financially responsible.

#### **Actions**

- Meet annually with representatives from neighboring municipalities and Columbia County to discuss common issues related to planning, zoning, land use, and emergency services.
- Meet annually with the Pardeeville Area School District involving elected officials and key staff for both the Village and the School District to discuss opportunities for collaboration and issues of concern.
- Work with the surrounding municipalities to develop an intergovernmental agreement that protects future growth areas and utilities extensions routes for the Village, protects stormwater/environmental corridors, and defines the jurisdiction and maintenance of certain roads that serve both jurisdictions.

#### **Goal 2**

Enhance the efficiency and quality of public services by collaborating with other governmental entities in the region.

#### **Policies**

- Work cooperatively with other units of government and seek intergovernmental agreements that can provide cost-effective and/or higher-quality public facilities and services.



- Coordinate with all adjoining jurisdictions during outdoor recreation planning to seek complementary recreation investments where service areas overlap. Work to avoid duplication of unique amenities.

#### **Actions**

- Review existing intergovernmental agreements at least every five years and amend the agreement as needed.
- Explore opportunities for state and federal grants to develop joint services with contiguous municipalities to reduce costs and improve services.

#### **Goal 3**

Maintain communication with key officials representing local agencies.

#### **Policies**

- Submit this Plan (and any subsequent amendments) to adjoining local municipalities and districts in accordance with State Statute and review plans submitted to the Village likewise. Interact with communities in their respective Comprehensive Plans or amendments as available.
- Maintain communication with liaisons from the Pardeeville Area School District to the Village of Pardeeville.
- Continue active role in Pardeeville Lakes Management District to stay involved as a key player in the preservation of Park Lake.
- Consider the promotion of communication efforts by providing for Village liaisons on outside municipality/agency boards or commissions.

### **3.8 Land Use**

#### **Issues**

- Lack of growth areas in the Village limits
- Vitality of downtown
- Need for more rental housing development
- Need housing for seniors to age in place

#### **Vision Statement**

The Village of Pardeeville will foster reasonable and orderly future growth in a manner that allows services to be provided efficiently and economically, while at the same time maintaining Pardeeville's small-town character, protecting natural resources and promoting sustainable development.

#### **Goal 1**

Create an economically and environmentally sustainable development pattern.

#### **Policies**

1. New development within the Village's jurisdiction should support the efficient use of public services and infrastructure.

- a. Land development will be coordinated with planning for efficient public facilities and services.
  - b. Infill development that uses existing infrastructure is strongly encouraged. Leapfrog development that requires costly infrastructure extensions through undeveloped lands is discouraged.
  - c. The Village will collaborate with Columbia County and adjacent townships to enable new development within the Village's growth areas that is compatible with the use, density, and configuration recommendations of this plan. The Village cannot regulate use outside its boundaries (unless extraterritorial zoning is established in cooperation with a township) but will seek outcomes that are compatible with future urban development and could someday be served efficiently by the full array of urban services. Any development in the planning area should be consistent with the Village Subdivision Ordinance.
2. Encourage development that uses land efficiently.
    - a. Encourage infill development and higher density redevelopment on sites already surrounded by urban uses.
    - b. Promote the inclusion of residential formats in every neighborhood that minimize land consumption, including small lots and attached units.
  3. Protect and respect natural resources and systems in all development decisions.
    - a. Preserve environmental corridor features including waterways, floodplains, wetlands, ground water recharge areas, steep slopes (greater than 20%), wildlife habitat, scenic vistas, and mature woodlands through the enforcement of the Village's Subdivision Ordinance, Zoning Ordinance and Official Map.
      - i. Although residential development may be permitted in woodlands, developers should be encouraged to design developments in such a manner so as to preserve mature vegetation, particularly along the street and highway rights-of-way.
      - ii. Require environmental corridor features to be accurately depicted on all site plans, certified survey maps, preliminary plats, and final plats.
    - b. Encourage the clean-up of contaminated sites to foster redevelopment of brownfields.
  4. Make land use decisions in accordance with the approved and adopted Comprehensive Plan, as well as any other pertinent development plans that are approved and adopted. Consider long-term implications of land use decisions.

#### **Actions**

- A. Continue to exercise extraterritorial plat review powers.
- B. Meet periodically with representatives from neighboring towns and Columbia County to discuss land use issues as needed.

#### **Goal 2**

Promote and maintain quality neighborhoods throughout the Village.

**Policies**

5. Use the Village review processes to encourage design for land use compatibility. Consider the following design guidelines in these reviews:
  - a. Land Use Planning. Maintain adequate physical separation between residential areas and uses that tend to produce excessive noise or odors, without sacrificing pedestrian and bicycle connectivity. Locate community facilities such as schools, churches, libraries, museums, parks and community centers in strategic locations that enhance and are safely accessible from the surrounding neighborhoods.
  - b. Site Design. Direct traffic from higher volume uses to collector and arterial streets, away from neighborhood streets. Use screening (walls, landscaping, berms) to create separation when distance alone is not possible or sufficient. Design the site so that major activity areas such as building entrances, service and loading areas, parking lots and trash receptacle storage areas are oriented away from less intensive land uses to the greatest degree possible. Reduce the impact of parking areas with physical separation and visual barriers.
  - c. Building Design. Encourage building and site design techniques to make larger buildings more compatible with smaller residential uses, such as increased setbacks, stepped-back upper stories, and architectural strategies to break up the apparent volume of the building. Require building design and materials standards for all multi-family uses and nonresidential uses in neighborhood settings. Encourage underground parking facilities when feasible.
  - d. Lighting Design. Outdoor lighting of parking, storage and service areas shall be designed to minimize spillover of light onto adjacent properties and public rights-of-way.
6. Institutional land uses (schools, churches, community centers, etc.) should communicate with surrounding neighbors whenever they are considering long-term expansion plans. Village staff should facilitate this process by creating (or requiring) detailed small area plans that include the possible expansion.
7. Enforce property maintenance codes to maintain neighborhood quality and prevent blight.

**Actions**

- C. Review and update the zoning ordinance to be maintain compliance with the policies in this Plan.

**Goal 3**

Allow for residential and economic growth in areas as designated by this plan.

**Policies**

8. Address long-term aesthetics and utilization of the Downtown Business District.
9. Fill the existing Industrial Park as preferred venue for similar uses when demand is available. This is the primary industrial growth area as designated by this Plan.

10. Encourage the development of additional residential units in the areas south of Maple Street and east of the existing residential development on Vince Street. Other potential development areas include the Warnke Street Extended area, and the Schneider Street Extended area.
11. Allow for secondary residential growth areas in the adjacent EJT areas north of the Village and the remaining Vince Street extended area.
12. If additional business demand increases, a primary commercial development area along STH 22 Corridor South (south of existing Village limits).
13. Consider senior oriented housing projects in areas with good public access and services, such as the downtown.
14. Review extraterritorial plats within the extraterritorial plat review jurisdiction of the Village with the understanding that agricultural uses surround the Village and will likely remain that way in the Planning Period, except for annexation requests considered/approved by the Village that are appropriate to provide density/services that cannot be provided by Town or Sanitary District means.

# 4 Future Land Use Plan

## Contents

## 4.1 Using the Future Land Use Map

The Future Land Use Map contains different land use categories that together illustrate the Village's land use vision. These categories, including explanation of the Village's intent, zoning, design and development strategies for each, are described in this chapter.

This plan includes two Future Land Use Maps: Planning Area and Village-wide. The Village-wide map is scaled to enable more detailed illustrations of future land uses by parcel.

The Future Land Use Map presents recommended future land uses for the Village of Pardeeville and its extraterritorial jurisdiction. This map and the associated policies form the basis for land development decisions and are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map (or in the map note) and the corresponding plan text.

### **Statement of Intent & Typical Use**

The future land use categories identify areas by their primary intended uses, character and densities (herein described as "Statement of Intent & Typical Uses"). These classifications are not zoning districts - they do not establish binding performance criteria for land uses (i.e. setbacks, height restrictions, etc.) nor are they intended to list every possible use that may be permitted within the future land use class classification.

Parcels on the Future Land Use Map are identified by their primary intended uses; however, some of the parcels on the Future Land Use Map have yet to be platted or subdivided. The Village recognizes that detailed site planning to identify precisely how larger unplatted parent parcels (herein referred to as "unplatted new development areas") may be subdivided, zoned and developed is outside of the scope of a comprehensive plan. The Village may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The Village may also require that developers create neighborhood plans for these areas prior to submitting requests for rezonings or preliminary plats.

### **Potentially Acceptable Zoning Districts**

The future land use classifications identify those existing Village of Pardeeville Zoning Districts that are "consistent" within each future land use category (herein described as "Potentially Acceptable Zoning Districts"). The list of potentially acceptable zoning districts will be used by the Village to confirm whether requests for rezoning of property are generally consistent with this plan. Areas subject to Village zoning districts include all lands located within the Village of Pardeeville municipal boundary. Areas outside the municipal boundary, but within the Village's extraterritorial plat review jurisdiction are subject to the Village's Subdivision Ordinance in addition to applicable county or local township zoning and land division regulations.

### **Effect on Zoning**

Land use and design policies in this plan should be considered during all development processes, especially in land division and rezoning or zoning ordinance amendment processes when consistency with the plan is a statutory requirement. Where development is proposed under existing zoning regulations, including any Planned Unit Development districts, the regulations of existing zoning supersede policies in this plan.

The identification of future land use categories and potentially acceptable zoning districts does not compel the Village to approve development or rezoning petitions consistent with the future

land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, its potential effect on Village transportation infrastructure, the capacity and ability to provide services to the site, and the phasing of development, before any development applications are approved. In addition, it is not anticipated that all areas suggested for future (re)development on the Future Land Use Map will develop or be rezoned for development immediately following adoption of this Comprehensive Plan. In some cases, it may be years or decades before (re)development envisioned in the plan occurs due to market conditions, property owner intentions, and Village capacity to serve new (re)development.

## 4.2 Amending the Future Land Use Map

It may from time to time be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See **Chapter 5 (Implementation)** for a description of the procedural steps for amending any aspect of this plan. The following criteria should be considered before amending the map:

**Compatibility** - The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with an emphasis on existing residential neighborhoods. A petitioner may indicate approaches that will minimize incompatibilities between uses.

**Natural Resources** - The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. Any proposed building envelopes are not located within the setback of Shoreland and Floodplain zones (or is raised above regional flood line). The proposed development will not result in undue water, air, light, noise pollution or soil erosion. Petitioners may indicate those approaches they intend to use to preserve or enhance the most important and sensitive natural features of the proposed site and mitigate impacts to surrounding properties.

**Transportation** - The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles. The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety concerns for motorists, bicyclists, or pedestrians. Petitioners may indicate those approaches they intend to use to mitigate transportation compatibility concerns.

**Ability to Provide Services** - Provision of public facilities and services will not place an unreasonable financial burden on the Village. Petitioners may demonstrate to the Village that the current level of services in the Village, or region, including but not limited to school, emergency services, police, fire, EMS, parks and recreation, library services, and water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Village with any shortcomings in public services or facilities.

**Public Need** - There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive social and fiscal impact on the Village. The Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

**Adherence to Other Portions of this Plan** - The proposed amendment/development is consistent with the general vision for the Village, and the other goals, policies and actions of this



plan.

### 4.3 Interpreting Boundaries

Where uncertainty exists as to the boundaries of future land use categories shown on the Future Land Use Map, the following rules will apply. If uncertainty still exists, the Village Board shall decide any inquiries related to map boundaries upon recommendation of the Plan Commission.

1. Boundaries indicated as approximately following the center lines of streets, highways, or alleys will be construed to follow such center lines.
2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
6. Boundaries indicated as following the center lines of streams, rivers, canals, or other bodies of water will be construed to follow such center lines.
7. Boundaries indicated as parallel to extension of features indicated above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

### 4.4 Future Land Use Categories

This section includes a description of each of the Future Land Use Plan categories. These categories include recommended land uses (e.g. residential, commercial, industrial), and land use densities (i.e. dwelling units per net acre). All zoning decisions, land divisions, utility extensions, capital improvement projects, and related land development activities and decisions should be consistent with the recommendations of the Future Land Use Plan. Refer to the Planning Area Maps of this chapter for more information regarding specific planning areas.

#### **NEIGHBORHOOD RESIDENTIAL (NR)**

**NR** areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), and daycare facilities. Most of the area designated as **NR** is or will be used for single family homes, but a variety of other housing types are appropriate within this designation, including duplex, town home, and small multi-unit formats (up to 4-units in a building). The purpose of the **NR** designation is to achieve balanced neighborhoods while also ensuring compatibility between differing housing types and forms.

The following policies include design guidelines to ensure compatibility:

1. Housing will be one to two-and-a-half stories in height with residential densities in most places of 3-10 units per net acre (excluding streets, parks, outlots, etc.).
2. In new neighborhoods, the creation of a detailed neighborhood plan and/or Planned Unit Development Zoning is strongly encouraged to identify specific locations for various housing types and densities.
3. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are



prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.

- a. Accessory dwelling units should be permitted in any single-family housing district.
- b. Duplex units are appropriate just about anywhere within a neighborhood, as follows:
  - i. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.
  - ii. In the middle of a block between single family detached homes, if substantially similar to other homes along the street in massing, architectural character, total garage doors, and driveway width.
  - iii. As a transitional use when facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.
- c. Townhomes or rowhouses with up to 4 contiguous units are appropriate in any neighborhood, as follows:
  - i. When facing or adjacent to a commercial use, large institutional use, or residential use of equal or greater intensity.
  - ii. When facing a public park or permanent green space.
- d. Small multi-unit buildings with up to 4 units per building may be appropriate in any neighborhood, evaluated on a case-by-case basis, if ALL the following apply:
  - i. As a transitional use, if any of the facing or adjacent uses are commercial, large institutional, or residential of equal or greater intensity.
  - ii. Where facing or adjacent to single-family homes along the same street, the setbacks will be no less than the minimum allowed in the facing or adjacent single-family zoning district and the buildings will employ architectural techniques to reduce the apparent size of the building.
  - iii. There must be off-street parking consistent with Village ordinance and on-street parking adjacent to the lot to accommodate visitors.
- e. Larger multi-unit buildings exceeding 4 units or 10 units per net acre have a place in balanced neighborhoods. These more intensive forms are generally most appropriate close to major streets, mixed-use areas, or commercial areas to provide convenient, walkable access to shopping, restaurants, and other amenities. This plan identifies specific sites for such housing. Properties that are either already intensely developed, or are suitable for more intensive development, have been identified as High-Intensity Residential (HIR) Overlay on the Future Land Use Maps, and additional policies apply.

**Potentially Acceptable Zoning Districts:** Residential (R-1) through (R-4) District, Planned Unit Development (PUD)

### **HIGH-INTENSITY RESIDENTIAL OVERLAY (HIR)**

**HIR** overlay identifies properties or areas in the Neighborhood Residential (**NR**) future land use areas that are suitable for high-intensity residential development. The objective is to provide a mix of housing types to provide for balanced neighborhoods, while mitigating negative impacts to existing or planned low-intensity residential areas. For the purposes of this overlay, low-intensity residential includes single-family, duplex, small multi-unit/townhome buildings (up to 4 units). In general, high-intensity residential development is identified close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to

shopping, restaurants, and other amenities.

1. This classification is intended to function as an overlay district with Neighborhood Residential (**NR**) as the underlying future land use classification.
2. High-intensity residential development in the **NR** areas are expected to range 10-40 units per net acres (excluding streets, parks, outlots, etc.).
3. Intensive residential development will require special attention to the design where the use adjoins less intense residential development per the recommended Residential Compatibility Standards outlined below, or as required in the Village's zoning ordinance (should the ordinance be amended to include standards). Standards identified in the zoning ordinance shall supersede those outlined below.

**Potentially Acceptable Zoning Districts:** R-4 Multi-Family Residential District, Planned Unit Development (PUD)

**Compatibility Standards**

**A. Purpose.** These standards provide a proper transition and compatibility between low-intensity residential development and more intense multi-unit residential and mixed-use development. For purposes of this section, low-intensity residential development shall mean single-family, duplex, and townhome / small multi-unit buildings (4 or less units).

**B. Applicability.** These residential compatibility standards shall apply to all new multi-unit residential and/or mixed-use development of three-stories (or larger) and/or any development requiring a Planned Unit Development (PUD) zoning approval located on land abutting or across a street or alley from low-intensity residential.

**C. Compatibility Standards.** All development subject to this section shall comply with the following standards:

1. **Use Intensity.** In developments with multiple buildings/uses with varying intensities, the development shall locate buildings/uses with the least intense character (e.g., lower heights, fewer units, parks) nearest to the abutting low-intensity residential development.
2. **Bulk and Mass.** Primary facades abutting or across a street or alley from low-intensity residential development shall be in scale with that housing by employing the following strategies:
  - a. Varying the building plane setback, a minimum of two (2) feet at an interval equal or less than the average lot width of the applicable low-intensity residential uses. *For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable facade shall vary its building plane, at a minimum, every 50 feet.*
  - b. Providing a gable, dormer, or other change in roof plane at an interval equal or less than the average lot width of the applicable low-intensity residential uses. *For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable roofline shall vary, at a minimum, every 50 feet (measured at the roof eave).*
3. **Architectural Features.** At least two (2) of the following categories of architectural features shall be incorporated into street-facing facades:
  - a. Porches or porticos
  - b. Balconies
  - c. Dormers
  - d. Gables
  - e. Bay Windows
  - f. Door and Window Ornamentation which may include surrounds, pediments, lintels and sills, hoods, and/or shutters.

4. Garages. Attached garages shall not face or open towards the street. If this is not attainable, garages shall be sufficiently screened and face the street with the highest intensity of adjacent uses (if on a corner lot).
5. Refuse Areas. Dumpsters shall be placed behind the building with opaque or semi-opaque screening (at a minimum, a chain link with fabric screening). If the refuse area cannot be placed behind the building, a wood fence or wall, at least six (6) feet in height, shall be required. Additional landscaping around trash enclosures is encouraged.

#### **NEIGHBORHOOD MIXED USE (NMU)**

**NMU** areas are intended to provide a unique mix of neighborhood commercial, medium- to higher-density residential, institutional and park uses. Areas identified as NMU often serve as a buffer between residential neighborhoods and higher intensity commercial, industrial, or transportation areas. Residential is also a component of the **NMU** district - both in mixed use developments and as stand-alone multi-unit residential developments. These parcels usually are located along or adjacent to a local arterial or collector street. The purpose of the **NMU** category is to provide flexibility in determining the most appropriate mix of complementary land uses near single-family neighborhoods.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with adjacent neighborhoods. Typically, residential densities in NMU areas will be 12-40 units per net acre (excluding streets, parks, outlots, etc.).
2. While both residential and nonresidential uses are accommodated within this mixed-use district, not every building in a mixed-use district needs to include both residential and non-residential uses. Nonresidential development within NMU areas should be service and retail to support surrounding residential use.
3. A building footprint should not be more than 15,000 square feet, except buildings providing a community use (e.g., library). When larger commercial uses are present, the building should still be designed with extra care to ensure compatibility with the surrounding neighborhood. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.
4. Uses requiring heavy semi-truck deliveries or those that would generate significant traffic, odor, or noise nuisances for surrounding properties, particularly during early mornings, evenings or weekends, should be prohibited.
5. New buildings in **NMU** areas are expected to be one to four stories in height with a preference towards multi-story buildings.
6. Gas stations are discouraged in **NMU** areas. If proposed, the development shall be designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area (e.g., placing gas canopy behind the building, substantially screening parking and paved areas, etc.).
7. Private off-street parking should be located primarily behind buildings, underground, or shielded from public streets by liner buildings or substantially landscaped.
8. Outdoor storage of raw materials should be prohibited, and outdoor display of retail merchandise should be minimized.

**Potentially Acceptable Zoning Districts:** R-4 Multi-Family Residential District, B-1 and B-2 Business District, Planned Unit Development

#### **DOWNTOWN MIXED USE (DMU)**

**DMU** category represents the entirety of downtown Pardeeville and accommodates a wide variety of employment, service, retail, government, entertainment and residential uses mostly in multi-story buildings. The general intent of the **DMU** area is to preserve the architectural character of the historic commercial district, while providing higher density and intensity of uses

befitting the central commercial district. The core blocks fronting on Main Street should continue to maintain buildings with their front facades built to the edge of the public sidewalk.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions.
2. Typically, residential densities in **DMU** areas will be 20-40 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to four stories tall.
3. **DMU** is best suited for mixed use developments with first-floor retail, service and office users, and destination businesses (e.g., restaurants, bars and entertainment venues). Office users may locate on the street level; however, upper-level office use is preferred on Main Street.
4. New drive-thru and gas station establishments may be allowed in **DMU** areas if designed to mitigate the typical auto-centric design, including placing the building close to the street with a public entrance from the public sidewalk and placing the majority of the parking and drive-thru lane facility along the back or side of the building.

**Potentially Acceptable Zoning Districts:** B-1 Business District, R-4 Multi-Family Residential District, Planned Unit Development (PUD)

### **GENERAL COMMERCIAL (GC)**

**GC** areas provide the Village's population with a wide range of retail goods and services, including professional offices and daycare facilities. Commercial areas include automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.).

1. **GC** areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. While **GC** areas tend to be auto-oriented, changes to **GC** development that improve walking, biking, and transit access are encouraged.
3. Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping.
4. There is no limit on the size of establishments that may be constructed within a **GC** area, but all uses should be compatible with the density and scale of the surrounding development.
  - a. For example, areas along an arterial roadway or near a highway intersection are generally better suited for larger retail uses (e.g. exceeding 15,000 square feet in size). Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. Such uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.

**Potentially Acceptable Zoning Districts:** Business Districts (B-2 and B-3), Planned Unit Development (PUD)

### **INDUSTRIAL (I)**

I areas accommodate corporate and business offices, research facilities, laboratories, medical clinics/hospitals, manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The I designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area.

1. While there are no fixed limits on size of an establishment or development intensity within *I* areas, all uses should be compatible with the density and scale of surrounding development. The intensity of development may vary significantly depending on the location and surrounding context.
2. “Nuisance” uses (noise, odor, appearance, traffic, or other impacts) should not be located in proximity to residential, mixed-use, or some other types of non-residential uses.

**Potentially Acceptable Zoning Districts:** M-1 Manufacturing District.

### **INSTITUTIONAL & UTILITIES (IU)**

**IU** areas include schools, community centers, cemeteries, government facilities, railroads, utilities and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

1. Larger **IU** uses should be located on or near an arterial or collector street and be designed so that high volumes of traffic will not be drawn through local neighborhood streets.
2. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages adjacent to and within larger **IU** areas.
3. If a parcel planned for Institutional use is vacated by that use and another use is proposed, the Village may approve an alternative use without amending this plan if the proposed use is similar to and compatible with adjacent uses.

**Potentially Acceptable Zoning Districts:** Permitted or Conditional use in most of the Village’s residential and commercial zoning districts.

### **PARKS & OPEN SPACE (POS)**

**POS** category includes public parks, conservation areas, recreation areas, private recreation uses (e.g., golf courses), stormwater management facilities, greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation.

1. Parks and open space uses are allowed uses in all other land use categories, regardless of whether the area is mapped as Parks and Open Space. As the Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use.
2. Parks often serve as important community gathering places and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and Village residents.
3. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

**Potentially Acceptable Zoning Districts:** *Conservancy (C), Residential Districts (R-1 through R-4); Village’s natural resource protection zoning standards apply to most of these areas.*



## URBAN RESERVE (UR)

**UR** category are lands suitable for eventual urban development within the Village of Pardeeville but are currently restricted due to a lack of utility infrastructure. Urban development in the **UR** areas should be restricted until infrastructure can effectively serve the area. Landowners requesting unsewered development approval from the Town should meet compatibility requirements with surrounding land uses and shall be reviewed based on future considerations of eventual urban development.

1. Within the **UR** Area, new development should be limited in accordance with all policies applicable to the Agriculture designation, except through ONE of the following Village processes:
  - a. Develop a conceptual neighborhood plan, prepared by a developer or the Village, and adopt it as an appendix to the Village's Comprehensive Plan.
  - b. Through extraterritorial plat review, the Village may allow unsewered development within the **UR** Area if the following standards are met:
    - i. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.
    - ii. Non-farm development projects are designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the Village identifies that area as appropriate for more intensive development. This includes use of building design and materials that will not deter or negatively impact future Village development once utilities are extended to the area (e.g., require storage unit facilities to meet similar standards and design if the development were in the Village limits).
    - iii. The proposed development is in accordance with applicable intergovernmental agreements and laws, if any.

## RURAL LANDS (RL)

**RL** areas are within the Village's 1.5-mile extraterritorial area

### What should be considered in a neighborhood plan?

Such plans should specify land use mix, density, street layouts, open space and stormwater management, and adhere to the following design objectives:

- a) Create a distinct sense of place and human scale through provision of public plazas, greens and squares; creating visual interest; and designating prominent building sites.
- b) Integrate a mix of uses and densities within and surrounding the neighborhood.
- c) Connect the neighborhood internally and to adjacent areas through a network of paths, sidewalks, and streets. Discourage cul-de-sac and other dead-end street design, wherever possible.
- d) Preserve and focus attention on 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.

that likely will not develop in the present 20-year planning period. Typical uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and limited rural residential on well and septic systems. Premature exurban development and premature utility extensions should not be promoted in these areas. Even if urban development eventually reaches these areas, some of the land in the **RL** area may be appropriate for consideration as permanent agricultural-related uses.

1. Recommended land uses in the rural area land use district are long-term agriculture and related agri-business uses and existing non-farm residential uses served with private, on-site septic systems.
2. The development of residential subdivisions is prohibited in areas designated as **RL**. Proposals for residential subdivisions shall require an amendment to the Future Land Use Map.

### **NATURAL RESOURCE PROTECTION OVERLAY (NRP)**

**NRP** overlay classification identifies sensitive lands that may be subject to development restrictions enforced by Village, County, State, or Federal agencies. Mapped NRP areas include lands that meet one or more of the following conditions: water bodies and wetlands mapped as part of the WDNR Wetland Inventory, 100-Year Floodplains based on FEMA maps and areas with slopes averaging 20% or more based on USDA-NRCS Soils data.

Areas shown as **NRP** on the Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the Village's planning area. Mapped **NRP** areas are derived from third party sources and are generally considered accurate enough to identify the possible presence and approximate location of those features. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development approval. The **NRP** areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for outdoor recreation. A majority of the **NRP** represents areas that are vital to the region's ecosystem and are key ingredients of the character and image in Pardeeville. Thus, development in areas designated **NRP** shall be limited based on underlying local, county, state or federal environmental regulations.

1. This classification is intended to function as an overlay district, such that the underlying future land use classification (e.g., General Commercial) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.
2. Landowners and developers are advised that land within **NRP** areas may be restricted from building development, site grading, or vegetation clearing under local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged.
3. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

## 4.5 Future Land Use Needs

Table 4-1 provides a breakdown of future land use needs. Assuming the population and household projections from the Wisconsin Department of Administration hold true, The Village would need an additional 39-acres for residential, 4 additional acres for commercial and 9 for industrial. The Village recently purchased additional land for residential that exceeds the needed acreage.

Table 4-1: Future Land Use Needs

Land Use	2020	2025	2030	2035	2040	20-Year Change
Population	2,275	2,395	2,490	2,525	2,520	245
Household Size	2.22	2.20	2.17	2.15	2.13	(0.10)
Housing Units	1,021	1,088	1,143	1,174	1,183	162
Residential (2 units per acre)	361	377	390	397	400	39
Commercial (acres)	36	38	39	40	40	4
Industrial (acres)	82	86	89	91	91	9
Undeveloped Land (acres)	361	340	323	313	310	(51)

\* These projections use current land use percentages and projected new housing demand to estimate land needed for other uses.

Source: Wisconsin Department of Administration



# 5 Implementation

## 5.1 Guiding Daily Decisions

Responsibility for implementing this Plan lies primarily with the Village Board, Village Plan Commission, and Village staff.

### **Village Board**

Village Board sets priorities, controls budgets and tax rates, and often has the final say on key aspects of public and private development projects. The value and legitimacy of this Plan is directly related to the degree to which Council members are aware of the Plan and expect Village actions to be consistent with this Plan. Each council member should have access to this Plan and should be familiar with the major goals and objectives described herein. Village Board should expect and require that staff recommendations and actions both reference and remain consistent with this Plan.

### **Village Plan Commission**

Land use and development recommendations are a core component of this Plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must have access to this Plan and must be familiar with its content, especially Section 4: Future Land Use Plan. It is generally the responsibility of the Plan Commission to determine whether proposed projects are consistent with this Plan, and to base decisions and recommendations on the same criteria. In cases where actions that are inconsistent with this Plan are deemed to be in the best interest of the Village, the Plan Commission should initiate efforts to amend the Plan to better reflect Village interests. This will help to reinforce the legitimacy of the Plan as an important tool in Village functions.

### **Other Village Committees & Agencies**

In some cases, particular initiatives and action items listed in this Plan may be more appropriately carried out by another Village committee such as the Economic Development Committee or Parks Committee, or in cooperation with other units of government, business organizations, or non-profit agencies. In such cases, this Plan should serve as a foundation for Village-related decision making. Village staff and officials should take an active lead role in sharing this Plan with other organizations, communicating the intent of relevant objectives and strategies.

### **Village Staff**

Key Village staff have a significant influence on the selection and completion of many capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this Plan. Specifically, the Directors of Administration and Operations should consult and reference the Comprehensive Plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects.

These key staff members are expected to know and track the various goals, policies and actions laid out in this Plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All other department directors should also be aware of the Plan and the connections between the Plan and Village projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the Plan as a relevant tool integral to Village functions.

## 5.2 Guiding Annual Decisions

To provide lasting value and influence, this Plan must be used and referenced regularly, especially during annual goal setting, budgeting and capital planning processes. To inform

these annual processes, the Director of Administration, or designee, will prepare, with input from other departments, a concise Comprehensive Plan Annual Update with the following information:

- Action items in progress or completed during the prior 12 months (**celebrate success!**)
- Staff recommendations for action items to pursue during the next 12 months.

The Comprehensive Plan Annual Update should be maintained on an annual basis, starting with the actions in **Appendix C** and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule and Village Board directive.

### 5.3 Implementation Tools

Many of the strategies identified in this Plan presume the use of existing Village ordinances and programs. The Village's key implementation tools include:

#### **Operational Tools**

- Annual Budget Process
- Capital Improvement Program

#### **Regulatory Tools**

- Land Use Regulations (*including zoning, land division, subdivision, landscaping, and signage regulations*)
- Architectural/Site Design Regulations
- Historic Preservation Ordinances
- Building and Housing Codes (*including sanitary, mechanical, and electrical codes*)
- Erosion and Stormwater Ordinances
- Official Map(s)

#### **Funding Tools**

- Tax Incremental Financing (TIF) Districts
- Grant Programs
- General Fund Revenues
- Fees & Special Assessments
- Fundraising

### 5.4 Adoption, Amendment, Update Procedures

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This Comprehensive Plan and any future amendments must be adopted by the Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the Plan - the Plan Commission must recommend adoption and the Village must hold an official public hearing.

### **Plan Commission Recommendation**

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the Plan and its various components. The resolution should also reference the reasons for creating this Plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Plan Commission, and the approved resolution should be included in the adopted Plan document

### **Public Hearing**

Prior to adopting this Plan, or an amendment, the Village (either Village Board or Plan Commission) must hold at least one public hearing to discuss the proposed Plan. At least 30 days prior to the hearing, a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed Plan or amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed Plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

### **Draft Distribution and Public Hearing Notifications**

The Village is required to provide direct notice of the public hearing to all of the following:

- An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
- Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local government unit provide the property owner or leaseholder notice of the hearing.
- Any individuals who request, in writing, notification of the proposed Comprehensive Plan ordinance or public hearing. Each such individual must be sent a notice of the public hearing and a copy of the ordinance at least 30 days prior to the public hearing. The Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Village should send the notice and a copy of (or provide digital access to) the proposed Plan, or amendment, to the distribution list (shown on the next page). These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice.

### **Plan Adoption**

This Plan and any future amendments become official Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Village Board may choose to revise the Plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such

consultation may be advisable.

### **Adopted Plan Distribution**

Following final adoption of this Plan, and again following any amendments to the Plan, a copy of the Plan or amendment must be sent to each of the following:

- *Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, or other special district.*
- *The clerk of every town, Village, village, and county that borders the Village.*
- *The regional Plan Commission in which the Village is located.*
- *The public library that serves the area in which the Village is located.*
- *The Comprehensive Planning Program at the Department of Administration.*

### **Plan Amendment vs. Plan Update**

From time to time the Village may be faced with an opportunity, such as a development proposal, which does not fit the Plan but is widely viewed to be appropriate for the Village. Should the Village wish to approve such an opportunity, it must first amend the Plan so that the decision is consistent with the Plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the Plan. Frequent amendments to meet individual development proposals threatens the integrity of the Plan and the planning process and should be avoided.

Any change to the Plan text or maps constitutes an amendment to the Plan and must follow the adoption/amendment process described in this section. Amendments may be proposed by either the Village Board, Plan Commission, Village staff, or Village property owners. Amendments may be made at any time using this process; however, in most cases the Village should not amend the Plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments.

Wisconsin's comprehensive planning statute (66.1001) requires that this Plan be updated at least once every 10 years. Unlike an amendment, the Plan update is a major re-write of the Plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the Plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the Plan should signal the need for a comprehensive update.

## **5.5 Plan Consistency**

Once formally adopted, the Plan becomes a tool for communicating the Village's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's Comprehensive Plan:

- *Official map(s)*
- *Local subdivision regulations*
- *General zoning ordinances*
- *Shoreland/wetland zoning ordinances*

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this Plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this Plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the Plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the Plan. Prior to adoption of the Plan, the Village reviewed, updated, and completed all elements of this Plan together, and no inconsistencies were found.

## 5.6 Severability

If any provision of this Comprehensive Plan is found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.

# A. Plan Adoption & Amendments

## Contents

Public Participation Plan Resolution

1

Plan Commission Resolution

4

Adoption Ordinance

6

RESOLUTION \_\_\_\_

RE: ADOPTION OF THE RECOMMENDED 2040 COMPREHENSIVE PLAN AS PREPARED BY THE PLAN COMMISSION

WHEREAS, the Village Board of the Village of Pardeeville assigned the Plan Commission to prepare an update to the Village's Comprehensive Plan, previously adopted in 2009 for the Village of Pardeeville; and

WHEREAS, the Plan Commission met numerous times to prepare and review the draft 2042 Comprehensive Plan; and

WHEREAS, members of the public were invited to participate in the planning process through regularly monthly Plan Commission meetings; and

WHEREAS, the Village of Pardeeville Plan Commission has reviewed the recommended 2040 Comprehensive Plan at a regular monthly meeting; and

WHEREAS, members of the public, adjacent local governmental units, and Columbia County will be given a 30-day review and comment period prior to the public hearing, which will be conducted by the Village Board for the 2040 Comprehensive Plan; and

WHEREAS, after said public hearing, the Village Board will decide whether to adopt by ordinance the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Village of Pardeeville; and

WHEREAS, this 2040 Comprehensive Plan may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Pardeeville Plan Commission recommends adoptions of said 2040 Comprehensive Plan by the Village Board by ordinance, after a 30-day public review and comment period and public hearing.

APPROVED:

\_\_\_\_\_  
Rich Stevenson, Chairperson  
Plan Commission

ATTEST:





# B. Community Indicators Report

# C. Action Plan

Village of Pardeeville Comprehensive Plan

# D. Plan Maps

## Village of Pardeeville Comprehensive Plan

### *List of Maps*

Transportation

D-1

Utilities and Community Facilities

D-2

Development Limitations

D-3

Existing Land Use

D-4

Future Land Use – Village Limits

.....  
D-5

Future Land Use – Planning Area

.....  
D-6

DRAFT