

VILLAGE OF HORTONVILLE
PLANNING & ZONING COMMISSION
February 15th, 2024, 5:00 pm
Municipal Services Center
531 N. Nash St., Hortonville, WI



AGENDA

1. Call to Order
2. Discussion and possible action on 1-15-2023 planning and zoning commission minutes
3. Public Hearing on Conditional Use Permit – CU-1-24 Lifepoint Church, Embarrass St.
4. Close Public Hearing
5. Discussion and Possible action on Conditional Use Permit CU-1-24
6. Discussion and Possible action on Zero Lot Line in Two Family Residential
7. Discussion and Possible action on Comprehensive Plan update Draft 2
8. Any other topics for future discussion
9. Adjourn

“Requests from persons with disabilities who need assistance to participate in this meeting or hearing should be made to the Village Administration Office at 779-6011 with as much advance notice as possible.”

Posted: February 7, 2024

Nathan Treadwell,
Administrator

**VILLAGE OF HORTONVILLE
PLANNING & ZONING COMMISSION
JANUARY 15, 2024, MEETING MINUTES**

President Jeanne Bellile called the meeting to order at 6:00 p.m. in the Community Center at 531 N. Nash St., Hortonville, Wisconsin.

Members present: Barry Hoff, Richard Gruenewald, Mike Bellile, Ryan Hansch Julie Arendt Vanden Heuvel.

Members absent: Tom Banker, Dave Moe, Roger Retzlaff

Officials/Staff present: Administrator Treadwell, Deputy Clerk-Treasurer Lauren Prochnow

Discussion and possible action on 11/28/23 P&Z Commission Minutes

Motion [Arendt Vanden Heuvel, Bellile] to approve the 11/28/23 meeting minutes 6 ayes, 0 nays, motion carried.

Discussion and possible action for secondary driveway access for parcel 240029701, PINNO Building

Motion [Hoff, Bellile] to approve the secondary driveway for parcel 240029701, 6 ayes, 0 nays, motion carried.

Discussion and possible action L&S Electric Building Expansion

Administrator Treadwell stated that the Inspector had looked this over and all looks to be in place.

Motion [Arendt Vanden Heuvel, Gruenewald] to approve the L & S Building Expansion at Industrial Drive. 6 ayes, 0 nays, motion carried.

Discussion and possible action Sign Ordinance Change

This is the sign ordinance when discussing billboards. The attorney put the information together and this would prohibit billboards. There is nothing we can decide on content wise, it's only size. Nonbusiness signs. Is a large LED screen considered a billboard as well? It would depend on the sign and the size.

Recommendation [Arendt Vanden Heuvel, Hoff] to go to Village Board to approve the change in sign ordinance regarding billboards 6 ayes, 0 nays, motion carried.

Discussion and possible action Fence Ordinance Change

The change in the fence ordinance would allow fences on the side yards to be closer to the roadway. The idea is if you're building a fence on the non-accessible side, as long as there is visibility in the fence, we would allow the normal setbacks in the side as the rear lot. We are looking to change the ordinance It's currently allowed. It allows written access for utility easements required by the building inspector.

Recommendation [Hoff, Bellile] to go to the Village Board to approve the change in the fence ordinance change. 6 ayes, 0 nays, motion carried.

Discussion on Ordinance for Zero Lot Lines

There isn't much on this currently other than to provide you with information. I would add this to other meetings to discuss in the future. The only thing that has come up is

current shared condominium contracts. Other communities use this for new builds, and more research is needed.

Motion [Arendt, Hoff] to defer the zero-lot line discussion to a future meeting.

Discussion and possible action of Comp Plan Draft 1

The drop in the rental rate, what would that be for? Maybe the cottages on Main St? Dropping to 0, would indicate a shortage, maybe missing data? Will check into this. I'm curious about the rental numbers that seem low due to the current market. There is a population change adding 300 people since 2021. We are the only lake in Outagamie County. When will we be discussing it again? I will be giving MSA the notes and at the February meeting there will be a second draft for which were not covered in the 1st report.

Discussion and possible action on February P&Z Meeting

Initially it would be Tuesday the 20th, but that falls on the primary. We need another night in February. February 15th? It would have to be at 5:00. What about before the Village Board Meeting?

Discussion and possible action on Monthly Meeting Times & Dates

Would the 2nd Thursday of the month work at 6:00.

Any other topics for future discussion

None.

Adjourn

Motion [Hoff, Arendt Vanden Heuvel] to adjourn. Unanimous voice vote, motion carried. The Commission meeting adjourned at 6:40 p.m.

Minutes submitted by,

Lauren Prochnow,
Deputy Clerk-Treasurer.

VILLAGE OF HORTONVILLE
CONDITIONAL USE APPLICATION - ZONING

\$300 Fee Paid _____

Number 1000145 CO-1-2'

Date Filed 1/19/24

Name of Applicant or Agent Life Point Church / Andrew Reece (Pastor)

Address of Applicant or Agent PO Box 16, Hortonville, WI 54944

Phone Number of Applicant or Agent 320 815 2505

Name of Property Owner Life Point Church

Address of Property Owner 323 W Embarrass St

Phone Number of Property Owner 920 779-9100

Parcel ID# and Legal Description of Property: _____
240009700

W25FT OF S100FT LOT 2 BLK 15 & LOTS 3 & 4 BLK 15

Lot Size _____ Present Use Community Church Present Zoning PI

Proposed Use Build an All Purpose Building/ Community Center

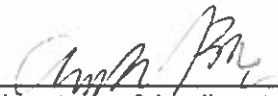
Specify Reason for Petition (i.e. insufficient lot area, setback or other) _____

New Building replacing parsonage

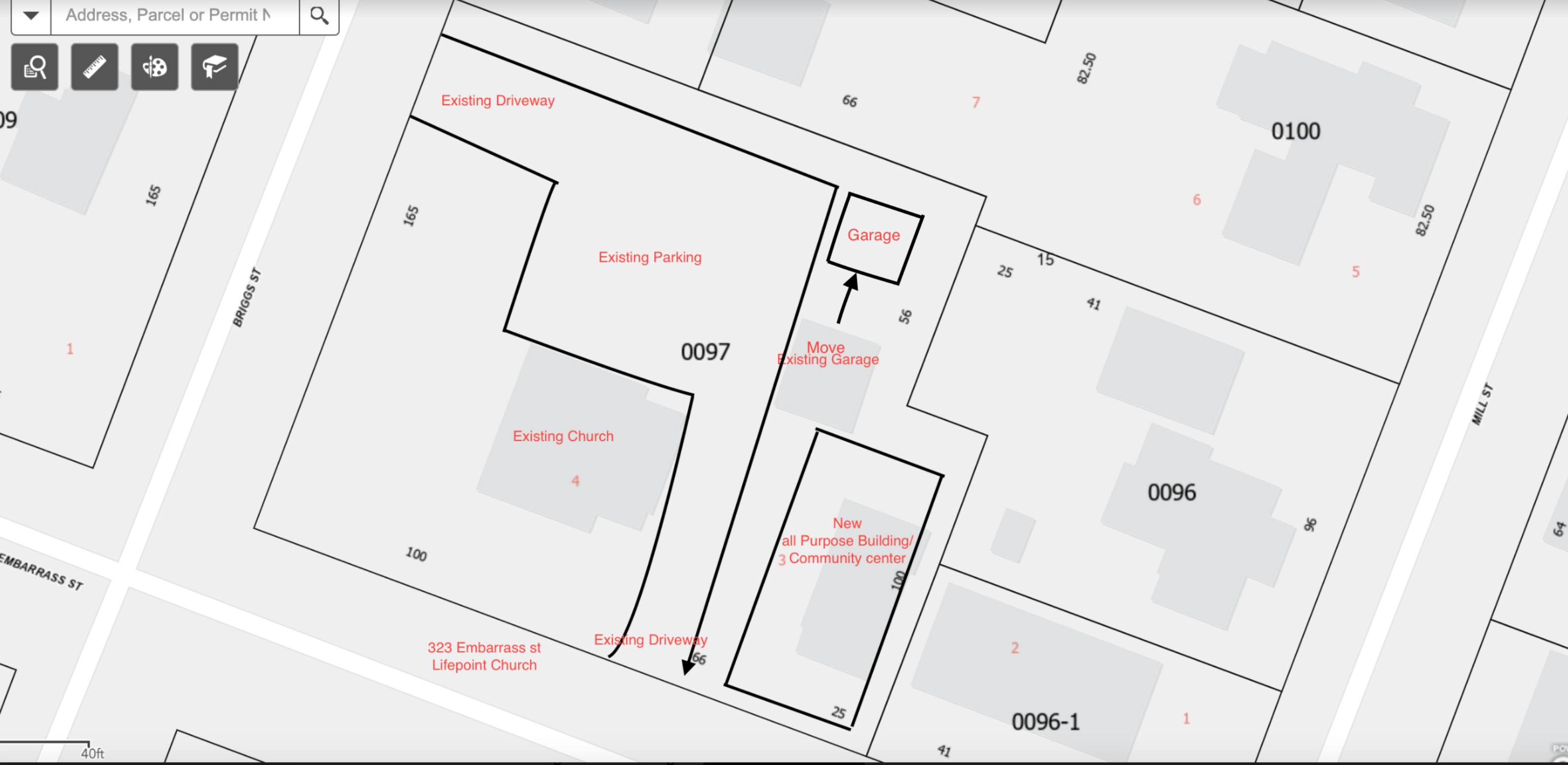
ATTACH THE FOLLOWING:

Plot Plan showing the area involved, its location, dimensions, location and type of present improvements, and location of adjacent structures within 300 feet of the area.

SCHEDULE A CONFERENCE WITH THE VILLAGE ADMINISTRATOR BEFORE FILING THE PETITION


Signature of Applicant or Agent

1-19-2023
Date



Sec. 44-76. Public institutional district (PI).

(a) *Purpose.* The P-I district is intended to provide for public and institutional uses and buildings, utilized by the community, and to provide open space standards where necessary for the protection of adjacent residential properties.

(b) *Principal permitted uses.* The following principal uses are permitted as of right in the P-I district:

Public and semi-public uses

- Educational institution; business, technical or vocational school
- Educational institution; college or university
- Educational institution; elementary school, junior high school, or high school
- Governmental facility
- Hospital
- Non-profit/religious institution
- Public parks or playgrounds
- Recreation facility, non-profit
- Day care, group, when located and operated in an educational institution, place of worship or semi-public building

(c) *Accessory uses.* Accessory uses in the P-I district may include:

- (1) The accessory uses, buildings and structures are permitted conditional use as of right in the P-I district.
- (2) Fences and walls are to be six feet in height and subject to conditional use permit/appeal for higher height. Fences and walls are also allowed to be placed on the lot line.

(d) *Temporary uses and structures.* Temporary uses and structures specified in ordinance may be permitted in the P-I district.

(e) *Site plan.* Prior to obtaining a building permit on any land in the P-I district, a site plan shall be required. Site plan review and approval.

(f) *Signs.* All new sign permits will go through the conditional use process.

(g) *Parking and landscape standards.* Off-street parking and loading requirements are set forth in off-street parking and loading standards (one space for every 200 square feet of floor area). Landscaping requirements are set forth in landscaping and screening standards.

(h) *Development standards.* The space limits applicable in the P-I district are as follows:

- (1) Minimum lot area: None.
- (2) Maximum lot coverage: Seventy percent.
- (3) Minimum lot width: None.
- (4) Minimum front yard: Five feet plus an additional one foot for each two feet that the building or structure exceeds 35 feet in height.
- (5) Minimum rear yard: Five feet plus an additional one foot for each two feet that the building or structure exceeds 35 feet in height.

(6) Minimum side yard: Five feet plus an additional one foot for each two feet that the building or structure exceeds 35 feet in height.

(7) Maximum building height: Sixty feet.

(Ord. No. O-2-21, 10-7-2021)

Nathan Treadwell - Hortonville Administrator

From: David Kittel <david.kittel@littlechutewi.org>
Sent: Wednesday, January 24, 2024 9:49 AM
To: Nathan Treadwell - Hortonville Administrator
Subject: RE: Two Family Residential Zero Lot Lines

Nathan,

Overall, there is not much of a difference between a condo or zero lot line for a two-family structure. The issues that come up more with the zero-lot line set up over the condo is in regard to maintenance and utilities. To help prevent these issues when a CSM is presented in the Village for a zero-lot line structure we require a covenant be filled with the property to address how roof, siding and other joint maintenance items are handled similar to how a condo declaration would handle these items. The big item is utilities previously we did have some zero lot lines that shared a water lateral (separate meters). The issue that came up is if one side is not paying their utility bill if you shut off water both units are out of service which is unfair to the other side that is paying their bills. The Village is moving to a system for all zero-lot line to have their own laterals (water, sewer and storm) to prevent these issues and are strongly encouraging all new duplexes to be built with this in mind to allow for greater flexibility in the future. The last item that comes up is with a fire wall in the attic between the units, often this is not done when the property is built as a duplex but is needed for a zero lot line, this can be easily remedied with the installation of approved material such as 5/8 inch X rated drywall being installed in the attic. Below is an excerpt from the Village's ordinances on Zero lot lines which may be helpful for you:

Zero lot line two-family dwellings. The minimum dimensions are as follows:

- a. The lot area is 4,500 square feet per dwelling.
- b. The lot width is 35 feet per unit, 70 feet combined.
- c. The setbacks are as follows:
 1. The front yard setback is 25 feet.
 2. The rear yard setback is 20 feet.
 3. The side yard setbacks are zero on one side; provided that:
 - (i) The lot adjacent to that side yard is held under the same ownership at the time of initial construction of the two-family attached dwelling.
 - (ii) The adjoining side yard setback of the lot adjacent to the zero side yard is also zero.
 - (iii) The opposite side yard is not less than seven feet.
 - (iv) Both units of the two-family attached dwelling are completed prior to occupancy of either unit.
 - (v) Easements shall be provided upon each lot as may be necessary for water, sewer and all other utility services. Said easements shall be approved by each of the utility providers.
 - (vi) Foundation drains shall have a separate sump and pump located in each dwelling unit.
 - (vii) Restrictive covenants shall be recorded at the county register of deeds, providing declarations and/or bylaws similar to those typically recorded on a declaration of condominium. Said covenants shall provide for mediation of any and all disputes between owners of each unit and any third party with regard to construction, use, and maintenance of the real property. Furthermore, said covenants shall specifically state that the village and all approving authorities shall not be held responsible for same, and that said covenants shall inure to all heirs and assigns.

Let me know if you have any additional questions.

Utilities & Community Facilities Chapter

Introduction

The Utilities and Community Facilities chapter of the comprehensive plan focuses on ensuring the efficient provision of essential services and the development of necessary infrastructure to support the needs of the Village of Hortonville. It addresses a wide range of utilities and community facilities, including water supply, wastewater management, solid waste disposal, energy systems, telecommunications, and public facilities.

Issues and Opportunities

- Low water quality at Black Otter Lake limits recreational opportunities
- Wiouwash State Recreational Trail has a 22-mile gap between Hortonville and Split Rock. It does not connect to any other local trail in Hortonville.

Voices from the Community

- 36% of survey respondents are dissatisfied with the Broadband internet options.
- Investment in Public Safety and Parks and Recreation are ranked as their top priority for 29% and 21% of survey respondents, respectively.

Utilities & Community Facilities Goal #1

Ensure the maintenance and enhancement of utility infrastructure to meet the needs of both current and future residents and businesses. Emphasis will be placed on preserving the reliability of existing systems while also planning for necessary upgrades to accommodate future growth and expansion.

Strategies

1. Conduct regular inspections and maintenance of existing utility systems, including water, sewer, and stormwater management, to ensure their integrity and reliability.
2. Use asset management tools and maintain a five-year capital improvement plan to prioritize maintenance and replacement projects and minimize disruptions in service.
3. Discourage inefficient “leap frog” development that results in infrastructure constructed before there is adequate customer base in place to support its maintenance.
4. Continue sustaining high quality public safety services and facilities (police, fire, and EMS) in balance with budget constraints through regional partnerships with neighboring jurisdictions.
5. Encourage renewable energy production to reduce energy cost for residents. Promote incentives available through the Inflation Reduction Act, Rural Energy Alternatives Program, state tax credits and rebates.

Utilities & Community Facilities Goal #2

Enhance community wellbeing through access to excellent community facilities.

Strategies

6. Support partnerships with nearby municipalities and community organizations to provide parks, recreational facilities, public buildings, public spaces, and programming for use by all who wish to take part.
7. Require developers to dedicate community trails and paths in new developments that connect residents to amenities like schools, businesses, parks, and other community trails.
8. Continuously maintain and improve parks and recreational spaces, ensuring they remain safe, attractive, and accessible for leisure activities and community gatherings.
9. Provide necessary resources and funding to the Hortonville Public Library to ensure it can continue offering a wide range of educational materials, programs, and services to residents, fostering lifelong learning and community enrichment.

Snapshot Utilities & Community Facilities

Schools & Education

Public Schools

Hortonville Area School District: Hortonville Elementary School (Grades K-4), Hortonville Middle School (Grades 5-8), Fox West Academy (Grade 6-8 Charter School), Hortonville High School (Grades 9-12)

Parks & Recreation

Pocket Parks

Veterans Park

Amenities: Benches, sandbox, trails

Black Otter Creek Park

Memorial Square

Neighborhood Parks

Black Otter Park

Miller Park

Amenities: Ball diamonds, playground area, picnic area, restrooms, sandbox, tennis

Community Parks

Otto Miller Athletic Field

Alonzo Park/Hortonville Lion's Club

Special Use

Black Otter Fishing Pier

Amenities: Fishing

Black Otter Park Boat Launch

Amenities: Benches, fishing, picnic area, shelter

School Park

Hortonville High School Fields

Amenities: Ball diamonds, football

Hortonville Middle School

Natural Resource Areas

Wolf River Bottoms Preserve

Other Facilities

Buchman Access

Amenities: Benches, Fishing

Privately Owned Parks

Grandview Golf Course

Amenities: Golf

Commercial Club Park

Trails:

Wiouwash State Recreational Trail Access

Lakeview Ave., 19 mile trail, 5.5 acres within Village, major pedestrian and bicycle trail, extends from Black Otter Lake to Oshkosh. Future plans call for extensions in phases to the north (Wolf River) and east (Fox Cities)

Public Safety, Health, & Welfare

Fire/EMS: Hortonville-Hortonia Fire Department

Police: Hortonville Police Department

Healthcare Facilities: General healthcare services are located in Greenville, which has Ascension and Aurora health centers.

Senior Care: Senior living facilities are located within the village at Brotoloc Group Homes and Care Partners Assisted Living facility, with additional centers to the Northwest in New London and to the Southeast towards Appleton

Utilities

Water: Hortonville Water Utility

Electric & Gas: We Energies

Refuse/Recycling Collection: Harter's is the Village's contracted trash collector. LRS is the contracted recycling collector.

Telecommunications: Cellular and mobile service is provided to residents throughout the Village by Verizon, AT&T, Visible, and Mint. Satellite high-speed internet can be obtained through HughesNet and Viasat, while traditional wired and wireless broadband internet access is available through TDS and Spectrum.

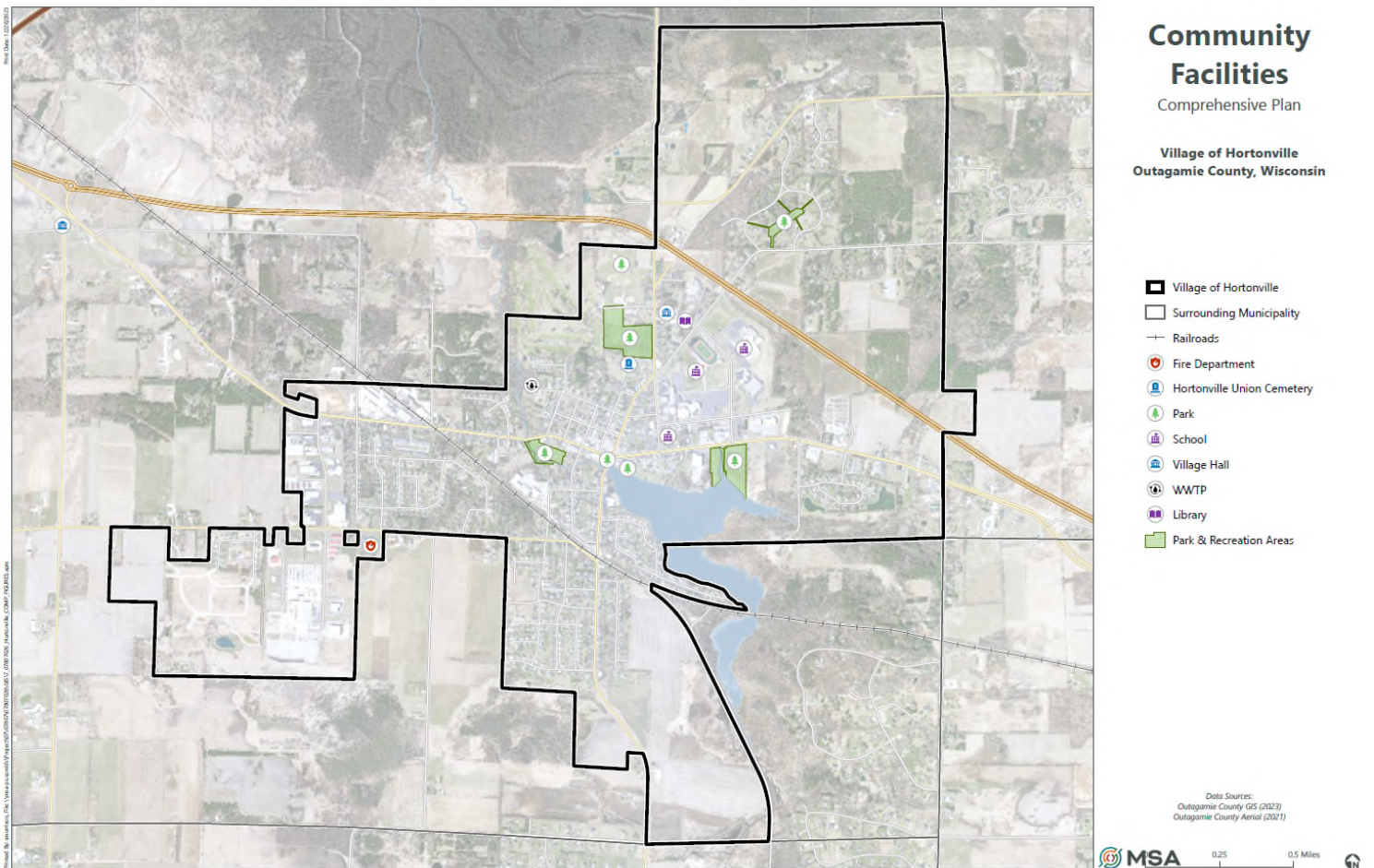
Wastewater: Hortonville Wastewater Treatment Plant collects, carries, and treats the wastewater within the Village.

Other Government Facilities

Hortonville Opera House: Historic opera house that now serves as a community hall.

Hortonville Public Library: The Hortonville Public Library seeks to meet the informational, technological, social, and entertainment needs of the Village of Hortonville and its surrounding communities.

Community Facilities Map



Intergovernmental Cooperation

Introduction

This chapter emphasizes the vital role of collaboration and partnership between the Village of Hortonville and other government entities. By fostering effective intergovernmental relationships with neighboring municipalities, county agencies, and state authorities, the Village aims to maximize resources, coordinate planning efforts, and pursue shared goals.

Issues and Opportunities

- Neighboring Jurisdictions – The Village already has developed partnerships and shared service agreements with several jurisdictions that ensure quality public services at a lower cost. Continuing cooperation and negotiation needed on these agreements.
- School District – It's anticipated that there will be growing enrollment each year for the school district. It will be important to continue collaboration between the Village and School District to plan for additional land and facilities to meet the needs of existing and future residents.
- Communication and Community Trust

Voices from the Community

- Residents are encouraged by the wonderful facilities that the School District provides and would like to see more support for school district staff.
- Work with Greenville staff to balance development needs between the two communities.
- Residents are calling for more promotion of community events, public participation opportunities, and Village information. Updates to website or communication methods may be considered to ensure greater access to community information.

Intergovernmental Cooperation Goal #1

Enhance coordination and collaboration with local, regional and statewide governmental organizations to promote Village interests.

Strategies

1. Enforce, abide by and maintain existing intergovernmental/cooperative agreements with neighboring jurisdictions to provide predictability for property owners, avoid municipal boundary disputes, and plan for efficient provision of public facilities and services.
2. Work closely with the Hortonville Area School District, Hortonville Opera House (Community Center), and other community stakeholders to foster communication, relationships, and knowledge about facility planning and other activities/efforts that impact Hortonville residents.
3. Work with other governmental entities (e.g. Outagamie County, ECWRPC, Wisconsin Department of Transportation, and Department of Natural Resources, etc.) to advance Village interests as identified in Village plans.
4. Schedule a working session with the School District, involving elected officials and key staff for the Village, Village of Greenville, and the School District, no less than annually to discuss issues of concern and opportunities for collaboration.
5. Village staff will meet with representatives from each adjacent jurisdiction during the annual process to update the Village's Capital Improvement Plan and to coordinate projects as appropriate.

6. Coordinate with all adjoining jurisdictions during outdoor recreation planning to see complementary recreation investments where service areas overlap and work to avoid duplication of unique amenities.
7. Work with neighboring jurisdictions to identify and resolve conflicts and inconsistencies between local plans, discuss intersecting community development goals, intergovernmental boundaries, and future cooperation on planning efforts.

Local Jurisdictions

Village of Hortonville

Village of Greenville

Town of Center

Town of Dale

Town of Ellington

Town of Grand Chute

Town of Hortonia

Town of Liberty

City of Appleton

County Jurisdictions

Outagamie County

Regional Jurisdiction

East Central Wisconsin Regional Planning Commission

School District

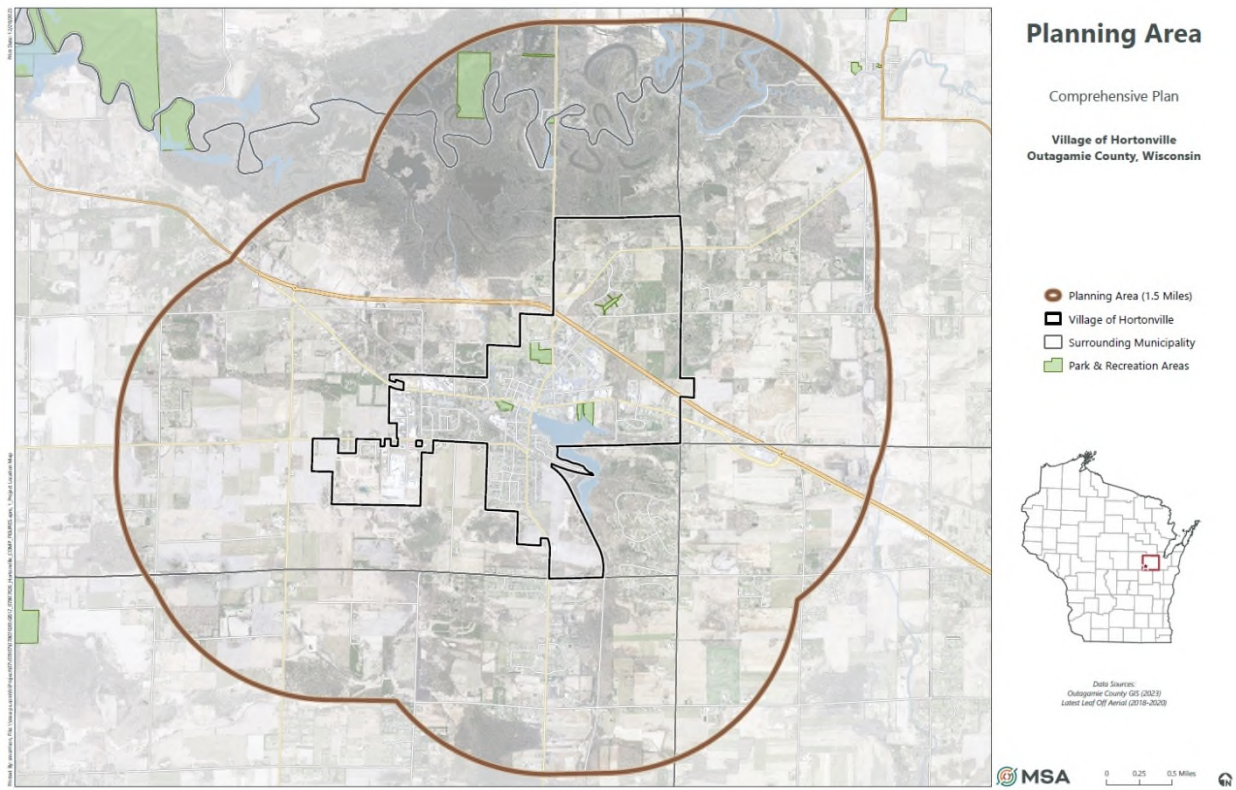
Hortonville Area School District

Cooperative Agreements

The Hortonville Area School District serves Village of Greenville, Town of Center, Town of Dale, Town of Ellington, Town of Grand Chute, Town of Hortonia, and Town of Liberty

Town of Hortonia, Town of Liberty, and Village of Hortonville shared Fire Department/EMS

Project Location Map



Land Use Chapter

Introduction

The Land Use chapter of the comprehensive plan outlines the Village of Hortonville vision for sustainable development and community well-being through effective land use planning. It aims to strike a balance between residential, commercial, industrial, and recreational land uses while preserving open spaces and protecting environmentally sensitive areas.

Issues and Opportunities

- Downtown Revitalization - The Downtown is the center of the community. Renewed investment is needed to improve aesthetic, business climate, and community feel.
- Balance Neighborhoods - The Village is seeking healthy, balanced neighborhoods that feature a mix of housing types and price points.
- Economic Volatility

Voices from the Community

- There is strong support through all the public engagement opportunities in development of amenities such as restaurants, retail stores, public spaces, event venues, and all types of housing.
- Planning for the Future: *"Keep each generation in mind. From kids to elderly, any renovations or additions to the community should be inclusive for all and add to quality of life."*
- A handful of redevelopment opportunities were identified by community members including the area of the old canning factory, Bethlehem Lutheran Church, area around Black Otter Lake, and the downtown.
-

Land Use Goal #1

Promote balanced neighborhoods throughout the Village.

Strategies

1. Provide a mix of housing types to accommodate every stage of life (see also Housing goals and strategies).
2. Use the Village review processes to encourage design for land use compatibility.
3. Develop and implement design standards to encourage efficient development patterns incorporating interconnected street patterns and limited use of cul-de-sac streets.
4. Encourage building and neighborhood design to enable passive solar heating and photovoltaic power generation.
5. Explore funding opportunities for housing development utilizing public/private partnerships, TIF funds, state and federal housing incentives.

Land Use Goal #2

Encourage development through effective collaboration and efficient development review.

Strategies

6. Promote successful development and property investment by fostering collaboration with property owners and developers, facilitating streamlined processes, and providing necessary

support and resources to ensure sustainable and beneficial outcomes for both the community and developers.

7. Continuously improve the development review process for new land uses to ensure compliance with design standards and safety for all modes of transportation. Streamline the process to enhance efficiency, effectiveness, and consistency in reviewing and approving new development proposals.
8. Provide up-to-date online application and guidance materials for residents and developers.
9. Conduct regular reviews and updates of the development review process, taking into account feedback from stakeholders, including developers, residents, and professionals involved in the planning and construction industry.
10. Identify areas for improvement, such as simplifying application procedures, reducing processing timeframes, and enhancing clarity in design standards and traffic safety requirements.
11. Complete full update of the zoning code and establish an interactive GIS database to track zoning districts and parcel information.

Land Use Goal #3

Create places that are vibrant, attractive, and unique, especially along the Village's Main Street Corridor and Downtown.

Strategies

12. Continue Village efforts toward strengthening and enhancing the downtown.
13. Implement streetscaping improvements, wayfinding signage, placemaking, and connectivity strategies from the Main Street redesign process make the downtown and commercial areas unique, memorable, and attractive.
14. Encourage the development of compact, carefully planned, mixed-use activity centers that include shopping, employment, housing, recreation, and community gathering opportunities.
15. Encourage infill development of vacant or underutilized lands or buildings, including at the site of the former canning factory on Lincoln Street.
16. Develop a marketing plan to aid in the recruitment of downtown businesses and visitors. Create additional programming of community activities for all ages that attract residents to events year-round.
17. Evaluate current zoning policies to ensure that traditional design concepts are promoted and observed with preservation of architecturally, historically, and culturally significant sites, buildings and structures in the Village.
18. Identify potential funding sources to assist with planning and implementing downtown improvements such as the Outagamie County Housing Production and Rehabilitation grant, TIF funds, Main Street Bounceback, CDI, or Vibrant Spaces Grants (WEDC), Housing Loan Programs (WHEDA), and public/private partnerships.

Land Use Goal #4

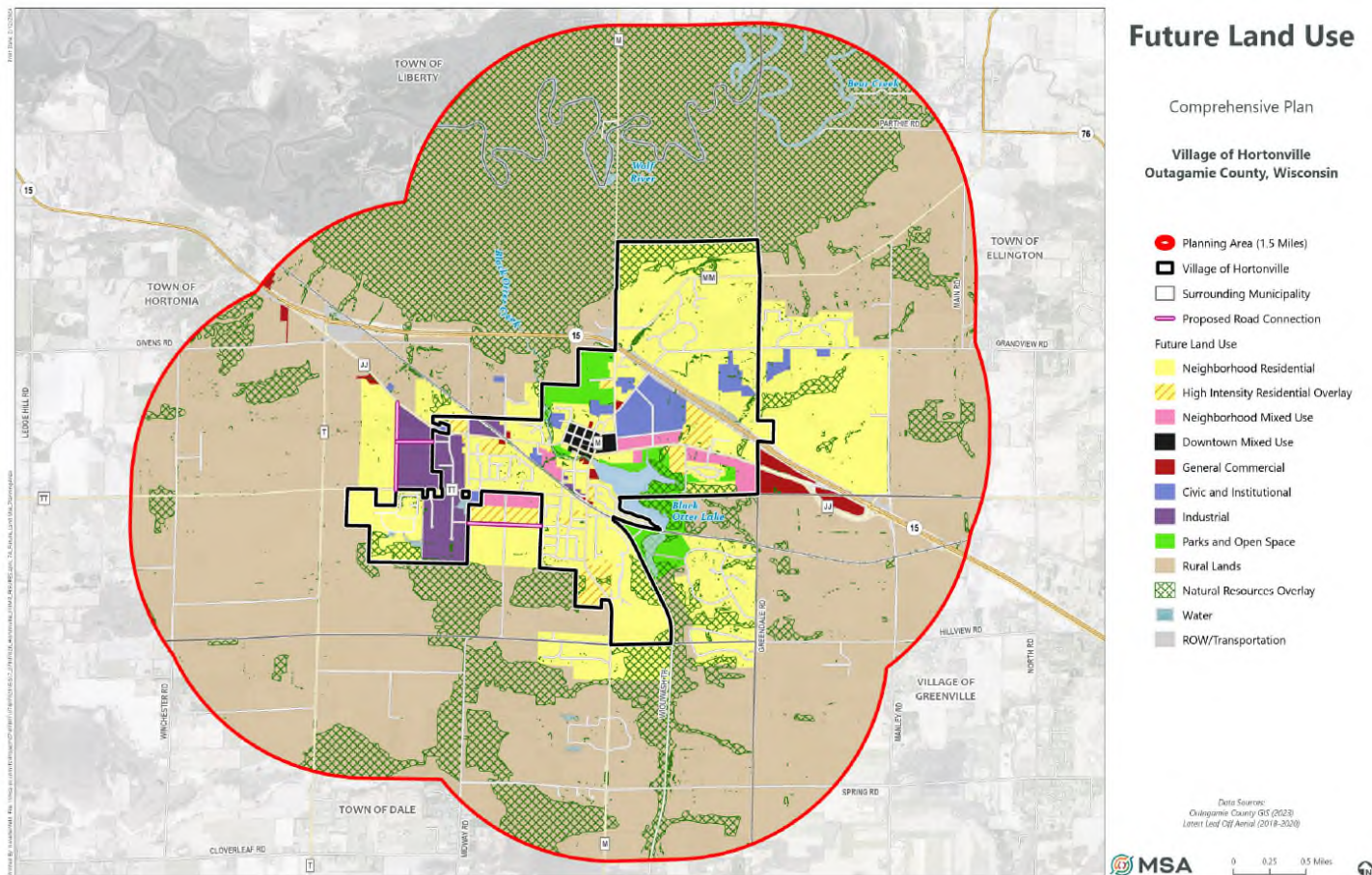
Ensure new development is consistent with community character and vision and protects natural and cultural resources.

Strategies

19. Adopt policies to ensure development of a good network of pedestrian routes between new neighborhoods and the existing Village amenities.
20. New development within the Village's jurisdiction should support the efficient use of public services and infrastructure.

21. Encourage development formats and building designs that support adaptive reuse as markets shift and demand changes.
22. Protect and respect natural resources and systems in all development decisions. Create landscaping and stormwater management guidelines for future development that ensure responsible consideration of natural resources.
23. Work cooperatively with the surrounding jurisdictions (Village of Greenville, Town of Dale, Town of Hortonville, and Town of Ellington) to adopt policies for future development at the fringe of the Village to protect future Village growth areas.

Future Land Use Map



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 section.

The Future Land Use Map presents recommended future land uses for the Village of Hortonville and its extraterritorial jurisdiction. This map and the associated policies forms 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 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 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 this 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 with-in these areas. The Village may also require that developers create neighborhood plans and parks 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 Hortonville 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.

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.

Best Practice Design Strategies

The Best Practice Design Strategies listed within each category are provided to help developers and Village officials make design decisions during the development process consistent with the intent of the future land use category and the general desire for high quality site and building design. These strategies may be used to help determine whether to approve rezoning, conditional use permit, site plan, or planned unit developments. The illustrations and photos are not an exhaustive list of best planning practice and do not constitute the whole means by which high quality site and building design can occur.

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, Village resources 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 capability to serve new (re)development.

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 Implementation section 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 a particular emphasis on existing residential neighborhoods.

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. The proposed development will not result in undue water, air, light, noise pollution or soil erosion.

Transportation

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.

Ability to Provide Services

The provision of public facilities and services will not place an unreasonable financial burden on the Village.

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.

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.

FLU Categories:

- Neighborhood Residential (NR)
- High-Intensity Residential Overlay (HIR)
- Neighborhood Mixed-Use (NMU)
- Downtown Mixed-Use (DMU)

- General Commercial (GC)
- Civic/Institutional (CI)
- Industrial (I)
- Parks & Open Space (POS)
- Rural Lands (RL)

Neighborhood Residential (NR)

Potentially Acceptable Zoning Districts: Residential Districts (R1 through R3) and Planned Unit Development (PD)

NR areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood commercial, 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 apartments/condos. Mixed use areas often serve as a buffer between residential neighborhoods and higher intensity commercial, industrial, or transportation areas. 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 for a neighborhood under the following conditions:
 - 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 or Cottage Cluster 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 City ordinance and on-street parking adjacent to the lot to accommodate visitors.
 - iv. If approved either through the Planned Unit Development (PUD) zoning process or Conditional Use Permit (CUP) process.
- 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.

High Intensity Residential Overlay (HIR)

Potentially Acceptable Zoning Districts: Multiple-family Residence (R3) and Planned Unit Development (PD)

HIR Overlay identifies properties or areas in the Neighborhood Residential (*NR*) future land use areas that are suitable for higher-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 and duplex. In general, higher-intensity residential use consists of townhomes, cottage clusters, and small multi-unit buildings. It is closer 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 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 City's zoning ordinance (should the ordinance be amended to include standards). Standards identified in the zoning ordinance shall supersede those outlined below.

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 Development (PD) zoning approval located on land abutting or across a street or alley from low-intensity residential. These standards do not apply to development governed by an existing General Development Plan (GDP), but they may be considered if a GDP is amended, especially as they pertain to aspects of the development that are proposed for revision in the amendment.

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. Building Height. The height of the proposed structure(s) shall not exceed thirty-five (35) feet in height adjacent to a low-intensity lot for a distance of:
 - a. Fifty (50) feet of a single-family or duplex lot.
 - b. Twenty-Five (25) feet of any other low-intensity residential lot (i.e., structures with 3+ units).
3. 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
 - a. 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).
4. 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.
5. 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).
6. Parking. Parking areas that are visible from the street and located in the building front lot setback shall provide buffering at a minimum height of thirty-six (36) inches above the parking surface. Buffering can consist of landscaping, berms, fences/walls, or a combination of these.
7. 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)

Potentially Acceptable Zoning Districts: Residential Districts (R1 through R3), Planned Unit Development (PD), General Commercial (C1), and Conservancy (W)

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. Buildings in NMU areas should be oriented towards streets with minimal setback from the public sidewalks.
8. Private off-street parking should be located primarily behind buildings, underground, or shielded from public streets by liner buildings or substantially landscaped.
9. Outdoor storage of raw materials should be prohibited, and outdoor display of retail merchandise should be minimized.

Downtown Mixed Use (DMU)

Potentially Acceptable Zoning Districts: Multiple-family Residence District (R3), General Commercial (C1), Downtown (D), and Planned Unit Development (PD)

DMU category represents the entirety of Downtown Hortonville, 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 the 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 and compatibility with other relevant plans/documents.
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 eight 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 the main street.
4. Continue to require the architecture of any new development in the downtown to be compatible in terms of architectural character and materials within the corresponding block face.
5. New drive-thru and gas station establishments may be allowed in such 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.

General Commercial (GC)

Potentially Acceptable Zoning Districts: General Commercial (C1), Highway Commercial (C2), and Planned Unit Development (PD)

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 highway-oriented uses and "heavy" commercial uses with 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. Commercial 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 commercial areas tend to be auto-oriented, changes to commercial 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 Commercial 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. 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.

Civic & Institutional (CI)

Potentially Acceptable Zoning Districts: Public Institutional (PI)

Permitted or Conditional use in most of the Village's residential and commercial zoning districts.

CI 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 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 public & institutional 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.

Industrial (I)

Potentially Acceptable Zoning Districts: Highway Commercial (C2), General Industrial (I2), Industrial District (I1), and Planned Unit Development District (PD)

I areas accommodate manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include "nuisance" uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The Industrial 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. Compared to the BP designation, **I** areas generally have a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.).

1. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.
2. Architectural, site design, and landscaping features within **I** areas may be less extensive than in BP areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets.

Parks & Open Space (POS)

Potentially Acceptable Zoning Districts: Conservancy (W) and Groundwater Protection Overlay (GW), Village's natural resource protection zoning standards apply to most of these areas.

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. These uses 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 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 local residents.
3. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections.

Rural Lands (RL)

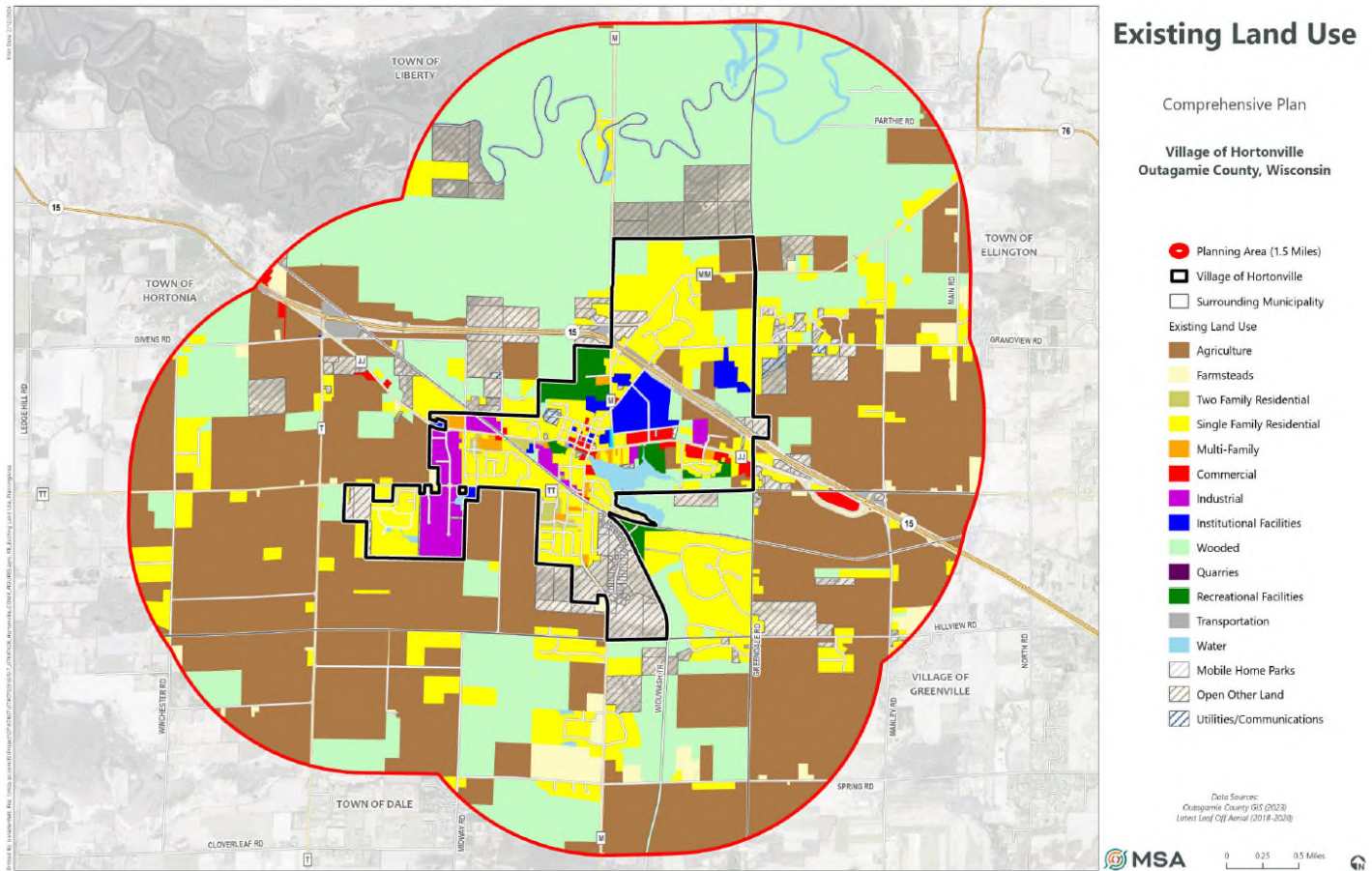
Potentially Acceptable Zoning Districts: Agricultural (A), Agri-Business (A1), Conservancy (W), and Groundwater Protection Overlay (GW)

RL areas are within the Village's 1.5-mile extraterritorial area 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 this designation 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 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.

2024 Snapshot: Land Use

Existing Land Use



Key Statistics

- **784** - The adjusted projection of population growth between 2020 and 2040, which equates to a 25.9% increase over that time.
- **31%** - The percentage of Village land area not in development, including vacant/undeveloped, agricultural, and woodlands, reflecting the availability of future development opportunities with continued preservation of natural resources.
- **39%** - The percentage of land area developed as Single Family Residential in the Village of Hortonville. This is the largest developed use type in the Village.
- **106.9** - The undeveloped acres of land within the Village projected to be needed for development by 2040.

Existing Land Use, 2024

Land Use	Community Limits	
	Area	%
Agriculture	170.6	8.7%
Industrial (plus, Airport)	172.3	8.8%
Commercial	48.0	2.4%
Public/Institutional	136.2	6.9%
Single-Family Residential	761.7	38.8%
Multi-Family Residential	74.0	3.8%
Transportation	9.8	0.5%
Vacant/Undeveloped	263.3	13.4%
Parks/Rec/Open Space	101.6	5.2%
Water Features	54.2	2.8%
Woodlands	170.0	8.7%
TOTALS	1,961.5	100%

*The official area of the Village is approximately 3.06 sq. miles. There is some discrepancy due to limitations within the available parcel layers in GIS.

Projected Land Demand

Projected Land Demand *	2020	2025	2030	2035	2040	20 Yr Change
Population	3,028	3,554	3,695	3,777	3,812	784
Household Size	2.26	2.33	2.33	2.30	2.27	0.01
Housing Units	1,340	1,522	1,587	1,645	1,678	338
Residential (acres)	835.6	881.2	897.5	912.0	920.1	84.5
Commercial (acres)	48.0	50.6	51.6	52.4	52.9	4.9
Industrial (acres)	172.3	181.7	185.0	188.0	189.7	17.4

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

Key Findings

1. Single family residential is the largest land use category in terms of the number of acres.
2. There do not appear to be significant conflicts between land uses.
3. Based on projections of growth in population by 2040, there are 107 additional acres of developable residential, commercial and industrial land projected to be needed during the life of this plan. This plan identifies much more acreage than that which could be developed, but significant increases in the projected population should trigger an update to this Comprehensive Plan.

The acreage of the areas shown as future residential, commercial, and industrial on the Future Land Use Map may differ from the projected acreage. Where and how much development will actually occur will depend on the market for the land uses and the developers and property owners that choose to respond to the market demand.