



City of Horicon Comprehensive Plan

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Adoption: Date

Vandewalle & Associates



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City of Horicon Comprehensive Plan Acknowledgements

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INTRODUCTION

A. Community Overview

Located in northern Dodge County, the City of Horicon is a modern and progressive community, with a rich individual heritage. The City is characterized by its site adjacent to the Rock River and along the southern fringe of the Horicon Marsh, the largest freshwater cattail marsh in the nation. The City is positioned in the center of a triangle formed by the three largest metropolitan areas in the state: Milwaukee, Madison, and the Fox Valley.



City of Horicon

B. Purpose of this Plan

This *Comprehensive Plan* is a complete update of the City's 2000 Comprehensive Plan. It is intended to act as the blueprint to guide growth and development of the City of Horicon. The purposes of this *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20+ years;
- Recommend appropriate types of land use for specific areas of the City;
- Preserve natural and agricultural resources in and around the City;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing, commercial, and industrial investments in the City; and
- Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is presenting (*e.g. Transportation, Land Use, Economic Development*) and then presents the City's goals, objectives, and policies for that element. These policies are the basis for the programs and recommendations that are presented at the end of each chapter.

The final chapter of the document (*Implementation*) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

C. Planning Process

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law. After January 1, 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing as a basis for zoning and subdivision decisions.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate an inclusive public participation process to ensure that the final *Plan* recommendations reflect a supported vision

for the community. The City utilized regular Plan Commission meetings as its primary public input opportunity during this process.

D. Regional Context

The City of Horicon is located in Dodge County in southeastern Wisconsin. Horicon is situated at the center of a triangle formed by the state's three major metropolitan areas. It is approximately 45 miles northeast of Madison, 50 miles northwest of Milwaukee, and a similar distance from the Fox Valley. Horicon sits at the intersection of State Highways 33 and 28, providing connections to the major U.S. Highways 151 to the west and 41 to the east. Most of Horicon's land area was incorporated from the northwest corner of the Town of Hubbard. The Town of Oak Grove borders the City along the west, the Town of Williamstown to the north, and the Town of Burnett to the northwest.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the City Council enact an ordinance adopting the Plan as the City's official *Comprehensive Plan*.

Following Plan Commission approval, the City Council holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the *Plan* and information concerning where the entire document may be inspected or obtained. The City Council may then adopt the ordinance approving the Plan as the City's official *Comprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and City Council assures that both bodies understand and endorse the *Plan's* recommendations.

E. Selection of the Planning Area

The planning area for this *Plan* has been selected to include all lands in which the City has both a short-term and long-term interest in planning and development activities. The planning area includes all lands currently within Horicon's municipal limits, and the unincorporated area within the City's 1½-mile extraterritorial jurisdiction (ETJ). The 2008 municipal boundaries and ETJ boundaries are depicted on Map 1. Within the ETJ, state statutes enable the City to plan for those areas that bear relation to the City's development, review subdivisions, enact extraterritorial zoning, and implement an official map.

This *Plan* covers a planning period of approximately 20 years (through 2030). Within that period, much of the land within the City's ETJ will remain outside the municipal limits (i.e., not be annexed). However, the City has an interest in assuring that development activity within the entire ETJ does not negatively affect the capacity for logical urban growth within and beyond the planning period. Through the planning process, the City made a concerted effort to coordinate its recommendations with those of other local jurisdictions within its ETJ.

Map 1: Jurisdictional Boundaries

CHAPTER ONE: OPPORTUNITIES AND VISION

This chapter of the *Plan* includes an overview of important demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the City of Horicon. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the planning period.

A. Population Trends and Forecasts

Figure 1.1 shows that the City of Horicon experienced a modest increase in population between 1970 and 1990; however, the City's population has been in a downward trend since 2000. In fact, the City has experienced a 5.3 percent decrease in population between the Census Bureau's 2000 census and the 2007 population estimates. This is likely the result of minimal housing development in Horicon coupled with declining household sizes. Similarly, the adjacent Towns of Burnett and Williamstown experienced population decline. In contrast, the Town of Hubbard and the Cities of Juneau and Mayville experienced a moderate increase during this same time period. The City of Beaver Dam and Dodge Counties also experienced population growth.

Figure 1.1: Population Trends

| | 1970 | 1980 | 1990 | 2000 | 2007* | % Population Change 2000-2007 |
|----------------------|-----------|-----------|-----------|-----------|-----------|-------------------------------|
| City of Horicon | 3,356 | 3,584 | 3,873 | 3,775 | 3,576 | -5.3% |
| City of Beaver Dam | 14,265 | 14,149 | 14,196 | 15,169 | 15,266 | 0.6% |
| City of Juneau | 2,043 | 2,045 | 2,157 | 2,485 | 2,596 | 4.5% |
| City of Mayville | 4,139 | 4,333 | 4,374 | 4,902 | 5,279 | 7.7% |
| Town of Burnett | 875 | 917 | 915 | 919 | 898 | -2.3% |
| Town of Hubbard | 1,301 | 1,508 | 1,390 | 1,643 | 1,750 | 6.5% |
| Town of Oak Grove | 1,326 | 1,333 | 1,200 | 1,126 | 1,092 | -3.0% |
| Town of Williamstown | 659 | 657 | 722 | 646 | 664 | 2.8% |
| Dodge County | 69,004 | 75,064 | 76,559 | 85,897 | 87,786 | 2.2% |
| State of Wisconsin | 4,417,731 | 4,705,767 | 4,891,769 | 5,363,675 | 5,601,640 | 4.4% |

Source: U.S. Census Bureau, 1970-2000

U.S. Census Bureau 2007 Population Estimates

Figure 1.2 shows alternative population projections prepared for the City of Horicon using three different methods. These alternative population projection scenarios are summarized as follows:

- **Wisconsin Department of Administration Projection.** The State Department of Administration (DOA) forecasts the City’s population to decline at an annual rate of .21 percent between 2005 and 2030.
- **25-Year Constant Nominal Rate Trend Projection.** This scenario is based on population growth trends between 1980 and 2005, during which time the City of Horicon grew annually by an average of six residents per year. Projecting this trend forward produces a population of 3,866 by 2030.
- **25-Year Compounded Percentage Rate Projection.** This scenario was calculated by determining the City’s percent population change between 1980 and 2005, and projecting that forward to 2030. This method suggests future population growth at an average annual rate of 0.15 percent; producing a population projection of 3,872 by the year 2030.

For the purposes of this *Plan*, the projected population will be based on the 25-Year Constant Percentage Rate scenario (highlighted in Figure 1.2). This population scenario will be used for housing and land use demand projections later in this *Plan*.

Figure 1.2: City of Horicon Population Projection Scenarios

| Scenario | 2000* | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
|---------------------------------------|-------|-------|-------|-------|-------|-------|-------|
| Wisconsin DOA** | 3,775 | 3,725 | 3,687 | 3,644 | 3,594 | 3,545 | 3,531 |
| 25-Year Constant Nominal Rate*** | 3,775 | 3,725 | 3,753 | 3,781 | 3,810 | 3,838 | 3,866 |
| 25-Year Compounded Percentage Rate*** | 3,775 | 3,725 | 3,754 | 3,783 | 3,812 | 3,842 | 3,872 |

Source: Wisconsin Department of Administration; *U.S Census Bureau, 2000

**Wisconsin Department of Administration, 2008

***Vandewalle & Associates

B. Demographic Trends

Figure 1.3 shows Horicon’s age and gender distribution in 2000 compared to nearby communities. The City’s median age has increased from 32.9 in 1990 to 36.3 in 2000; however, the City’s median age is younger than the surrounding communities and the County. The proportion of residents over the age of 65 has actually decreased from 13.9 percent in 1990 to 12.7 in 2000, which goes against the trend in most communities in Wisconsin. The proportion of school-aged children residing in the City has decreased from 28.9 percent in 1990 to 26.6 percent in 2000. These trends reflect the fact that more of the City’s population entered an “empty nester” phase of their lives recently.

Figure 1.3: Age and Gender Distribution, 2000

| | Median Age | % under 18 | % over 65 | % Female |
|----------------------|------------|------------|-----------|----------|
| City of Horicon | 36.3 | 26.6% | 12.7% | 50.4% |
| City of Beaver Dam | 37.3 | 25.0% | 16.5% | 51.8% |
| City of Juneau | 39.5 | 20.9% | 20.7% | 50.0% |
| City of Mayville | 37.8 | 25.8% | 17.4% | 50.3% |
| Town of Burnett | 37.9 | 26.7% | 11.5% | 48.1% |
| Town of Hubbard | 40.0 | 23.9% | 12.9% | 48.1% |
| Town of Oak Grove | 39.0 | 24.8% | 12.8% | 48.1% |
| Town of Williamstown | 40.5 | 23.5% | 11.6% | 48.3% |
| Dodge County | 37.0 | 24.8% | 14.0% | 47.7% |

Source: U.S. Census Bureau, 2000

C. Housing Trends and Forecasts

Figures 1.4 and 1.5 present household characteristics for the City of Horicon as compared with several surrounding communities and Dodge County. Overall, Horicon's housing characteristics are typical of a Wisconsin community of its size.

The average household size in Horicon was less than that of adjacent towns, but greater than neighboring cities. Horicon's average household size (2.56) was the same as that for Dodge County in 2000. The City's average household size decreased slightly from 2.70 persons in 1990 to 2.56 in 2000. This trend is reflective of the national decline in average household size as well as Horicon's decline in population with children.

Figure 1.4: Household Characteristics Comparison

| | Total Housing Units | Total Households | Average Household Size | Average Equalized Value of Residential Property 2007* | Median Rent 2000 |
|----------------------|---------------------|------------------|------------------------|---|------------------|
| City of Horicon | 1,584 | 1,474 | 2.56 | \$127,527 | \$547 |
| City of Beaver Dam | 6,685 | 6,349 | 2.35 | \$132,301 | \$529 |
| City of Juneau | 863 | 818 | 2.46 | \$132,194 | \$505 |
| City of Mayville | 2,081 | 1,988 | 2.42 | \$143,673 | \$500 |
| Town of Burnett | 353 | 330 | 2.78 | \$151,653 | \$300 |
| Town of Hubbard | 745 | 620 | 2.65 | \$200,001 | \$685 |
| Town of Oak Grove | 448 | 428 | 2.63 | \$172,442 | \$563 |
| Town of Williamstown | 242 | 235 | 2.75 | \$210,507 | \$500 |
| Dodge County | 33,762 | 31,417 | 2.56 | \$162,512 | \$528 |

Source: U.S. Census Bureau, 2000

*2007 assessed values provided by Wisconsin Department of Revenue

The percentage of single person households in Horicon is somewhat comparable to neighboring cities and higher than the surrounding towns. This trend supports the growing number of "empty nesters" in the City. The housing vacancy rate is slightly higher in Horicon than the comparison communities with the exception of the Town of Hubbard, which is considerably higher, and the Town of Williamstown, which is low at 2.9 percent. Homeownership is more common in Horicon than in comparison communities, with the exception of the Cities of Beaver Dam and Mayville, and Dodge County.

Figure 1.5: Housing Occupancy Characteristics Comparison, 2000

| | Percentage of Single Person Households | Percentage of Vacant Housing | Percentage of Owner Occupied Units |
|----------------------|--|------------------------------|------------------------------------|
| City of Horicon | 25.4% | 6.9% | 93.1% |
| City of Beaver Dam | 31.3% | 5.0% | 95.0% |
| City of Juneau | 26.9% | 5.2% | 66.5% |
| City of Mayville | 29.8% | 4.5% | 95.5% |
| Town of Burnett | 17.0% | 6.5% | 86.4% |
| Town of Hubbard | 17.9% | 16.8% | 83.2% |
| Town of Oak Grove | 18.0% | 4.5% | 82.9% |
| Town of Williamstown | 13.6% | 2.9% | 84.7% |
| Dodge County | 24.1% | 6.7% | 93.3% |

Source: U.S. Census Bureau, 2000

Figure 1.6 shows a household projection for the City through the year 2030, which was calculated based on the 25-Year Constant Percentage Rate population projection scenario from Figure 1.2. Based on these projections, the City may have 1,549 households in 2030 or 68 households more than in 2000.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. It should be noted that the demand for future housing units will be based not only on increases in population, but also on projected decreases in the City's average household size. As household sizes decrease, more housing units will be needed to meet housing demands. For the purposes of this analysis, it is assumed that the 2000 household size (2.56) will decrease slightly through the planning period, to a 2030 household size of 2.51.

Figure 1.6: Household Projections, 2005 – 2030

| | Number of Households & Household Size | | | | | | % Change 2005-2030 |
|------------------|---------------------------------------|-------|-------|-------|-------|-------|-----------------------|
| | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 | |
| Population | 3,725 | 3,754 | 3,783 | 3,812 | 3,842 | 3,872 | 3.9% |
| Household Size | 2.55 | 2.54 | 2.53 | 2.52 | 2.51 | 2.50 | -2.0% |
| Total Households | 1,461 | 1,478 | 1,495 | 1,513 | 1,531 | 1,549 | 6.0% |

Source: Vandewalle & Associates, 2008

D. Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*. This data indicates that 88.4 percent of the City's population aged 25 and older have attained a high school degree or higher, and that 14.8 percent have attained a Bachelor's degree or higher. The City's educational levels are important for both quality of life and economic prosperity.

Generally, the incomes of City residents are reflective of their education levels. Per capita income statistics indicate that Horicon residents are faring as well as neighboring communities. Nearly 43 percent of the labor force is employed in the manufacturing sector, which is reflective of the City's large "blue collar" workforce.

E. Issues Raised Through Public Participation

The City's comprehensive planning process was guided by input that was collected during Plan Commission meetings and through a brief survey on property owner's desired future vision. The following is a summary of the issues identified by this public participation process.

Plan Commission Meetings

The Plan Commission held its first meeting regarding the *Comprehensive Plan* update on November 10, 2008. The Plan Commission participated in an exercise to visual the City in the year 2030. Key ideas included:

- Capitalizing on tourism potential of the Horicon marsh via the development of eco-tourism, marsh-related businesses and recreation, such as outfitters and boat tours.
- Maintaining and improving the appearance of existing residential and commercial structures to increase a sense of community pride.
- Encouraging the development of "core businesses" such as grocery, laundry, food, medical, and small shops while leaving larger retail for surrounding communities, such as Beaver Dam.
- Support and play off of Horicon's unique features, such as the Boathouse District.

ADDITIONAL MEETING SUMMARIES — TO BE COMPLETED AT A LATER DATE

Community Questionnaire

In December 2008, the City of Horicon elicited public input via a community questionnaire. The purpose of the questionnaire was to elicit the opinion of Horicon residents regarding the City's long-term future. The following themes emerged:

- The City should support eco-tourism by developing a marketing strategy that focuses on the unique natural aspects of the Horicon Marsh.
- The City should support local business growth and development so that daily shopping needs (e.g., grocery, pharmacy, etc.) can be met without leaving the City.
- The City should place a broader emphasis on education by supporting the school district through infrastructure improvements and increasing the quality of education.
- The quality and availability of parkland, open space, and recreation trails are amenities that will attract new residents to Horicon. The City should maintain and expand upon the existing park system.
- The City should continue to support and recognize John Deere as a vital community asset and promote the expansion of new industry within the west-side industrial park.

F. Future Vision

A Vision Statement is intended to broadly describe how a community would like to look, feel, and function twenty years into the future. The identified future vision for the community is as follows:

City of Horicon—Gateway to the Marsh

Located at the south edge of the great Horicon Marsh and the headwaters of the Rock River, the City of Horicon strives to be a dynamic yet comfortable community that embraces its exquisite natural setting and its varied opportunities to live, work, learn, play, and relax. Nestled in a rich agricultural area midway among the Milwaukee, Madison, and Fox Valley areas, Horicon will continue to offer one of Wisconsin's best places for industry, nature-based tourism, and small-town living. Horicon's pride will be reflected by its vibrant downtown and waterfront; abundant parks, community facilities, and community events; evolving industrial and commercial areas; friendly, affordable, and growing neighborhoods; and small but modern schools.

All the goals, objectives, policies, programs, and actions outlined in this *Plan* should move the City towards achieving this vision.

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Common Council members, residents, and other interested groups and individuals for the next 20+ years.

Goals, objectives, policies, programs, and recommendations are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.
- **Objectives** more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.

- **Policies** are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- **Programs** are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.
- **Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

G. Growth Framework

TO BE COMPLETED AT A LATER DATE

Map 2 Growth Framework
TO BE PREPARED AT A LATER DATE

CHAPTER TWO: NATURAL RESOURCES

Understanding Horicon’s natural features and resources sheds light on locational constraints and opportunities for particular land uses. It also provides a framework for future growth. For instance, it is essential to understand the location and characteristics of environmentally sensitive areas, such as the Horicon Marsh and certain lands around the Rock River, where development is not appropriate. Directing growth away from these areas will prevent environmental problems or conflicts that may be difficult and/or costly to correct in the future. Maintenance of these natural features is also important to protect the functions they perform for natural communities and to maintain the City’s community identity. Map 3 depicts natural features in and around the City of Horicon, many of which are described in more detail below.

Natural Resource Recommendations Summary

- *To Be Completed at a Later Date*

A. Ecological Landscapes

The City is situated on the Green Lake Recessional Moraine, a relatively small belt of glacial deposits that traverse the region in an east-west direction. The City and surrounding marsh is covered by a glacial ground moraine, an area of low relief and gently rolling topography underlain by glacial till. Sedimentary rock formations that include dolomite, shale, and sandstone underlay almost the entire area. Niagara dolomite and its mantle of glacial deposition are found throughout the eastern portion of the area. Most notable of these glacial landforms is the Horicon Ledge – an exposed protrusion of the Niagara Escarpment – located approximately two miles northeast of the City.

B. Topography

Horicon’s topography is the result of glaciation and is characterized by the transition from the hilly uplands east of the Marsh and Rock River to the rolling plains and low hills west of the river. Land surface elevations range from about 1,100 feet above mean sea level on the northeast side of the planning area to about 855 feet south of the City in addition to the Horicon oblong hill—found on the eastern and southern edges of the planning area, and the Horicon Marsh to the north. These unique topographic features present challenges for land development, particularly in regard to drainage and stormwater management.

C. Steep Slopes

Generally, the planning area is predominated by gently rolling hills or flat areas. Steep slopes—generally defined as those exceeding 12 percent—occur very infrequently and only for very short runs. These areas are scattered throughout the planning area and are generally associated with directly adjacent waterways or ridge top systems.

D. Hilltops and Ridges

Important natural features often overlooked in comprehensive planning efforts are hilltops and ridgetops. Hilltops and ridgetops define the horizon, and in places provide a “natural edge” for a community. Large structures constructed on top of them (including homes) tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style. Prominent hilltops/ridgetops in the planning area include the Horicon Ledge located northeast of the City.

Hilltops and ridges also provide opportunities for scenic vistas, which contribute to community character. Within the City of Horicon, vistas are particularly prominent along the Rock River drainage corridor.

E. Soils

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. The soils in the planning area are of four major types:

- The Houghton-Pella association covers much of the central portion of the planning area; especially in and around the Horicon Marsh and Rock River. This association is characterized by deep, generally poorly drained organic soils with silty clay loam subsoil. These soils are typically in broad depressions on glacial lake plains, on moraines, and between drumlins. Where level and drained, these soils are productive for agriculture production. Undrained areas are covered by a thin layer of water during the wet season and are used primarily for pasture or wildlife habitat. These soils are generally unsuited for building site development.
- The St. Charles-LeRoy-Lorima association covers much of the northwest portion of the planning area. This association is characterized by deep, generally well drained soils with clay loam subsoil over loess and sandy loam glacial till. Where level, these soils are very productive for agriculture and have few limitations for development. Where on steep slopes, these soils are susceptible to erosion and are generally wooded.
- The Theresa-Lamartine-Hochheim association covers much of the eastern portion of the planning area. This association is characterized by deep, generally well drained soils with clay loam subsoil over loess and sandy loam glacial till. Where level, these soils have good potential for all of the cultivated crops commonly grown in the region. Steeper areas are used for woodland. Areas with hill slopes less than 6 percent have good potential for development.
- The St. Charles-Miami-Elburn association covers much of the southwest portion of the planning area. This association is characterized by deep, generally well drained soils with clay loam subsoil over loess and sandy loam glacial till. Where level, these soils have good potential for all of the cultivated crops commonly grown in the region. Where steep, they are generally wooded. Development is appropriate in level areas with less than a 6 percent slope.

F. Woodlands and Natural Vegetation

The planning area contains scattered wooded areas. These areas are generally located around the Marsh and along the banks of the Rock River. The main woodland species in the planning area are oak, elm, maple, and other hardwoods. This relative scarcity of wooded areas is due to a combination of rich soils under cultivation, few steep slopes, and residential development activity which tends to place high value on wooded sites.

G. Metallic and Non-Metallic Resources

There are no metallic mining operations located within the City; however, two active non-metallic mining operations are located near Horicon. The Michels Corporation is located due east of the City between STH's 28 and 33. Linck Aggregates, Inc. is located to the southeast of the City south of STH 33 and south of the railroad.

Under State Statutes (295.20), landowners who want to register their property as a non-metallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere

with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

H. Groundwater

Groundwater resources are plentiful and of high quality in the planning area at both shallow and deep levels; available usually at depths between 100 and 150 feet. Ordovician and Cambrian sandstone form the sandstone aquifer beneath the City, which provides a principal source of water for municipal and industrial wells. The Cambrian is characterized by its high mineral content (hardness), which can negatively affect taste, odor, and occasionally appearance of the water supply.

Most individual wells rely on groundwater from upper aquifers, which are generally more susceptible to contamination from both surface and subterranean sources. For this reason, a few deep common (e.g. municipal) wells are preferred over numerous shallow private wells.

I. Watersheds

The entire planning area is within the Upper Rock River drainage basin running north to south through Dodge County. The main stem of the Rock River begins in the Marsh where the east, south, and north branches converge. Upon exiting the Marsh, the Rock River flows through the City and then south into Lake Sinissippi before leaving the planning area. Below the dam in the City, the gradient of the Rock River drainage basin averages about one foot per mile.

J. Surface Waters

Surface waters in the planning area include the Rock River, the Horicon Marsh and Lake Sinissippi. Located in the southern portion of the planning area, the 2,300-acre Lake Sinissippi was formed behind a dam on Rock River. This shallow lake averages three to four feet in depth. The fishery consists mainly of carp, bullheads and northern pike. A large number of waterfowl visit the lake in the spring. The lake experiences problems of algae blooms during the summer and fish kills in the winter. Lake Sinissippi does, however, provide wildlife habitat and recreational opportunities for hunting, fishing, and boating.



Headwaters of the Rock River

K. Floodplains

Flood hazard areas within the planning area are located along the Rock River. These have been identified and mapped by the Federal government for risk management purposes. The 100-year flood plain — where the probability of flooding is greater than 1 percent in any given year — is generally restricted from development

by State Statute-authorized zoning. The National Flood Insurance Program maps produced by the Federal Emergency Management Agency, FEMA, delineate detailed floodplain boundaries.

L. Wetlands

The Horicon Marsh represents one of the most unique and defining natural features for the City of Horicon. The Marsh is a combination of open water, wet marsh, semi-dry marsh, and scattered uplands. The Horicon National Wildlife Refuge (21,000 acres) makes up the northern two-thirds of the marsh and is managed by the U.S. Fish and Wildlife Service. The Wisconsin Department of Natural Resources administers the southern portion (11,000 acres), adjacent to the City.

The Marsh has received the prestigious title of a “Wetland of International Importance” in addition to being included in the Ice Age National Scientific Reserve due to its outstanding example of an extinct post-glacial lake. Public use of the Marsh has increased considerably in the last decade. Hunters, fishermen, hikers, and tourists visit the area at all times of the year. In recent years it has been estimated that nearly 400,000 visitors are attracted to the Marsh annually. The Marsh will continue providing Horicon residents and tourists with an attractive natural setting and a place to enjoy both recreational and economic opportunities.

There are other, smaller pockets of wetlands scattered throughout the planning area. These areas are important for aquifer recharge, groundwater and surface water quality improvement, flood storage, and wildlife habitat. They also provide areas for hunting, trapping, bird watching and other forms of recreation. Generally, these areas are restricted from development by State Statute-authorized local zoning.

M. Wildlife Habitat

Species of wildlife common to the Upper Rock River Basin include deer, muskrat, rabbits, and fox. Less commonly found species include beaver and otter. Bison and elk are native to the area, but have essentially vanished and are unlikely to be seen outside of wildlife farms.

The Upper Rock River Basin is part of an important migratory route for many bird populations traveling up from Central and South American to nest in Wisconsin or further north. Several species also migrate south from the north to spend winters in Wisconsin. In addition, over 265 species of birds have been identified in the Horicon Marsh, which has prompted many bird-watching related tourism events—a growing pastime.


The Basin is to a wide variety of fish such as small and large-mouthed bass, northern pike, walleye, catfish, and a variety of panfish, carp, and other fish. Fish populations in the Basin have been impacted by poor water quality associated with sediment and algae and changes in water levels.

N. Rare Species Occurrences

There are occurrences of aquatic endangered species in the south-central portion of the planning area. These are largely located adjacent to Lake Sinissippi. Occurrences of terrestrial endangered species are located to the northeast of the City, just east of the Horicon Marsh. Occurrences of both terrestrial and aquatic endangered species can be found along the Sinissippi Lake-Rock River, directly west of Lake Sinissippi in the Town of Oak Grove.

O. County and State Natural/Wildlife Areas

Numerous natural and wildlife areas surround Horicon. The following is a sample of some of the popular natural areas.

- The **Horicon Marsh**, also known as the “Little Everglades of the North,” is located to the north of the City. The marsh represents one of the most unique and defining natural features for both the City and the State of Wisconsin. The Marsh is a combination of open water, wet marsh, semi-dry marsh, and scattered uplands. The Horicon National Wildlife Refuge (21,000 acres) makes up the northern two-thirds of the marsh and is managed by the U.S. Fish and Wildlife Service. The Wisconsin Department of Natural Resources administers the southern portion (11,000 acres). The Marsh has received the prestigious title of a “Wetland of International Importance” in addition to being included in the Ice Age National Scientific Reserve due to its outstanding example of an extinct post-glacial lake. Public use of the Marsh has increased considerably in the last decade. Hunters, fishermen, hikers, and tourists visit the area at all times of the year. Throughout the planning period, the Marsh will continue providing Horicon residents and tourists with an attractive natural setting and a place to enjoy both recreational and economic opportunities.
- 
- Aerial view of the Horicon Marsh*
- **Ledge Park**, located at N7403 Park Road in Horicon, covers 83 acres along the Niagara escarpment. A natural rock ledge divides the park into upper and lower areas. Hikers to the upper area will experience breathtaking views of the Horicon Marsh and surrounding countryside. The lower portion offers a group shelter, picnic areas, play equipment, and a wildlife pond. Camping is also available with 45 campsites and a restroom/shower facility.
 - **Nitschke Mound Park** is located west of the Horicon Marsh. This 54 acre park contains 40 acres of preserved animal effigy, conical and linear mounds believed to have been constructed between 800AD and 1100 AD. The park is accessible via Country Road E.
 - The **Fourmile Island Rookery**, situated within the Horicon Marsh, contains one of the largest heron and egret rookeries in the Midwest. Fifteen acres of large oaks, basswood, elm, aspen, and cottonwood tree species provide an excellent natural habitat for black-crowned night herons and great egrets. The Rookery is owned by the Wisconsin DNR and was designated as a State Natural Area in 1965.
 - The **Mayville Ledge Beech-Maple Woods** is a one-half mile exposure of Niagara dolomite escarpment located near the intersection of STH's 67 and 33 in Dodge County. The escarpment ranges in height from 40 to 60 feet and its slope supports an ungrazed forest of sugar maple, basswood, red oak, and American elm. The plain above the escarpment sustains ironwood, American beech, sugar maple, and yellowbud hickory. According to the Wisconsin DNR, this is a rare location for American Beech and represents the westernmost range extension in southern Wisconsin. The Mayville Ledge is owned by the University of Wisconsin-Milwaukee. The area was designated as a State Natural Area in 1987.
 - **Neda Mine** is an abandoned iron mine located at the base of the Niagara dolomite escarpment in east-central Dodge County. The mine contains one of the largest bat hibernacula in Wisconsin. Neda Mine is owned by the University of Wisconsin and was designated a State Natural Area in 1978. Public access is

restricted to the mine due to the sensitive nature of the site. The entire site shows evidence of disturbance.

- The ***Great Wisconsin Birding and Nature Trail*** is an in-progress auto trail system project, which, when complete, will allow bird and nature enthusiasts access to natural resource sites in every area of the state. Maps and guides have been developed for five regional trails to lead travelers to sites of warblers, shorebirds, eagles, loons, cranes, and others. The Southern Savannah Birding and Natural Trail is the regional trail which passes through Dodge County. Sites and venues along the trail include the Horicon Marsh State Wildlife Area & International Education Center, Horicon National Wildlife Refuge, Shaw Marsh State Wildlife Area, and Theresa Marsh State Wildlife Area – Northern Unit.

P. Natural Resource Goals, Objectives, and Policies

TO BE COMPLETED AT A LATER DATE

Q. Natural Resource Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

Map 3: Natural Features

CHAPTER THREE: AGRICULTURAL RESOURCES

Maintaining Horicon's small town character means acknowledging the importance of and protecting area natural resources. The area's abundant environmental features, including the Horicon Marsh and Rock River, are an asset to the City and its residents. This chapter of the *Comprehensive Plan* contains background data, goals, objectives, policies, and recommended programs for natural resource conservation.

A. Character of Farming

Agriculture in Horicon and the surrounding areas of Dodge County remains an important component of the economy and community character. Large areas of prime agricultural soils are present to the east, west and south of the City. The importance of this resource to the community, and to Dodge County, is widely recognized.

Agricultural Resource Recommendations Summary

- *To Be Completed at a Later Date*

Recent industrial development projects rely on a strong agricultural economy. Agricultural activities will be important to the City in the future, as it continues to be home to John Deere Horicon Works and companies which use agricultural raw materials. Retention of existing and attraction of new industries that use agricultural products can be a component of the City's economic development strategy.

B. Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

The locations of Class I, II, and III soils are depicted on Map 3. Class I soils are scattered to the east and west of the City, with nearly none within City limits. Class I soils comprise approximately 0.05 percent of the City's total land area. There are no instances of Class I or II soils to the north of the City where the Horicon Marsh lies. The majority of land to the east, west, and south of the City is categorized with Class II soils.

C. Agricultural Resource Goals, Objectives, and Policies

Goal:

Objectives:

Policies

TO BE COMPLETED AT A LATER DATE

D. Agricultural Resource Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

Map 4: Agricultural Soils

CHAPTER FOUR: LAND USE

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

Land Use Recommendations Summary

- *To Be Completed at a Later Date*

A. Land Use Map Categories

The Existing Land Use map (Map 5) and Future Land Use map (Map 6), use a common set of land use categories to illustrate current and desired future land use conditions in and around the City. This is not always the same as how land is currently zoned. Not all categories listed below are shown on both maps. See the “Land Use Programs and Recommendations” section later in this chapter for more information and policies for these categories as they relate to the Future Land Use map.

- **Single-Family Residential (unsewered):** Non-farm residential development, usually single family homes, not served by public sewer or water.
- **Single-Family Residential (sewered):** Single-family residential development served by public sewer and water services.
- **Two-Family/Townhouse Residential:** Single-family and two-family residential development at densities up to 8 dwelling units per acre.
- **Multi-Family Residential:** Multi-family residential housing (3+ units per building), sometimes with a mixture of attached single-family (e.g. townhouses) and duplex units.
- **Neighborhood Commercial:** Neighborhood related retail and commercial service uses, business and professional office, and office supporting commercial and personal service uses which preserve residential character through building scale, appearance, landscaping, and signage.
- **Community Commercial:** Commercial development on larger lots located near higher volume roads, typically at the edge of the community and developed in more recent times.
- **Central Commercial:** Commercial development associated with Horicon’s historic downtown, including commercial, office, community facility, and upstairs residential uses.
- **Institutional:** Public or public-related land areas, such as schools, cemeteries, churches, public buildings, hospitals, and public utilities.
- **Heavy Industrial:** Industrial and manufacturing uses that have potentially substantial negative impacts on other uses, generally located in areas with rail or major highway access.
- **Limited Industrial:** Generally low-impact manufacturing, warehousing, and controlled outdoor storage uses located to efficiently and conveniently serve the Horicon area.
- **Special Use:** Uses not easily categorized based on unique functions, historic character, or impacts on the surround neighborhood or community. Includes the City’s boathouse district.
- **Parks and Recreation:** Publicly-owned recreation facilities devoted to conservation, playgrounds, play fields, trails, picnic areas, and related recreational activities.

- **Agricultural and Open Space:** Agricultural practices and other open space uses, including housing at densities generally less than one house per 35 acres.
- **Vacant:** Vacant parcels within the City limits.
- **Rights-of-Way:** Publicly-owned land for roads within the city limits and railroads.

B. Existing Land Use Pattern

An accurate depiction of the City's existing land use pattern is the first step in planning for a desired future land use pattern. Existing land use is depicted on Map 5 and described below.

Residential Development

The City of Horicon is dominated by single-family residential development (comprising nearly 73 percent of all housing units). This development averages between three and four homes per gross acre in the older sections of town, and between two and three homes per gross acre in the newer sections. Single-family residential areas are located on both sides of the river. Larger residential areas include older neighborhoods east of the river (Gray Street to the Marsh) and west of the river (north of the railroad tracks). Single-family residences are also prominent in the western section of the City between STH 33 and the railroad tracks. The west and southwestern sections of the City (especially along South Main and Clinton Streets) contain emerging residential areas.



Traditional Single-Family Residential

Two-family residential development is mostly spread out around the periphery of the City, with some such development integrated among single family homes. Mixed residential areas (i.e. mainly multiple family developments) are somewhat concentrated on the City's south side.

Commercial Development

The City's Central Commercial area straddling Lake Street, otherwise known as the downtown, contributes immensely to the community's character. Centrally located to most residential areas, this district has historically been the main commercial center for retail and commercial service activities in Horicon. Other Community Commercial land uses are spread out along STH 33 and clustered at the east and west entrances into the City. There are also several scattered, very small Neighborhood Commercial areas in the community. Aside from general offices and banks in the downtown business district, there are no stand-alone office districts in the community.



Riverfront Commercial Development

Industrial Development

There are two main areas of industrial development within the City. Perhaps the most prominent is the John Deere-Horicon Works manufacturing site nestled between the Downtown and the river. Another John Deere site is on the northwest side of the City is Industrial. Other industrial uses in that vicinity form the Horicon Industrial Park. Older areas of industrial development are scattered along the railroad corridor in the central and western portions of the City.



John Deere Horicon Works – Industrial Development

Other Land Uses

Key institutional uses include the Horicon High School campus on Gray Street and the Van Brunt Elementary/Middle School campus between Cedar and Finch Streets. There are scattered additional institutional uses throughout the remainder of the City, including various municipal buildings and facilities, school sites, churches and historic museums. The Horicon City Hall and Public Library is located along Lake Street in the downtown. The Public Safety Building (police station, fire hall) is located on Ellison Street on the City's west side.

Public open space and recreational uses are scattered fairly evenly throughout the community. These areas provide community focal and gathering points.

Figure 3.1: City of Horicon Existing Land Use by Category

| | Acres* | Percent* |
|---------------------------------------|---------------|-------------|
| Single-Family Residential (Unsewered) | 2 | 2% |
| Single-Family Residential (Sewered) | 1214 | 356% |
| Two-Family/Townhouse Residential | 54 | 13% |
| Multi-Family Residential | 26 | 26% |
| Neighborhood Commercial | 5 | 3% |
| Community Commercial | 41 | 36% |
| Central Commercial | 47 | 6% |
| Institutional | 35 | 114% |
| Heavy Industrial | 26 | 265% |
| Limited Industrial | 23 | 53% |
| Special Use | 56 | 1% |
| Parks and Recreation | 41 | 273% |
| Agricultural and Open Space | 3 | 19% |
| Vacant | 77 | 273% |
| Right-of-way | 27 | 246% |
| Total Acres | 1971.9 | 100% |

Source: GIS Inventory, Vandewalle & Associates, 2008

** Values have been rounded to the nearest whole number*

C. Development Trends

Figure 3.2 shows the number and type of building permits issued by the City from 2000 through 2008. Building permits are required for all new construction, structural additions (e.g. garage, porch, etc.), and remodeling/repair projects over \$500 in project cost. The number of building permits has remained relatively consistent over this period.

Figure 3.2: Building Permits Issued, 2000 - 2008

| Type | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | Total |
|-------------|------|------|------|------|------|------|------|------|------|-------|
| Residential | 38 | 37 | 53 | 34 | 16 | 36 | 34 | 33 | 31 | 312 |
| Commercial | 6 | 10 | 7 | 2 | 4 | 13 | 9 | 13 | 6 | 70 |
| Industrial | 1 | 1 | 1 | 0 | 0 | 1 | 1 | 1 | 2 | 8 |
| Total | 45 | 48 | 61 | 36 | 20 | 50 | 44 | 47 | 39 | 390 |

Source: City of Horicon Building Inspection

Figure 3.3 shows the number of new housing units, commercial buildings, and industrial buildings constructed from the year 2000 through 2008. Over this period, an average of seven new housing units was constructed each year, including a 30 unit group living facility (CBRF) in 2000. Without this CBRF, the yearly average would have been about four units. Compared to other communities in the region, this level of housing unit growth could best be classified as slow. Horicon does, however, average one new commercial or industrial building per year, which is a reasonable level for a community of its size.

Figure 3.3: New Building Units Constructed, 2000 - 2008

| Unit or Building Type | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | Total Units |
|-----------------------------|------|------|------|------|------|------|------|------|------|-------------|
| Single Family Housing Units | 5 | 4 | 2 | 3 | 0 | 1 | 1 | 1 | 0 | 17 |
| Two Family Housing Units | 2 | 0 | 0 | 0 | 0 | 2 | 0 | 2 | 2 | 8 |
| Multi-family Housing Units | 30* | 0 | 8** | 0 | 0 | 0 | 0 | 0 | 0 | 38 |
| Commercial Buildings | 0 | 0 | 0 | 0 | 2 | 1 | 0 | 0 | 0 | 3 |
| Industrial Buildings | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 1 | 2 | 5 |

Note: *One 30 unit CBRF; **One 8 unit APAR
Source: City of Horicon Building Inspection

Map 5: Existing Land Use

D. Land Market Trends

Trends in the City of Horicon land market suggest that the value of land in the City is increasing; but at a lower rate than surrounding communities. With the exception of the Towns of Burnett and Oak Grove, the comparison communities are outpacing Horicon in property value increases. The State Department of Revenue reported a 42 percent increase in the total equalized value in the City between 2000 and 2007. This correlates to the modest amount of new development in Horicon in the 2000s.

Figure 3.4: Total Equalized Values of Property

| | 1999 | 2007 | Percent Change 1999-2007 |
|----------------------|-----------------|-----------------|-----------------------------|
| City of Horicon | \$168,991,100 | \$241,097,200 | 42.7% |
| City of Beaver Dam | \$632,085,500 | \$1,102,171,000 | 74.4% |
| City of Juneau | \$72,639,600 | \$119,195,700 | 64.1% |
| City of Mayville | \$217,897,700 | \$342,696,500 | 57.3% |
| Town of Burnett | \$47,936,000 | \$66,067,800 | 37.8% |
| Town of Hubbard | \$98,328,700 | \$184,675,600 | 87.8% |
| Town of Oak Grove | \$67,647,300 | \$94,851,900 | 40.2% |
| Town of Williamstown | \$42,717,000 | \$70,146,400 | 64.2% |
| Dodge County | \$3,754,810,700 | \$6,094,768,500 | 62.3% |

Source: Wisconsin Department of Revenue

E. Land Supply

Land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been approved or platted for development; developed land within the City that is appropriate for redevelopment; and land that is not within the corporate limits of the City, but is potentially available for future City expansion. As a stand-alone city surrounded by relatively low levels of rural development, the theoretical land supply for new development in and around Horicon is relatively high.

The land actually available for development is determined by several factors. The area available for development is limited by wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence which vacant areas are actually appropriate for development. Drainage basins (and the related ability to efficiently provide lands with urban services like sanitary sewer) also form opportunities and limitations for development. Taking these factors into account, the actual land feasible for development in and around Horicon is resolved. The Marsh essentially limits City growth to the north, and lands to the south become challenging to efficiently serve with city utilities because of drainage issues.

F. Projected Land Use Demand

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the City. These factors, in turn, determine the demand for land development.

As described in Chapter One: Opportunities and Vision, four population projection scenarios were calculated for the City through the year 2030: the State DOA's projection, a 25-Year Constant Nominal Rate Projection, and a 25-Year Compounded Percentage Rate Projection.

The following land use demand projections in 5-year increments are based on the 25-Year Compounded Percentage Rate Projection scenario. For land planning purposes, it is important that the City identify a sufficient amount of land, and recommended uses for that land, to accommodate potential future growth, even if that growth is not fully realized over the 20-year planning period. These projections include land needed for road right of ways, utilities, and stormwater management.

The following land use demand projections, in 5-year increments, suggest a total residential land demand of nearly 40 acres between 2005 and 2030, and 20 acres of non-residential land demand over that same period, accounting for a 100 percent flexibility factor. When accounting for roads and other public uses, this figure suggests that the City should allocate about 5 acres for future development to safely accommodate expected land use demand through 2030.

Figure 3.5: Projected Land Use Demand

| | 2005- 2010 | 2010- 2015 | 2015- 2020 | 2020- 2025 | 2025- 2030 | Total |
|---|---------------|---------------|---------------|---------------|---------------|-------|
| Projected Number of New City Residents | 29 | 29 | 29 | 30 | 30 | 147 |
| Projected Household Size | 2.56 | 2.55 | 2.53 | 2.53 | 2.50 | -- |
| Projected New Housing Units | 11 | 11 | 12 | 12 | 12 | 58 |
| Acres needed to meet residential demand* | 3.76 | 3.81 | 3.86 | 3.90 | 3.97 | 19.30 |
| Flexibility Factor | 2.0 | 2.0 | 2.0 | 2.0 | 2.0 | -- |
| Total Residential Acres with Flexibility Factor | 7.52 | 7.62 | 7.72 | 7.80 | 7.94 | 38.59 |
| Percent of Total Land Use in Residential Uses | 0.49 | 0.49 | 0.49 | 0.49 | 0.49 | |
| Percent of Total Land Use in Non-Residential Uses | 0.51 | 0.51 | 0.51 | 0.51 | 0.51 | |
| Acres needed to meet non-residential demand | 3.83 | 3.89 | 3.94 | 3.98 | 4.05 | 19.68 |
| Land for Roads, Utilities, etc. | 0.96 | 0.97 | 0.98 | 0.99 | 1.01 | 4.92 |
| Total Land Demand | 12.3 | 12.5 | 12.6 | 12.8 | 13.0 | 63.20 |

*Projected at 3 dwelling units per acre

G. Supply and Demand Interaction

The sections that follow bring together supply and demand. The Future Land Use map, and policies and programs detailed in this *Plan* document suggest how to accommodate future land use demand via the supply of lands potentially available for development. This includes recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and the surrounding areas.

H. Existing and Potential Land Use Conflicts

There are minimal existing land use conflicts in the City of Horicon. These conflicts mainly occur in older parts of the City where industrial uses, rail-based uses, and heavy commercial uses are in close proximity to residential uses without adequate buffering. Homeowners and businesses have occasional conflicts around the issues of noise, car and truck traffic, and lighting. The uses and values associated with the Horicon Marsh have occasionally conflicted with development proposals for nearby lands in and around the Marsh.

I. Land Use Goals, Objectives, and General Policies

TO BE COMPLETED AT A LATER DATE

J. Land Use Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

K. Smart Growth Areas and Opportunities for Redevelopment

TO BE COMPLETED AT A LATER DATE

Map 6: Future Land Use
TO BE COMPLETED AT A LATER DATE

CHAPTER FIVE: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Horicon.

A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people to the community. This section describes the existing conditions of transportation facilities in the City. Map 7 shows existing and planned transportation facilities in the City.

Roadways

STH 33 provides direct access from Horicon to locations west (Beaver Dam and Highway 151) and east (West Bend and Highway 41). STH 28 intersects with STH 33 near the eastern edge of Horicon, and provides access to the Fox Valley cities northeast of the community. The City lies about 38 miles east of Interstate 90; 15 miles west of U.S. Highway 41 (a major four-lane route between Milwaukee and the Fox Valley); and about 11 miles east of U.S. Highway 151 (a major four-lane route between Madison and the Fox River Valley). CTHs E and S also provide good access to the surrounding area, including the nearby County seat in Juneau.

Figure 4.1 indicates changes in average daily traffic volumes along major routes in and around Horicon from 1986 to 2004. In general, traffic volumes have increased over time. Volumes on STH 33 (E. Lake Street) through the downtown area are particularly high. This has created some challenges related to traffic congestion and downtown revitalizations.

Figure 4.1: Average Daily Traffic Volumes, 1986-2004

| Intersection/Street | 1986 | 1995 | 1998 | 2001 | 2004 |
|-----------------------------------|-------|------------------|--------|--------|--------|
| STH 33 | | | | | |
| Directly east of Grand Street | NA | 8,800 | 8,300 | 7,700 | 8,100 |
| South of W. & S. Rail Line | 9,300 | 9,700 | 9,800 | 8,100 | 8,900 |
| Barstow Street Bridge | NA | 10,800 | 11,900 | 9,800 | 10,800 |
| Directly east of Cedar Street | 8,830 | 12,500 | 12,300 | 10,900 | 12,300 |
| Directly east of Clason Street | 5,370 | 5,300 | 5,800 | 5,900 | 6,300 |
| STH 28 | | | | | |
| Directly north of STH 33 | 4,290 | 5,400 | 7,300 | 5,000 | 7,500 |
| CTH E | | | | | |
| Directly west of Bridge | 5,490 | 7,200 | 9,200 | 6,400 | 7,300 |
| South of Municipal Limits | 550 | 700 ¹ | 910 | 1,000 | 1,000 |
| Main Street | | | | | |
| Directly south of STH 33 | 790 | 900 | 1,200 | 940 | 920 |
| Vine Street (south of Walnut St.) | NA | 2,800 | 3,100 | 2,600 | 2,200 |

Source: Wisconsin Department of Transportation

¹ 1992 Traffic Count

Bridges

The City maintains two bridges in Horicon. These are both located above the Rock River on Vine and East Lake Streets. The Vine Street Bridge was constructed in 1956, and the East Lake Street Bridge was built in 1948.

Airports

The nearest public-use airport is the Dodge County Airport, located at the northern edge of the City of Juneau (roughly a 10-minute drive from the City). Larger air carrier and passenger facilities are located approximately 45 minutes to the southwest in Madison at the Dane County Regional Airport, 45 minutes north in Fond du Lac at the Fond du Lac County Airport, and over 1 hour to the southeast in Milwaukee at General Mitchell International Airport.

Rail

Horicon developed with the railroad, and retains some of its railroad heritage. Rail lines enter the City from the east, northeast and west. The Wisconsin and Southern Railroad Company, which is headquartered in Horicon, provides freight rail service. Horicon is currently not directly served by passenger service. Passenger service via Amtrak is available at Milwaukee and Columbus.

The existing at-grade rail crossing on Highway 33 south of the downtown district has been cited as a concern among local residents both in terms of public safety and traffic circulation.

Bicycles and Walking

Bicycle and pedestrian facilities are extremely important for a small city like Horicon, where uses are generally within walking distance of one another and schools are such an important part of the community. Bike and pedestrian facilities are also important for commuting and recreational use. Portions of the City area well served by sidewalks, although significant gaps in the network exist.

Many of the City's roadways are appropriate for bicycling. The City does not currently have off-road bicycle trails. However, the City's 2005 Park and Outdoor Recreation Plan proposes potential connections to the Wild Goose State Trail, a 34-mile, multi-use recreational trail located in Dodge and Fond du Lac Counties on an abandoned railroad corridor. The trail runs from just south of the City of Juneau to the City of Fond du Lac.

Public Transportation and Para-Transit

Horicon is currently not served by public transportation. In addition, the City is not served by a shared ride taxi service, which has proved beneficial in similar communities such as nearby Beaver Dam. The State's Long Range Transportation Plan advocates linking smaller Wisconsin communities like Horicon with passenger bus service.

Truck and Water Transportation

Highways 28 and 33, as well as CTH E, are mapped by Wisconsin DOT as the designated heavy truck routes through Horicon. There is no water transportation in the area.

B. Review of State and Regional Transportation Projects and Plans

Following is a review of state, regional, and county transportation plans and studies that are relevant to the City, including those prepared by Wisconsin Department of Transportation (WisDot). These state and regional plans are consistent with the goals and recommendations of this *Comprehensive Plan*. For more information on the plans referenced below, visit the WisDOT website at <http://www.dot.wisconsin.gov/>.

Horicon State Highway 33 Reconstruction

The City of Horicon is working with Kunkel Engineering Group and WisDOT to reconstruct portions of State Highway 33 in Horicon from Columbia Street to North Palmatory Street. Reconstruction of this section of STH 33 will include grading, storm sewer, water mains, sanitary sewer, pavement marking, curb and gutter, street lighting, signage, and sidewalk reconstruction. Replacement of traffic signals at Lake and Vine Streets is expected to occur as a result of this project. No bridge reconstruction will result from this project.

The City also received WisDOT Transportation Enhancement Grant funds for this project, which will be applied to streetscape enhancements to update and beautify downtown Horicon via integration of decorative components. Construction will begin in March 2009 and is expected to be completed in November 2009 at a total project cost of \$7,130,000.

Wisconsin Southwest Regional Highway Improvement Program

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 114,485 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,773-mile state highway system that is administered and maintained by the Wisconsin Department of Transportation (WisDOT). The other 102,712 miles are improved and maintained by the cities, towns, counties and villages in which the roadways are located. The State highway system consists of 743 miles of Interstate freeways and 11,773 miles of state and US-marked highways.

This 6-year improvement program includes reconstruction of the corner of Washington and Vines Streets in Horicon. This project includes replacement of existing pavement, utilities, and curb and gutter, and construction of new concrete pavement and new sanitary, storm, and water lines.

Dodge County Bicycle and Pedestrian Improvement Plan

The Dodge County Bicycle and Pedestrian Improvement Plan was funded by TEA-21 grants and created to improve conditions for bicycling and walking throughout Dodge County. The plan presents an inventory of existing conditions for biking and walking in the County, provides a list of facility improvements to expand opportunities for bicycling and walking in the County, and recommends policies and practices to promote a safe transportation system that benefits all uses.

Wisconsin State Highway Plan

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

Connections 2030: Wisconsin's Long-Range Transportation Plan

Currently under development, this multimodal transportation plan will help the state meet transportation needs of the 21st century. This plan focuses on strategies to maintain and enhance the state's transportation system to support future mobility and economic growth. Key elements of this plan include: safety and security; preserving the existing and future system; optimizing investment in the system for continued safety, enhanced mobility, and efficiency; responding to local, regional, national, and international economic trends to maintain state economic competitiveness; considering environmental issues to maintain Wisconsin's quality of life; and providing users with transportation choices. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects.

Wisconsin Bicycle Transportation Plan

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Horicon-specific recommendations, the plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would use existing rail lines to connect these nine Midwest states. As part of this initiative, a rail system is proposed to connect Milwaukee and Madison along a corridor that passes through and would include a stop at Watertown, south to Horicon.

C. Transportation Goals, Objectives, and Policies

TO BE COMPLETED AT A LATER DATE

D. Transportation Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

Map 7: Existing and Planned Transportation and Community Facilities
TO BE COMPLETED AT A LATER DATE

CHAPTER SIX: COMMUNITY FACILITIES AND UTILITIES

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Horicon.

Community Facilities and Utilities Recommendations Summary

- *To Be Completed at a Later Date*

A. Municipal and Community Facilities and Services

City Hall

City Hall is located at 404 E. Lake Street. A total of 24 full-time employees and 97 part-time employees work for the City. At the present time there is no need for additional space to accommodate City departments.

Cemeteries

The City owns one cemetery, Oak Hill Cemetery, located on Main Street Road at the southwest corner of the City. A second, St. Malachy's Cemetery, is located on Valley Street to the south of the City.

Dams

The Lower Horicon Dam is the only dam within City limits. It is managed by Wisconsin DNR and is located along the Rock River near the intersection of Gray and Hubbard Streets. The structure is 12 feet tall with a hydraulic allowance of 1 foot and an impoundment surface area of 2,500 acres. Water levels are managed in accordance with DNR guidelines. The most recent inspection of Lower Horicon Dam occurred on August 23, 2007, at which time it was designated as having low hazard potential.



Horicon City Hall

Library

Horicon has had a public library for more than 150 years. The current Horicon Public Library, built in 1993, is located at 404 East Lake Street with City Hall. The library holds more than 35,000 volumes which include adult and children's learning materials, including books, periodicals, CDs, DVDs, books on tape, toys, and CD-Rom games. The library also makes available computers and internet service for public use. The library offers adult and children programs such as story time, book discussions, and educational programs. The Horicon Library is a member of the Mid-Wisconsin Federated Library System, which shares materials among 29 libraries.

Health and Child Care Facilities

Residents of Horicon may access the Beaver Dam Community Hospital for inpatient and outpatient services, as well as 24-hour emergency and urgent care services. The City of Horicon also has two local physicians, three dentists, one chiropractor, one rehabilitation center, and two assisted living centers. Child care service is available at Kids Come First – Presbyterian Church, St. Stephan Lutheran Child Care, Marsh Moppets Preschool, and several smaller home-based facilities.

Schools

Map 1 and Figure 5.1 show the district boundaries of the Horicon Area School District. The majority of school-aged children residing in Horicon attend school at Van Brunt Elementary/Middle School or Horicon High School. Most of the remainder of the school-aged population attends school at one of the local private

schools or St. Matthew’s Lutheran in Iron Ridge, Wisconsin. Horicon Area School District enrollment, shown in Figure 5.2, has been slowly declining since 2003. This trend reflects the overall decline in the City’s population.

Figure 5.1: Horicon Area School District

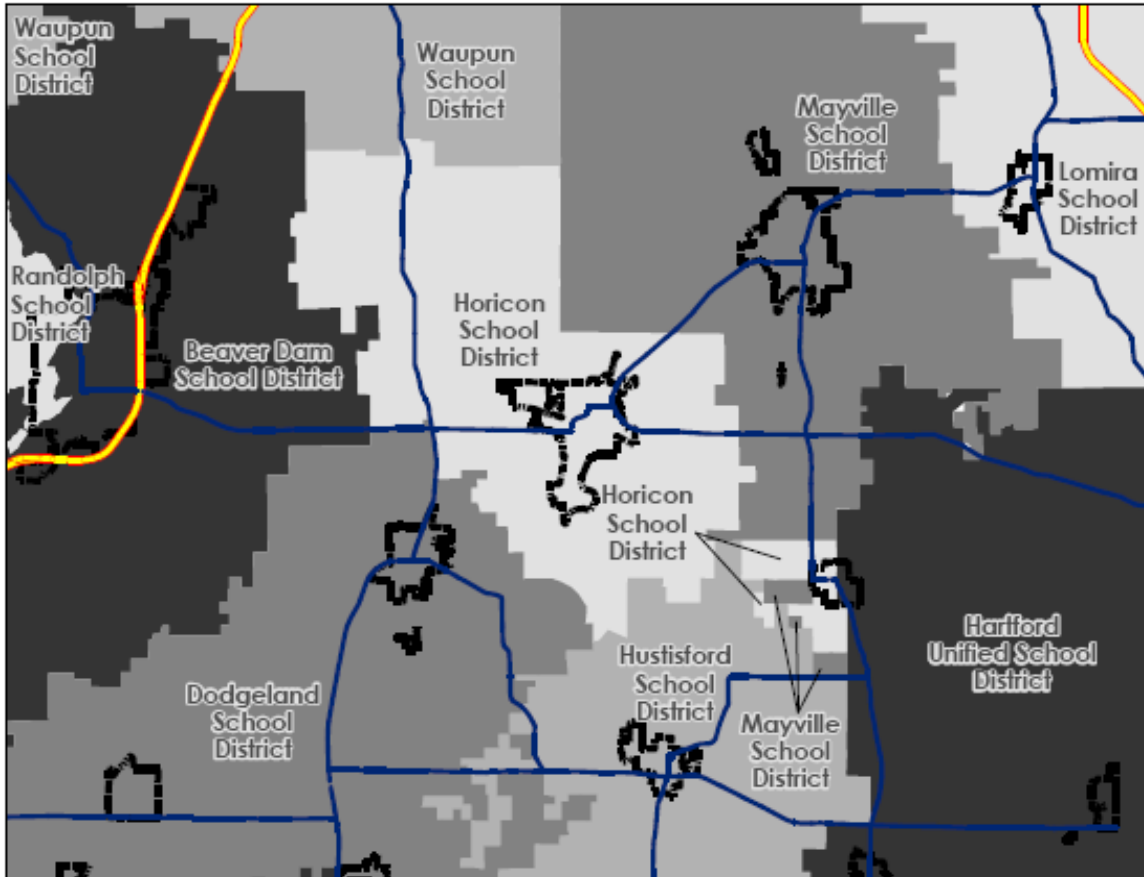


Figure 5.2: Horicon Area School District Enrollment, 2003-2008

| Name | Location | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 |
|--------------------------------|---------------------------------|--------------|--------------|------------|--------------|------------|------------|
| Horicon High School | 841 Gray Street, Horicon | 404 | 415 | 376 | 381 | 371 | 344 |
| Van Brunt Elementary | 611 Mill Street, Horicon | 408 | 377 | 354 | 362 | 349 | 348 |
| Van Brunt Middle | 611 Mill Street, Horicon | 233 | 217 | 217 | 191 | 218 | 201 |
| Public School Totals | | 1,045 | 1,009 | 947 | 1,096 | 938 | 893 |
| Mountain Top Christian Academy | W3941 Highway 33, Horicon | 17 | 27 | 19 | 17 | 32 | 46 |
| St. Matthews Lutheran | 308 Herman Street, Iron Ridge | 67 | 58 | 56 | 58 | 49 | 45 |
| St. Stephen Lutheran | 505 N Palmatory Street, Horicon | 142 | 143 | 127 | 117 | 117 | 123 |
| Private School Totals | | 226 | 228 | 202 | 192 | 198 | 214 |

Source: Wisconsin Department of Public Instruction

The Moraine Park Technical College District covers Dodge and Fond du Lac Counties, including the City of Horicon, with campuses in Beaver Dam, Fond du Lac, and West Bend. Classes are also available to students at regional centers in Hartford and Ripon. Moraine Park Technical College offers associate degree programs in a variety of fields including accounting, culinary arts, water quality, and nursing. Diploma, certificate, and apprenticeship programs are also available.

Civic Organizations

The City of Horicon is fortunate to have numerous organizations that serve area residents. The following is a sampling of Horicon's community-based organizations.

- *Horicon Area Foundation* is a community fund that has developed from the generosity of local individuals and corporations. The Foundation is a publicly supported non-profit and philanthropic trust. Annuities and donations are administered to benefit the community in educational, literary, scientific, recreational, civic, public, cultural, and other charitable fields.
- *Horicon Lion's Club* is the local chapter of Lion's Club International, a community service organization. Members participate in a range of projects from park clean up to helping victims of natural disasters.
- *Kiwanis Club of Horicon Marsh* is the local chapter of Kiwanis, a worldwide service organization dedicated to developing future generations of leaders to participate in the improvement of their respective communities.
- *Horicon Rotary Club* is the local chapter of Rotary International, a humanitarian service organization.
- *Horicon Phoenix Program* is Horicon's community and economic revitalization program which bases its format on the Wisconsin Main Street Program.

B. Utilities

Communication Services and Power

Alliant Energy provides Horicon's electric and natural gas services. Telephone service is provided by Horicon Wireless, Powercom, Charter Communications, and SBC/ATT. Cable television and internet service is provided by Charter Communications, Horicon Wireless, and Power Web Connect.

Public Safety

The City of Horicon maintains a professional, full-time Police Department located in the Public Safety Building, built in 1992, on Ellison Street. Ten full-time officers working on three modes of patrol (squad, bicycle, foot) protect the City. The Police Department also monitors the City's Neighborhood Watch program and provides youth and adult education programs, such as the Citizen Ride-Along program and Citizen Police Academy.

Fire protection is provided by a volunteer fire department of thirty-four members and seven emergency response vehicles. The City also operates an emergency medical response team of twenty-one members and two ambulances. The City currently maintains contracts with surrounding townships for the provision of fire protection and emergency response services in those areas.

Solid Waste Disposal and Recycling

All multi-family, single-family, and commercial units contract with private licensed contractors for their solid waste and recycling needs.

Water Supply

The City provides municipal water service via four active wells, two elevated water tanks, one ground storage reservoir, and one booster station facility. The City's newest water tower was constructed in 2003 on the City's east side. It has a storage capacity of 400,000 gallons. The Clinton Street elevated storage reservoir (200,000 gallon capacity) is located next to Well #4 on the west side of the City. The Mill Street Ground Reservoir, the City's oldest water storage facility, was constructed in 1912, and holds 103,700 gallons. Average

daily consumption from 2002 through 2007 was 501,000 gallons per day (348 gallons per minute). The maximum daily flow recorded during that same period was 1,523,000 gallons per day.

The DNR water system inspection unit identified a deficiency in the firm capacity of the water supply; in other words, the event that the largest source is out of service. A recent water source and supply study conducted by Dodge County identified two feasible options to increase firm capacity. The first option would be an upgrade to Well #3 to pump directly to the distribution system, which would reduce and potentially eliminate the deficiency in firm capacity. However; in order to evaluate the feasibility of upgrading Well #3, it would be taken off-line for testing. The potential for success with this option is not known. The second alternative would be construction of a new well and wellhouse facility. This option would have a higher capital cost and some risk that the new well may need to be treated for iron and/or radium removal. The new well and wellhouse which would have a minimum capacity of 1,000 gallons per minute. This was the recommended option in the study.



Horicon Water Utility

Wastewater Treatment

The City of Horicon provides sanitary sewer service within its corporate limits. The City's wastewater treatment plant is located on the south side of the City. The City currently maintains seven lift stations to augment its gravity flow system. The oldest lift station, located at the corner of Rose and Rice Streets, was built in 1960 and rebuilt in 1981. Three stations built during the mid-1970s are located on the north side. The lift station serving Horicon's industrial park on the northwest side was built in 1985.

Strand Associates, Inc. prepared a WWTP – Operation and Needs Review for the City of Horicon in 2004. At that time, Strand found that the existing plant had sufficient capacity for the City's anticipated needs. The only near-term system improvements identified were mechanical screening and a return activated sludge pumping system.

C. Parks, Recreation, and Community Facilities

The City of Horicon has an extensive park and public recreation system, which is comprised of City-owned, school-owned, and privately-owned properties. The City Parks Department manages all of the City's parks and public forested areas. The City currently maintains two community parks, five neighborhood parks, and several special recreation areas. Approximately 540 acres of public parkland within Horicon are available for public use. Figure 5.3 presents the City's parks by size and use.

Figure 5.3: Horicon Parks

| Name | Type | Acres |
|--------------------------------------|---------------------|--------------|
| Discher Park | Community Park | 13.0 |
| River Bend Park | Community Park | 30.0 |
| Horicon Elementary Park | Community Playfield | 5.5 |
| Horicon High School | Community Playfield | 20.5 |
| St Stephen's School | Neighborhood Park | 7.0 |
| Addie Park | Neighborhood Park | 0.5 |
| Clausen Bowling Green | Neighborhood Park | 4.5 |
| Kiwanis Park | Neighborhood Park | 3.0 |
| Rotary Park | Neighborhood Park | 1.2 |
| Whitty Park | Neighborhood Park | 2.0 |
| Legion Auxiliary Park | Special Purpose | 1.0 |
| Osbourne Park | Special Purpose | 3.0 |
| Rock River Hills Golf Course | Special Purpose | 230.0 |
| High School Nature Study Area | Special Purpose | 34.0 |
| Boathouse Park (owned by John Deere) | Special Purpose | 16.0 |
| Total (Public) | | 371.2 |
| The Playful Goose (Private) | Special Purpose | 170.0 |
| Total (Public and Private) | | 541.2 |

Source: City of Horicon Park and Outdoor Recreation Plan, 2005

The following are brief descriptions of Horicon's parks and recreation sites.

- Discher Park is a partially wooded community park located on the north end of the City. Discher Park features the Aquatic Center (which opened in 1995), playgrounds, sporting courts, concession buildings, pavilion, and sheltered picnic areas. Discher Park also contains athletic fields and bleachers, which are also used by the School District for baseball and football games.
- River Bend Park is the largest city-owned park in Horicon, located in the south-central part of the City. River Bend Park is classified as a community park that features tennis courts, ball fields, boat launches, playground, and picnic areas. The City provides water, sewer, and electricity utilities to the north end of the park near the ball diamonds. Utilities are not available other than this area.
- The Horicon Middle/Elementary School campus provides residents with two play areas adjacent to Finch Street.
- The Horicon High School campus serves as a community playfield which includes two baseball diamonds and a football and track and field area.
- St. Stephen's School, located in the northeast part of the City, is also classified as a neighborhood park. The park includes a playground, paved play area, and open playfields.
- Addie Park is Horicon's newest neighborhood park, located at the intersection of Cityview Boulevard and Neitzel Street on the west end of the City. The park contains playground equipment, picnic tables, and open space. The prominent natural feature is a large shade tree.

- Clausen Bowling Green Park, located along the Rock River between Barstow and East Lake Streets, is home to Horicon's Visitor Information Center. The park's boat launch and fishing pier offers opportunities for canoeists and anglers. Additional features include playground, restrooms, gazebo, and shelter.
- Kiwanis Park is an open, grassy neighborhood park located at the south end of Hubbard Street. This park fronts the Rock River and includes a public meeting facility, two handicapped fishing platforms, open shelter, play equipment, and picnic area. There are no boat launch ramps within Kiwanis Park; however, canoe put-in and take-out is possible.
- Rotary Park is a partially wooded neighborhood park located in the southwestern portion of the City at the corner of Pheasant Lane and Robin Road. This is Horicon's newest open space park which is also used for ice skating in the winter.
- Whitty Park is a neighborhood park located along CTH E on the northwest side of the City. The park consists of wooded lowlands and open uplands and features play equipment, cooking grills, and picnic tables. The City has designated Whitty Park as the official parking area for those biking to the Wild Goose Trail.
- Legion Auxiliary Park is a small special purpose park located about 1,000 feet upstream from the Lower Horicon Dam. This site is primarily used as a boat launch facility, but it also includes a picnic area.
- Osbourne Park is located at Highway 28 at the corner of Raasch's Hill Road. This park serves as a wayside stop and picnic areas for passing hikers. The site also includes a pond, prairie garden, open area, and hiking trail.
- Rock River Hills Golf Course is a publicly-owned, 18-hole golf course located at the southern edge of the City. The club includes a bar, restaurant, and pro shop.
- The Horicon High School Nature Study Area serves as a special purpose park designed as an outdoor education center for students to study wetlands and wildlife.
- Boathouse Park is owned by John Deere and located adjacent to the Horicon Marsh.
- The Playful Goose is a 170 acre, privately-owned recreation area located just south of the City and adjacent to River Bend Park. The Playful Goose offers camping, boating, canoeing, fishing, indoor pool, and miniature golf available on a fee basis.



Kiwanis Park

Dodge County prepared a Park and Outdoor Recreation Plan for the City of Horicon in 2005. This plan analyzes facility needs and service demands and proposes recommendations pertaining to upgrades and/or expansion of existing facilities and land acquisition for new parks and facilities. This plan recommends that the City of Horicon should:

- Explore the possibility of better utilizing the Rock River as a recreational resource for canoeing and fishing opportunities along the river by providing canoe launch sites, dam portage sites, and better river accessibility.
- Develop a linear park system to include pedestrian pathways and bicycle route connections between recreational resources in the City.

- Promote a year-round recreational industry, in which events and activities such as cross-country skiing and historic tours could be promoted to extend the tourism season past the bird migration season.
- Acquire a 2 acre area on the western edge of the City between STH 33 and the railroad corridor to establish a new park and develop a trail connection to the Wild Goose State Trail.
- Acquire the wetland area northwest of River Bend Park to expand the park and develop a boardwalk nature trail.
- Acquire Boathouse Park to install a natural trail and park and to develop an area that can be used in conjunction with community organizations.

D. Utilities and Community Facilities Goals, Objectives, and Policies

TO BE COMPLETED AT A LATER DATE

E. Utilities and Community Facilities Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City.

Housing and Neighborhood Development Recommendations Summary

- *To Be Completed at a Later Date*

A. Existing Housing and Neighborhood Framework

The City's total housing stock increased 7.2 percent between 1990 and 2000, an increase from 1,478 to 1,584 housing units. On average, the City added 11 new housing units per year over that decade. As shown in Figure 6.1, most housing units in Horicon are single family homes. Still, the number of multi-family units in the City increased by 79 units during this time period. No new mobile homes units were added to the housing stock during this time period.

Figure 6.1: Housing Types, 1990-2000

| Units per Structure | 1990 Units | 1990 Percent | 2000 Units | 2000 Percent |
|---------------------|------------|--------------|------------|--------------|
| Single Family | 1,121 | 75.8% | 1,155 | 72.5% |
| Two Family (Duplex) | 155 | 10.5% | 167 | 10.5% |
| Multi-Family | 191 | 12.9% | 270 | 17.0% |
| Mobile Home | 0 | 0% | 0 | 0% |
| Boat, RV, Van, etc. | 11 | 0.7% | 0 | 0% |
| Total | 1,478 | 100% | 1,584 | 100% |

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

From 2000 to 2008, the City of Horicon added 63 new housing units to the housing stock total. During this time, the City saw a greater increase in the number of two-family and multi-family unit buildings, thus decreasing the portion of single family housing units in the City.

Figure 6.2: New Housing Construction, 2001-2008

| Residential Structure | 2000 Units | Percent of Total 2000 | New Units* 2001-2008 | 2008 Units | Percent of Total 2008 |
|-----------------------|------------|-----------------------|----------------------|------------|-----------------------|
| Single Family | 1,155 | 72.5% | 17 | 1,172 | 70.9% |
| Two Family (Duplex) | 167 | 10.5% | 8 | 175 | 10.6% |
| Multi-Family | 270 | 17.0% | 38 | 305 | 18.5% |

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

*City of Horicon Building Inspector

The age of a community’s housing stock is one measure of the general condition of the community’s housing supply. A casual survey of the housing stock in the City reveals that the housing is in generally good condition, regardless of age. Given the long history of the City, it is not surprising that the majority of the housing stock was constructed before 1959. Nearly 94 percent of the City’s housing stock was in place by the year 2000.

Figure 6.3: Percentage of Housing Stock by Age, Census 2000

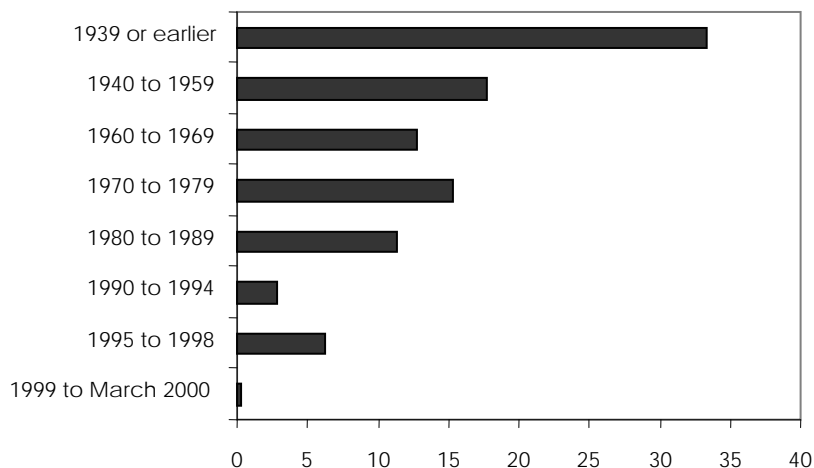


Figure 6.4 compares 2000 housing stock characteristics in Horicon with surrounding communities. In 2000, Horicon had an average vacancy rate of 6.9 percent, which is higher than the neighboring towns, except for the Town of Hubbard. The percent of owner-occupied housing units in the City was higher than neighboring cities, but lower in comparison to the surrounding towns—suggesting that a fairly significant percentage of the City’s single family housing is currently being rented. The average assessed housing value in 2007 was \$127,527, a 35 percent increase from \$94,100 in 2000. In 1999, the median monthly rent for Horicon was \$547, which is similar to most surrounding town.

Figure 6.4: Household Characteristics Comparison

| | Total Housing Units | Percent Vacant | Percent Owner-Occupied | Percent Renter Occupied | Average Assessed Value* | Median Contract Rent |
|----------------------|---------------------|----------------|------------------------|-------------------------|-------------------------|----------------------|
| City of Horicon | 1,584 | 6.9% | 72.3% | 27.7% | \$127,527 | \$547 |
| City of Beaver Dam | 6,685 | 5.0% | 61.2% | 38.8% | \$132,301 | \$529 |
| City of Juneau | 863 | 5.2% | 66.5% | 33.5% | \$132,194 | \$505 |
| City of Mayville | 2,081 | 4.5% | 68.8% | 31.2% | \$143,673 | \$500 |
| Town of Burnett | 353 | 6.5% | 86.4% | 13.6% | \$151,653 | \$300 |
| Town of Hubbard | 745 | 16.8% | 91.1% | 8.9% | \$200,001 | \$685 |
| Town of Oak Grove | 448 | 4.5% | 82.9% | 17.1% | \$172,442 | \$563 |
| Town of Williamstown | 242 | 2.9% | 84.7% | 15.3% | \$210,507 | \$500 |
| Dodge County | 33,672 | 6.7% | 73.4% | 26.6% | \$162,512 | \$528 |

Source: U.S. Census Bureau, 2000

*2007-08 equalized assessed values provided by the Department of Revenue

B. Housing Programs

The following programs and organizations provide assistance to homeowners and renters in the City of Horicon:

Dodge County Housing Authority

The Dodge County Housing Authority (DCHA) pursues programs which provide government housing assistance to low income families as well as elderly, handicapped, or disabled individuals. The DCHA operates two programs:

- The **Voucher Section 8 Program** is financed through the U.S. Department of Housing and Urban Development. The Voucher Section 8 Program allows eligible participants to choose any type of housing in the private market that meets program requirements. The program then pays a subsidy directly to the landlord. The program is available to eligible individuals living in or wishing to live in Dodge County.
- **Senior Apartments** are available through DCHA to eligible tenants age 62 and above. Rent for Senior Apartments is based on 30 percent of the household's adjusted monthly income (including Social Security, SSI, SSD, and income from assets). DCHA takes care of maintenance, grounds, and snow removal for senior apartment properties. Senior apartments are located in Ashippun, Reeseville, Theresa, Burnett, Lowell, Hustisford, Iron Ridge, Juneau, Beaver Dam, and Waupun. Senior apartments are not currently available in Horicon.

Downpayment Plus and Downpayment Plus Advantage

Downpayment Plus (DPP) and Downpayment Plus Advantage are down payment and closing cost assistance programs available to low and moderate income homebuyers. Both programs are funded by the Federal Home Loan Bank of Chicago's (FHLBC) Affordable Housing Program (AHP). The programs are administered by the Wisconsin Partnership for Housing Development (WPHD) and the FHLBC for members headquartered in Wisconsin.

Funding through the programs is available to FHLBC member financial institutions. A grant is paid on behalf of the borrower at the time of closing. To qualify for DPP, borrowers must earn at or below 80 percent of the area median income. Borrowers must also sign a 5-year retention agreement, participate in homebuyer counseling, and use the home as their primary residence.

Wisconsin Housing and Economic Development Authority

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

Housing Cost Reduction Initiative (HCRI) Homebuyer

The HCRI Homebuyer program provides funding to low- and moderate-income households seeking to own or rent decent, safe, affordable housing. Households receiving assistance must have gross incomes at or below 80 percent of the County Median Income (CMI) adjusted for family size. Homebuyer properties must be single-family and the primary residence of the owner. A total of \$2.8 million of funds is awarded through a biennial competition. Funds may be used for downpayment, closing cost, or gap financing assistance.

Manufactured Housing Rehabilitation and Recycling (MHRR)

The Manufactured Housing Rehabilitation & Recycling (MHRR) program was created in 2008 by the Governor and the Wisconsin Legislature. Funding from this program may be used to provide housing assistance to eligible households requiring critical repairs to their home. The program also assists municipalities and others to dispose of abandoned manufactured homes in an environmentally sound

manner. Eligible households must have gross incomes at or below 80 percent of the County Median Income (CMI) adjusted for family size. Up to \$140,000 in MHRR funds are awarded through a biennial competition.

C. Existing Neighborhood Fabric

The City's existing neighborhoods provide a source of affordable housing and a potential template for future residential development. They also help to define the character of the City. As in most small communities in Wisconsin, most established neighborhoods are located near the downtown. Built on small lots usually conforming to a linear and interconnected street pattern, these neighborhoods are also characterized by tree lined streets and primarily single-family homes.

Newer residential subdivisions are located along the periphery of the City (mainly the east and west sides), and are characterized by a more curvilinear street pattern, an increased number of cul-de-sacs, and slightly larger lots. Although comprised mostly of single-family homes, two-family and multi-family development has also been placed into new residential areas, particularly closer to highways.

D. Housing and Neighborhood Development Goals, Objectives, and Policies

TO BE COMPLETED AT A LATER DATE

E. Housing and Neighborhood Development Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the City's economic base.

Economic Development Recommendations Summary

- *To Be Completed at a Later Date*

A. Existing Economic Development Framework

The City's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 Census data, 74.3 percent of City residents aged 16 and older was included in the labor force. The percentage of the City's labor force employed by sector in 2000 is shown in Figure 7.1. Manufacturing is by far the largest employment sector in the City, in which over 42 percent of the labor force is employed. Another 14.5% of the workforce is employed in the educational, health, and social services sector.

Figure 7.1: City of Horicon Occupational Groups, 2000

| Industry | Number of Employed Residents | Percent of Labor Force |
|---|------------------------------|------------------------|
| Agriculture, forestry, fishing and hunting, and mining | 4 | 0.2% |
| Construction | 67 | 3.2% |
| Manufacturing | 882 | 42.6% |
| Wholesale trade | 51 | 2.5% |
| Retail trade | 191 | 9.2% |
| Transportation and warehousing, and utilities | 89 | 4.3% |
| Information | 25 | 1.2% |
| Finance, insurance, real estate, and rental and leasing | 98 | 4.7% |
| Professional, scientific, management, administrative, and waste management services | 68 | 3.3% |
| Educational, health and social services | 301 | 14.5% |
| Arts, entertainment, recreation, accommodation and food services | 131 | 6.3% |
| Other services (except public administration) | 73 | 3.5% |
| Public administration | 91 | 4.4% |

Source: US Census Bureau, 2000

Dodge County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm (Figure 7.2). These data predict the County's total employment to grow approximately 48 percent by the year 2030. Over this time period, the most significant increase in jobs is projected to be in the construction (124 percent increase) and service (102 percent increase) sectors. Employment projections are not available at the City level. However, the City is working in particular to increase its industrial employment base over this time period.

Figure 7.2: Dodge County Employment Projections

| Industry | 2000 | 2005 | 2010 | 2015 | 2020 | 2025 | 2030 |
|--|--------|--------|--------|--------|--------|--------|--------|
| Total Employment | 48,394 | 49,165 | 53,522 | 57,950 | 62,464 | 67,090 | 71,847 |
| Farm Employment | 2,865 | 2,756 | 2,715 | 2,673 | 2,632 | 2,590 | 2,549 |
| Agricultural Services | 668 | 603 | 640 | 678 | 715 | 753 | 792 |
| Mining | 50 | 45 | 46 | 46 | 46 | 47 | 47 |
| Construction | 3,375 | 3,579 | 4,381 | 5,181 | 5,976 | 6,766 | 7,549 |
| Manufacturing | 13,688 | 11,538 | 11,972 | 12,431 | 12,919 | 13,442 | 14,003 |
| Transport, Communications, Public Utilities | 1,902 | 2,069 | 2,351 | 2,639 | 2,934 | 3,239 | 3,554 |
| Wholesale Trade | 1,406 | 1,518 | 1,627 | 1,740 | 1,860 | 1,987 | 2,123 |
| Retail Trade | 6,939 | 7,322 | 7,780 | 8,251 | 8,735 | 9,238 | 9,764 |
| Finance, Insurance, Real Estate | 2,349 | 2,508 | 2,651 | 2,795 | 2,943 | 3,098 | 3,263 |
| Services | 10,220 | 11,765 | 13,502 | 15,254 | 17,025 | 18,823 | 20,655 |
| Federal Civilian Government | 226 | 199 | 193 | 187 | 182 | 176 | 171 |
| Federal Military Government | 288 | 294 | 296 | 297 | 299 | 301 | 303 |
| State and Local Government | 4,418 | 4,969 | 5,368 | 5,778 | 6,198 | 6,630 | 7,074 |

Source: Woods & Poole, 2006

Educational attainment is one variable that is used to assess a community's labor force potential. Data suggest that Horicon has an educated population. According to 2000 Census data, 88.4 percent of the City's population ages 25 and older had attained a high school degree or higher. This is higher than all comparison communities. A total of 14.8 percent of the City's population over age 25 had received a bachelor's degree or higher—again higher than the comparison communities, with the exception of Beaver Dam.

Figure 7.3: Educational Attainment, 2000

| | % High School Graduates | % Bachelor's Degree or Higher |
|----------------------|-------------------------|-------------------------------|
| City of Horicon | 88.4% | 14.8% |
| City of Beaver Dam | 82.8% | 16.0% |
| City of Juneau | 78.6% | 10.3% |
| City of Mayville | 82.2% | 12.4% |
| Town of Burnett | 83.4% | 11.0% |
| Town of Hubbard | 78.5% | 11.7% |
| Town of Oak Grove | 85.5% | 11.1% |
| Town of Williamstown | 86.9% | 12.6% |
| Dodge County | 82.3% | 13.2% |

Source: U.S. Census Bureau, 2000

Figure 7.4 presents income and labor characteristics for the City of Horicon and the surrounding communities. According to 2000 U.S. Census data, the City's median household income was \$50,577. This is higher than the median household incomes reported for neighboring cities and the county, but slightly lower than surrounding towns. The City's per capita income was \$21,690, which on par with the surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that Horicon's residents are facing a similar economic situation as those in neighboring communities.

Figure 7.4: Income Comparison

| | Median Household Income | Per Capita Income |
|----------------------|-------------------------|-------------------|
| City of Horicon | \$50,577 | \$21,690 |
| City of Beaver Dam | \$37,873 | \$19,592 |
| City of Juneau | \$42,162 | \$17,286 |
| City of Mayville | \$42,393 | \$19,644 |
| Town of Burnett | \$55,000 | \$22,043 |
| Town of Hubbard | \$51,250 | \$23,142 |
| Town of Oak Grove | \$53,068 | \$20,277 |
| Town of Williamstown | \$62,969 | \$25,167 |
| Dodge County | \$45,190 | \$19,574 |

Source: U.S. Census Bureau, 2000

According to 2000 U.S. Census data, Horicon residents spent an average of 17.7 minutes commuting to work. In 2000, 59 percent of Horicon residents worked outside of the City, up from 51.7 percent in 1990. Roughly 6 percent of workers traveled over an hour to their jobs (up from 2.3 percent in 1990), while 40 percent traveled less than ten minutes (down from 43.5 percent in 1990). About 90 percent of workers traveled to work alone, while approximately 10 percent carpooled. Approximately 7 percent walked to work and 1 percent bicycled.

B. Environmentally Contaminated Sites

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

As of September 2008, there were five contaminated sites in the City of Horicon in need of clean up or where clean up is underway according to the Bureau for Remediation and Redevelopment Trading System (BRRTS). Of the open incidents, one was classified as LUST, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Four sites in the Horicon area are classified as environmental repair, or ERP. These sites are often times older, and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties may need special attention for successful redevelopment to occur.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The City encourages remediation and redevelopment of these sites for economic development where appropriate.

C. Economic Base Analysis

While still dominated by John Deere-related employment, the City of Horicon has a fairly diverse economic base that includes manufacturing, professional services, trade, transportation, and utility services. Over the last couple of decades, the City has actively promoted new and expanded industrial uses in its west side industrial park. This City is, however, relatively light in commercial and office employment. Figure 7.5 presents the City's largest employers.

Figure 7.5: Major Private Sector Employers, 2008

| Employer | Product or Service | Number of Employees |
|---------------------------------------|------------------------------------|---------------------|
| Deere & Company | Manufacturing | 500-999 |
| John Deere Shared Services | Professional and Business Services | 250-499 |
| Gardner MFG Company | Manufacturing | 100-249 |
| Centro, Inc | Manufacturing | 100-249 |
| Metals USA – Fullerton Metals Company | Trade, Transportation, and Utility | 50-99 |
| City of Horicon | Public Administration | 50-99 |
| Horicon Area School District | Education Services | 50-99 |
| Horicon State Bank | Financial Activities | 20-49 |
| Johnson School Bus Service | Trade, Transportation, and Utility | 20-49 |
| Leroy Meats of Horicon | Trade, Transportation, and Utility | 20-49 |
| Innovative Technologies CORP | Manufacturing | 20-49 |
| Marlin Technologies, Inc | Manufacturing | 20-49 |
| Sure-Fire, Inc | Construction | 20-49 |
| IAMAW Horicon Lodge | Other | 20-49 |
| Essen Krueger and Borja DDS | Health Services | 20-49 |
| Veolia ES Solid Waste | Trade, Transportation, and Utility | 20-49 |
| Curry's Foods | Trade, Transportation, and Utility | 20-49 |
| Marshland Pharmacies | Trade, Transportation, and Utility | 20-49 |
| Myers MFG, Inc | Manufacturing | 20-49 |

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Training, SNAP file, 2007

D. Existing Economic Development Programs and Incentives

Tax Increment Finance (TIF) Districts

Tax Increment Finance District #1 was created in 1984 for the purpose of developing a city-owned industrial park, which, at the time, was the main economic development strategy of the City's master plan. TIF #1 consists of 75.51 acres located north of CTH E and adjacent to the railroad—the location of the City's existing Industrial Park. TIF #1 was retired in 2004.

TIF #2 was created in 1986 to revitalize and redevelop the downtown as a commercial, civic, and social center for the City of Horicon. TIF #2 boundaries encompass the downtown fronting Lake Street, from Kansas Street to Cedar Street, and including City Park, and properties fronting Elm, Vine, and Mill Streets. TIF #2 was retired in 2006.

TIF #3 was created in 1990 to finance the construction of streets and utilities and provide incentives for additional industrial recruitment and growth. TIF #3 boundaries lie adjacent to the north and south of CTH E and southeast of the railroad. TIF #3 will retire in 2013. In 2004, TIF #3 was amended to allocate positive

tax increments generated by this district to TIF #1, allowable under the provisions Act 27, Wisconsin Legislature. Additional funds were allocated for TIF #1 for business recruitment incentives.

Business Bonds & CDBG Revolving Loan Funds

The City of Horicon utilizes Industrial Revenue Bonds (IRBs) to assist local businesses in construction and expansion activities. These bonds are issued in accordance with federal and state laws. The City also makes available Community Development Block Grant (CDBG) Revolving Loan Funds to assist local businesses according to state guidelines.

Horicon Chamber of Commerce

Established in 1904 as the Horicon Advancement Association, later renamed, the Horicon Chamber of Commerce facilitates programs and services that help businesses grow and prosper, sponsors college scholarships for Horicon High School graduating seniors, and sponsors community events such as the Community Farm Market and Easter Egg Hunt. The organization also promotes the new International Education Center, sponsor programs about the Horicon Marsh, and provides information for tourists and residents in the Horicon area. Additionally, the Chamber has put up, maintains and pays for electricity for City signage, both in and out of the city, it advertises the City in state magazines, Chicago newspapers, and online.

Horicon Community Development Authority (CDA)

The Horicon Community Development Authority was created per Wisconsin Statutes 66.1335 to advance redevelopment and economic activities in the City.

Phoenix Group

Established in November 2007, the Horicon Phoenix Group is a non-profit organization whose mission is focused on community revitalization. Phoenix Group initiatives include economic and revitalization through the Wisconsin Main Street program, assisting downtown businesses and property owners in façade improvements, and fundraising for development projects, the most recent of which has funded a bicycle trail through the City.

Revolving Loan Funds

Dodge County provides a revolving loan program for local businesses and industry. Loan amounts are subject to the availability of loans; the minimum loan is \$20,000. Funding may be used for acquisition of land, buildings, and equipment; building renovation, rehabilitation, or equipment installation; or as working capital for inventory and labor. Revolving Loan Funds are intended to provide a financial incentive for business and industries to invest in their own growth and as a secondary funding source to other private financing.

Community Based Economic Development Program (CBED)

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

Certified Development Company (504) Loan Program

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

E. Assessment of Desired Economic Development Focus

TO BE COMPLETED AT A LATER DATE

Figure 7.6: Strengths and Weaknesses for Economic Development

| Strengths | Weaknesses |
|-----------|------------|
| | |
| | |
| | |
| | |
| | |
| | |

TO BE COMPLETED AT A LATER DATE

F. Economic Development Goals, Objectives, and Policies

TO BE COMPLETED AS A LATER DATE

G. Economic Development Programs and Recommendations

TO BE COMPLETED AS A LATER DATE

CHAPTER NINE: CULTURAL RESOURCES

Cultural resources are the invaluable cultural and historical assets that offer a tangible connection to the history and cultural heritage of a place. Cultural resources include historic buildings and structures, archeological sites and landscapes, and the places, events, and activities that make Horicon unique. Cultural resources are critical components of not only how a community views itself, but also the perception of the City to the outside world.

Cultural Resource
Recommendations Summary

- *To be completed at a later date*

A. History of Horicon

Horicon's early history is somewhat evasive in that the City has been known by many names. The Native American's called the land near the low-lying marsh Maunk-Shak-Kah, meaning White Breast. It is unknown why this name was chosen. A new name was given by white settlers – the Winnebago Marsh. The name would change again when the first settlement appeared in 1830 at the river rapids approximately two miles south of the marsh – Elk Village. Only eight years later, it became Doty's Grove, after the Territorial Governor, James Doty. In succession, it then became known as Indian Grove, and later, Hubbard's Rapids. This name was consequential of a scheme concocted by Henry Hubbard, a senator from New Hampshire, to gain financial backing for his son Henry Hubbard, Jr., residing in the area. Horicon, meaning clear and pure water, was finally chosen as a permanent name for the City in 1846.

Eleven years after Horicon became the official name, the Milwaukee and Horicon Railroad Company placed their stamp on the community as a rail hub. On January 2, 1857, the first train arrived from Milwaukee. Later, the railroad was expanded to connect Horicon to Ripon and Berlin, at which time lumber was being imported to the City for processing at the Rich and Sons mills. By 1870 the local railroad was purchased and became the Milwaukee and St. Paul Railroad.

Along with the rail expansion, the population rapidly grew with migrants coming from Germany and Hungary and local industry grew with the population. The grain drill was invented and produced by the Van Brunt brothers in 1860, which prompted Deere and Company of Moline, Illinois to expand its production lines to include grain drills – thus the John Deere Horicon Works was established in 1911, which is still in operation today.

B. Historic Sites & Resources

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 245 documented structures in the City of Horicon that remain standing. This list includes the Willard Greenfield Farmstead and the Daniel Van Brunt House. Additional information about these and other properties are available online at the Wisconsin Historical Society website located at: www.wisconsinhistory.org/ahi/welcome.asp.

There are two properties within the planning area that are listed on the National or State Historic Registers. The Daniel Van Brunt House, located at 139 W Lake Street in the City of Horicon, was placed on the State Register on September 14, 1981. The Willard Greenfield Farmstead is located along STH 26 in the Town of Burnett. It was listed on the National Register on November 5, 1992.

Founded in 1972, the Horicon Historical Society operates the Saterlee Clark House Museum. The museum is located at 322 Winter Street in Horicon. The Saterlee Clark House was built in 1863 for Saterlee Clark, a local politician and lawyer, and his family. The building was constructed in the Italianate architectural design. The museum is comprised of three buildings, including a one-room schoolhouse. Exhibits include early farm

equipment, arrowhead collection, photographs of Horicon's past, and a microfilm collection of county census records and local newspapers. Admission is free and open to the public.

The Horicon Historic Preservation Commission conducted a professional inventory to identify local buildings and sites of historical significance. The survey identified two historic districts and 221 properties within the City deemed as potentially eligible for listing in the National Register of Historic Places. The Historic Preservation Commission is developing a plan for the preservation of these resources. The comprehensive planning process provides another opportunity for identifying other structures and areas that are worth preserving or rehabilitating, and recommended strategies for doing so.



Historical Site—Saterlee Clark House

C. Archeological Sites

The Wisconsin State Historical Society lists archeological sites throughout the State in its Archeological Sites Inventory (ASI). These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. At this time, there have been no listings for Horicon or Dodge County.

All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

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

D. Cultural Events and Activities

The culture of the Horicon is as diverse as the people who live here. The following is a sample of the many cultural, recreational, and artistic opportunities in and near the City.

- *Horicon's Green Market* – Horicon's Green Market is located at the corner of East Lake Street and Cedar Street and operates from 7:00 a.m. to noon on Thursday mornings from May through October. The Green Market is where residents may purchase farm fresh fruits and vegetables and interact with local farmers.
- *Autumn Art on the Marsh* – This annual arts show features over 130 booths of fine arts and crafts made by area artists. Autumn Art on the Marsh is sponsored by the Art Committee of the Horicon Chamber of Commerce and is held at Discher Park in Horicon.
- *Horicon Marsh Bird Festival* – The Horicon Marsh Bird Club hosts this annual festival where bird enthusiasts may participate in tours and nature activities, as well as watching for the 268 bird species that have been spotted on the marsh.

- *Horicon Rock 'N River Jam Festival* – This annual three day event is hosted by Horicon Bank and John Deere Horicon Works. The festival is held in conjunction with Taste of Horicon and includes activities such as live music, karaoke, raffles, and the Jam Queen contest. The event is held at Discher Park in Horicon
- *Archeological Fair* – The Rock River Archeological Society hosts the annual Archeological Fair at the DNR Field Office at 1210 North Palmatory Street in Horicon. The event includes expert presentations on local history, artifacts from local collectors, a tour of an authentic buckskinner camp, and Native American storytelling.

E. Cultural Resource Goals, Objectives, and Policies

TO BE COMPETED AT A LATER DATE

F. Cultural Resource Programs and Recommendations

TO BE COMPETED AT A LATER DATE

CHAPTER TEN: INTERGOVERNMENTAL COOPERATION

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Horicon is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring jurisdictions.

Intergovernmental Cooperation Recommendations Summary

- *To Be Completed at a Later Date*

A. Existing Regional Framework

This *Comprehensive Plan* is a plan for the City of Horicon. As an incorporated jurisdiction anticipating growth, this *Plan* must accommodate planned municipal expansion. However, through this *Plan*, the City seeks to coordinate recommendations with those of adjacent and overlapping jurisdictions. These include the State; Dodge County; the Cities Juneau and Mayville; the Towns of Burnett, Williamstown, Hubbard, and Oak Grove; and other jurisdictions such as the School District.

As a result of growth and territorial overlaps, tension between these jurisdictions is likely. The City seeks to minimize such tension by reflecting the recommendations of plans adopted by these jurisdictions in instances where the City's interest is not jeopardized. The City's interest is defined by the policy framework presented by the *Plan's* goals, objectives, and policies, described in each chapter. Where such efforts are insufficient to prevent conflict, a preferred approach is to seek meaningful and on-going intergovernmental planning through joint agreements. A supporting, or alternative approach, is to minimize conflict by limiting planning and development actions to mutually acceptable "spheres of influence."

Dodge County

The future of Dodge County is connected to the health of the region that includes the City of Horicon. Adopted on March 21, 2006, the Dodge County Comprehensive Plan is intended to advise county and municipal decision makers in their review of development and infrastructure extension proposals in Dodge County over the next twenty years. The County reviews development proposals, zoning requests, and various other planning issues for the unincorporated areas of the County.

The County's plan recommends a well-balanced mix of land uses within the County that minimizes potential conflicts between residential, commercial, industrial, and agricultural land uses. It recommends that urban and rural growth occur in an orderly manner and not unnecessarily consume farmland or create conflicts with farm operations. Specific recommendations to the Horicon area include a highway bypass in Horicon to facilitate the through movement of traffic, and the protection of the Horicon Marsh as a valuable natural resource and tourist attraction.

The County plan's Future Land Use map indicates that the majority of the land to the west of Horicon will remain in agricultural uses. The land adjacent to the City, near its eastern border, is slated for single-family residential uses, and the land just beyond that is slated for conservancy. The Horicon Marsh area to the north of the City has been mapped as recreation land. A commercial corridor has been mapped at the intersection of STHs 33 and 67 to the east of the City.

City of Beaver Dam

The City of Beaver Dam is located approximately 10 miles due west of Horicon on STH 33. Beaver Dam is in the process of updating its comprehensive plan. The plan indicates that the Horicon Marsh Area Trails Group is working to implement bicycle routes between communities near and around the Horicon Marsh. At this time communities involved in this process include: Fond du Lac, Waupun, Beaver Dam, Lowell, Clyman, Iron Ridge, Oakfield and Mayville. Future discussion of trail extensions of this network may include Horicon.

Beaver Dam's future land use map indicates that the majority of land outside of the City limits is slated to remain in agricultural or urban reserve land use categories, with a significant amount of single family residential on the eastern side of the City near STH 33 and County Road E.

City of Juneau

The City of Juneau is located approximately 3 miles southwest of Horicon. Due to this close proximity, these communities have abutting extraterritorial jurisdictions (ETJ). The City of Juneau adopted its most recent comprehensive plan in April 2003. Juneau's plan outlines a process to resolve any potential and existing extraterritorial jurisdiction conflicts by meeting with the City of Horicon to discuss future land use issues. Juneau's plan also recommends creating a boundary agreement for the area of abutting extraterritorial jurisdiction with the City of Horicon within two years of plan adoption. Most of the land adjacent to the Horicon's ETJ is currently planned for agricultural use in Juneau's plan.

Juneau's plan also recommends researching the potential to combine the economic development efforts of Horicon and Juneau to avoid concern over competition for new businesses and industries between the cities. In addition, Juneau's plan recommends investigating the possibility of combining fire and emergency medical service protection with Horicon.

City of Mayville

Mayville is located 3 miles to the northeast of Horicon along State Trunk Highway 28. Mayville's extraterritorial jurisdictional boundary abuts that of Horicon's. The City of Mayville adopted its Year 2030 Comprehensive Plan in April 2006. The existing zoning within the ETJ is generally agricultural with some residential and industrial zoning adjacent to similar zoned areas in the city.

Mayville's plan also outlines a goal of furthering the tourism industry in the region. The plan recommends cooperative tourism promotion of the Horicon Marsh with neighboring communities, including Horicon. Mayville's plan also suggests consolidating recreation programming with the City of Horicon and the Town of Theresa, pursuant of becoming a regional recreation department. In addition, Mayville's Year 2030 plan recommends jointly planning trail improvements and connections between Mayville and neighboring communities.

Town of Burnett

The Town of Burnett is located to the northwest of Horicon. The Town adopted its Year 2030 Comprehensive Plan in April 2006. Burnett's plan anticipates that the City of Horicon will continue to grow and therefore annexation and other land use conflicts may occur between the jurisdictions. Burnett's plan maps land adjacent to the City (southeast corner of the Town) as a long-term agricultural preservation area, with small pockets of single family residential.

Town of Hubbard

The Town of Hubbard is located to the southeast of Horicon. The Town of Hubbard also controls zoning within its jurisdiction. The Town adopted its zoning ordinance in 1992. The Town of Hubbard adopted a Land Use Plan in 1997. Hubbard's Land Use Plan focuses on preserving prime agricultural land by concentrating non-farm development to lands adjacent to the municipalities of Horicon and Iron Ridge. The Town of Hubbard has not adopted a comprehensive plan. As of September 2008, the Town did not intend to develop a comprehensive plan.

Town of Oak Grove

The Town of Oak Grove is located to the southwest of Horicon. As of October 2008, the Town of Oak Grove had not developed a comprehensive plan.

Town of Williamstown

The Town of Williamstown is located to the northeast of Horicon. The Town of Williamstown Comprehensive Plan: 2004-2034 was adopted in March 2005. The broad goals outlined in Williamstown's plan revolve around maintaining the Town as a predominantly rural community and limiting growth to protect agricultural resources. Other goals include obtaining revenue from tourist businesses and avoiding any annexation and boundary disputes with surrounding jurisdictions. The Town's future land use map identifies

the land adjacent to Horicon as slated for agricultural use through the year 2034. This land is currently zoned for prime agricultural use.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources prepared a master plan for the management of the Horicon Marsh in 1983. The plan recommends expanding the state-owned portion of the Marsh by 841 acres to protect adjacent wetlands, woodlands, and upland nesting cover. Much of the proposed boundary extension occurs within the City of Horicon's planning area.

Wisconsin Department of Transportation

The Wisconsin Department of Transportation's (WisDOT) is responsible for transportation planning throughout the State and is the primary agency for planning and managing Federal and State highways, including Interstate Highways 151 and 41, and State Highways 28 and 33. WisDOT reviews and provides input regarding County and City transportation plans to ensure compatibility between state and local plans.

B. Intergovernmental Cooperation Goals, Objectives, and Policies

TO BE COMPLETED AT A LATER DATE

C. Intergovernmental Cooperation Programs and Recommendations

TO BE COMPLETED AT A LATER DATE

CHAPTER ELEVEN: IMPLEMENTATION

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

A. Plan Adoption

A first step in implementing the *City of Horicon Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this *Plan* under Section 1001(4), Wisconsin Statutes.

B. Plan Monitoring

The City should continually evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* will be used as the first "point of reference" when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and official map actions will have to be consistent with the *Comprehensive Plan*.

C. Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Horicon intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use map and the Transportation and Community Facilities map of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, and other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map and land use policies in this *Plan* should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map issues, the Plan Commission and City Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this *Plan* allows City discretion related to the appropriate timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map and the Transportation and Community Facilities map (and the policies behind these maps) will be used to guide the general pattern of development, and the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on *Plan* maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats both within the City limits and the extraterritorial jurisdiction. Overall, this *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping

The Transportation and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as may be on an Official Map. However, in their consideration of official mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on *Plan* maps will be resolved through the official mapping and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors. Departures from the recommendations of this *Plan* shall be resolved by the City Council through the intergovernmental process.

D. Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the *Plan* maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The state comprehensive planning law requires that the City use the same basic process to amend a comprehensive plan as is used to initially adopt the plan. This means that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed:

- a) Either the Common Council or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).

- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The City Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- e) The City Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed *Plan* amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The City Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

E. Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* by the year 2019 (i.e., ten years after 2009), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

F. Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

G. Implementation Programs and Recommendations

Figure 9.1 provides a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County

and surrounding local governments and local property owners. The figure has four different columns of information, described as follows:

- *Category:* The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- *Recommendation:* The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- *Reference:* The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- *Implementation Timeframe:* The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2019.

Figure 9.1: Implementation Programs and Recommendations

| Category | Recommendation | Reference | Implementation Timeframe |
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TO BE COMPLETED AT A LATER DATE