Meeting Date: 10/22/2012
Agenda Item: #6m

Mission Statement
Delivering quality services in a modern, courteous and cost-efficient manner.

VILLAGE BOARD STAFF REPORT

REPORT TO: President Burt McIntyre and Village Board of Trustees

REPORT FROM: Dave Wiese, Executive Director of Community Development

AGENDA ITEM: Action on Ordinance 2012-18 amendment to the Village of Howard Comprehensive Plan. The proposed amendment would change the Village-owned parcels located on 77 acres at Marley Street and Glendale Avenue, VH-31 and VH-32, from Regional Commercial, Residential Single Family and Park (sports complex) to Industrial Park

POLICY ISSUE

Should the Village amend the Comprehensive Plan http://www.villageofhoward.com/cm/pdfs/-%20Howard%20Comprehensive%20Plan%20-%20FINAL%20Full%20Resolution.pdf to allow for a potential industrial development on VH-31 and VH-32? This is a recommendation to the Village Board?

PLAN COMMISSION RECOMMENDATION

The Plan Commission recommended approval of the Comprehensive Plan amendment unanimously at the September 17, 2012 meeting.

POLICY ALTERNATIVE(S)

The Plan Commission could:

- Recommend approval of the Comprehensive Plan amendment.
- Recommend denial of the Comprehensive Plan amendment.
- Table the request until a later meeting date.

BACKGROUND

In February of 2012 Governor Walker and the Wisconsin Economic Development Corporation (WEDC) announced the Wisconsin Certified Site Initiative. The idea behind this program is to identify sites that the state has deemed ready for large industrial development. To qualify for the program the site had to be at least 50 acres. The best 20 sites in the eyes of the consultant hired by WEDC will become the first officially certified sites.

Staff submitted the Village-owned property on Marley Street for consideration as part of Phase I of the process. The Village then received notification that the site met all the requirements for Phase I and had advanced to Phase II. Staff completed all of the requirements for Phase II, including the completion of an ALTA survey and archaeological survey and the submittal of the $12,000 consultant fee. The Plan Commission also recommended and the Village Board approved the conditional rezoning of the site to I-4 industrial, which also was a requirement for the process.

On July 23, the consultant and representatives from the WEDC completed an onsite investigation, and the Village of Howard should know whether the property has been approved as a Wisconsin Certified Site within the next several weeks. In preparation, the staff is requesting the necessary Comprehensive Plan amendment that will be required before the rezoning and site certification can be finalized.

BASIC INFORMATION

Project Name	Mill Center Industrial Park Rezoning
Applicant	Village of Howard
Phone	920-434-4640
Consultant / Engineer	N/A
Parcel Size	77.19 acres
Existing Zoning	R-5 Rural Estate Residential
Approved Zoning	I-4 Industrial Park Heavy Industry (conditional)
Land Map Designation	Comprehensive Plan indicates Commercial, Residential and Park (Sports Complex)
Requested Land Map Designation	Industrial

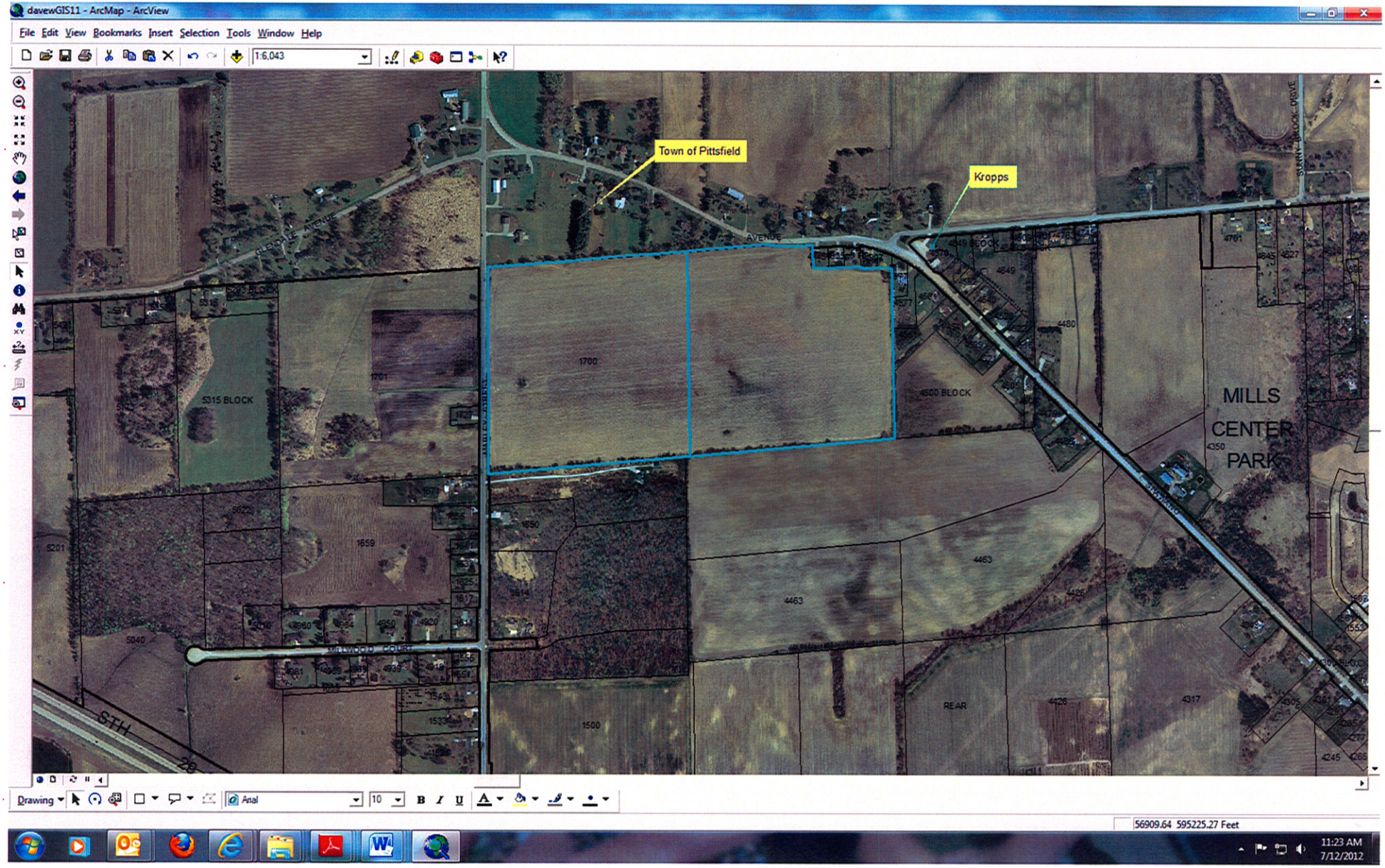
ADJACENT LAND/ZONING MATRIX

	LAND USE	ZONING
North	Rural Residential Single Family	Town of Pitts. R-1 Howard
South	Agriculture/ Rural Res	A-1 & R-5
East	Agriculture/ Rural Res	A-1 & R-5/R-1
West	Agriculture/ Rural Res	A-1 & R-5

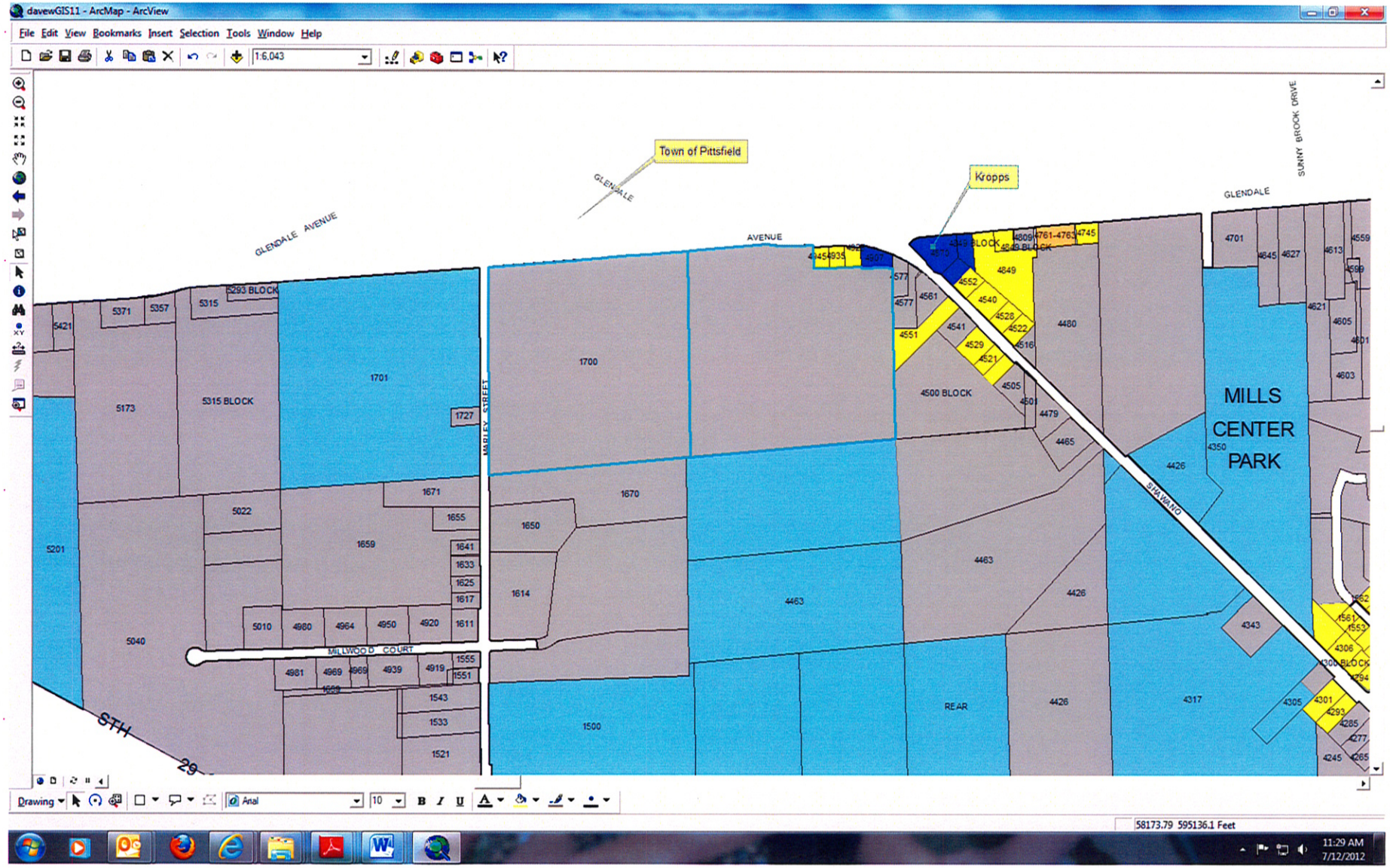
ATTACHMENTS

I Location Map/Aerial Photo
II Zoning Map
III Ordinance 2012-18

ATTACHMENT I



ATTACHMENT II



ATTACHMENT III

ORDINANCE 2012-18

AN ORDINANCE REPEALING AND RECREATING PAGES 112, 116, 118, 119, 120, 125, 184, 189, 191, 192, 193, 204, 214, 216, 217, 218 AND 219 OF THE VILLAGE OF HOWARD COMPREHENSIVE PLAN AND FUTURE LAND USE MAP FOR THE VILLAGE OF HOWARD, BROWN COUNTY, WISCONSIN

THE VILLAGE BOARD OF THE VILLAGE OF HOWARD, BROWN COUNTY, WISCONSIN HEREBY ORDAINS THAT THE COMPREHENSIVE PLAN BE AMENDED AS FOLLOWS:

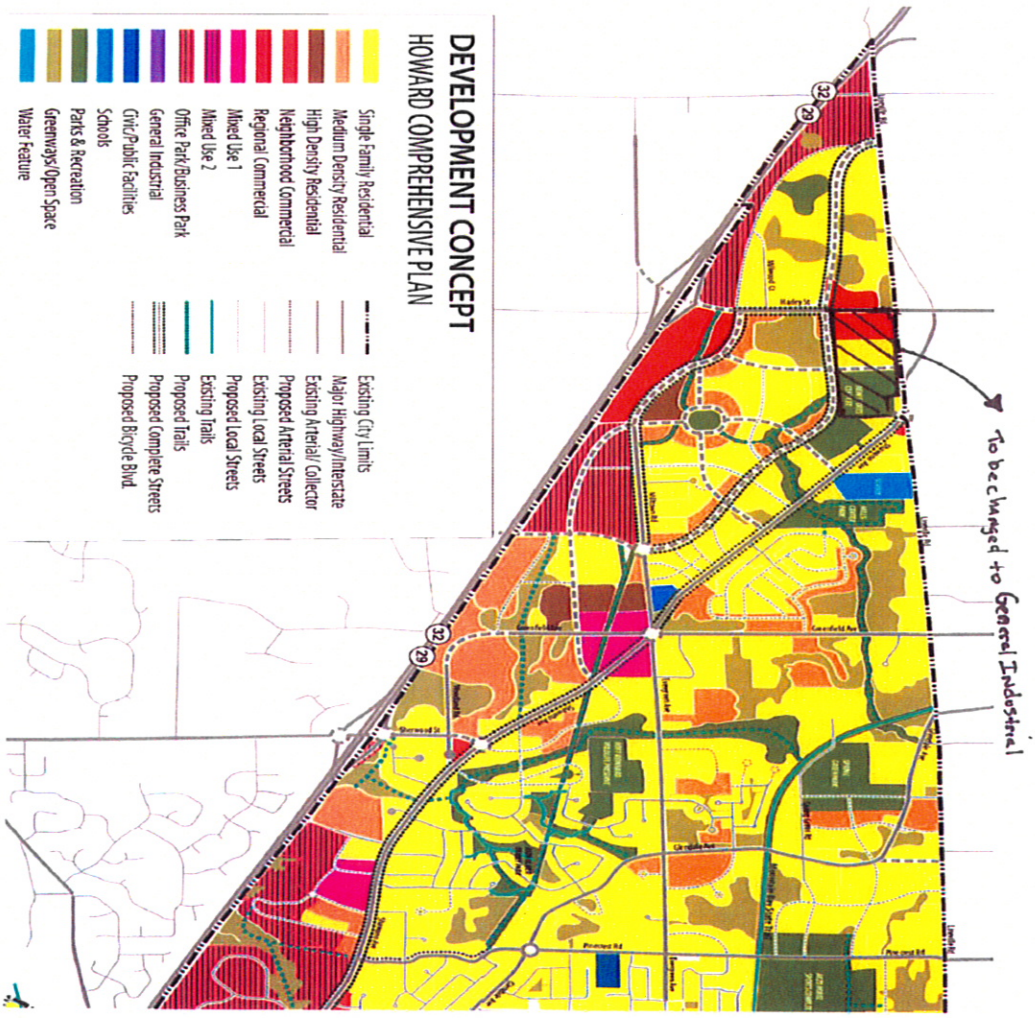
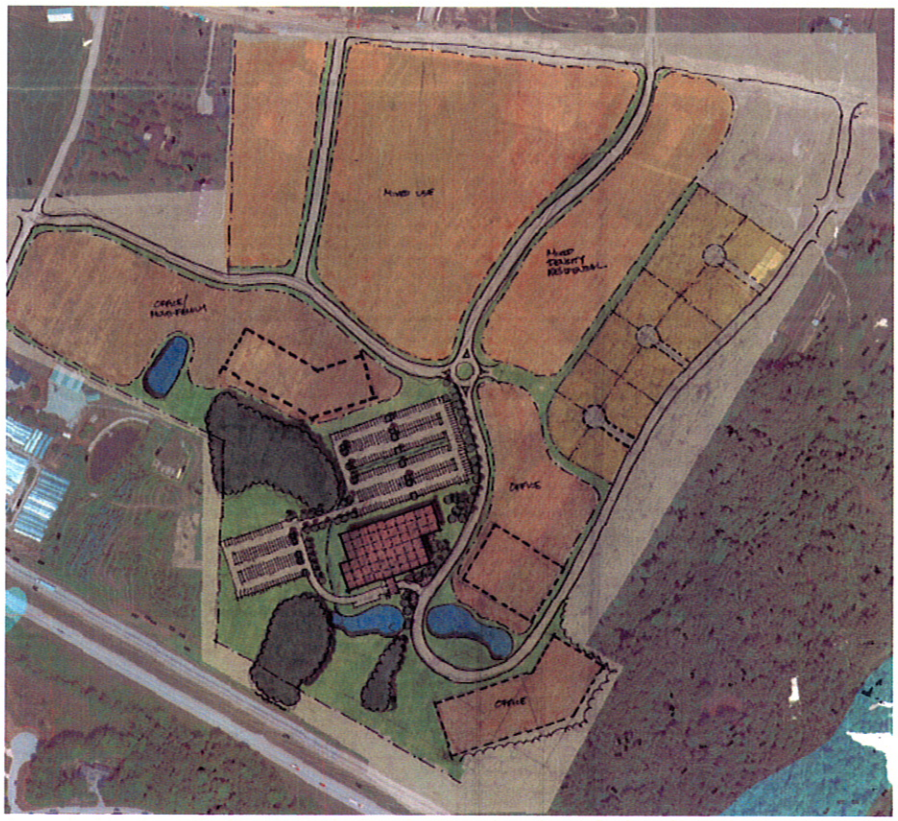


Figure 9.2 - Development Concept for area west of Pinecrest Road

Figure 9.4 - Office/Mixed Use Concept for Highway 29/32 Corridor



GREENFIELD WEST DEVELOPMENT AREA

The area west of Greenfield Avenue represents Howard's future growth area, and is relatively unconstrained by previous development or subdivision activity. Current (2012) residential development is limited to about 150 existing dwellings, in a linear pattern along major roads and the Millwood Court cul-de-sac. The primary street network is limited to Marley Street, Shawano Avenue, and Milltown Road, and a collector system is necessary to provide access to interior areas off these corridors. Factors that influence additional development include:

- Presence of Environmentally Sensitive Areas, particularly prevalent in areas on the western point of the development sector.
- Access to STH 29/32. Marley Street and Milltown Road are currently connected, and share a short and poorly functioning connection to the existing highway that aligns with Triangle Drive in Hobart. The STH 29/32 project will replace this unsatisfactory access with an interchange at Marley Street, requiring a realignment of Milltown to the north. Without overall area redesign, access to existing major commercial businesses, most notably Maplewood Meats, will be reduced.
- Current plans for ~~a new sports complex~~ an industrial park to ~~complement the heavily utilized Akzo Nobel complex~~ accommodate future industrial opportunities. The existing site for this facility is an approximately 80 acre parcel southeast of Lineville and Marley.

Figure 9.5 illustrates the development concept for the growth center west of Greenfield Avenue to the western point of the village at the junction of Lineville and STH

Pine Tree would be extended north in Howard to Milltown, where it becomes incorporated into the route of West Howard Boulevard.

- *Interior Collectors.* These streets, with routes determined by actual development design, should be provided at approximately ¼ mile intervals to connect the north and south legs of the WHB loop and Shawano Avenue. East-west local connections should also be provided as required.

Major Development Areas

- *Highway 29/32 Commercial and Business Park.* This site includes the area between STH 29/32 and proposed West Howard Boulevard/Milltown Road from Marley to the Pine Tree extension, and incorporates existing major commercial development. The western part of the site may accommodate substantial commercial / retail use, while the eastern half, toward Pine Tree, is more appropriate for office and quality business park development. Development design should protect existing residential development on both sides of Milltown.

- *West Howard Boulevard Development Loop.* The interior area surrounded by the proposed boulevard provides an excellent opportunity for a new residential community. The concept calls for a central neighborhood park/commons surrounded by medium- to high-density residential development; medium density residential along the boulevard itself; and low-density residential in the balance of the loop. In addition to the central neighborhood green, ESA's within the area and along the boulevard would be maintained as parks and open spaces.

- *Five Points Center.* This urban village, described above for the Shawano/Greenfield/Evergreen/Milltown intersection, would provide a secondary mixed use center that connects the two development areas on either side of Greenfield Avenue.

- *Shawano/Greenfield Triangle.* Existing final and preliminary platting has established a single-family character for much of this area. Medium-density residential development is appropriate near the Shawano/Greenfield intersection, a logical extension of the proposed Five Points Center. Development in the north of the triangle is largely defined by ESA's, Mills Center Park, and a proposed school site adjacent to the park. The hamlet of Mills Center, at the intersection of Glendale and Shawano, includes a signature commercial establishment and should be defined as a significant place with streetscape elements.

- *Marley and Glendale.* This intersection, near the Marley interchange but on the north side of the village, provides an excellent opportunity for ~~neighborhood to community commercial and urban residential development~~ an industrial park due to the proximity to the Highway 29 and Marley Street interchange~~.~~ This site is part of an 80-acre village-owned parcel. ~~proposed as a second sports complex. This plan recommends retaining the eastern half of the site for the facility, and acquiring additional land adjacent to the east as required to satisfy the facility program. That purchase would be funded by sale of the western 40 acres. This permits revenue-producing use on the Marley Street intersection, with its excellent highway access and places the sports complex closer to a proposed school site and the existing Mills Center Park.~~ The Village has applied for this area to become certified as a Wisconsin Economic Development Site.

- *West Point Residential.* Development areas in the westernmost part of the Village are separated by ESA's. The plan anticipates higher intensity development, including high-density residential and office/retail uses along Marley Street and near the interchange, with low-density residential development in other parts of the point. County Road U will cross STH 29/32 on an overpass without grade

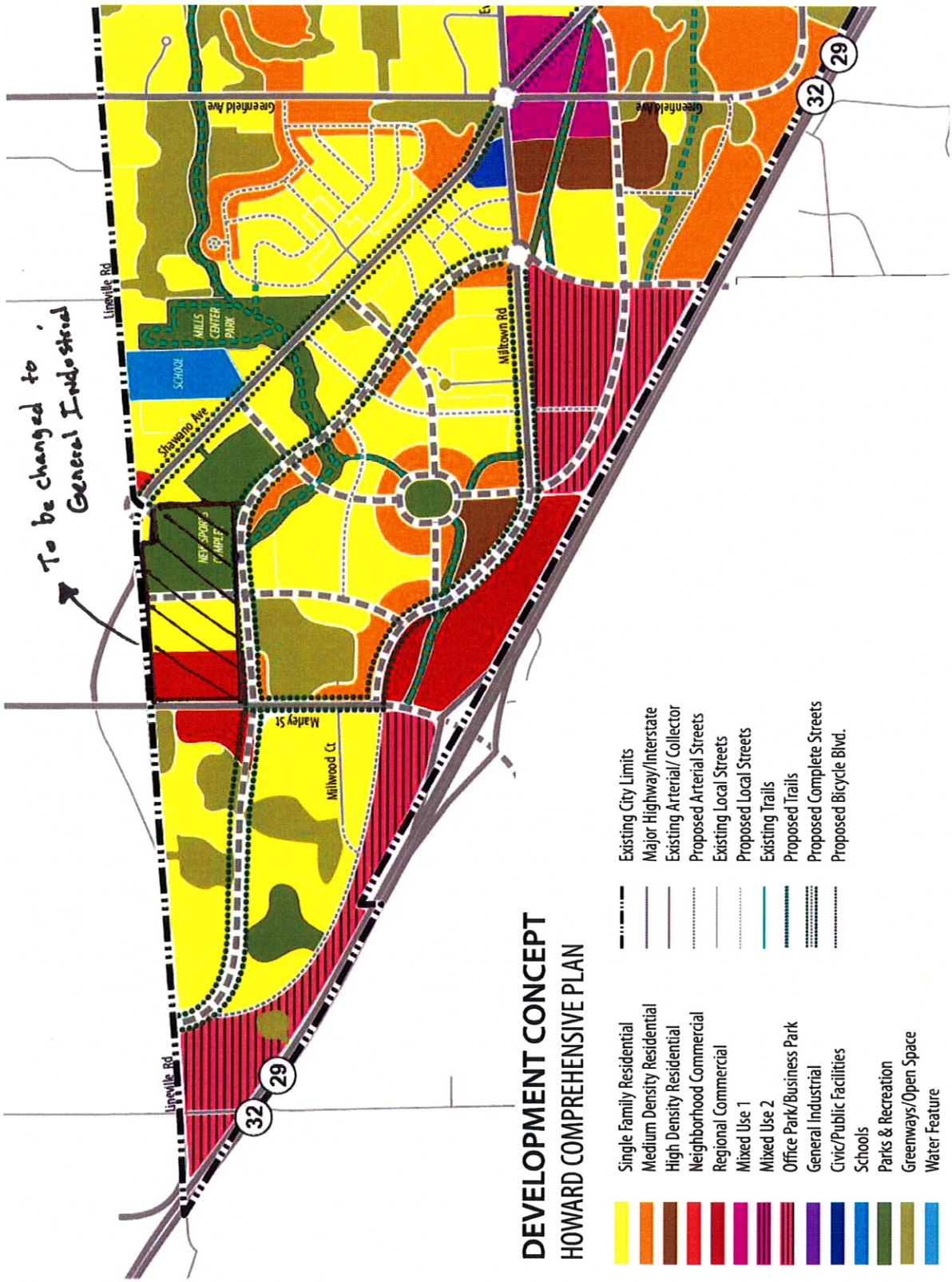


Figure 9.5 - Greenfield West SubArea Development Concept

access, serving local industries on the north side of Glendale.

Public Space and Greenway/Trail Connections

Public space is an important component of the land use plan for the Greenfield West sector, and is a key element of creating a public realm that encourages private development. Key public elements of the land use concept include:

- A North Chain of Parks. Existing and planned parks, drainageways, and ESA's can provide a high level of park service along the north side of the sector, connecting the northwest corner of Howard to the Mountain Bay State Trail. From the west, the chain of parks includes West Howard Boulevard west of Marley Street, a large ESA east of Marley, the proposed ~~sports complex~~ industrial park, a watercourse that includes Mills Center Park and continues to the MBST. This provides excellent open space service to the Greenfield West area and neighboring future development north of the existing corporate limits in Pittsfield Township.
- West Howard Boulevard, which should have some of the character of a park.
- Substantial neighborhood parks in the center of the West Howard Boulevard Development Loop and the residential development area west of Marley. The park in the development loop could be the center of a large roundabout, creating a neighborhood feature with great visibility and access to the park. This siting also calms traffic through the neighborhood.
- Extension of the Powerline Trail to the boulevard near Pine Tree Road.

Pittsfield Township Annexation Study Area

While undeveloped with the exception of rural residential construction along section line roads, a two-mile wide portion of Pittsfield Township north of Glendale Avenue has sewer service along County Road C. Howard should consider a study of future urban development and/or annexation in this area, bounded by Sunny Brook

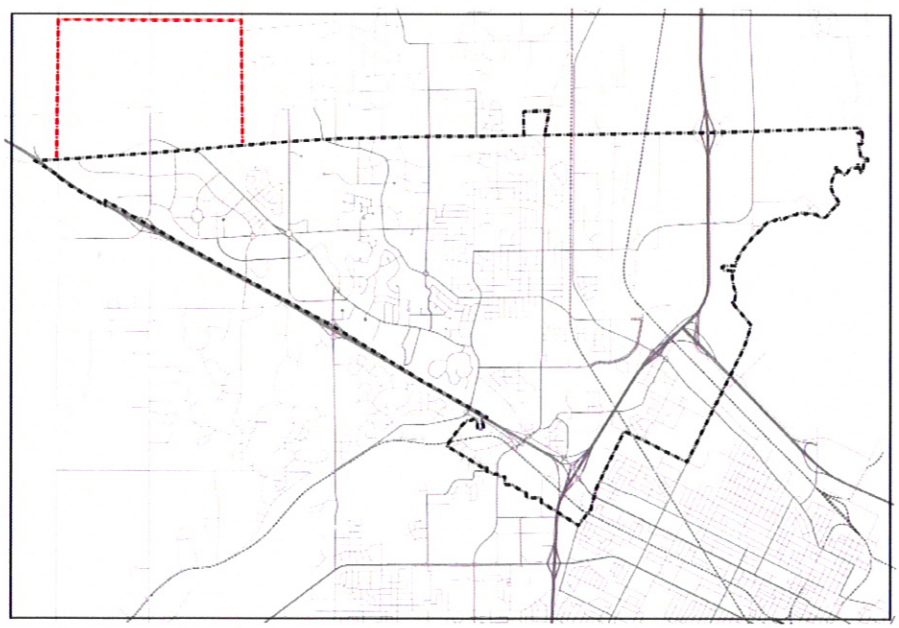


Figure 9.6 -Pittsfield Township Annexation Study Area.

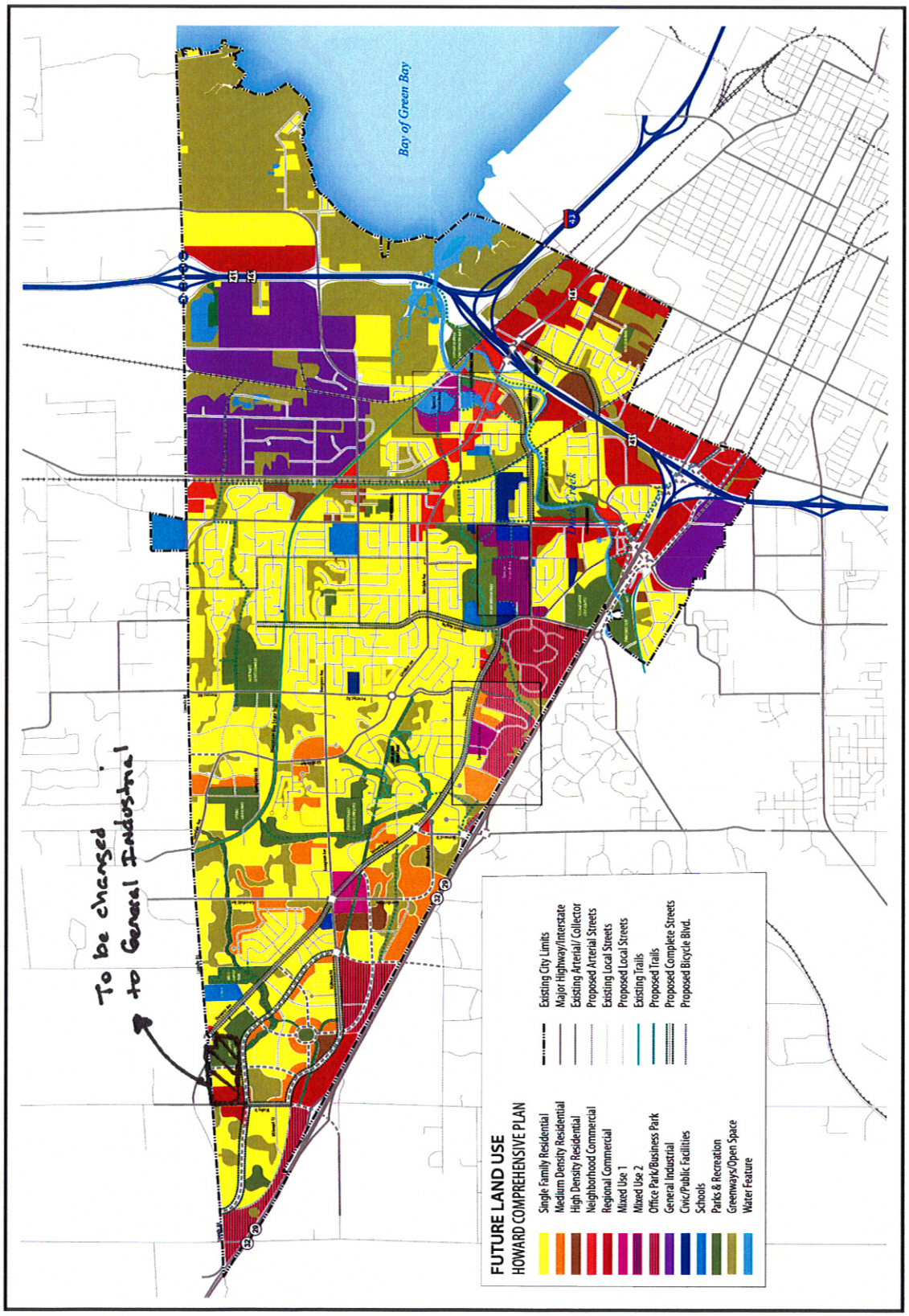


Figure 9.8 - Howard Future Land Use

TRAIL, PATHWAY, AND BICYCLE ACCESS

Howard's premier alternative transportation facility is the Mountain Bay State Trail, a regional multi-use pathway that begins near Memorial Park and extending 83 miles west to Weston in Marathon County. On its way through Howard, the trail also serves the Akzo Nobel Sports Complex and Spring Green Park. Other existing paths include the Meadowbrook Park Trail between Hillcrest Drive and Cardinal Lane, South Cardinal Lane from Riverview Drive to Duck Creek, and segments of a path along Duck Creek. In addition, Riverview Drive from Velp to Duck Creek includes a shoulder, intended to be shared by pedestrians and bicyclists; and Memorial Drive features bike lanes between Velp and US 41.

This transportation plan envisions expansion of these components into an alternative transportation system. This system includes the following major components:

- An East-West Bikeway, that from the west includes bicycle lanes along the proposed West Howard Boulevard to the intersection with the major power near Milltown and North Pine Tree Road; the Powerline Trail, along the utility easement southeast to Pinecrest Road; bike lanes along Pinecrest to Shawano Avenue; bike lanes/shoulders on Shawano to Meadowbrook Park; the existing Meadowbrook Trail to Cardinal Lane; and an extension to a rail-trail along the north-south rail line roughly paralleling Velp Avenue. The Village Center concept presented in Chapter Ten links this trail into the middle of that development district with greenway corridors.

- A Mills Center Trail, beginning at West Howard Boulevard and extending along drainageways north to the proposed ~~sports center complex,~~ industrial park, Mills Center Park, and then east to the Mountain Bay State Trail.

- A Spring Green Trail , following a potential greenway between Spring Green Park and the Mountain Bay State Trail to the Hoff-Reinhard Refuge and the Powerline Trail. This continues as a recreational/nature study loop that links a chain of Village-owned ESA's in the central part of the village.

- A Duck Creek Trail, beginning in Pamperin Park, continuing east along the creek and intersecting the existing Cardinal Lane sidepath to the north-south rail line, continuing with bike lanes on a complete street connection of Riverview and Lakeview to the Duck Creek Quarries. This also connects to the proposed Quarry Promenade and pathway system.

- A Velp Avenue rail-trail, assuming abandonment of a lightly used rail line paralleling Velp Avenue between Duck Creek and the commercial cluster at Velp and Lineville on the north edge of the district.

- A Highway 29 Trail, part of which will be built with the SHT 29 project. This trail begins on the east at Taylor Street and continues to the now pedestrianized Shawano bridge over Duck Creek. This route continues with bicycle boulevard treatment of the stub of Shawano Avenue between the creek and Riverdale; and continues with bike lanes or sharrows north on Hillcrest to the Meadowbrook Park Trail and the Village Center.

- A Rockwell Road bicycle boulevard between Meadowbrook Park and the East West Bikeway to the Mountain Bay Trail. This route would then use the trail to Cardinal Lane with an improved grade access to Cardinal, and continue with a hybrid lane/sharrow configuration on Cardinal north to Lineville.

- Adaptations of Lavender Lane and Woodale Avenue as shared routes. Lavender can serve as a bicycle boulevard paralleling Glendale Avenue between Hillcrest and Cardinal.

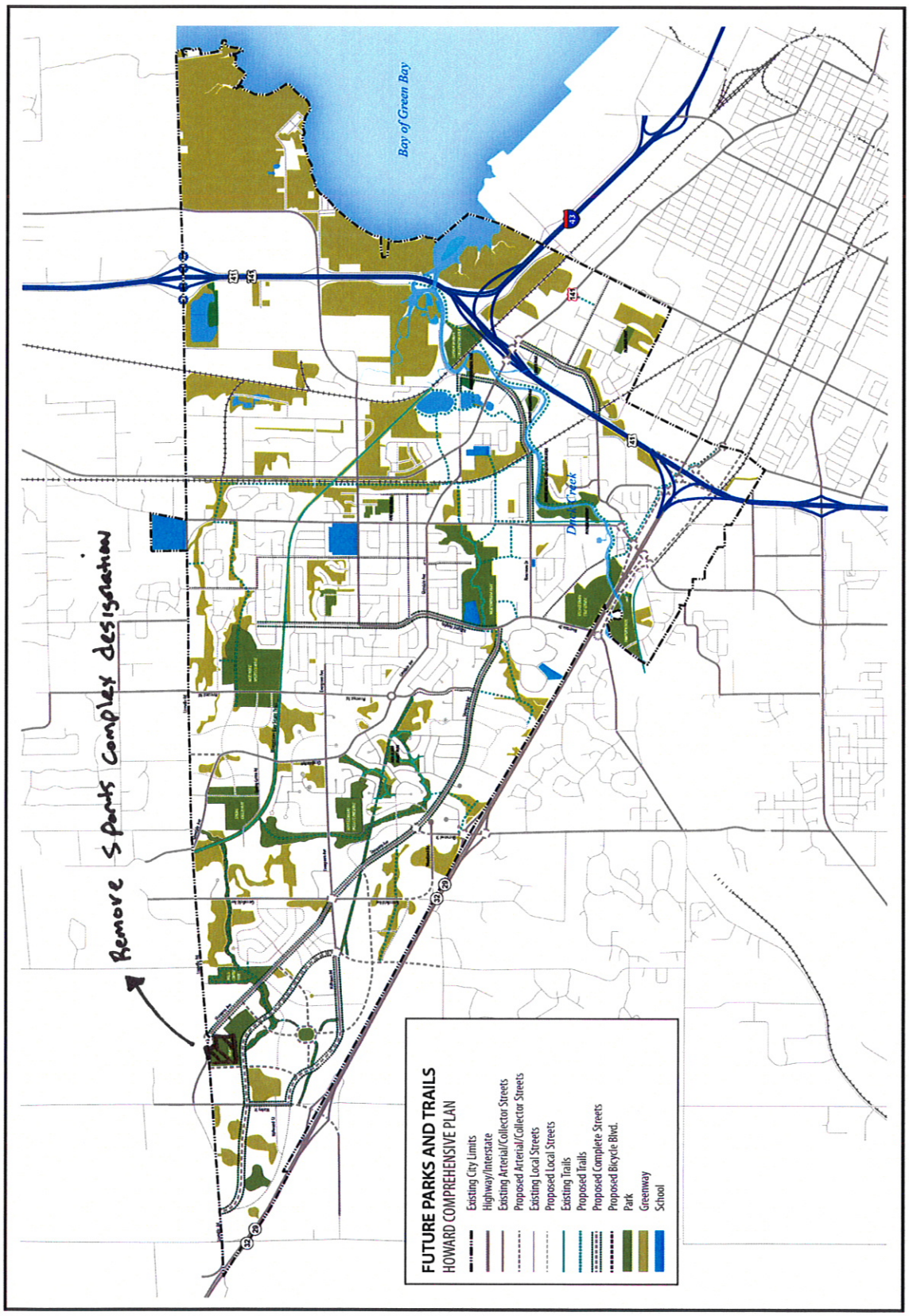


Figure 12.1 - Future Parks and Trails Concept

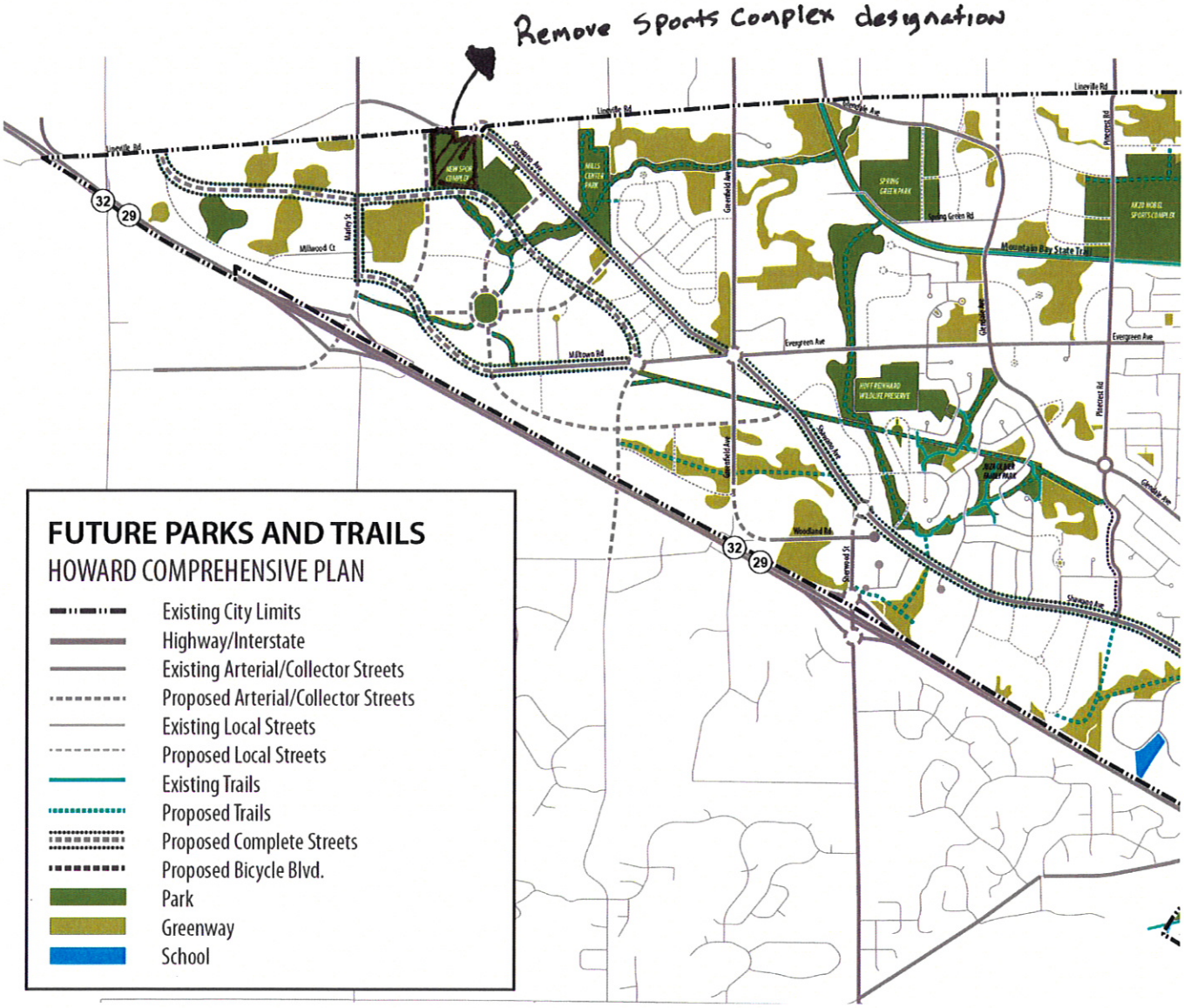


Figure 12.2 - Close-Up of future parks and trails concept for western growth area.

- *The western loop* is defined by the West Howard Boulevard Loop, Mills Center Park, the proposed west ~~sports complex~~ industrial park near Glendale and Shawano, a watercourse joining the sports park site to Mills Center Park, and new, strategically located neighborhood parks serving western neighborhoods

- *The two green loops are connected to each other* and the rest of the Village's park network on the south with the proposed Powerline Trail, from Milltown Road to Pinecrest Road; and on the north along a greenway (now privately owned) between Mills Center Park and the Mountain Bay State Trail.

Park and open space initiatives that realize this overall concept include the following:

- *Two future neighborhood parks.* The western park is associated with an Environmentally Sensitive Area (ESA) west of Marley Street. It could be expanded to house an elementary school site as demand emerges. The eastern proposed park is a central feature of the major residential development area ringed by West Howard Boule-

vard west of Shawano Avenue. The concept illustrated here proposes encircled by streets, in effect becoming the central green of a very large roundabout. This design provides great visibility and access to the park, while also slowing traffic down and discouraging unintended through traffic.

- *Improvement of Mills Center and Spring Green Parks.* Both of these significant open spaces should be developed according to a master plan that incorporates both neighborhood park features, and special resources appropriate to their size and status as community parks.

- *Powerline Trail Corridor.* This concept, described earlier, uses an existing overhead easement as a major trail spine that serves both recreational and transportation purposes. It also connects the Hoff-Reinhard Preserve, Juza Oliver Park, and a number of ESAs, some of which include their own nature path systems.

- *North-South Greenway.* The Concept incorporates a north-south greenway/trail that connects to the Mountain Bay State Trail, previously proposed in the 2002 comprehensive plan. The trail continues south beyond the Powerline Trail, connecting several ESAs and looping through greenways before finally connecting to Pinecrest. From there, the trail connects to the United Healthcare development area, then east to Meadowbrook Park. This potential greenway is now owned privately, and would require assembly through gradual purchase, charitable donation, dedication as part of adjacent development, or easement.

- *A Mills Center Greenway,* the proposed east-west connection between Mills Center Park and the Mountain Bay State Trail. Like the north-south route, this corridor is now privately owned, and would require eventual assembly to maintain its continuity.

- ~~*The Northwest Sports Complex,* a facility that wil be needed to accommodate both existing spillover demand from Alzo Nobel and residential growth in the surrounding area. The Village has acquired an 80 acre site southeast of Glendale and Marley. However, the proposed Marley interchange with STH 29 makes the western half of this site eminently desirable for private development, including a significant mixed use development with commercial and higher density residential components. If feasible, this plan recommends selling Marley Street side of the site for private development, and using the proceeds of the sale for acquisition of adjacent land to the east and part of the development cost of the complex. This sports complex would have direct frontage along West Howard Boulevard.~~

- *Development of the boulevard loop,* which in addition to being an important facility for local circulation, is a key part of the sector's open space network.

PARK FINANCING STRATEGIES

Howard's park development program includes a number of facility types, each of which have financing mechanisms appropriate for their individual requirements. Park project types generally fall into the following categories:

Neighborhood Park Rehabilitation and Enhancement: This project type ranges from rehabilitation of existing facilities to major expansion and park enhancements, as discussed in Chapter Five.

- True neighborhood parks are already in place and serve established neighborhoods. Their maintenance and rehabilitation should be financed by general revenues through the capital improvement program.

- Potential neighborhood parks have adequate space for full services but have not been fully developed. They are typically in developing areas, and funding full development should use a combination of general revenues and a benefit fee program. Benefit fees assess new development on the basis of the demand that they create for neighborhood park service, based on a standard of service (such as acres of parkland per typical household) adopted by the village. Under this concept, new developments platted in the park's service area will contribute their requisite benefit fee, based on the cost of full development. These funds will be used directly for neighborhood park improvements.

New Neighborhood Parks: These facilities fall in two categories: new parks to serve established neighborhoods that are not fully served; and new parks in developing areas. In Howard, a neighborhood park site near Hillcrest and Woodale, or on open land along the Mountain Bay State Trail to fill a service gap is an example of the first; the two neighborhood parks discussed above for the Pinecrest West growth area are examples of the second. Facilities that address gaps in service should be financed through general revenues or other public sector-based funding. New parks for emerging areas are appropriately financed through benefit fees.

Community Park Rehabilitation: This class of projects includes the rehabilitation and enhancement of existing signature parks, such as Pamperin, Memorial, or Meadowbrook. Basic funding for these projects, which have community-wide benefits, will be through general revenues involving both Village and county. However, the special significance of these parks makes them especially attractive for private fund-raising and support from individual, corporate, and foundation sources. Special state and federal grants may also be available to execute some of these major projects.

Community Park Development: Major facilities, such as special features in large parks like Spring Green and Mills Center~~; or the Northwest Sports Complex,~~ are typically financed through city bonds. Private sponsorship or philanthropic contributions are also key sources for financing development of these major facilities.

Trails and Greenways: The Transportation Enhancements (TE) program of the Surface Transportation Program has been fundamental to trail development both urban and rural areas. The TE program provides 80% matching funding for trail development. Funding for trails incorporated into road improvement projects may also be provided through the regular Surface Transportation Program funds with local matches. As of 2012, the future of the TE program under transportation bills currently in Congress is questionable, and the subject of considerable controversy. If the setaside for enhancement programs is removed, Howard, along with other cities in Wisconsin, should work to ensure that a portion of regular transportation funding is devoted to active transportation systems.

FUTURE NATURAL RESOURCE PRACTICES

Areas for active and passive recreation are a part of an overall goal, identified in Chapter Eight, to create a development plan that is environmentally sustainable and responds to the opportunities and rural character provided by Howard's rich natural setting. This discussion presents policies by which the the Village of Howard can preserve key natural resources, using them to contribute to both the quality

To support the provision of diverse housing, the development concept provides space for both single family residential and medium density multi-family homes. New housing types can be kept more affordable by expanding in areas where infrastructure provision is cost efficient, as the development concept encourages. A range of housing is critical to supporting a diverse workforce for Howard businesses and industry.

Commercial and Industrial Growth and Infill

The development concept in chapter 9 shows a variety of commercial types, ranging from neighborhood commercial areas throughout the Village, to regional commercial at the new Marley Street/WIS 29 interchange. Commercial diversity encourages citizens to shop within Howard, by providing a range of shopping and service options, whether they're looking for small stores walking distance from home, or regionally-sized stores a short drive away. Regional commercial developments give an economic boost by attracting spending from neighboring towns. The development concept also makes room for ~~a 36-acre light~~ an 80-acre industrial site northeast of Marley Street and the proposed circulator loop. The village is going through the certified site process with the Wisconsin Economic Development Corporation.

Infill areas such as the Quarry development area (chapter 10) can strengthen the economic vitality of existing neighborhoods by providing focal points of activity and easily accessible shopping for daily needs. The primary focus of the Quarry development plan is economic development. Similarly, the Village Center plan (chapter 10), can bolster the economic health of Howard's core.

Efficient Infrastructure: Streets, Water and Sewer

Proposed street extensions for new residential areas promote interconnectivity, while street enhancements encourage multi-use, "complete" streets. These strategies prevent overloading existing streets with traffic, which can be a deterrent to businesses and the prospective residents.

Infill development, also encouraged in the development concept, is typically the most cost effective development solution in terms of infrastructure, since it makes use of existing systems. Lower cost infrastructure minimizes expense to taxpayers and frees up government funds for services which benefit both citizens and businesses, such as schools to educate the future workforce, parks to attract residents and visitors, and hi-tech infrastructure that can support local entrepreneurs. Lowered development costs also lead to properties that are more affordable for prospective businesses or home-owners. Affordable land prices can help make Howard more competitive in the regional market.

Figure 15.1: Implementation Schedule

	Type	On-going	Short	Medium	Long
Encourage mixed use centers at strategic crossroad locations.	Policy	X			
Consider a study of annexation for future urban development in the Pittsfield Township Study Area.	Action			X	
Enhance the Glendale/Cardinal and Velp/Glendale intersections as neighborhood centers (p.125).	Action Capital			X	
Review and revise the Howard Zoning Ordinance to implement the Velp Corridor "Subarea Recommendations" (pp. 156, 158, 164). Review the non-zoning Velp Corridor recommended improvements for funding under appropriate capital improvement processes.	Policy Action	X	X		
Housing Priorities (Chapter 9)					
Allow for multiple types of residential development to provide greater housing diversity.	Policy		X		
Energy and Sustainability (Chapter 9)					
Promote buildings and infrastructure that utilize sustainable design and construction standards.	Policy				X
Economic Development and Revitalization Priorities (Chapters 9, 10 and 13)					
Expand the United Health Care Business Park, as shown in chapter 9.	Action			X	
Use Highway Frontages as Major Economic and Development Centers	Policy	X			
Capitalize on the WDOT updates to the US 41/STH 29 Corridor by following the established redevelopment plan for the 29/41 interchange.	Action Capital		X		
Take advantage of new 29/32 interchange at Marley Street to designate a new regional commercial node.	Action		X		
Implement the proposed plan for the Frederick Court subarea outlined in chapter 9.	Action		X		
Complete mixed use development along Cardinal Lane.	Action				X
Complete office park development around the United Health Care facility.	Action			X	
Complete infill development in the industrial park east of Velp Avenue.	Action				X
Complete infill development at the commercial cluster at Lineville and Cardinal.	Action	X			
Invest in the Duck Creek/Quarry area to transform it into a central feature of the Village, with residential, commercial and cultural uses (Chapter 10)	Action Capital			X	
Support development of the Village Center plan presented in chapter 10.	Action Capital		X		
Reconstruct and Redevelop Velp Avenue as described in chapter 10.	Action Capital			X	
Encourage balanced residential growth, especially in areas that support additional commercial growth (see future land use plan in chapter 9).De	Policy	X			
Development of a Mills Center Industrial Park (WEDC Cert.)	**Action**	**X**			
Transportation and Connectivity Priorities (Chapters 9 and 11)					
Provide street network continuity and connectivity by providing connections to the collector/arterial system while also adjoining developments along local streets, avoiding single-access developments where possible.	Policy Action Capital	X			

Figure 15.1: Implementation Schedule

	Type	On-going	Short	Medium	Long
Parks and Recreation Priorities (Chapters 9 and 12)					
Use Greenways and Trails to Link the Community.	Policy	X			
Establish a range of parks and green spaces to accommodate growing needs for active recreation and neighborhood open space.	Action	X			
Investigate the possibility of acquiring a neighborhood park in the underserved area between Glendale and Lineville east of Hillcrest.	Action Capital			X	
Continue development at the Akzo Nobel Sports Complex.	Capital		X		
Develop a Village Center Civic Park.	Capital			X	
Upgrade facilities at Memorial Park and other public lands around the Quarries.	Capital	X			
Improve Mills Center and Spring Green Parks with neighborhood park features.	Capital	X			
Consider using the land in the existing powerline easement to create a major trail spine.	Capital			X	
Reserve new north/south greenway between Pinecrest and Greenfield (as shown on Future Land Use map).	Action		X		
Construct a trail in the new north/south greenway between Pinecrest and Greenfield.	Capital			X	
* ~~Develop a northwest sports complex using the eastern portion of the Village owned 80 acres southeast of Glendale and Marley and additional land to the east, if feasible. Consider selling the western part of the 80-acre site to fund the complex and the acquisition of additional land~~.	~~Action~~ ~~Capital~~			~~X~~	
Create two new neighborhood parks in the western growth area.	Action Capital				X
Co-locate parks with natural resources such as wetlands or stream corridors.	Policy	X			
Environmental and Agricultural Priorities (Chapter 12)					
Preserve intensive agricultural areas as established by the Wisconsin Working Land Initiative.	Policy	X			
Preserve a network of greenways/parkways that connect the community, focusing on environmentally sensitive areas such as stream corridors.	Action		X		
Consider creating a conservancy zoning district to protect natural resources.	Policy		X		
Promote greater flexibility and incentives for sustainable development approaches, such as conservation subdivisions and reduced lot sizes.	Policy		X		
Preserve wetland property along Brunette Road between the railroad and Cornell Rd.	Action		X		
Enforce erosion control ordinance.	Policy	X			
Perform detailed flood studies on Village streams.	Action			X	
Investigate options for public education on natural resources.	Action		X		
Conduct a Village-wide wetland delineation.	Action		X		

SPECIFIC ACTION AREAS: IMPLEMENTATION NOTES

Within the structure of the implementation schedule, some of the plan's recommendations require special elaboration because of their strategic importance to fulfillment of the plan's concepts. These elements include:

- Land Development Guidelines and Zoning Changes.
- Village Center Development
- Duck Creek Quarry
- ~~Northwest Sports Complex~~
- West Howard Boulevard

Land Development Guidelines and Zoning Changes

Three major actions related to zoning and land development regulation are particularly important to plan implementation:

Highway Corridor Overlay District. An overlay district, combined with existing base zoning along the US 41 and State Highway 29 corridors, provides special development standards that guide the quality and appearance of new development in these highly visible locations. Chapter Nine presents an outline of items that such a district could appropriately regulate. It is important that these guidelines not attempt to micro-manage architecture, but rather addresses issues of site design, orientation, scale, and other factors that can affect surrounding properties and present a negative image of the village. The items presented in this plan should provide a starting point for drafting an overlay district ordinance.

Velp Avenue Urban Corridor District. While commercial uses should be promoted along Velp Avenue, zoning that permits commercial development and excludes residential as permitted uses discourages reinvestment in residential property and can generate disinvestment that causes the image and value of the corridor to decline for all purposes. Rather, the Village should manage the successful reinvestment for Velp envisioned by this plan by establishing a mixed use urban corridor district that permits both commercial and residential uses. The urban corridor district should have land development regulations that address such important issues as the relationship of new projects to the street; the amount of parking and impervious area between buildings and the street frontage; and the boundary conditions between commercial and existing residential uses.

An intermediate density single-family residential district. The development and population goals of this plan require more diverse single-family housing settings, currently precluded by the village's 90 foot minimum lot width. A new zoning district should be implemented that includes the same permitted uses as existing districts, but permits smaller lot single-family development. In addition, the village may also consider another intermediate district that permits attached single-family development as well as small lot single-family detached projects. These districts can help Howard adapt to new markets and housing preferences.

The Village Center

The Village Center concept was a creative component of the 2002 comprehensive plan and has clearly influenced some subsequent development, especially on the west side of Cardinal Lane south of Riverview. It remains an important component of this plan, although with a somewhat altered use mix and development concept. However, diverse property ownership complicates the unified development of the area. This plan's Village Center concept presents advisory ideas for property owners and developers, and identifies investments that the Village should undertake to advance these ideas. These major investments, which would be done along with rather than in advance of development, include an extension of AMS Parkway east, the Civic Park, and trail and greenway connections to Meadowbrook Park and the proposed pathway network. While this plan does not anticipate a public role in land assembly, the Village should work with property owners and prospective developers on cooperative arrangements, land trades, and easements to help implement a unified plan.

Duck Creek Quarry

The development of the Quarry as both a major community amenity and a catalyst for a series of unique mixed use developments is a pivotal opportunity for Howard. Implementing this project will require significant public and private investments, and the development process should begin as soon as feasible. Initial steps include:

- Development of a detailed park master plan and initial development phase for the quarry itself. In addition to a developed design, this plan should also include cost estimates for various stages of park development and financing and phasing plans. To some degree, phasing will depend on potential developer interest as well as community priorities. Financing is likely to include several sources, including a bond issue, securing of any available state and federal grants, redevelopment incentives such as tax increment financing, and private grants and contribution.

- Beginning discussions with Brown County toward relocation of its current road maintenance facility.

- Placing necessary incentives for private development in place.

- Working with existing developers and property owners with development interest in gaining necessary approvals and financial incentives to complete a quarry-related project in the relative short-run.

~~Northside Sports Complex~~

~~The Northside Sports Complex may not develop until residential development begins to push into the surrounding area. However, it is important to move ahead with securing the modified site. This entails securing at least an option on land adjacent on the east to the eastern half of the Village's currently owned property. Securing an option would be ideal, with a purchase completed with the sale of the western part of the current Village ownership. Adjacency to Marley Street with direct access to the STH 29 interchange should give this property excellent market value.~~

Mill Center Industrial Park

In February of 2012, the State of Wisconsin and the Wisconsin Economic Development Corporation (WEDC) announced the Wisconsin Certified Site Initiative. The Certified Sites Program will close an important gap in Wisconsin's competitiveness with other states. Certified sites also increase the comfort level of projects considering a region by removing the unknowns about a site and by accelerating the site due diligence and implementation timeline. To qualify for the program, sites had to be at least 50 acres, and the best 20 sites in the state will become the first officially certified sites. Adjacency to Marley Street with direct access to the STH 29 interchange should give this 80-acre property excellent market value.

West Howard Boulevard

Most of the right-of-way for West Howard Boulevard will be dedicated incrementally with platting of adjacent property. New developments should be designed around the probable alignment of the boulevard, and should provide for its continuation into adjacent developments. Developers should be responsible for financing the basic street that would be expected of their project, with the Village funding excess width and special features, such as additional width, medians where provided, distinctive lighting, multi-use paths, greenway setbacks, and additional landscaping. In some cases, the Village may acquire right-of-way necessary to close important functional gaps in advance of development.

PLAN MAINTENANCE

The scope of the Howard Plan is ambitious and long-range, and its recommendations will require funding and other continuous support. The Village should implement an ongoing process that uses the Plan to develop annual improvement programs, as outlined below.

Annual Action and Capital Improvement Program

The Planning and Zoning Commission and Village Council should define an annual action and capital improvement program that implements the recommendations in this plan (Table 15.1). This program should be coordinated with Howard's existing capital improvement planning and budgeting process, even though many of the Plan's recommendations are not capital items. This annual process should be completed before the beginning of each budget year and should include:

- A work program for the upcoming year that is specific and related to the Village's financial resources. The work program will establish which plan recommendations the Village will accomplish during that year.
- A three year strategic program. This component provides for a multi-year perspective, aiding the preparation of the annual work program. It provides a middle-term implementation plan for the Village.
- A six year capital improvement program. This is merged into Howard's current capital improvement program.

Approved and adopted this 22nd day of October, 2012.

Burt McIntyre, Village President

ATTEST:

Christopher A. Haltom, Village Clerk

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