

Sauk Prairie Comprehensive Plan



Village of Prairie du Sac
Village of Sauk City
Town of Prairie du Sac



SUMMARY

Why Plan?

The Sauk Prairie area is experiencing unprecedented pressure for growth and change. This creates both exciting opportunities and remarkable challenges. Growth pressures are a result of several factors converging on the area, including the expansion of Highway 12 to four lanes from Madison to the area's southern doorstep, metropolitan growth demands, reasonable land prices, utility expansions, exceptional schools, and a rich historic "rivertown" character unique to the metropolitan area. The Sauk Prairie area is clearly at a major crossroads. Will the communities be able to take advantage of its position to capture economic opportunities consistent with their historic character? Or will growth pressures turn the Sauk Prairie area into just another Madison suburb?

The *Sauk Prairie Comprehensive Plan* attempts to answer these and many other questions. It provides a blueprint for future growth, change, revitalization, and preservation of the Sauk Prairie area over the next 20 years. The directly participating communities included the Village of Sauk City, Village of Prairie du Sac and Town of Prairie du Sac. The *Plan* is intended to guide for decisions related to private development proposals, public investments, intergovernmental cooperation, economic policy, and a host of other factors that will help determine the future of the Sauk Prairie communities. Because of this critical function, the *Plan* was prepared with over two years of study, consideration of different alternatives, and extensive public input. The Sauk Prairie Comprehensive Plan also meets all requirements of the State's comprehensive planning legislation.

A Profile of Sauk Prairie

Sauk Prairie is rich in identity, initially defined by its extraordinary position along the scenic Wisconsin River and among the fertile prairie that gave the area its name. Centuries of settlement and cultivation has resulted in the area as it exists today—a natural and farming area punctuated by historic downtowns, traditional neighborhood settlement patterns, and home-grown commercial and industrial operations.

The Sauk Prairie area is defined and influenced by the following factors:

- An estimated 3-community population of 7,800 residents in 2004.
- A population expected to grow to 10,300 people by 2025—if this *Plan's* policies are followed.
- Two historic downtowns with exceptional (but underutilized) riverfront locations.
- Exceptional schools, a well-educated workforce, and quality job opportunities in a variety of industries.
- Productive cropland, a strong farming ethic, and an economy that remains linked to agriculture.
- Exceptional scenery, natural areas, and wildlife habitat that provide economic opportunities and limits.
- A mix of high-quality housing in a variety of neighborhood settings.
- A spirit and practice of cooperation that extends from the people to organizations to local governments.

Our Vision

In the next 20 years, the Sauk Prairie Area will be recognized by its neighborhoods and downtown centers, rich with a unique historic and cultural character, and surrounded by the majestic Wisconsin River and productive farms intermingled with quality natural areas. Neighborhoods will be safe, attractive, and adjacent and interconnected to each other and the community. Economic vitality will be the result of a high-quality mix of clean production facilities, technology enterprises, agriculture, and retail and service businesses that reflect the area's unique cultural and natural attributes. This diverse economic mix will meet the needs of area residents, visitors, and regional and distant markets. Open spaces, natural resources, recreational opportunities, and high-quality education and health care will remain central to the area's quality-of-life and

economic health. This vision will be promoted through cooperative efforts among the area's communities, districts, and people.

Implementing the Vision

To carry out this ambitious vision for the future of the Sauk Prairie area, the *Sauk Prairie Comprehensive Plan* includes more detailed goals, objectives, policies, and programs. These are generally organized in chapters according to the required comprehensive planning elements: agricultural, natural and cultural resources; land use; transportation; utilities and community facilities; housing and neighborhood development; economic development; intergovernmental cooperation; and implementation. The following is a brief summary of the key recommendations of this plan divided by these elements. The respective chapters of the full *Sauk Prairie Comprehensive Plan* explore these recommendations in significant greater detail.

Agricultural Resource Recommendations

- Protect agricultural land supply.
- Establish a 20-year urban growth boundary as a means to establish and protect long range farming areas.
- Promote density-based zoning and cluster development options.
- Promote local marketing and new uses for agricultural products.



Natural Resource Recommendations

- Protect environmental corridors.
- Work to maintain and improve surface water quality in the area's lakes and streams.
- Create and enforce low-impact development standards.
- Balance Wisconsin River access with resource and eagle habitat protection.
- Work with non-profit organizations on riverfront restoration planning.

Cultural Resources Recommendations

- Conduct a comprehensive survey of historic places, and preserve historic buildings through reuse and a demolition review process.
- Promote nature-based, heritage-based, and agricultural-based tourism.
- Develop interpretive signage and a walking tour for downtown trail and historic sites.
- Preserve the scenic landscape.



Land Use Recommendations

- Utilize the Future Land Use map when making decisions on rezonings, annexations, and other proposals.
- Establish a 20-year urban growth boundary as a means to encourage compact and orderly development.
- Preserve rural and agricultural lands by supporting very limited residential development in these areas.
- Support a Village neighborhood expansion area west of the current Village limits, out to Highway 12.
- Pursue revitalization of existing developed areas and expansion of existing business parks.

Transportation Recommendations

- Continue discussions with State and other interests to advance State-level Highway 12 planning.
- Adopt an Official Map to preserve key roadway corridors.
- Coordinate on abandonment or removal of the riverfront rail for trail purposes and a rail crossing at Carolina Street.
- Complete missing segments of the riverfront trail system between downtown Prairie du Sac and downtown Sauk City, using State and federal grants.
- Explore larger potential role for an airport in the Sauk Prairie area.





Utilities and Community Facilities Recommendations

- Coordinate future land development with utility improvements.
- Prepare a Comprehensive Outdoor Recreation Plan to provide more detailed recommendations for the park and trail systems.
- Create additional parks and acquire open space as Village growth occurs to the west.
- Plan for a large community park/recreation facility.
- Improve community facilities (e.g., trails, overlooks) associated with the Wisconsin River.

Housing and Neighborhood Development Recommendations

- Support provision of affordable housing.
- Enact design standards for multiple family housing.
- Consider anti-monotony ordinances for new Village neighborhoods.
- Enact development plan guidelines for rural housing.
- Prepare a residential growth phasing plan.



Economic Development Recommendations

- Develop a cooperative, progressive economic development strategy.
- Emphasize local business formation, development, and retention.
- Pursue appropriate retail expansion opportunities.
- Facilitate logical business park expansion.
- Support downtown revitalization and tourism.
- Pursue redevelopment and infill of underutilized lands.

**Intergovernmental Cooperation
Recommendations**

- Pursue intergovernmental boundary and land use agreements both with the Villages and the Town participating in this *Plan* as well as with the Towns east of the Wisconsin River.
- Explore municipal water, fire service, and library consolidation or further cooperation through future studies when major capital investments and hiring decisions are considered.



Map A: Future Land Use Map

ACKNOWLEDGEMENTS

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TABLE OF CONTENTS

SUMMARY 1

ACKNOWLEDGEMENTS 8

TABLE OF CONTENTS 10

TABLE OF GRAPHICS 10

CHAPTER ONE: INTRODUCTON 13

CHAPTER TWO: ISSUES AND OPPORTUNITIES 21

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES 41

CHAPTER FOUR: LAND USE 77

CHAPTER FIVE: TRANSPORTATION 133

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES 153

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT 169

CHAPTER EIGHT: ECONOMIC DEVELOPMENT 183

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION 197

CHAPTER TEN: IMPLEMENTATION 207

TABLE OF GRAPHICS

Map A: Future Land Use Map 6

Map 1: Regional Context 17

Map 2: Jurisdictional Boundaries 19

Figure 1: Population Trends 22

Figure 2: Alternative Population Forecast Scenarios 23

Figure 3: Demographic Characteristics, 2000 25

Figure 4: Household Characteristic Comparisons, 2000 26

Figure 5: Average Household Size Forecasts 26

Figure 6: Household Projections 27

Figure 7: Occupations and Employed Residents, 2000 28

Figure 8: Industry of Employed Residents, 2000 28

Figure 9: Alternative Future Scenarios 32

Map 3: Regional Influences and Opportunities 35

Figure 10: Future Vision of Sauk Prairie Area from South 38

Figure 11: Vision Statement and Overall Goals 39

Map 4: Soil Suitability for Agriculture

Map 4A: Town of Prairie du Sac Ag Preservation Plan Map 45

Figure 12: How TDR Works: A Conceptual Example 49

Figure 13: Conventional vs. Cluster Development 51

Map 5: Natural and Cultural Areas 57

Figure 14: Example of Vegetative Buffer 65

Map 6: Groundwater Influences	66
Figure 15: A Conceptual Sketch of Project Celebrating “Rivertown” Character.....	75
Figure 16: Conceptual Example of Downtown Design Guidelines for New Construction	75
Figure 17: Existing Land Use Totals (Net Acres), 2003.....	80
Map 7A: Planning Area—Existing Land Use	82
Map 7B: Village—Existing Land Use.....	84
Figure 18: Housing Development, 1994-2003	86
Figure 19: Total Gross Land Use Demand Projections, Moderate-Growth Scenario, 2005-2025	89
Map 8: Moderate Growth Scenario Map	90
Map 9: High Growth Scenario Map	92
Map 10A: Planning Area—Future Land Use.....	96
Map 10B: Villages—Future Land Use.....	98
Figure 20: Future Development Configuration, Highway 78/Wisconsin River Area.....	114
Figure 21: Traditional Neighborhoods.....	128
Figure 22: Mixed Use Centers.....	130
Map 11: Existing Transportation and Community Facilities.....	137
Figure 23: Commuting Patterns for the Sauk Prairie Area.....	139
Map 12: Long Range Highway 12 Alternatives.....	145
Figure 24: Recommended Transportation Facility Programs and Actions	147
Map 13: Future Transportation and Community Facilities.....	151
Map 14: Sauk Prairie Area School District	158
Figure 25: Sauk Prairie Area School District Enrollment, 2003.....	159
Figure 26: Opportunities and Constraints for Four Potential Community Park Sites	163
Figure 27: Timetable to Improve or Enhance Utilities and Community Facilities	167
Figure 28: Existing Housing Characteristics and Trends	171
Figure 29: Percentage of Total Sauk Prairie Area Housing Stock Constructed Per Decade.....	172
Figure 30: Village Housing Starts, 2000-2004	172
Figure 31: Comparison of Housing Stock Characteristics, 2000.....	173
Figure 32: Desired Multiple Family Residential Project Layout.....	178
Figure 33: Single Lot Residential Rural Development Guidelines	
Figure 34: Multiple Lot Residential Rural Development Guidelines	180
Figure 35: Major Manufacturing, Distribution, and Service Employers in Sauk Prairie	185
Figure 36: Strengths and Weaknesses for Economic Development	187
Figure 37: Redevelopment Planning and Implementation Process.....	193
Figure 38: Desired New Commercial Project Layouts	194
Figure 39: Design Standards for Multi-Building Commercial Projects.....	195
Figure 40: Desired New Industrial Project Layout.....	196
Figure 41: Implementation Strategies Timetable	209
Figure 42: Sauk Prairie Comprehensive Plan, Summary of Plan Amendment Process.....	215

CHAPTER ONE: INTRODUCTION

A. Purpose of this Plan

Plan Adoption Process

The process to adopt the *Sauk Prairie Comprehensive Plan* is spelled out under §66.1001, Wisconsin Statutes, and by agreement among the three communities. A well-publicized process facilitated broad support of the *Plan's* recommendations. Before adoption, the *Plan* went through a formal public review process, summarized as follows:

1. In August and September 2005, the Village and Town Plan Commissions recommended by resolution adoption of the draft *Plan*, along with changes each believed was appropriate.
2. In September 2005, the Comprehensive Plan Joint Steering Committee recommended Town and Village Board adoption of the *Plan*, along with certain local Plan Commission and other changes it believed were appropriate.
3. In November 2005, the Village and Town Boards held a joint public hearing on the “public hearing draft” of the *Plan*, including all Joint Committee recommended changes. The public hearing draft of the *Plan* was noticed in the newspaper and forwarded to adjoining and state governments for review in advance of this hearing.
4. Following the public hearing, the Village and Town Boards enacted ordinances adopting the *Plan* as the Villages’ and Town’s official comprehensive plan. The adopted *Plan* was then forwarded to adjoining and state governments.

The *Sauk Prairie Comprehensive Plan* updates and replaces the 1995 *Sauk Prairie Area Comprehensive Plan* and the 1999 *Town of Prairie du Sac Master Plan Update*. This plan update is meant to serve as a blueprint for the short-range and long-range growth and development of the Sauk Prairie area for the next 20 years. It is designed to be used by Village and Town officials and citizens as a policy guide to:

- Direct community development and land use decisions;
- Assist with community facility budgeting; and
- Focus housing, business, and industrial investment.

As a long range comprehensive planning tool concerned with a wide variety of environmental, economic, and social factors, this *Comprehensive Plan* must examine and provide recommendations for areas within the Villages of Sauk City and Prairie du Sac corporate limits, within the Villages’ extraterritorial jurisdiction, and within the entire Town of Prairie du Sac.

This *Comprehensive Plan* is being prepared under the State of Wisconsin’s “Smart Growth” legislation contained in §66.1001, Wisconsin Statutes. This legislation requires that a comprehensive plan include the following nine elements:

1. Issues and Opportunities,
2. Housing,
3. Transportation,
4. Utilities and Community Facilities,
5. Agricultural, Natural and Cultural Resources,
6. Economic Development,
7. Intergovernmental Cooperation,
8. Land Use, and
9. Implementation.

This *Comprehensive Plan* for the Sauk Prairie area communities is organized in ten chapters containing all required elements listed above plus this introduction. Each subsequent chapter begins with background information on the element, followed by an outline of the local policy desires related to that element, and ending with a series of detailed recommendations. The final chapter provides strategies and timelines to ensure that this *Plan* is implemented in the future. The Implementation chapter also provides detailed advice as to how this three-community joint plan may be amended by the communities in the future.

B. Plan Development Process

The Villages of Prairie du Sac and Sauk City and the Town of Prairie du Sac worked in cooperation on a multi-jurisdictional effort to create a joint plan to meet Wisconsin's "Smart Growth" comprehensive planning law. The communities, in cooperation with Sauk County, received a State grant to fund a portion of these efforts. As part of the planning process, representatives from each of the communities worked together on a Comprehensive Plan Joint Steering Committee, which was comprised of nine members from each community and which met throughout the process to organize public participation, develop a regional vision, and address areas of mutual concern. The end result of this joint planning effort is an updated comprehensive plan that reflects the goals, objectives, and policies of the Sauk Prairie area, while reflecting each of the three communities' specific opportunities and needs.



At the outset of this planning process, the boards of the Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac adopted, by resolution, their joint public participation plan on September 30, 2003, September 9, 2003, and September 9, 2003 respectively. The public participation plan was adopted to ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of the area's residents. This public participation plan reflected the dedicated commitment of the Sauk Prairie Comprehensive Plan Steering Committee, and Village and Town officials for on-going input from Sauk Prairie area residents, community and special interest groups, and representatives from neighboring jurisdictions.

The public participation and meeting process used to create a community-supported comprehensive plan featured extensive local official and community involvement. These meetings were organized into three categories:

- Joint Steering Committee Meetings: numerous meetings throughout the process
- Local Committee Meetings: local meetings with each Plan Commission
- Public Participation Events: a wide range of events from meetings with School District officials and Open Houses to Community Surveys and Small Group Discussions.

C. General Regional Context

Map 1 shows the relationship of the Sauk Prairie area in context to the surrounding region. The Sauk Prairie area is located in the southeastern portion of Sauk County, approximately 15 miles northwest of the Madison metropolitan area. Dane and Columbia Counties (Towns of Roxbury, Mazomanie, and West Point) are to the east. The Villages of Prairie du Sac and Sauk City are incorporated municipalities within the original Town of Prairie du Sac. The two villages are adjacent to each other along Highway 78 with Prairie du Sac to the north of Sauk City. The Wisconsin River forms the eastern and southern boundaries of the community. Highway 12 is the main traffic route through the communities. Highway 12 was widened to four lanes between Sauk City and Middleton in 2005.

D. Selection of the Planning Area

Map 2 shows the detailed area within which the *Plan* recommendations focus. This includes:

- Detailed recommendations for lands within the corporate limits of the two Villages and the Town.
- Guidance on other lands within the Villages' 1 ½ mile potential extraterritorial jurisdiction, which extends east of the Wisconsin River into Dane and Columbia Counties. State law confers certain planning and regulatory authorities to the Villages within this area. Map 2 also shows a smaller area within the Town of Prairie du Sac in which the communities had already adopted extraterritorial zoning as of the date of adoption of this *Plan*.
- Acknowledgement of the Sauk Prairie Area School District, which extends east through Roxbury, north into Merrimac, and west into adjoining towns.

Map 1: Regional Context

Map 2: Jurisdictional Boundaries

CHAPTER TWO: ISSUES AND OPPORTUNITIES

This chapter reviews important demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the Sauk Prairie area. It also includes a section on overall vision, objectives and policies to guide the future preservation and development in the Sauk Prairie area over the 20-year planning period.

A. Population Trends and Forecasts

The 3-community Sauk Prairie area had population growth at the following annual rates in recent years:

- 2000-2004 time period: 1.0 percent annual increase
- 1990-2004 time period: 1.2 percent annual increase
- 1990-2000 time period: 1.3 percent annual increase
- 1980-2004 time period: 1.4 percent annual increase
- 1970-2004 time period: 1.7 percent annual increase

The Village of Prairie du Sac generally had the highest growth rate of the three communities, growing from a population of 2,546 in 1990 to 3,231 in 2000—or a 2.7 percent annual increase. The Village of Sauk City experienced modest growth in the same period, adding 90 residents between 1990 and 2000 for a total 2000 population of 3,189. The Town of Prairie du Sac grew at an annual rate of 0.7 percent in the 1990s—the Town’s population rose from 1,105 in 1990 to 1,179 in 2000. Over this same 10-year period, Sauk County grew by 1.8 percent annually, the State of Wisconsin by 1.0 percent, and abutting towns at highly variable annual rates (e.g., Roxbury, +1.1 percent; West Point, +2.8 percent; Troy -1.2 percent).

Figure 1: Population Trends

	1970	1980	1990	2000	Est. 2004	1990-2000 Population Change	1990- 2000 % Change
Sauk Prairie Area	5,010	5,885	6,670	7,519	7,831	849	12.7%
Village of Prairie du Sac	1,902	2,145	2,546	3,231	3,463	685	26.9%
Village of Sauk City	2,385	2,730	3,019	3,109	3,211	90	3.0%
Town of Prairie du Sac	723	1,010	1,105	1,179	1,157	74	6.7%
Adjacent Communities							
Village of Merrimac	376	365	392	416	423	24	6.1%
Town of Honey Creek	793	774	725	762	744	37	5.1%
Town of Roxbury	1,427	1,491	1,536	1,700	1,738	164	10.7%
Town of Mazomanie	789	1,007	982	1,185	1,198	203	20.7%
Town of Merrimac	435	661	737	939	899	202	27.4%
Town of Sumpter	883	720	747	955	1,054	208	27.8%
Town of Troy	723	799	867	763	775	(104)	-12.0%
Town of West Point	873	1,122	1,285	1,650	1,750	365	28.4%
Sauk County	39,057	43,469	46,975	55,225	58,595	8,250	17.6%
Columbia County	40,150	43,222	45,088	52,468	54,596	7,380	16.4%
Dane County	290,272	325,545	367,085	426,526	450,730	59,441	16.2%
State of Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,532,955	471,906	9.6%

Source: U.S. Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, 2004

Figure 1 also includes 2004 population estimates from the State. These 2004 estimates generally continue growth trends at similar rates as they were over the 1990-2000 time period—about 1.3 percent annually for

the three-community Sauk Prairie area. The decline in Town of Prairie du Sac population over the 2000 to 2004 period is likely the result of limited development and declining household sizes.

Figure 2: Alternative Population Forecast Scenarios

Low-Growth Scenario (State Department of Administration)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	7,478	7,747	8,012	8,250	8,455	8,673
Village of Prairie Du Sac	3,231	3,461	3,677	3,879	4,062	4,248
Village of Sauk City	3,109	3,150	3,192	3,224	3,246	3,275
Town of Prairie du Sac	1,138	1,136	1,143	1,147	1,147	1,150
Moderate-Growth Scenario (Sauk Prairie Area Trends)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	7,478	7,942	8,447	8,999	9,600	10,257
Village of Prairie Du Sac	3,231	3,580	3,966	4,393	4,867	5,392
Village of Sauk City	3,109	3,219	3,334	3,452	3,574	3,701
Town of Prairie du Sac	1,138	1,143	1,148	1,153	1,158	1,163
High-Growth Scenario (Madison Area Suburban Trends)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	7,478	8,422	9,490	10,699	12,067	13,616
Village of Prairie Du Sac	3,231	3,673	4,176	4,748	5,399	6,138
Village of Sauk City	3,109	3,535	4,019	4,569	5,195	5,906
Town of Prairie du Sac	1,138	1,214	1,295	1,381	1,473	1,572

These alternative population projections are based on different assumptions concerning future growth:

- Low-Growth Scenario:** The State Department of Administration forecasts a three-community annual population growth rate of 0.6% over the 2005-2025 period. This seems unrealistically low given past growth trends, recent and pending investments in the transportation and utility system (e.g., Highway 12 expansion, west interceptor sewer), continued expansion of the Madison area, and the natural, educational, and other amenities of the Sauk Prairie area. The Sauk Prairie area communities would likely have to place significant controls on new developments (e.g., building permit quotas) to achieve this level of population growth. This type of activity may stymie economic development and business health. It may also not be politically sustainable.
- Moderate-Growth Scenario:** This scenario is generally based on population growth trends over the past four to 24 years, in which population growth in the three Sauk Prairie communities combined has ranged from 1.0 percent to 1.4 percent annually. The moderate-growth scenario actually forecasts an annual population growth rate of 1.5 percent—to a three-community population of about 10,300 by 2025. The moderate-growth scenario appears to be most in line with resident expectations. It also would allow future community service and infrastructure investments to be paced roughly at present levels. Given the acceleration of growth pressures expected in the near future, growing at the rate suggested by the moderate-growth scenario may require the deployment of additional growth management approaches. These may include an intergovernmental boundary/land use agreement, residential growth phasing plan, sewer service area boundaries, exclusive agricultural zoning, impact fees, high quality development design

standards, and consideration of ambitious growth management programs like Transfer of Development Rights (TDR). These types of initiatives are described elsewhere in this *Comprehensive Plan*.

- **High-Growth Scenario:** This scenario is based on population growth trends over the past 20 years in Madison-area communities which were over that period at the fringe of the Madison metro area. This includes places like Oregon, Mt. Horeb, Waunakee, and Deforest. The high-growth scenario forecasts an annual population growth rate of 3.1 percent—to a three-community population of about 13,600 by 2025. If left unchecked, population in the Sauk Prairie area may reach this total by 2025. This does not appear to be in line with the general wishes of the community as described below, and is certainly not inevitable. For example, the Town of Dunn, located directly adjacent to the City of Madison, actually lost population between 1990 and 2000 due in large part to a concerted growth management program.

The remainder of this *Comprehensive Plan* is based on the **Moderate-Growth Scenario**. This means that later forecasts for housing, jobs, and land use demand will be based on a forecast population of 10,300 people by 2025. The Future Land Use maps (Maps 10A and 10B) provides enough acreage to satisfy that projected land use demand by a factor of two. The Moderate-Growth Scenario is a goal for the Sauk Prairie communities to measure actual future population growth against. It is not intended as an absolute growth limit or quota. To keep the communities generally on pace with this goal, later chapters of this *Comprehensive Plan* identify a variety of recommended growth management strategies that have become commonplace in the Madison area. The Joint Steering Committee intends to evaluate actual population increases against this population growth goal on an annual basis, as it reviews progress and potential amendments to this *Plan* (see the Implementation chapter).

B. Age and Gender of Population

Figure 3 compares the age and sex distribution of the Sauk Prairie area's population in 2000 to surrounding communities, the county, and the State. Trends in age distribution factor into future demand for housing, schools, park and recreational facilities, and human services.

In 2000, the median age of Town of Prairie du Sac residents was 39.1 years, which was the highest median age in the Sauk Prairie area, followed by the Village of Sauk City with a median age of 38.4 years. At 34.7 years, the Village of Prairie du Sac had the lowest median age in the area. The median age of in the Sauk Prairie area as a whole is comparable to that in all of Sauk County, but older than Dane County or the State.

The Sauk Prairie area had 26.1 percent of its population under 18 years old and 15.0 percent over 65, which is generally older than surrounding counties and the State. With the lowest percentage of residents under 18 and the highest percentage of residents over 65, Sauk City's population is generally older than that of both the Village and Town of Prairie du Sac. Of the three communities, the Village of Prairie du Sac has the greatest percentage of residents under 18 years of age and the lowest percentage of residents over 65 years old. This may be explained by the influx of young families into the area as new housing was developed over the last decade. Although the Town has the highest median age in the Sauk Prairie area, it has a fairly high percentage of residents under 18 years old and a relatively low percentage of residents over 65 years old. Much of the Town's population are "baby boomers" whose children have grown.

Figure 3: Demographic Characteristics, 2000

	Median Age	% under 18	% over 65	% Female
Sauk Prairie Area	n/a	26.1	15.0	51.0
Village of Prairie du Sac	34.7	27.8	12.5	51.0
Village of Sauk City	38.4	24.2	19.3	52.0
Town of Prairie du Sac	39.1	26.4	10.2	48.3
Adjacent Communities				
Village of Merrimac	40.7	24.5	16.3	52.2
Town of Honey Creek	37.6	26.9	12.6	46.1
Town of Mazomanie	37.6	27.0	8.1	50.5
Town of Merrimac	46.8	17.9	16.6	48.3
Town of Roxbury	37.5	28.4	9.9	47.4
Town of Sumpter	34.0	26.7	13.2	50.0
Town of Troy	37.6	28.2	11.0	49.5
Town of West Point	42.2	24.0	15.1	48.8
Sauk County	37.2	24.1	14.5	50.6
Dane County	33.2	22.6	9.3	50.5
State of Wisconsin	36.0	25.5	13.1	50.6

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

C. Education Levels

Local educational levels are similar to State averages. According to the 2000 Census, about 85.3 percent of the Sauk Prairie area's population aged 25 and older had attained a high school degree, with 90.7 percent, 78.4 percent, and 88.7 percent within the Village of Prairie du Sac, Village of Sauk City, and Town of Prairie du Sac respectively. Approximately 18.6 percent of the same population had attained a college-level education (a bachelor's degree or higher), with 28.3 percent in the Village of Prairie du Sac, 14.9 percent in the Village of Sauk City, and 20 percent in the Town of Prairie du Sac. Statewide, 85 percent of adults have a high school-level education and 22 percent of adults have a college-level degree.

D. Income Levels

The 1999 median household income in the Village of Prairie du Sac was \$44,472, which was a nearly a \$12,000 increase from 1989. The Village of Sauk City had a median household income of \$36,378 in 1999, slightly over a \$10,000 increase from 1989. The Town of Prairie du Sac had a median household income of \$56,667 in 1999, which was about \$20,000 higher than in 1989. In comparison, Sauk County had a 1999 median household income of \$41,941, which was almost a \$16,000 increase from 1989.

Using the total income tax returns and gross adjusted income filed between July 1, 2001 and June 30, 2002 for the three units of government in the Sauk Prairie area, the adjusted gross income per tax return was \$39,390. At \$44,792 per return, the Town of Prairie du Sac had the highest adjusted gross income per return in the Sauk Prairie area, followed by the Village of Prairie du Sac at \$42,226 per return and the Village of Sauk City at \$35,156 per return. The adjusted gross income per tax return throughout Sauk County was \$35,631. This data includes only income subject to tax and income of persons filing tax returns; it does not include non-

taxable income and income of people not filing returns. It does not directly reflect household incomes because tax returns do not always correspond with households.

E. Household Trends and Forecasts

Figure 4 compares selected household characteristics in 2000 for the Sauk Prairie area with surrounding communities, Sauk and Dane Counties, and the State. The average household size of the area as a whole was similar to that of the surrounding communities, Sauk County, and the State.

Figure 4: Household Characteristic Comparisons, 2000

	Total Housing Units	Total Households	Average Household Size	Single-person Households	Householders Age 65 or Over
Sauk Prairie Area	3,074	2,990	2.46	768	737
Village of Sauk City	1,332	1,290	2.50	329	296
Village of Prairie du Sac	1,332	1,290	2.50	329	296
Town of Prairie du Sac	1,314	1,285	2.33	418	362
Adjacent Communities					
Village of Merrimac	207	166	2.51	41	49
Town of Honey Creek	288	264	2.79	45	66
Town of Mazomanie	466	437	2.71	70	70
Town of Merrimac	654	392	2.21	99	103
Town of Roxbury	640	603	2.80	90	116
Town of Sumpter	458	402	2.51	106	97
Town of Troy	300	277	2.79	48	57
Town of West Point	907	660	2.48	145	169
Sauk County	24,297	21,644	2.51	5,447	5,361
Dane County	180,398	173,484	2.37	51,014	27,424
State of Wisconsin	2,321,144	2,084,544	2.50	557,875	479,787

Source: U.S. Census Bureau, 2000

Between 1990 and 2000, the average household size decreased in both Villages and the Town. 1990 average household sizes for the Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac were 2.63, 2.43, and 2.89, compared with 2.5, 2.33, and 2.74 respectively in 2000. Decreases in average household sizes are expected to continue, but to drop at a slower rate (see Figure 5).

Figure 5: Average Household Size Forecasts

	2000	2005	2010	2015	2020	2025
Sauk Prairie Area	2.47	2.41	2.36	2.31	2.27	2.22
Village of Prairie Du Sac	2.50	2.44	2.38	2.33	2.27	2.22
Village of Sauk City	2.33	2.28	2.23	2.17	2.12	2.07
Town of Prairie du Sac	2.74	2.67	2.60	2.53	2.47	2.41

Dividing forecasted 2025 populations by forecasted 2025 average household size yields a forecasted number of households in the year 2025. Household forecasts are used to forecast future land use demand in the Sauk

Prairie area over the next 20 years in the Land Use chapter. Figure 6 includes household projections under the three different scenarios described above.

Figure 6: Household Projections

Low-Growth Scenario (State Department of Administration)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	3,042	3,151	3,258	3,354	3,437	3,524
Village of Prairie Du Sac	1,292	1,384	1,471	1,552	1,625	1,699
Village of Sauk City	1,334	1,352	1,370	1,384	1,393	1,406
Town of Prairie du Sac	415	415	417	419	419	420
Moderate-Growth Scenario (Sauk Prairie Area Trends)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	3,042	3,231	3,436	3,660	3,904	4,170
Village of Prairie Du Sac	1,292	1,432	1,586	1,757	1,947	2,157
Village of Sauk City	1,334	1,382	1,431	1,482	1,534	1,489
Town of Prairie du Sac	415	417	419	421	423	425
High-Growth Scenario (Madison Area Suburban Trends)						
	2000	2005	2010	2015	2020	2025
Three-Community Area	3,042	3,429	3,868	4,364	4,927	5,564
Village of Prairie Du Sac	1,292	1,469	1,671	1,899	2,159	2,455
Village of Sauk City	1,334	1,517	1,725	1,961	2,230	2,535
Town of Prairie du Sac	415	443	473	504	538	574

F. Labor Force and Employment Trends and Forecasts

Labor force is defined as the portion of the population employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to the 2000 Census, 4,048 Sauk Prairie area residents aged 16 and over were employed out of a potential labor force of 5,767. Within the Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac, 1,840, 1,545, and 663 residents 16 and over were employed respectively.

The percentage of Sauk Prairie area's employed population by occupational group is shown in Figure 7. Approximately one-third of the labor force is in management, professional, and related occupations. Another quarter of the work force is in sales and office occupations. Figure 8 shows employment by industry. About one-quarter of the area's residents work in education, health services, and social services industry groups, which was followed by approximately 15 percent of the work force engaged in manufacturing and another 15 percent in retail trades.

Figure 7: Occupations and Employed Residents, 2000

Occupational Group	Sauk Prairie Area				% of Total Occupations
	Village of Prairie du Sac	Village of Sauk City	Town of Prairie du Sac	Number	
Management, professional, and related occupations	679	330	253	1,262	32%
Sales and office occupations	474	432	147	1,053	27%
Production, transportation and material moving occupations	221	276	90	587	15%
Service occupations	264	231	63	558	14%
Construction, extraction, and maintenance occupations	165	216	74	455	12%
Farming, fishing, and forestry occupations	5	0	16	21	1%

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

Figure 8: Industry of Employed Residents, 2000

Industry Group	Sauk Prairie Area				% of Total Industry
	Village of Prairie du Sac	Village of Sauk City	Town of Prairie du Sac	Number	
Education, health, & social services	519	278	130	927	24%
Manufacturing	233	254	81	568	14%
Retail Trade	231	237	91	559	14%
Construction	145	189	63	397	10%
Professional, scientific, management, administrative, and waste management services	140	89	60	289	7%
Arts, entertainment, recreation, accommodation, and food services	124	138	26	288	7%
Finance, insurance, real estate, and rent and leasing	107	67	37	211	5%
Public administration	96	50	21	167	4%
Other services (except public administration)	51	62	17	130	3%
Wholesale trade	63	42	23	128	3%
Transportation, warehousing, and utilities	59	37	23	119	3%
Agriculture, forestry, fishing and hunting, and mining	14	6	65	85	2%
Information	26	36	6	68	2%
Total jobs	1,808	1,485	643	3,936	100%

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

Many of the employed residents of the Sauk Prairie area actively work in jobs outside of the Sauk Prairie area, particularly in the Madison area. According to a 2003 study by the UW Extension Center for Community Economic Development, 16 percent worked in Madison – the highest of any community outside the area. From that same survey, about 53 percent worked in one of the three Sauk Prairie area communities. See the Transportation chapter for detailed information for each community.

The primary economic activities occurring within the Sauk Prairie area include manufacturing, health care, and agriculture. According to data provided by the Sauk County Development Corporation, there are over 2,600 jobs located in the Villages of Prairie du Sac and Sauk City. Providing approximately 500 jobs, Milwaukee Valve is the largest employer in the Sauk Prairie area, followed by the Sauk Prairie Memorial Hospital, the Sauk Prairie Area School District, Fiskars, Unity Health Insurance, and McFarlane's.

Assuming a constant ratio of population to jobs in the Sauk Prairie area in the future, the 2025 job total in the two Villages is forecast to be approximately 3,600—or roughly 1,000 more jobs than today. This *Comprehensive Plan* provides more than enough land to accommodate this expected job growth (see Land Use chapter). Also, the Economic Development chapter suggests programs and incentives directed towards providing high-quality, good paying jobs.

G. Issues Raised Through Public Input

The Comprehensive Plan Joint Steering Committee directed a number of efforts to ensure that this *Comprehensive Plan* was based on the goals of Sauk Prairie area residents. Other input from Sauk Prairie Area residents was received during the process to create the 2003 *Highway 12 Corridor Growth Management Plan*. These efforts raised key issues and opportunities that form the basis for the vision and overall plan goals later in this chapter, and the recommendations in subsequent chapters of the *Plan*. The following is summary of the results of each of the public participation events (see also Appendix A, available upon request).

1. Community Vision Workshop – July 2002

- Acquire right-of-way for Highway 12 bypass and build the bypass as soon as possible.
- Abandon the rail line and build a trail from to the Badger Army Ammunition Plant.
- Protect woodlands, preserving green space and limiting sprawl.
- Plan and design for safe crossings of Highway 12/Phillips Boulevard.
- Prepare updated residential and non-residential design standards in.

2. Community Survey – November 2003

- Support continued farming in the area.
- Promote and protect natural resources, especially eagles, and support river-based recreation.
- Align future urban growth boundaries for the Sauk Prairie area at the north-south segment of Highway 12 to the west and at the Wisconsin River to the east.
- Plan for additional housing in the Sauk Prairie area, particularly starter-sized and mid-sized single-family homes.
- Existing community services offered in the Sauk Prairie area were rated as either excellent or good. The only services that received a majority of fair or poor ratings were transit options and bicycling facilities.
- Community consensus on the future of the Sauk Prairie Airport, type of new commercial development respondents would like to see, and the desired density of future growth the was not evident.

3. Small Group Meetings – January 2004

Agriculture:

- Identified the following threats to farming: increased residential development, cost of land, and a smaller future farmer generation.
- Explore alternative crops and niche marketing opportunities like direct marketing opportunities to travelers on Highway 12 and developing organic practices.
- Pursue cluster development options and a transfer of development rights program to protect the best agricultural lands.

Community Image:

- The character of the Sauk Prairie area was defined by the combination of small town atmosphere, proximity to Madison, and various natural features.
- Advance downtown revitalization to improve the image of both Villages.
- Promote locally owned businesses to enhance the small town atmosphere.
- Incorporate narrower, interconnected streets, mixes of housing types, and nearby shops and services in new neighborhoods.
- There was a split opinion on locating new schools in new neighborhoods or adding them to the central campus.



Economy:

- Identified current and future economic opportunities such as continued growth of local businesses and a growing tourism industry linked to the river and downtowns.
- Fuel growth and employment connections with Madison that will only grow stronger.
- Encourage more restaurants and lodging.
- Send a consistent message on economic growth to promote the economic health of the Sauk Prairie area – what happens in Sauk City affects Prairie du Sac and vice versa.
- Pursue local government consolidation to better address demands of the new economy and deliver the high level of services that many newcomers will expect.
- Promote redevelopment of smaller buildings and properties south of Highway 12 along the river in Sauk City should be promoted.

Environment/Recreation:

- Advised the following river and riverfront improvements: improve boat launch, link river improvements to economic benefits, address bank erosion, diversify river activities.
- Provided suggestions for acquiring, developing, and maintaining the community's park and open space system including: add recreational space south of Highway 12, acquire and develop central recreational park facilities, maintain and upgrade existing park facilities, adopt impact fees on new development to support the acquisition and improvement of parks, and consider a senior center and adult day care.
- Indicated that the recent hiring of a new joint recreation director provided exciting opportunities for future parks and recreational programming.

4. Sauk Prairie Chamber's Market Analysis Business Survey – 2004

- The four events most reported to increase sales were the Cow Chip Toss, the MDA Harley Ride, Eagle Watch Days, and the Grape Stomp.

- 73% of the respondents reported no plans to change their business and 42% of business owners are considering or anticipating some sort of building improvement.
- 54% of business owners and community residents agreed or strongly agreed with the current level of business regulation, 36% were neutral, and 10% reported they disagreed or strongly disagreed with the amount of regulation.
- 82% of the business owners agreed or strongly agreed that the Sauk Prairie area was an excellent place to do business.
- 56% reported that they would strongly support or support new retail promotional events.

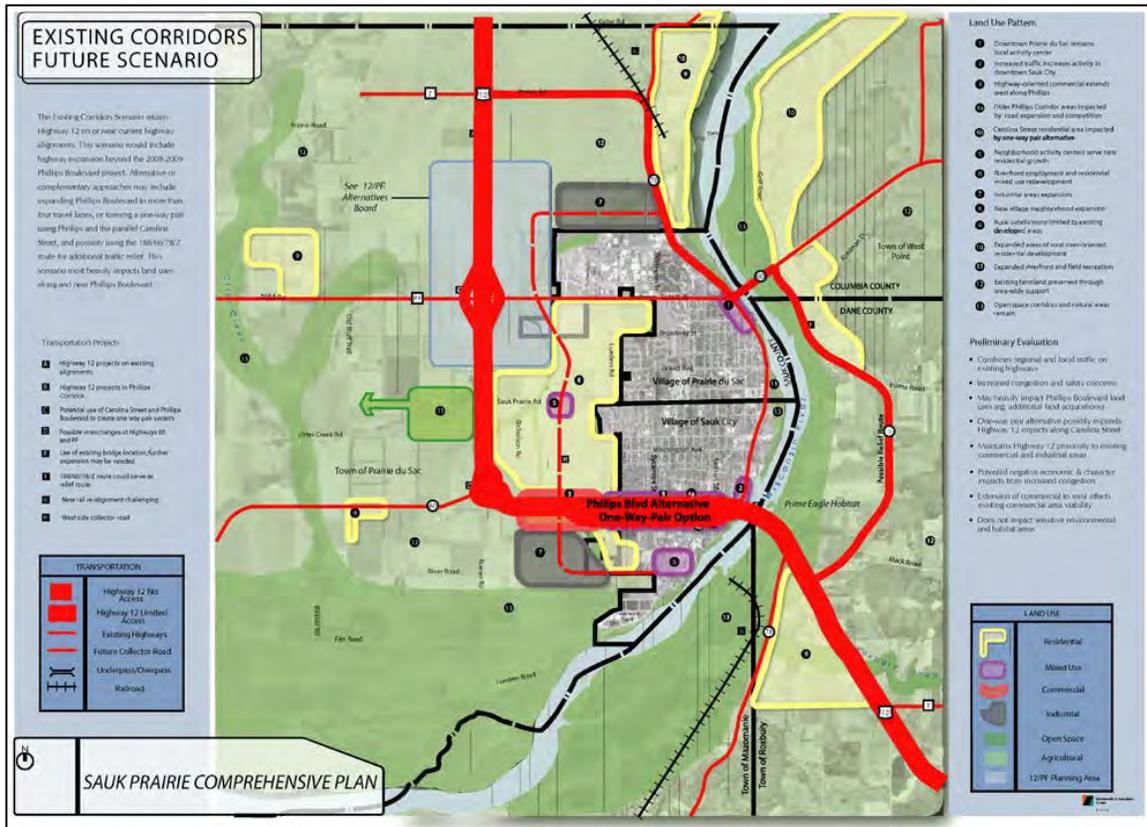
5. **Alternative Future Scenarios Open House – April 21, 2004**

The South Bypass Future Scenario was by far the preferred Highway 12 bypass scenario among attendees, and is the basis for the remainder of this *Plan* (with modifications). Primary reasons that the South Bypass scenario was preferred included:

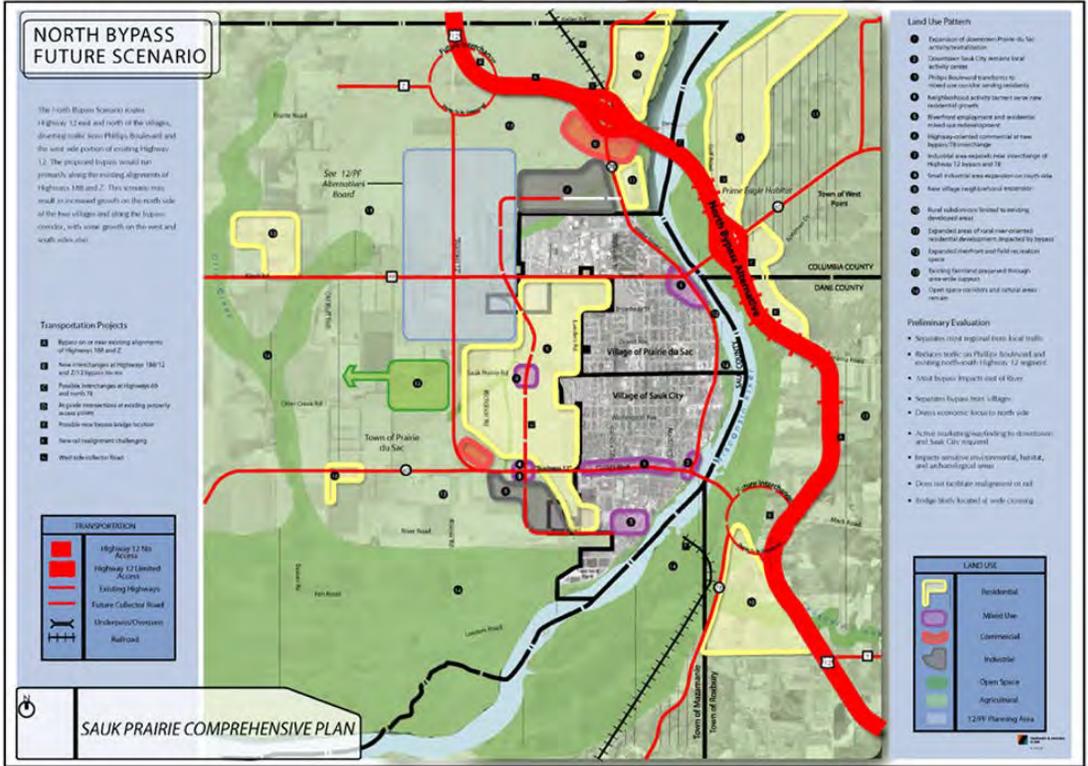
- future highway does not bisect the Villages,
- keeps growth east and north of Highway 12,
- maintains an urban edge,
- causes the least local traffic,
- allows for the easiest bypass alignment with the least impact,
- is the least disruptive option, and
- causes the least damage to natural areas and wildlife (near south bypass route).

On the topic of the Airport, participants were fairly evenly divided amongst alternatives to retain “as is” or expand the airport. Fewer people preferred to have the airport removed. The option of retaining the airport and planning for compatible uses around it formed the basis for this *Plan*.

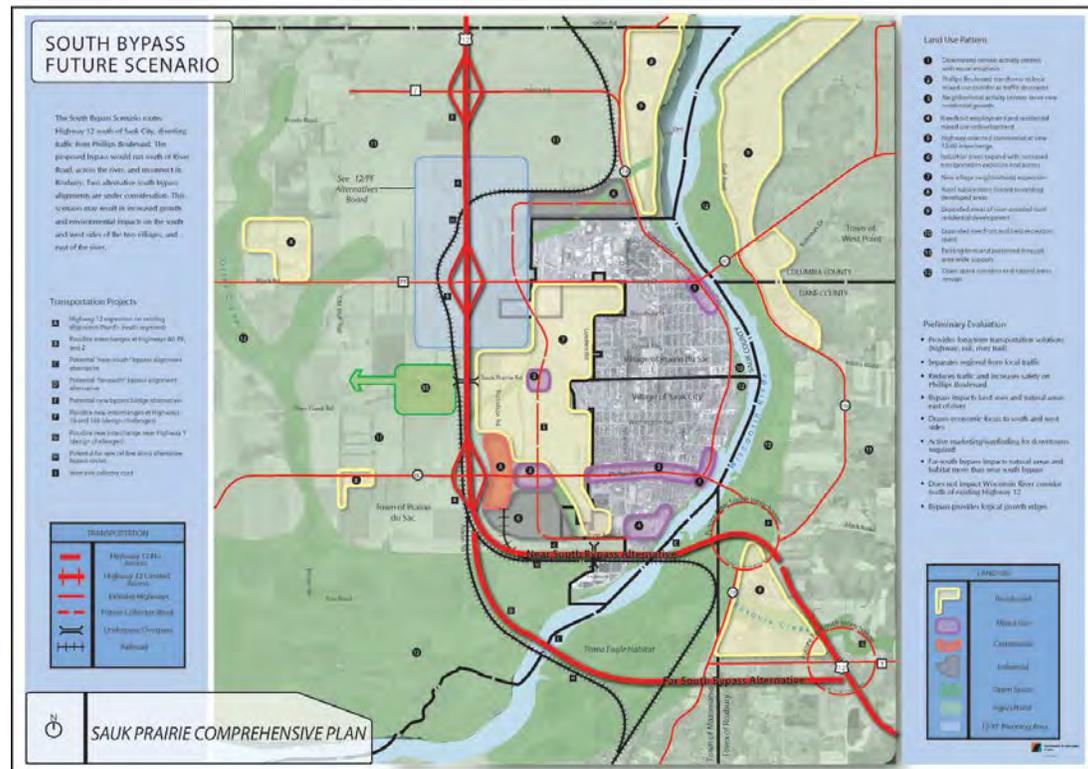
Figure 9: Alternative Future Scenarios



Existing Conditions Future Scenario



North Bypass Future Scenario



South Bypass Future Scenario (preferred—near south alignment)

6. Joint Planning Committee and Local Committee Meetings

The Sauk Prairie Comprehensive Plan Joint Planning Committee met over 20 times to discuss this *Comprehensive Plan*. These meetings included sub-committee meetings on special topics, public forums, debates on a “growth strategy” memo that followed the alternative scenarios review, and review of the *Plan* document. To assure address more local issues and local support, the consultant, local staff, and County staff also met with local plan commissions and boards. A project Web page and regular media reports were also featured.

7. Draft Plan Open House

On August 17, 2005, an open house was conducted to present and obtain community input on a draft version of this *Comprehensive Plan*. Key areas of concern were the placement of the Highway 12 bypass and the airport-related issues, such as surrounding future development and long-term maintenance and upgrading of the airport. Based on feedback at and after the open house, the Joint Steering Committee advised appropriate changes to this document. Local plan commissions had similar opportunities at this stage to suggest changes.

8. Formal Public Hearing

Following a recommendation on the Plan from Plan Commissions and the Joint Steering Committee, the town and village boards of the communities held a formal joint public hearing on the *Comprehensive Plan* and the adopting ordinance on November 16, 2005. At least 30 days before that hearing, the communities provided a legal notice and copies of the *Plan* to surrounding governments and others for their review and comment.

Map 3: Regional Influences and Opportunities

H. Regional and Local Opportunities

The Sauk Prairie area is the southern gateway into Sauk County. The medical and educational sectors are the area's largest service employers. Milwaukee Valve and Fiskars are the largest manufacturing employers. Some of the smaller businesses in the two industrial parks are focused in the agricultural and bio-tech sectors. The area is also home to a productive agricultural economy.

“Lower Prairie” and “Upper Prairie” – now Sauk City and Prairie du Sac respectively - developed as two individual villages with different cultures. The Villages have worked together to provide a consolidated police department, ambulance service, and sewerage commission. The Villages and town have also collaborated on past planning efforts. Probably not coincidentally, the communities have not experienced the consequences of “bad” land use decisions that typically accompany intergovernmental conflict.

Figure 10 illustrates the long-range form the Sauk Prairie area could take, looking to the north. Future opportunities suggest that compact, human scale new growth be directed to western expansion areas, patterned after the area's historic neighborhood development form and focused around the Sauk Prairie High School and River Arts Center. Future job growth is targeted to the northwest and southwest quadrants, which have good highway access. New development is kept within the north-south segment of Highway 12 and any future bypass, conceptually represented on Figure 10. Maintaining a clear edge for new development helps preserve productive farmland, provide a sense of community entry, result in lower service costs, and promote efficient growth.

New development is coupled with a coordinated reinvestment strategy for the downtowns and Phillips Boulevard (existing Highway 12) as activity centers, and associated tourism-based activities focused on cultural heritage and nature-based recreation. Continuing to open up the Wisconsin River is an overriding goal in this effort to celebrate and enhance the “rivertown” character of the Sauk Prairie area.



Defining “Rivertown” Character

For the purposes of this Comprehensive Plan, “Rivertown” character is defined by:

- Wisconsin River
- Relationship of people to river
- Historic development along river
- River/bridges as entryways
- 1800s-era community form
- Eagles and wildlife
- River-based recreation
- Natural beauty
- River-oriented community events

Figure 10: Future Vision of Sauk Prairie Area from South

I. Sauk Prairie Area Vision and Goals

The overall vision for the Sauk Prairie area provides the framework on which the more specific recommendations of the *Plan* are based. The area vision and overarching goals are included in the following page. Each subsequent chapter includes goals, objectives, policies, and programs that will provide the policy guidance that the plan commissions, village and town boards, residents, and other interested groups and individuals need to guide the future preservation and development over the next 20 to 25 years. More specifically:

- A Vision statement is an expression of the general direction the community wishes to take over the next 20 years. All goals, objectives, policies, programs, and detailed recommendations to implement the *Plan* should be consistent with this vision.
- Goals are broad, advisory statements that express general public priorities about how the three units of government should approach preservation and development issues. These goals are based on key issues, opportunities, and problems that affect the Sauk Prairie area.
- Objectives suggest future directions in ways that are more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific programs.
- Policies are rules, courses of action, or programs used to ensure plan implementation and to accomplish the goals and objectives.
- Programs are specific projects or services that are advised to achieve goals, objectives, and policies.

Figure 11: Vision Statement and Overall Goals

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter contains a compilation of background data, goals, objectives, policies, programs, and recommendations to guide agricultural preservation, natural resource conservation, and cultural resource protection in the Sauk Prairie area over the next 20 years.

A. Agricultural Resources

Farming is central to the heritage of the Sauk Prairie area and one of its defining characteristics. It is still a way of life for many of the residents of the Town. The area is fortunate to possess well-drained, productive soils and many healthy farms and support businesses. In addition, the seasonal changes of crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural appeal of the Sauk Prairie area.

**Agricultural Resources
Recommendations Summary**

- Establish 20-year growth boundaries
- Limit new homes in long-term farming areas
- Direct housing in farming areas to cluster and smaller lots
- Promote and market agricultural products

The fertile soils are due to glacial outwash. This area was covered in prairie, followed by cropland after settlers arrived. Views are dominated by flat to rolling farmland with backdrops of the Driftless Area to the west, the Baraboo Range to the north, and the Wisconsin River bluffs to the east and south. Farmsteads are prominent on the landscape, with few homes scattered throughout the rural areas.

There are numerous conflicts between houses and farming, including use of roads, noise, odors, and hours of operation. Further, the intrusion of non-agricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers. To minimize potential conflicts, the Town enacted exclusive agricultural zoning in 1964 and amended that zoning designation in 1984 to set a minimum lot size of 35 acres for any new residential construction. The Town Board adopted specific policies to protect farmland again in its 1999 *Master Plan Update*.

1. Character of Farming

Sauk Prairie’s farmers produce a wide variety of agricultural commodities, including dairy, oats, alfalfa, corn and soybeans. Despite challenges associated with cyclical farm markets, farming remains a key component of the land use mix and economy.

Community Survey Results

86% of respondents agreed that farming is an important part of the future of the Sauk Prairie area.

The Town of Prairie du Sac was the only town in Sauk County to actually gain farmland between 1990 and 1997. According to the University of Wisconsin’s Program on Agricultural Technology, the total farmland acres on the assessment roll in the Town was approximately 12,366 acres or 65 percent of land in 1997. This number was up from 11,920 acres in 1990, an increase of roughly 3.7 percent or 64 acres per year.

During this same time, there was a high degree of farm consolidation. The number of farms in the Town decreased from 80 farms in 1990 to 43 farms in 1997. The number of dairy farms in the Town fell to 8 farms in 1997 from 11 farms in 1990.

East of the Wisconsin River, in the Towns of Mazomanie, Roxbury, and West Point, farming also remains a key component of the economy and rural way of life. The land tends to be more rolling east of the river, and the amount of development near the river tends to limit the number of farms



close to the Villages.

The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. As part of this program, the State of Wisconsin provides Sauk County landowners with over \$500,000 of tax credits annually. The Town of Prairie du Sac has a very high degree of participation in the Farmland Preservation Program, with 91 percent of eligible acreage enrolled. Please refer to Map 4A: Town of Prairie Du Sac Ag Preservation Plan Map.

2. Assessment of Farmland Viability

The suitability of land for cropland is a critical aspect of its long-term viability for farming. The Sauk Prairie area has some of the highest quality cropland in all of Sauk County. Map 4 shows soil suitability for the Sauk Prairie area. Group I soils have few limitations that restrict their use for agriculture; Groups II and III soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Groups IV through VIII are rated in descending order of suitability for agriculture. Most soils in the area near the Villages are in Group II.

Farmland viability is also significantly affected by potentially competing or higher monetary value uses. As depicted on Map 4, the most productive farmland is also in areas where one would expect the greatest non-farm development pressures – nearest the two Villages and Highway 12. Pressures to convert farmland to other uses are often greatest in these areas, particularly where there are public facility investments like Highway 12 and the west sanitary sewer interceptor. Another challenge is that there are fewer young people wanting to make farming their profession. Moreover, farm consolidation makes it difficult for farmers to begin operations, and larger farms can compete better than smaller farms at market.

On the positive side, opportunities that contribute to the future viability of farming include:

- Strong local farming ethic.
- Good farm support businesses in the area.
- Direct marketing opportunities to a growing local and traveling population, including possible “agritainment” opportunities.
- The continued development of new uses for agricultural products in the region (e.g., pharmaceuticals, energy).
- Organic farming.

B. Agricultural Resource Goals, Objectives, and Policies

Goal: Preserve productive farmland and farming as an occupation for future generations.

Objectives

- a. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas.
- b. In areas planned for agricultural use, limit the amount of non-farm uses, and guide the location of allowable homes on individual sites.
- c. Direct new homes to smaller lots, to locations where housing is already located, and into clusters where practical.
- d. Support the continuation of agricultural support businesses and appropriate opportunities for farmers to obtain non-farm income.

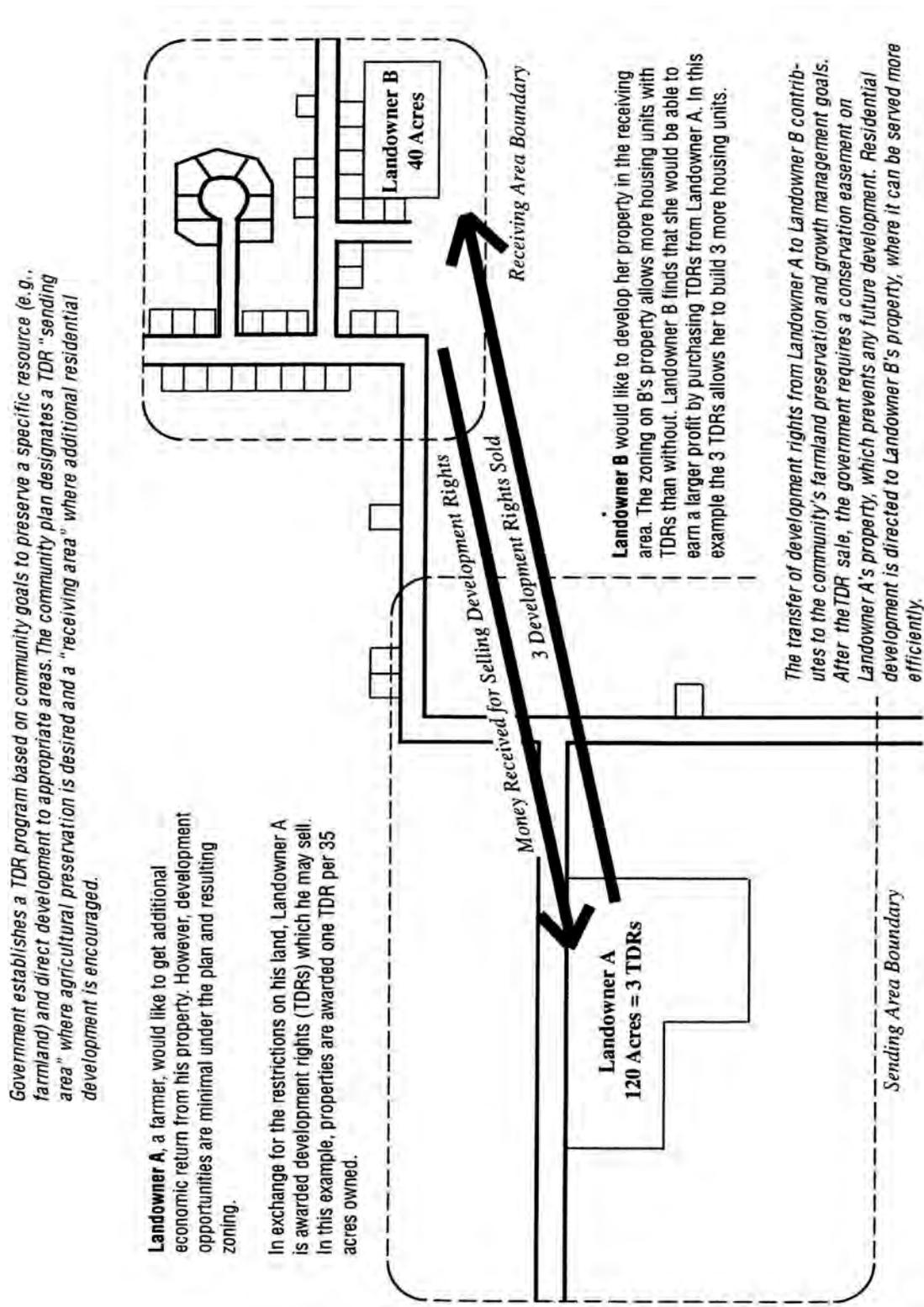
Policies

- a. Designate **most of the Town of Prairie du Sac for long-term agricultural use**, with most of those lands continuing to be appropriate for exclusive agricultural zoning under the Farmland Preservation Program.
- b. Pursue planning and intergovernmental agreements that set **20-year urban growth boundaries**, as a means of assuring farmers beyond those boundaries that they will not be surrounded by development during that period (i.e. avoid a sense of impermanence).
- c. **Guide the placement of homes**, driveways, and other uses in long-term agricultural areas to **less productive soils** and the edges of agricultural fields.
- d. **Limit the number of homes in long-term agricultural areas**, by following a maximum residential density policy of one home per 35 acres.
- e. Promote **smaller (e.g., 2.5 acre) lots** in the long-term agricultural preservation areas, rather than larger (e.g., 35+ acres) homesites, in order to preserve agricultural land. Amend the Town's Land Division ordinance to reflect this policy.
- f. Promote the **clustering or grouping of two or three homesites** in long-term agricultural areas consistent with the residential density policy, and adopt development design guidelines to direct homes away from the best soils and protect rural character.
- g. Amend ordinances as necessary to **support the use of shared driveways** as a means to minimize farmland disruption, preserve scenic views, and control highway access.
- h. Allow **home occupations and farm family businesses** on farm parcels to supplement farming income, in a manner consistent with County zoning rules.
- i. Work to encourage the **continued health of farm support businesses** in the Sauk Prairie area, including appropriate expansions of existing businesses where not in conflict with this *Comprehensive Plan*.
- j. Support farmland tax credits, use value assessment, reform in federal farm laws, development of new markets for farm products, and other programs that **encourage the continued use of land for farming** in areas planned for long-term farming in this *Plan*.
- k. Explore **innovative techniques** to permanently protect large tracts of agricultural lands in the Town, while compensating the farmer/landowner for these protections, **which may include future exploration of purchase or transfer of development rights**. The concept of how Transfer of Development Rights may work is included as Figure 12.

Map 4: Soil Suitability for Agriculture

Map 4A: Town of Prairie du Sac Ag Preservation Plan Map

Figure 12: How TDR Works: A Conceptual Example



C. Agricultural Resource Programs and Recommendations

The Sauk Prairie area communities and Sauk County will cooperate with area farmers on a multi-faceted farmland preservation program that recognizes the unique attributes of this area. This program will both ensure there is adequate agricultural land available and promote markets for farm products. This program is described below.

1. Protect Agricultural Land Supply

This can be accomplished by:

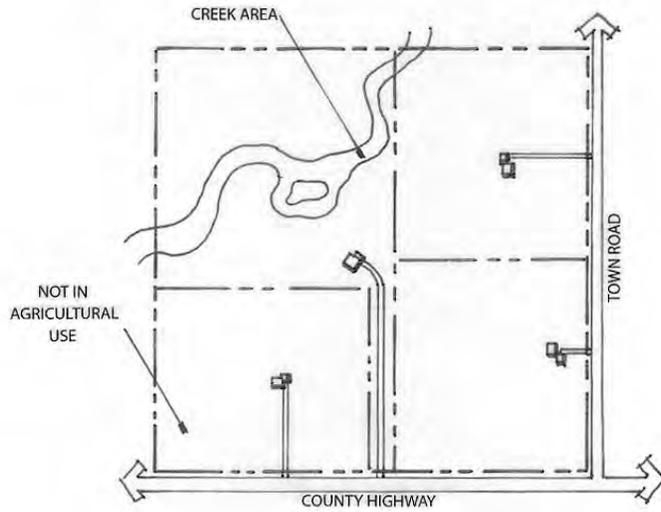
Establishing a 20-year urban growth boundary

The Town and two Villages establish through this *Plan* and subsequent intergovernmental agreements a designated area for urban growth during the planning period. For areas within this growth boundary, urban development will be encouraged or at least accepted. In areas outside of this growth boundary, agriculture should be the primary land use and sewer extensions and annexations should not occur within this planning period. Residential subdivisions will not be allowed, except in very limited areas specifically planned for that purpose. If residential uses are allowed, they should be designed to protect the best farmland and sensitive natural features. Density-based zoning and conservation development approaches, as described below, should be used to preserve these features. These options will likely be incorporated into County zoning and Village-Town extraterritorial zoning ordinances covering these areas.

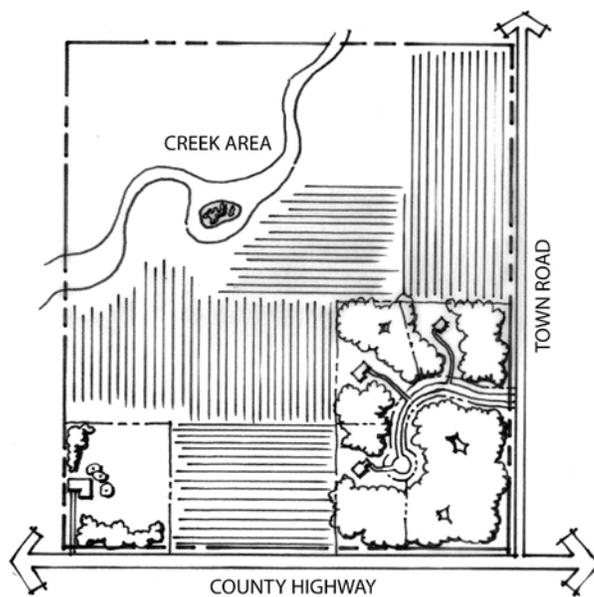
Promoting density-based zoning and cluster development options

The Sauk Prairie area communities promote a density-based zoning approach emphasizing smaller residential lots to avoid breaking up large farm parcels and natural areas with large residential lots, while still providing some non-farm economic return for farmers. It is critical to understand the difference between maximum density and minimum lot size. Minimum lot size requirements set how big individual home sites must be; while maximum density requirements set how many home sites or lots can be divided from a larger parcel, regardless of individual lot size. Cluster development options preserve farmland, natural areas such as woodlots, and rural character by placing homes on smaller lots, away from productive fields, and with minimal visibility from main roads. Figure 13 illustrates this concept.

Figure 13: Conventional vs. Cluster Development



This first graphic shows how a 160-acre parcel could be subdivided under a **conventional approach** with a 35-acre minimum lot size. The parcel is divided into four large lots accessed by separate driveways and can no longer be used for farming activities. This has been the standard approach for developing land in the Sauk Prairie area but is not the preferred approach.



This second graphic shows how the same 160-acre parcel could be subdivided under a **density-based zoning approach using cluster development** techniques. This alternative approach again yields a total of four lots; however, instead of 35+-acres lots, lot sizes are considerably smaller—maybe 2.5 acres each – and placed in corners of the parcel, thereby preserving the natural features and farmland. This approach also facilitates the efficient farming of the remaining farmland. This panel also shows how development can be “hidden” from main roads through natural topography, vegetation, and setbacks. This approach better preserves rural character and provides greater future flexibility.

Directing intensive development to the Villages

Due to the potential conflicts between housing and farming operations, large-scale development projects (e.g., large subdivisions, multi-family residential, commercial, industrial), which have the greatest opportunity for conflicts with farming, will be directed inside the urban growth boundary and away from productive agricultural lands and sensitive natural features. This is a primary function of the extraterritorial zoning programs that the Villages and Town have established near their shared boundaries. Very limited development is allowed within the designated extraterritorial zoning areas in advance of annexation and provision of municipal utilities.

Investigating a Purchase or Transfer of Development Rights program

For the purpose of preserving productive agricultural lands and natural areas, the Town and the Villages shall explore the possibility of creating a TDR or purchase of development rights (PDR) program or a combination of these two programs. The idea is that property owners and developers wishing to subdivide land for housing in the Villages would have to contribute to the preservation of agricultural land elsewhere, where both the Town and the Villages desire long-term preservation. The prospective subdivider would acquire the right to develop land in the designated growth areas identified by purchasing development rights from willing land owners in mutually agreed upon long-term agricultural areas.

This type of program should be subject to further discussion among the Sauk Prairie area communities following adoption of this *Comprehensive Plan*, as part of a recommended intergovernmental land use and boundary agreement. Further explanation of the issues to resolve during discussions regarding the creation of a TDR or PDR program can be found in the Intergovernmental Cooperation chapter.

2. Promote Agricultural Products

Protecting farmland alone will not ensure viable agricultural operations in the future. The Town and two Villages encourage farmers to expand and develop markets for agricultural products. This will bring more income to farm families, and could mean more home-based businesses, value-added on-site processing, organic food production, direct marketing, and agricultural tourism in the area. The Town, two Villages, and local farmers may work with UW-Extension and DATCP to identify ways to add value to local agricultural products. Ideas to explore include organic agriculture, niche farming, direct marketing to consumers, and new uses for agricultural products.

Advance direct marketing of farm products to consumers

Direct marketing to consumers is a commonly used strategy to add value to locally produced agricultural products. This will become increasingly viable for the Sauk Prairie area as local and regional population and tourism increases. The Sauk Prairie communities are well-positioned to take advantage of the local food movement as an economic, farmland preservation, and community health initiative. Some direct marketing techniques include:

- **Farmers markets**, which provide an outlet for locally-produced food, contribute to the local economy, and enhance a community's sense of place and downtown activity. Sauk Prairie's farmers market could be expanded through programming and events that attract additional consumers.



- **Farm tours or special events**, can enhance the bottom line for farmers, and provide educational and recreational opportunities for visitors. Local farms could hold special events such as “Summer Saturday Breakfasts” to generate enthusiasm for their products and potentially reduce labor costs for pick-your-own events.
- **Community-supported agriculture (CSA) programs**, in which farmers sell shares of their products to consumers in advance of the growing season. This cooperation can provide healthful food choices that support local farms, while relieving some of the burdens and uncertainties of conventional marketing.
- **Restaurants**, which are finding new marketing opportunities by promoting locally grown produce and meats on their menus. Local restaurants could be encouraged to buy local food products, and use it as a marketing strategy to attract local residents and visitors.
- **Schools, hospitals, and other institutions**, which purchase large quantities of food. Institutions could purchase directly from local producers or grower cooperatives for seasonally-available meat and produce items. Eating fresh, in-season produce could be promoted more widely for the health of students and the elderly.
- **Grocery stores**, which can take advantage of larger farms and grower cooperatives that produce reliable quantities of consistently high quality food. Forward-thinking market buyers can provide the freshest food products to their customers, support local farms, and ensure an increasingly wary public of the quality of its food products. The two supermarkets in the area could capitalize on the abundance of seasonally-available meats and produce items.
- **Food processors** that use local products. There are already local food processors in the area (i.e. Wollersheim Winery). These uses could be cultivated and expanded, such as by promoting the processing of high-quality and/or organic meat products. The Villages will consider providing additional incentives for food producers who want to locate in one of the two business parks in the area if they are using local or regional agricultural products.

Develop New Uses for Agricultural Products

Advances in technology are opening up **new markets for traditional agricultural products**. The “new uses” economy is focused on finding new ways to use and process corn, soybeans and other carbohydrate-rich farm products into plastics, fuel, and even pharmaceuticals. At the same time that production costs are declining to process these carbohydrate-base materials, environmental regulations and “green” economic incentives are increasing the cost of other hydrocarbon- or petroleum-based products.

Wisconsin can supply raw materials for the “new uses” economy. To compete with east and west coast efforts to capture this emerging economy, many mid-nation states are assembling initiatives to produce and **commercialize these bio-industrial products**. “New uses” economic clusters are being built.

Sauk Prairie is strategically located close to a major research and development center at the University of Wisconsin-Madison, agricultural producers, and the manufacturing centers of southeastern Wisconsin, north central Illinois, and Chicago. This location could lend itself to production of bio-based products, with raw materials coming in from surrounding farms.

The two business parks in the area provide a location for new uses producers. The Villages will consider criteria to support business development for those incorporating new uses technology in their processing and will use local or regional agricultural products.

Participate in the Agricultural Development Zone Program

Sauk County is one of five counties in the South Central Region Agricultural Development Zone. The purpose of the Department of Commerce Agricultural Development Zone Program is to promote the development and expansion of new and existing agricultural business. The program offers \$5 million in tax credits to each zone for the next 8 years. The tax credits are available to new and

expanding agribusinesses of all types. The farming community should work with the Town and two Villages, Sauk County, and the Department of Commerce to access funds through this program.

D. Natural Resource Inventory

Understanding the Sauk Prairie area's natural features sheds light on locational constraints and opportunities for particular land uses. For instance, it is essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is also important to preserve the ecological integrity of the plant and animal communities in the area, as well as to enhance community livability. Map 5 depicts the area's natural features, some of which are described in detail below.

1. Landforms/Topography

The Sauk Prairie area is situated to the south of the Baraboo Bluffs and west of the Wisconsin River. Broad expanses of river, surrounded by riparian woodlands and rocky bluffs characterize the Wisconsin River Valley. This river corridor contains shifting sand bars, floodplain forests, brackish waters, rocky bluffs, and eagle habitats. The Villages of Prairie du Sac and Sauk City were formed with strong relationships to the river. This area is located at the edge of the driftless region of Wisconsin, and is part of the glacial outwash plain. The topography of this area is generally flat, with excellent views of the surrounding hills.

2. General Soils Information

In addition to helping assess farmland quality, soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high water tables. Based on the Soil Survey for Sauk County (1980 - USDA Soil Conservation Service), soils in the Sauk Prairie area can be grouped into five major types:

- Dickenson-Gotham-Dakota Group: This is the predominant soil type in the area, generally located west of the river to Honey Creek and northward along Otter Creek. The potential for residential development is good, but ground water pollution from conventional septic systems can be a hazard due to quick percolation. Slope and excess wetness also cause moderate to severe limitations for conventional septic systems in some areas.
- La Farge-Nordan-Gale: Two areas of this soil group are located along the western Town limit. The potential for residential development is fair, but depth to bedrock is a severe limitation for conventional septic systems in most areas.
- McHenry-St. Charles Group: This group is located in the northeast corner of the Sauk Prairie area, adjacent to the Wisconsin River. The potential for residential development is good, but slope is a moderate to severe limitation for conventional septic systems in some areas.
- Ettrick-Fluvaquents Wet-Curran: This soil group is located adjacent to Honey Creek, and is, in general, inappropriate for development.

Natural Resources Recommendations Summary

- Define and Protect Environmental Corridors
- Maintain and improve water quality
- Create and Implement Low-Impact Development Standards
- Promote the river in locally-scaled, amenity-based downtown development
- Balance access to Wisconsin River with Natural Resource Protection
- Secure Conservation Areas for Habitat Protection, Water Quality Benefit
- Link Natural Area Preservation with Recreational Opportunities
- Partner with local organizations like *River PAL* and *The Ferry Bluff Eagle Council* to meet common objectives

- **Fluvaquents Wet-Fluvaquents Group:** These soils are found along the Wisconsin River, south of the Village of Sauk City. The potential for residential development is poor; flooding and wetness are severe limitations for conventional septic systems.

Gravel deposits are generally located within the eastern portion of the area, adjacent to the Wisconsin River. Gravel is identified under both Villages, south of Highway Z, and along bank of Otter Creek (See Map 4).

3. Drainage Basins

The Sauk Prairie area is located in the Lower Wisconsin River Basin. Basins are further divided into watersheds, and the most of the Sauk Prairie area falls within the Honey Creek Watershed. The very northeast corner of the Town north of Highway Z is located in the Lake Wisconsin Watershed.

Non-point source pollution is the primary water quality issue within the Honey Creek Watershed; overall, the watershed is ranked as a medium priority with respect to non-point pollution, and the water quality in the watershed is considered poor. The increasing siltation of streams is significant; Honey Creek discharges a large amount of sediment to the Wisconsin River. In addition, some streams in the watershed have been impaired by nearby manure discharge. Two municipalities discharge treated municipal sanitary effluent into the watershed—the Village of Plain discharges to a tributary of Honey Creek and the Sauk Prairie Sewage Commission discharges into the groundwater.

4. Surface Waters

The Wisconsin River/Lake Wisconsin, Honey Creek, and Otter Creek comprise the three primary sources of surface water within the Sauk Prairie area. Within the Town (and in lands annexed after 1982), lands adjacent to surface water are subject to County Shoreland Zoning regulation, which require building setbacks and protection of vegetation.

Wisconsin River/Lake Wisconsin

The Wisconsin River is the most significant natural resource in the geography of the Sauk Prairie area. The Wisconsin River forms the eastern limit of the Sauk Prairie area, separating Sauk County from Dane and Columbia Counties. In 1914, the River was dammed north of the Village of Prairie du Sac, creating the 9,000-acre Lake Wisconsin. Not only does this area provide significant bald eagle habitat, but the Lower Wisconsin River below the Prairie du Sac Dam supports one of the healthiest large-river fish communities in the Midwest. Lands along the river south of the Village are included in the Lower Wisconsin State Riverway, which was established to protect and preserve the scenic beauty and natural character of the lower Wisconsin River valley. The Lower Wisconsin State Riverway Board administers aesthetic protection guidelines for the Riverway. Riverway jurisdictional boundaries are shown on Map 5.

Honey Creek

Honey Creek is a Class II trout stream at its headwaters, west of the Town of Prairie du Sac. Within the Sauk Prairie area, Honey Creek supports a warm water sport fishery, as well as the seasonal migration of game fish from the Wisconsin River during the summer. The stream is influenced by intense agricultural activities that take place adjacent to the stream. Stream straightening, cattle trampling stream banks and subsequent bank erosion, cultivated fields up to the edge of Honey Creek and its tributaries, and wetland drainage have resulted in sedimentation problems in the stream. The most obvious example of this is the silt and sediment delta forming in the Wisconsin River at the mouth of Honey Creek. Honey Creek is also impacted by issues related to manure handling and discharge as well as by industrial discharge from the Cedar Grove cheese factory.

Otter Creek

Otter Creek generally runs north and south through the center of the Town of Prairie du Sac. The headwaters of Otter Creek are in a heavily wooded area of the Baraboo Hills, north of the Sauk Prairie area. Because much of the surrounding land is protected, the upper two to three miles of the creek are pristine. Approximately three miles are Class I trout waters and a native brook trout fishery. Below the trout water, the stream leaves the driftless area and flows through the Sauk Prairie area. The character of the stream changes as does adjacent land use activities. Cropland and bank erosion create some habitat and water quality problems. Portions of the lower reaches of the stream dry up occasionally, and the heavy use of groundwater for agricultural irrigation may be the cause. WisDNR has ranked Otter Creek a “high priority” for reducing non-point source pollution.

5. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas adjacent to navigable waters potentially subject to the 100-year flood event. All areas subject to flooding are not necessarily reflected in mapped floodplains. The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both on-site and up- and downstream property damage.

As depicted on Map 5, floodplain areas in the Sauk Prairie area are primarily located at the confluence of Honey and Otter Creeks into the Wisconsin River. Additional areas along the Honey and Otter Creeks and along the Wisconsin River are delineated as floodplains.

6. Wetlands

Wetlands are important for aquifer recharge, flood control, groundwater and surface water quality improvement, and wildlife habitat, especially for nesting sandhill cranes and other birds. WisDNR has identified and mapped wetlands of two or more acres in the Wisconsin Wetlands Inventory. A large wetlands complex is located at the confluence of Honey and Otter Creek and the Wisconsin River. Additional wetland areas are adjacent to Honey Creek. There are also areas of hydric soils, likely drained former wetlands, in large areas south of River Road.

7. Groundwater

Groundwater is found at various depths, depending on the general topography, the distance above the permanent stream level and the character of the underlying rock formation. Most groundwater in Sauk County is obtained from the Cambrian sandstone aquifer. Another important source of groundwater is the sand and gravel deposits along the Wisconsin River. This area is often susceptible to human-induced and some natural pollutants.

Groundwater in the Sauk Prairie area is generally of good quality and is usable for most purposes. One potential threat to the water supply in the area is the groundwater contamination emanating from the Badger Army Ammunition Plant. This is being addressed through a significant groundwater pumping and cleaning operation at the now-defunct plant, along with a long-term soil remediation strategy.

Manure storage facilities present a major potential risk to groundwater. There are likely many manure storage facilities in the Town of Prairie du Sac. Properly designed livestock waste storage facilities reduce the potential for causing groundwater pollution. Site-specific factors are most important in determining the threat of groundwater pollution from animal waste at the local level.

Municipal well recharge areas have been included on Map 6. The Wisconsin Department of Natural Resources (WisDNR) Wellhead Protection Program is a preventive program designed to protect public water supply wells. The goal of wellhead protection is to prevent contaminants from entering public water supply wells by managing the land that contributes water to the wells.

Map 5: Natural and Cultural Areas

8. Woodlands

The Sauk Prairie area has several areas of significant woodland cover. These areas generally coincide with areas of steep slopes, as these areas are difficult to utilize for agriculture or home sites. The most common species found in the woodlands are oak, maple, and basswood.

9. Steep Slopes

Although surrounded by the Baraboo Hills and river bluffs, the Sauk Prairie area generally lacks dramatic changes in topography, with the exception of Ferry Bluff, which is located in the southwestern corner within the Lower Wisconsin River State Wildlife Area. Steep wooded slopes provide wildlife habitat, enhance scenic beauty, and generally provide a natural barrier to development. In addition, steep slopes separate the two downtown areas from the Wisconsin River to the east. Steep slopes are also located in the in the northwest corner of the Town.

Slopes between 12 and 20 percent grade present challenges for building site development. Slopes that exceed a 20 percent grade are generally not recommended as development sites. Both of these slope categories are shown on Map 5. Disturbing soils and vegetation on steep slopes can result in severe erosion and soil degradation, which can have an impact on nearby water resources, and cause damage to buildings, roads, and utilities.

10. Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in the planning process. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent – especially if they do not blend in with the area’s character in terms of color, material, or style. These features are generally located along the northern and southwestern portions of the Sauk Prairie area.

11. Rare Species/Natural Areas

The Wisconsin Department of Natural Resources Natural Heritage Inventory (NHI) program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. According to the NHI, several rare plant communities and rare plant and animal species are located within the Sauk Prairie area. These areas generally coincide with water, roads, and wetlands. More specific information on location and type of species is available from the Ferry Bluff Eagle Council and the State’s Bureau of Endangered Resources.

Areas along the Wisconsin River in the Sauk Prairie area serve as important bald eagle habitat. About 125 eagles typically inhabit the Sauk Prairie area eagle wintering ground. Due to the presence of the hydroelectric dam at Prairie du Sac, the water just below the dam never freezes, providing a reliable opportunity for eagles to feed on fish. A critical roosting area is found just across the river in the Town of Roxbury, in the area east of and surrounding Round Top Hill (see Map 5). Critical perching area is located along either side of the river, from the Prairie du Sac dam south. Human intrusion into foraging, roosting, and perching areas can result in disruption of normal eagle activities.

Bald Eagles: Popular Winter Visitors

The importance of the wintering bald eagle population to the aesthetic and economic vitality of the area cannot be overstated. Eagles are a primary attraction for tourism, and they have become a source of pride and identification within the community that symbolize the high quality-of-life in the Sauk Prairie area.

The community’s recognition of the eagles’ significance in Sauk Prairie was demonstrated by results from a 2003 community survey. 85% of respondents agreed that eagles were an important part of Sauk Prairie’s future.

12. Natural Resource Organizations in Area

The Sauk Prairie area is blessed to have a number of unique organizations committed to protecting the area's natural resources. The following two organizations have been instrumental in helping craft the goals, policies and recommendations of this chapter:

- **Sauk Prairie River PAL:** Sauk Prairie River PAL has for some years been active in promoting public safety education and environmental awareness regarding the Wisconsin River. Its members recognized the need for expanding attention to address more effective long-term river management. In 2003, PAL undertook the first public study of the complex relationship between Wisconsin River and the Sauk Prairie community. River PAL's January 2005 Riverfront Restoration and Revitalization Plan was created to parallel and provide information for this comprehensive planning process.
- **The Ferry's Bluff Eagle Council (FBEC):** FBEC has become recognized as "experts" on the wintering Bald Eagle in the Sauk-Prairie area. Its philosophy of protecting the eagle's habitat has been a cooperative one of working with landowners, local governments, and the community to find "win-win" situations that preserve and protect the eagle's feeding, roosting, and perching areas, while meeting other community and landowner needs. FBEC submitted recommendations for protecting eagles in the area in November 2004 as part of its FBEC Recommendations to Join Villages/Town PDS Joint Comprehensive Planning Committee ("Recommendations") document. These recommendations have been woven into the overall recommendations presented later in this chapter.

E. Natural Resource Goals, Objectives and Policies

Goal: *Protect the Sauk Prairie Area's important natural resources, focusing particularly on water quality and wildlife habitat.*

Objectives:

- a. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat (particularly wintering bald eagles), steep slopes, the continuity of larger woodland areas, and other natural features.
- b. Protect surface water and groundwater quality, focusing on the Wisconsin River and its tributaries.
- c. Prevent future problems associated with developing land too close to natural areas and on erosion-prone slopes.
- d. Cooperate with other units of government and non-profit groups on resources under shared authority and interests.
- e. Link the preservation of natural resources with passive recreational opportunities for residents and tourists.

Policies:

- a. Preserve **environmental and open space corridors** by prohibiting new buildings in mapped environmental corridors.
- b. Before approving any changes in land use, consider the impact on **wildlife habitat** and potential locations of **rare or threatened plant and animal species**. Ensure that the land use changes meet all applicable criteria in the Town, County and Village land division and subdivision regulations.
- c. Limit development on soils that have **building limitations**, but are not within the boundaries of any environmental corridor. These areas are described more completely in the Land Use chapter.
- d. Enhance and enforce erosion control and stormwater management standards. Emphasize the use of natural drainage systems, construction site erosion control, and permanent, ongoing

- stormwater management and erosion control measures that control the quality, quantity, and temperature of water leaving any site.
- e. Protect and improve the quality of **surface water** within the Sauk Prairie area, particularly the Wisconsin River, Otter and Honey Creeks. Participate in any County or State water quality improvement efforts.
 - f. Permanently protect **habitat and significant natural areas** through **conservation easements**, development rights purchase/transfer and fee simple acquisition.
 - g. Help form a broad-based coalition focused on the long-term management of **creeks and watersheds**.
 - h. Promote construction of an interconnected, low-impact trail along the Wisconsin River, and in general use environmental corridors as locations for trails and other passive recreational opportunities.
 - i. Site future parks in areas that also forward the communities' natural resource protection objectives.
 - j. Promote native vegetation restoration areas as passive recreational areas and outdoor laboratories.
 - k. To protect groundwater quality, avoid the over-concentration of on-site waste disposal systems and the siting of salt storage facilities near surface waters. Participate in WisDNR's Wellhead Protection Program.
 - l. Adhere to State and county rules regarding nutrient and manure management plans for high density agricultural operations expected to have large numbers of animals in any part of the Town.
 - m. Avoid extensive development within groundwater recharge areas and steep slope areas to protect groundwater quality.
 - n. Work with FBEC, WisDNR, and WisDOT to identify **critical habitats of the wintering eagle** that can and should be avoided by the Highway 12 bypass.



F. Natural Resource Programs and Recommendations

The Sauk Prairie area contains incredible natural resources that will require concerted, on-going, and coordinated efforts to maintain and enhance in the future. The following are recommended efforts that will help the local governments and interested organizations achieve their natural resource protection objectives.

1. Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property. For the Sauk Prairie area, environmental corridors are a layering of the following areas:

- Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and areas identified through more detailed field surveys, which are subject to regulations at several levels of government.
- Federal Emergency Management Association (FEMA) designated floodplains. The County and Villages are required to limit development within the 100-year floodplain as shown on Flood Insurance Rate Maps.
- 75-foot setbacks from navigable waters and well-defined natural drainageways.
- Hydric soils, which formed under wet conditions and are usually drained wetlands.
- Lands with steep slopes of 20 percent or greater.
- “Critical Roosting” and “Critical Perching” areas for wintering bald eagle populations, as identified by the Ferry Bluff Eagle Council.
- Privately held lands that are permanently protected for natural resource conservation purposes by conservation easements or similar restrictions.

Existing development and farming uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited. Moreover, farmers within environmental corridors are encouraged to implement Agricultural Best Management Practices (see below). New buildings that do not replace old buildings and significant expansions to existing building footprints should not be allowed.

The environmental corridors depicted on Maps 10A and 10B show general boundaries and should be used to identify areas where new or expanded development may not be appropriate. Lands within that designation may be removed or altered under one or more of the following circumstances:

- An updated or more detailed study reveals that the characteristic(s) which originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site, or
- Approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist, or
- A mapping error has been identified.

2. Maintain and Improve Water Quality

Water resources, both surface and groundwater, are critical to the long-term health of the Sauk Prairie area. Protection of ground and surface water resources depends on the management of both point and diffuse sources of contamination, including municipal stormwater and agricultural runoff.

To address this critically important issue, the Town and Villages will:

- Follow Low Impact Development (LID) standards and prevent development in environmental corridors, as described elsewhere in this chapter.
- Work with the County and State agencies in managing livestock waste storage facilities. WisDNR requires a separation of at least 250 feet between livestock waste storage facilities and nearby private water wells. Concentrated animal feedlot operations should also be located away from the Wisconsin River corridor or its tributaries. The Town and extraterritorial committees should recognize and reinforce these requirements during the site plan or subdivision approval process.
- Identify and preserve wellhead protection areas for municipal wells (see Map 6). Uses with large amounts of impervious surface and increased potential for groundwater contamination should generally be discouraged in these areas. This can be accomplished through wellhead protection overlay zoning standards applied to mapped well recharge areas. In addition, the three jurisdictions may cooperatively prepare a contingency plan for accidental spills, in coordination with are fire departments, police departments, and Sauk County Emergency Management.
- Prevent new rural (septic) development near closed landfill sites. WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells.

- Ensure the proper placement and maintenance of on-site waste disposal (septic) systems. Improper placement and maintenance of both conventional disposal systems and chemical and biological treatment systems allowed under the new “COMM 83” law can result in groundwater contamination.
- Work with Sauk County and the Town of Sumpter to prepare a watershed plan for the Otter Creek Watershed.
- Upgrade the wastewater treatment plant when necessary to handle projected population increases, and prevent unplanned demands on wastewater treatment system capacity to avoid a premature need for costly replacement.



3. Create and Implement Low-Impact Development Standards

Low-impact development can take a variety of forms, from progressively managing stormwater to minimizing a building’s overall “footprint.” The Town and Villages intend to incorporate Low-Impact Development Standards in their procedures and ordinances to reduce the burden of soil erosion, organic and chemical pollutants. The following are examples of such standards.

Progressive Construction Site Erosion Control Practices

Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under a recent change to State law, erosion control plans are required for all construction sites over 1 acre in area. The Town and Villages intend to enhance and enforce erosion control ordinances and techniques for protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of planned new development areas, including subdivisions and commercial projects. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation.

Stormwater Best Management Practices

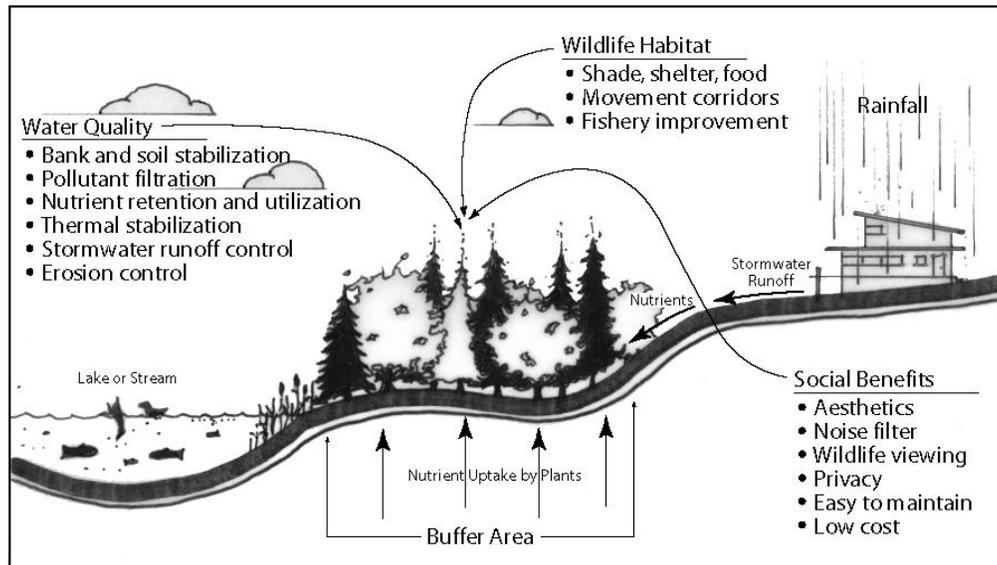
Traditional stormwater management practices attempt to carry water away from a developed site as quickly as possible after a storm or hold water on-site in constructed ponds. Stormwater Best Management Practices (BMPs) aim to control run-off volume by managing precipitation as “close to where it hits the ground” as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of stormwater entering rivers and creeks in the area. Stormwater BMPs include:

- **Maximizing permeable surface areas.** This technique focuses on reducing impervious footprints of development sites, and breaking up large paved areas with permeable surfaces and/or vegetation. Reduced road widths should be allowed where appropriate. Impervious surfaces should be positioned and graded so they drain to natural systems, vegetated buffers, infiltration zones, or permeable soils.
- **Incorporating infiltration and retention areas.** Where stormwater basins are required, such basins and conveyance routes should be carefully integrated into the surrounding development

pattern, incorporate native/natural edge vegetation, be aesthetically pleasing, and serve their necessary functions. Other progressive infiltration techniques include rain gardens to capture water and retain it from downspouts, green (vegetated) roofs, roof runoff directed to pervious yard areas, organic layers added to the soil to aid decomposition and filter pollutants, and sand beds to aerate and aid drainage in yards. Vegetated buffer strips are also critical to capture runoff and filter particulates, such as adjacent to parking lots (see Figure 14).

- **Installing “grey water” systems:** Grey water is water that has been used for hand washing, showering, and any other uses from sinks, showers, or washing machines, but does not include water from toilets. Grey water may be reused for other purposes, especially landscape irrigation. Grey water recycling is generally not cost-effective as a retrofit and should be designed into the building construction.

Figure 14: Example of Vegetative Buffer



Site Inventory and Analysis

Neighborhood and site design processes that require the thoughtful inventory and analysis of natural resources before lots are platted or buildings are placed are essential in accomplishing low-impact development. Requiring completion of “site assessment checklists” as part of development approvals is recommended. The checklist should include inventorying of eagle “Critical Roosting” and “Critical Perching” areas, and an approach that would notify the Ferry Bluff Eagle Council when a development proposal, site plan, conditional use permit, or other petition is within either critical area. Also, natural resource features should be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees.

Resource Protection and Loss Mitigation

Once critical site features are identified, protection is the next step. Once identified, maximum clearance or removal standards for these features, or on-site mitigation where those standards cannot be met, may be considered. For example, the communities may adopt woodland/mature tree identification, protection, and mitigation (e.g., replanting) standards in zoning and subdivision ordinances to help maintain this limited resource.

Visual Impact Analysis

The visual impact of new development—particularly for development along the river, new houses in the town, and billboards and cell towers—is an often-overlooked component of low-impact development. For example, in rural areas, housing locations below ridge lines should be promoted and the clear cutting of roadside vegetation on private lands should be discouraged. Along the river, building height, color, lighting, and signage standards may be considered for rehabilitation and redevelopment projects.

Map 6: Groundwater Influences

Efficient Land Development

Low-impact development also means focusing on techniques to minimize the amount of land required for additional growth, such as infill development, traditional neighborhood development, conservation neighborhood development, smaller lot sizes, and clustering (see Housing and Neighborhood Development chapter).

4. Balance Recreational Access with Natural Resource Protection

Natural resources and accessible recreational lands are critical components of the rural landscape and economy. The Town and Villages intend to balance the interest in continued access to the river with the need to protect natural resources. FBEC, in its 2004 *Recommendations* document, stressed the importance of special consideration to the seasonal requirements of bald eagles in the provision of public access to the river. They also recommended that seasonal restrictions on foot traffic in perching areas should be considered, as should seasonal restrictions on boat access to perching areas (e.g. Eagle Island). Public access points should include adequate trash receptacles or restrooms for larger access points to minimize pollution and swallowing of harmful materials by fish and birds.

The Town and Villages also intend to site future community and neighborhood parks in areas that allow both programmed and open field activities and incorporation of natural features in separate areas, including environmental corridors, remaining woodlots, and high points. They also should promote native vegetation restoration areas as passive recreation areas and outdoor laboratories.



Community Survey Results

70% of respondents felt that the three communities should support additional river-based recreation.

5. Continue Involvement with Recreational Trail Planning

An aspect of river access that captures the greatest attention and popular imagination is the hope for extending the existing riverfront recreational trail beyond its current limits and linking it to a regional recreational trail system. *River PAL* has been working with FBEC to develop a proposed Riverfront Recreational Trail “Concept Plan”, which embraces a range of area and regional recreational trail possibilities and emphasizes the need for linking these trails to other regional trails to obtain maximum recreational benefit from them. The Concept Plan responsibly considers the habitat requirements of the bald eagle population by recommending closing the trail at specific, gated and signed locations during the winter season to prevent unwanted disturbance of the birds.

Further development of the Recreational Trail Concept Plan is necessary to realize the full potential for providing visual and direct physical access to the river. The Town and Villages will continue to work with the public and local non-profit organizations to craft a final Recreational Trail Plan that effectively balances recreational opportunities with the natural resource protection goals. More information about this planning effort is in the Utilities and Community Facilities chapter.

Work with *River PAL* on Riverfront Restoration Planning

River PAL, seeing the need to carefully document the existing natural communities before they are further disturbed, applied for and received a grant in 2004 from the Wisconsin Department of Natural Resources to conduct a Riverfront Restoration Planning process. The objective of the grant is to provide a guide for protecting wildlife habitat and natural areas along the river and bluffs; to restore communities of native plants, shrubs and trees to stabilize and beautify the river's shore and banks; to improve water quality by reducing storm water runoff and erosion; and to protect and enhance the river view for generations to come.



River PAL has identified these priorities as its focus, and will use the planning grant for surveying and assessment. Initial efforts involve a survey of existing vegetation, wildlife, natural communities and human impacts. The survey will describe existing natural vegetation; evaluate ecological conditions of both natural and disturbed areas; identify management needs for natural areas; and determine suitable habitat restoration for disturbed areas. The Town and Villages intend to stay involved with this planning process and support *River PAL* in securing a State grant for implementation of this plan if necessary.

Get People Involved in Natural Area Protection

The Town and Villages intend to work with area non-profits to facilitate educational efforts to advance the cause of river corridor conservation, natural area protection and lifelong learning opportunities, using the Wisconsin River corridor and other natural areas as living laboratories. The conservation community remains strong, and is augmented by the world-famous academic and research capabilities of the UW-Madison and the University Extension. Sauk Prairie has in the last few years begun to express a new respect for the



Wisconsin River as a community asset to be studied and protected, while being used wisely. Organizing and managing that effort as a priority community development strategy will encourage the formation of “social capital” among individuals and existing institutions within the community, and beneficial connections between the Sauk Prairie community and others with similar assets and challenges.

Specific educational programs may include:

- Education to visitors at river access points to prevent conflicts and to improve awareness of eagle habitat.
- Using the river and natural areas as a natural laboratory and classroom for lifelong education.
- Incorporating the river and habitat protection issues into school curriculum.
- Integrating schools and community organizations into aspects of restoration planning and implementation.

- Networking with other Wisconsin River communities and the Lower Wisconsin State Riverway Board to improve understanding of water quality, aesthetic, and wildlife habitat management issues.
- Tapping the Lower Wisconsin State Riverway Board to assist with planning, and with efforts to identify funding for river habitat protection as it is mandated to do in its charter.

G. Cultural Resource Inventory

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important social and cultural continuity between the past, present, and future. The following sections describe the significant historic and archeological resources in the Sauk Prairie area. Known archeological and historical sites, identified by local, State, and national sources, are included on Map 5.

The Villages of Prairie du Sac and Sauk City developed as separate communities. Both Villages have historic downtowns located along the western banks of the Wisconsin River. Development in the Villages generally reflects their small-town character, including older, traditional neighborhoods; newer, more suburban edge neighborhoods; small-scale neighborhood businesses; auto-oriented commercial businesses; and newer industrial parks. Nature-based tourism is increasingly visible in the built environment, particularly focused around river activities and bald eagle watching.

The Wisconsin River is a particularly important natural, economic, and cultural resource. From the moment the first European settlers crossed the Wisconsin River, they've undertaken efforts to span its depths, navigate its turns, and harness its boundless energy. These efforts have demanded the attention, ingenuity, muscle, financial resources, and the respect of Sauk Prairie's citizens, leaders and allies. The community's reliance on the river is as fundamental to its identity as the land itself.

1. Historic Resources

As of October 2003, there were six properties within the Sauk Prairie area listed in the State or National Register of Historic Places. The designated historic places include the August W. Derleth House, the Freethinkers' Hall, the Lachmund Family House, the Sauk City Fire Station, and the Sauk City High School in the Village of Sauk City, and the Tripp Memorial Library and Hall in the Village of Prairie du Sac. These locations are also identified on Map 5.

In addition, the Honey Creek Swiss Rural Historic District, which is located in the northwestern corner of the Town of Prairie du Sac, has been placed on the National Register of Historic Places. Located within the towns of Prairie du Sac, Sumpter, and Honey Creek, the historic district spans 83,800 acres and is comprised of 183 buildings and 26 structures. Of particular interest are the existing Swiss-built stone farm houses. These houses have a "block and stack" type of construction, which seems to have been invented locally and is not know to appear any where else in the world.

In total, three hundred forty-five properties in the Sauk Prairie area have been recorded in the Wisconsin Architecture & History Inventory. This inventory represents a listing of buildings and structures that have been documented over time. This inventory is not comprehensive and buildings and structures recorded in it may not have received a determination of National Register eligibility.

Cultural Resources Recommendations Summary

- Conduct a Comprehensive Survey of Historic Resources
- Promote nature-based, heritage-based, and agricultural-based tourism
- Develop Interpretive Signage for Riverfront trail and Historic Sites
- Design and install community entry and wayfinding markers
- Preserve the scenic landscape visible from Highway 12
- Improve views and access to and from the Wisconsin River
- Emphasize community character when making development decisions

2. Archeological Resources

As of October 2003, the State Historical Society and local sources recorded ten known archaeological sites and cemeteries in the Sauk Prairie area (see Map 5). This does not include all of the sites that might be present in the Sauk Prairie area. Sites that have been identified include cemeteries (burial mounds and unmarked graves), Native American community sites and burial grounds, and historic agricultural properties. Under Wisconsin Law, Native American burial bounds, 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.

3. Special Places and Events

Located on the western bank of the Wisconsin River, the Sauk Prairie area has developed a very distinctive “rivertown” characteristic that distinguishes it from other localities. Both Villages’ downtowns are located adjacent to the river.

The Sauk Prairie area is probably best known for the annual winter eagle watching. Each year hundreds of people are brought the Sauk Prairie area to witness eagles feeding in the open waters of the Wisconsin River. The Sauk Prairie area is also known throughout southwestern Wisconsin and the State for several annual events and activities, such as the Cow Chip Throwing Contest and the Harley Davidson-based events. These types of activities provide a unique character for the entire area.

The River Arts Center enhances cultural and educational opportunities for Sauk Prairie area residents. As part of its mission, it strives to improve the area’s quality of life by providing cultural opportunities for the community. The River Arts Center provides a place to host cultural events, such as community plays, dance programs, concerts, and art shows.

H. Cultural Resource and Community Character Goals, Objectives and Policies

Goal: Preserve and enhance the Sauk Prairie area’s “rivertown” character and its cultural and historic resources.

Objectives

- a. Recognize that the Sauk Prairie area’s character is defined by the Wisconsin River and its tributaries, large areas of rolling agricultural land, woodlands, and the historic and archeological resources found among these features.
- b. Identify and protect unique historic and archeological areas within the Town and Villages.
- c. Protect scenic views, particularly of the countryside and along the Wisconsin River.
- d. Engage in efforts to celebrate and advance the Sauk Prairie area’s unique “rivertown” character.

Policies

- a. **Encourage the preservation of historically and architecturally significant structures/districts** and archeological resources, especially the downtown districts within the Villages and historic residences. Emphasize restoration of historic buildings as a first priority and rehabilitation as a second choice to enhance the viable economic use of historic structures.
- b. Continue to **update records and mapping** to fully document historic resources, and **nominate additional buildings** and sites to the State or National Register of Historic Places.
- c. Work through and with the local historic preservation commissions and historic societies to protect resources that contribute to the area’s character.
- d. Emphasize the value of historic buildings and districts as **community focal points** and as a key component of the area’s program to promote tourism. Work to promote **“heritage tourism”** (e.g., local festivals, fairs, and markets) built around these historic buildings, districts, and the community’s history.

- e. Emphasize the value of **natural resource areas as focal points** of beauty and recreation.
- f. Make sure that **new development near historic sites** or districts respects the historic integrity and typically small scale of these sites.
- g. Encourage **new development forms in rural areas that celebrate the Town's agricultural heritage**. Examples include grouping new homes at the end of a driveway or road to look like a historic farmstead, incorporating existing farm outbuildings in new development, and promoting new building styles and materials consistent with historic styles.
- h. In largely undeveloped areas, promote the **use of existing topography and vegetation to screen** new development from public roads.
- i. For the Highway 12 corridor, adopt ordinances and work with the County to **limit additional billboards**, communication towers, and poorly planned development.
- j. Work to **upgrade development quality and provide attractive gateway markers** at the entrance to both Villages.
- k. **Support local festivals**, fairs, farm tours, farm breakfasts, and markets that celebrate the area's heritage and way of life, and support additional activities such as weekly summer concerts and increased activity at the River Arts Center and libraries.

I. Cultural Resource and Community Character Programs & Recommendations

The Sauk Prairie area contains unique communities rich in cultural resources and community character. There assets should be protected and promoted. The following are recommended efforts that will help the local governments and interested organizations achieve their cultural resource and community character objectives.

1. Conduct a Comprehensive Survey of Historic Resources

Very little of the Sauk Prairie area has been surveyed for the presence of archaeological sites and cemeteries. There has never been a comprehensive survey of the area's historic resources. At least as many historic or archeological sites are lost to ignorance of their significance than to intentional acts.

The three communities will consider completing a comprehensive survey of the area's historic buildings. In addition to buildings in the Villages, the historic farmsteads and outbuildings that contribute to the area's agricultural heritage and aesthetic beauty should be included in the survey. The Wisconsin State Historical Society maintains a grant program and offers technical assistance to help communities in completing these types of surveys.

To encourage preservation of historic structures, economic incentives may be offered. Federal and State Investment Tax Credits (ITC) are available to rehabilitate historic commercial, industrial, and rental residential properties.

2. Require Building History Evaluation Prior to Demolition

Due to their importance in maintaining the historic community character, the jurisdictions intend to require a conditional use permit before allowing the demolition of any building that is (a) listed or eligible for listing on the National or State Registers of Historic Places or (b) identified as having historic or architectural significance by the above recommended comprehensive survey of historic resources. The communities intend to use the Secretary of the Interior's Standards for Rehabilitation as criteria for conditional use permit requests (www2.cr.nps.gov/tps/tax/rehabstandards.htm). The Villages and Town may also use the recommended comprehensive survey process to develop additional criteria to evaluate conditional use permit requests in the future.

3. Promote Nature-based, Heritage-based, and Agricultural-based Tourism

The communities, the Chamber of Commerce, and the Department of Tourism should join together to explore approaches to grow nature-based, heritage-based and/or agricultural-based tourism opportunities. Projects to consider include farmer's markets, pick-your-own programs, day-on-the-farm programs, bed and breakfasts, and participation in the State's heritage tourism marketing program.

The communities and their partners should tap all available regional marketing publications and web-based resources to market these and existing Sauk Prairie area festivals and events to the regional day-trip tourist market.

4. Develop Interpretive Signage and Walking Tour for Riverfront Trail & Historic Sites

The Sauk Prairie area has many exciting stories to tell about its past. Too often, those stories go untold or told to limited audiences. Interpretive signage allows these stories to be communicated through text and graphics to a wide audience. A diverse committee should be established to select which community stories should be interpreted, and how. Key locations for interpretive include the planned Riverfront Trail and historic buildings or sites in the Villages. Signs don't necessarily have to be ornate and expensive; a simple plaque could commemorate historic buildings and sites that are on the State and National Register of Historic Places.

5. Design and Install Community Entry and Wayfinding Markers

The Sauk Prairie area currently boasts well-defined edges—in many cases thanks to Mother Nature—that provide a dramatic transition between “village and country.” Marking these edges with distinctive entryway treatments will better mark the dividing line, instill community pride, and assist visitors in understanding the place and finding their way. The Sauk County side of both Wisconsin River bridges should be marked by major gateway treatments—including entry signage (already accomplished), landscaping, themed lighting, and “signature” buildings (not parking lots) where redevelopment is appropriate. At the western edge of the community, similar treatments may be appropriate near the Highway 12/PF and Highway 12/60 intersections. Further, the growing number of visitors would benefit from a simple wayfinding signage system, indicating directions to the two downtowns, the River Arts Center, schools, industrial parks, and nearby tourist destinations. This entire system should be developed around the recently developed “Sauk Prairie Riverway” theme.



6. Preserve the Scenic Landscape

Local planning, zoning, farmland preservation, and other programs should include ways to protect community character in the Sauk Prairie area, especially after construction of Highway 12 and reconstruction of Phillips Boulevard. In areas along Highway 12 west of the Villages, new billboards should not be allowed. The impact on the rural landscape should be carefully considered when new development, sign, and lighting proposals are offered. To ensure that uniform standards are applied to new development along Highway 12, the Town and Villages will adopt highway design overlay zoning standards or similar standards.

The Villages also intend to prepare and adopt building, site, landscaping, signage, and lighting design standards for new non-residential and multiple-family residential projects. Appropriate high-quality land development will contribute to or at least not diminish from the Sauk Prairie area's small, rivertown character. It will also lead to greater assessed valuation per acre and more rapid appreciation of property values.



7. Base Decisions on Community Change on Preserving "Rivertown" Character

The communities' traditional "rivertown" character is unique to the region. Following construction of the Highway 12 expansion in Dane County, that character will be challenged by increasing development pressure from the Madison area. Large-scale and cookie cutter developments could overwhelm the Sauk Prairie area, converting it to "just another suburb" of Madison. Careful decisions on the type, location, scale, pace, and form of new development will be critical in preserving community character.

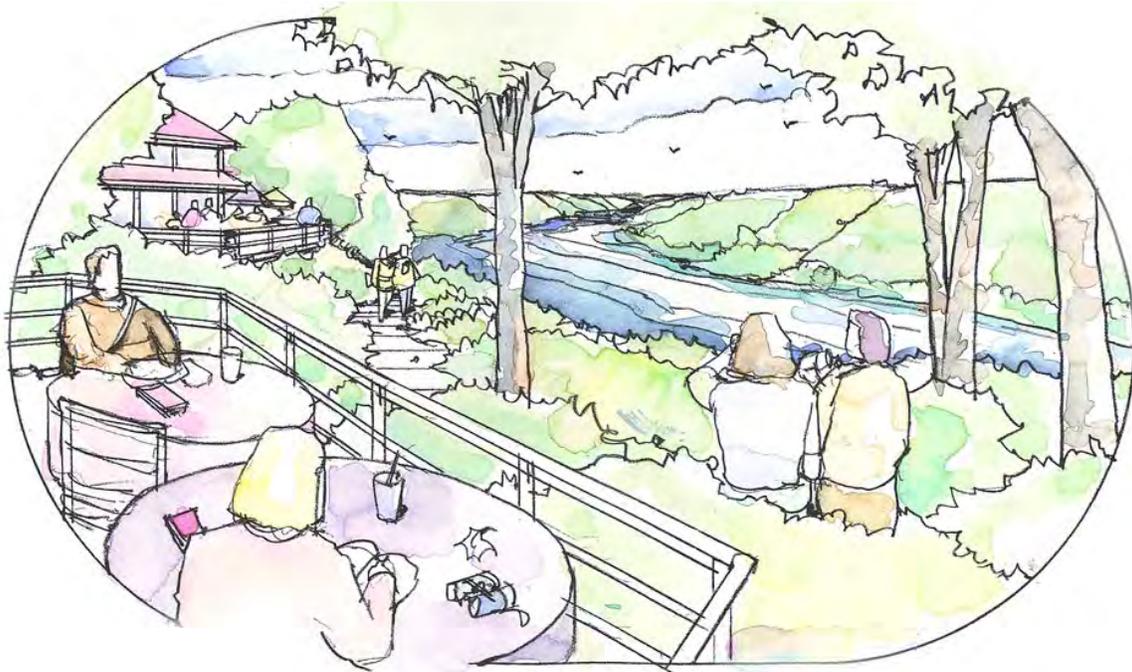


New neighborhoods should be developed according to the principles of Traditional Neighborhood Design. The Villages may adopt a new zoning district to accommodate traditional neighborhood development proposals and encourage developers to use that district. Outside of such districts, the Villages should make sure that their required minimum lot size and width standards are not excessive, ensure a balance between lot size and house size, require sidewalks

along both sides of all public streets, revisit street standards, and adopt design standards to assure quality multiple-family housing developments. Additional detail on Traditional Neighborhood Development is included in the Land Use and Housing and Neighborhood Development chapters.

Further, the two Villages will establish clear policy direction for future proposals for large-scale commercial development proposals (see also the Economic Development chapter). Such uses could have a profound effect on community character and the well-being of existing small businesses.

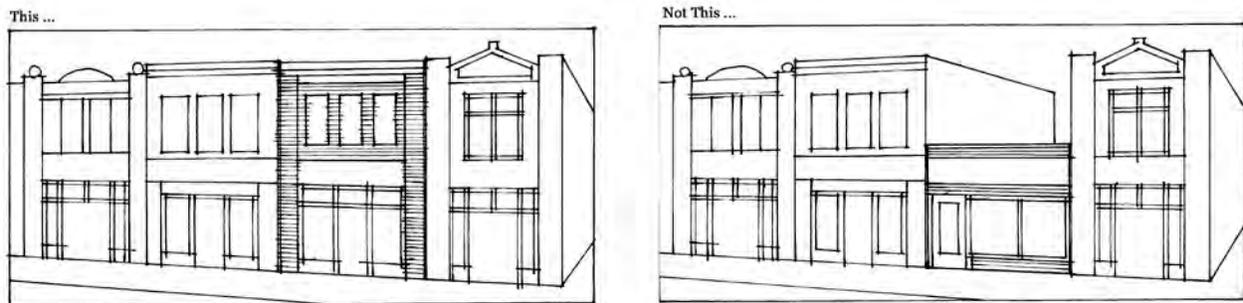
Figure 15: A Conceptual Sketch of Project Celebrating “Rivertown” Character



8. Adopt and Implement Downtown Design Standards

Sauk Prairie citizens recognize and value the Villages’ historic commercial “downtowns”, their individual identities, ease of access, and their proximity to the Wisconsin River. In the process of doing this, very careful attention must be given to protecting the remaining historic character of the downtowns that make them commercially attractive. The Village of Prairie du Sac has already prepared downtown design guidelines. The Village of Sauk City’s downtown, in particular, will benefit from specialized, illustrated design standards to guide rehabilitation and redevelopment projects. Criteria may cover issues such as building height, width, setbacks, proportion of openings, horizontal rhythms, roof form, materials, color, sidewalk coverings, and signs. Special issues such as consideration of surrounding historic character and treatment of historic buildings will be considered. Design guidelines may be incorporated into downtown planning efforts and documents.

Figure 16: Conceptual Example of Downtown Design Guidelines for New Construction



9. Improve Views and Access To and From the Wisconsin River

The Wisconsin River is perhaps the Sauk Prairie area's greatest amenity, but that amenity is currently underutilized. Moreover, continued development along the river could affect the visual landscape and the river experience in the future if not properly planned.

A variety of approaches are recommended to open up views, access, and redevelopment potential near the river without damaging the river character or ecosystem, including:

- Working with multiple parties to complete the Wisconsin Riverfront Recreational Trail as a shared walking and bicycle path. The communities should investigate opportunities to connect the trail to a larger regional system, including a connection into Dane County and a trail connection through the Badger Plant to Devil's Lake State Park. Part of this discussion involves abandoning or sharing rail rights-of-way. Within the downtown areas, interpretive signage and resting areas should be incorporated.
- Orienting new and remodeled buildings towards the river to capitalize on scenic views through the use of large banks of windows, balconies, and outdoor seating and display areas. The Blue Spoon restaurant in Prairie du Sac provides a good example.
- Adopting design standards for new development and rehabilitation projects to preserve river views and critical habitats, and seeking funds to improve the river side of commercial blocks.
- Maintaining the historic scale of development along the riverfront.
- Encouraging the creation of a public open space area along the riverfront between the two downtowns.
- Protecting undeveloped forested bluffs on the east side of the Wisconsin River from poorly planned development to preserve the natural beauty of the river, wildlife habitat and views.
- Ensuring that public access goals are balanced with the community's natural resource and habitat protection goals.
- Considering a Riverfront Protection overlay zoning district to implement these objectives.

CHAPTER FOUR: LAND USE

This chapter contains background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of lands in the Sauk Prairie area over the next 20 years. The chapter includes maps that show existing land uses and recommended future land uses.

A. Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for a desired *future* land use pattern. Maps 7A and 7B show three main categories of existing land use and a further break down of existing land uses into a number of detailed designations within these categories. It is important to note that existing land use does not necessarily coincide with existing zoning. The following is a description of each of the existing land use designations:

1. Rural/Environmental Land Use Designations

- **Agriculture:** land in cropland, farmsteads, pasture, open space, and agricultural support buildings and activities, with farm family businesses, and limited residential development at or below a density of 1 dwelling unit per 35 acres.
- **Public Open Spaces:** publicly-owned land designated as State parks, scenic areas, or conservation areas; county parks or recreation areas; town or village parks; or other recreational facilities owned by the public or by private utility companies.
- **Wetlands:** wetlands over two acres identified through the Wisconsin DNR “Wisconsin Wetland Inventory.”
- **Woodlands > 40 acres:** privately-owned forest land, in certain cases including private recreational uses or single-family residential development generally at densities at or below 1 dwelling unit per 35 acres.
- **Surface Water:** lakes, rivers and perennial streams.

2. Residential Land Use Designations

- **Rural Single Family Residential:** single-family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres and served by on-site waste disposal (septic) systems.
- **“Village” Single Family Residential:** single-family detached residential development served by a public sanitary sewer system within the two villages, and general on lots of less than one acre.
- **Two Family/Townhouse Residential:** groupings of two or more duplexes or attached single-family residences with individual entries (e.g., townhouses) served by a public sanitary sewer service system.
- **Mixed Residential:** a variety of residential units, including mobile home parks and multiple-family housing (3+ unit buildings), typically at densities of over five units per acre and served by a public sanitary sewer service system.

Land Use Recommendations Summary

- Establish Highway 12 and its planned bypass route as a 20-year urban growth edge, and limit development beyond that edge to very low densities consistent with the preservation of farming
- Promote revitalization and redevelopment of the downtowns and other underutilized areas, particularly near Water Street and the railroad tracks
- Provide for high-value uses along Phillips Boulevard, without allowing a 2-mile unbroken commercial strip
- Plan for a mix of mainly non-residential uses in the Highway 12/PF intersection area, recognizing the continuation of the airport in its current configuration
- Expand the two business/industrial parks, with portions designated for office/research uses
- Provide for the westward expansion of Village neighborhoods according to the principles of traditional neighborhood

3. Non-residential Land Use Designations

- **Recreation Commercial:** privately-owned lands designated as recreational areas or businesses, such as golf courses and gun clubs.
- **Planned Business:** high-quality indoor retail, commercial service, office, and institutional land uses with generous landscaping, modest lighting, and limited signage.
- **General Business:** indoor commercial, office, institutional, telecommunications, and outdoor display land uses, with low to moderate attention to building design, landscaping, and signs.
- **Neighborhood Business:** neighborhood supporting retail, service, office, and institutional uses that preserve residential character through building scale and appearance, landscaping, and signs.
- **Downtown:** pedestrian-oriented commercial, office, institutional, and residential uses with minimal setbacks and on-street parking.
- **Planned Industrial:** high-quality indoor manufacturing, warehousing, distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage.
- **General Industrial:** indoor manufacturing, warehousing, distribution, and office uses, frequently with outdoor storage areas and low to moderate attention to building design, landscaping, and signage.
- **Extraction:** sites in current use as a quarry, gravel pit, clay extraction, peat extraction, and related land uses.
- **Institutional/Transportation:** large-scale public buildings, schools, religious institutions, airports, power and utility plants and substations, hospitals, and special-care facilities. Small institutional uses may be in other land use designations (e.g., “village” single family residential).
- **Landfills:** known opened or closed landfill or dump sites.

B. Existing Land Use Pattern

The Sauk Prairie area’s development has been shaped by major transportation corridors and natural features, including the railroad; Highways 12, 60, 78, PF; and the Wisconsin River. The historic settlement pattern began near what are now the Highway 12 and 60 bridges. The area now includes a diverse mix of land uses. Figure 17 summarizes the acreage within each of the land use designations within the limits of the Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac. The following is a summary of the existing development pattern as illustrated on Maps 7A and 7B.

1. Residential Uses

Both the Village of Prairie du Sac and the Village of Sauk City contain predominately “village” single-family residential areas. Most of the older single-family homes on relatively small lots are located around the downtowns. Nearly all residential growth has occurred at the western limits of the Villages. Rural residential areas are found within limited parts of the Town of Prairie du Sac, most along the Wisconsin River north of the Village of Prairie du Sac. There is also a significant amount of rural residential development east of the river in the Towns of Mazomanie, Roxbury, and West Point.

2. Downtowns

Both Villages have historic downtowns along the River and Water Street (Highways 60/78). Together, the downtowns account for less than one percent of the total land use acreage in the Sauk Prairie area. However, the vitality of the downtowns is critical to the overall economic health and quality of life of the community as a whole. Both Villages have been working to redevelop and revitalize their downtowns.

3. Commercial Uses

Modern commercial development is primarily located along Phillips Boulevard (Highway 12) between Lueders Road and Water Street, with smaller pockets of newer commercial development along Prairie Street (Highway PF). These two commercial corridors have a wide mix of retail and services uses of differing development quality, serving both the local community and traveling public (particularly along Phillips Boulevard). There is also some newer commercial redevelopment along Water

Street between the historic downtowns. A rural-oriented commercial area is at the intersection of Highways PF and 12, close to the Sauk Prairie Airport.

4. Industrial Uses

The Sauk Prairie area is home to two industrial/business parks—one in each of the Villages. Sauk City recently expanded its Business Park to accommodate additional growth. There is also available acreage adjacent to the Prairie du Sac Industrial Center and the Sauk City Business Park for potential future expansion. Prairie du Sac and Sauk City are currently recruiting light manufacturing, assembly, warehousing, and office-related businesses to locate in their industrial/business parks.

5. Institutional Uses

Groupings of institutional uses are focused along Sauk Prairie Road, which is the boundary between the two Villages. Key institutional land uses include the Sauk Prairie High School and Middle School and several elementary schools. The Sauk Prairie Memorial Hospital, Village halls, churches, and waste treatment facility are also shown as institutional uses on Maps 7A and 7B.

Figure 17: Existing Land Use Totals (Net Acres), 2003

Land Use	Village of Prairie du Sac		Village of Sauk City		Town of Prairie du Sac		Sauk Prairie Area	
	Acres	%	Acres	%	Acres	%	Acres	%
Rural/Environmental Designations								
Agriculture	154.8	18.1%	95.7	11.2%	12,598.6	68.2%	12,849.1	63.6%
Public Open Spaces	66.5	7.8%	69.4	8.1%	0.0	0.0%	135.9	0.7%
Wetlands	0.0	0.0%	26.4	3.1%	2,182.6	11.8%	2,209.0	10.9%
Woodlands > 40 acres	0.0	0.0%	0.0	0.0%	2,368.1	12.8%	2,368.1	11.7%
Surface Water	62.8	7.3%	78.9	9.2%	553.1	3.0%	694.8	3.4%
Residential Land Use Designations								
Rural Single Family	0.0	0.0%	0.0	0.0%	548.0	3.0%	548.0	2.7%
“Village Single Family	266.9	31.1%	255.0	29.7%	0.0	0.0%	521.9	2.6%
Two Family/Townhouse	21.0	2.5%	10.2	1.2%	0.0	0.0%	104.9	0.5%
Mixed Residential	85.5	10.0%	19.4	2.3%	0.0	0.0%	104.9	0.5%
Non-residential and Mixed Use Land Designations								
Recreation Commercial	0.0	0.0%	0.0	0.0%	38.8	0.2%	38.8	0.2%
Planned Business	19.0	2.2%	13.5	1.6%	4.8	0.0%	37.3	0.2%
General Business	8.2	1.0%	49.4	5.8%	0.0	0.0%	57.6	0.3%
Neighborhood Business	0.1	0.0%	4.1	0.5%	0.0	0.0%	4.2	0.0%
Downtown	5.1	0.6%	6.5	0.8%	0.0	0.0%	11.6	0.1%
Planned Industrial	24.4	2.8%	13.3	1.5%	14.5	0.1%	52.2	0.3%
General Industrial	61.1	7.1%	59.8	7.0%	0.0	0.0%	120.9	0.6%
Extraction	0.0	0.0%	0.0	0.0%	41.0	0.2%	276.7	1.4%
Institutional/ Transportation	82.0	9.6%	156.6	18.2%	38.1	0.2%	276.7	1.4%
Airport	0.0	0.0%	0.0	0.0%	89.9	0.5%	89.9	0.4%
Total	857.4	100.0%	858.2	100.0%	18,477.5	100.0%	20,193.1	100.0%

Source: Vandemalle & Associates Land Use Survey, 2003; Sauk County GIS Mapping, 2003

Map 7A: Planning Area—Existing Land Use

Map 7B: Village—Existing Land Use

C. Land Use Trends

1. Land Development Trends

Most development in the Sauk Prairie area over the past ten years has been a result of westerly growth of the two Villages. This has been in accordance with previous land use plans and zoning ordinances for the three-community area, including the extraterritorial zoning ordinances. More recently, there has been a trend towards development near the Wisconsin River—both inside and outside of the Villages.

Figure 18 provides information on new housing starts in the Sauk Prairie area over the past ten years. On average, 39 new housing units have been built each year in the three-community area since 1994, with about 77 percent of these being single family residences. The majority of this new housing development has occurred in the Village of Prairie du Sac (59 percent), with 24 percent occurring in Sauk City and 17 percent in the Town. The highest numbers of new homes occurred in 2002 and 2003.

Figure 18: Housing Development, 1994-2003

		Single Family Units	Two Family Units	Multi-Family Units	Total
1994	Sauk Prairie Area	27	9	2	38
	Village of Prairie du Sac	20	7	2	29
	Village of Sauk City	1	2	0	3
	Town of Prairie du Sac	6	0	0	6
1995	Sauk Prairie Area	22	10	3	35
	Village of Prairie du Sac	15	10	3	28
	Village of Sauk City	2	0	0	2
	Town of Prairie du Sac	5	0	0	5
1996	Sauk Prairie Area	17	4	4	25
	Village of Prairie du Sac	9	4	4	17
	Village of Sauk City	2	0	0	2
	Town of Prairie du Sac	6	0	0	6
1997	Sauk Prairie Area	22	1	0	22
	Village of Prairie du Sac	12	1	0	13
	Village of Sauk City	3	0	0	3
	Town of Prairie du Sac	7	0	0	7
1998	Sauk Prairie Area	30	2	2	34
	Village of Prairie du Sac	12	2	2	16
	Village of Sauk City	8	0	0	8
	Town of Prairie du Sac	10	0	0	10
1999	Sauk Prairie Area	38	4	3	45
	Village of Prairie du Sac	19	3	3	25
	Village of Sauk City	11	1	0	12
	Town of Prairie du Sac	8	0	0	8
2000	Sauk Prairie Area	34	5	1	40
	Village of Prairie du Sac	13	5	1	19
	Village of Sauk City	14	0	0	14
	Town of Prairie du Sac	7	0	0	7

		Single Family Units	Two Family Units	Multi-Family Units	Total
2001	Sauk Prairie Area	26	2	0	28
	Village of Prairie du Sac	6	2	0	8
	Village of Sauk City	16	0	0	16
	Town of Prairie du Sac	4	0	0	4
2002	Sauk Prairie Area	38	8	5	51
	Village of Prairie du Sac	14	8	4	26
	Village of Sauk City	20	0	1	21
	Town of Prairie du Sac	4	0	0	4
2003	Sauk Prairie Area	44	12	10	66
	Village of Prairie du Sac	27	12	8	47
	Village of Sauk City	8	0	2	10
	Town of Prairie du Sac	9	0	0	9
1994-2003	Sauk Prairie Area	298	57	30	385
	Village of Prairie du Sac	147	54	27	228
	Village of Sauk City	85	3	3	91
	Town of Prairie du Sac	66	0	0	66

Source: Village of Prairie du Sac, Village of Sauk City, and Sauk County

2. Land Market Trends

Trends in the Sauk Prairie land market suggest increasing land values and lot prices. This reflects the accelerating demand for new development in the area, and the increasing relationship between the Sauk Prairie area and the higher-priced Madison area market. The State Department of Revenue reported an increase in the total equalized values of the three communities between 1999 and 2004 as follows:

- Village of Sauk City: \$161,878,400 to \$230,813,600 (\$68,935,200 increase)
- Village of Prairie du Sac: \$152,670,400 to \$238,320,300 (\$85,649,900 increase)
- Town of Prairie du Sac: \$77,216,000 to \$107,516,200 (\$30,300,200 increase)

Raw land values have increased significantly in the Sauk Prairie area over the past several years. The average selling price per acre of undeveloped land east of Highway 12 has recently been between \$25,000 and \$35,000 per acre. This has made farm-to-farm transactions virtually impossible in this area. In more rural parts of the Town, the selling price can be between \$2,800 and \$3,200 per acre.

New residential lots in the Villages sell for approximately \$55,000 to \$70,000, while the limited number of rural lots in the Town sell for upwards of \$100,000, depending on lot size and amenities (e.g., water frontage). The average sale price of existing homes in the Sauk Prairie area was \$162,417 in 2004.

3. Existing and Potential Land Use Conflicts

There are two types of existing land use conflicts occurring in scattered locations throughout the Sauk Prairie area. The first occurs in the Villages, where industrial 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 second type of existing conflict occurs at the Village edges or in the Town where new homes are constructed near farming operations. Activities that make up the day-to-day operations of a farm—slow farm machinery on roads, farm odors, evening harvesting, livestock noise—are sometimes considered nuisances by new, non-farming neighbors.

This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design and buffering of possibly conflicting uses, limitations on new development in farming areas, and notice requirements where such development does occur. The communities will be vigilant in minimizing potential conflicts in the following areas:

- In and around the airport area, as land development occurs. Airport-compatible land uses, limited building heights, and airport notice requirement are intended for this area.
- In possible future industrial/business park expansion areas, particularly with relation to the Sauk City Business Park and the agricultural land and historic sites that lay to its west.
- In the two historic downtown areas. Without careful planning, potential conflicts in these areas may result from the desire to maintain the historic neighborhoods that surround the downtowns, increases in traffic, and tension between redevelopment and historic preservation interests.

4. Projected Land Use Demand

This *Plan* projects land use demand over the 20-year planning period (in five year increments) for residential, commercial, industrial, and agricultural uses. Projected demand is reported in both net and gross acres, with gross acreage projections most useful in determining whether the 20-year supply of land will be adequate to meet demand. The projections and methodology are summarized as follows:

- **Residential Land Use Demand:** Residential land use demand projections are based on the “Moderate-Growth Scenario” for population projections presented in the Issues and Opportunities chapter. These projections suggest a population increase from 7,800 in 2004 to 10,300 in 2025. These population projections were then converted to households by using average household size forecasts also reported in the Issues and Opportunities chapter. Household projections were then converted to housing unit demand projections, as calculated in the Housing and Neighborhood Development chapter. Then, projected net residential densities for the Villages (2.8 housing units per acre) and the Town (0.8 housing units per acre) were multiplied by housing unit demand projections for each community to arrive at projected net acreage for residential use. These density assumptions were based on recent trends.
- **Commercial/Office and Industrial/Business Park Land Use Demand:** Total land use demand projections for these two non-residential categories are based on an assumption that existing proportions of residential-to-commercial and residential-to-industrial land uses will continue into the future. These projections also assumed similar densities of commercial and industrial uses that exist today. It is the desire of the communities to require as little land as practical to accommodate projected commercial and industrial uses.
- **Agricultural Land Use Demand:** The projected amount of agricultural land in the three-community Sauk Prairie area was derived by subtracting the increase in projected gross acres in the residential, commercial/office, and industrial/business park categories by the amount of agricultural land available today. The three communities desire to minimize the conversion of agricultural land to other uses to the extent practical through the policies and programs included in this and other chapters.

Figure 19: Total Gross Land Use Demand Projections, Moderate-Growth Scenario, Sauk Prairie Area, 2005-2025

General Land Use Category	2010 Total		2020 Total		
	2005 Total Gross Acres	Gross Acres	2015 Total Gross Acres	Gross Acres	2025 Total Gross Acres
Residential	1,710	1,788	1,874	1,967	2,068
Commercial/Office	243	263	284	304	323
Industrial/Business Park	268	301	340	385	436
Agricultural	12,377	11,873	11,369	10,865	10,360

Note: Gross Acres includes land required for streets, parks, environmental corridors, stormwater management, institutional uses, utilities, or other ancillary land uses.

As represented in Map 8, the projected 20-year land use demand for *urban* (Village) development under the Moderate-Growth Scenario can easily be accommodated to the east of the north-south stretch of Highway 12. Map 9 shows that, even under the High-Growth Scenario discussed in the Issues and Opportunities chapter, there is enough land within that edge to accommodate projected demand for new land uses.

Map 8: Moderate Growth Scenario Map

Map 9: High Growth Scenario Map

D. Land Use Goals, Objectives, and General Policies

Goal #1: *Promote a mixed future land use pattern consistent with the Sauk Prairie area's character and the provision of a diverse living environment and economy.*

Goal #2: *Manage the extent, pace, character, and type of new growth in a manner that preserves the quality-of-life and type of community that area residents' expect.*

Goal #3: *Preserve agricultural land, farm operations, and the rural character of the Town.*

Objectives:

- a. Plan for a sufficient supply of lands for development of a variety of land uses, including residential (single- and multiple-family), industrial, commercial, institutional, and open space uses.
- b. Ensure a desirable and compatible mix of land uses consistent with the area's historic character.
- c. Reserve adequate, contiguous space for future industrial, business, and neighborhood development.
- d. Promote the revitalization of the historic downtowns and other underused areas.
- e. Preserve and enhance the area's landscapes and natural resources.
- f. Support environmentally sustainable land use practices to maintain the area's unique identity.
- g. Maintain low densities of non-farm development in agricultural areas.
- h. Direct new development in and around areas of existing development.
- i. Promote compact new developments that utilize existing infrastructure and utilities wherever practical.
- j. Guide and pace private development without undue limits on economic growth.
- k. Promote high-quality design and building sizes that relate to existing buildings in the community.
- l. Minimize conflicts between nearby land uses (e.g., residential next to industrial).

Policies:

- a. **Follow the land use recommendations** mapped and described in this *Plan* (Maps 10A and 10B) when making detailed land use decisions, such as subdivision requests and future zoning decisions.
- b. Use **natural and human-made boundaries** wherever possible to form 20-year growth edges.
- c. **Guide new development** to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
- d. Maintain a **hard edge** between farmland and planned urban development areas, as opposed to scattered, leap-frog, and premature development patterns.
- e. Use extraterritorial zoning and other techniques to direct intensive new development—such as subdivisions, commercial development, and industrial development—to the two Villages as a way to relieve pressure to develop in the Town.
- f. Generally **limit non-residential uses in the Town** to home-based businesses (not more than two employees outside the family) and agricultural-related businesses.
- g. Require new development within the Villages to **connect to sanitary sewer and public water systems**, and discourage intensive development outside the Villages until sewer and water services are available.

- h. Require that **all new development east of the north-south stretch** of Highway 12 be connected to municipal sewer and water services, through extraterritorial zoning, utility policies, and other means.
- i. **Emphasize redevelopment** of older properties in and near the downtowns and rehabilitation of aging and vacant buildings for productive economic use.
- j. Preserve and enhance the **historic character of the downtowns**, while encouraging compatible development.
- k. Direct **new residential development into neighborhoods** (as opposed to “subdivisions”), with a focus on creating high-quality, human-scaled, safe, and interconnected places.
- l. Promote **traditional neighborhood design**, smaller lots, and the **grouping and clustering of allowable development sites** in rural areas as strategies to better manage the rate of community expansion, preserve farmland, protect other natural resources, and reduce development visibility.
- m. Encourage **neighborhood-oriented retail, service, and recreational uses** in areas that will conveniently serve Village neighborhoods.
- n. **Disperse higher-density residential development** throughout the two Villages, rather than creating large concentrations of this type of development in just a few areas.
- o. Assure that **incompatible land uses are not located close to one another**, or require appropriate separation and screening (e.g. fencing or landscaping) where they must be.
- p. Promote **road and trail connections** between existing and new development areas, and good access to new neighborhoods and homesites in rural areas.
- q. Limit **mineral extraction operations** to sand and gravel quarries only, allowing only one such permanent operation to operate at any one time in the Town of Prairie du Sac.
- r. Adopt and use **high-quality standards** for building, site, landscape, signage, and lighting design in new development projects.
- s. When **changes in zoning or conditional use permits** are proposed to permit development on a parcel of land, **require the submittal of a specific development proposal** (comprised of a certified survey map or plat that depicts the location on the property where the dwelling will be placed, or a detailed site plan in the case of development not requiring a new lot) before approving the zoning request.
- t. **Modify local land development ordinances** where necessary to implement the goals, objectives, and recommendations of this *Plan*, minimize potential land use conflicts, guide growth and development, ensure high quality site development, and adequately protect water quality.
- u. **Maintain consistency between maps** 10A: Planning Area—Future Land Use, 10B: Villages—Future Land Use, and 4A: Ag Preservation Plan Map. However, in the event of any future conflict, Map 10B will control.

Map 10A: Planning Area—Future Land Use

Map 10B: Villages—Future Land Use

E. General Land Use Programs and Directions

Maps 10A and 10B present recommended future land uses over the 20-year planning period for the Sauk Prairie area, including adjacent communities. These future land use maps are based on:

- The overall vision for the Sauk Prairie area, including the desire for moderate levels of growth.
- The community-preferred alternative future scenario for growth and change.
- An emphasis on natural and human-made boundaries as 20-year growth edges wherever practical.
- The natural and agricultural landscape, including environmentally sensitive areas and productive farmlands.
- In many cases, a continuation of past adopted plans and zoning, including the cooperative extraterritorial zoning ordinances in place between the Town and the two Villages.
- 20-year development demand forecasts presented earlier, with enough flexibility to address the fact that not every property owner in a future development area will, in fact, develop his or her land in the next 20 years.

The recommended future land use pattern advised through Maps 10A and 10B features the following key components:

1. Urban Growth Edge

A 20-year urban growth edge is established at the north-south segment of Highway 12 and the proposed south bypass alignment for Highway 12, the Wisconsin River. Residential development is also contemplated east of Highway 78 along the River. This recommendation should not be construed to restrict the public purchase of land or easements beyond these edges for conservation or recreation purposes. Further, the Villages may choose to influence land use and land division decision making within and beyond these edges, ideally in partnership with adjoining towns through extraterritorial zoning and subdivision review. The communities have also discussed the potential for long-range business park expansion in two areas beyond these edges, but no agreement has been reached for inclusion in this *Comprehensive Plan*. These areas include land along Highway 60 west of Highway 12 and along the west side of Highway 78 south of Highway Z. These areas will likely be discussed again in association with future amendments and updates to this *Comprehensive Plan*.

2. Rural and Agricultural Preservation

Beyond this 20-year urban growth edge, development in the Sauk Prairie area will be limited—through County and extraterritorial zoning—to uses and densities that are compatible with agricultural uses. Very limited residential development will be supported in these areas, particularly those areas designated as Exclusive Agriculture, General Agriculture, and Environmental Corridors on the future land use map. This chapter includes policies that establish a maximum density of non-farm development and that allow for clustering of the new lots that are permitted.



3. Village Neighborhood Expansion

The future land use maps suggest a Village neighborhood expansion area to the west of the current Village limits, out to the north-south segment of Highway 12. This phased expansion should emphasize smaller lots, a continuation of the street grid, and traditional neighborhood design principles.

These principles—described in detail later in this chapter and *Plan*—include parks, schools, shopping, services, environmental corridors, and trails integrated into neighborhood designs. These neighborhoods will be buffered from Highway 12 by preservation of existing vegetation, and by new plantings and berming by the subdivider. Future neighborhoods between Highway 78 and the river should be developed with a visual landscaped buffer between Highway 78 and the River (see Housing and Neighborhood Development chapter).



4. Revitalization Areas

Revitalization of existing developed areas is a hallmark of this *Plan*. Revitalization serves multiple community goals—growth management at community edges, community character enhancement, and economic development. Continued revitalization of the historic downtowns of Sauk City and Prairie du Sac is a priority. Sauk City is beginning a concerted planning and implementation effort to revitalize its downtown, joining Prairie du Sac on its earlier redevelopment efforts. Revitalization of lands along other parts of Water Street and the old railroad tracks is also emphasized. These areas should be revitalized with a significant multiple-family housing component (i.e., condos, apartments, townhouses), particularly for riverfront sites that carry spectacular views. Riverfront sites should be developed with careful attention towards environmental impacts and views from the river (see design standards in the Housing and Neighborhood Development chapter).



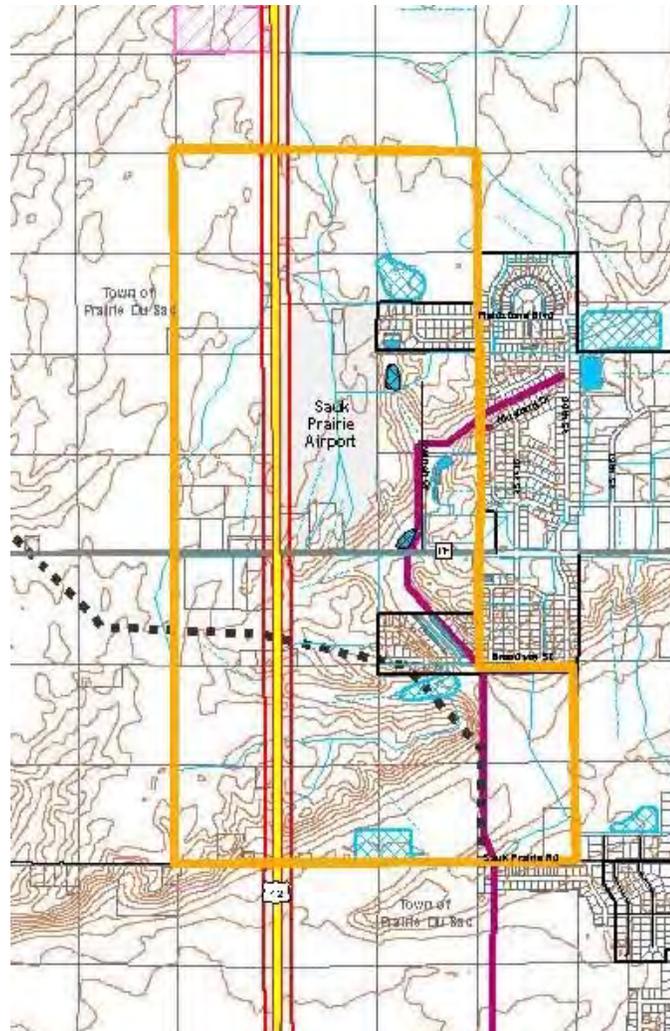
5. New Industrial/Business Park Expansion

Expansions of the existing industrial/business parks in both Villages will address industrial development expansion needs over the 20-year planning period. For Sauk City, this is reflected by a westerly and slight southerly expansion of the Sauk City Business Park, with careful attention to nearby historic sites and residences. For Prairie du Sac, this would be reflected by a small northerly expansion of the Prairie du Sac Industrial Center. The communities will emphasize joint marketing; coordination; and attraction of light industrial, research, and office uses that maximize quality jobs and high property values. This *Plan* includes other new economic opportunities, highlighted below and in the Economic Development chapter.

6. Highway 12/PF Planning Area

In 2011, the Sauk Prairie Intergovernmental Planning Committee undertook a process to prepare a detailed plan for a 920-acre area surrounding the Sauk Prairie Airport and the Highway 12/PF intersection, near the Village of Prairie du Sac's western edge (see Figure 19A). This planning effort implemented a recommendation from the 2005 *Comprehensive Plan* and 2009 intergovernmental agreement among the three communities. Completion of the Area Plan was accelerated by a decision by the Sauk Prairie Memorial Hospital to locate a new facility on lands south of Highway PF.

Figure 19A: Highway 12/PF/Airport Planning Area (in orange)



The Highway 12/PF/Airport Area Plan includes detailed land use, transportation, recreation, and economic development advice for the area. At the time of writing, that Area Plan was being finalized by the communities. The municipalities intend to adopt the entire Area Plan as a detailed component of the three-community comprehensive plan, likely in conjunction with future *Comprehensive Plan* amendments related to the reuse of the Sauk Prairie Memorial Hospital's current site near Water Street. In advance of full adoption of the Area Plan, this Sauk Prairie Comprehensive Plan has been amended to incorporate key recommendations from the Area Plan. These include amendments to the Future Land Use map (Maps 10A and 10B) and Future Transportation and Community Facilities map (Map 11).

The Highway 12/PF/Airport Area serves as a gateway into the community from the west and north, and valuable real estate for future economic development. Still, careful, phased development of the area will advance the community's farmland preservation, natural area protection, and growth management objectives. The communities also wish to plan for this area in a manner that complements other existing and planned commercial, industrial, and office development areas in Sauk Prairie; and which designates a sufficient amount of land for future neighborhood development.

The communities desire for the Sauk Prairie Airport to be maintained as a recreational and small business use airport facility, primarily serving small single-engine and twin-engine piston aircraft. Any proposal to expand the Airport, including its runway length, will be evaluated against this general intent and more detailed criteria included in the Area Plan and zoning ordinance. The communities will designate and regulate airport runway protection zones north and south of the existing runways, plan for a compatible land use pattern around the Airport, and continue financial and in-kind contributions to Airport operations as local budgets allow. The two Villages and Town do not wish to assume any greater support or ownership interest in the Airport, nor do they believe that relocation of the Sauk Prairie Airport to a more rural location will be practical during the 20-year planning period. West of the Airport runway, on and adjacent to the Airport ownership parcel, the communities will allow airport-supporting, light industrial, warehousing, and office businesses, when public utilities are provided.

The communities will accommodate the Sauk Prairie Memorial Hospital's plans to relocate its medical facilities to lands southeast of the Highway 12/PF intersection, outside of the Airport's runway protection zone. The communities also support hospital- and airport-compatible medical campus and office development southeast of the Highway 12/PF intersection. Other areas east of Highway 12—but more distant from the Highway 12/PF intersection—should accommodate neighborhood, educational, and recreational development, including possible future school sites and a community park/recreation center.

West of Highway 12, the communities continue to support long-term agricultural preservation in most locations. In a planned area within the immediate Highway 12/PF intersection area west of Highway 12, the communities support the operation and expansion of existing rural businesses, along with new agricultural-related businesses and compatible light industrial uses that are compatible with a rural location and services (e.g., low water users).

Map 10B and the future land use descriptions in Section F of this Land Use chapter detail the communities' land use recommendations for the Highway 12/PF/Airport Planning area, in the context of the larger Sauk Prairie community.

Finally, the communities have crafted a careful plan for the future expansion of the transportation network in the Highway 12/PF/Airport Planning Area. With respect to the north-south stretch of Highway 12 through that planning area, the communities will attempt to:

- Minimize future private driveway access to Highway 12, though WisDOT is the only agency with access control along Highway 12.
- Minimize additional building development within a 350 foot wide recommended future right-of-way for Highway 12. That width would accommodate future expansion to a four-lane highway, given current WisDOT standards.
- To the extent practical, maximize the potential for a future freeway interchange near the current intersection of Highway 12/PF.

Future on-alignment expansion in this north-south stretch of Highway 12 is most compatible with the Sauk Prairie area's farmland preservation, economic development, and transportation vision. This future alignment also remains feasible given the very limited access to Highway 12 in this north-south stretch.

East of Highway 12, the communities are planning for an interconnected road and trail network, and limited access to Highway PF.

Map 11 and the Transportation chapter of this Comprehensive Plan provide details on the communities' future transportation system recommendations as they affect the Highway 12/PF/Airport Planning Area.”

7. Phillips Boulevard Corridor

Phillips Boulevard will remain a focus for a mixture of uses focused on serving community shopping and service needs. However, for traffic safety and community character purposes, the communities will not plan for unbroken commercial strip all the way from Water Street west to Highway 60 (about two miles in length). Instead, in the short-term, retail-only uses will end near the presently undeveloped west corners of the Lueders Road intersection.

West of that, a mixture of high-value residential and office uses will be integrated with more limited retail development opportunities. Larger scale highway-oriented retail and service uses will be oriented near the present intersection of Highway 12 and 60 (east of the bend), but only when public utilities come available to this area. Careful consideration of residential uses to the north of Phillips Boulevard will be critical in the design of new commercial and mixed use developments. Also, a formal entrance to the Sauk City Business Park from Phillips Boulevard will be established from Phillips Boulevard west of Lueders Road. East of Lueders Road, Sauk City will promote commercial and mixed use redevelopment where appropriate in line with the design standards in the Economic Development chapter.



F. Descriptions and Programs for Future Land Use Designations

Maps 10A and 10B use numerous future land use designations to describe the desired type and future location of different land uses in the Sauk Prairie area. Maps 10A and 10B show more than enough developable acreage within the future land use designations to accommodate the three communities' land use demand forecasts presented earlier in this chapter.

Changes to the existing land use pattern (shown in Maps 7A and 7B) to realize the recommended future land use pattern (shown in Maps 10A and 10B) may occur if and when private property owners make requests for rezoning, annexation, subdivisions or land divisions, conditional use permits, or other development approvals. Not all areas suggested for future development on Maps 10A and 10B will develop or be rezoned for development right away. In other words, the Villages and Town do not support the rezoning or development of all the lands identified on the future land use maps for 20-year growth immediately following adoption of this *Comprehensive Plan*. Instead, the future land use maps show areas that are most logical for additional development at some point in the next 20 years, regardless of the actual timing of development within this time period. Given service demands, an interest in orderly, sequential development, the residential growth phasing policy advised in the Housing and Neighborhood Development chapter, and other factors, careful consideration to the timing of development and associated zoning approvals is essential.

The future land use designations depicted on Maps 10A and 10B are broken into four broad categories: rural/environmental, residential, non-residential, and mixed use. The following sections describe each of the

future land use designations by category, including recommended zoning and policies and programs for handling future development proposals under each designation.

1. Rural/Environmental Future Land Use Designations

a. Exclusive Agriculture

Description: This is the most common future land use designation shown within the Town of Prairie du Sac. This designation is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. This designation focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands, open space areas, and other areas shown as Environmental Corridors on Map 10A. Future land uses are subject to the designation as shown on Map 4A: Town of Prairie du Sac Ag Preservation Plan Map. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres, in accordance with the density policy described below.



It also includes woodlands, open space areas, and other areas shown as Environmental Corridors on Map 10A. Future land uses are subject to the designation as shown on Map 4A: Town of Prairie du Sac Ag Preservation Plan Map. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 35 acres, in accordance with the density policy described below.

Recommended Zoning

Nearly all of the land in this future land use designation will remain under the Exclusive Agricultural zoning district in the Sauk County Zoning Ordinance, or under the Agricultural Preservation zoning district in the Extraterritorial Zoning Ordinances. Rezoning to other zoning districts may be permitted where all applicable policies of this section are met and the proposal is in compliance with Map 4A: Town of Prairie du Sac Ag Preservation Plan Map and the Farmland Preservation Program requirement. Sauk County is in the process of considering a Planned Unit Development: Cluster Development overlay zoning district, which would allow groups of up to three non-agricultural residences without rezoning away from the Exclusive Agricultural base zoning district. The Town intends to use that overlay zoning district if and when such County ordinance is adopted. If the PUD overlay option is not adopted, the Town will utilize any comparable alternative offered by Sauk County.

Definitions

- “Contiguous Single Ownership” is defined as all parcels in the possession of a single or common interest owner that share a common boundary. No street, highway, easement, railroad right-of-way, river, stream, other water body, or Environmental Corridor shown on Map 10A shall break up contiguity of single ownership. All lands shown in the Environmental Corridor on Map 10A shall be used in the calculation of land in contiguous single ownership.
- “Cluster Density Credit” is the result of a point system utilized as part of a Planned Unit Development cluster development. One credit is required for each lot or other principal use that may be created or established given the size of the parcel in contiguous single ownership within an Exclusive Agricultural district. One cluster density credit is available for every 35 acres in contiguous single ownership, rounded down to the nearest whole number, except

for any entire quarter-quarter section that is deemed not buildable. Land is deemed not buildable if a site analysis shows that: the land is found to be in an “Environmental Corridor”; the land is not accessible under current Sauk County Floodplain or Shoreland – Wetland ordinances; land is not suitable for private onsite wastewater treatment system; or where any land easement has exhausted development possibility.

- “Preservation Area Easement” is defined as a legal agreement recorded with the Sauk County Register of Deeds which conveys an interest in real estate imposing limitations and affirmative obligations on the type and amount of development that may take place on a property. For the purposes of this Plan, the preservation easement shall restrict the creation of new lots or new non-farm principal uses on certain adjacent parcels of land when one or more cluster density credits are used.

Residential Density Policies and Programs

residential homes in lands zoned Exclusive Agriculture shall be permitted at the density of 1 home per 35 acres of contiguous single ownership. This general policy will be carried out in accordance with the following program:

- a. Policy Prior to County Ordinance Changes: The Sauk Prairie area communities support Sauk County adoption of County zoning and subdivision ordinance amendments to allow clustering of permitted homesites within the Exclusive Agricultural zoning district. Until the County adopts such ordinance amendments, the Town will require a minimum lot size of 35 acres in Exclusive Agricultural planned and zoned areas. For each Lot of Record, as defined in Sauk County ordinances, in existence prior to October of 1986: (1) one residential dwelling unit may be built and (2) no further density credits or land divisions will be allowed.
- b. Policies Following County Ordinance Changes: Upon adoption of the proposed County clustering ordinance amendments to Chapters 7 (Zoning) and 22 (Land Division), allow the clustering of individual home sites at a density of 1 per 35 acres of contiguous single ownership. In order to carry out the density policy of 1 per 35, rezoning to the Planned Unit Development (PUD) overlay district, or its comparable alternative, shall be required and the following policies will be followed:
 1. Density Credit Determinations: When calculating the density credits associated with the Cluster Program:
 - i. Each 35 acres of land under contiguous single ownership shall be afforded one cluster density credit, subject to any further criteria in the “definitions” section above.
 - ii. Each existing dwelling unit or other nonresidential principal use on the contiguous single ownership parcel shall utilize one cluster density credit.
 - iii. Cluster density credits are rounded down to the nearest whole number. For example, a 240 acre tract of land without a dwelling unit would be afforded 6 cluster density credits ($240 / 35 = 6.9$, rounded down to 6 density credits). A 240 acre with an existing single family residence would be afforded 5 remaining cluster density credits ($240 / 35 = 6.9$ minus one existing dwelling unit = 5.9, rounded down to 5 remaining cluster density credits).
 - iv. The records of the Sauk County Register of Deeds will be used for contiguous land ownership, configuration, and parcel size data necessary to calculate the number of cluster density credits, unless the Town and applicant agree on more detailed or reliable information on the ownership parcel.
 - v. All land transfers automatically carry the number of credits associated with the size of the parcel(s) at the time of transfer of the parcel(s).
 2. Cluster Lot Creation and Sizes: Each cluster density credit enables the creation of one new lot which shall be equal to or larger than 2.5 acres. Lots exceeding 5 acres will require 1 additional cluster density credit for each 5 acre increment.

3. Required Development Plan: All requested rezones to the PUD Cluster Development overlay district must be accompanied by a development plan following all Town and County ordinances, including regulations and guidelines regarding the location the cluster development lots within the PUD; the siting of all buildings, structures, homes and their associated utilities including septic systems and driveways; and the location and condition of all open spaces in the preservation area easement in the PUD overlay.
4. Permitted Uses in Cluster Developments: Each cluster development lot may be used for a dwelling unit or another allowable principal use as defined in Exclusive Agriculture zoning district within Chapter 7, Sauk County Zoning Ordinance, or the Agricultural Preservation district in the Extraterritorial Zoning Ordinance, following the procedures outlined in those ordinances. The keeping of farm animals is allowed at a standard of one animal unit per every net unencumbered acre rounded down to the nearest whole acre. One animal unit equals 1 cow, 1 horse, 2 hogs, 5 sheep, and 20 poultry or rabbits. See Sauk County's zoning ordinance for other requirements and conditions.
5. Cluster Size and Phasing: Each individual cluster development may contain a maximum of three lots. There shall not be more than one cluster development approved within a 10 year period from any land holding in contiguous single ownership as of the date of adoption of this Comprehensive Plan.
6. Cluster Spacing: Prior to allowing a proposed cluster development within 1,320 feet (the length of a quarter-quarter section) of any existing cluster development or land division created by certified survey map, the Town shall notify all landowners within that distance of the pending PUD rezone request to help ensure that the proposed cluster development will not unduly impair the views, topography, vegetation, traffic, farming operations, and rural character of the area.
7. Application of Preservation Area Easements: Preservation area easements placed on remaining lands in the PUD overlay zoning district, or its comparable alternative, shall be held jointly by the Town and the County for a period of 20 years, and shall automatically be extended for a period of 10 years if the Town comprehensive plan's recommended density for that land remains the same or becomes more restrictive. If an entire quarter-quarter section is within an Environmental Corridor as shown on Map 10A or as determined through more detailed site analysis, it may not be subject to a preservation area easement. No lands within any extraterritorial zoning area may be subject to a preservation area easement. Under the clustering program, in order to determine the size of a preservation easement area, for each cluster density credit, subtract the size of the lot created from 35 acres. For example, 35 acres minus a 3 acre lot created equals 32 acres in preservation easement. If a clustering program is applied, there must be a remnant of at least 30 acres remaining per density credit used, for the preservation area easement.

Other Policies and Programs

- a. Nonresidential Uses: Allow commercial, industrial, mineral extraction, and telecommunication tower uses in existence before adoption of the Comprehensive Plan to continue. For new or expanded nonresidential uses, permit only those allowed under the Exclusive Agriculture district in the Sauk County zoning ordinance or the Agricultural Preservation zoning district in the extraterritorial zoning ordinances, and require the use of one density credit (described above) for each new nonresidential use.
- b. Standards for Mineral Extraction Operations: Consider special exception permit applications for non-metallic mineral extraction sites provided that:
 1. The extraction site and any associated buildings minimizes use of Group I through II soils, as shown on Map 4.

2. The project submits for the Town review a complete project description, operations plan, and reclamation plan as required under Section 7.05 (2) (k) 19a-c (or current applicable section) of the Sauk County Zoning Ordinance.
 3. The project meets the standards for approval of a special exception permit in Section 7.05 (2) (k) 19d (or current applicable section) of the Sauk County Zoning Ordinance, with the Town providing the County with its evaluation of the project against such standards as part of its recommendation.
 4. The Town intends to limit mineral extraction operations to rock and sand quarries with only one permanent rock quarry operation allowed to operate in the Town at any one time. Rock quarry operations shall be set back at least 1,320 feet from residences on parcels not in the same ownership.
- c. Standards for Telecommunication Towers: Consider special exception permit applications for wireless telecommunication facilities (e.g., cell towers) using the following standards:
1. The wireless telecommunication facility, any associated buildings, and drives should not be located on Group I or II agricultural soils, as shown on Map 4.
 2. The petitioner should submit directly to the Town copies of complete project descriptions, site plans, and engineering reports required by the Sauk County Department of Planning and Zoning. A pre-application meeting with the Town is recommended before the petitioner contacts the County.
 3. The petitioner should submit all necessary authorizations or proofs of no hazard from the FAA and/or State Bureau of Aeronautics.
 4. The Town does not intend to take action on the special exception permit until it receives and reviews the results of an independent engineering report and staff report from the Sauk County Department of Planning and Zoning.
 5. The Town does not intend to approve wireless communication facility that would be 200 feet or taller, which is the typical required height for lighting.
 6. No new tower will be approved unless it is proven that no existing tower or structure can accommodate the proposed antenna. The Town encourages co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, electrical poles and other tall structures.
 7. Facility locations that maximize the screening of the tower structure through color, topography and vegetation are preferred. All support equipment and the base of the tower should be fully screened from adjacent properties and public roads with fencing or mixed indigenous vegetation. All towers, antennas and accessory structures should use building materials, colors, textures, screening, mixed indigenous landscaping that blend the facilities with the surrounding natural features and built environment to the greatest extent possible.
- d. Rural Living Notification: At the time of issuance of any building permit for lands within the Exclusive Agriculture designation, provide the applicant with a copy of the handbook "Partners in Rural Wisconsin, a Guide to Positive Neighbor Relations in Wisconsin Farm Country" published by the Farm Bureau. Furthermore, the applicant will have to sign an affidavit which acknowledges receipt of this handbook.
- e. Right to Farm Notification: Require a note to be added to the face of all certified survey maps that reads as follows: "Through Section 823.08 of Wisconsin Statutes, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and are planned to continue on lands in the vicinity of this CSM. These active agricultural operations

may produce noises, odors, dust, machinery traffic or other conditions during daytime and evening hours.”

- f. **Town Ordinance Changes:** Following adoption of this Comprehensive Plan, the Town shall amend its land division ordinance and applicable portions of its driveway ordinance to reflect the Sauk County ordinances and all definitions contained within, with some modifications which reflect the needs of the Town, made at the Town’s discretion. These modifications may include, but not be limited to, Planned Development Guidelines with siting guidelines for homes, structures, infrastructure, buildings, and driveways.
- g. **Development Plan Guidelines:** The Town shall prepare Development Plan Guidelines to reflect the needs of the Town and which do not conflict with desires of this Comprehensive Plan, Sauk County Ordinances, or the Planned Unit Development Cluster Development overlay zoning district. The Development Plan Guidelines should cover the location the siting of all buildings, structures, homes, and associated utilities (including septic systems and driveways); the placement of the cluster development within a proposed PUD and on the ownership parcel; and the desired attributes of all open spaces within the required preservation area easement.
- h. **Other Agricultural Preservation Policies:** The Agricultural, Natural and Cultural Resources chapter of this Comprehensive Plan has additional polices and programs related to agricultural preservation in the Sauk Prairie area.



b. General Agriculture

Description:

The General Agriculture future land use designation is mapped in limited areas on Map 10A. The General Agriculture designation allows for more varied commercial, industrial, recreation, agricultural and residential land uses than the Exclusive Agriculture designation. It is the Town’s intent to preserve Exclusive Agriculture as its primary zoning, and thus preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain eligibility for farming incentive programs. It is the primary purpose of this section to promote cohesion between General Agriculture and Exclusive Agriculture areas.

Recommended Zoning:

Nearly all of the land in this category will remain under the (General) Agricultural zoning district in the Sauk County Zoning Ordinance. Rezoning to other zoning districts may be permitted where all applicable policies of this section are met.

Policies and Programs:

- a. **Nonresidential Uses:** Allow commercial, industrial, mineral extraction, and telecommunication tower uses in existence before adoption of the Comprehensive Plan to continue. For new or expanded nonresidential uses, permit only those allowed under the Agricultural district in the Sauk County zoning ordinance. Consider special exception permit applications

for non-metallic mineral extraction sites and telecommunication towers using the policies described under the “Exclusive Agriculture” section above.

- b. Residential Uses: Residential uses in existence before adoption of the Comprehensive Plan shall be allowed to continue. New residential uses shall be guided by zoning and subdivision ordinances in effect over the property.
- c. Land Divisions: All land divisions under the General Agriculture land use designation must meet the following:
 1. Each new lot created shall be equal to or larger than 2.5 acres
 2. Lands under contiguous single ownership upon the adoption of this Comprehensive Plan, may have three divisions in a within a 10 year period. Contiguous single ownership is as defined in the “Exclusive Agriculture” section above.
 3. Submit a development plan with the certified survey map showing that all buildings, structures, homes and their associated utilities including septic systems and driveways follow all guidelines as well as Town and County Ordinances.
 4. Require a note to be added to the face of the certified survey map that reads as follows: “Through Section 823.08 of Wisconsin Statute, the Wisconsin Legislature has adopted a right to farm law. This statute limits the remedies of owners of later established residential property to seek changes to pre-existing agricultural practices in the vicinity of residential property. Active agricultural operations are now taking place and are planned to continue on lands in the vicinity of this CSM. These active agricultural operations may produce noises, odors, dust, machinery traffic or other conditions during daytime and evening hours.”
- d. Keeping of Farm Animals: The keeping of farm animals is allowed at a standard of one animal unit per every net encumbered acre rounded down to the nearest whole acre. One animal unit equals 1 cow, 1 horse, 2 hogs, 5 sheep, and 20 poultry or rabbits. A nutrient plan shall be prepared by the applicant and submitted to the Sauk County Land Conservation Department for approval.
- e. Rural Living Notification: At the time of issuance of any building permit for lands within the Exclusive Agriculture designation, provide the applicant with a copy of the handbook “Partners in Rural Wisconsin, a Guide to Positive Neighbor Relations in Wisconsin Farm Country” published by the Farm Bureau. Furthermore, the applicant will have to sign an affidavit which acknowledges receipt of this handbook.
- f. Town Ordinance Changes: Following adoption of this Comprehensive Plan, the Town shall amend its land division ordinance and applicable portions of its driveway ordinance to reflect the Sauk County ordinances and all definitions contained within, with some modifications which reflect the needs of the Town, made at the Town’s discretion. These modifications may include, but not be limited to, siting guidelines for homes, structures, infrastructure, buildings, and driveways.
- g. Development Plan Guidelines: The Town shall prepare Development Plan Guidelines to reflect the needs of the Town and which do not conflict with desires of this Comprehensive Plan, Sauk County Ordinances, or the Planned Unit Development Cluster Development overlay zoning district. The Development Plan Guidelines should cover the location the siting of all buildings, structures, homes and associated utilities (including septic systems and driveways); the placement of the cluster development within a proposed PUD and on the ownership parcel, and the desired attributes of all open spaces within the required preservation area easement.

c. Public Open Space/Future ParkDescription:

These two designations are mapped over existing and planned publicly-owned land designated as State parks, scenic areas, wildlife areas, and conservation areas; county parks and recreation areas; town and village parks; and recommended landscaped buffer areas between residential development areas and industrial uses or highways. Future parks may also be sited within other land use designations.

Recommended Zoning:

There is not one appropriate existing zoning district for public open spaces and parks found in any of the zoning ordinances that cover the Sauk Prairie area. In general, these areas should be zoned to the least intensive zoning district possible and compatible with the surrounding area (e.g., R1A). Alternatively, the communities may wish to create a “Conservancy” base zoning district to apply over park and environmental corridor areas. Often, these areas are also subject to wetland, floodplain, or shoreland overlay zoning rules, regardless of their base zoning district.

Policies and Programs:

- a. Consider including future park sites on an Official Map, described in the Transportation chapter.
- b. Work with the School District to coordinate public parks, athletic fields, and their programming.
- c. Finalize park system recommendations within a new Comprehensive Outdoor Recreation Plan.
- d. Work to acquire lands along the Wisconsin River for public open space, where opportunities present themselves. (See also Agricultural, Natural and Cultural Resources and Community Facilities and Utilities chapters.)
- e. Acquire new parks within the west side “Traditional Neighborhood” future land use area to accommodate both neighborhood and community needs. Conceptual park locations are shown on Map 10A. (See also Community Facilities and Utilities chapter.)

d. Environmental CorridorsDescription:

The Environmental Corridor designation is mapped along the Wisconsin River (particularly in the southern portions of the Town), along Honey and Otter Creeks, and along other minor streams and drainageways. Environmental corridors are continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space. Features that define areas planned as Environmental Corridors on Maps 10A and 10B are described in the Agricultural, Natural, and Cultural Resources chapter.

Recommended Zoning:

There is no one appropriate existing zoning district for Environmental Corridors in any of the zoning ordinances that cover the Sauk Prairie area. In general, these areas should be zoned the least intensive zoning district possible and compatible with the surrounding area (e.g., R1A). The communities may wish to create a “Conservancy” base zoning district to apply over Environmental Corridors. Often, these areas are also subject to wetland, floodplain, or shoreland zoning rules.

**Policies and Programs:**

- a. Prohibit new building development in Environmental Corridors wherever possible.
- b. Where development is proposed in or near mapped Environmental Corridors, determine the exact boundaries of the Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist, or (3) a mapping error has been identified and confirmed.
- c. Where compatible with natural resource and farmland preservation objectives, permit within Environmental Corridors passive cropping, grazing, and passive recreational activities such as trails and athletic fields.
- d. Work collectively with surrounding and overlapping governments and non-profit agencies on the preservation and enhancement of Environmental Corridors.

e. Building Limitations**Description:**

This overlay future land use designation defines additional areas with limitations for future building construction. Undeveloped areas within this designation should remain undeveloped if other, more appropriate building sites can be found on the property. If more appropriate building sites are not available, the underlying land use designation should guide future land use types and density (e.g., Exclusive Agriculture). In the Sauk Prairie area, the following features define areas designated as lands with building limitations:

- Slopes between 12 and 20 percent.
- 1,200 foot radius around closed landfills in rural (Town) areas. State rules restrict the siting of new private wells in these areas, unless a waiver is obtained from the DNR.
- 250 foot buffer around eagle foraging, perching, and roosting areas, per the Ferry Bluff Eagle Council.

Recommended Zoning:

Nearly all of the land in this future land use designation will remain under the Exclusive Agricultural zoning district in the Sauk and Dane County Zoning Ordinances.

Policies and Programs:

- a. Discourage new building development on lands with Building Limitations where other more appropriate building sites are available.
- b. Where development is proposed in or near lands with Building Limitations, determine the exact boundaries based on the features that define those areas.
- c. Where compatible with natural resource and farmland preservation objectives, permit within Environmental Corridors passive cropping, grazing, and passive recreational activities such as trails and athletic fields.
- d. Work collectively with surrounding and overlapping governments and non-profit agencies to assure that any development that is allowed on lands with Building Limitations does not negatively affect the environment, wildlife habitat, water quality, or emergency services.

2. Residential Future Land Use Designations**a. Rural Single Family Residential**Description:

This future land use designation is mapped primarily over existing and planned subdivisions outside of the Villages and close to the Wisconsin River, and in other limited areas with already-developed concentrations of housing. The designation includes groupings of single-family residences that are located in a town, generally built on lots that are between one acre and five acres in size, and served by private on-site or group waste treatment systems (not municipal sewer).

Recommended Zoning:

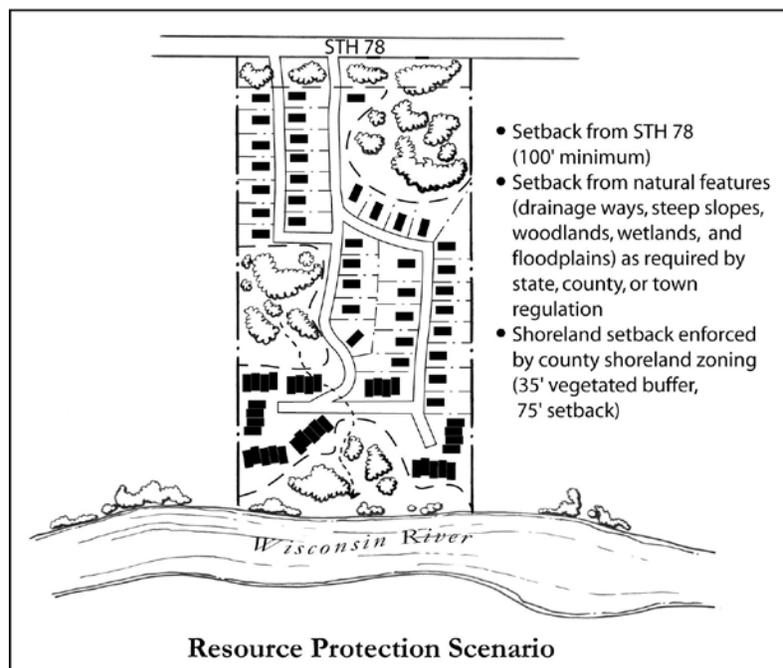
The most applicable zoning district is Sauk County's Single-Family district. Future Rural Single Family Residential lands along the waterfront in the extraterritorial zoning area will need to be rezoned, likely to the R-R Rural Residential district, from their current Agricultural Transition zoning in advance of subdivision development.

Policies and Programs:

- a. Permitted Land Uses: Limit land uses to single family residential development.
- b. Land Divisions: All land divisions and subdivisions under the Rural Single Family Residential future land use designation must meet the following:
 1. Each new lot created shall be equal to or larger than 1 acre, unless soil tests or conditions indicate more area is required to provide safe on-site treatment or a community waste disposal system is approved. Lots for residential building sites of over 3 acres will generally not be allowed.
 2. All new lots must have frontage on a public road.
 3. All new lots must be designed to allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle access, in accordance with the Town's driveway ordinance.

4. The creation of long cul-de-sacs and permanent dead-end streets shall be avoided. Where a cul-de-sac is required, lengths of 1,000 feet or less are promoted.
5. The removal of mature trees and shoreline vegetation shall be minimized, in accordance with shoreland zoning rules.
6. The submittal of stormwater management and construction site erosion control plans is required, in accordance with Town, County, and State requirements.
7. The submittal of soil tests and studies which indicate that placement of on-site waste treatment (septic) systems will meet all County and State standards is required.
8. A development plan is required to be submitted with the certified survey map or subdivision plat, showing that all buildings, structures, homes and their associated utilities including septic systems and driveways follow all guidelines as well as Town and County ordinances.
9. Public access to the Wisconsin River, including waterfront parks and launches where practical, shall be maintained or enhanced.
10. A 100 foot wide vegetative buffer will be required along Highway 78, in accordance with a detailed preservation/landscape plan prepared by the subdivider, approved by the Town, and emphasizing diverse native vegetation.

Figure 20: Future Development Configuration, Highway 78/Wisconsin River Area



- c. Ordinance Changes: Following adoption of this Comprehensive Plan, the Town shall amend its land division ordinance to reflect the Sauk County ordinances and all definitions contained within, with some modifications which reflect the needs of the Town, made at the Town's discretion. These modifications may include, but not be limited to, siting guidelines for homes, structures, infrastructure, buildings, and driveways; stormwater management and erosion control; and allowance of subdivisions (4+ lots) in planned Rural Single Family Residential development areas.

- d. **Development Plan Guidelines:** The Town shall prepare Development Plan Guidelines to reflect the needs of the Town and which do not conflict with objectives within this Comprehensive Plan and Sauk County ordinances. The Development Plan Guidelines should cover the location the siting of all buildings, streets, open spaces, structures, and associated utilities (including septic systems and driveways).

b. Village Single Family Residential

Description:

This designation permits groupings of single-family residences that are located in current or future Village limits, generally built on lots that are between 7,000 square feet and one acre (43,560 square feet) in size, and served by a municipal sanitary sewer system. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. This future land use designation is primarily mapped over existing developed or platted areas, with the most significant exception being a Village Single Family Residential area north of the current Village of Prairie du Sac limits along Highway 78.



Recommended Zoning:

The Village’s R1A or R1B zoning districts are most appropriate.

Policies and Programs:

- a. Preserve and provide public access to the Wisconsin River and plan for waterfront parks and launches where practical.
- b. Preserve or plant a 100 foot wide vegetative buffer along Highway 78, in accordance with a detailed preservation/landscape plan prepared by the subdivider, approved by the Village, and emphasizing diverse native vegetation.
- c. Minimize the removal of mature trees and shoreline vegetation in accordance with shoreland zoning rules.

c. Two-Family Residential

Description:

This designation is primarily intended to allow groupings of duplexes that are in current or future Village limits and served by a municipal sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, row-houses), and small public and institution-



al uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation.

Recommended Zoning:

The Villages' two family residential zoning districts (R2, R2B) are most appropriate for these areas.

d. Mixed Residential

Description:

This designation is intended for a variety of residential units focused on multiple family housing (3+ unit buildings), usually developed at densities that exceed six units per acre, within current or future Village limits, and served by a municipal sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), existing mobile home parks on private waste treatment systems, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within this designation.

Recommended Zoning:

The Villages' multiple family residential zoning districts (RM) are most appropriate for these areas. Two-family residential zoning may also be appropriate where the surrounding areas are predominantly single family in character. Planned Unit Development zoning may also be appropriate in limited instances.

Policies and Programs:

- a. Design multiple family developments to relate to public streets and integrate with the fabric of the surrounding neighborhood, rather than being designed as isolated enclaves.
- b. Establish a maximum residential building size of 16 units, with a preferred number of dwelling units per building of between 4 and 8.
- c. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing and Neighborhood Development chapter.
- d. Consider changes to zoning ordinances to require certain minimum site and building design guidelines and under-building or garage parking.

3. Non-Residential Future Land Use Designations

a. Planned Business

Description:

This future land use designation is planned along portions of Phillips Boulevard, portions of Prairie Street, and near the Highway 12/60 west intersection. It includes high-quality indoor retail, commercial service, office, health care, and institutional buildings on sites with generous landscaping, modest lighting, and limited signage. New developments and major expansions to projects should comply with the design standards included in the Economic Development chapter.



Recommended Zoning:

The Villages' BH Highway Business districts are generally the most appropriate options. The Village's zoning ordinances should be amended to incorporate high-quality standards for buildings, site design, landscaping, signage, and lighting, and to incorporate specific standards for large scale retail uses.

Policies and Programs:

- a. Discourage commercial developments that are appropriate for the two historic downtowns from locating or relocating to Planned Business areas.
- b. Adhere to adopted site and building design guidelines for commercial, large scale retail, and mixed use development projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- c. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter. Require all new buildings to be set back at least 50 feet from planned road rights-of-way to facilitate possible future road expansion.
- d. Avoid rezoning any area designated for Planned Business development until public sanitary sewer and water service is available, the land is within Village limits, and a specific development proposal is offered for the site.
- e. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The Economic Development chapter includes suggested standards for site plan review.
- f. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles.
- g. Consider the relationship between development in the Planned Business areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
- h. Plan for/anticipate some redevelopment of existing auto-oriented land uses that are already on Phillips Boulevard to mixed use redevelopment sites once a bypass is built.

**b. Rural Business****Description:**

This future land use designation is planned for limited areas and for a limited range of businesses requiring or aided by a rural location. The largest planned Rural Business area is west of Highway 12 near the Highway PF intersection, which is intended for agricultural- and rural-based commercial and light industrial uses. In general, this designation is intended for indoor and outdoor land uses, with moderate attention to building design, landscaping, and signs, except that there will be heightened attention to aesthetics for developments fronting Highway 12.

Recommended Zoning:

The areas planned for Rural Business use are mainly under the extraterritorial zoning ordinances. Some agricultural-related business uses are permitted under the A-P Agricultural Preservation zoning district. In such cases (e.g., gun club), the communities do not intend to rezone lands to a business zoning district. In other cases, the Village of Prairie du Sac B-R Rural Business Zoning District is suitable in the Prairie du Sac extraterritorial zoning jurisdiction. The Prairie du Sac extraterritorial zoning committee will explore the expansion of the uses allowed in that district to include low-intensity light industrial and contractor uses that may not be related to agriculture and do not require significant water use.

Policies and Programs:

- a. Discourage commercial and industrial uses in planned Rural Business areas that are envisioned for the two historic downtowns, Village industrial parks, or commercial corridors from locating or relocating to Rural Business areas.
 - b. Adhere to highway access control standards described in the Transportation chapter and required by WisDOT along Highway 12. Require all new buildings to be set back from the recommended future roadway right-of-way to facilitate possible future road expansion.
 - c. Avoid rezoning any area designated for Rural Business development until a specific development proposal is offered for the site.
 - d. Require that all commercial and industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The Prairie du Sac extraterritorial zoning ordinance includes standards for site plan review.
 - e. For properties fronting Highway 12, promote “backage” road access and emphasize high-quality building and landscape treatments, modest signage, well-organized sites, and screened outdoor storage in an effort to improve the appearance of this Sauk Prairie “gateway” area.
 - f. Within Rural Business areas, facilitate businesses that do not require water uses that significantly exceed domestic water use. Direct other businesses to other areas where public water and sewer services are available.
- c. Neighborhood Business**

Description:

This future land use designation is planned for areas along Prairie Street, along Phillips Boulevard, and in other limited areas within the Villages. Neighborhood business uses should also be one component of the Traditional Neighborhood designation described below. The Neighborhood Business designation is intended for small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs.

Recommended Zoning:

The Villages’ BN Neighborhood Business districts are generally the most appropriate options. The Villages’ zoning ordinances should be amended to incorporate high-quality standards for buildings, site design, landscaping, signage, and lighting.

Policies and Programs:

- a. Limit the type, scale, and design of commercial uses to those that are compatible with their residential surroundings. Within Neighborhood Business areas, do not allow large-scale buildings or high-impact uses like auto repair, contractor shops, and restaurants with drive through lanes.
- b. Discourage commercial developments that are appropriate for the two historic downtowns from locating or relocating to Neighborhood Business areas.

- c. Plan for/anticipate some redevelopment of existing auto-oriented land uses that are already on Phillips Boulevard to mixed use redevelopment sites once a bypass is built.
- d. Adhere to adopted site and building design guidelines for commercial, and mixed use development projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- e. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- f. Avoid rezoning any area designated for Neighborhood Business development until a specific development proposal is offered.
- g. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The Economic Development chapter includes suggested standards for site plan review.
- h. Prohibit the unscreened outdoor storage of equipment or materials.
- i. Consider the relationship between development in the Neighborhood Business areas and existing and future development behind these sites. Avoid an unattractive appearance which will affect the future use and enjoyment of these sites.



d. Downtown

Description:

This designation is planned for the historic downtown areas of Sauk City and Prairie du Sac. This designation is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper stories) uses. These uses should be arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. New development, expansions, and exterior renovations should comply with general design standards in the Economic Development chapter and more detailed design guidelines adopted by the Villages.

Recommended Zoning:

The Villages' BC Central Business zoning districts are generally the most appropriate options, although Planned Unit Development zoning may also be appropriate for some redevelopment sites. The zoning ordinances should be amended as necessary to assure that development or exterior remodeling projects have to meet downtown design guidelines or otherwise receive Village approval before beginning.

Policies and Programs:

- a. Preserve the architectural and historic character of the core downtown storefront blocks.
- b. Retain governmental facilities (e.g., library, administrative offices, post offices) in the downtown areas.
- c. Identify and update specific targeted sites for redevelopment, emphasizing more intensive use and redevelopment of existing commercial/mixed use sites over expansion of downtown uses into adjacent residential neighborhoods. Identify lower-value, edge redevelopment sites for additional public parking.
- d. Promote the continued geographic distinction of the two downtowns by minimizing additional commercial development along Water Street between them, not including hospital expansion.
- e. Open up the downtowns to the waterfront by promoting more rear building and yard uses and entries, capturing small open space connections, and promoting rear façade rehabilitation.
- f. Where not already present, install historic- or river-oriented theme decorative lighting to unify each downtown district.
- g. Adhere to detailed design guidelines when considering approvals for new and renovated buildings in the downtown areas.
- h. In collaboration with the Chamber of Commerce and Sauk County Development Corporation, work on a multifaceted economic strategy for the revitalization of the downtowns, as described in greater detail in the Economic Development chapter.

e. Planned IndustrialDescription:

This future land use designation is planned in expansion areas for the two Village industrial/business parks. It includes high-quality indoor manufacturing, warehousing, distribution, office, research and development, and support (e.g., day care, health club, bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in the Economic Development chapter.

Recommended Zoning:

The Villages' ML Limited Industrial zoning district is generally the most appropriate zoning option. The MG General Industrial district may also be appropriate in instances when the Village is provided with a specific development proposal that will protect the character of the business park and surrounding community. The Villages' zoning ordinances should be amended to incorporate high-quality standards for buildings, site design, landscaping, signage, and lighting.

Policies and Programs:

- a. Market Planned Industrial areas for light manufacturing and assembly, warehousing, and office-related development. Discourage heavy industries that would either place excessive demand on municipal utilities or create environmental hazards.
- b. Grow the Prairie du Sac Industrial Center slightly to the north (see Map 10B) to allow business expansion, better street connections, and completion of an environmental/recreational corridor to Wisconsin River.
- c. Expand the Sauk City Business Park to the west, with primary connections along westerly extensions of Carolina and Industrial Streets. In conjunction with the Sauk City Business Park expansion, preserve a 100 foot wide landscaped and bermed buffer around the two cemeteries on the east side of Lueders Road and the August Derleth Homestead on the west side of Lueders Road, and assure that adjacent industrial/business uses are not a nuisance through appropriate restrictions.
- d. Encourage the relocation of older industrial uses that have outgrown their present sites or that are located in predominantly residential areas to one of the Planned Industrial areas.
- e. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- f. Avoid rezoning any area designated for Planned Industrial development until public sanitary sewer and water service is available, the land is within Village limits, and a specific development proposal is offered or the Village approves a business/industrial park layout and covenants.
- g. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The Economic Development chapter includes suggested standards for site plan review.

f. Planned Office/ResearchDescription:

This future land use designation is planned for much of the southern half of the Phillips Boulevard corridor between the Village of Sauk City limits and Highway 60, for the southeast corner of the intersection of Highways 12 and PF, and for a “gateway” development site along Highway 78 north of the current Prairie du Sac village limits. It includes high-quality indoor professional; research, development, and testing uses; health care facilities and other institutional uses; and support uses (e.g., day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage, and should comply with the design standards included in the Economic Development chapter.



Recommended Zoning:

The Villages should consider creating new zoning districts to implement the recommendations of the Planned Office/Research future land use designation. Without private covenants to add restrictions on uses and activities, existing industrial districts probably allow too wide a range of manufacturing uses for a high quality office/research park setting. Alternatively, Planned Unit Development zoning may be considered. The Villages' zoning ordinances should also be amended to incorporate high-quality standards for buildings, site design, landscaping, signage, and lighting.

Policies and Programs:

- a. Market Planned Office/Research areas for research, development, and testing uses; professional offices; and certain private institutional uses like medical centers. Discourage manufacturing, assembly, and warehousing development.
- b. In conjunction with the Sauk City Business Park expansion, (1) preserve a 100 foot wide landscaped and bermed buffer around the August Derleth Homestead on the west side of Lueders Road and (2) reserve a location for a landscaped signage area along Highway 12 west of Lueders Road for the Sauk Prairie Business Park.
- c. Adhere to adopted site and building design guidelines, and to local ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- d. Avoid rezoning any area designated for Planned Office/Research development until public sanitary sewer and water service is available, the land is within Village limits, and a specific development proposal is offered or the Village approves an overall development layout and covenants.
- e. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The Economic Development chapter includes suggested standards for site plan review.

g. General Industrial**Description:**

This designation is mapped over mainly developed portions of the two village industrial/business parks. It includes indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, bank) uses, often with outdoor storage areas, and with low to moderate attention to building design, landscaping, and signage.

Recommended Zoning:

The Villages' MG General Industrial zoning district is generally the most appropriate option.

Policies and Programs:

- a. Encourage the relocation of older industrial uses that have outgrown their present sites or that are located in predominantly residential areas to one of the General Industrial areas.
- b. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, sign-



age, landscaping, and lighting prior to development approval. The Economic Development chapter includes suggested standards for site plan review.

h. Institutional/Transportation

Description:

This designation includes large-scale public buildings, schools, religious institutions, the Sauk Prairie Airport, power plants and substations, hospitals and medical campuses, and special care facilities. Maps 10A and 10B generally show existing locations of such facilities, except for the pending site for the new Sauk Prairie Memorial Hospital campus. Future small-scale institutional uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or Traditional Neighborhood areas.

Recommended Zoning:

For the Airport, the AIR Airport zoning district is the most appropriate option. The Village of Prairie du Sac recently created an “Institutional” zoning district, which is the preferred zoning district in other planned Institutional areas where that ordinance applies. A variety of other zoning districts (particularly in Sauk City) allow institutional uses, mainly as conditional uses.

Policies and Programs:

- a. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
- b. Consider the impact on nearby residences and agricultural operations and the transportation network before approving any new or expanded institutional use.
- c. Continue to work with the Sauk Prairie Area School District to coordinate uses and activities on District-owned land.
- d. Work with the Sauk Prairie Memorial Hospital and surrounding residents and property owners on the planning and implementation of a redevelopment/reuse plan for the existing hospital site, encouraging the Hospital to lead the reuse planning effort.
- e. Accommodate the relocation of the Sauk Prairie Memorial Hospital and related medical campus uses to the planned “Institutional/Transportation” site southeast of the Highway 12/PF intersection, provided that transportation, utility, stormwater, land use transition, trail, airport-impact, and other land use matters are successfully addressed.
- f. Plan for the continuation of the Sauk Prairie Airport in its current location as a recreational and small business use airport. Consider expansion to the Airport where applicable zoning ordinance and Highway 12/PF/Airport Area Plan criteria can be met. See further recommendations related to the Airport in the Transportation Chapter and in the Highway 12/PF/Airport Area Plan.

i. Extraction

Description:

This designation includes lands in current or approved use for sand, gravel, or rock extraction. These include an operation near the northern boundary of the Town of Prairie du Sac and a second operation across the Wisconsin River from the Village of Sauk City. The Town intends to review future requests for additional extraction operations in accordance with detailed policies within the Exclusive Agriculture section of this chapter.

Recommended Zoning:

Sauk County’s Exclusive Agricultural or General Agricultural zoning districts are typically the most appropriate options.

4. Mixed Use Designations

a. Traditional Neighborhood

Description:

This future land use designation is mapped over the planned western neighborhood growth areas of the two Villages. These areas should be developed in a form not unlike how the two Villages developed in their first 100+ years. Traditional neighborhoods should include a mix of residential uses, along with neighborhood-serving park, small-scale institutional, and neighborhood business land uses (represented by the “pie” symbol on Map 10B). Traditional neighborhood areas should be developed in accordance with the principles illustrated in Figure 21 and the following:

- Mix of housing types, lot sizes, and densities. The focus should be on single family housing, but new neighborhoods should also include duplexes, townhouses, condominiums, garden apartments, and senior housing reflective of the historic mix of different housing types in the Villages. This suggests that a minimum of 65% of the housing units in the Traditional Neighborhood future land use designation area should be single family detached residences.
- Small lot single-family development, with consideration of alleys to serve the smallest lots.
- Modest front yard setbacks, front porches, garages pulled back from front home facades (or detached in back yards), and other design features intended to encourage neighborhood interaction, match the house to the lot, and avoid “garage-scape” appearances.
- Neighborhood focal points, such as village greens, parks, squares, schools, and neighborhood retail and service centers within walking distance of homes.
- An interconnected grid of streets sized to correspond with traffic volumes, and generally narrower than neighborhood streets that were built in the last half of the 20th century.
- Orientation to the pedestrian through sidewalks, paths, and thoughtful interconnections between different use areas.
- Use of natural stormwater management techniques, and incorporation and restoration of degraded environmental features.

Recommended Zoning:

The best option for future zoning of the lands in the Traditional Neighborhood future land use designation would be a new Traditional Neighborhood Design zoning district. This type of district typically operates similar to a Planned Unit Development district. The zoning is tied to Village approval of a specific plan for the neighborhood. The district text would include specific design standards which all developments in this district would have to meet. Alternatively, the Villages could apply a patchwork of traditional zoning districts (e.g., BN, R1A) to areas under this designation. However, achieving the desired neighborhood character is more difficult under this alternative approach.

b. Mixed Use Center

Description:

This designation advises a carefully designed blend of Planned Business, Mixed Residential, Office/Research, and/or Institutional land uses (represented by the second “pie” symbol on Map 10B). Approvals for such projects should be granted only after submittal, public review, and Village approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Mixed Use Centers are intended as vibrant urban places that should function as community gathering spots. Figure 22 generally illustrates suggested uses, designs, and characteristics of Mixed Use Centers.

Map 10B suggests three areas intended for future development or redevelopment as Mixed Use Centers, described as follows:

- West Phillips Boulevard/Highway 12: This planned Mixed Use Center is located between Lueders Road and Highway 60, around a planned north-south collector street crossing of Highway 12. It is intended to allow for the continuation of higher-value uses along Phillips Boulevard (Highway 12), while at the same time breaking up the



- highway-oriented commercial strip. Mixed use buildings will be promoted (e.g., retail on ground floor, residential or office in upper floors), with parking behind the buildings. Land uses should support the Traditional Neighborhood north of Phillips Boulevard (e.g., neighborhood-scale grocery, hair salon, video store, wine and beer shop) and the planned office, research, and industrial areas to the south (e.g., day care, bank, deli, health club, clinic, lodging). Auto-oriented retail uses—such as car lots, gas stations, and restaurants with drive-through lanes—are discouraged in this Mixed Use Center.
- Water Street/Oak Street/Hospital Mixed Use Area: This area is located along Water Street midway between the two historic downtowns. It is home to the train station (restored to retail use), a modern medical clinic, a collection of other commercial uses and buildings of mixed quality, and the Sauk Prairie Memorial Hospital site one block to the west. (The Hospital is shown as an Institutional use area on Map 10B). The Hospital intends to relocate most of its services away from this site to the west edge of the Village. Redevelopment of the Hospital site and the planned Mixed Use Area along Water Street for neighborhood-compatible service, commercial, recreation, residential, and/or congregate care uses may be appropriate. Commercial expansion beyond the boundaries of the area planned for a Mixed Use Center and Institutional uses on Map 10B will be discouraged. The Villages and the Hospital intend to work together on a reuse plan for the Hospital site and buildings, on an effort coordinated by the Hospital, including community involvement, and considering opportunities associated with the Mixed Use Center-designated areas on Water Street.
- South Water Street/Phillips Street Mixed Use Area: This area, centered on the old creamery, currently contains a mixture of underused buildings historically focused on the now-unused rail line. The area also has river frontage, is four blocks from downtown and Phillips Boulevard, and would be visible from the future south bypass. This location is recommended as a mixed-use redevelopment area, potentially incorporating condominium and rental housing, incubator space for low-impact businesses, and/or studios and other live-work spaces. Sites like these do not redevelop themselves. Instead, detailed planning and design, site assessment, public-private partnerships, redevelopment incentives (such as tax increment financing), and persistence over a number of years is required. Sauk City may prepare a redevelopment plan for the South Water Street/Phillips Street area to bring together these ideas, involve property owners, and set the proper vision and implementation program.

Recommended Zoning:

The best option for future zoning of the lands in the Mixed Use Center future land use designation would be a Planned Unit Development zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to Village approval of a specific plan for the project. Alternatively, the Villages could apply a patchwork of traditional zoning districts (e.g., BH, RM) to areas under this designation. However, achieving the desired district character would be more difficult under this alternative approach.

G. Smart Growth Areas and Opportunities for Redevelopment

Wisconsin's comprehensive planning law requires comprehensive plans to identify "Smart Growth Areas," defined as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs." The law also requires the development of strategies to promote the redevelopment of lands for economic purposes.

This *Plan* designates the Downtown, Water Street/Oak Street/Hospital Mixed Use Area, South Water Street/Phillips Street Mixed Use Area, and lands along the railroad tracks in Sauk City as both "Smart Growth Areas" and key redevelopment areas. The designation of these areas as a Smart Growth and redevelopment areas draws upon the potential for rehabilitation and re-use of vacant and older buildings utilizing existing streets and connections to existing utility systems, as identified as a priority from public input through this planning process. The Villages will support the reuse, revitalization, and further investment in these areas through the various techniques and strategies described throughout this *Comprehensive Plan*.

Figure 21: Traditional Neighborhoods

Figure 22: Mixed Use Centers

CHAPTER FIVE: TRANSPORTATION

Transportation issues are of critical importance to the Sauk Prairie area. This chapter includes goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Sauk Prairie area.

A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The Sauk Prairie area is well connected to the region through the existing roadway network, most notably Highway 12. This access will improve further with planned and potential future expansions and alignments for Highway 12. Other transportation facilities, such other highways like 60 and 78, freight and passenger rail, airport service, and bike and recreational trails are in the area and nearby.

Map 11 shows existing transportation facilities. For major roads, the map includes year 2002 average daily traffic volumes, and percentage increases over the previous 20 years. Traffic increased significantly throughout the Sauk Prairie area. Traffic along the segment of U.S. Highway (USH) 12 between State Trunk Highway (STH) 60 west and County Trunk Highway (CTH) Z essentially doubled over that 20 year period. Traffic along CTH PF (Prairie Street) increased nearly 160 percent.

1. Existing Roadways

Highway 12

Highway 12 serves as the principal arterial highway within the Sauk Prairie area, connecting with Dane County, providing access to Interstate-90/94 to the north, and carrying a large volume of both local and through traffic.

The Wisconsin Department of Transportation (WisDOT) has designated Highway 12 as a Corridors 2020 Connector Route and has what is referred to as “administrative access control authority” under Section 84.25 of Wisconsin Statutes. WisDOT has the authority to restrict new driveways on highways controlled under the authority of Section 84.25.

In 2005, Highway 12 was expanded from two lanes to four lanes between the City of Middleton and the Village of Sauk City. This expansion included reconstruction of the Sauk City Bridge over the Wisconsin River. The 4-lane segment of Highway 12 now ends near John Adams Street. In 2008 or 2009, WisDOT intends to reconstruct Highway 12 (Phillips Boulevard) from John Adams Street to Lueders Road as a four lane roadway with a center turn lane and bicycle lanes. There are presently no

Transportation Recommendations Summary

- Plan for a Highway 12 Bypass south of Sauk City
- Continue the interconnected street grid in new Village neighborhoods
- Remove or realign the railroad line to not bisect the Villages
- Plan for a community-wide trail network, focusing on the Wisconsin River first
- Work to continue the airport within its current boundaries

Roadway Function Classification System

In Sauk County and throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system.

The functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their class. The three functional classes include:

- **Arterials**, which provide primary access to and through an area. Arterial roadways are intended to primarily serve long distance travel.
- **Collectors**, which disperse traffic off of the arterials and provide direct access to residential neighborhoods or commercial and industrial areas, and
- **Local** streets, which provide access to individual properties.

plans to expand Highway 12 to the west and north of Lueders Road within the Sauk Prairie area. Highway 12 is scheduled to be realigned in the Baraboo/Delton area between 2008 and 2015.

Other Roads and Highways

Several two-lane arterial and collector highways in the area complement Highway 12:

- STH 78 runs along the Wisconsin River and connects the Village of Prairie du Sac with the Village of Merrimac. East of the river, Highway 78 extends south through western Dane County. Highway 78 is an arterial highway (roads that largely serve a regional function). Highway 78 (Water Street) is the “main street” or historic central business district of both Prairie du Sac and Sauk City. WisDOT is designing upgrades to Highway 78 between Merrimac and Prairie du Sac to soften significant curves. That project will include a realignment of the present intersection of Highways 78 and Z, so that the free-flow traffic movement will be along Highway 78, with a turn required onto and off of Highway Z. The project is scheduled for construction between 2007 and 2009.
- STH 60, another arterial highway, follows the Water Street and Phillips Boulevard routes through the two Villages. Highway 60 bridges the Wisconsin River at Prairie du Sac, and extends all the way to the eastern edge of Wisconsin. It shares the road with Highway 12 until the “bend” west of the Villages, then heads west to Spring Green. There have been community concerns about traffic safety and visibility at that bend. WisDOT does not have any improvements to Highway 60 planned, beyond the Phillips Boulevard project described under the Highway 12 section above.
- STH 188 is a short highway in the Town of Roxbury east of the river. It provides a scenic “short cut” through the Sauk Prairie area.
- CTH PF (Prairie Street) is the main east-west street through the Village of Prairie du Sac, intersecting with Highway 12 on the west and terminating at the Highway 60 bridge on the east. It is mainly a two-lane road, but has experienced significantly increased traffic volumes. It serves industrial development to the north and residential development to the south, as well as some through traffic from the bridge to Highway 12.
- CTHs Z and O serve more rural parts of the Sauk Prairie area. CTH Z provides another “short cut” route through the Sauk Prairie area, connecting Highways 78 and 12.

2. Airports

The Sauk Prairie Airport is a public-use airport located east of the Highway PF/12 intersection in the Town of Prairie du Sac. The Sauk Prairie Airport property was privately owned by Olson Property of Merrimac LLC, but was in the process of being sold to another party near the time this *Plan* was adopted. The 16.5 acres—including the runway, taxiways, and access road—are leased to the Town of Prairie du Sac. Sauk Prairie Airport, Inc., a non-profit corporation, operates and maintains the leased property for the Town. The lease term runs for about 70 more years. In the past, the Village of Prairie du Sac, the Town of Prairie du Sac, and Sauk County have provided financial assistance.

Facilities at the Sauk Prairie Airport include a taxiway, a runway, and 29 hangers. The asphalt runway is 2,940 feet long and 32 feet wide. It is lit with low intensity runway lights. The airport is designated as a “basic utility airport”, designed to serve all small single-engine piston aircraft and many small twin-engine piston aircraft under 12,500 pounds. Approximately 40 single-engine aircraft are housed at the airport. In 2001, 14,000 take-offs and landings were recorded. According to the WisDOT Bureau of Aeronautics, the Sauk Prairie Airport contributes approximately \$1.26 million per year to the local and State economy.

In 2001, the then-owners of the airport property proposed that the Village of Prairie du Sac, the Village of Sauk City, the Town of Prairie du Sac, and Sauk County take ownership of the airport and to widen and lengthen the runway. Governmental ownership would qualify the airport for Federal Aviation Administration funding. After a 1 ½ years of discussion, the Village of Prairie du Sac Board de-

cided not to accept that proposal. More recently, there has been a different proposal to upgrade the runway on the airport property, and continued discussions on the future of the Airport are certain.

The Village of Prairie du Sac Extraterritorial Zoning (ETZ) ordinance maps the Airport zoning district over the Sauk Prairie Airport and all of the lands west to Highway 12 and south to Highway PF. The purpose of this district is to maintain the viability of its [the Sauk Prairie Airport's] continued operation as a small airfield for local businesses and residents. It is not intended that the airfield be expanded for commercial flights or uses. Uses that are allowable in this district include those that are compatible with the operation and maintenance of a rural airport. Allowable conditional uses include airport support services (e.g., airplane fuel operation and maintenance).

3. Rail

At one time, the Sauk Prairie area was served by two rail lines. Today, only one rail line is still active. This rail line crosses the Wisconsin River in Merrimac. This line is owned by WisDOT (land) and the Wisconsin River Rail Transit Commission (improvements). The federal government owns the line within the Badger Army Ammunition Plant (BAAP). WisDOT has requested that the rail line through BAAP be transferred to its ownership. Preliminary discussions and property surveys have taken place in preparation for negotiations between WisDOT and the federal government to acquire the line/land either in fee or in easement. The Union Pacific owns the line from BAAP to Merrimac, and the Wisconsin River Rail Transit Commission owns the line from BAAP into the Sauk Prairie area.

A second crossing of the Wisconsin River once connected Sauk City with the Village of Mazomanie in Dane County. Rail service along this connection was halted in 1997. WisDOT owns the segment of rail which includes the rail bridge, south of the Highway 12 bridge. A portion of the bridge was removed in April 2002, after the bridge began to shift downriver, becoming structurally unsound. The Villages, railroad organizations, and non-profit groups are investigating with WisDOT the potential for abandoning or otherwise allowing long-term trail use of the section of railroad running through the Villages of Sauk City and Prairie du Sac.

4. Bicycle and Pedestrian Facilities

The Sauk Prairie area is well connected for road bicycling to the extensive country road network located within the Town of Prairie du Sac and the surrounding towns. Currently, the Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac do not have designated bicycling routes. Sauk City constructed the River Bike Trail adjacent to the Wisconsin River (see Map 5). A bicycle path underpass and on-road bike lane were also constructed as part of the 2004-2005 Highway 12 bridge improvements, connecting the Sauk Prairie area to rural Dane County routes.

Most of the older streets in both Villages are served by sidewalks, while many recent subdivisions, commercial areas, and industrial areas do not have sidewalks. The Village of Prairie du Sac's Land Division Public Improvement Design Requirements now requires that all new land divisions must include sidewalks on both sides of the street, unless waived by the Village Board. Sauk City's Land Division Ordinance requires that new commercial developments provide sidewalks on at least one side of the street and that new residential developments provide sidewalks on northern and western sides. The Town of Prairie du Sac does not require sidewalks.

5. Transit and Specialized Transportation Services

The Sauk Prairie area does not currently have access to any type of public or mass transportation system. However, the Villages of Prairie du Sac and Sauk City subsidize a local taxi service that provides transportation within the Sauk Prairie area.

Map 11: Existing Transportation and Community Facilities

6. Commuting Data

Figure 23 provides commuting data for Sauk Prairie area adults, compiled in 2003 by the UW Extension Center for Community Economic Development. Employed Sauk Prairie area adults are most likely to work in the Village in which they reside. Town of Prairie du Sac residents are most likely to work in the Village of Prairie du Sac. The cities of Madison, Baraboo, and Middleton are also common work destinations. These workplaces have in common a location on or near Highway 12, emphasizing the importance of that highway in connecting the Sauk Prairie area to the larger region.

Figure 23: Commuting Patterns for the Sauk Prairie Area

↓ Work Destination ↓	Town of Prairie du Sac Residents	Village of Prairie du Sac Residents	Village of Sauk City Residents
Village of Prairie du Sac	141	462	281
Village of Sauk City	120	376	407
Town of Prairie du Sac	100	46	44
Madison	99	278	216
Baraboo	32	130	15
Middleton	25	44	98
Other cities in Dane County	45	191	248
Other cities in Sauk County	41	125	70

Source: Center for Economic Development

B. Review of State and Regional Transportation Plans

This section reviews regional, county, and State transportation plans and studies relevant to the Sauk Prairie area, as required under the comprehensive planning legislation. Except where otherwise indicated below, there are no known conflicts between the policies and recommendations set forth in this *Comprehensive Plan* and those of these regional, county, and State transportation plans.

1. Wisconsin State Highway Plan

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State and Federal highways in Wisconsin. That *Plan* does not identify all specific projects, but instead provides broad strategies and policies to improve the State highway system over the next 20 years. That *Plan* does show the legislatively-approved major ongoing and planned Highway 12 expansion projects in Dane County and in the Baraboo/Delton area. That *Plan* also maps a “potential major” highway project over other sections of Highway 12 in the Sauk Prairie area.

2. Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century

Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the State for the next 25 years. *Translinks 21* recommended completion of the planned Corridors 2020 Backbone network improvements by 2005; creation of a new State grant program to help local governments prepare transportation corridor management plans to deal effectively with growth; provision of State funding to assist small communities in providing transportation services to elderly and disabled persons; and

development of a detailed assessment of local road investment needs. WisDOT is currently in the process of updating this 1995 plan through *Connections 2030*, set for completion in Spring 2006.

3. Wisconsin Bicycle Transportation Plan 2020

The *Wisconsin Bicycle Transportation Plan 2020* presents a blueprint for improving conditions for bicycling, clarifies WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The *Plan* reports that more than one-third of all Wisconsin households in 1998 included someone who took at least one bike trip in the previous week. Existing State trails and future "priority corridors and key linkages" for bicycling along the highway system in Wisconsin are included in the *Plan*.

4. Wisconsin Pedestrian Policy Plan 2020

The *Wisconsin Pedestrian Policy Plan 2020* is a policy document that presents Statewide and local measures to increase walking and promote pedestrian safety. The goals of the *Plan* are to increase the number and improve and quality of walking trips, reduce the number of pedestrian crashes and fatalities, and increase the availability of pedestrian planning and design guidance for State and local officials and citizens. The key State objective identified in the *Plan* is to work with local governments and other interested stakeholders to increase accommodations for pedestrian travel to the extent practicable along and across State highways. There are no recommendations specific to the Sauk Prairie area.

5. Wisconsin Rail Issues and Opportunities Report

Wisconsin Rail Issues and Opportunities summarizes critical rail transportation issues identified during a public outreach effort. The report serves as a point of departure for the rail component of the upcoming *Connections 2030*, WisDOT's multimodal transportation plan set for completion in 2006.

6. Wisconsin State Airport System Plan

Wisconsin State Airport System Plan 2020 includes a general inventory of existing airport facilities in the State and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the State. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs.

7. Memorandum of Agreement concerning US Highway 12 between Middleton and Lake Delton, Wisconsin

The Memorandum of Agreement (MOA) is an agreement between Sauk County, Dane County, the State of Wisconsin, WisDOT, the Wisconsin Department of Natural Resources (WisDNR), the Federal Highway Administration (FHWA), the U.S. Environmental Protection Agency (USEPA), the U.S. Fish and Wildlife Service (USFWS), the National Park Service (NPS), and The Nature Conservancy (INC). The agreement includes commitments and timeframes for Highway 12 improvements in Dane and Sauk Counties, protection of the Baraboo Range National Natural Landmark, farmland preservation, and other natural resource protection. Specifically, the parties agreed to the following transportation system improvements:

- "WisDOT and FHWA may proceed with a phased construction of a modified four-lane USH 12 in Dane County [between Middleton and Sauk City]..."
- "WisDOT will not initiate construction of a USH 12 bypass of the Village of West Baraboo between Terrytown Road and Point of Rocks before 2015."
- "WisDOT will not propose construction of a USH 12 bypass of Sauk City before 2020." There are some in the Sauk Prairie area who do not support this provision of the MOA. This Sauk Prairie Comprehensive Plan supports detailed planning for a bypass of Highway 12 as soon as possible so that a corridor may be preserved and acquired when necessary.

- “WisDOT will exercise its authority to control and reduce access points along USH 12...”

The parties also agreed to the following:

- The creation of two funds “to provide long-term protection of the nationally significant natural resources in the Baraboo Range National Natural Landmark (BRNNL) which may be impacted from the USH 12 project.” The BRNNL Protection Fund “will contain \$5 million paid by WisDOT from State/federal transportation monies.” The Special BRNNL Stewardship Fund “will contain up to \$5 million of additional Stewardship Capital Fund dollars but will require a dollar-for-dollar federal/local/private non-transportation fund match...”
- Funding of \$250,000 each for Dane County and Sauk County for local planning assistance for “the towns, cities, and villages along the USH 12 corridor to use as they see appropriate to address growth-related issues.” Part of this funding was used to prepare the *Sauk County Highway 12 Corridor Growth Management Plan* described below.
- The creation of the Sauk County Fund in which “WisDOT agrees to provide up to \$250,000 over a five year period in State/federal transportation monies to be used to establish and fund a program to purchase lands, scenic/conservation/agricultural easements and/or development rights from willing sellers in Sauk County outside of the BRNNL.”

8. WisDOT District 1 Highway Improvement Program

The WisDOT District 1 office maintains a six-year improvement program for State and federal highways within the District. The present six-year plan includes the Phillips Boulevard and Highway 78 projects described above. The District desires to maintain contact with communities within which State or federal highways run, and encourages the Sauk Prairie area communities to work with them when any changes in land use occur that could affect the functioning of the highways. This will be particularly important for new development proposed along Highway 12.

9. Sauk County Highway 12 Corridor Growth Management Plan

The Sauk County Highway 12 Growth Corridor Management Plan includes a vision and detailed recommendations for the entire 24-mile Highway 12 corridor, which encompasses all communities through which Highway 12 runs. Recommendations made in the plan focus on identifying areas for development, preserving farms and natural areas, protecting community appearance and views, promoting appropriate economic development, and making the most out of planned transportation improvements.

The Plan identifies the Sauk Prairie area as the southern gateway into Sauk County and the Highway 12 Study Area. The Plan recommends:

- New growth should be directed to western expansion areas, patterned after the area’s historic neighborhood development form;
- Future job growth should be target to the northwest and southwest quadrants, which have good highway access;
- New development should be kept within the north-south segment of Highway 12 and any future bypass;
- New development should be coupled with a coordinated reinvestment strategy for the downtown areas and Phillips Boulevard; and
- River access in the downtown areas should be an overriding goal in an effort to celebrate and enhance the “rivertown” character of the area.



10. Long Range U.S. Highway 12 Alternatives Study (2004)

This study was a Phase 2 project of the *Sauk County Highway 12 Growth Corridor Management Plan* project. The purpose of the study was to identify and evaluate alternative alignments and design characteristics for potential future Highway 12 expansion alternatives in the Sauk Prairie area. The alternatives study examined potential impacts to mobility; the community; and agricultural, natural, and cultural resources of five different future highway alternatives. These alternatives are shown on Map 12. That particular study did not recommend any particular alternative, but the results were used to inform the recommendations of this *Comprehensive Plan*.

C. Transportation Goals, Objectives and Policies

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users.

Goal: Encourage and advance long-range planning for major highways, particularly Highway 12.

Objectives:

- a. Maintain and require an interconnected road, pedestrian, and bike network.
- b. Support biking, walking, transportation facilities and services for the disabled, freight rail transport, trucking, water transport, transit, and other alternative modes of transportation.
- c. Ensure that transportation system improvements are coordinated with land development, especially near Highway 12 and the Airport.
- d. Encourage new neighborhood and non-residential development designs that support a range of transportation choices.
- e. Actively participate on multi-jurisdictional transportation system planning and improvements, particularly with the counties and State.

Policies:

- a. Adopt an **Official Map** to reserve sufficient rights-of-way for future arterial and collector streets (particularly Highway 12), pedestrian and bicycle paths, bridges, and rail. An Official Map is defined in the sidebar.
- b. Advance and support the mapping, preservation, and more detailed State analysis of the locally-preferred route for a

What is an Official Map?

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a “chamber of commerce”-type road map. It is actually a city or village ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area of a facility shown on the adopted Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets. Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. Additionally, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the city’s or village’s extraterritorial jurisdiction.

- future bypass of Highway 12**, south of the Village of Sauk City. Based on the *Long-Range U.S. Highway 12 Alternatives Study*, the Near South Bypass option is the most supportable long-range Highway 12 alternative (see Map 13 for the locally-preferred alignment). Still, before a bypass may get built, State and federal rules require a detailed consideration of all possible alternatives through an Environmental Impact Statement process. This process will also consider in greater detail precise alignment and design issues than could not be resolved during this comprehensive planning process. The selection of the actual future alignment to be built, associated property purchases, and any noise mitigation approaches will be the responsibility of WisDOT under State and federal law.
- c. Work with WisDOT, Sauk and Dane Counties, and surrounding jurisdictions to **coordinate land use with future improvements to Highway 12**. In order to increase the chances that the locally-preferred south bypass will ultimately be the State’s preferred route, minimizing obstructions within the corridor and at potential intersections/interchanges will be critical.
 - d. **Support various strategies to extend the life of the upgraded Phillips Boulevard**. The Highway 12 bypass may not be constructed until after 2020; therefore, the life of the Phillips Boulevard improvements planned for 2008-2009 should be extended as long as possible. Minimizing the amount of traffic that must use this route is the most effective means of accomplishing this goal. This can be done by 1) rerouting some regional traffic around Phillips Boulevard by marking and enhancing a scenic highway alternative along Highways 188/60/78/Z; 2) removing some local traffic from Phillips Boulevard through improvements to and full connection of Carolina Street; and 3) developing west-side collector roads.
 - e. **Control access to arterial highways** to enhance their capacity and increase safety, such as by requiring adjoining businesses to share driveway entrances or take access from intersecting local roads rather than from the arterial. WisDOT will generally not allow new access points along the north-south stretch of Highway 12, which is consistent with the suggestions of this *Comprehensive Plan*. WisDOT and the Village of Sauk City worked out an access control plan for existing Highway 12 west of Lueders Road at the same time that this *Comprehensive Plan* was being completed, with the results reflected in Map 13.
 - f. Support access control and rural character objectives by **discouraging “side of the road” development** along rural roads and highways in the Town. Significant roadside development decreases traffic safety and increases the perception of how much land is actually developed in rural areas.
 - g. Continue to regulate the **placement and design of driveways in the Town**, and promote joint driveways on rural roads and highways. This may require minor amendments to the existing Town driveway ordinance.
 - h. Continue to update and implement a **Capital Improvement Program and/or Town Road Improvement Program** to provide for upgrading of local roads and to seek funding. This type of mid-range facility planning program can help avoid fluctuations in budgets on a year-to-year basis and promote responsible borrowing where necessary.
 - i. Provide a continuous, **interconnected network of local streets, sidewalks, bicycle routes, and paths for the western Village neighborhood growth areas** that results in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreational centers. This is key to the “Traditional Neighborhood” form for the Village’s western neighborhood growth areas that is advocated in the Land Use chapter.
 - j. Upgrade existing **local roads to current standards to the extent practical** when repaving those roads, **but do not over-design those roads** beyond rural or local road standards. Over-design—such as wider-than-necessary pavement and shoulders or elimination of subtle curves—can result in excessive travel speeds, increase use of local roads for through traffic, and negatively affect rural or small village community character.
 - k. Require **new street improvements to meet the design and layout standards** in Town and Village land division and public improvement ordinances. Consistently implement Village ordinance standards **requiring sidewalks on new public streets**.

- l. **Establish and sign bicycle paths and routes** on local streets throughout the community to connect neighborhoods with schools, parks, and shopping, and **accommodate bicycle and pedestrian traffic** on less traveled rural roads. Recommended on- and off-street bicycle routes are depicted on Map 13.
- m. **Support the Sauk Prairie Airport's continued operation** as a small, privately owned and operated airfield for local businesses and residents. The Airport expands community economic development opportunities by providing a service (air access) to businesses that many other communities do not offer. Based on this premise, the Sauk Prairie communities anticipate the continuation of the Airport in its current location, and support compatible future land use pattern around the Airport through techniques like airport runway zone and height protections. The communities do not intend to support any Airport expansion that facilitates commercial flights. The planned "Airport" land area north of the current Airport ownership parcel would provide an avenue for future airport runway expansion, if land was privately acquired for that purpose and expansion criteria listed above, in the zoning ordinance, and in the Highway 12/PF/Airport Area Plan are met. Such land area is already in the AIR Airport zoning district.
- n. Work with rail owners and interests to **abandon or otherwise convert use of the rail** line in the two Villages for trail purposes. Most community members feel strongly that rail service should be relocated from its existing corridor in the two Villages. To facilitate both continued rail service and the desire to remove it from the two Villages, significant improvement to existing structures and/or development of new infrastructure (e.g. rail trestle), and the development of a new rail alignment around the two Villages, will be required.
- o. Work with the Sauk County and private providers to **continue and expand transportation options** to those who require them, such as the elderly, disabled, and children.

D. Transportation Programs and Recommendations

Transportation planning in the Sauk Prairie area presents several interrelated opportunities and challenges. For example, the convergence of Highways 12, 60, and 78 provides excellent regional access in all directions. At the same time, rapidly increasing traffic volumes—particularly on Highway 12—present challenges related to traffic congestion and safety. Long-range transportation planning is critical to take advantage of the many opportunities and address the challenges. Transportation planning must also be completed in conjunction with responsible land use planning in order to achieve the desired vision for the Sauk Prairie area.

This section builds from the policies identified above, and suggests particular actions, positions, and programs that the Sauk Prairie communities intend to undertake over the next 20 years. The programs and recommendations are presented in Map 13 and the multi-page Figure 24.

Map 12: Long Range Highway 12 Alternatives

Figure 24: Recommended Transportation Facility Programs and Actions

Transportation Facility	Near Term Recommendation (2006-2009 and ongoing)	Mid-Term Recommendations (2010-2015)	Long-Term Recommendations (2016-2025)
Highway 12 South Bypass	<ul style="list-style-type: none"> ▪ Continue discussions with State and other interests to advance State-level Highway 12 planning. ▪ Incorporate preferred route (350 foot right-of-way) from Map 13 onto an Official Map. ▪ Work with landowners around the Highway 60, PF, and 78/188 intersection areas to maximize opportunities or future interchanges, if warranted or required. ▪ Reserve 120 foot wide rights-of-way for future over/underpasses at Lueders Road, River Road, and Sauk Prairie Road. 	<ul style="list-style-type: none"> ▪ Participate on State-prepared corridor study, environmental impact statement, and detailed engineering design for bypass, particularly with respect to finalizing the route east of the Wisconsin River. ▪ Promote modest road and signage improvements for a scenic highway route along Highway 188/60/78/Z. Retain the Z/12 connection with future bypass. This may serve to both increase tourism in the Sauk Prairie area and delay the need for a south bypass by making maximum use of existing State and county highways. 	<ul style="list-style-type: none"> ▪ Work with State to construct the bypass as demand requires and in accordance with current and possible future agreements. ▪ Modify this <i>Comprehensive Plan</i> as necessary to reflect the selected bypass alignment and access program (i.e., interchange/intersection locations).
Phillips Boulevard/ Carolina Street	<ul style="list-style-type: none"> ▪ Work with WisDOT to refine engineering design to meet local aesthetic and safety desires. ▪ Work with WisDOT to complete the Phillips reconstruction project in the least disruptive way. ▪ Connect Carolina Street across the railroad tracks as both a short-term detour and a long-term connection for motor vehicles and cyclists, relieving local traffic on Phillips Boulevard. ▪ Direct new access points to intersecting public streets at 4-way intersections, wherever possible. 	<ul style="list-style-type: none"> ▪ Sign Carolina Street as a bicycle route. ▪ Incorporate safe pedestrian crossing facilities at intersections along Phillips Boulevard, and appropriate signage to remind drivers that they are in a pedestrian zone. 	<ul style="list-style-type: none"> ▪ Adapt Phillips Boulevard to its new role when the bypass is constructed (reduced traffic volumes will affect road design and adjacent land uses).
Highway PF/ Prairie Street	<ul style="list-style-type: none"> ▪ Work with WisDOT to signalize intersection of Highways 12 and PF. ▪ Reserve or obtain an 80 foot wide right-of-way wherever possible. ▪ Direct new access points to intersecting public streets at 4-way intersections, wherever possible. ▪ Work with Sauk County (and possibly WisDOT) to design an urban street upgrade, including curb, gutter, sidewalk/path, median, and street trees. 	<ul style="list-style-type: none"> ▪ Work with Sauk County to upgrade Prairie Street according to preferred design, as adjacent development and traffic volumes warrant. 	

Transportation Facility	Near Term Recommendation (2006-2009 and ongoing)	Mid-Term Recommendations (2010-2015)	Long-Term Recommendations (2016-2025)
	<ul style="list-style-type: none"> ▪ Investigate the feasibility of redesignating Prairie Street as the Highway 60 route, reflecting actual traffic patterns, creating an alternate truck route, and creating new funding opportunities for upgrades. 		
Street Connections	<ul style="list-style-type: none"> ▪ Include major future street connections that are shown on Map 13 on the Official Map, to provide greater certainty that space for those future streets will be provided when needed. ▪ Plan for continuation of traditional neighborhood grid through extensions to streets shown on Map 13. 	<ul style="list-style-type: none"> ▪ Construct street connections as adjacent land develops. 	
Rail	<ul style="list-style-type: none"> ▪ Plan to possibly incorporate a realigned rail within the 350 foot right-of-way for Highway 12. Label accordingly on the Official Map. ▪ Coordinate with WisDOT, the Office of the Commissioner of Railroads, and the Rail Transit Commission on (a) abandonment or removal of the riverfront rail for trail purposes and (b) an additional rail crossing at Carolina Street. 	<ul style="list-style-type: none"> ▪ Encourage the analysis of rail realignment in recommended State-prepared corridor study, environmental impact statement, and detailed engineering design for Highway 12 bypass. 	<ul style="list-style-type: none"> ▪ Promote WisDOT construction of a realigned railroad line within the Highway 12 bypass route and extend rail spurs to industrial parks, if demanded by users. ▪ Work with WisDOT to abandon the existing rail right-of-way through both Villages to facilitate redevelopment of adjoining lands (see Land Use chapter).
Sauk Prairie Airport	<ul style="list-style-type: none"> ▪ Support current airport as a small, privately owned and operated airfield for local businesses and residents. ▪ Request that the WisDOT Bureau of Aeronautics update the economic impact analysis of the Sauk Prairie Airport. 	<ul style="list-style-type: none"> ▪ Implement results of Highway 12/PF/Airport Area Plan, particularly if any future runway expansions are proposed. ▪ Adopt and maintain airport runway protection and height zoning controls around the Airport to minimize conflicts with Airport operations. 	
Bicycle and Pedestrian Facilities	<ul style="list-style-type: none"> ▪ Further develop bike and pedestrian system routing shown on Map 13 in future Comprehensive Outdoor Recreation Plan, as recommended in Utilities and Community Facilities chapter. ▪ Complete missing segments of the riverfront trail system between 	<ul style="list-style-type: none"> ▪ Access WisDNR, WisDOT, and other grants to help fund bike and pedestrian trail system development. ▪ Develop and install a bike route and wayfinding signage system for trails, recommended on-road 	<ul style="list-style-type: none"> ▪ Continue to update and implement bicycle and pedestrian system as part of 5-year updates to Comprehensive Outdoor Recreation Plan.

Transportation Facility	Near Term Recommendation (2006-2009 and ongoing)	Mid-Term Recommendations (2010-2015)	Long-Term Recommendations (2016-2025)
	<p>downtown Prairie du Sac and downtown Sauk City, using State and federal grants.</p> <ul style="list-style-type: none"> ▪ Consistently require sidewalks along all new public streets. Multi-use paths may be substituted only where driveway and street access onto adjoining streets is limited. ▪ Promote the siting of parks, schools, and neighborhood services within ¼ mile of all houses in the Villages. 	<p>routes, and possible in-village walking loops directed towards senior citizens (see Map 13).</p> <ul style="list-style-type: none"> ▪ Complete a multi-use trail within the western neighborhood growth areas of the Villages; generally along the west side interceptor route (see Map 13). ▪ Construct a multi-use trail along the south side of Prairie Street, in conjunction with the proposed street reconstruction project. ▪ Begin to extend the riverfront trail south of Phillips Boulevard (to the Treatment plant site) and north of Highway 60 (to former Badger plant site). 	
Transit and Paratransit	<ul style="list-style-type: none"> ▪ Work with Sauk County and private interests to increase shared ride (e.g., taxi) service in the Sauk Prairie area, both within the community and to regional destinations (e.g., shopping, medical). 	<ul style="list-style-type: none"> ▪ Coordinate with Dane County on regional transportation enhancements, such as potential bus service to the Park and Ride lot at the intersection of Highways 12/188. 	
Official Map Ordinance	<ul style="list-style-type: none"> ▪ Adopt an Official Map by ordinance to preserve new and expanded road rights-of-way and future community facilities. 	<ul style="list-style-type: none"> ▪ Amend Official Map as necessary to reflect more detailed Highway 12 planning and local initiatives (e.g., community park siting). ▪ Enforce through use of subdivision ordinance and in cooperation with adjoining governments. 	
Access Control/Driveway Ordinances	<ul style="list-style-type: none"> ▪ Amend zoning ordinances to include access control standards for arterial and collector roadways. ▪ Amend Town driveway ordinance to promote use of shared driveways based upon a Town-approved shared driveway agreement. 		

Transportation Facility	Near Term Recommendation (2006-2009 and ongoing)	Mid-Term Recommendations (2010-2015)	Long-Term Recommendations (2016-2025)
Other Local Ordinance Amendments	<ul style="list-style-type: none"> ▪ Adopt provisions to ensure subdivision review authority and compliance with Official Map within 1½ mile extraterritorial jurisdiction on both sides of Wisconsin River. ▪ To control traffic speeds and promote traditional neighborhoods, reduce local street pavement widths within the Villages to a maximum of 32 feet (curb-face to curb-face) and require street trees. ▪ Incorporate access control provisions for new developments abutting arterial and collector streets. 		

Map 13: Future Transportation and Community Facilities

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES

Public utilities and community facilities comprise the framework for servicing existing development and growth in the Sauk Prairie area. This chapter describes local utilities and community facilities—including water, sewer, municipal buildings, libraries, police and fire services, schools, and parks. It also contains goals, objectives, policies and recommended programs to guide their future maintenance and development.

A. Existing Utilities and Community Facilities

The Sauk Prairie area has a history of cooperation and consolidation of many community utilities, facilities, and services. This is evidenced by the following inventory of community facilities and utilities. Also, included in the inventory that follows is an analysis of likely future utility and community facility needs, based on interviews with local staff and a locally-prepared report demonstrating the effect that the “Moderate-Growth Scenario” would have on the public utilities and community facilities.

1. Water Supply

The water supply in the Sauk Prairie area is provided either by Village-owned municipal wells and a distribution system, or for rural residents through private wells.

The **Village of Sauk City’s** municipal water system consists of two wells, each with a 300,000-gallon storage reservoir, and a distribution system. The capacity of the Village’s wells is 2,600,000 gallons per day. Sauk City’s water system is currently serving significantly less than its capacity and will not need additional wells during the 20-year planning period. However, it will need additional storage capacity by 2020 under the “Moderate-Growth Scenario”. The Village is also upgrading remaining 4-inch water mains during street reconstruction projects and anticipates that the entire system will be upgraded within the next 10 to 15 years.

The **Village of Prairie du Sac’s** water system has two municipal wells and 400,000 gallon elevated water reservoir. The wells have a combined pumping capacity of 2,160,000 gallons per day. Current average daily use is 348,300 gallons per day. Well #3 was reconditioned in 2001 and Well #2 was reconditioned in 2004. The water reservoir was also reconditioned in 1998. The Water Utility will need to accommodate additional storage by 2010, assuming growth rates identified in this *Plan*. The Village recently participated in an EPA sponsored study of the use of ultraviolet light for water supply treatment as an alternative to chlorine. The study took place in 2005 with the installation of UV treatment equipment on Well #2. The study was conducted by Marshfield Clinics.

If the Villages were to combine water storage facilities, it may delay the need for the additional capacity expansions identified above.

The Town of Prairie du Sac does not provide municipal water service. All Town residents receive their water via private wells. The Town does not anticipate providing municipal water service over the 20-year planning period.

2. Sanitary Waste Disposal

The Villages of Prairie du Sac and Sauk City co-own the Sauk Prairie Sewerage Commission wastewater treatment plant. The wastewater treatment plant aeration system is currently being upgraded. The upgraded aeration system is designed to treat the projected wastewater loading for the next 20 years, even under on the “High-Growth Scenario” described in earlier chapters. The plant’s effluent seepage cells have a capacity of 1,100,000 gallons per day. Under the “Moderate-Growth

Utilities and Community Facilities Recommendations Summary

- Upgrade utility systems when necessary to serve projected growth
- Create a Comprehensive Outdoor Recreation Plan
- Assure high-quality groundwater and improve stormwater management
- Work with Sauk Prairie Area School Districts to plan new schools
- Develop a “Technology Master Plan”
- Coordinate future land development with utility improvements

Scenario,” the treatment plant will need additional seepage ponds or an alternative effluent discharge method will be needed sometime between 2010 and 2020. As a comparison, if the “High-Growth Scenario” were used, the treatment plant effluent disposal system would instead need to be upgraded by about 2010.

The new West Side Sewer Interceptor will serve areas west of the present Village’s corporate limits out to Highway 12, which has identified for future neighborhood development (see Map 10B). Each community maintains its own collector line system.

Within the Town of Prairie du Sac, homes and businesses are served by on-site waste treatment (septic) systems. Under State rules, the County controls the siting of on-site waste treatment systems. In 2000, the State adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment.

Map 6 shows soil suitability for conventional on-site waste treatment systems in the Sauk Prairie area. The suitability classifications are derived from the Sauk County soil survey. Classifications are based on average slope, depth of soil saturation, average depth to bedrock, and flooding potential. In general, there is a high probability that a conventional system could be used in areas identified on Map 6 as “Moderately Suitable.” As areas move toward the “Low Suitability” end of the spectrum, the probability increases that mound or alternative treatment technologies would have to be used. The area planned for future development in the Town, mostly near the Wisconsin River, have soils that are identified as “Highly Suitable” for conventional on-site waste treatment systems.

3. Solid Waste Disposal

Solid waste disposal is handled differently between the Villages and the Town. The Villages both offer curbside residential garbage pickup. Prairie du Sac contracts for residential and commercial solid waste and recycling collection and disposal. The Village of Sauk City also provides pick-up services for all residential customers. Businesses contract for waste disposal on their own. Both Villages bill residents for this service through a fee on monthly utility bills. The Town of Prairie du Sac does not provide waste pick up for residents. Private companies, such as Waste Management, will pick up residential waste on a weekly basis for those interested in this service. No changes in these services are anticipated over the planning period, although the communities may want to consider the cost savings associated with providing publicly-funded waste-reduction education programs.

Solid waste disposal sites, or landfills, are potential sources of groundwater pollution. The County’s landfill site is located in the Town of Excelsior, north of the Sauk Prairie area. With the passage of stringent federal regulations in the late 1980s, older town landfills closed. Many of these older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These landfill sites pose a much greater risk to local groundwater quality than modern landfills because of poor location and absence of liners or advanced leachate collection systems.

WisDNR requires a separation of 1,200 feet (slightly less than a quarter mile) between open or closed landfills and new private water supply wells. Closed landfills are designated with an “L” on Map 6. One of these closed landfills is within the 50-year recharge area of one of the Village of Prairie du Sac’s municipal water well. The Village should carefully monitor and test the site and the well to ensure water supplies are not contaminated, and to ensure the Badger Army Ammunition Plant groundwater cleanup continues to reduce/eliminate the contaminant plume shown on Map 6.

4. Stormwater Management

The Village of Prairie du Sac has adopted a stormwater management plan, and several stormwater management collectors are planned in conjunction with road construction over the next five years. In June 2003, the Village of Prairie du Sac began billing a stormwater user fee, used to fund the Storm-

water Utility. Fees are based on the impervious area on a property. This fee system reduced the residential financial burden from 70 percent of stormwater costs to approximately 45 percent.

Sauk City does not have a comprehensive stormwater management ordinance or user fee. That Village requires all new subdivisions go through the village engineer for stormwater management.

The Town of Prairie du Sac does not have its own stormwater management controls in place. Wisconsin requires an erosion control plan and permit for all projects that disturb five or more acres of land. The landowner is required to ensure that a site-specific erosion control plan and stormwater management plan are then implemented. Sauk County requires that stormwater drainage facilities adequately accommodate design volumes of flow and that will present no hazard to life or property.

5. Electric Power, Gas, and Telephone

Both the Village of Prairie du Sac and the Village of Sauk City act as local electrical utilities. The Village of Prairie du Sac purchases its electricity through the Wisconsin Public Power, Inc., while Sauk City purchases its power through Alliant Energy. The Prairie du Sac Electrical Utility provides an average of 42 million kilowatt hours annually through 1,690 service connections.

A recent study indicates that the Village of Prairie du Sac has the need for additional power capacity and reliability. The Village completed a 14 megawatt substation in 2005, expected to serve community needs for the next 25 years. The Sauk City Electric Utility will have adequate capacity through the planning period, assuming development under the “Moderate-Growth Scenario”, although may need some improvements between 2025 and 2030. By comparison, it would need additional capacity by 2010 if the “High-Growth Scenario” were selected. Town residences not served by either Village receive power from Alliant Energy.

Natural gas is provided to the Villages of Prairie du Sac and Sauk City by Alliant Energy, while the Town receives propane delivery from Farm Services. Telephone service in the Sauk Prairie area is provided by Verizon. No changes in these services are anticipated.

6. Fiber Optics

Charter Communication provides high-speed residential and commercial fiber optic service to the Villages of Prairie du Sac and Sauk City. Charter offers single fiber connection for data, Internet, video and internal communications with speeds from 5-100 Mbps and beyond, including local access.

7. Law Enforcement

The Sauk Prairie area is served by two law enforcement departments. The combined Sauk Prairie Police Department serves both Villages, while the Sauk County Sheriff's Department provides law enforcement services to the Town. The Sauk Prairie Police Department has 13 fulltime employees and 2 part-time employees, and is managed by a joint police commission. Assuming the “Moderate-Growth Scenario”, the Department will need to hire an additional seven officers by 2025, adding approximately an additional \$1.38 million to the Department's overall budget. Also, an interest in hiring a Spanish speaking officer was identified as part of this planning process.

The police station is located in the Sauk City Administration Building. This space should meet the department's needs for the next 15 years or so, although a space and equipment needs study may be appropriate within the next decade.

8. Fire Protection

Two fire departments provide fire protection to the Sauk Prairie Area.

The Sauk Fire District provides fire protection services to a 170 square mile area that includes the Village of Sauk City and the Town of Prairie du Sac as well as all or a portion of the Towns of Roxbury, Sumpter, West Point, Troy, Honey Creek, and Mazomanie. The fire station is located at 621 Madison Street in Sauk City. Currently, there are no full-time or part-time employees; the district re-

lies on approximately 38 volunteer firefighters to handle the incoming calls. The Sauk Fire District is beginning to outgrow its existing station and is exploring the purchase of lands adjacent to the existing station for expansion. Approximately 5,000 square feet has been identified as a short-term need, and approximately 11,000 square feet as a long-term need. The district regularly upgrades its equipment (tankers, engines, etc.).

The Village of Prairie du Sac receives fire protection from the Prairie du Sac Fire Department. The department relies on approximately 35 volunteer fire fighters to handle calls. The fire station is located in the Prairie du Sac Industrial Center in a newer building. Building expansion is not anticipated over the planning period.

9. Emergency Medical Services

The Sauk Prairie area relies on a single provider of emergency medical services (EMS): the Sauk Prairie Ambulance Commission (SPAC). SPAC leases space from Sauk Prairie Memorial Hospital in which they have a garage and small office area. This all-volunteer organization assesses a per capita fee to fund its operation. The Commission has purchased land adjacent to the Sauk Fire Station for future expansion and/or relocation. SPAC also provides services to the Village of Merrimac and the Towns of Roxbury, Sumpter, West Point, Troy, Honey Creek, Mazomanie, and Merrimac.

10. Village and Town Halls

Each of the three units of government within the Sauk Prairie area has its own village or town hall. The Prairie du Sac Village Hall is located at 335 Galena Street; the Sauk City Village Hall is located at 726 Water Street; and the Prairie du Sac Town Hall is located at S9903 Highway 12. All are shown on Map 11. None of the local government anticipated expansions or new municipal offices.

11. Libraries

The Sauk Prairie area is served by the South Central Library System—with each Village having its own library. The Prairie du Sac Library is located at 560 Park Avenue and the Sauk City Library is located at 515 Water Street. Since the 1980s, the two library boards have met jointly twice per year to consider cooperation and issues related to library service. The Prairie du Sac Library employs one full-time director, one full-time youth services staff, and eight part-time staff, while the Sauk City Library employs one part-time director and nine part-time staff. The libraries share resources and staff activities when possible and cooperate in program planning.

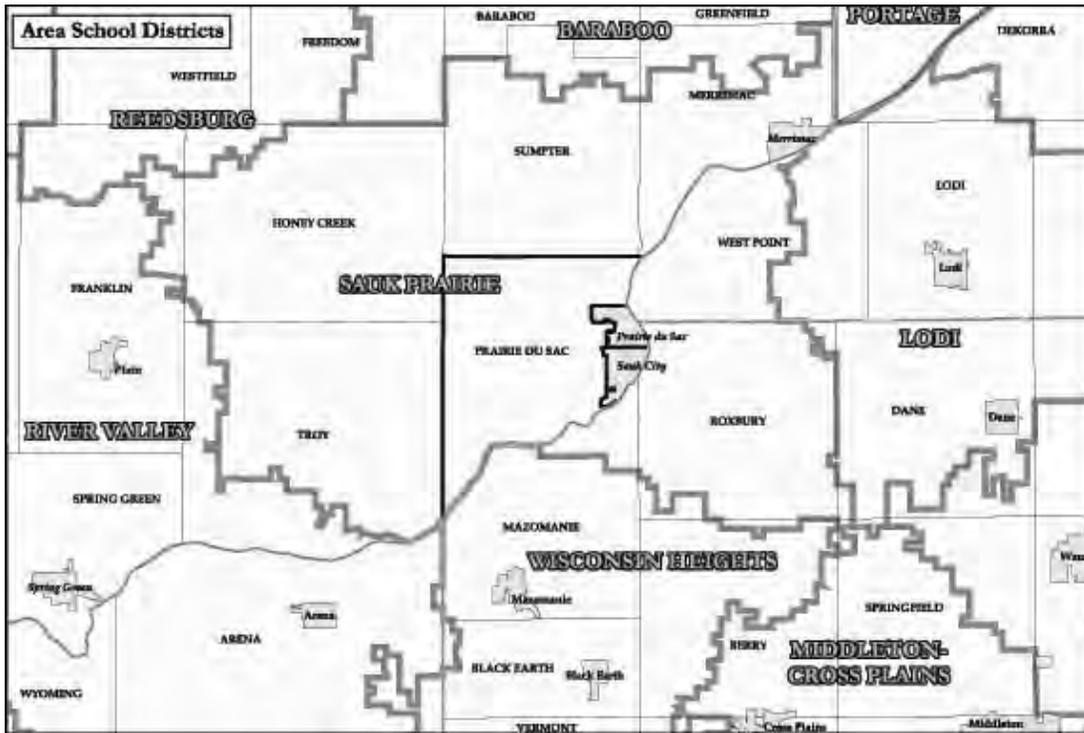
Both libraries are members of the South Central Library System, which serves libraries in Adams, Columbia, Dane, Green, Portage, Sauk, and Wood counties. The libraries are also members of LINK, the South Central Library System's automated circulation system. That system provides public access to the Internet and permits the libraries to share materials with other libraries throughout the seven counties. The libraries consider needs of local library users when making material acquisitions.

Both library boards believe that they will need to expand within the next five years. The Village of Prairie du Sac has recently been exploring options to expand and upgrade its library space. The Sauk City Library is committed to its current location and will explore future expansion possibilities.

12. Schools

The Sauk Prairie Area School District serves the Sauk Prairie area and includes the Villages of Merrimac, Prairie du Sac, and Sauk City, and the Towns of Honey Creek, Merrimac, Prairie du Sac, Sumpter, and Troy. Parochial schools within the area include St. Aloysius Catholic School in Sauk City and St. James Lutheran School in Prairie du Sac, which provides preschool and kindergarten. Pleasant River, a non-religious private school, is also located in Sauk City.

Map 14: Sauk Prairie Area School District



According to 2003 school enrollment data, there were 2,813 students attending school within the district, with 2,672 students attending public schools and 141 students attending private schools. Figure 26 lists the student enrollment by school.

Enrollment in the Sauk Prairie Area School District increased from 2,304 students in 1994 to 2,672 students in 2003. Enrollment in the high school, middle school, and several of the elementary schools has increased. Enrollment at Tower Rock Elementary in the Town of Honey Creek was steady, while enrollment at Merrimac Elementary decreased.

Recent improvements include remodeling and additions to the High School and Middle School in 1995-96, and an auditorium addition in 1998-99, the Sauk Prairie River Arts Center.

There is a need for immediate capacity expansion to accommodate elementary school students. The School Board is discussing construction of one large elementary school in the Village of Prairie du Sac to accommodate recent population growth. Moreover, assuming the “Moderate-Growth Scenario”, there will be a need for a high school expansion by 2015, and a middle school expansion or second middle school by 2020. There will also likely be a need for a second new elementary school, in addition to the one currently being discussed, sometime around 2025. The School District has also identified the need for safe pedestrian and bicycle facilities in order for children to walk to school in lieu of school bus pickup and drop-off.

Figure 25: Sauk Prairie Area School District Enrollment, 2003

School	Location	Enrollment	Enrollment Trend *
Black Hawk Elementary	Town of Troy	126	↑
Merrimac Elementary	Village of Merrimac	71	↓
Tower Rock Elementary	Town of Honey Creek	107	↔
Grand Avenue Elementary	Village of Prairie du Sac	389	↑
Spruce Street Elementary	Village of Sauk City	365	↑
Sauk Prairie Middle School	Village of Sauk City	683	↑
Sauk Prairie High School	Village of Prairie du Sac	931	↑
	Enrollment	2,672	↑
Pleasant River School	Village of Sauk City	9	Not available
St. Aloysius Catholic School	Village of Sauk City	128	Not available
St. James Lutheran School	Village of Prairie du Sac	4	Not available
	Total	2,813	

Source: Wisconsin Department of Instruction, Library & Statistical Data, 2003

13. Parks and Recreation

The Sauk Prairie area is served by a number of community parks located in the Village of Prairie du Sac and the Village of Sauk City. Prairie du Sac has eight Village parks including Florence Park, Fireman's Park, Eagle Overlook Park, George Blanchard Park, Graff Park, Marion Park, Walter Doll Park, Elsing Park, VFW Park, Westwynde Park, and Washington Square Park (see Map 11). Sauk City has five parks/recreation areas including Meyer Oak Grove, a playground, Junge Park, August Derleth Park, and the river walk. The Town of Prairie du Sac does not have any public parks.

Currently, neither of the Villages has an organized recreation program, and the Sauk Prairie Area School District owns land where all of the existing athletic playing fields. In 2004, the communities worked together with the School District to hire a recreation director to coordinate recreational programs and space in the Sauk Prairie area.

14. Medical Facilities

The Sauk Prairie Memorial Hospital—a not-for-profit [501c3] corporation founded in 1956—is located in the Village of Prairie du Sac near the Sauk City border. There are 36 acute care beds, a full array of outpatient departments, and emergency services 24 hours per day. More than 2,200 inpatients are discharged annually and patient revenue exceeds \$50 million. The hospital primarily serves 10 zip codes, including more than 35,000 residents and extending from Poynette to Lone Rock and from Plain to Black Earth. The hospital has been recognized by Solucient Leadership Institute as one of the nation's 100 Top Hospitals three times since 2000. The Sauk Prairie Hospital is in the beginning stages of assessing future growth options.

Several physician practices serve the Sauk Prairie area, including Prairie Clinic, S.C. (now located near the hospital campus); Orthopedic Associates, S.C.; Surgical Associates, S.C.; Diana Kruse, M.D., and Dean Medical Specialties and Wisconsin Heart, S.C.

15. Child Care

Besides various private home-based child care businesses, there are three commercial day care operations in the Sauk Prairie area, all in the Village of Sauk City. By Leaps & Bounds Child Care is located

at 213 Washington Avenue, the Kiddie Korral is located at 523 Cedar Street, and Expressions Center Learning is located at 300 Water Street.

B. Utilities and Community Facilities Goal, Objectives and Policies

Goal: Preserve the Sauk Prairie area's sense of community and quality of life by maintaining and enhancing access to public services and facilities.

Objectives:

- a. Coordinate utilities and community facility planning with land use, transportation, natural resource, and recreation planning.
- b. Encourage logical, cost-efficient expansion of public utilities to serve compact development patterns.
- c. Ensure that basic public services—such as adequate police and fire protection, street services, sanitary sewer services, and education—are made available to all residents.
- d. Coordinate and consolidate community facilities and utility infrastructure where appropriate and advantageous, as described in more detail in the Intergovernmental Cooperation chapter.

Policies:

- a. Maximize the use of **existing utilities and facilities**, and plan for an orderly extension of municipal utilities and facilities in the planned urban growth areas shown on Maps 10A and 10B.
- b. Do not extend municipal sewer and water services beyond the **20-year growth boundary** described on Maps 10A and 10B, unless those growth areas are changed through both a future *Comprehensive Plan* amendment and annexation.
- c. Continue to **require annexation** before allowing connection to **public sanitary sewer and water** supply services.
- d. Work to maintain a high standard of excellence in the provision of **public safety services**, including police, fire, and EMS.
- e. Assist local health care providers with offering **top-rated health care** for area residents, particularly by facilitating on-site expansion if possible.
- f. Ensure that the Villages' sanitary sewer, storm sewer, wastewater treatment facility, solid waste disposal facility, and water systems have **adequate capacity** to accommodate future growth.
- g. Provide quality, accessible **school and library facilities and services** to meet the needs of all age groups in the Sauk Prairie area.
- h. Work towards enjoyable and attractive **parks and open spaces** within ¼ mile of Village residents and a bike and pedestrian trail system for connections.
- i. Improve **trails, related facilities, safe access (including wheelchair/elderly) to the Wisconsin River**, without impairing the river ecosystem.
- j. Complete the **electrical system loop** in conjunction with American Transmission Company.
- k. Promote a strong **high-technology wireless and fiber optic system** for residents and businesses.
- l. Explore **impact fees** to help cover the public facility and utility costs of new development.

C. Utilities and Community Facilities Programs and Recommendations

The following programs will help ensure the Sauk Prairie area continues to provide a high-quality of life for its residents through its public utilities and community facilities.

1. Include Community Facilities on the Recommended Official Map

The recommended Official Map, described in the Transportation chapter, should identify locations for new public facilities, such as roads, sanitary sewer lines, water lines, storm sewer lines, trail extensions, and parks (particularly the community park described below). This will be particularly important for the growth areas identified on Maps 10A and 10B.

2. Coordinate Future Land Development with Utility Improvements

The Villages and Town intend to coordinate future land development with planned improvements to the public sanitary sewer system, storm sewer system, and water distribution system, guiding urban development into areas with public utilities and away from areas without public utilities. Through this approach, the Villages will maximize the considerable investment already made in public utilities. The Town of Prairie du Sac will also benefit from this arrangement because farmers will know that their land is intended to remain in farming, and will thereby avoid the sense of impermanence that often leads to disinvestment.

Specific recommended to assure that Village utility systems can accommodate future planned community growth include:

1. Sauk City will probably need to add water system storage capacity by 2020 and upgrade its water distribution system in the next 10 to 15 years.
2. The Village of Prairie du Sac may need to add water system storage capacity by 2010.
3. The two Villages may investigate combining water storage facilities to delay the need for the above-suggested improvements.
4. The Sauk Prairie Sewerage Commission may need to upgrade its wastewater treatment plant between 2020 and 2025.

3. Institute Development Impact Fees

In an era of diminishing municipal resources, many cities and villages are instituting impact fees on private developments as a way to pay for off-site costs to community facilities and utilities resulting from those developments. Impact fees for facilities like parks, utilities, and planned public buildings are now standard in the Madison area.

To assist with implementation of this *Plan*, the Villages will consider impact fee analyses (called “needs assessments” under State law) for the following types of capital facilities: park lands, park improvements, fire department facilities, libraries, and any other public facilities for which new or expanded facilities may be likely in the future. After each analysis is performed, the respective community could then adopt an impact fee ordinance for the facility covered in the analysis. As an early step, the Villages should consider impact fees for stormwater management facilities, acquisition of park lands (where

What are Impact Fees?

Impact fees are authorized under Wisconsin Statutes (Section 66.0617) as a means for local communities to pay for the off-site public facilities and utilities that new development requires. The rationale behind impact fees is that the new development that generates the need for additional public facilities should pay for those facilities, rather than the general property taxpayer.

Specifically, an impact fee is a cash contribution required of a developer by municipal ordinance. Collected fee amounts may then be used to acquire or improve a specific public facility or service for which it was adopted. Under Wisconsin Statutes, impact fees:

- May only be imposed following completion of an impact fee needs assessment, which is needed to set and justify the fee.
- Must bear a rational relationship between the need for new and expanded public facilities that are required to serve the new development.
- May not be used to “catch up” for pre-existing facility deficiencies.
- Are payable by the developer at a specified time, usually when a new development (e.g., plat) is approved.

parkland dedication is not desired in a residential development), and park improvements such as equipment.

The communities will also explore whether impact fees may be used for the acquisition of development rights (conservation easements) in areas planned for long-term land preservation. This may help implement a purchase or transfer of development rights program, described elsewhere in this *Plan*.

4. Create a Comprehensive Outdoor Recreation Plan (CORP)

The three jurisdictions intend to work with the Sauk Prairie Area School District to create a Comprehensive Outdoor Recreation Plan (CORP) for the area encompassed within the District. Such a plan will address the recreational, open space, bicycle, and pedestrian needs of the community in the coming years in light of the anticipated growth outlined in this *Plan*. The CORP also enables the communities to maintain consistent eligibility for funding from State and Federal park and open space grants (see sidebar). This project may be an appropriate responsibility of the new Recreation Director, with other assistance as appropriate.

The following recommendations may be explored within the context of the CORP:

- Park facility needs, such as ballfields or a possible skate park.
- More precise locations for future neighborhood parks than shown on Map 13.
- A large community park/recreational facility.
- A riverfront trail along the Wisconsin River.
- A trail system through the area.

5. Acquire Parks and Open Space as Growth Occurs

The Villages intend to assemble new parks through land dedication and fees in lieu of land dedication as part of the subdivision review process. The goal is to provide a park or playground within ¼ mile of all homes in the Villages, and to encourage pedestrian access, via sidewalks, trails or bicycle lanes, to those sites. A diversity of park styles is recommended, including smaller “vest-pocket” parks and larger neighborhood parks. Neighborhood parks are typically 4 to 7 acres each and include unlit field space, court games, a playground, and small picnic areas. Two suggested neighborhood park locations are advised on Map 13.

The communities intend to ensure coordination of parkland siting decisions to ensure that, where needed, larger parks can be assembled from more than one landowner, through the use of parkland dedication fees and by planning for future parks on and near ownership parcel boundaries.

To the extent practical, the siting of the parks will be in conjunction with natural areas. In addition, the Villages will pursue opportunities to acquire undeveloped open space, which would remain available for passive uses, as opportunities present themselves. These natural areas include the environmental corridor on the west side of the Villages, the river corridor, and areas with native vegetation.

What is a Comprehensive Outdoor Recreation Plan?

A Comprehensive Outdoor Recreation Plan (CORP) looks at the supply of existing park facilities, projects future parkland and park amenity needs, and creates recommendations to meet the anticipated future demands for a community’s park and open space system.

Local governments should prepare and update a CORP every five years to ensure the information contained in the CORP is relevant and also to ensure they are eligible to receive Wisconsin Stewardship Local Assistance Grants, Federal Land and Water Conservation (LAWCON) grants, and the National Recreation Trails Funds.

6. Plan for a Large Community Park/Recreation Facility

The communities intend to begin planning for a large community park/recreational facility on undeveloped land in or near the Villages. Sites will be evaluated during the CORP planning process, likely based on the following criteria:

- Parcel size should be at least 40 acres
- Possible facilities may include athletic fields, shelters and picnic facilities, restrooms, play structures, dog exercise area, skate park, indoor multi-use space, and off street parking lots.
- Location should promote safe community access via multiple modes (bike, car, walking).
- Potential for combining park with a long-range school site.

Map 13 shows four potential community park sites. Opportunities and constraints of these four sites are described in Figure 26. These sites will be further analyzed and discussed during the CORP process. Based on this analysis, negotiations with land owners of the preferred site will likely begin and State and Federal grants sought to assist with land acquisition and facility improvements.

Figure 26: Opportunities and Constraints for Four Potential Community Park Sites

Site	Opportunities	Constraints
Site 1: West of Lueders Road and north of Sauk Prairie Road	+ Open and relatively flat land + Community access is excellent + Opportunities for interaction between park and future school sites + Land owner values open space and has interest in concept	- Prairie du Sac may perceive as using too much developable land
Site 2: West of Highway 12, South of Sauk Prairie Road	+ Open land + Land acquisition maybe less expensive than other options + Possible interested seller	- Constraints regarding utilities and sewer - Creation may promote premature development west of Highway 12 - Less community access (particularly for kids) due to distance from development - Across from gun club
Site 3: East of Highway 12, along Sauk Prairie Road	+ Open land + Community access and Highway visibility/access (at least in short-term) + Central to both communities and especially future neighborhood development + Possible path/trail access + School siting opportunity	- Land acquisition may be more expensive - Sauk City may perceive as using too much developable land
Site 4: South of Proposed Bypass and River Road West of Sewage Treatment Plant	+ Open land + Land acquisition costs maybe less expensive + Visible from Highway 12 bypass + Helps form greenspace edge to community	- Ecologic disturbance in environmental corridor - Floodplain limits building construction opportunities - Very limited community access due to far southern location

7. Create a Riverfront Trail along the Wisconsin River

A riverfront trail along the Wisconsin River will allow users to enjoy the scenic vistas, watch wildlife along the river, and become more attuned to its presence in their everyday lives. It also has the potential to spark riverfront revitalization and reinvestment consistent with the recommendations of this *Plan*. Moreover, it will serve as a community focal point around which historic, cultural, and en-

vironmental education and interpretation can take place. It would be interconnected with the community-wide bike and pedestrian system (see Map 13) to create a larger transportation and recreation network. A detailed master plan for this trail will likely be a component of the Comprehensive Outdoor Recreation Plan. Specific details to be worked out include:

- Exact route and trailhead locations
- Land acquisition needs, particularly with respect to the railroad
- Interpretive signage standards and which “stories” should be told on these signs
- Low-impact design considerations for parking lots and the trail itself
- How the trail affects bald eagle populations
- Directional signage to inform people accessing the trail
- Character of the trail at different locations (i.e. paved versus unpaved).

Due to the complex nature of the riverfront trail, the detailed planning for the trail will likely include a phasing plan, including short-, medium-, and long-term recommendations. Short-term recommendations proposed to be undertaken through 2009 may include:

- A continuous riverfront trail from downtown Sauk City at the Highway 12 bridge, north to the Eagle Overlook Park in downtown Prairie du Sac. This should be done using the abandoned rail line north of existing riverwalk and completing any missing segments.
- Trailheads in the small green space just north of the Highway 12 bridge in Sauk City and at the Eagle Overlook Park in Prairie du Sac. These trailheads would serve as access points and provide information to trail users about the riverfront trail, the river and the communities. A trailhead could include landscaping, parking, water, restrooms, directional trail signs and an informational kiosk. The Village of Prairie du Sac may also explore the potential for creating a riverfront park downtown adjacent to the public parking area, in conjunction with the trailhead.
- Interpretive signage at August Derleth Park, to discuss effigy mounds and the author August Derleth, for example. Interpretive signage may also be located along Water Street, near Graff Park, to discuss historic homes and architectural styles.

Mid-term recommendations proposed to be undertaken through 2015 may include:

- Continuation of the riverfront trail south from the Highway 12 bridge in Sauk City along Water Street, and then off-road along the river to the State canoe launch at the south end of Lueders Road. A trailhead, picnic facilities, shade structures, native vegetation restoration, and educational signage are recommended at this canoe launch location. Interpretive educational signage to discuss the historic Railroad Bridge and the functions of the Sewage Treatment Plant are also advised in this segment.
- Continuation of the riverfront trail north along the abandoned rail line to the Prairie du Sac Dam and creation of an informational trailhead there to discuss the dam, its history, and role in providing important foraging areas for bald eagles. A trailhead may also be constructed at the VFW Park.

In the longer-term (10 to 20 years), the trail should be extended north from the Prairie du Sac Dam to the Badger Army Ammunition Plant and Devil’s Lake State Park along the abandoned rail line.

8. Improve Community Facilities Associated with the Wisconsin River

The Villages and Town intend to continue to improve community facilities associated with the Wisconsin River, in the following ways:

- Improve recreational boat access and launch facilities within the Villages. This should include adequate parking for boat trailers and tow vehicles. Parking can be provided at location away from the riverfront itself, but within reasonable walking distance.
- Provide accessible sanitary facilities at each boat launch, and at the tailwaters area of the Prairie du Sac Dam.

- Improve wheelchair and elderly access to the river.
- Ensure adequate emergency service access to the river. Public facilities should be located where parking congestion won't prevent access by emergency vehicles. The communities may investigate establishing a riverway positioning system compatible with Lower Wisconsin Scenic River aesthetic guidelines that enables boaters to identify a marker (most recently past marker) to facilitate assistance by emergency personnel.

9. Assure a High-quality Supply of Groundwater

While the Village of Prairie du Sac has a wellhead protection program, the three jurisdictions intend to consider the following steps to protect public health and groundwater resources:

- **Protect water quality entering private wells.** If left unprotected from high-risk land uses, these recharge areas can allow contaminants to enter the subsurface. High-risk land capable of contaminating water supplies include chemical storage facilities, road salt usage and storage, animal feedlots, fertilizer and pesticide use, septic tanks and drain fields, manure storage, underground storage tanks, underground pipelines and sewers, landfills, and quarries.
- **Limit the types of land uses and activities within wellhead protection areas.** The two Villages and the Town intend to pay careful attention to land uses around municipal wells. A consistent overlay zoning district with similar standards may be created in each jurisdiction to protect wellhead areas.
- **Develop contamination contingency plans for accidental spills.** Wisconsin Statutes require that spills of hazardous materials be immediately reported and cleaned up to protect Wisconsin citizens and resources. WisDNR Regional Spill coordinators work with local emergency planning agencies and fire departments on spill response issues.
- **Promote on-site water infiltration,** such as stormwater basins, bioretention areas, drainage swales) through best management practices (BMPs). The Villages and Town intend to encourage developers to incorporate BMPs in new developments to protect water quality and set examples for innovative BMPs on its own facilities and sites.
- **Direct residential development on private wells away from all closed landfill sites,** gas stations, and other potential sources of groundwater contamination (1,200 foot radius).
- **Limit the use of salt on roads,** and locate and manage snow and salt storage areas to avoid ground and surface water pollution.
- **Enforce existing manure management laws for farms.**

10. Improve Stormwater Management Practices

There are a variety of ways that the Sauk Prairie area can improve the quality and quantity of stormwater that enters area waterways.

The Village of Sauk City intends to consider preparing a comprehensive Stormwater Management Plan, implementing a stormwater utility, and adopting an Erosion Control and Stormwater Management Ordinance. These efforts would be directed towards increasing the capacity and efficacy of the Village's stormwater management system in the most cost-effective manner. These efforts should define and provide regional conveyance routes and detention locations, with an emphasis on locations where unfiltered stormwater is currently directed into the Wisconsin River or its tributaries.

The Sauk Prairie communities also encourage Sauk County to upgrade its stormwater management standards, applicable within the Town of Prairie du Sac.

11. Continue Coordination on Child Care and Health Care Facilities

The Sauk Prairie communities intend to continue their long history of cooperation and coordination related to health and child care facilities by:

- Coordinating with local entrepreneurs to provide additional child care options, with local businesses to offer childcare services as a part of employee benefits packages, and with the School District to consider after and before school programs and transportation.
- Coordinate with the Sauk Prairie Memorial Hospital on long-range facility planning associated with its new site near Highway 12 (including collaborative recreation system planning) and on a reuse plan for its current site near Water Street.
- Continue to monitor the discussions surrounding the feasibility of co-locating the Sauk City Fire District and the Sauk Prairie Ambulance District in a joint facility.

12. Coordinate with the Sauk Prairie Area School District on School Siting

To make sure it has a voice in community decision-making, local community plan commissions will encourage including a representative from the Sauk Prairie Area School District, especially in the Villages where the majority of the growth will occur. The School District should be included on any discussions or initiatives intended to control the pace of development.

Map 13 shows the possible locations of future school sites, based on lands already in School District ownership in 2011. These sites would provide schools in walking distance from planned residential neighborhoods on the far west side of the Villages. The potential school site may be developed in conjunction with one or two of the community park options, which would require less land for both facilities than would otherwise be required.

13. Develop a Technology Master Plan

Communities across the country are recognizing the importance of wireless and high speed internet access to quality of life for residents, and as an economic development tool to attract and retain technology-based employers and employees.

The Villages may work with private utility companies to develop a Technology Master Plan for the Sauk Prairie area. A Technology Master Plan would study what the current and emerging technology needs are, and identify how to most efficiently provide these services. One purpose is to form a telecommunications “fiber ring” around the communities, including the business parks, schools, and libraries. A public utility may conceivably be established to build and manage this type of system.

The Villages may also revise land division ordinances to include provision for installation of high-technology communications infrastructure, such as fiber optic lines, in new subdivisions.

14. Incorporate Standards for Telecommunication Facilities

Telecommunications facilities (e.g., cell towers) have the potential to detract from the community character of the Sauk Prairie area. The two Village zoning ordinances and the extraterritorial zoning ordinances will be amended to support co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, billboards, electrical poles, and other tall structures in locations that are favorable to preserving the area’s character. Also, facility locations that maximize the screening of the tower structure through topography or vegetation will be established as the preference.

15. Generally Follow the Timetable Shown in Figure 27 to Create, Expand or Rehabilitate Community Facilities and Utilities

Figure 27: Timetable to Improve or Enhance Utilities and Community Facilities

Utility or Facility	Timeframe for Improvements	Recommended Improvement
Water Supply	2010	Increase storage capacity in Village of Prairie du Sac
	2020	Increase storage capacity in Village of Sauk City
	2015	Improve water distribution system in Village of Sauk City
	By 2008	Investigate combining storage facilities for two Villages and potentially consolidating services entirely
Sanitary Sewer	2020-2025	Improve capacity of wastewater treatment plant
Solid Waste Disposal	2008-2010	Consider waste-reduction education programs
Stormwater Management	2006-2008	Sauk City consider creating stormwater management plan, ordinance, and/or utility
	2006-2008	Encourage upgrades to County's stormwater management ordinance, which applies in the Town
Police Protection	2006-2025	Hire new police officers as the population increases
	2006-2007	Develop Spanish speaking capacity within police force
Fire Protection and EMS Services	2006-2007	Continue to stay involved in co-location discussions between Sauk City Fire Department and Sauk Prairie Ambulance District. Consider needs of Prairie du Sac EMS.
	2006-2025	Explore potential for consolidation when future capital investments and hiring decisions considered
Library, Senior Center, Village Administration	2006-2010	Continue to stay involved in library expansion discussions
	2006-2025	Explore potential for consolidation when future capital investments and hiring decisions are considered
	2015-2025	Investigate need for additional senior center and Village/Town facilities
Medical Facilities	2012-2015	Coordinate with the Sauk Prairie Memorial Hospital on the development of its new location and reuse of its old location
Schools	2012-2015	Work with School District, Recreation Department, Sauk Prairie Memorial Hospital, and others on collaborative community park / recreation center opportunities
	2015-2025	Work with District to plan for new/expanded schools
Park & Recreation Facilities	2012-2015	Create Comprehensive Outdoor Recreation Plan (CORP) for three jurisdictions via Recreation Dept.; update every five years
	2012-2020	Implement recommendations of CORP, focusing on the riverfront trail and community park as priorities
Telecommunication Facilities	2008-2010	Consider Technology Master Plan and implement
	2006	Add standards for telecommunication (cell phone) towers in zoning ordinances
Cemeteries	N/A	Private parties will add to cemeteries as needed
Child Care Facilities	2005-2025	Child care is priority of the plan (see Economic Development policies). Area child care facilities are projected to expand to meet needs. Communities will promote their creation, as well as in-house child care in larger businesses.

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 Sauk Prairie area.

A. Existing Housing Framework

According to the U.S. Census, between 1990 and 2000, 342 additional housing units were added in the Sauk Prairie area. Of that total number, 93 percent or 317 units were added to the Village of Prairie du Sac and 39 units were added to Sauk City. The Census reflects that 14 housing units were lost in the Town of Prairie du Sac, which may be a result of annexation or error in the 1990 counts. According to the Census, 118 people in the Sauk Prairie area were living in group quarters (e.g. nursing homes) in 2000.

Figure 28 describes the change in housing type in the Sauk Prairie area between 1990 and 2000. The distribution of different housing types has remained relatively constant between 1990 and 2000 in both Villages and the Town. Two hundred thirty new single-family detached homes were constructed in the Sauk Prairie area between 1990 and 2000, with 161 new homes built in the Village of Prairie du Sac alone. Forty-eight new single family homes were built in the Town, and 21 new single-family homes were constructed in Sauk City.

Housing and Neighborhood Development Recommendations Summary

- Design new Village neighborhoods as “Traditional Neighborhoods”
- Require that new neighborhoods comply with the Villages’ historic housing mix
- Pursue a multiple approaches for affordable housing
- Enact design standards for rural home siting, multiple family housing, and to promote housing variety in single family subdivisions.
- Prepare a residential growth phasing plan or policy

Figure 28: Existing Housing Characteristics and Trends

	Number		Percent	
	1990	2000	1990	2000
Village of Prairie du Sac				
1-unit detached	671	832	72	67
1-unit attached	16	75	2	6
2-4 units	124	154	13	12
5-9 units	45	78	5	6
10 or more	62	95	7	8
Mobile home	11	12	1	1
Total	929	1,246	100	100
Village of Sauk City				
1-unit detached	799	820	64	63
1-unit attached	32	32	3	2
2-4 units	227	230	18	18
5-9 units	91	127	7	10
10 or more	84	84	7	6
Mobile home	21	0	2	0
Total	1,254	1,293	100	100
Town of Prairie du Sac				
1-unit detached	368	416	81	94
1-unit attached	9	4	2	1
2-4 units	39	11	9	2
5-9 units	15	0	3	0
10 or more	8	0	2	0
Mobile home	18	12	4	3
Total	457	443	100	100
Sauk Prairie Area Total				
1 – unit detached	1,838	2,068	70	69
1-unit attached	57	111	2	4
2-4 units	390	395	15	13
5-9 units	151	205	6	7
10 or more	154	179	6	6
Mobile home	50	24	2	1
Total	2,640	2,982	100	100

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

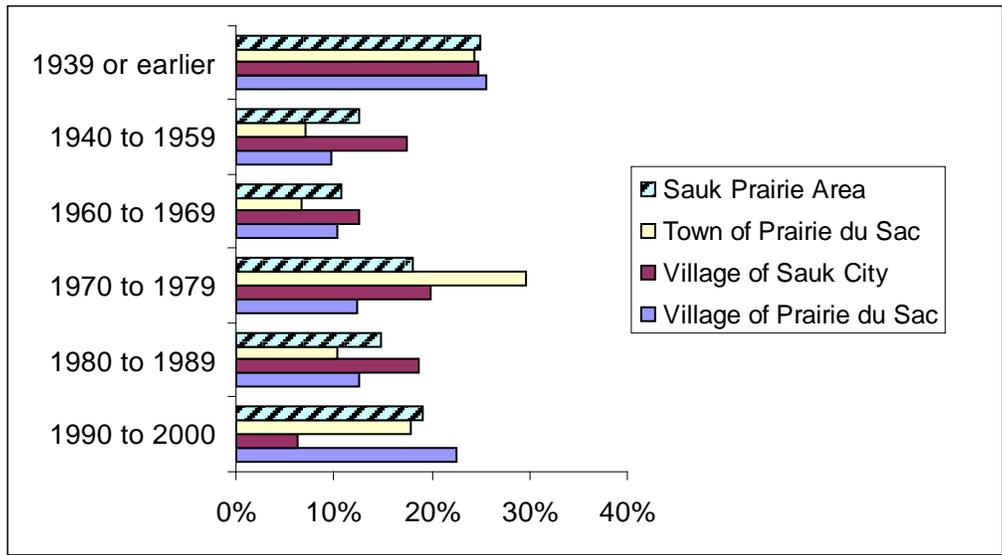
1. Housing Condition and Age

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 Villages and Town reveals that the housing is in generally good condition, regardless of age. Figure 29 illustrates the age of the Sauk Prairie area's housing stock based on 2000 Census data.

Approximately one-third of the Town of Prairie du Sac's housing was constructed between 1970 and 1979. The Village of Prairie du Sac saw steady home construction between 1940 and 1990, growing a small percentage each decade. However, during the 1990s, nearly 25 percent of its current housing

stock was built. This was the first decade that the Village of Prairie du Sac had more home construction than Sauk City. Approximately 45 percent of Sauk City’s housing was constructed between 1970 and 1989. This trend reversed during the 1990s. This trend is due, in part, to the decrease of property owner requests for annexation into Sauk City, which limited developable land within the Village limits.

Figure 29: Percentage of Total Sauk Prairie Area Housing Stock Constructed Per Decade



Source: U.S. Census Population and Housing, 2000

Figure 30: Village Housing Starts, 2000-2004

	Single Family	Duplexes	Multi-Family	Non-Residential
Village of Prairie du Sac				
Housing Starts 2000-2004	75	25	11	15
Village of Sauk City				
Housing Starts 2000-2004	75	5	5	1

Figure 30 lists total new construction building permits issued in the Villages from 2000 to 2004. As of June 1, 2005, there were 160 vacant lots in the Village of Prairie du Sac and 51 vacant lots in the Village of Sauk City.

Figure 31: Comparison of Housing Stock Characteristics, 2000

	Total Housing Units	% Vacant	% Owner Occupied	Median Assessed Value*	Median Housing Value in 2000	Median Contract Rent in 2000
Sauk Prairie Area	3,074	2.7	67.2	n/a	n/a	n/a
Village of Prairie du Sac	1,332	3.2	66.8	\$137,514	\$138,800	\$616
Village of Sauk City	1,314	2.2	61.2	\$148,300	\$112,600	\$475
Town of Prairie du Sac	428	3.0	87.2	n/a	\$162,200	\$567
Adjacent Communities				n/a		
Village of Merrimac	218	23.9	78.9	n/a	\$114,100	\$517
Town of Roxbury	640	5.8	87.7	n/a	\$160,500	\$570
Town of West Point	970	27.2	90.9	n/a	\$189,700	\$456
Town of Honey Creek	288	8.3	79.9	n/a	\$128,600	\$533
Town of Mazomanie	466	6.2	86.7	n/a	\$144,200	\$550
Town of Merrimac	654	40.1	85.5	n/a	\$170,400	\$556
Town of Sumpter	458	12.2	76.4	n/a	\$131,300	\$488
Town of Troy	300	7.7	78.7	n/a	\$96,100	\$481
Sauk County	24,297	10.9	73.3	n/a	\$107,500	\$508
Dane County	180,389	3.8	57.6	n/a	\$146,000	\$641
State of Wisconsin	2,321,144	10.2	68.4	n/a	\$112,200	\$540

* As of January 1, 2004

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

Figure 31 compares the housing characteristics of the Sauk Prairie area to those of surrounding communities, the county, and the State. The median house value for each of the three communities was higher than in Sauk County as a whole and Statewide. Owner occupancy rates are comparable to the entirety of Sauk County, but considerably higher than Dane County.

2. Housing Programs and Affordability

Housing affordability has become a growing issue in the Sauk Prairie area as increased demand has driven up land and construction costs. Under the comprehensive planning law, each community must provide a range of housing choices that meets the needs of persons of all income levels, age groups, and special needs. The two Villages provide a broader range of housing types and mixes than the Town, including condominiums, townhouses, apartments, and older homes, which attract a relatively diverse population. The lack of public sewer and water services in the Town curtails the range and intensity of residential units that can safely be built.

The Sauk County Housing Authority rents apartments to low-to-moderate income families and to those qualified elderly, disabled, and handicapped residents. The Sauk County Housing Authority operates several buildings in the Sauk Prairie area, all of which are located in the Village of Prairie du Sac.

The Sauk City Housing Authority owns and manages several properties that provide housing to low-to-moderate income families as well as to elderly, disabled, or handicapped persons. According to the Wisconsin Housing and Economic Development Agency (WHEDA) federally assisted rental housing inventory, the Sauk Prairie area has 117 federally subsidized housing units. Twenty-five of those units are senior housing located in the Village of Prairie du Sac with the remaining 92 units located in the Village of Sauk City. Of those 92 units, 44 are designated for low-to-moderate income families, while 48 are for the elderly or disabled.

Other housing programs available to Sauk Prairie residents include home mortgage and improvement loans from WHEDA 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 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.

B. Housing and Neighborhood Development Goals, Objectives and Policies

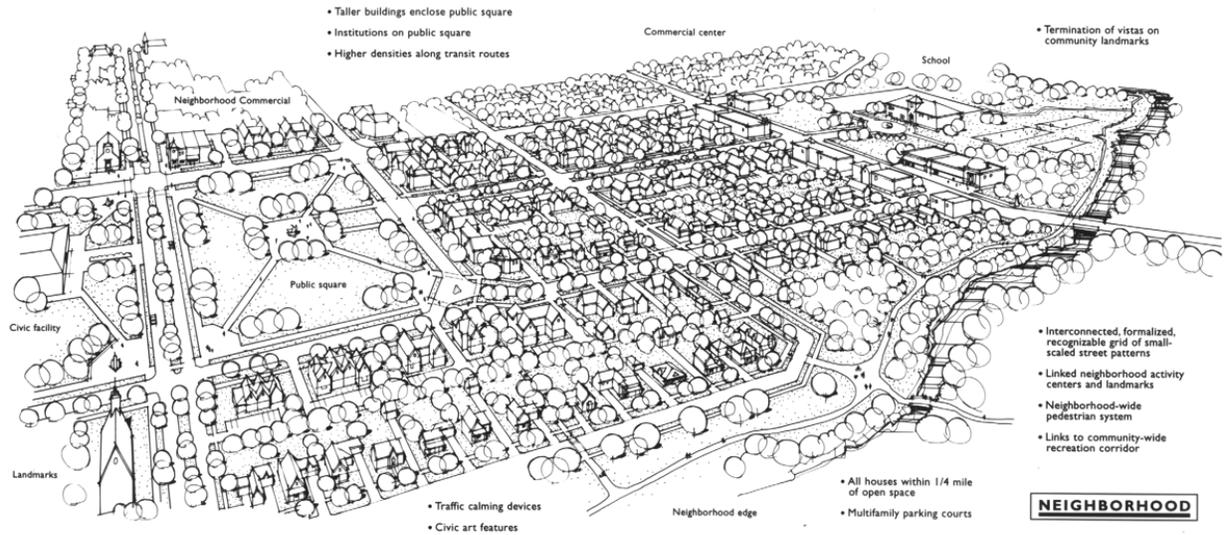
Goal: Provide for residential growth to promote a suitable living environment for all residents.

Objectives:

- a. Provide a range of housing in the Villages that meet the needs of persons of all income levels, age groups, and special needs.
- b. Design neighborhoods that provide a range of housing types, densities, and costs, but which also maintain the predominantly single-family character of the Sauk Prairie area.
- c. Work with private landowners and housing advocates to market the availability of land for the development or redevelopment of low-income and moderate-income housing, particularly within the two Villages.
- d. Design traditional neighborhoods in the Villages that are oriented towards pedestrians, attractive and safe, and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.
- e. Locate new neighborhoods in areas that are served by full urban services, including sanitary sewers and public water within convenient access to community facilities, shopping, jobs, and roads.
- f. Phase new residential development in a manner consistent with public facility and service capacity and community expectations.
- g. Within the Town, support an amount and density of new housing that is consistent with policies in the Land Use chapter, and will not impair the viability of agricultural operations, natural areas, or rural community character.
- h. Support the maintenance and rehabilitation of the existing housing stock.

Policies:

- a. Per the Future Land Use Map (Maps 10A and 10B), plan for a **sufficient supply of developable land for housing** for a variety of income levels, including low and moderate income residents.
- b. Guide new Village **housing to areas with convenient access** to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
- c. To encourage resident interaction and create a sense of place, **design new Village neighborhoods in accordance with traditional neighborhood design principles**, as described in the Land Use chapter and illustrated in the following graphic.



- d. Encourage initiatives that **strengthen existing neighborhoods** through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.
- e. Link the opening of new areas for neighborhood development with the **capacity of utilities and public facilities to accommodate such development, and with public values** on the desired pace of new development.
- f. Continue programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for **public park, recreation, and open space acquisition** and development, and consider impact fees to help fund other new and expanded municipal facilities, such as libraries.
- g. Require that the **development of new neighborhoods complies with the Villages' historic housing mix**. In general, not less than 65 percent of all new housing units in any new neighborhood should be single family detached homes.
- h. **Promote affordable housing for all residents** through maintaining an available supply of lots, smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multiple-family housing, and promotion of upper story downtown spaces for housing.
- i. **Plan for multiple-family housing** in parts of the Villages where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the Village, rather than larger projects in isolated areas.
- j. Direct eligible persons to village, county, State, federal, and non-profit **housing programs to promote and preserve decent, affordable housing** for persons with low and moderate incomes, the elderly, and people with special housing needs. Also, support the private market in developing affordable housing for these groups. Increased use of programs like Community Development Block Grants (CDBG) and tax credits may be used to fill financial gaps in providing such housing.

C. Housing and Neighborhood Development Programs and Recommendations

Building off of some of the policies listed above, the following are more detailed programs and recommendations to promote high-quality and affordable housing and neighborhoods in the Sauk Prairie area.

1. Support Provision of Affordable Housing

The availability of affordable housing will be an ongoing and increasing challenge in the Sauk Prairie area. The demand for housing will increase as a result of improved highways and other infrastructure, good schools, proximity to the expanding Madison/Middleton area, and the area's high quality of life. At the same time, community members have expressed clear desires to manage the pace of housing development, plan for Village expansion within defined growth boundaries, and limit the amount and density of housing in planned agricultural areas in the Town. These desires are intended to preserve the character and quality-of-life in the community, and are reflected throughout this *Comprehensive Plan*.

To provide for affordable housing in this environment, no single strategy will suffice. Instead, a multi-pronged approach is advised, which includes the following components:

- **Encourage smaller Village lot sizes:** The Villages intend to adopt, utilize, and encourage single family zoning districts with small minimum lot sizes. Smaller lot sizes result in lower development costs and lower lot costs. They also, in effect, increase the supply of land available for housing, without pressing up against recommended Village growth boundaries as soon. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in the Madison area, and are being built upon with high-quality housing.
- **Allow smaller Town lot sizes:** As described in the Land Use chapter, the Town intends to maintain an overall density of one new home per 35 acres throughout most of the Town. However, instead of having lots sized at least 35 acres as the only option to achieving this density, the Town intends to allow clusters of one to three lots as small as 2.5 acres. This is provided that the overall number of new homes does not exceed the one per 35 acre density on the entire farm. These smaller rural lots will be less costly than 35+ acre lots, which are the norm today.
- **Allow high-quality multiple family housing:** Higher density housing that complements the character of the existing Village can be an important component of the affordable housing stock. This includes both renter-occupied and owner-occupied (e.g., condos, townhouses) options. Too often, resistance to higher density housing is a result of poor design that does not reflect the character of the surroundings or is of low-quality that becomes worse over time. Standards suggested later in this chapter are intended to address some of these types of concerns.
- **Revisit public improvement standards:** Excessive public infrastructure standards can drive up housing costs. Within the Sauk Prairie area, Village standards for new streets may be unnecessarily wide (they generally require that new street widths match or exceed existing street widths). In addition to increasing development costs, this tends to increase traffic speeds and decrease a sense of place in a neighborhood. Narrower streets are, therefore, viewed as an essential component of Traditional Neighborhoods. Street widths of 32 feet (measured from curb-face to curb-face) are more than sufficient to safely accommodate traffic, parking, and emergency service needs in mainly single family neighborhoods. The Villages intend to revisit their street width standards.
- **Promote the maintenance of older neighborhoods:** The existing housing stock is an important component of the affordable housing supply, if housing is well maintained. The communities intend to explore greater use of programs like CDBG to help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes. For example, the

Villages intend to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements. Finally, as part of their downtown revitalization programs, the Villages will emphasize the retention and conversion of upper story spaces into housing. This may require financial incentives for necessary building upgrades.

- **Support programs to provide new affordable housing:** Several State and federal programs exist to help provide affordable housing for low and moderate income residents, who make up a good portion of the area's workforce and retirees. These may be administered or advanced through local housing or community development authorities. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower income residents. The Villages, in particular, should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market operating independently.
- **Consider more aggressive approaches if necessary:** If, even with the above efforts, affordable housing becomes an increasing problem in the Sauk Prairie area, more aggressive approaches may be worthy of consideration. These may include revisiting proposed growth boundaries, residential phasing policies, and impact fees. Strategies to consider in the future may also include inclusionary zoning—a type of regulation that requires that a certain percentage of housing in each new development be made affordable to low and moderate income residents.

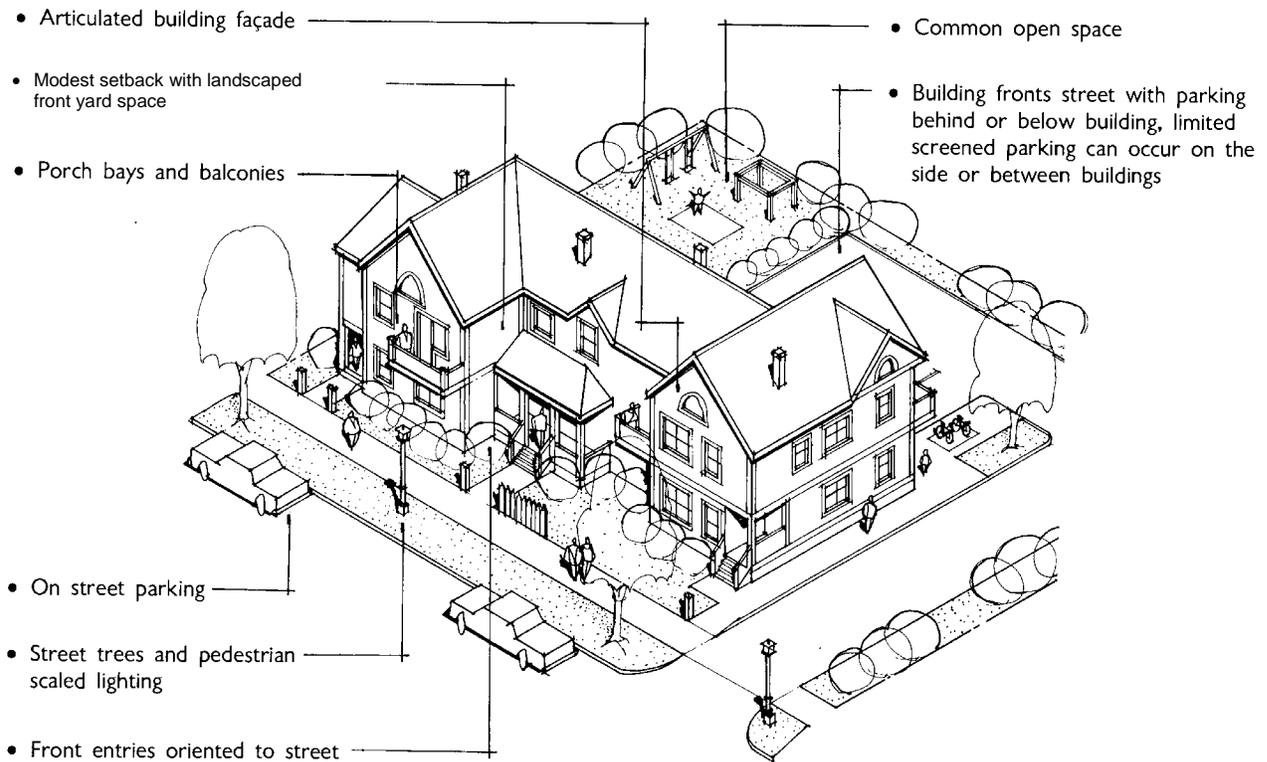
2. Enact Design Standards for Multiple Family Housing

Multiple family housing provides options for the elderly, younger residents, and employees for Sauk Prairie businesses. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The Villages intend to enact into their zoning ordinances detailed design guidelines for all new or expanded multi-family residential developments and enforce them during development review processes. The following guidelines and Figure 32 provide a foundation:

- Amend ordinances to require that all projects with buildings that include 8 to 16 units obtain a conditional use permit, and do not allow buildings with 17 units or more, except under Planned Unit Development zoning. Small-scale multiple family buildings—such as four or six unit buildings—are generally more in keeping with the historic character of the Villages.
- Incorporate architectural design that fits the context of the surrounding neighborhood, and Sauk Prairie's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land

- uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

Figure 32: Desired Multiple Family Residential Project Layout



3. Consider Anti-Monotony Ordinances for New Village Neighborhoods

The Sauk Prairie area communities support variety of housing styles, materials, and colors in new residential neighborhoods, particularly in the planned Traditional Neighborhood growth areas on the Villages’ west sides. This variety is reflective of the historic character of housing in the older parts of the Village’s, so is therefore important in preserving the area’s character. Housing variety also makes for more interesting neighborhoods that tend to retain their value over time.



Too often in growing communities, housing material, color, and style choices are very limited in new neighborhoods. To combat this trend, many communities have adopted “anti-monotony” provisions into their zoning ordinances. These types of provisions limit the construction of identical—or very similar—houses within a certain distance of one another. The sidebar includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee. That ordinance includes more detailed provisions and definitions as well.

The two Villages will consider inclusion of anti-monotony housing provisions in their zoning ordinances, in consultation with residents, developers, and home builders.

Example of General Anti-Monotony Provisions (Grafton, WI)

“No two single-family dwellings of similar front façade shall be repeated on any abutting lots or within five lots on either side of the street on which the dwellings front, including lots which are directly across the street from one another. Front facades shall be deemed to be similar when there is no substantial difference in roof lines; no substantial change in windows of either size, location, or type; and no substantial change in the color or kind of materials.”

4. Enact Development Plan Guidelines for New Rural Housing

The Land Use chapter (Exclusive Agriculture section) includes a recommendation that the Town prepare Development Plan Guidelines for new housing allowed in rural areas, following adoption of this *Comprehensive Plan*. Such guidelines are intended to cover the location of lots, buildings, open space, and other features on an ownership parcel when some development is proposed.

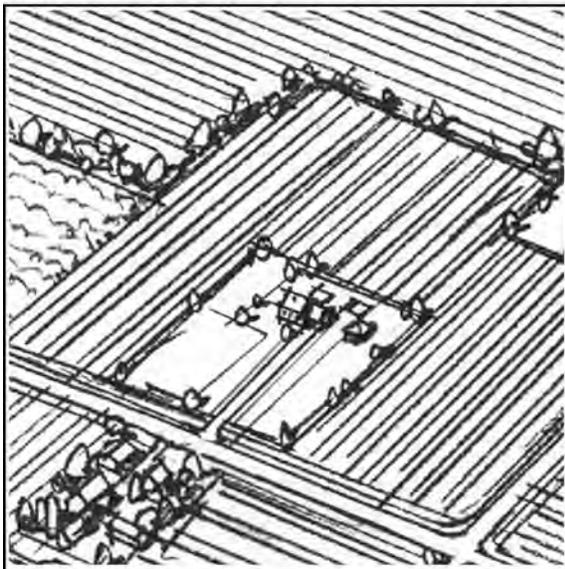
The following graphics in Figures 33 and 34 provide a starting point for these Development Plan Guidelines, illustrating some principles that will be detailed throughout that subsequent effort in both a single-lot and multi-lot example.

Figure 33: Single Lot Residential Rural Development Guidelines

The siting and treatment of a single residential lot in the Town's exclusive agriculture preservation districts will have an impact on valuable farmland and the existing visual character of the Town. Utilize the following strategies and "preferred" illustration below to guide proposed development in these situations.

- Minimize loss of valuable farmable land
- Optimize the shape and configuration of farmable parcels
- Minimize visual impact of development from roadside
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development

Typical



- Large isolated lot
- Homes and outbuildings visible from roadside
- Fragmented farmland and wildlife habitat

Preferred



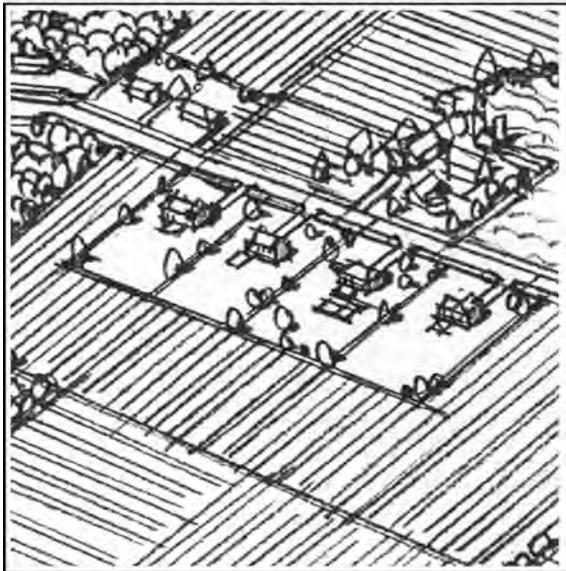
- Cohesive farm fields
- Homes and outbuildings set back from road
- Development located at edge of farmland
- Driveway located along fencerow
- Homes screened with existing vegetation or new landscaping

Figure 34: Multiple Lot Residential Rural Development Guidelines

The siting and treatment of multiple residential lots in the Town's exclusive agricultural districts will have an impact on valuable farmland and the existing visual character of the Town. The following guidelines are modeled after a typical farmstead building arrangement. Utilize the following strategies and "preferred" example below to guide proposed development in these situations.

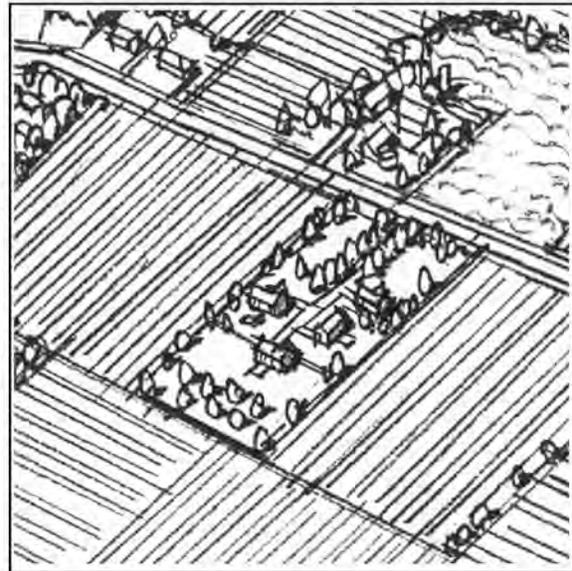
- Resemble typical farmstead arrangement
 - Clustered buildings
 - Single shared drive or cul-de-sac street
 - Fence rows and formal landscaping
- Minimize loss of valuable farmable land
- Optimize shape and configuration of farmable parcels

Typical



- Roadside lots with all homes visible from roadside
- Multiple driveways
- Perception of large amount of development

Preferred



- Residences clustered in the form of a typical farmstead
- Shared driveway or cul-de-sac (Tree-lined)
- Development set back from road
- Residences screened with new "farmstead" vegetation
- Cohesive farm fields
- Fence rows define parcels and developed area

5. Prepare a Residential Growth Phasing Plan

Managing the pace of housing development will become an increasing challenge over the twenty-year planning period as growth pressures increase. A pace that is too quick can strain public facilities and services, including schools and utilities. It can also become more difficult to assure that quality remains high, as workload on local officials and staff is increased further. Finally, residential growth that is too rapid can challenge and in some cases overwhelm the character of the community.

In response to these concerns, several communities in the Dane County area have adopted residential growth phasing plans. For example, McFarland has self-imposed geographic limits on lands it will annex and approve residential developments over, based on five-year phasing increments. Each five-year increment is based on its comprehensive plan and logical utility service areas. Verona and Waukeesh each limit the number of new lots that may be created each year, both on a community-wide basis and within each separate residential subdivision.

Following adoption of this *Comprehensive Plan*, the Sauk Prairie communities intend to begin discussing preparation of a Residential Growth Phasing plan or policy. This could be included as part of the suggested intergovernmental agreement described in the Intergovernmental Cooperation chapter. The 20-year growth boundaries suggested by the Future Land Use map, plus 5-year growth projections included in the Issues and Opportunities and Land Use chapters, could be the bases for this discussion. Potential options include:

- Mapping interim (e.g., 2010, 2015, etc.) growth boundaries, beyond which annexation and residential development approvals could not occur until the appropriate year had passed. These could be based on growth projections and logical utility and road service areas.
- Specifying maximum numbers of residential lots that could be created in each community on an annual basis, or possibly residential building permits issued.
- Limiting the numbers of new lots created per year within larger subdivisions, which could be accomplished through development agreements.
- Potentially providing flexibility in the phasing program to those developers who meet certain key goals of this *Plan*. For example, a particular phasing area may be opened up for development sooner than otherwise allowed if the developer met all the Traditional Neighborhood principles.

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter contains background information, goals, objectives, policies and programs to promote the retention, stabilization, and growth of the economic base in the Sauk Prairie area.

A. Existing Economic Framework

1. Overview

The area's existing economic base includes both urban and rural components. Most of the Sauk Prairie area's non-farm economic development is focused in the two Villages. This includes both light industrial and commercial development, although the current supply of vacant, improved lots for such uses is limited. In the Town, the economy remains focused on agriculture.

As shown in Figure 35, the largest employers in the Sauk Prairie area are focused on machinery, tools, and medical services. Milwaukee Valve-PDS Division and Fiskars Lawn and Garden Division provide approximately 760 jobs between them. Some smaller employers are focused in the agricultural and biotech industries. Sauk Prairie Memorial Hospital and Sauk Prairie Area School District are the largest service employers. The hospital contributes over 450 jobs to the local economy. The hospital and smaller medical clinics form a medical services cluster.

Both Sauk City and Prairie du Sac have Business/Industrial Parks, with expansion potential into adjacent vacant lands (see Map 10B). Prairie du Sac and Sauk City are recruiting light manufacturing, assembly, warehousing, and office-related businesses to locate in these parks.

The Villages of Prairie du Sac and Sauk City serve as the retail and service provider for the Sauk Prairie area, surrounding towns, and rural hamlets. Phillips Boulevard, Prairie Street, Water Street, and the two downtowns are particular destinations for retail and service activity.

Tourism is a growing component of Sauk County's economy. Currently, the Sauk Prairie area provides goods and services related to nature-based tourism in association with the Wisconsin River and the Bald Eagles. The Sauk Prairie area is rich in potential for cultural tourism due to its history, intact downtowns, opportunities for eagle-watching and other river-based recreation, the River Arts Center, and proximity to other tourist destinations.

Economic Development Recommendations Summary

- Direct non-farm commercial and industrial development to the Villages, with agriculture remaining the economic focus in the Town
- Enact a unified policy for economic development that focuses community support of new projects on achievement of community goals
- Assertively pursue revitalization of the downtown and waterfront areas
- Provide for industrial/business park expansion and wise use of industrial sites
- Allow new commercial development in planned locations, but consider the impact on existing businesses and the community
- Improve site and building design standards to ensure consistently high commercial and industrial development quality

Figure 35: Major Manufacturing, Distribution, and Service Employers in Sauk Prairie

Name	Employees
Milwaukee Valve-PDS Division	500
Sauk Prairie Memorial Hospital	470
Sauk Prairie School District	425
Fiskars Lawn & Garden Division	260
Unity Health Insurance	170
McFarlane Manufacturing Co., Inc.	110
Fuchs Inc.	100
Mueller Sports Medicine	90
Rural Wisconsin Health Cooperative	75
Village Family Dental	60
Prairie Plumbing & Heating	48
Culvers Franchising System	45
Schwartz Insurance	41
Ramaker & Associates	40

Source: Sauk County Development Corporation, 2003

2. Economic Development Agencies

The Sauk Prairie area has a number of agencies, tools, and programs designed to foster economic development.

Located in Baraboo, the Sauk County Development Corporation provides economic development assistance for the Villages and Town to help promote business recruitment, retention, and entrepreneurial efforts. The Sauk Prairie Chamber of Commerce promotes business retention and health specifically in the Sauk Prairie area. The Village of Prairie du Sac also has a Community Development Authority (CDA), focused on downtown revitalization and industrial development.

The Sauk Prairie Area Chamber of Commerce, in conjunction with the UW-Extension Center for Community Economic Development completed the Sauk Prairie Market Analysis in 2005. The project was funded in part by the Villages of Prairie du Sac and Sauk City. The market analysis study committee visited three comparable communities and noted the following ideas applicable to the Sauk Prairie area:

- Defining and enhancing gateways into downtown business districts
- Use of creative funding resources
- Incorporation of the local waterways into the downtown business districts
- Continuity of buildings and uniform multi-story buildings in the downtown shopping districts
- Development of residential units
- Creating a brand and marketing it to tourists and visitors

What is a Community Development Authority (CDA)?

Under Wisconsin statutes, a CDA can be authorized with the authority to incur debt, acquire and assemble property, capitalize loan funds, and implement a variety of other economic development programs.

CDAs serve as particularly useful mechanisms for redevelopment in older areas. In such cases, their main role is to overcome the factors that stand in the way of privately led redevelopment initiatives. These may include aging or inadequate infrastructure and fragmented property ownership.

Other conclusions and recommendations of this study include:

- While demand is high, the competition from Madison and Baraboo creates an entry barrier for the appliance and electronic store category.
- There is a demand gap for grocery and specialty food stores as well as women's clothing.
- In general, the most promising retail opportunities are classified as cluster-based or niche based development.

3. Economic Development Tools

Economic development tools available in the Sauk Prairie area include the following:

- **Tax Increment Financing (TIF):** TIF is a financial tool to promote blight elimination and economic development. TIF provides upfront public expenditures for land and infrastructure for industrial development or downtown redevelopment. The resulting development pays for such initial expenditures over time through dedicated property tax revenues. Both the Village of Prairie du Sac and the Village of Sauk City have created TIF districts to encourage business park development and downtown revitalization.
- **Grants:** Based on population size, all three communities are eligible to apply for several grants through the Wisconsin Department of Commerce and, more specifically, its Community Development Block Grant (CDBG) Program. Grants for improvements to public infrastructure are available for projects that bring quality jobs into the community. Agricultural development grants are also available, mostly through the Wisconsin Department of Agriculture, Trade, and Consumer Protection and U.S. Department of Agriculture.
- **Loans:** Loans are another type of economic development tool that many communities utilize. Using TIF funds and payments on past loans, the Village of Prairie du Sac has created a revolving loan fund to enhance historic facades of downtown buildings. Additionally, 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.

4. Environmentally Contaminated Sites

The WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the State. The WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of a brownfield 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.

Sauk Prairie sites represented on the WisDNR's database include two areas contaminated by spills, one in Sauk City and the other in the Village of Prairie du Sac. Other reported environmental issues were ten leaking underground storage tanks; eight were located in Sauk City and two in the Village of Prairie du Sac. New sites are added to the list daily, and the possibility exists that sites in the area will be listed in the future.

These properties will need special attention for successful redevelopment to occur. The communities support clean-up and appropriate reuse of these and other contaminated sites (when and if they are found), but do not intend to approve (re)development projects until remediation is completed or commitments are made for remediation.

5. Desired Economic Focus

The Wisconsin comprehensive planning statute requires that this *Comprehensive Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit."

Based on public and Joint Steering Committee input throughout the process, the vision statement included in the Issues and Opportunities chapter establishes the area's desired economic focus.

Figure 36 outlines identified strengths and weaknesses with respect to achieving the Sauk Prairie area's desired economic focus. The goals, objectives, policies, and programs that follow attempt to take advantage of these strengths and overcome or minimize these weaknesses.

Figure 36: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Highway 12 Expansion	Highway 12 uncertainty (bypass)
Wisconsin River	Limited improved lots for industrial expansion
Downtown opportunities	Uncertainty of power reliability
“Rivertown” character; small town atmosphere	Underdeveloped technology infrastructure
Cultural opportunities (e.g., River Arts Center, festivals)	Local competition for development
Proximity to Madison and the Dells	Inconsistent joint economic marketing programs
Surrounding agriculture and agricultural-support businesses	Limited population base
Population growth rate	Small population to support two downtowns
Excellent schools	Limited river access
Educated workforce	Competition from other resource tourism destinations
Sauk Prairie Airport	Natural and man-made barriers for development
Natural resources and wildlife, especially eagles	

B. Economic Development Goals, Objectives and Policies

Goal: *Emphasize the Sauk Prairie area as a local center of jobs, shopping, and services, while preserving the character of the communities.*

Objectives:

- a. Cooperate on economic development for the mutual benefit of all Sauk Prairie area communities.
- b. Direct non-farm related business development to the Villages, while encouraging farming and agricultural support businesses in the Town.
- c. Actively encourage revitalization of downtowns and other underused properties served by utilities.
- d. Enhance the downtowns as the centers of government services, businesses, and tourism.
- e. Provide new shopping and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods, rather than in long unbroken strips.
- f. Maintain business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with preservation of natural and historical resources.

Policies:

- a. Maintain an **adequate supply of improved, developable land** in the Villages for new industrial and commercial development, per the Future Land Use map (Maps 10A and 10B).
- b. Provide and **support infrastructure improvements** that foster the desired types of economic activity in the Sauk Prairie area, including high-speed telecommunications services to promote information-based business development, a river walkway to promote tourism, and parking and other public improvements to promote downtown revitalization.
- c. Adopt a **three-community policy for economic development**, with an emphasis on (a) supporting expansion of existing businesses first and (b) providing incentives for types of

- industrial and business park development that contribute to the area's economic vision, goals, and objectives.
- d. Prioritize economic development by **establishing authorities and/or dedicated staff** devoted to promoting, developing, and implementing creative approaches for economic development, and collaborate with existing economic development interests such as the Chamber and County Development Corporation.
 - e. Help implement the results of the Sauk Prairie Area Chamber of Commerce's **Sauk Prairie Market Analysis**.
 - f. Build on the area's historic, natural, and cultural heritage to promote **day-trip tourism**. Efforts may include developing and marketing a "brand" for the Sauk Prairie area, restoring historic buildings, developing historic walking tours, enhancing the riverfront, continuing to revitalize the downtowns, establishing a wayfinding signage system, and promoting events that celebrate the area's heritage.
 - g. Encourage the continued restoration, trail development, and opening up of the downtowns to the **Wisconsin River** for economic, community, and environmental benefits.
 - h. Support **mixed use development projects** that integrate non-residential and residential uses into high-quality, unified places.
 - i. Plan for **commercial developments convenient to and integrated with residential neighborhoods**. Use the zoning process to limit hours of operation for certain types of land uses that have the potential for significant negative impacts on neighbors.
 - j. Encourage the **clustering of larger-scale commercial uses** in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.
 - k. Support proposals that provide a **range of commercial development opportunities**, while considering the importance of preserving the area's character, existing locally owned businesses, and the downtowns.
 - l. Before offering approvals on new commercial developments, consider **impacts on existing business locations**, including those in the downtowns. Amend ordinances as necessary to provide a sound legal basis to use this as a criterion and make sure that such uses are subject to discretionary approvals, like conditional use permits.
 - m. Facilitate the provision of **quality, affordable child care facilities** as a key ingredient to attracting and retaining a quality workforce as well as creating a healthy and stable community. The communities encourage local businesses to offer childcare services as part of the benefits package for their employees.
 - n. Work with local electrical, cable, and/or phone providers to establish a **"fiber ring"** to facilitate information-based economic development.
 - o. Encourage the **expansion** of medical and health care services, information-oriented businesses, bio-based businesses, office and research facilities, and professional services sectors.
 - p. Locate industries on sites and in areas where they have **adequate expansion space** to meet anticipated future needs.
 - q. Incorporate standards for **commercial and industrial building and site design** in zoning ordinances, with an emphasis on commercial buildings. Amend exterior lighting and signage ordinances as necessary to emphasize monument signs and not allow any more billboards in Sauk Prairie area. Enforce billboard removal provisions in ordinances.
 - r. Support the economic health of production **agriculture**, farm family businesses, and the development and expansion of markets for agricultural products.

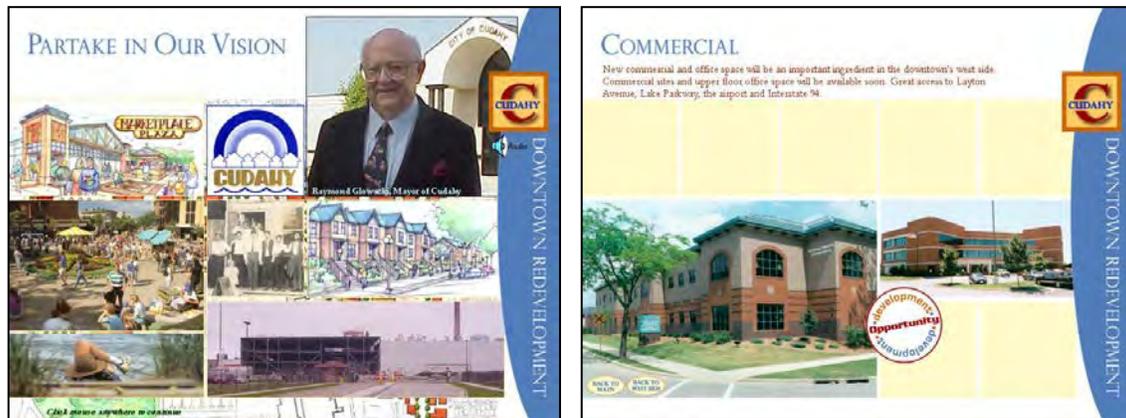
C. Economic Development Programs and Recommendations

More specific economic development programs and recommendations to pursue the policies above are highlighted in the following sections.

1. Develop a Cooperative, Progressive Economic Development Strategy

This *Plan* proposes an assertive program of economic development and redevelopment that will require a proactive, directed, and cooperative approach. The following programs and initiatives are proposed:

- **Community Development Authorities:** Sauk City intends to consider forming a Community Development Authority (CDA) to manage Business Park growth and downtown redevelopment implementation. The recommended redevelopment of portions of the downtown and the transformation of south Water Street are two initiatives where a Sauk City CDA could play a major role in Sauk City's future. Once formed, regular meetings of that new CDA and the existing Prairie du Sac CDA will be considered a means to formally pursue joint marketing of industrial/business parks and mutually beneficial downtown revitalization activities.
- **Economic Development Policy:** The communities are advised to collaborate on a joint economic development policy, building off of the 2003 Village of Prairie du Sac economic development policy. A joint economic development policy can minimize competition for new economic development projects and assure that financial incentives are directed to the types of projects that best fulfill the area's economic vision, goals, and objectives. Possible elements of that joint policy—which may guide which types of projects to support through financial incentives or development approvals—include the following:
 - i. Clean industries that contribute to the quality-of-life in the area and that do not emit pollutants, noise, odors, vibrations, heavy trucking activity, or other negative externalities.
 - ii. Construction that exceeds \$70 per square foot.
 - iii. Wages above 125% (excluding CEO compensation) of Sauk County median income level with comprehensive benefits package, ideally including child care benefits.
 - iv. Site planning and building design that works with the topography, includes innovative stormwater management practices, features enhanced landscaping and on-site open space, includes a design that promotes pedestrian access, and meets or exceeds community architectural and site planning standards, such as those suggested later in this chapter.
 - v. Projects that complement other Sauk Prairie area businesses and developments and make the area more attractive for future business investment.
 - vi. Projects that increase the diversity of businesses in the Sauk Prairie area.
 - vii. Advancement of community desires to promote high-technology businesses and increase high-technology infrastructure. These businesses and industries should be target marketed.
 - viii. Projects that help locally-owned businesses get established or grow.
 - ix. Projects that have a positive or neutral impact on all levels of public taxing jurisdictions, including school and utility districts.
- **Collaborative, Exciting Marketing:** The CDAs, Chamber, Economic Development Corporation, and communities are encouraged to undertake a collaborative effort to brand the Sauk Prairie area for marketing purposes. The suggested branding should focus on the area's "rivertown" character, described throughout this *Plan*. This branding should be reflected in major marketing initiatives, community signage, and small details like letterheads. Electronic communications are an increasingly effective way to market communities. As part of the branding initiative, the communities may undertake a unified Sauk Prairie Web page and CD mailer to encourage business development and tourism. These tools should provide a highly visual, interactive portal to the area's attractions, business sites, and economic programs.



Example of electronic community marketing content.

2. Emphasize Local Business Formation, Development, and Retention

The most important components of any economic development strategy are the people invested in it, both financially and emotionally. Locally grown and owned businesses are one of Sauk Prairie's greatest assets. Many local businesses have become identified with Sauk Prairie and impart local flavor, often in the form of unique goods and services. Since many owners also live in the community, most profits (not just payrolls) will be spent locally as well.

Local business retention and growth are, therefore, key aspects of Sauk Prairie's economic development direction. Numerous studies have shown that it is more productive and efficient to create a favorable environment for existing businesses to grow than to lure new businesses to a community. As such, the communities, CDAs, Economic Development Corporation, and Chamber will focus on helping expand existing businesses and ensuring that businesses stay in the Sauk Prairie area. Services could include regular contacts with area businesses to identify expansion possibilities and to make sure that small problems do not escalate, resulting in possible closure or relocation outside the community. Through such efforts, existing businesses could also be encouraged to expand to tap into underserved markets.

The communities and economic development agencies may also help residents form and grow new businesses that serve community needs and help develop a tourism market. The CDAs could take an active role in creating a multi-tenant business incubator/accelerator building to help locally-grown start-up and emerging industries with affordable space. Enhanced downtowns can also be important providers of affordable space for retail and service based start-ups.

3. Pursue Appropriate Retail Expansion Opportunities

Like many other communities in the area, there is a mismatch in the Village between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary automobile trips as Sauk Prairie residents travel outside the community for much of their shopping, particularly to Madison and Baraboo. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help re-circulate local wealth while bolstering local tax revenues. More local shopping and employment would also put less strain on regional roads (e.g., Highway 12), resulting in less auto pollution and greater convenience.

This desire for additional shopping opportunities should be balanced with legitimate concerns over potential negative impacts of encouraging large-scale ("big box") retailers in the area. Large-scale national retailers can actually have a negative impact on local revenues and jobs, as well as affecting community character and uniqueness. Such retailers can hurt the earnings of local shopkeepers, elim-

inate better paying jobs, and shift profits to corporate headquarters and scattered shareholders rather than reinvesting them in the community.

To address these concerns, the Sauk Prairie area communities intend to adopt zoning ordinance amendments to carefully consider new proposals for large-scale retail uses. These ordinance amendments should require a conditional use permit for all retail and commercial service buildings that exceed 20,000 square feet in area.

New drug stores, hardware stores, and office supply stores are typically just above that size. Other

components of an ordinance addressing these large-scale retail uses should include:

- Building design standards to break away from box-like appearance.
- Site design standards that minimize parking impact and promote street-directed building placement.
- A requirement for a community impact report to address social and economic impacts.

4. Facilitate Logical Business Park Expansions

As advised in the Land Use chapter, both Villages plan for reasonable future expansions to their respective business/industrial parks. In the longer term, the communities (and CDAs) intend to discuss the potential for a joint business/industrial park with revenue sharing. The most promising locations for such a joint endeavor may be near the Highway 60/12 intersection or the Highway PF/12 intersection.

Making sure existing industrial park space is used wisely is also critical. This includes:

- Promoting the redevelopment of several older sites in the Prairie du Sac Industrial Park that are appropriate for higher quality, higher value uses.
- Selecting sites with amenities that match individual business needs with respect to transportation access, visibility, and communications access.
- Planning for future on-site expansion when initial site selection takes place—industrial sites should almost always be larger than initial demands require. When businesses submit site plans for Village approval, future building and parking expansion should be shown.

5. Support Continued Downtown Revitalization and Related Tourism

The two downtowns—along with the adjacent riverfront—serve as the heart of the Sauk Prairie area. Recent initiatives to revitalize the downtowns and waterfronts will be continued. Efforts such as a riverfront trail and shoreline restoration, described in other chapters of this *Plan*, will greatly assist in bringing additional economic activity to the downtowns. The Land Use chapter also includes recommendations for physical improvements to the downtowns. Building off of those recommendations, the communities intend to pursue the following downtown revitalization directions:

- Continue the revitalization program for Prairie du Sac’s downtown, emphasizing the redevelopment of key parcels identified through earlier planning efforts.



Architectural detailing and varied material on larger commercial building

- Pursue a focused revitalization initiative in downtown Sauk City, potentially including creation of a Community Development Authority, statutory redevelopment plan (see description below), design guidelines, and a Tax Increment Financing (TIF) district.
- Emphasize revitalization/redevelopment of existing downtown use areas over expansions of downtown activity areas into nearby residential neighborhoods. Also, balance redevelopment with historic preservation.
- Support the expansion of service oriented businesses and specialty retail services that serve both community residents and visitors. Additional business ventures may focus on celebrating the Sauk Prairie’s recreational focus and historic connection to food.
- Recognize the downtown economic development opportunities associated with a growing Hispanic population—both as potential entrepreneurs and customers.
- Enhance the local market for downtown goods and services by promoting more downtown housing (including second story conversions/upgrades), helping existing businesses stay downtown, and discouraging competing retail and service centers at the edges of the community.
- Encourage unified business promotion, marketing, advertising, operations, and maintenance for the Downtowns. Components of a unified program include standardized business hours, business education, and special events such as Maxwell Street Days.

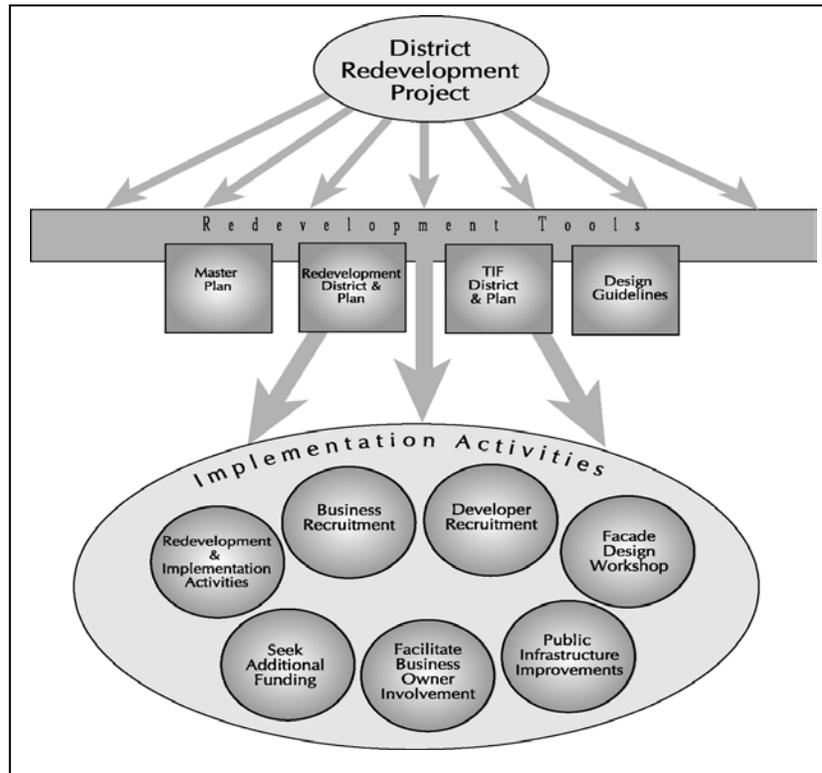
6. Pursue Redevelopment and Infill of Other Underutilized Lands

Beyond the two downtowns, there will be other redevelopment opportunities in the Sauk Prairie area over the 20-year planning period. These include two planned Mixed Use Centers identified on the Future Land Use map (Map 10A)—the Water Street/Oak Street/Hospital Mixed Use Area and the South Water Street/Phillips Street Mixed Use Area. The railroad corridor between Phillips Boulevard and Water Street also provides scattered site redevelopment opportunities, particularly if the rail line is abandoned.

Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area’s condition.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for the redevelopment area
- Prioritizing redevelopment sites.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and concept plan map, with particular attention to priority sites.
- Aggressively pursuing implementation through adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Figure 37: Redevelopment Planning and Implementation Process



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Redevelopment strategies for brownfield (contaminated) sites are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin.

7. Upgrade Commercial and Industrial Development Design Standards

The communities intend to strengthen and enforce design standards for commercial and industrial projects to ensure high-quality, lasting projects that are compatible with the desired character. These standards should apply to all new development and redevelopment projects in the Villages, in particular. They should ideally be incorporated into or referenced in the Villages' zoning ordinances and be used during site plan review processes. For new and expanded commercial uses, the standards listed below and illustrated in Figure 38 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Street trees along all public street frontages.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.

- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments.
- Site design features that allow pedestrians to walk parallel to moving cars.
- Illumination from lighting kept on site through use of cut-off luminaires.
- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
- All building façades containing architectural details and of similar quality as the front building façade.
- Central features that add to community character, such as patios and benches.
- Avoid linear, “strip commercial” development patterns within multi-occupant development projects. Such buildings and occupant spaces should instead be arranged and grouped so that their orientation complements adjacent, existing development and frames the development site and parking areas (see Figure 39).

Figure 38: Desired New Commercial Project Layouts

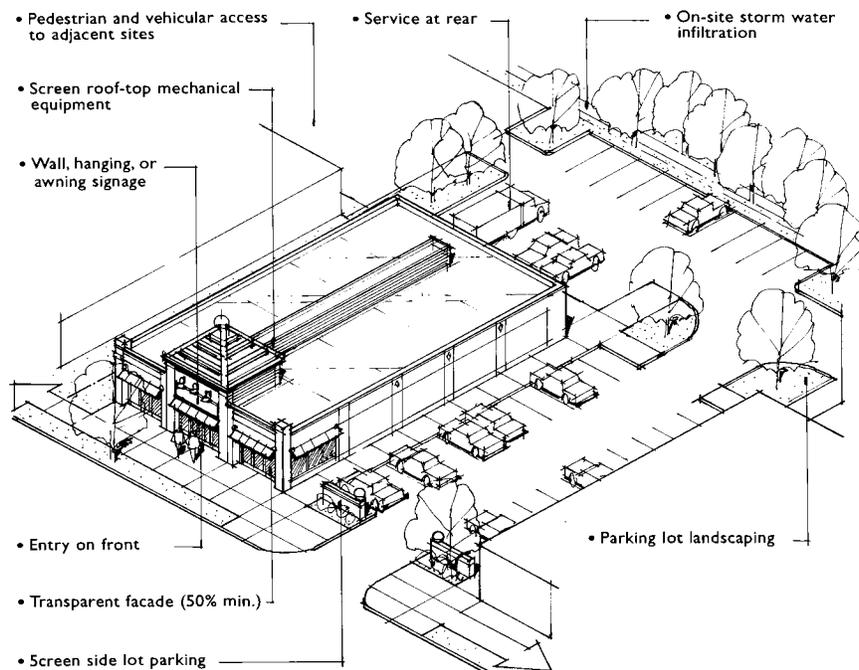
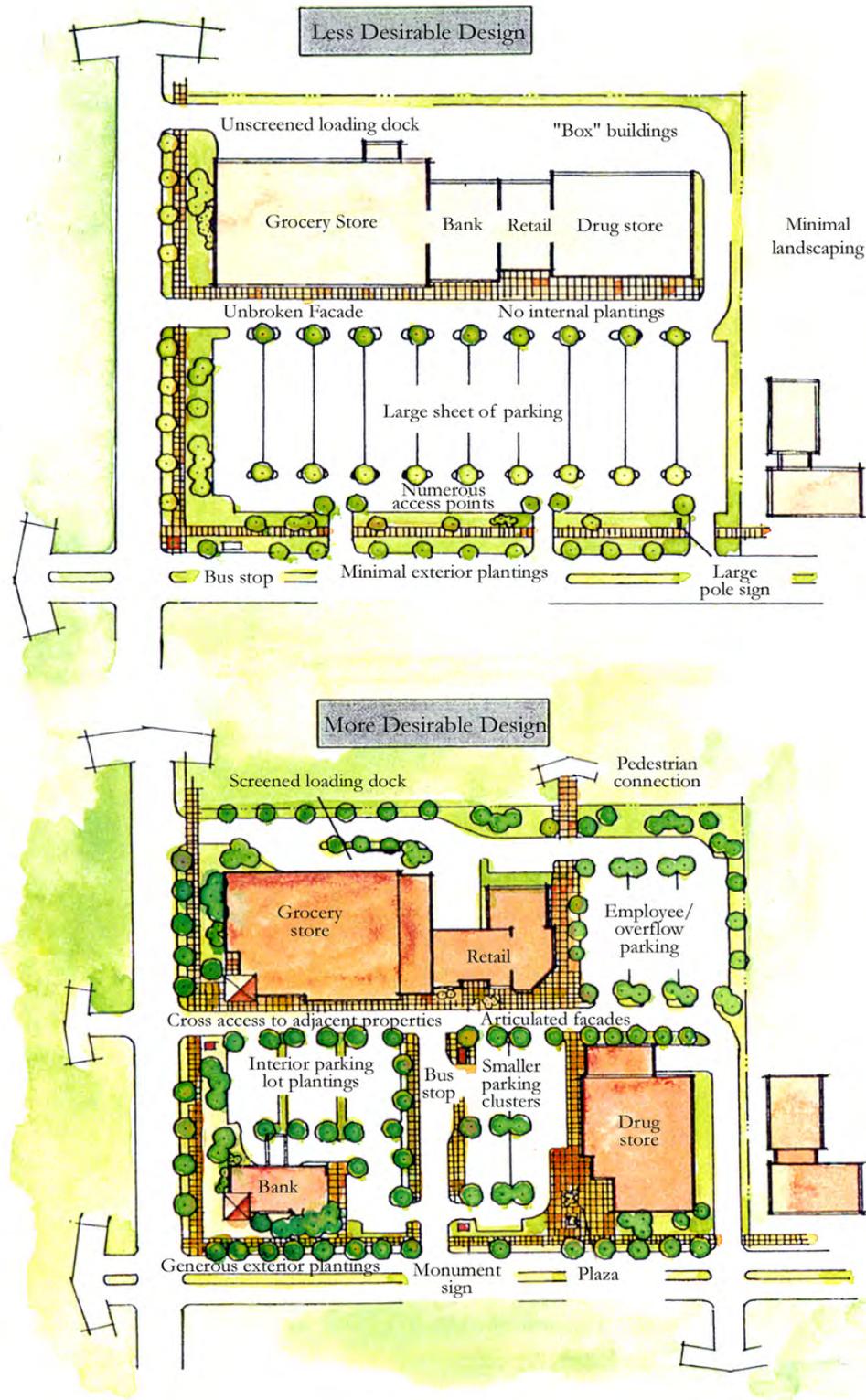


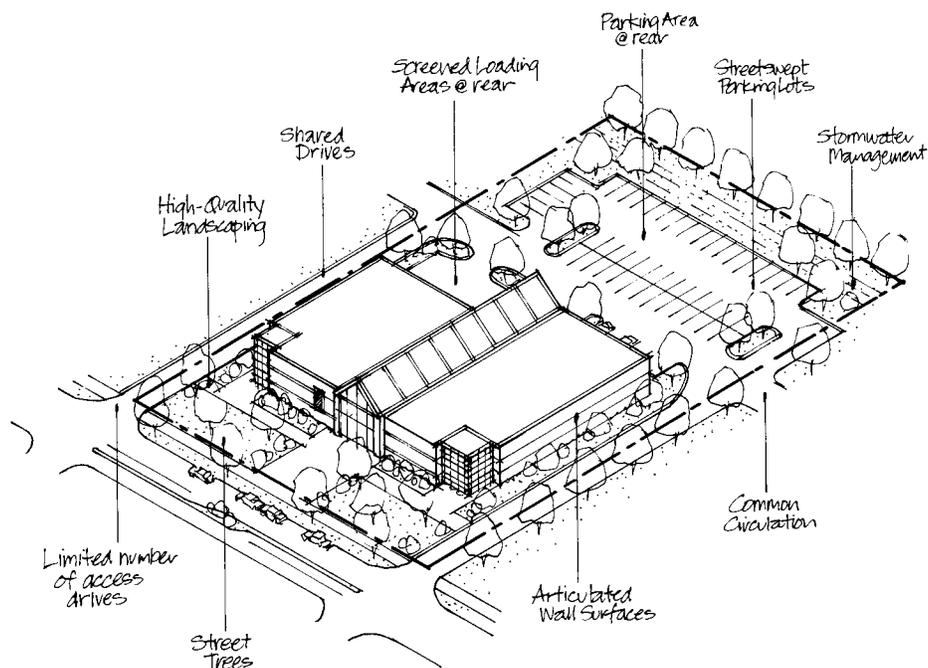
Figure 39: Design Standards for Multi-Building Commercial Projects



For new and expanded industrial uses, the standards listed below and illustrated in Figure 40 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal.
- Location of loading areas at the rear of buildings.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.
- Areas for future building and parking expansion, even if none is anticipated in the near future.

Figure 40: Desired New Industrial Project Layout



CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

In a State with over 2,500 units of government and in an era of diminished local government resources, it is increasingly important to coordinate decisions that affect neighboring communities. The communities in the Sauk Prairie area have a rich history of intergovernmental cooperation to build upon. This *Comprehensive Plan*, and this chapter in particular, are important vehicles to both bring together and potentially expand these activities. This *Plan* incorporates by reference all joint plans, extraterritorial arrangements, and agreements to which one or more of the communities area a party under Sections 66.0301, 66.0307, 66.0309, and other applicable sections of Wisconsin Statutes.

A. Existing Regional Planning Framework

Map 2 shows the boundaries of the Sauk Prairie area's neighboring and overlapping jurisdictions. All play an important part in the area's future. Relationships among these jurisdictions were analyzed to identify future opportunities and potential planning conflicts. The following is a summary of this analysis:

1. Village of Prairie du Sac, Village of Sauk City, and Town of Prairie du Sac

The Village of Prairie du Sac, the Village of Sauk City, and the Town of Prairie du Sac have a rich history of cooperative planning and decision making. This history includes:

- Extraterritorial planning and zoning dating back to 1980.
- The 1970 and 1995 Sauk Prairie Comprehensive Plans—collaborative efforts between the two Villages.
- Shared municipal services including police, sanitary sewer service, emergency medical services, and recreation programming (with School District).
- A School District that serves all three communities and lands beyond these communities.
- Ongoing dialogue and informal agreements on a variety of other plans and services.

This new *Comprehensive Plan* updates and suggests the continuing use of existing joint plans and land use regulations. The Utilities and Community Facilities chapter addresses areas of common and collaborative services and utilities. The final section of this Intergovernmental Cooperation chapter advises potential areas of future collaboration among the three participating jurisdictions.

2. Town of Merrimac

The Town of Merrimac is located northeast of the Town of Prairie du Sac, and is primarily accessible via Highway 78. The Town adopted a new comprehensive plan in 2004. That plan emphasizes natural area and farmland preservation, and Town zoning is consistent with this intent. Future intensive development is planned only along Wisconsin River/Lake Wisconsin (rural subdivisions) and near Devil's Head Resort (recreation commercial). There are no conflicts between Merrimac's plan and this *Sauk Prairie Comprehensive Plan*. In fact, the two plans complement one another through their emphasis on agricultural and natural area preservation, and their focus on conservation neighborhoods along the river combined with a vegetative buffer along Highway 78.

3. Town of Sumpter

The Town of Sumpter is located directly north of the Town of Prairie du Sac. It includes most of the Badger Army Ammunition Plant. In 2003, the Town of Sumpter adopted a new Comprehensive Plan. The purpose of the Town of Sumpter Comprehensive Plan is to preserve agricultural land and

Intergovernmental Cooperation Recommendations Summary

- Enter into a three-community intergovernmental agreement to implement key municipal, boundary, growth edge, land use recommendations of this plan
- Pursue intergovernmental discussions and possible agreements with towns east of the river focusing on highway and rural character issues
- Support future studies to consolidate library and fire services, particularly in advance of any decisions to make capital improvements or create new positions for these agencies.

protect farm operations and environmentally sensitive areas. Most of Sumpter is zoned Exclusive Agriculture under the County's zoning ordinance. The plan advocates the use of clustering for limited non-farm development in these areas. The major area of significant recommended additional development is the Bluffview area, across from the Badger Army Ammunition Plant. There are no conflicts between Sumpter's plan and this *Sauk Prairie Comprehensive Plan*. In fact, the policies, such as agricultural preservation and clustering, are very much in alignment.

4. Town of Honey Creek

The Town of Honey Creek is to the northwest of the Town of Prairie du Sac. The 2004 Town of Honey Creek Comprehensive Plan places a strong emphasis on agricultural and natural area preservation. The Town is zoned for this purpose. Proposed development within the Town of Honey Creek is recommended to be limited within the development districts near the historic hamlets of Leland and Denzer. There are no conflicts between Honey Creek's plan and this *Sauk Prairie Comprehensive Plan*.

5. Town of Troy

The Town of Troy is directly west of the Town of Prairie du Sac, accessible via Highways 60 and O. The entire town is planned and zoned for exclusive agricultural use under the Sauk County Zoning Ordinance. Troy was scheduled to adopt a new comprehensive plan in 2005. That plan suggests few departures from the town's current plan, and will likely not recommend any intensive development near Prairie du Sac. There are no conflicts between Troy's planning and zoning and this *Sauk Prairie Comprehensive Plan*. In fact, the agricultural preservation policies are very much in alignment.

6. Town of Mazomanie

The Town of Mazomanie is located south of the Town of Prairie du Sac and Village of Sauk City, south of the Wisconsin River in Dane County. While close in proximity, there are large riverine wetland and floodplain areas and no bridges across the river in this area. In 2002, the Town of Mazomanie completed an update of its *Comprehensive Plan* as part of the larger Dane County U.S. Highway 12 growth management planning process. The Mazomanie plan clearly lays out the Town's support of agriculture and open space preservation, with residential subdivision development largely limited to an existing developed area along Highway Y south of the river. Finally, Mazomanie's plan does not anticipate a bypass of Highway 12, which could affect the extreme northeast corner of the Town.

Mazomanie's preservation and development policies are consistent with those expressed in this *Sauk Prairie Comprehensive Plan*. The town has been involved in discussions regarding South Bypass for Highway 12 proposed in this *Sauk Prairie Comprehensive Plan*. This will continue as more detailed discussions and studies related to Highway 12 proceed over the next several years. These are described in more detail in the Transportation chapter.

7. Town of Roxbury

The Town of Roxbury is located east of the two villages and the Wisconsin River, within Dane County. In 2002, Roxbury completed an update of its comprehensive plan as part of the larger Dane County U.S. Highway 12 Growth Management project. Roxbury's plan places a strong emphasis on the preservation of farming in the community. A vast majority of the town is planned and zoned for agricultural purposes, with a maximum non-farm development density of one home per every 35 acres. The town plan also includes a modest transfer of development rights program in order to protect the town's best agricultural soils from home development.

Roxbury's plan identifies two main areas for additional development: the historic "village" of Roxbury and the so-called "triangle area" formed by Highways 12, 78, and Y. Both areas have a significant amount of existing development. The town does not envision additional large-scale commercial development along Highway 12, but has designated small areas of commercial development at the in-

tersections of Highways 12/78 and Highways 12/KP. Larger-scale commercial development is to be directed to the Villages. The town's 2002 plan acknowledges the Highway 12 South Bypass alignment that was included as part of the 1995 Sauk Prairie Area Comprehensive Plan, but does not take a position on the appropriateness of this alignment.

Roxbury's preservation and development policies are consistent with those expressed in this *Sauk Prairie Comprehensive Plan*. The town has been heavily involved in discussions regarding the South Bypass for Highway 12 proposed in this *Sauk Prairie Comprehensive Plan*, and the alignment in Map 13 generally reflects the town's preferred alignment if a bypass is ultimately required. These intergovernmental discussions will continue as more detailed studies related to Highway 12 proceed over the next several years and as new development proposals are considered in the Town of Roxbury near the path of the potential future bypass.

8. Town of West Point

Located in Columbia County, the Town of West Point lies east of the Village and Town of Prairie du Sac. The Town of West Point Land Use Plan was last updated in June 1996, and at the time of writing was being upgraded to meet the requirements of the comprehensive planning legislation. The 1996 plan divided the town into four planning districts: Lakeshore Development District, Crystal Lake Recreation District, Transitional Development Expansion District, and Agricultural and Woodland Preservation District. The Lakeshore Development District, located along the Wisconsin River/Lake Wisconsin is the preferred area for non-farming residences.

The policies of West Point are generally in alignment with those of the Sauk Prairie area. There has been some intergovernmental concern related to the intensity of new developments proposed for the Lakeshore Development District. The communities west of the river will continue to seek engagement with West Point on mutually agreeable plans and development proposals. The Village of Prairie du Sac and Town of West Point will likely be the lead local players in these discussions.

9. Sauk County

In 1999, the Sauk County Board of Supervisors adopted the Sauk County 20/20 Development Plan. The Development Plan is a policy document that presents vision statements, goals, and policies on six major planning areas, including community change, economic development, farmland preservation, housing, natural resources, and transportation. This plan does not include a county future land use map. The plan does recommend that the county prepare comprehensive rewrites of its Zoning Ordinance and Land Division and Subdivision Ordinance to reflect the values of its 20/20 Plan. It also recommends that the county study innovative land use approaches, such as purchase of development rights, transfer of development rights, and conservation subdivision design as ways to preserve farmland and natural resource areas while respecting private property rights. Finally, the plan recommends that the County adopt an erosion control/stormwater management program, a groundwater protection program, and a highway access control ordinance.

The Sauk County Farmland Preservation Plan was adopted in 1979. The plan sets forth four primary policies: 1) to preserve lands that are in agricultural use, those that contain Class I, II, III, or IV soils, or those that are of adequate size to maintain efficient farm operations; 2) to limit growth areas adjacent to or within platted areas; 3) to encourage public facilities to locate within existing utility and transportation corridors; and 4) to encourage the preservation of significant natural resources, open space, scenic, historic, or architectural areas by identifying areas to be considered for preservation.

Sauk County is working with a number of communities in its jurisdiction on the update of local plans in a manner that aligns with the Sauk County 20/20 Plan and Farmland Preservation Plan. This includes the Sauk Prairie Comprehensive Plan, for which Sauk County completed the mapping and aided its expertise in Town planning, community character planning, and economic development. It is Sauk County's intention to update its 20/20 Plan before 2010 to meet the State's comprehensive

planning law requirement. There are no conflicts between Sauk County's plans and this *Sauk Prairie Comprehensive Plan*.

10. Dane County

In recognition of the stress increasing growth pressure places on both natural and human systems, the *Dane County Land Use and Transportation Plan* was adopted by the County in 1997. The Plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations. In the early 1980s, Dane County adopted its *Farmland Preservation Plan*, which includes town plans as a central component.

At the time of writing, Dane County was in the process of preparing a comprehensive plan meeting the State's comprehensive planning legislation. This comprehensive plan will likely incorporate the land use recommendations of the Roxbury and Mazomanie town comprehensive plans. The Sauk Prairie area communities will maintain an awareness of Dane County's progress as it moves forward.

There are no conflicts between Dane County's adopted plans and this *Sauk Prairie Comprehensive Plan*, although it is noteworthy that no Dane County plan advises or anticipates construction of a Highway 12 bypass. Dane County representatives were involved and will continue to be involved in detailed studies and discussions of a potential bypass.

11. Columbia County

Development in rural Columbia County, located northeast of the Sauk Prairie area, is presently guided by the Columbia County Agricultural Preservation Plan (originally adopted in 1977, and updated in 1998) and locally-adopted town land use/comprehensive plans. The Agricultural Preservation Plan supports the basic goal of preserving farmland and lays the foundation for the County's exclusive agricultural zoning. There are no known conflicts between Columbia County's adopted plans and this *Sauk Prairie Comprehensive Plan*. The Sauk Prairie area communities will maintain awareness of Columbia County's progress on its comprehensive plan as it moves forward.

12. Key State Agency Jurisdictions

The Wisconsin Department of Transportation (WisDOT) District 1 office in Madison serves the Sauk Prairie area and all of Sauk County. WisDOT staff were heavily involved in this comprehensive planning process. The Villages and Town will strive to maintain good relations with District 1 as transportation planning continues in a number of different topical and geographic areas, such as Philips Boulevard reconstruction, Highway 12 access west of Lueders Road, bypass planning, and potential railroad conversion or abandonment. The relationship between this *Sauk Prairie Comprehensive Plan* and WisDOT plans, including comments on consistency, are summarized in the Transportation chapter.

The Wisconsin Department of Natural Resources (WisDNR) provides service to the Sauk Prairie area, primarily out of its regional office in Fitchburg. WisDNR was involved in this comprehensive planning process, providing background environmental data for the plans and advising on issues related to the potential Highway 12 bypass. There are no known inconsistencies between WisDNR plans and this *Sauk Prairie Comprehensive Plan*, although future WisDNR involvement in Highway 12 planning will be critical.

The Lower Wisconsin Riverway Board works to protect and preserve the scenic beauty and natural character of the Lower Wisconsin River through land use and development controls. Its jurisdiction covers unincorporated areas south of the Prairie du Sac dam. The Board was consulted on bypass planning issues during this planning process. The recommendations and objectives of this *Sauk Prairie Comprehensive Plan* are consistent with the objectives of the Lower Wisconsin Riverway Board.

13. Sauk Prairie Area School District

The Sauk Prairie Area School District serves the Sauk Prairie area and includes the Villages of Merrimac, Prairie du Sac, and Sauk City and the Towns of Honey Creek, Merrimac, Prairie du Sac, Sumpster, and Troy. Enrollment in the District has increased in the last 10 years. As such, there is an immediate need for capacity expansion at the elementary school level. Future expansions will also be necessary for a high school and middle school.

There are no conflicts between this *Sauk Prairie Comprehensive Plan* and the plans and policies of the School District. Coordination on future school-community planning issues—including enrollment growth management, school siting, and recreation—is a critical recommendation of this *Comprehensive Plan*. This relationship is discussed in more detail in the Utilities and Community Facilities chapter.

B. Intergovernmental Cooperation Goals, Objectives and Policies

Goal: Enhance mutually beneficial relationships among the three communities, with nearby and overlapping governments, and with the Sauk Prairie Area School District.

Objectives:

- a. Work together and with surrounding communities to encourage an orderly, efficient land use pattern that enhances economic opportunities, maintains community character, minimizes conflicts between urban and rural uses, and preserves farming and natural resources in mutually agreed areas.
- b. Work together and with surrounding communities and counties on future municipal boundary and extraterritorial land use and transportation issues.
- c. Continue to explore and, where feasible and desirable, pursue additional community service and utility consolidation and collaboration opportunities.
- d. Work with the Sauk Prairie Area School District on school district planning, student growth management, potential school siting, joint recreational spaces and programming, and other areas of mutual concern.

Policies:

- a. Work together and with surrounding municipalities on **formal intergovernmental agreements** covering boundary, urban service area, land use, and extraterritorial area issues related to transportation, zoning, land divisions, and official maps.
- b. Continue, expand, and **strengthen cooperative extraterritorial zoning**, land division review, and official map enforcement processes, including the potential to expand extraterritorial zoning east of the Wisconsin River for mutual benefit.
- c. Continue intergovernmental and shared service agreements for public facilities and services and **consider additional joint services and facilities** where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- d. Work through the new joint recreation director towards **even greater cooperation on recreational services**, potentially including a joint comprehensive outdoor recreation plan; a joint park and recreation commission; and exploration of management, maintenance, and scheduling consolidation of park and recreational facilities.
- e. Continue to pursue among the three communities and School District **joint purchasing of equipment, materials, and services**. Prepare and share three to five year capital improvement programs among these four government entities on an annual basis.
- f. Work with the **Sauk Prairie Area School District on pursuing specific opportunities and challenges identified in this Plan**, including elementary school siting, school enrollment

- forecasts based on housing growth projections, related longer-term facility needs, joint purchasing, and logical use and management of open space and recreational lands and facilities.
- g. **Provide a copy of this *Comprehensive Plan*** to all surrounding local governments, counties, and applicable State and federal agencies.
 - h. Work with neighboring jurisdictions, Sauk County, and neighboring counties **on their individual comprehensive planning efforts**, with a goal of achieving consistency with this *Sauk Prairie Comprehensive Plan*.
 - i. Work to **resolve already identified and possible future differences** between the *Sauk Prairie Area Comprehensive Plan* and plans of adjacent communities. Amend this *Comprehensive Plan* as necessary to correspond with intergovernmental discussions and mutually supported changes to adjacent local plans.
 - j. **Continue to work with Sauk County** in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and county ordinance development.
 - k. Actively participate in the establishment of the Oversight and Management Board at the Badger Army Ammunition Plant to **help ensure the realization of the Badger Reuse Plan**.
 - l. Work together, with neighboring towns, with the WisDNR, the Lower Wisconsin Riverway Board, and with local conservation groups on **river, watershed, and habitat protection and improvement projects**.
 - m. Cooperate with State legislators, adjacent local governments, WisDOT, the Federal Highway Administration, WisDNR, the affected counties, and other parties of interest to **advance planning for the recommended south bypass for Highway 12** and other intergovernmental transportation recommendations included in the Transportation chapter of this *Comprehensive Plan*.
 - n. Work with agencies like the Sauk County Economic Development Corporation and UW-Extension to help **advance the economic viability of the agriculture and business economies** of the Sauk Prairie area. Where appropriate, invite neighboring towns into the discussions.

C. Intergovernmental Cooperation Programs

Intergovernmental cooperation is key to achieving logical and efficient growth management and service delivery programs for the Sauk Prairie area. Without effective intergovernmental cooperation, lands on the urban fringe would otherwise likely become an inefficient, poorly planned, and prematurely developed patchwork of rural and urban subdivisions, isolated commercial developments, and scattered, non-viable farms and natural areas surrounded by development. Also without effective intergovernmental cooperation, service delivery may be redundant or inefficient. The net effect of all of these potential problems would be increased governmental costs (taxes) and loss of community character.

The programs identified in this section are designed to further advance intergovernmental cooperation in the future, providing a springboard for future efforts.

1. Three-Community Intergovernmental Boundary and Land Use Agreement

In 2009, the two Villages and Town entered a three-community intergovernmental agreement addressing a number of joint planning, municipal boundary, land use, and zoning issues of mutual concern. Among other provisions, the agreement commits the communities to a program of annexation phasing.

The intergovernmental agreement also established the Intergovernmental Planning Committee (IPC)—a nine member group with equal representation from the three communities. The IPC steers joint planning and plan implementation efforts of the three communities, and serves the role of the “Joint Comprehensive Plan Review Committee” described elsewhere in this *Comprehensive Plan*.

The communities intend to regularly revisit the 2009 intergovernmental agreement, and consider amendments and extensions to it as appropriate, working through the IPC.

2. Neighboring Community Intergovernmental Agreements

In addition to agreements between the Villages and the Town participating in this *Plan*, intergovernmental agreements or arrangements with the towns east of the River are also advised. This will help address critical issues such as bypass siting, view preservation, boundaries, and land use compatibility. This *Comprehensive Plan* will guide the content and direction of those agreements, at least from the perspective of the participating communities west of the Wisconsin River.

Specifically, the Village of Sauk City intends, as an early priority, to continue recent discussions with the Town of Roxbury. This may lead to a formal intergovernmental agreement, or at least intergovernmental arrangements like collaborative zoning or subdivision review. Topics of discussion may include:

- Ensuring long-range consistency between both municipalities' comprehensive plans, and zoning and subdivision decisions related to these plans. This is especially critical for lands along and near Highway 12 and the locally-preferred south bypass alignment shown on Map 13.
- Establishing a 20-year Village growth boundary, likely at the River.
- Achieving consensus on an Official Map over the preferred south bypass route. Additional information on the preferred route is provided in the Transportation chapter.
- Discussing long-range use and restoration opportunities for the Lycon quarry site, with one goal of preserving and enhancing the natural environmental, wildlife habitat, and scenic views.
- Setting the framework for tools and strategies to accomplish jointly held objectives, such as extraterritorial zoning, official mapping, and consistent subdivision ordinances.

Also, the Village of Prairie du Sac may wish to pursue similar intergovernmental discussions with the Town of West Point and the Town of Roxbury. Topics of discussion may include:

- Ensuring long-range consistency between both municipalities' comprehensive plans, and zoning and subdivision decisions related to these plans. This is especially critical for lands along the Wisconsin River in West Point and in the bluff areas of Roxbury.
- Establishing a 20-year Village growth boundary, likely at the River.
- Agreeing on habitat and view preservation.

3. Community Facilities and Services Consolidation

The Sauk Prairie communities have a long history of collaboration and consolidation on planning, services, and public facilities. This *Sauk Prairie Comprehensive Plan* is an excellent example of that spirit. Informal future cooperation opportunities also abound, such as joint purchasing and collaborating on capital improvements programming. More formal opportunities for possible future service consolidation are also present, but often raise community questions and passions.

This *Plan* does not attempt to recommend consolidation of any particular services. Instead, it suggests services that appear to be the most ripe for consolidation studies within the time horizon of this *Comprehensive Plan* and establishes criteria for potential future consolidation studies.

These services that appear most ready for consolidation studies include municipal water, fire service, and library service. Over the plan horizon, the communities may engage qualified consultants to help explore the advantages and disadvantages of consolidation of these services, with full community representation in decision making. These studies should take place before major capital investments or land acquisitions are made or major new positions are hired, beyond those being formally considered at the time of writing of this *Plan*. Consolidation need not necessarily involve closing any of the current or planned buildings that house these services.

The following general criteria will be used as the communities consider consolidation of services in the future, including but not limited to fire, water, and library services:

- Financial feasibility
- Better level of service
- Mutual gain or benefit
- Improved sense of overall community
- Ease of execution
- Time savings
- Centralized points of delivery

Finally, this planning process has shown mixed community support for community consolidation. Support appears strongest among Village of Prairie du Sac residents and the business community. The most commonly raised concern over municipal consolidation appears to be loss of individual community identity and history. While not a recommendation of this *Plan*, municipal consolidation will no doubt remain a topic of conversation and consideration over the timeframe of this *Plan*. Future discussions may involve either two- or three-community consolidation.

CHAPTER TEN: IMPLEMENTATION

Few of the recommendations of this *Sauk Prairie Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. Further, the adoption, implementation, and amendment process is complicated by the fact that this is one unified plan for three communities. Therefore, careful consideration of plan implementation is critical.

This final chapter of the *Plan* is intended to provide the Sauk Prairie area communities with a roadmap for implementation. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes. It also includes a detailed strategy for amending the *Plan* in the future in a manner that maintains its regional focus without losing individual community decision making ability.

A. Plan Adoption

A first step in implementing the *Sauk Prairie Comprehensive Plan* is making sure that it is adopted in a manner that supports its future use for more detailed decision making. The communities have included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning legislation. Also, the communities followed the process established in Section 66.1001(4) of Wisconsin Statutes to adopt this *Plan*.

B. Implementation Recommendations

The preceding chapters of this *Plan* contain a number of detailed recommendations for carrying it out. From those previous chapters, Figure 41 brings together a list and timeline of the major actions that the communities should complete to implement this *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners.

The figure has three different columns of information, described as follows:

- *Category*: The list of recommendations is divided into different categories—loosely based on the different chapters of this *Plan*.
- *Program/Recommendation*: The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Comprehensive Plan*.
- *Implementation Timeframe*: The third column responds to the State 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 2015.
- *Responsible Party*: The fourth column identifies parties responsible for moving forward on the Program/Recommendation. The recommendations are generally for Village and/or Town actions, recognizing that many of these actions may not occur without cooperation from others.

Figure 41: Implementation Strategies Timetable

Category	Program/Recommendation	Implementation	Responsible Party
Agricultural, Natural, and Cultural Resources	Promote the construction of an interconnected, low-impact seasonal trail along the Wisconsin River	2006-2007	Town and Villages
	Work with River PAL on Riverfront Restoration Planning	2006-2010	Town and Villages
	Install community entry and wayfinding markers around a unified theme that celebrates “rivertown” character	2008-2010	Villages, Chambers of Commerce
	Conduct a Comprehensive Survey of Historic Resources	2008-2010	Town and Villages, Historic Commissions
Land Use	Amend Village and (as necessary) ETJ Zoning Ordinances by considering provisions to: <ul style="list-style-type: none"> ▪ Incorporate low-impact development standards ▪ Include building, site, landscaping and lighting design standards for new non-residential and multiple-family residential proposals ▪ Include conditional use and design standards for large-scale commercial uses ▪ Assure that new downtown projects meet design guidelines or receive Village approval ▪ Require conditional use permit approval for demolition of historically significant structures ▪ Incorporate Highway Design Overlay standards ▪ Include access control standards for new developments along arterial and collector streets ▪ Adopt airport height zoning controls ▪ Include a zoning district for high quality office/research parks ▪ Include a Traditional Neighborhood Design zoning district ▪ Include anti-monotony housing provisions within new Village neighborhoods ▪ Include a “Conservancy” zoning district for mapping over environmental corridors ▪ Include a zoning district for agricultural-related uses like Village of Prairie du Sac’s A-R district 	2006-2007	<ul style="list-style-type: none"> ▪ Village Plan Commissions ▪ ET Committees ▪ Adoption by Village Boards ▪ Towns and Villages
	Amend Village subdivision ordinances by considering provisions to: <ul style="list-style-type: none"> ▪ Reduce local street pavement widths to a maximum of 32 feet (curb-face to curb-face) ▪ Require street trees in new subdivisions ▪ Require airport noise and operation notices when lands near the airport are subdivided 	2006-2007	<ul style="list-style-type: none"> ▪ Village Plan Commissions ▪ ET Committees ▪ Adopted by Village Boards

Category	Program/Recommendation	Implementation	Responsible Party
	<ul style="list-style-type: none"> ▪ Require installation of high technology communications infrastructure in new subdivisions ▪ Ensure subdivision review authority and compliance with the Official Map within 1½ mile extraterritorial jurisdiction on both sides of the River 		
	Adopt an Official Map by ordinance to preserve new and expanded road rights-of-way and public facilities	2006	Towns and Villages
	Amend Town land division and driveway ordinances to reflect Sauk County ordinances, with some modifications which reflect the needs of the Town	2006-2007	Town
	Support Sauk County adoption of County ordinance amendments to allow clustering of permitted homesites within the Exclusive Agricultural district	2006	Town Planning Committee, Town Board Adopts
	Adopt and implement the recommendations of the Highway 12/PF/Airport Area Plan	2012-2015	Appointed Intergovernmental Planning Committee
	Implement a downtown revitalization program for Sauk City, including creation of a Community Development Authority, TIF District, and statutory redevelopment plan	2006-2007	Sauk City, Community Development Authority
	Prepare Development Plan Guidelines for siting of limited new housing in agricultural areas	2007-2008	Town Plan Commission
Transportation (see also Figure 24 in Transportation chapter)	Coordinate with WisDOT, the Office of the Commissioner of Railroads, and the Rail Transit Commission on (a) abandonment or removal of the riverfront rail for trail purposes and (b) an additional rail crossing for Carolina Street	2006-2007	Town and Village Boards and Admin
	Complete missing segments of the riverfront trail system between downtown Prairie du Sac and downtown Sauk City, using State and federal grants	2006-2008	Villages (working with PAL)
	Work with WisDOT and Sauk County to signalize the intersection of Highways 12 and PF and design an urban upgrade to Prairie Street (PF)	2006-2007	Town and Villages
	Work with Sauk County to upgrade Prairie Street as adjacent development and traffic volumes warrant	2006-2015	Village of Prairie du Sac
	Participate on State-prepared corridor study, environmental impact statement, and detailed engineering design for a Highway 12 bypass	2010-2015	Village or Town Boards and Admin
	Modify this <i>Comprehensive Plan</i> as necessary to reflect the selected bypass alignment and access program	2010-2015	Town and Villages
	Work with WisDOT and Town of Roxbury on modest road and signage improvements for a scenic highway route along Highways 188/60/78/Z	2010-2015	Town and Villages

Category	Program/Recommendation	Implementation	Responsible Party
Utilities and Community Facilities (see also Figure 27 in Utilities and Community Facilities chapter)	Include existing and known future community facilities on the Official Map	2006	Villages
	Create a Comprehensive Outdoor Recreation Plan	2006-2008	Town, Villages, School District
	Work to acquire a large community park/recreation facility on undeveloped land in or near the Villages	2008-2010	School District
	Develop a Technology Master Plan	2008-2010	Villages, CDAs, EDC
Housing & Economic Development	Consider forming a Community Development Authority (CDA)	2006-2007	Village of Sauk City
	Undertake a collaborative effort to brand the Sauk Prairie area for marketing purposes	2006-2007	CDAs, Chamber, County EDC, Town and Villages
	Prepare a Residential Growth Phasing Plan, probably in conjunction with an intergovernmental agreement	2007-2009	Villages, ET Communities
	Collaborate on a joint economic development policy	2008-2010	Villages
	Investigate a joint industrial park	2010-2015	Villages, Town
Intergovernmental Cooperation	Enter into an intergovernmental agreement among the communities that formalizes and advances implementation of this Comprehensive Plan	2006-2007	Town and Villages
	Pursue intergovernmental discussions, and possibly formal agreements and joint regulations, with Towns east of the River to jointly implement highway and rural character objectives	2006-2015	Villages
	Consider future studies to consolidate municipal water, library, and fire services	Before major capital investments and hirings considered (beyond those already underway)	All affected communities and districts

C. Plan Monitoring, Amendments, and Update

The communities should regularly evaluate their progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. Because this is a three-community *Plan*, amendments and updates will occasionally create logistical and political challenges. However, the three communities agree that the advantages of intergovernmental cooperation and regional thinking outweigh these challenges.

The following sections suggest recommended criteria and procedures for using, monitoring, amending, and updating this *Comprehensive Plan*.

1. Plan Use and Monitoring

The three communities should constantly evaluate their decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. It should be used as the first “point of reference” when evaluating these projects, which are typically decided on a monthly basis.

By state law, all new and amended zoning regulations, subdivision ordinances, and official maps have to be consistent with this *Comprehensive Plan*. Proposed rezonings must be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map (Maps 10A and 10B) and the detailed policies associated with that map will be used to guide the application of the general pattern of

zoning districts. However, the precise location of zoning district boundaries may vary, as judged appropriate by the associated plan commission, extraterritorial zoning committee, and/or board. Departures from the exact future land use boundaries depicted on the Future Land Use map may be particularly appropriate for 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 different future land use areas. In their consideration of rezoning requests, the associated plan commission, extraterritorial zoning committee, and/or board will also evaluate the specific timing of the rezoning request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this *Plan* allows for refinement of the precise future land use boundaries and local government discretion on the timing of rezonings to implement the *Plan*.

As an extra effort towards plan monitoring, the three communities rely on the Sauk Prairie Intergovernmental Planning Committee, which includes a total of nine members (three from each community). The Committee should meet at least once annually to:

- Review decisions on private development proposals and implementation actions over the previous year against the recommendations of this *Plan*.
- Consider municipality, developer, and public requested amendments to the *Plan* over the previous year and in response to new opportunities, more detailed analyses, or changing community conditions.
- Monitor changes in the State comprehensive planning and related laws to determine how they may affect this *Comprehensive Plan*.
- Offer recommendations to the Plan Commissions and Boards on changes to the *Comprehensive Plan*.
- Monitor the implementation of the Intergovernmental Cooperation Agreement among the three communities, and consider amendments, extension, or replacement of that agreement as may be mutually beneficial.

The Committee may meet more frequently than once per year if one of the participating communities identifies an issue that is related to the *Comprehensive Plan* or otherwise as advised by the communities to address planning matters of mutual concern. The Committee will not convene at the direction of any other person, group, or entity. In other words, other interests will need to convince one of the participating communities that the Committee should convene before the Committee will convene.

2. 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 policies 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. Frequent amendments should be avoided, or else the *Plan* will become meaningless.

The following process for *Plan* amendments, also summarized in Figure 42, is proposed in response to the challenges associated with a three-community plan. The process is intended to make sure that regional issues receive heightened regional attention, local issues may be dealt with as locally as possible, and the plan amendment procedures of Section 66.1001(4), Wisconsin Statutes, are followed.

- a. In coordination with the appropriate Town/Village Board, the local Plan Commission meets to discuss a potential amendment to the *Plan*. The Commission may then vote to forward the proposed *Comprehensive Plan* amendment to the Intergovernmental Planning Committee. The Town

- or Village is not required to forward all private requests for *Plan* amendments to the Intergovernmental Planning Committee, if the Town or Village does not agree with the request.
- b. The Intergovernmental Planning Committee reviews all forwarded amendment requests against the vision, goals, and objectives of the *Comprehensive Plan*. The Intergovernmental Planning Committee may also initiate its own *Plan* amendment proposals, with or without the advice of its staff. Public comment may be solicited during a Committee meeting. For each amendment request, the Committee makes a determination on whether to recommend local approval of the request, how specifically to respond to the request (i.e., what language and/or map in the *Plan* to change), and whether the amendment will have a “regional” (2+ community) or “local” (only one community) impact. The Committee then forwards all recommended amendments for Town/Village consideration of approval.
 - c. The Plan Commissions of each community make a recommendation by resolution to the appropriate Town Board or Village Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes). The Plan Commissions intend to defer to the wishes of the affected communities for amendments determined by the Intergovernmental Planning Committee to have a “local” impact only.
 - d. The administrative coordinator of the Intergovernmental Planning Committee, who shall be selected by the Committee, may send a copy of the recommended *Plan* amendments to all adjacent and overlapping government jurisdictions, including the Sauk County Conservation, Planning, and Zoning Department. Metallic 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.
 - e. The administrative coordinator directs the publishing of a Class 1 notice, with such notice published at least 30 days before the joint public hearing described below and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
 - f. Not less than 30 days after publishing of the notice, the Town and Village Boards hold a joint public hearing on identical ordinances that would incorporate the proposed amendments into the *Sauk Prairie Comprehensive Plan*.
 - g. Each Town and Village Board acts on the ordinance adopting the proposed *Plan* amendments. Adoption must be by a majority vote of all members of each Board. This may be at the same meeting immediately following the public hearing, or at a subsequent joint or individual Board meeting. The Boards intend to defer to the wishes of the affected communities for amendments determined by the Intergovernmental Planning Committee to have a “local” impact only.
 - h. The administrative coordinator of the Intergovernmental Planning Committee sends a copy of the adopted Board ordinances and *Plan* amendments to all adjacent and overlapping government jurisdictions and metallic 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.

3. Plan Update

The State comprehensive planning law requires that each 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, including review of demographic and statistical data and policy shifts. Based on this deadline, the three communities intend to update this *Comprehensive Plan* by the year 2015 (i.e., ten years after 2005). The communities may undertake a similar process to complete a full update as was undertaken to complete the 2005 *Sauk Prairie Comprehensive Plan*, or may decide to un-

undertake an abbreviated update process that could be steered by the Intergovernmental Planning Committee.

C. 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, and the communities worked hard to resolve potential conflicts, there are no known internal inconsistencies between the different elements or chapters of this *Plan*. The communities will need to remain vigilant in achieving desired balances, such as between economic development and community character preservation, and between highway construction and environmental and farmland protection.

**Figure 42: Sauk Prairie Comprehensive Plan
Summary of Plan Amendment Process**

