



SAUK PRAIRIE  
COMPREHENSIVE PLAN

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Volume 1 – Conditions and Issues

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Adopted April 11, 2017

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# CHAPTER 1: INTRODUCTION

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## A. PURPOSE OF THIS DOCUMENT

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This volume is the first of two parts of the Sauk Prairie Comprehensive Plan. Together with Volume 2—Vision and Directions, it meets the required elements in Section 66.1001(2)(a) of Wisconsin Statutes. Volume 1 contains background information supporting each chapter of Volume 2.

The municipalities in the Sauk Prairie Area—the Villages of Prairie du Sac, Sauk City, and the Town of Prairie du Sac—provide a successful and rare example of collaborative planning among local governments. The Sauk Prairie Area municipalities collaborated on a joint comprehensive plan in 1970, 1995, and 2005. There have also been a number of other intergovernmental planning and zoning efforts, including collaborative extraterritorial zoning first adopted in 1980.

Before planning where the Sauk Prairie Area should head, the communities must first understand their history, current conditions, trends, and projections. An exploration of existing conditions and issues can help identify and take advantage of local assets and opportunities. It can also help prevent poor planning and development; costly mistakes; environmental damage; and inefficient road, utility, and service delivery. That is the purpose of this Conditions and Issues volume.

Several maps in Volume 1 have not been updated from versions in the 2005 plan. Much of the information from 2005 has not changed, the communities wished to focus limited funds elsewhere, and Village and County interactive mapping Website components now provides more up-to-date mapping.

### What is the Sauk Prairie Area?

For the purpose of this Comprehensive Plan, “Sauk Prairie” and the “Sauk Prairie Area” refer to the combined geographic area covered by the Town of Prairie du Sac, Village of Prairie du Sac, and Village of Sauk City. This also reflects the planning jurisdiction and representation of the Sauk Prairie Intergovernmental Planning Committee, which guided this effort. The terms “Sauk Prairie” and “Sauk Prairie Area” are also used by the School District and Chamber of Commerce, whose geographic range is broader, including nearby towns in Sauk, Dane, and Columbia Counties and the Village of Merrimac.

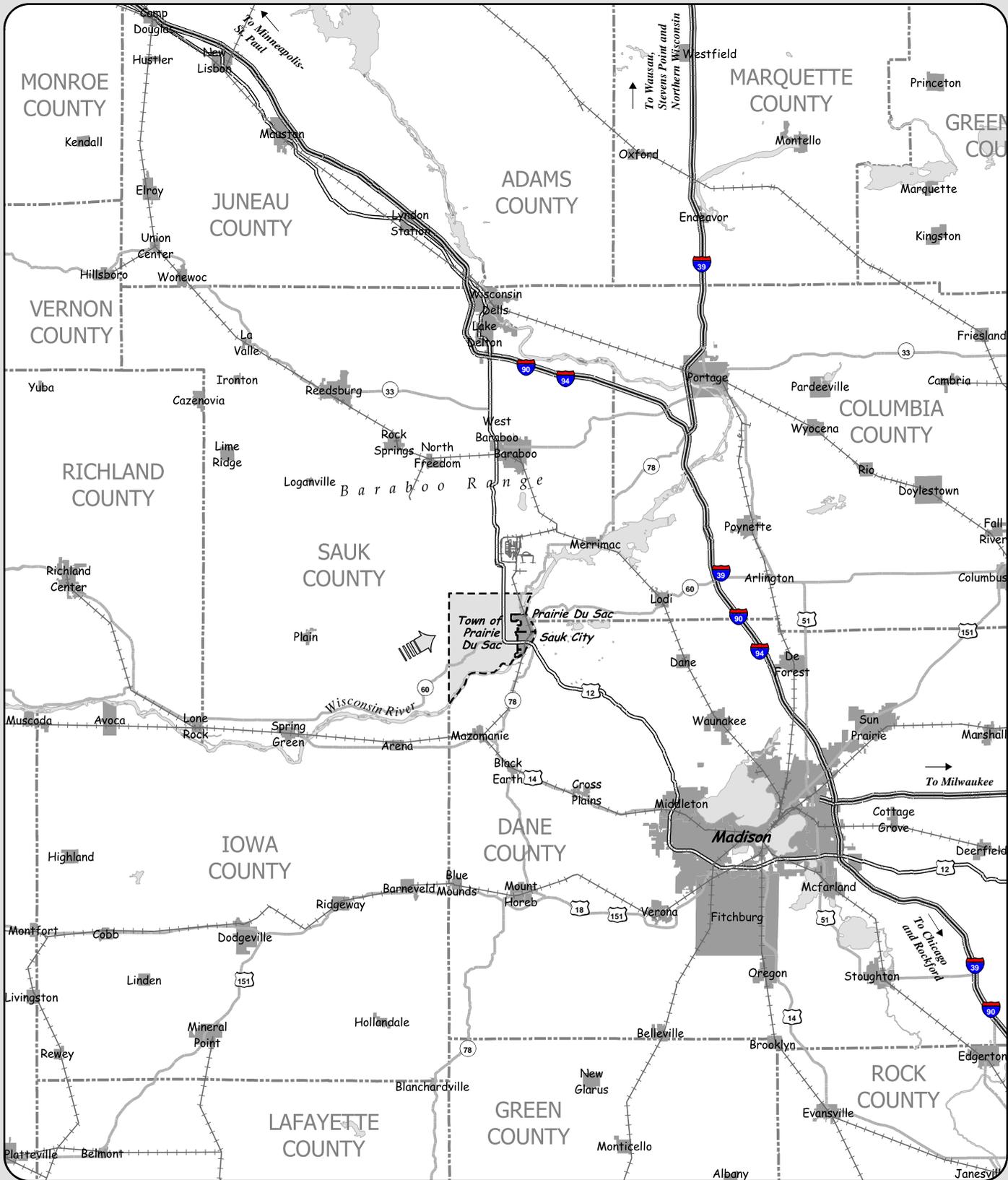
## **B. THE GEOGRAPHY OF THE SAUK PRAIRIE AREA**

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The Sauk Prairie Area 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 landscape punctuated by historic downtowns, traditional neighborhood settlement patterns, and home-grown commercial and industrial operations. The two Villages incorporated from land that was once entirely the Town of Prairie du Sac.

The Sauk Prairie Area is located in the southeastern portion of Sauk County, approximately 15 miles northwest of the Madison/Middleton area. Dane and Columbia Counties are to the east. The two Villages are adjacent to each other along Highway 78 and the Wisconsin River, with Prairie du Sac to the north of Sauk City. The Town is directly west of both Villages. The Wisconsin River forms the eastern and southern boundaries of the Sauk Prairie Area. Highway 12 is the major traffic route through the communities, running along the western edges of the Villages. The Sauk Prairie Area and these local landmarks are shown on Maps 1 and 2.

Map 2 also indicates some other boundaries of import to the Sauk Prairie Area, including extraterritorial zoning areas, extraterritorial planning and official mapping areas, and potential annexation areas under a 2009 intergovernmental boundary agreement among the three communities. A potential Highway 12 bypass route is also shown, in large part because it forms the basis of future annexation boundaries.



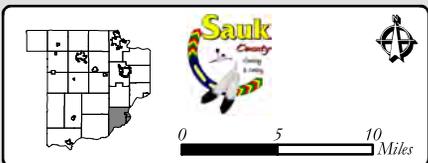
*Legend*

**Regional Context**

- Interstate Highway
- State and U. S. Highways
- U.S. Highway 12
- Railroads
- Cities and Villages
- Lakes / Rivers
- Sauk Prairie Communities

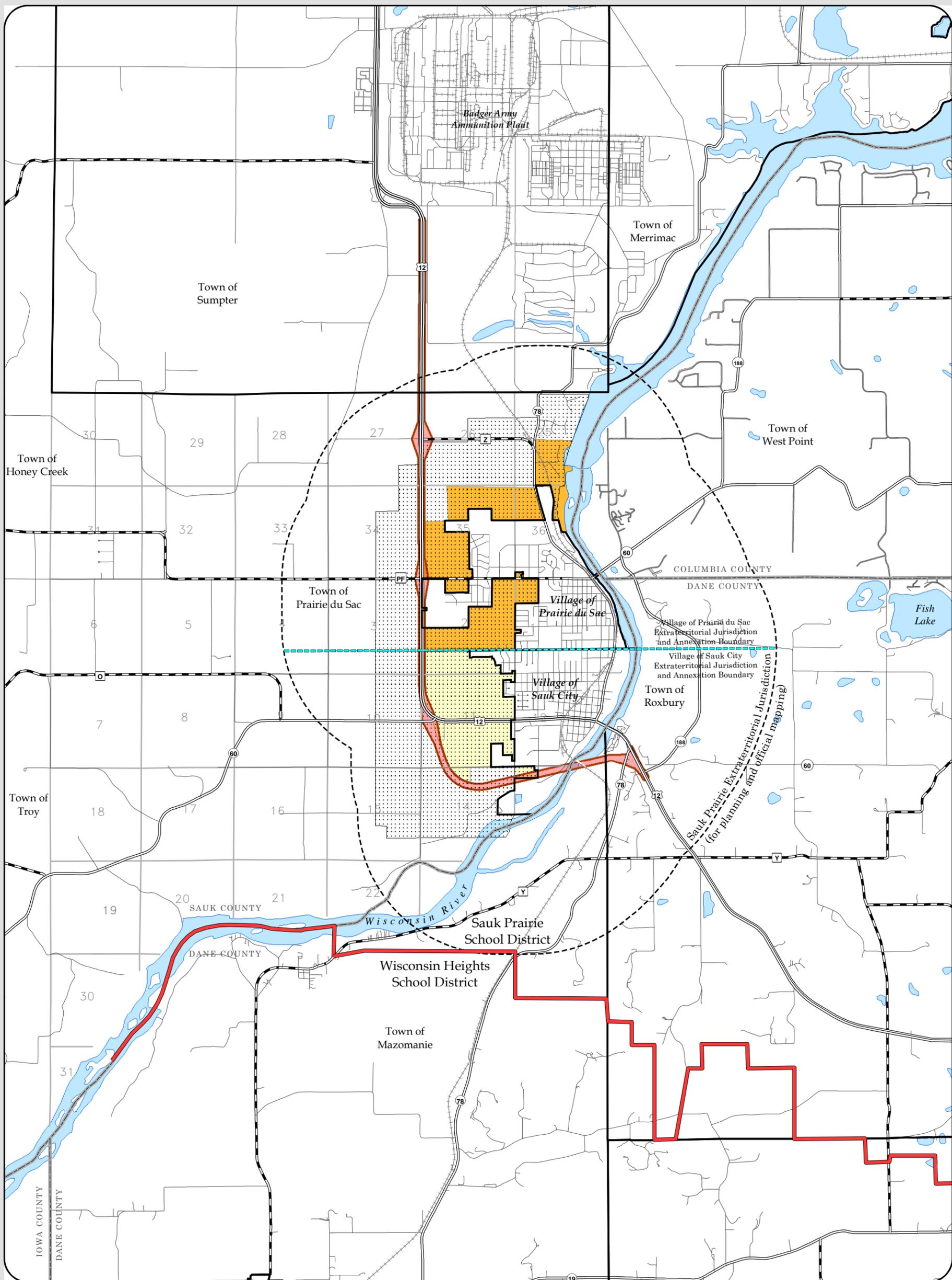
*Sauk Prairie Comprehensive Plan*

*Map 1*



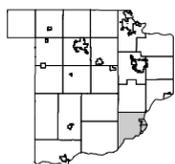
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Sources:  
 US Census Bureau  
 TIGER Line Files.  
 Based on the 2000 census.  
 Data provided by  
 Vandewalle and Associates.



**Sauk Prairie  
Comprehensive Plan**

**Map 2**



0 0.225 0.45 0.9  
Miles

**Legend**

**Jurisdictional Boundaries**

- United States Highways
- State Highways
- County Highways
- Railroad Right-of-Way
- Surface Water
- 1.5 Mile Potential Extraterritorial Jurisdiction Boundary (ETJ)
- Adopted Extraterritorial Zoning Area
- Village of Prairie du Sac Potential Annexation Area (through 2024)
- Village of Sauk City Potential Annexation Area (through 2024)
- School District Boundaries
- Village Limits (2015)
- Section Boundaries / Numbers
- Highway 12 Bypass Locally Preferred Alignment
- County Boundary

6 / 11 / 15

Sources:  
Base information courtesy of Dane County and Sauk County Land Information Departments, and US Census Bureau TIGER Line Files. Based on the 2010 census.

## CHAPTER 2: POPULATION

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This chapter features a review of important demographic trends and background information, which are necessary to develop an understanding of the changes taking place in the Sauk Prairie Area. Like the chapters that will follow, it begins with a short section called “Key Findings,” which summarizes and analyzes the key information in the chapter.

### Key Findings

- ❖ The Sauk Prairie Area has had steady population growth since the 1970s.
- ❖ The Village of Prairie du Sac has had the highest population growth and the youngest population among the communities, in part due to fewer expansion constraints than Sauk City and more new housing development.
- ❖ The State projects a lower rate of population growth in the Sauk Prairie Area in the next few decades, due to trends of smaller family sizes and large, aging population.
- ❖ The Area’s position between Madison and the Dells, highway access, and unique corporate presence and amenities may lead to greater population growth than the State projects.

### A. POPULATION

---

As represented in Figure 2-1, population in the 3-community Sauk Prairie Area grew at an annual rate of 1.3 percent between both 1990-2000 and 2000-2010. This followed periods of higher percentage growth in between 1970 and 1990.

Between 2000 and 2010, the Village of Prairie du Sac had the highest population growth of the three communities, growing from a population of 3,231 in 2000 to 3,972 in 2010—or a 2.3 percent annual increase. The Village of Sauk City experienced growth in the same period, adding 301 residents between 2000 and 2010 for a total 2010 population of 3,410. Population and other growth in Sauk City have

been more constrained due to continued farming interest along its western border. The Town of Prairie du Sac’s population declined, from 1,179 in 2000 to 1,144 in 2010. This decline is a result of limited new housing development and smaller household sizes. Over this same 10-year period, Sauk County grew by 1.2 percent annually, the State of Wisconsin by 0.6 percent, and abutting towns at variable rates (e.g., Roxbury, +0.6 percent; West Point, +1.9 percent; Mazomanie -0.8 percent).

**Figure 2-1: Population Trends**

	1970	1980	1990	2000	2010	2000-2010 Population Change	2000-2010 % Change
Sauk Prairie Area	5,010	5,885	6,670	7,519	8,526	1,007	13.4%
Village of Prairie du Sac	1,902	2,145	2,546	3,231	3,972	741	22.9%
Village of Sauk City	2,385	2,730	3,019	3,109	3,410	301	9.7%
Town of Prairie du Sac	723	1,010	1,105	1,179	1,144	(35)	-3.0%
<b>Nearby Communities</b>							
Village of Merrimac	376	365	392	416	420	4	1.0%
Town of Honey Creek	793	774	725	762	733	-29	-3.8%
Town of Roxbury	1,427	1,491	1,536	1,700	1,794	94	5.5%
Town of Mazomanie	789	1,007	982	1,185	1,090	-95	-8.0%
Town of Merrimac	435	661	737	939	942	3	0.3%
Town of Sumpter	883	720	747	955	1,191	236	2.5%
Town of Troy	723	799	867	763	794	31	4.1%
Town of West Point	873	1,122	1,285	1,650	1,955	305	18.5%
<b>Counties and State</b>							
Sauk County	39,057	43,469	46,975	55,225	61,976	6,751	12.2%
Columbia County	40,150	43,222	45,088	52,468	56,833	4,365	8.3%
Dane County	290,272	325,545	367,085	426,526	488,073	61,547	14.4%
State of Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	323,311	6.0%

Source: U.S. Census of Population and Housing, 1970-2010

## B. DEMOGRAPHIC TRENDS

---

Figure 2-2 compares the age and sex distribution of the Sauk Prairie Area's population in 2010 to surrounding communities, Sauk County, and the State. Trends in age distribution factor into future demand for housing, schools, parks and recreational facilities, and human services. The median age in the Sauk Prairie Area is comparable to that in all of Sauk County. The Sauk Prairie Area had 26.1 percent of its population under 18 years old and 15.0 percent over 65. While comparable or younger than the entirety of Sauk County, these numbers reflect an Area generally older than surrounding counties and the State.

Among the three municipalities, Sauk City had the lowest percentage of residents under 18 and the highest percentage of residents over 65. In 2010, 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. The Village of Prairie du Sac had the lowest median age in the Area, 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 this Village as new housing was developed over the last decade.

Local educational levels have been increasing in the past decade. According to the 2013 American Community Survey, about 93.8 percent of the Sauk Prairie Area's population aged 25 and older had attained a high school degree, with 96 percent, 91.7 percent, and 93.9 percent within the Village of Prairie du Sac, Village of Sauk City, and Town of Prairie du Sac respectively. Approximately 25.5 percent of the Area's population had attained a college-level education (a bachelor's degree or higher), with 32.3 percent in the Village of Prairie du Sac, 20.8 percent in the Village of Sauk City, and 23.4 percent in the Town of Prairie du Sac. Statewide, 90.4 percent of adults have a high school-level education and 36.4 percent of adults have a college-level degree.

The 2013 median household income in the Village of Prairie du Sac was \$59,740, which was a \$15,000 increase from the 2000 Census. The Village of Sauk City had a median household income of \$48,736 in 2013, slightly over a \$12,000 increase from the 2000 Census. The Town of Prairie du Sac had a median household income of \$71,667 in 2013, which was \$15,000 higher than in the 2000 Census. In comparison, Sauk County had a 1999 median household income of \$52,140, which was just over a \$10,000 increase from the median income reported in the 2000 Census.

The total number of Sauk Prairie Area households in 2010 was 3,527. There were 1,649 households in the Village of Prairie du Sac, 1,431 households in the Village of Sauk City, and 447 households in the Town of Prairie du Sac.

**Figure 2-2: Demographic Characteristics, 2010**

	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
<b>Nearby Communities</b>				
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
<b>Counties and State</b>				
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, 2010

### C. POPULATION PROJECTIONS

The State Department of Administration (DOA) projects that the Sauk Prairie Area population will continue to increase moderately for the next decade or two, but at a slower rate than the previous two decades (0.6-0.7 percent vs. 1.3 percent). By 2030, the Area’s population growth is expected to slow even more. The Village of Prairie du Sac is projected to have the greatest population gains in the Area—roughly 1,400 people between 2015 and 2040—while the Village of Sauk City is projected to gain about 600 people over this same period. The Town of Prairie du Sac’s population is projected to increase only slightly. The State DOA projects that Sauk County as a whole will gain around 14,000 residents between 2015 and 2040.

**Figure 2-3: Population and Household Projections**

	Population							Persons per Household						
	Census 2010	2015	2020	2025	2030	2035	2040	Census 2010	2015	2020	2025	2030	2035	2040
Sauk Prairie Area	8,526	8,825	9,445	10,035	10,540	10,780	10,880							
Village of Prairie du Sac	3,972	4,165	4,545	4,910	5,245	5,445	5,570	2.41	2.36	2.34	2.31	2.29	2.26	2.24
Village of Sauk City	3,410	3,510	3,715	3,910	4,060	4,115	4,115	2.30	2.26	2.24	2.21	2.19	2.17	2.14
Town of Prairie du Sac	1,144	1,145	1,185	1,215	1,235	1,220	1,195	2.56	2.51	2.48	2.46	2.44	2.41	2.38
Sauk County	61,976	63,750	68,075	72,175	75,660	77,265	77,815							

Source: Demographic Services Center, WI Department of Administration, 2013.

In this figure, 2015 population totals are the DOA’s projections from 2013.

### D. REGIONAL INFLUENCES

Actual future population growth will be driven by several factors. The DOA may have accounted for some but perhaps not all of these factors. The Area is located minutes away from the expanding Madison/Middleton area, along Highway 12. Between these points, Highway

12 is a four lane expressway, and the State Department of Transportation is studying a speed limit increase and its conversion to a freeway with interchanges. Further, the Area is 20 minutes from the Midwest’s top tourist destination—the Wisconsin Dells/Lake Delton. At time of writing, Highway 12 was being upgraded between these two areas. Finally, the Sauk Prairie Area offers local businesses and amenities of its own, some not common to suburban areas. These include a number of corporate headquarters and the Wisconsin River. The above factors, depicted in Map 3, may result in population growth greater than what State projections.





## CHAPTER 3: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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This chapter features background information about agricultural, natural, and cultural resources in the Sauk Prairie Area. These provide the physical, social, and economic background that reflects the beginnings of the Sauk Prairie Area and its remaining character.

### Key Findings

- ❖ The Sauk Prairie Area has a rich agricultural heritage, excellent soils, productive farms, and a commitment to agriculture.
- ❖ Some of the best agricultural soils and gravel deposits are north and west of the Villages—from Otter Creek to the east.
- ❖ The Wisconsin River is the predominant natural feature in the Area, providing an environment for Bald Eagles, a center of community activity and recreation, and an amenity for adjacent downtowns and new development.
- ❖ Groundwater quality associated with the past operation of the Badger Army Ammunition Plant and agricultural practices is a concern in some sections.

### A. AGRICULTURAL RESOURCES

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#### 1. CHARACTER OF FARMING

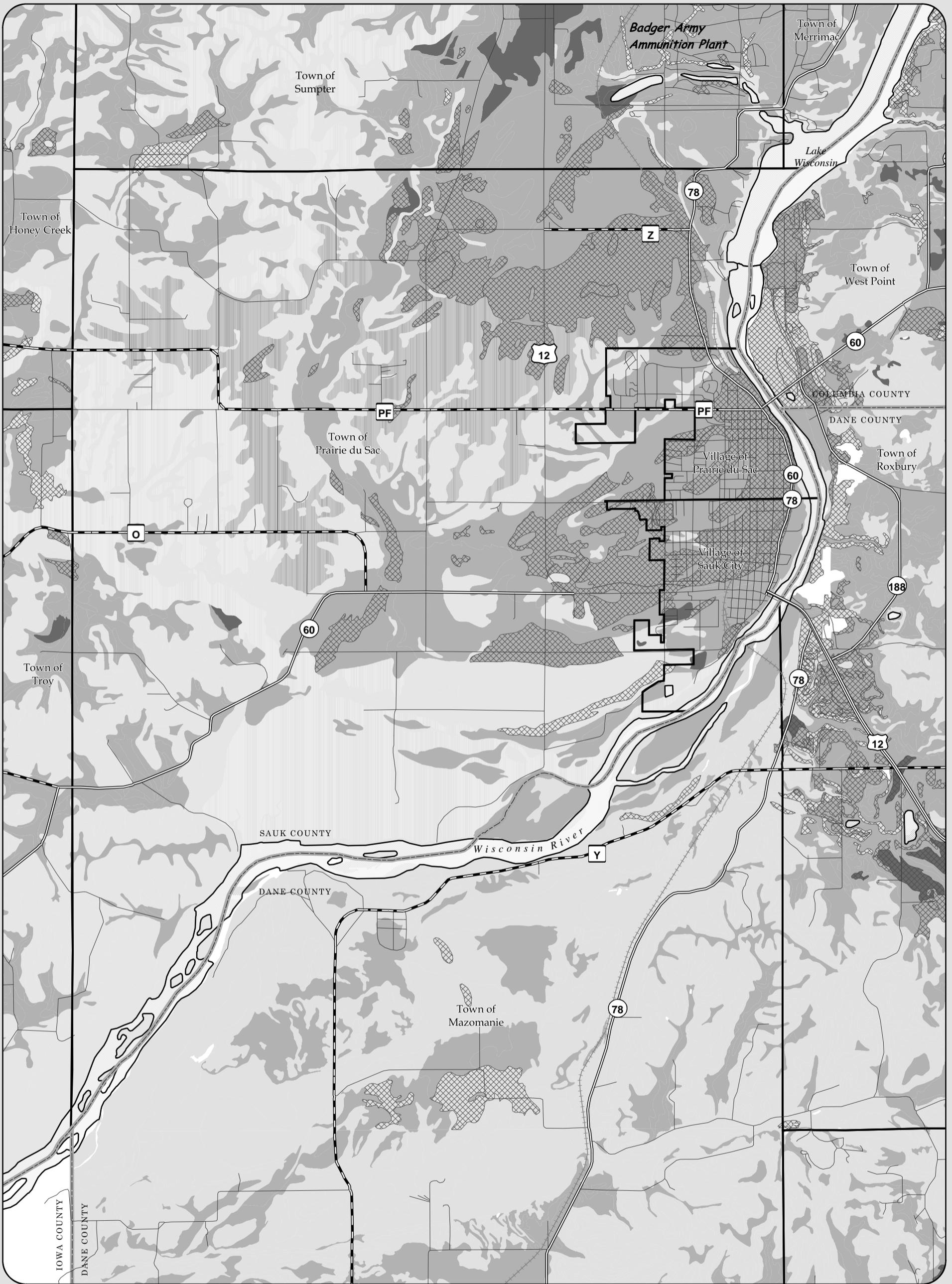
Farming is central to the heritage of the Sauk Prairie Area and one of its defining characteristics. It continues to be a way of life for many of the residents of the Town of Prairie du Sac. The Area is fortunate to possess well-drained, productive soils and many healthy farms and support businesses. 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.

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. The Town of Prairie du Sac has a high degree of participation in the State Farmland Preservation Program.

Still, fewer young people are choosing farming as their profession. Moreover, farm consolidation makes it difficult for farmers to begin operations, and larger farms can compete better than smaller farms at market. The future viability of farming in the Sauk Prairie Area will rely upon its strong local farming ethic and its good farm support businesses.

## 2. LOCATION OF FARMLAND

Map 4 indicates the locations of the best soils in the Sauk Prairie Area. These are generally east of Otter Creek and north of River Road. Many of these areas are, unfortunately, also places with pressure for non-farm development—close to the two Villages and Highway 12. Farmland viability is significantly affected by potentially competing or higher monetary value uses.



**Legend**

**Soil Suitability for Agriculture**

- |                |                           |                           |                 |
|----------------|---------------------------|---------------------------|-----------------|
| <b>General</b> |                           | <b>Agricultural Soils</b> |                 |
|                | United States Highways    |                           | Group I         |
|                | State Highways            |                           | Group II - III  |
|                | County Highways           |                           | Group IV - VIII |
|                | Railroad                  |                           | Gravel Deposits |
|                | County Boundaries         |                           |                 |
|                | Town / Village Boundaries |                           |                 |

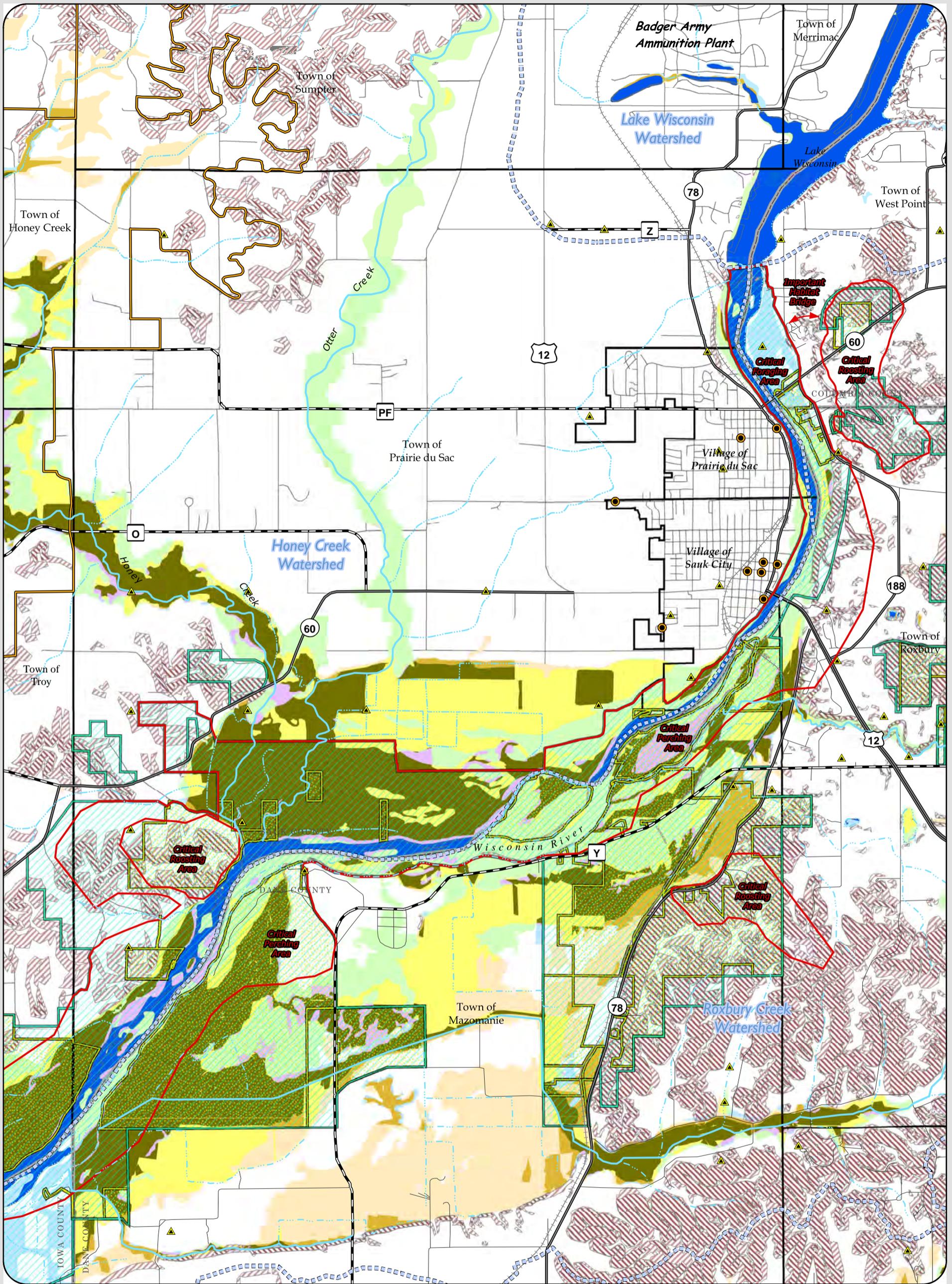
Sources:  
 US Census Bureau  
 TIGER Line Files.  
 Based on the 2000 census.  
 Soil information and  
 interpretation courtesy of  
 Natural Resources Conservation  
 Service and United States  
 Department of Agriculture.  
 Data for Columbia County  
 provided by Columbia County  
 Land Information Department.  
 Additional data provided by  
 Vandewalle and Associates.

10 / 06 / 05

**Sauk Prairie  
Comprehensive Plan**

**Map 4**

0 0.4 0.8 Miles



**Legend**

10 / 06 / 05

**Sauk Prairie Comprehensive Plan**

**Map 5**

**Natural and Cultural Areas**

<p><b>General</b></p> <ul style="list-style-type: none"> <li>— United States Highways</li> <li>— State Highways</li> <li>— County Highways</li> <li>— Railroad</li> <li>□ County Boundaries</li> <li>□ Municipal Boundaries</li> </ul>	<p><b>Natural Areas</b></p> <ul style="list-style-type: none"> <li>□ Wetlands Only</li> <li>□ Floodplains Only</li> <li>□ Hydric Soils Only</li> <li>□ Floodplains &amp; Hydric Soils</li> <li>□ Wetlands &amp; Floodplains</li> <li>□ Wetlands &amp; Hydric Soils</li> <li>□ Wetlands &amp; Hydric Soils &amp; Floodplains</li> </ul>	<ul style="list-style-type: none"> <li>□ Surface Water</li> <li>□ Slopes 12% to 20%</li> <li>□ Slopes &gt; 20%</li> <li>□ Critical Bald Eagle Habitat Areas</li> <li>□ State Owned Lands / Natural Areas</li> <li>□ Lower Wisconsin Riverway Boundary</li> <li>□ Watershed Boundaries</li> <li>□ Waterways</li> <li>□ Drainageways</li> </ul>	<p><b>Cultural Areas</b></p> <ul style="list-style-type: none"> <li>● Historic Site</li> <li>▲ Archaeologic Resource</li> <li>□ Honey Creek Rural Historic District</li> </ul> <p><small>Sources: Base information courtesy of US Census Bureau TIGER Line Files. Based on the 2000 census. Natural Areas information and interpretation courtesy of NRCS, USDA, USGS, Ferry Bluff Eagle Council, Columbia County, State Historical Society and Wisconsin DNR.</small></p>
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## B. NATURAL RESOURCES

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Understanding the Sauk Prairie Area’s natural features sheds light on 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 plant and animal communities. Bald Eagle habitat—as one prominent example—is critical to the current character, activity, and future of the Sauk Prairie Area.

### 1. LANDFORMS AND TOPOGRAPHY

Views are dominated by flat to rolling farmland with dramatic backdrops of the Driftless Area to the west, the Baraboo Range to the north, and the Wisconsin River bluffs to the east and south. 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. The Villages have been developed on the glacial outwash plain with generally flat topography and excellent views of the surrounding hills.

### 2. GEOLOGY

A 1990 Geological and Natural History Survey from the University of Wisconsin-Extension describes the Sauk Prairie Area’s geological features as follows:

- **The Johnstown Moraine.** In this area the Johnstown moraine is a hummocky ridge, typically about 300 meters wide. To the north-northeast the moraine crosses the crest of the Baraboo Hills. The moraine shows up as a small bump on the skyline. Where the Johnstown moraine crosses the Baraboo Hills it is a narrow ridge, typically no more than 50 meters wide. The surface of the moraine is typically hummocky and is littered with a variety of rock types, some of which indicate long-distance glacial transport.
- **The Johnstown Outwash Plain:** The broad, flat surface west of the Johnstown moraine in this area is the outwash plain deposited by meltwater streams flowing from the Green Bay Lobe during the Johnstown Phase of the Wisconsin Glaciation. The meltwater-stream sediment in this area is typically 30 meters or more thick and is predominantly slightly gravelly sand. As this outwash plain expanded westward and its surface elevation increased, it dammed lakes in the eastward-draining streams between the bedrock hills to the west. These lakes have since drained, but thick lake sediment in these tributaries attests to their former existence.

- **The Driftless Area:** The flat-topped hills forming the skyline to the west are part of the Driftless Area. There is no evidence indicating that the Driftless Area has been glaciated. The hills are composed of Cambrian sandstone and Ordovician dolomite. The flat tops of the hills in this area are underlain by Oneota dolomite.
- **The Baraboo Hills:** The skyline to the north is the crest of the Baraboo Hills, which are composed primarily of Proterozoic quartzite. The part of the Baraboo Hills visible from this stop is part of the South Range, the south limb of the Baraboo Syncline.

### 3. METALLIC AND NON–METALLIC RESOURCES

Map 4 shows likely locations of undersurface gravel deposits. 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 in scattered locations close to Otter Creek.

### 4. SOILS

Fertile soils in the Sauk Prairie Area are due to glacial outwash. The Area was covered in prairie, followed by cropland after settlers arrived. 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 are grouped into five major types:

- **Dickenson-Gotham-Dakota:** 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 places.
- **La Farge-Nordan-Gale:** This soil group is located in two spots 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 places.
- **McHenry-St. Charles:** 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.
- **Ettrick-Fluvaquents Wet-Curran:** This soil group is located adjacent to Honey Creek, and is, in general, inappropriate for development.
- **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.

## 5. 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. The sand and gravel deposits along the Wisconsin River are other important sources of groundwater. These areas are often susceptible to human-induced and some natural pollutants.

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. The two Village zoning ordinances (particularly Prairie du Sac's) have designated areas and policies for wellhead protection.

Groundwater in the Sauk Prairie Area is generally of good quality and is usable for most purposes. The following are the potential threats to the groundwater supply:

- **Older Private On-Site Wastewater Treatment Systems:** Concentrations of older (pre 1980) septic systems, such as along the Wisconsin River and other scattered areas of the Town, can threaten groundwater supply when not properly maintained or replaced.
- **Agricultural Practices and Facilities:** 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.
- **Closed Landfills:** Many older landfills were located in worked-out sand and gravel pits, or in low-lying wetlands. Solid waste disposal sites, or landfills, are potential sources of groundwater pollution. 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.
- **Badger Army Ammunition Plant:** The Badger Army Ammunition Plant, built in the early 1940's, produced propellant for ammunition during WWII, the Korean War and the Vietnam War. A 7,400 acre site in total, the former plant has been undergoing cleanup and demolition for the past decade in preparation for opening to the public as the Sauk Prairie Recreation Area. Final inspections have been recently completed by the Wisconsin Army National Guard and WisDNR at the former plant. Some evidence of groundwater contaminant plumes beyond the southern plant boundary were found, discharging to the Lower Wisconsin Riverway at Prairie du Sac. An alternative groundwater remedial strategy near the Badger Army Ammunition Plant has been approved, which may include installation of a new public water supply system. Further investigation of contaminants found in the soil associated with the three identified contaminant groundwater plumes will be done. Local municipalities involved in a new sanitary district formation process would include both the Town and the Village of Prairie du Sac. The Town of Merrimac recently approved an order to create a

sanitary district in order to negotiate a proposed municipal water system with the United States Army. The Wisconsin Public Service Commission will help to determine whether or not the Army's proposal is feasible.

The following are the three primary sources of surface water within the Sauk Prairie Area:

- **Wisconsin River/Lake Wisconsin:** The Wisconsin River is the most significant natural resource in the Sauk Prairie Area. The Wisconsin River separates 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. This Area provides significant Bald Eagle habitat. The Lower Wisconsin River below the Prairie du Sac Dam also supports one of the healthiest large-river fish communities in the Midwest. Lands along the River south of the Villages 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.
- **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. 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. There has been a significant, successful effort among local landowners, farmers, and various levels of government to address and improve these conditions. The same is true for Otter Creek.
- **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 part 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. WisDNR has ranked Otter Creek a “high priority” for reducing non-point source pollution.

Under Wisconsin Statutes, lands within the Town and annexed to the Villages after May 7, 1982 and close to these and other surface waters are subject to shoreland zoning regulation, which generally require a minimum building setbacks and protection of shoreline vegetation. Sauk County and Village zoning ordinances provide additional detail.

## 6. 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. Map 5 shows the locations of the different watersheds.

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 Sewerage Commission discharges into the groundwater.

## 7. 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 wetlands are adjacent to Honey Creek. There are also areas of hydric soils, likely drained former wetlands, south of River Road. Wetland alteration is subject to State, federal, county, and village regulation, and generally restricted.

## 8. FLOODPLAINS

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

The Federal Emergency Management Agency (FEMA) designates floodplains; FEMA Flood Insurance Rate Maps are the definitive source of floodplain information. The generalized floodplain delineations shown on Map 5 represent the areas adjacent to navigable waters potentially subject to the regional flood event (1% chance of happening in any given year). All areas subject to flooding are not necessarily reflected in mapped floodplains, and floodplains shown on Map 5 may not be up to date and should not be used for building and planning purposes.

The State and FEMA require county and Village regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both on-site and up- and downstream property damage.

## 9. WOODLANDS

The Sauk Prairie Area has some significant woodland cover. Generally coinciding with areas of steep slopes, this kind of landscape can be difficult to utilize for agriculture or home sites. The most common species found in the woodlands are oak, maple, and basswood.

## 10. STEEP SLOPES

Hilltop and ridgetops are important natural features that serve to define the horizon. These features are generally located along the northern and southwestern portions of the Sauk Prairie Area. Although surrounded by the Baraboo Hills and river bluffs, the three-community 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 downtowns from the Wisconsin River to the east. Steep slopes are also located in the northwest corner of the Town.

Slopes between 12 and 20 percent grade present challenges for building development. Slopes that exceed a 20 percent grade are generally not recommended as development sites. 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.

## 11. RARE SPECIES OCCURRENCE AND PROTECTED AREAS

The WisDNR 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 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 of Wisconsin's Bureau of Endangered Resources. The Endangered Species list has helped Bald Eagle populations increase since the 1970s. Eagles were removed from Wisconsin's list in 1997 and from the federal list in 2007. The Bald Eagle (*Haliaeetus leucocephalus*) is currently listed as Special Concern in Wisconsin. Eagles are federally protected by the Bald & Golden Eagle Protection Act.

Areas along the Wisconsin River in the Sauk Prairie Area serve as important Bald Eagle habitat. The importance of the wintering bald eagle population to the aesthetic and economic vitality of the Area is high. 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. More than 100 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 destination is found just across the River in the Town of Roxbury, generally east of and surrounding Round Top Hill. 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. Map 5 suggests areas of critical areas for these functions.

### C. HISTORIC RESOURCES

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As of 2015, there were eight 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, Otto Sr. and Lisette Hahn 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.

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. 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 known to appear anywhere else in the world. The historical sites listed on Map 5 are not necessarily up to date.

In total, more than 345 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.

### D. ARCHAEOLOGICAL RESOURCES

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The State Historical Society and local sources have recorded archaeological sites in the Sauk Prairie Area. 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.

## CHAPTER 4: ECONOMIC DEVELOPMENT

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This chapter contains background information to understand the retention, stabilization, and growth of the economic base in the Sauk Prairie Area.

### Key Findings

- ❖ The Sauk Prairie Area boasts an array of corporate headquarters and other key employers, particularly in the manufacturing and healthcare/medical sectors.
- ❖ The Villages have been assertive in providing infrastructure and incentives for downtown redevelopment and new industrial and office development.
- ❖ Among the Area’s strengths for continued economic development include good highway access, close drive to the Madison and Dells areas, unique “rivertown” character, name-brand corporate and health care presence, and good schools with recent investments.

### A. ECONOMIC DEVELOPMENT BASE AND FOCUS

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The Area’s existing economic base includes both urban and rural components. In the Town, the economy remains focused on agriculture. 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, along with prominent corporate headquarters. At time of writing, the supply of vacant, improved lots for economic development is limited.

Employers in the Sauk Prairie Area are focused on machinery, tools, education, insurance, and medical services and products. As shown in Figure 4-1, the Sauk Prairie School District and Sauk Prairie Healthcare are the largest employers. In 2014, Sauk Prairie Healthcare’s hospital relocated to a new campus southeast of the Highway 12 and PF intersection. The local healthcare sector also includes multiple specialty providers from large, well-known networks, therapy and retirement & rehabilitation facilities. Fiskars Lawn and Garden Division had employed over 250 people in the Area, but closed its local operations in 2010. Figure 4-1 shows full time employees; it does not capture any seasonal or part-time workers.

**Figure 4-1: Major Manufacturing, Distribution, and Service Employers in Sauk Prairie**

Name	Sauk Prairie Area Employees 2008	Sauk Prairie Area Employees 2015	Location
Sauk Prairie School District	450	450	At multiple sites
Sauk Prairie Healthcare	465	377	Two hospital campus areas
Hammond/Milwaukee Valve- PDS Division	253	311	Prairie du Sac Industrial Center
Badgerland Financial		275	North Ridge Business Park
McFarlane Manufacturing Co., Inc.	140	200	Sauk City Business Park
Unity Health Insurance	180	165	Sauk City Business Park
Maplewood Sauk Prairie		150	SPH Wellspring Campus Area
Mueller Sports Medicine	152	140	Highway PF, east of Highway 12
Culvers Franchising System Inc.	60	103	North Ridge Business Park
Ramaker & Associates		80	Sauk City Business Park
Straight Forward of Wisconsin		75	Sauk City Business Park
Frey Construction		45	Downtown Prairie du Sac

*Source: Sauk Prairie Chamber of Commerce*

Both Sauk City and Prairie du Sac have Business/Industrial Parks, with expansion potential into adjacent vacant lands to the north. The Villages are recruiting light manufacturing, assembly, warehousing, and office-related businesses to locate in these parks. The Village of Prairie du Sac is also home to the North Ridge Business Park—an office park located between Highway 78 and the Wisconsin River.

Phillips Boulevard (Highway 12), Prairie Street (Highway PF), Water Street (Highways 60/78), and the two downtowns are particular destinations for retail and service activity. Still, a 2015 Retail Leakage & Surplus Analysis provided by Buxton suggests the Sauk Prairie Area may be lacking in the following types of retailers: furniture, home improvements, electronics, camera/photographic equipment, building materials, lawn and garden, specialty food stores, shoes, and clothing.

Tourism is a growing component of Sauk County’s economy. 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, a new boat launch, the River Arts Center, and proximity to other tourist destinations.

Currently, the Sauk Prairie Area provides goods and services related to nature-based tourism in association with the Wisconsin River and Bald Eagles. An early 1990s survey completed by the Ferry Bluff Eagle Council showed economic returns of \$772,000 to the local communities throughout the three-month eagle season. A follow-up survey ten years later estimated that eagle watchers spent \$1,144,000—a 20 percent increase (adjusted for inflation). At time of writing, a third survey was in the planning stages.

## B. EXISTING ECONOMIC DEVELOPMENT POLICY

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The Village of Prairie du Sac adopted an economic development policy in 2003 that guides the Village in prioritizing its values, including a matrix for quantitative evaluation of business development proposals and allocation of tax incremental financing and other incentives. Creating quality jobs is the highest value, followed by economic diversification, business retention, and quality of life. Also important to the Village are businesses that increase the tax base, provide retail and tourism development, and are willing to relocate to the area. The policy is in need of update. Both Villages uses their tax incremental district project plans as a more specific basis for incentives within such districts.

## C. TAX INCREMENTAL FINANCING (TIF) DISTRICTS

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There are two active TIF Districts in the Village of Prairie du Sac:

- **TID #3** was created in 1996, and is planned for closure by 2017. The TID project plan includes two main projects, including a planned hiking/biking riverfront trail to parallel the west bank of the Wisconsin River (a segment of the Great Sauk Trail).
- **TID #4** was created in 2008, and is projected to be closed by 2025. It is a mixed-use TID district at the Village’s northeast corner. The project plan includes building North Ridge Road and necessary public utilities to support the development of North Ridge Business Park. Culver Franchising System, Inc. Corporate Headquarters is an anchor to TID #4.

There are four active TIF Districts in the Village of Sauk City:

- **TID #6** was created in 2001 to remedy a blighted part of the downtown. Amendments were made in 2013 to accomplish additional projects including site redevelopment, Water Street improvements, and park pedestrian improvements. Furthermore, the amendment allowed this district to be utilized as a funding donor to the distressed TID #7.
- **TID #7** was created in 2005. The timeframe has been extended to the year 2035, being designated as a “distressed tax incremental district,” because it has not generated sufficient tax increment to repay expenses. Infrastructure included road construction, water system improvements, sewer system improvements and stormwater improvements to provide incentives necessary for commercial and industrial development of the Village’s Business Park. The Business Park was constructed between 2006 and 2010.

- **TID #8** was created in 2005 as a downtown revitalization district, providing matching grant assistance for façade and signage improvements, in addition to a revolving loan program. Eligible businesses lie generally along either side of Water Street. The maximum amount allowed for a TID #8 loan is \$50,000. The top two loan qualification criteria are whether the project will encourage the Village’s economic development, and whether the project will add tax increment.
- **TID #9** was created in 2015. It is focused on redeveloping a vacated Sauk Prairie School District property (former Spruce Street Elementary School) and commercial properties just north of Phillips Boulevard/USH 12.

#### D. STRENGTHS FOR ECONOMIC DEVELOPMENT

The Sauk Prairie Area enjoys many assets and strengths which will aid contribute to its economic health and should be emphasized and capitalized upon for future economic development efforts. The Area’s strengths by category are included in Figure 4-2.

**Figure 4-2: Sauk Prairie Area Assets/Strengths for Economic Improvement**

<b>Environment and Geography</b>	<b>Economy, Tourism &amp; Recreation</b>
Wisconsin River	Riverfront downtowns
Small town atmosphere	“Rivertown” character
Limited wetland and floodplain areas	Year-round recreational and cultural opportunities
Farming and agricultural businesses	Agri-tourism and agricultural-support businesses
Wildlife, especially eagles	Strong healthcare community and resources
Proximity to Madison/Middleton and the Dells	Active Chamber of Commerce
High quality soils for both farming and development	Rich in performing and visual arts (e.g., River Arts Center)
	Name-brand corporate presence
<b>Infrastructure</b>	<b>Human Capital</b>
Highway 12	Steady population growth
Plentiful, high-quality municipal water supply	Quality education; new/improved schools
Collaborative community services and utilities	Educated local and regional workforce; fair wages
Sauk Prairie Airport, and proximity to other airports	Collaborative planning framework

The Area is not without its weaknesses for economic development. These include:

- Limited supply of improved, developable land.
- Landowners in the planned path of development who are not willing to develop at this time.
- Population size under 10,000 people, which is below some businesses bottom threshold for considering the Area.
- Relatively small area and population with multiple units of government, despite strong collaboration.
- Two downtowns, commercial corridors, libraries, etc. to support;
- Some older industrial areas with some lower value uses.
- Limited hotel and convention/gala space.
- Competition from other tourism destinations within a 30-mile radius, but these also provide an opportunity for a tourism circuit.
- Limited rental housing supply.

## E. ECONOMIC PROJECTIONS

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In the State of Wisconsin, employment grew 1.3 percent in 2014. According to the Wisconsin Department of Revenue, the economic outlook forecast calls for steady growth between 2015 and 2017. Wisconsin’s unemployment rate is expected to remain below the national rate in the near future. Figure 4-3 includes the Department of Workforce Development’s projections for new employment growth between 2010 and 2020 in southcentral Wisconsin. Economic projections at the local level are hard to come by and generally unreliable.

**Figure 4-3: Projected Top Industries in South Central Wisconsin, 2020**

Industry	New Jobs Added	Increase from 2010
Natural Resources and Mining / Construction	4,279	27%
Waste Management and Remediation Services	4,515	26%
Professional, Scientific, and Technical Services	4,975	25%
Accommodation and Food Services	7,960	22%
Leisure and Hospitality	8,605	20%
Health Care and Social Assistance	10,452	20%

*Source: Wisconsin Department of Workforce Development, 2013*

## CHAPTER 5: LAND USE

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This chapter contains a compilation of background information about land use within the Sauk Prairie Area. The chapter includes maps that show existing land uses and provides other related land use data and analysis.

### Key Findings

- ❖ The Town's existing land use pattern is largely agricultural, though it also contains some non-farm development including rural residential subdivisions north of the Village of Prairie du Sac near the Wisconsin River.
- ❖ The Villages are characterized by traditional downtowns; generally single-family neighborhoods; and a range of industrial, commercial, and institutional land uses.
- ❖ Community expansion has generally been to the west of the two Villages but east of Highway 12. The Wisconsin River has been an increasing attractor for mixed use development (e.g., ground floor commercial, upper floor residential).
- ❖ Between 2015 and 2040, the Sauk Prairie Area may require over 800 acres for projected new development, not considering the needs for redevelopment and flexibility.

### A. EXISTING LAND USE

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The Sauk Prairie Area's development has been shaped by major transportation corridors and natural features, including initially the railroad; Highways 12, 60, 78, and 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 5-1 summarizes acreages 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.

## 1. EXISTING LAND USE PATTERN

A depiction of the Area's existing land use pattern is necessary in planning for a desired future land use pattern. The following is a summary of the existing development pattern as illustrated on Maps 6A and 6B.

- **Residential Uses:** Both the Village of Prairie du Sac and the Village of Sauk City contain predominately single-family residential neighborhoods. 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.
- **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.
- **Commercial Uses:** Modern commercial development is primarily located along Phillips Boulevard (Highway 12) between Lueders Road and Water Street and along Prairie Street (Highway PF). These two commercial corridors have a mix of retail and services uses, 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. The intersection of Highways PF and 12 is home to the new Sauk Prairie Healthcare campus, a small collection of rural businesses, and the Sauk Prairie Airport.
- **Business Park Uses:** The Sauk Prairie Area is home to three industrial/business parks. Prairie du Sac has the newly developed North Ridge Business Park and the older 150 acre Prairie du Sac Industrial Center, both located north of the downtown. The Sauk City Business and Office Park is 29 acres in total, with three acres available "shovel-ready." Prairie du Sac and Sauk City generally recruit light manufacturing, assembly, warehousing, and office-related businesses.
- **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 two public elementary schools. Sauk Prairie Healthcare, Village and Town halls, churches, and the wastewater treatment facility are also shown as institutional uses on Maps 6A and 6B. Institutional uses currently existing in the area are greater than indicated in Figure 5-1 due to expansion of the Sauk Prairie Hospital and Sauk Prairie School District sites.

Figure 5-1: 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	%
<b>Rural/Environmental Designations</b>								
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%
<b>Residential Land Use Designations</b>								
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%
<b>Non-residential and Mixed Use Land Designations</b>								
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%
<b>Total</b>	<b>857.4</b>	<b>100.0%</b>	<b>858.2</b>	<b>100.0%</b>	<b>18,477.5</b>	<b>100.0%</b>	<b>20,193.1</b>	<b>100.0%</b>

Source: Sauk County GIS Mapping, 2003

## 2. LAND DEVELOPMENT TRENDS

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

Trends in the Sauk Prairie land market suggest that home values are stabilizing since the last recession, and starting to increase. This reflects the demand for new development in the Area, and the continued relationship between the Sauk Prairie Area and the higher-priced Madison area market. The Multiple Listing Service (MLS) reports that median housing prices are rebounding, and the number of sales are generally increasing in the Villages.

**Figure 5-2: Residential Home Sales**

Year	Village of Prairie du Sac		Village of Sauk City	
	Number of Sales	Median Price	Number of Sales	Median Price
2014	58	\$190,500	54	\$169,000
2013	84	\$184,000	39	\$147,000
2012	70	\$175,250	31	\$133,500
2011	50	\$178,000	25	\$140,500
2010	58	\$176,000	29	\$162,000

*Source: South Central Wisconsin Multiple Listing Service*

New residential lots in the Villages sell for approximately \$50,000 to \$75,000. At time of writing, there were more lots available in the Village of Prairie du Sac than in Sauk City—but not a generous supply in either case. Rural lots in the Town sell for upwards of \$100,000, depending on lot size and amenities. Water frontage and lots with River views sell for a premium price.

## 3. EXISTING AND POTENTIAL LAND USE CONFLICTS

Land use conflicts occur in scattered locations throughout the Sauk Prairie Area. One conflict that occurs in the Villages is in places 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.

Another type of 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.

The communities and private landowners have actively sought to minimize future land use conflicts associated with the Sauk Prairie Airport. This has included completion of Highway 12/PF/Airport Area Plan, placement of a new hospital and other development location south of the Airport, runway protection zoning, and local governmental policy aimed towards maintaining the Airport for small-scale operations. See Volume 2 of this Comprehensive Plan for policies regarding the Airport.

## B. PROJECTED LAND USE DEMAND

Figure 5-3 includes the consultant’s projections for future land use demand between 2015 and 2040. These are based on projected population and household/housing unit growth, current and projected ratios of residential to non-residential land use, residential and non-residential density assumptions, and ancillary land area needs (e.g., roads, stormwater management areas).

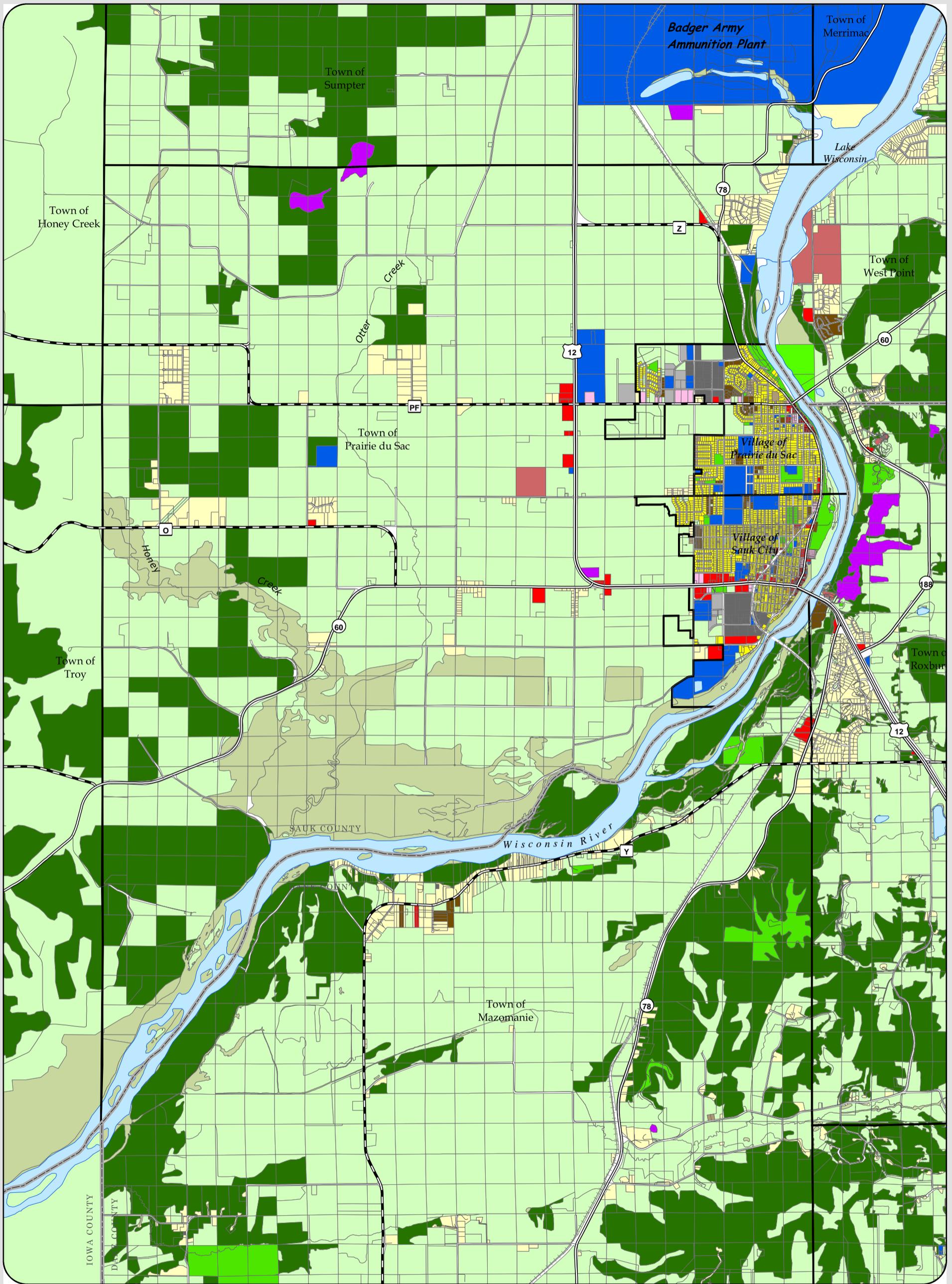
To accommodate projected development over this period, over 800 acres of land is projected to be required, not including redeveloped land. Residential land use demand is projected to increase by 467 acres between 2015 and 2040, while commercial and industrial land use demand are projected to grow by 54 and 63 acres respectively. This does not include redevelopment. The consultant projects that roughly  $\frac{3}{4}$  of the acreage required to accommodate this future developed land use demand is being farmed today, meaning that over 600 acres may be converted from farmland to developed use between 2015 and 2040.

**Figure 5-3: Projected Future Land Use, Sauk Prairie Area (Gross Acres), 2015-2040**

General Land Use Category	2015	2020	2025	2030	2035	2040
Residential	1,340	1,519	1,626	1,720	1,775	1,807
Commercial/Office	220	240	253	264	270	274
Industrial/Business Park	203	227	242	254	262	266
Other Developed Land Uses	703	793	847	894	924	938
<b>Total Developed Land Area</b>	<b>2,466</b>	<b>2,779</b>	<b>2,968</b>	<b>3,132</b>	<b>3,231</b>	<b>3,285</b>

Sources: Wisconsin Department of Administration 2013 and 2014, Sauk Prairie Comprehensive Plan 2005, and MDROffers Consulting 2015

Note: Acreage associated with each land use category includes land required for streets, parks, environmental corridors, stormwater management, institutional uses (e.g., schools), utilities, or other ancillary land uses.



**Legend**

10 / 06 / 05

**Sauk Prairie  
Comprehensive Plan**

**Map 7A**

**Planning Area- Existing Land Use (2003)**

**General**

- United States Highways
- State Highways
- County Highways
- Railroad
- County Border
- Municipal Borders

**Rural / Environmental Designations**

- Agriculture
- Public Open Spaces
- Wetlands
- Woodlands > 40 Acres
- Surface Water

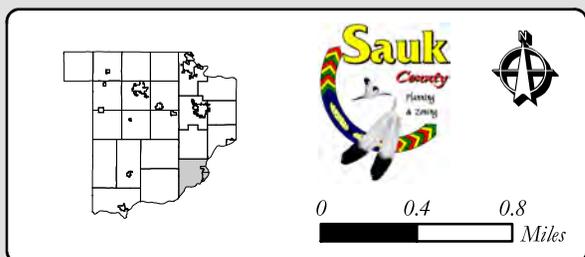
**Residential Designations**

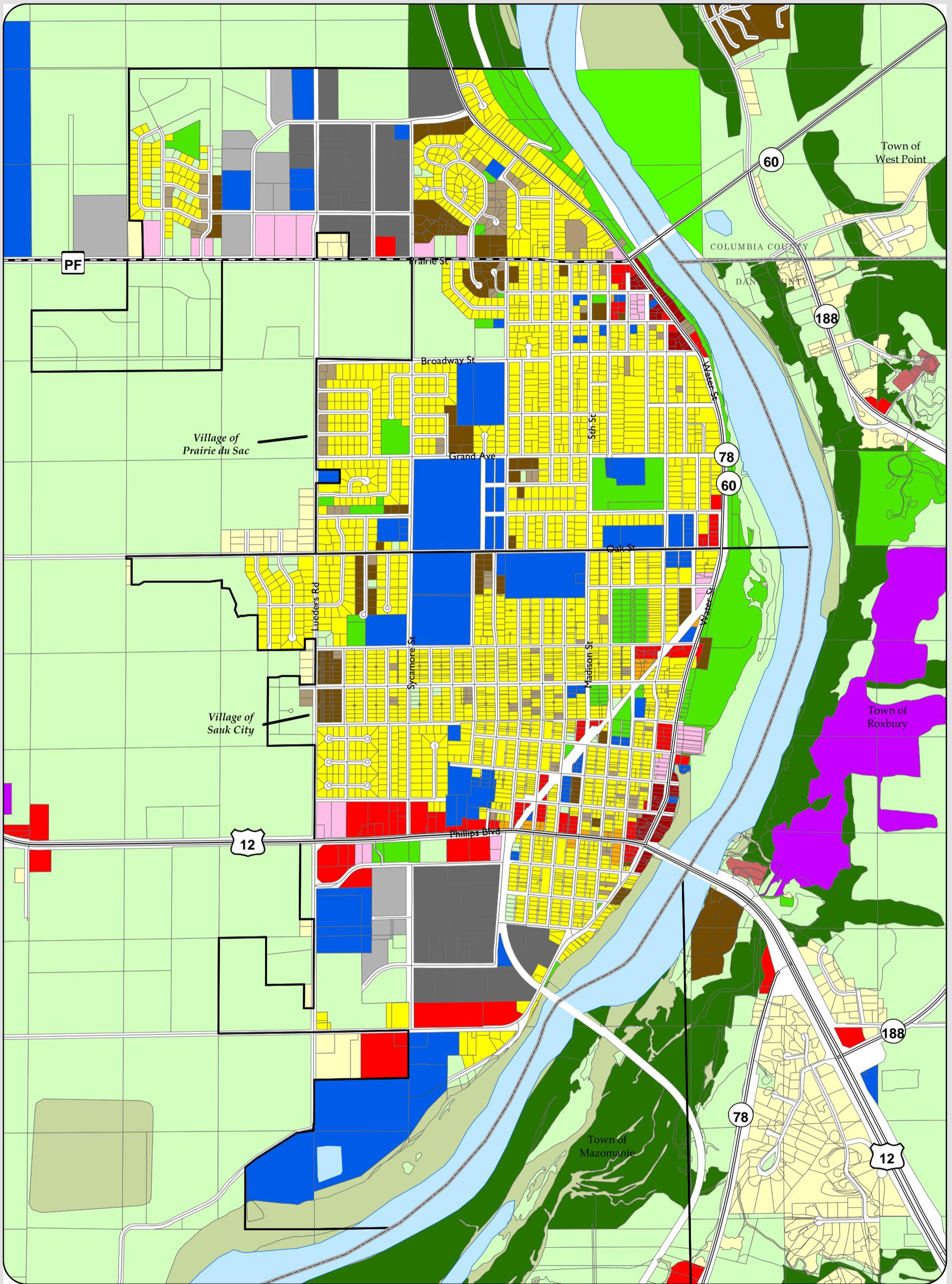
- Rural Single Family
- Village Single Family
- Two Family Residential
- Mixed Residential

Sources:  
Base information courtesy of US  
Census Bureau TIGER Line Files.  
Based on the 2000 census.  
Landuse information gathered  
and compiled by Vandewalle  
and Associates.

**Non - Residential Designations**

- Recreation Commercial
- Planned Business
- General Business
- Neighborhood Business
- Downtown
- Planned Industrial
- General Industrial
- Institutional / Transportation
- Extraction





*Legend*

10 / 06 / 05

**Sauk Prairie Comprehensive Plan**

**Map 7B**

**Villages - Existing Land Use (2003)**

- |   |   |   |  |
|---|---|---|--|
| <p><b>General</b></p> <ul style="list-style-type: none"> <li> United States Highways</li> <li> State Highways</li> <li> County Highways</li> <li> Railroad</li> <li> County Border</li> <li> Municipal Borders</li> </ul> | <p><b>Rural / Environmental Designations</b></p> <ul style="list-style-type: none"> <li> Agriculture</li> <li> Public Open Spaces</li> <li> Wetlands</li> <li> Woodlands &gt; 40 Acres</li> <li> Surface Water</li> </ul> | <p><b>Residential Designations</b></p> <ul style="list-style-type: none"> <li> Rural Single Family</li> <li> Village Single Family</li> <li> Two Family Residential</li> <li> Mixed Residential</li> </ul> <p><small>Sources:<br/>Base information courtesy of US Census Bureau TIGER Line Files. Based on the 2000 census. Landuse information gathered and compiled by Vandewalle and Associates.</small></p> | <p><b>Non - Residential Designations</b></p> <ul style="list-style-type: none"> <li> Recreation Commercial</li> <li> Planned Business</li> <li> General Business</li> <li> Neighborhood Business</li> <li> Downtown</li> <li> Planned Industrial</li> <li> General Industrial</li> <li> Institutional / Transportation</li> <li> Extraction</li> </ul> |
|---|---|---|--|

## CHAPTER 6: TRANSPORTATION

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This chapter provides an inventory of the existing transportation system within the Sauk Prairie Area. The Town and Villages are affected by the plans of State, County, regional, and local agencies as they affect Highways 12, 78 and 60 in particular.

### Key Findings

- ❖ Highway 12 is the main thoroughfare within the Sauk Prairie Area, connecting with Madison and the Dells, providing access to Interstate 39/90/94, and carrying a large volume of both local and through traffic (18,000+ vehicles per day). Many Sauk Prairie residents used Highway 12 to get to and from work.
- ❖ WisDOT continues to plan for and implement the upgrading of Highway 12 to a freeway, but is limited by intergovernmental agreement in planning for a bypass in the Sauk Prairie Area until at least 2020.
- ❖ Sauk Prairie Area communities continue to plan for and reconstruct local roadways, require sidewalks or paths in all new developments, and are beginning development of an off-street path network including the Great Sauk Trail.
- ❖ The Sauk Prairie Airport contributes approximately \$1.26 million per year to the local and State economy. The Sauk Prairie Area has planned for a compatible land use pattern near the Airport.

### A. EXISTING TRANSPORTATION NETWORK

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Transportation links are of critical importance to the Sauk Prairie Area. The present status of development and maintenance of the various modes of transportation in the Sauk Prairie Area are detailed here.

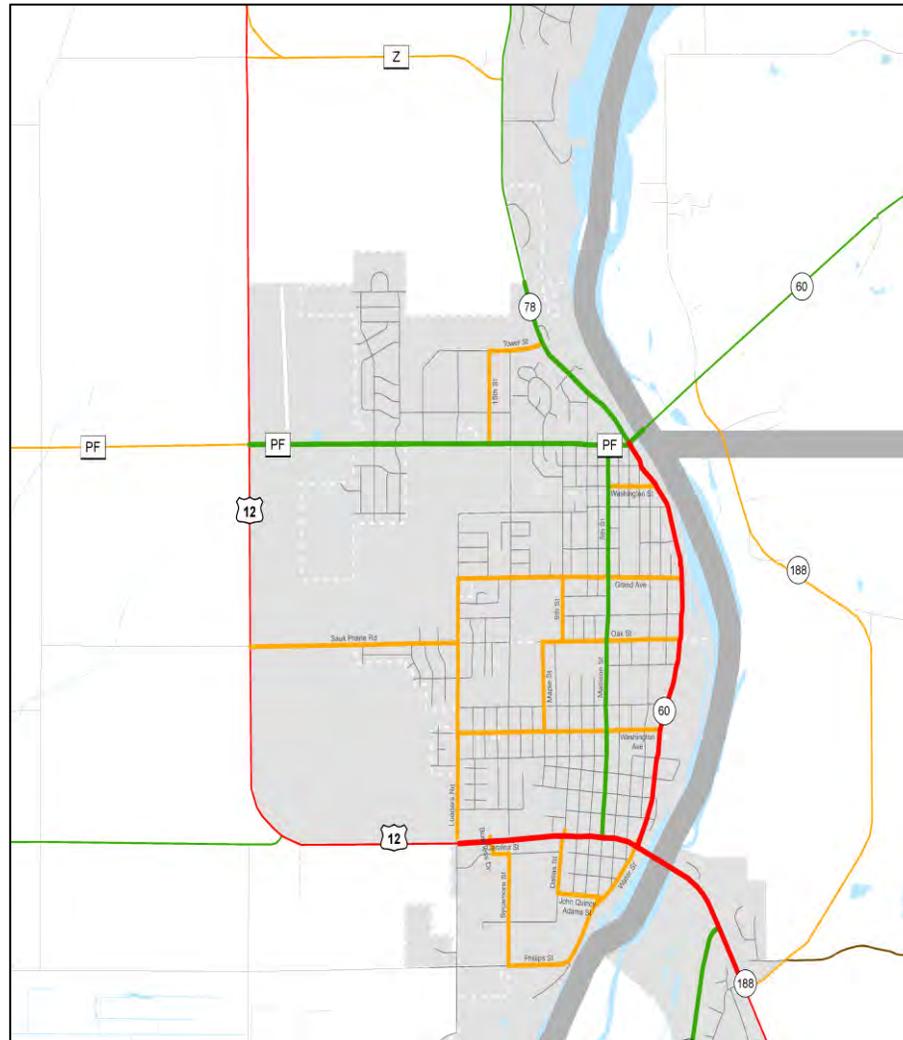
#### 1. ROADWAYS

Roadways serve two competing functions: traffic mobility and access to individual properties. As the number of property accesses increases along a route, traffic flow and capacity decreases. To help plan for future traffic conditions and access control, it is useful to categorize roads based on their primary function. Upgrades to higher classified roadways are also generally eligible for State and federal funding support. The

Wisconsin Department of Transportation (WisDOT) Bureau of Planning and Economic Development categorizes roads in the Sauk Prairie Area in the following functional classes (see also Map 7):

- **Principal Arterials:** Highway 12/78, and segments of Highway 60 are classified as principal arterials. A “principal arterial” is a highway that has significant traffic capacity and serves interstate and interregional trips, usually with no direct access for abutting land uses.
- **Minor Arterials:** County Highway PF (Prairie Street), 5<sup>th</sup> Street, Highway 60 west of the Villages, and the segment of Highway 78 north of the bridge into Prairie du Sac are classified as minor arterials. A “minor arterial” is a highway or roadway that serves longer intra-urban trips and traffic traveling through the urban area and has limited to no direct access for abutting land uses.
- **Collectors:** Collector roads in the Area include 15<sup>th</sup> Street, the east half of Tower Road, the east half of Washington Street, Grand Avenue, the south portion of 9<sup>th</sup> Street, the mid-portion of Lueders Road, Oak Street, Sauk Prairie Road, CTH PF west of the Villages, the north half of Maple Street, Washington Avenue, Philips Street where it becomes Water Street, John Quincy Adams Street, and Dallas Street. A “collector” is a public street or highway that collects and distributes internal traffic within an area, such as within a residential neighborhood, providing access between local and arterial streets and limited access for abutting land uses.
- **Local Streets:** A “local street” provides access to abutting land uses and leading into a collector street or into an arterial street, but generally not designed to carry through traffic. All other public roadways in the Area are classified as local streets.

**Map 7: WisDOT Functional Classification Map, Sauk Prairie Area**



*Source: WisDOT Bureau of Planning and Economic Development, 2014*

Adopted April 11, 2017



U.S. Highway (USH) 12 serves as a main thoroughfare within the Sauk Prairie Area, connecting with Dane County, providing access to Interstate 39/90/94 to the north, and carrying a large volume of both local and through traffic. WisDOT has designated USH 12 as a Corridors 2020 Connector Route. WisDOT has the authority to restrict new driveways on highways controlled under the authority of Section 84.25.

In 2005, USH 12 was widened to four lanes between the Village of Sauk City and the City of Middleton. This expansion included reconstruction of the Sauk City Bridge over the Wisconsin River. In 2013, the segment of USH 12 from Water Street to Lueders Road—locally known as Phillips Boulevard—was reconstructed as a four lane roadway with traffic signals, continued direct access to properties, and bicycle lanes. North of the Sauk Prairie Area, USH 12 has undergone conversion to a full freeway from Wisconsin Dells to just north of Baraboo. Construction on a 5.6 mile bypass from this spot around Baraboo and West Baraboo began in 2015 and is slated for completion in 2017. Interchanges are scheduled for construction at Highways 136 and W. South of Baraboo, the new freeway will change to an expressway with limited access to some businesses/homes and full access to Lehman Road and Ski Hi Road intersections.

Upgrades to Highway 78 between Merrimac and Prairie du Sac were completed, softening significant curves and realigning the intersection of Highways 78 and Z. Highway Z provides a “short cut” route through the Sauk Prairie Area, connecting Highways 78 and 12.

Highway 60 bridges the Wisconsin River at Prairie du Sac; the bridge was reconstructed in 2014. Highway 60 extends across southern Wisconsin. It shares the route with USH 12 until the “bend” southwest of the Villages, then heads west to Spring Green. WisDOT has programmed this intersection for reconstruction.

Figure 6-1 includes average daily traffic volumes along these roadways in 2008 and 2015, as recorded by WisDOT. Most highway segments had traffic increases during this period. Traffic volumes can be significantly affected by road construction activities occurring at the same time.

**Figure 6-1: Average Daily Traffic Counts in the Sauk Prairie Area**

Road Name	Road Segment	Average Daily Traffic (ADT)		
		2008	2015	Change
South 78 Water St	North of South 60	3,900	4,800	+900
South 60/78/Water St	North of Washington Street	7,000	8,900	+1,900
South 60/78/Water St	South of Washington Street	6,300	8,100	+1,800
South 60/78/Water St	Between Lincoln Avenue & Oak Street	8,800	11,800	+3,000
South 60/78/Water St	North of Washington Avenue	8,800	8,900	+100
South 60/78/Water St	North of US Hwy 12/60	11,100	9,500	-1,600
Water St	Between John Adams & Paulina Streets	2,200	1,800*	-400
South 60	Bridge east of South 78/Water	6,100	6,500	+400
US Hwy 12/78	Between Water Street & Hwy 12 Bridge	17,500	18,100	+600
US Hwy 12/78	Between Water & John Adams Streets	16,000	16,200	+200
US Hwy 12/60	East of US Hwy 12 North-South Segment	14,200	12,200	-2,000
US Hwy 12	Between S. 60 & Sauk Prairie Road	10,400	10,800	+400
US Hwy 12	Between CTH Z & CTH PF	10,500	10,600	+100
CTH PF	½ mile east of US Hwy 12	4,300	4,300	0
CTH PF	Between 13 <sup>th</sup> & 15 <sup>th</sup> Streets	5,800	6,000*	+200

Source: Wisconsin Department of Transportation

\* This count was taken during time when access was limited due to construction of the Highway 60 bridge, likely resulting in an in a count that was lower than it otherwise would have been.

## 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. In 2005, the Sauk Prairie Airport property was sold to CFM Investments, which made upgrades including repaving the 2,940-foot-long asphalt runway and doubling its width to 60 feet.

The 16.5 acres—including the runway, taxiways, and access road—are leased to the Town of Prairie du Sac. That lease was signed in September 1963 and the term runs for about 60 more years. Sauk Prairie Airport, Inc., a non-profit corporation, operates and maintains the leased property for the Town.

Facilities at the Sauk Prairie Airport include a taxiway, a runway, and 29 hangars. The runway edge lights are medium intensity. 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. Housed at the Airport are approximately 29 single-engine aircraft, in addition to four ultralight and one jet airplane. According to 2012 Federal Aviation Administration (FAA) information, an average of 23 aircraft operations occur per day. That activity is 66 percent local general aviation, 30 percent transient general aviation, and 4 percent military. 8,350 aircraft operations (take offs and landings) were reported to the Federal Aviation Administration in 2009. According to the WisDOT Bureau of Aeronautics, the Sauk Prairie Airport contributes approximately \$1.26 million per year to the local and State economy.

The communities have recognized the need for more detailed planning for the Airport area, including protection of Airport operations and uses around the Airport. The Sauk Prairie Area communities created the Highway 12/PF/Airport Area Plan, adopted as a detailed component of the Sauk Prairie Comprehensive Plan in 2012. Further, 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 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.

### **3. RAIL**

At one time, the Sauk Prairie Area was served by two rail lines. The Wisconsin & Southern Railroad Company owns the one remaining rail line through the Area, though it is not currently active. A second line once connected Sauk City with the Village of Mazomanie in Dane County via a crossing of the Wisconsin River. Rail service along this connection was halted in 1997 and a portion of the bridge was removed in 2002. WisDOT owns the remainder of this line. This line has been the subject of conversion to trail use, described below.

### **4. BICYCLES AND PEDESTRIAN FACILITIES**

The Sauk Prairie Area is well connected for road bicycling via the extensive country road network located within the Town of Prairie du Sac and the surrounding towns. At time of writing, the Sauk Prairie Area did not have designated bicycling routes.

Most of the older streets in both Villages are served by sidewalks, while many recent subdivisions, commercial centers, and industrial lands do not have sidewalks. The Village of Prairie du Sac’s Land Division Public Improvement Design Requirements 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.

The Sauk Prairie Area has been planning for and developing off-street bike and pedestrian paths, including:

- **Great Sauk Trail:** A Rails-to-Trails conversion will convert eight miles of unused rail corridor into a multi-use trail from Sauk City through the Sauk Prairie Recreation Area (former Badger Army Ammunition Plant) and into Devil’s Lake State Park, including smaller path connections into new residential and commercial developments. This is being planned by a partnership between Sauk County, local units of government, and the Department of Natural Resources. In 2015, the Great Sauk State Trail Cooperative Plan was created to direct this effort. The trail will be constructed in 2017.
- **Sauk City River Trail:** Sauk City constructed the River Bike Trail adjacent to the Wisconsin River. 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 and an off-street path along Highway 12.
- **Prairie Street Path Extension:** The Village of Prairie du Sac constructed this path in 2015, extending an existing path from the Westwynde neighborhood to 9th Street along the south side of Prairie Street. Two property owners granted easements to the Village of Prairie du Sac allowing the construction of the path on the north edge of their properties. The project includes pedestrian improvements at 13th and Prairie Streets, where the new Bridges Elementary School opened in 2015.
- **Safe Routes to School Projects:** The results of a “safe routes to school” planning effort will include a new multi-use path along the east side of 13th Street/Sycamore Street from Hemlock Street to Grand Avenue, continuing along the north side of Hemlock Street from Sycamore Street to Maple Street. There will also be pedestrian improvements at the intersections of 9th Street and Grand Avenue intersection. Other paths were completed in 2015 adjacent to Bridges Elementary School.

## 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.

## 6. PARK AND RIDE

A recent WisDOT study reported on the condition of the Area’s park and ride lot (Lot 13-07), located at the intersection of Highways 12 and 188 just south of Sauk City. Originally constructed with a gravel surface, it was paved in 2005. Dane County maintains and patrols the lot under agreement with WisDOT. Prior to 2016, this park and ride lot often operated at capacity, with occasions of overcapacity. In response, WisDOT expanded that lot in 2016.

## 7. COMMUTING DATA

Figure 6-2 provides commuting data for Sauk Prairie Area adults, compiled by the 2009-2013 American Community Survey. Sauk City serves as a primary workplace, followed by the City of Madison and other places in the Dane County area. 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 6-2: 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	57	283	240
Village of Sauk City	90	423	445
Madison	116	398	332
Baraboo	25	100	75
Middleton	27	75	81
Other cities in Dane County	22	90	103
Other cities in Sauk County	9	24	n/a

Source: U.S. Census American Community Survey, 2009-2013

## **B. REVIEW OF LOCAL, REGIONAL, AND STATE AND TRANSPORTATION PLANS**

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This section includes a review of local, regional, county, and State transportation plans and studies relevant to the Sauk Prairie Area, as required under the State’s comprehensive planning legislation.

### **1. REGIONAL AND LOCAL CAPITAL IMPROVEMENT PROGRAMS**

Sauk County’s Capital Improvement Plan lists highway improvements that will be made to County Highways H, D, W, A, C, P and G between 2015 and 2024.

At time of writing, the Village of Sauk City has programmed the following local road improvement projects through 2020 (subject to change):

- Madison Street, from Phillips Boulevard to Hemlock Street (2017)
- Webster Avenue, from Washington Street to Water Street (2017)
- Water Street, from Phillips Boulevard to John Q. Adams Street (2018)
- Maple Street, from Hemlock Street to north terminus (2019)
- Lueders Road, from Carolina Street to Sauk Prairie Road (2020)
- Lueders Road, from Phillips Street to Carolina Street (2020)

Also, at time of writing, the Village of Prairie du Sac has programmed the following local road improvement projects through 2020 (subject to change):

- 3<sup>rd</sup> Street, from Broadway Street to County Highway PF (2017)
- 13<sup>th</sup> Street, from Highway PF to North Street (2017)
- 8<sup>th</sup> Street, from Washington Street to Highway PF (2018)
- 7<sup>th</sup> Street, from Oak Street to Lincoln Avenue (2018)
- 6<sup>th</sup> Street, from Grand Avenue to Highway PF (2019-20)

The Village of Prairie du Sac has also listed Grand Avenue reconstruction, Lueders Road sidewalk, 8<sup>th</sup> Avenue reconstruction, Winnie Avenue reconstruction, Holley Court reconstruction, and industrial park road resurfacing as future projects—likely 2020 or later.

In addition, the two Villages may collaborate on the reconstruction of Oak Street from Water Street to Helen Street.

## 2. CONNECTIONS 2030: STATE OF WISCONSIN LONG-RANGE TRANSPORTATION PLAN

WisDOT adopted Connections 2030 in October 2009, replacing its predecessor Translinks 21. Connections 2030 is the long-range transportation plan for the State of Wisconsin. This plan provides a broad planning “umbrella” including an overall vision and goals for transportation. It addresses multi-modal transportation over a 20-year planning period, including highways, local roads, air, water, rail, bicycle, pedestrian and transit.

The Connections 2030 plan aims to preserve and maintain Wisconsin’s transportation system, while promoting transportation safety and security. Fostering Wisconsin's economic growth is another priority. Finding a balance between mobility choices and transportation efficiencies is a challenge the plan addresses. Preserving and enhancing Wisconsin’s quality of life is another goal.

## 3. CORRIDORS 2030

The Corridors 2030 highway network serves as a framework for linking employment and population centers via the 11,800 miles of State and Federal highways in Wisconsin. WisDOT uses the Corridors 2030 system as a prioritization tool for future investments. One objective of Corridors 2030 is to have multiple lanes on each highway on the “backbone” corridors by the year 2030. Corridors 2030 suggests that, by 2030, WisDOT intends to construct candidate expressway upgrades and/or convert Highway 12 to a freeway from County Highway Z in Sauk County to County Highway K in Dane County, if supported by an environmental document. Also listed in the Corridors 2030 is potential construction of a “major” project along Highway 12 from Interstate 39-90-94 to Sauk City.

## 4. WISCONSIN STATE AIRPORT SYSTEM PLAN

The Wisconsin State Airport System Plan 2030 is the statewide long-range airport transportation plan, adopted in 2015. A system of 98 public-use airports adequate to meet different aviation needs is identified. Sauk Prairie Airport is not given a classification, but is listed in the plan’s airport inventory. This 20-year plan builds from policies and issues identified in Connections 2030. It includes a statewide vision for aviation, an overview and analysis of the state’s system of airports, a System-Plan Environmental Evaluation, and an environmental justice analysis. Federal and State investment decisions will be aided by this plan, though all projects must be justified through the local master planning and environmental process, and approved by the WisDOT and Federal Aviation Administration, prior to implementation.

## 5. WISCONSIN STATE RAIL PLAN

In 2014, WisDOT adopted Wisconsin Rail Plan 2030, a statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next two decades. No projects in the Sauk Prairie Area are listed.

## 6. 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. That 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 that plan.

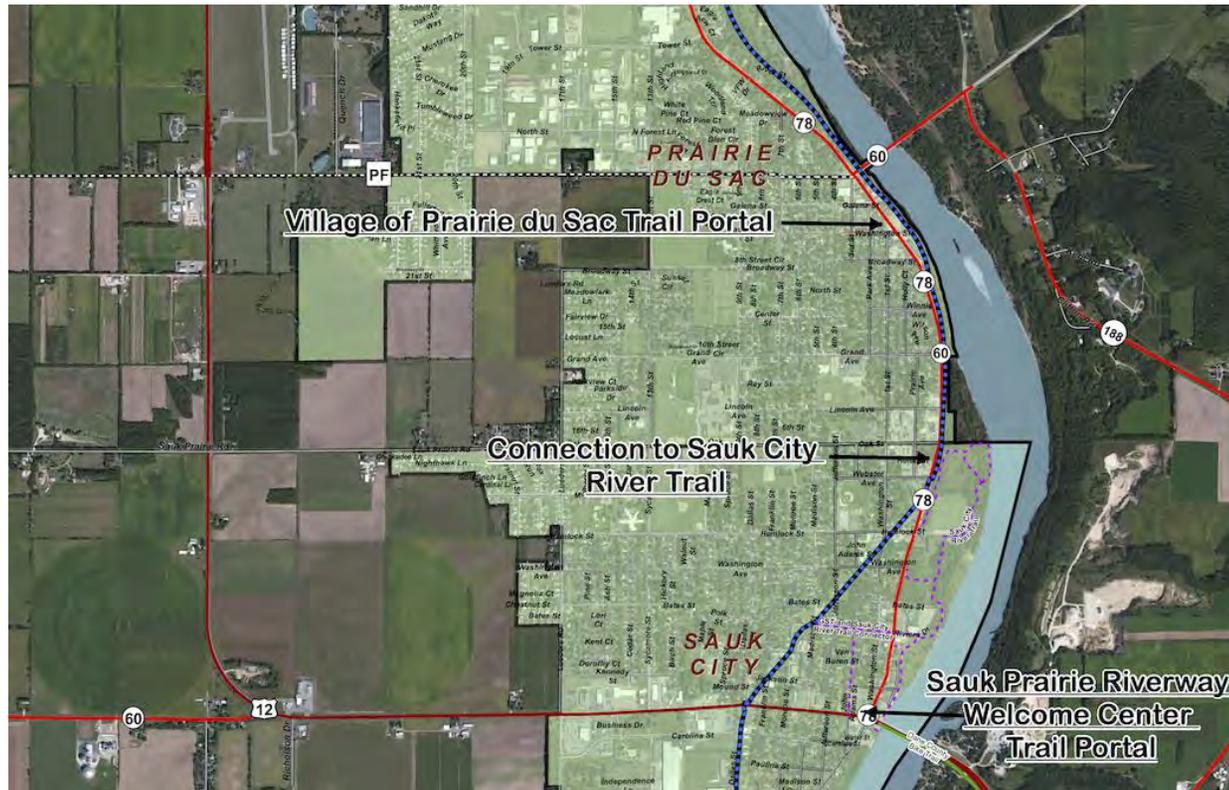
Adopted April 11, 2017



## 7. GREAT SAUK STATE TRAIL COOPERATIVE PLAN

The Great Sauk Trail Commission oversaw the writing of the Great Sauk State Trail Cooperative Plan in 2015. The trail will connect Devil's Lake State Park and the Sauk Prairie Recreation Area to the Villages of Prairie du Sac and Sauk City, with construction slated in 2017. Eventually, the Great Sauk Trail may include the construction of successive segments, with the intent of providing a trail connection between the City of Middleton and the 400 State Trail in Reedsburg. Each trail segment will highlight local history, geology, and points of interest. Sauk County is leading the project, partnering with local government and the Department of Natural Resources (WisDNR). WisDNR's governing body, the Natural Resources Board, will review the project as a potential new State Trail.

**Figure 6-3: Great Sauk State Trail Route, as Planned Through Villages**



Source: Sauk County Conservation, Planning and Zoning Department

Adopted April 11, 2017



## 8. WISDOT SIX YEAR HIGHWAY IMPROVEMENT PROGRAM: 2015–2020

WisDOT maintains a six-year improvement program for State and federal highways within the District. Sauk County is in WisDOT’s Southwest Region. Recently completed projects from previous six-year plans include the Phillips Boulevard and Highway 78 projects. There are currently no future projects in the Sauk Prairie Area on this Program.

## 9. LONG RANGE U.S. HIGHWAY 12 ALTERNATIVES STUDY

This 2004 study was completed in conjunction with the Sauk County Highway 12 Growth Corridor Management Plan project, funded by WisDOT but directed by the local governments. 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. The result was the proposed Highway 12 bypass/improvement route shown on Map 2.

## 10. MEMORANDUM OF AGREEMENT CONCERNING US HIGHWAY 12 BETWEEN MIDDLETON AND LAKE DELTON, WI

In 1999, an agreement was made among the following agencies: Sauk County, Dane County, the State of Wisconsin, WisDOT, 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 (TNC).

The agreement included commitments 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 and policies:

- “WisDOT and FHWA may proceed with a phased construction of a modified four-lane USH 12 in Dane County [between Middleton and Sauk City]...”. This project was completed in 2004.
- “WisDOT will not propose construction of a USH 12 bypass of Sauk City before 2020.”
- “WisDOT will exercise its authority to control and reduce access points along USH 12...”

## 11. USH 12 CORRIDOR STUDY

The US Highway 12 Corridor Study covers a stretch of highway approximately 22 miles in length. The study corridor is broken down into two sections: North Section (Ski Hi Road to Highway 78 South) and the south section (Highway 78 South to Highway 19 West in Dane County). The study assesses environmental impacts and concepts the changes that may take place, but establishes no timeline nor provides any funding for

actual road improvements. The Corridor Study was completed in October 2014. The purpose of the study for the North Section includes providing a detailed analysis and recommendations for addressing safety and operations. These recommendations include:

- restricting or removing access to Highway 12 at Groth Road, North Road, Armory View Road, and South Access Road
- realigning s-curves at the former Badger Army Ammunition Plant
- consolidating and re-aligning to County Highway C at Maple Park Road and Old Bluff Trail
- defining separation for merging northbound traffic at Highway Z
- softening the taper for the southbound left turn bay at Highway PF
- adding a separated left turn lanes at Sauk Prairie Road
- reconfiguring intersection and driveways at Highway 60
- consolidating and moving driveways and field entrances to side roads or frontage roads as development continues
- not allowing new access points
- developing the bike path between Devil's Lake and Sauk City/Prairie du Sac (Great Sauk Trail)

## 12. USH 12 FREEWAY CONVERSION STUDY

South of the Sauk Prairie Area, USH 12 is currently classified as an expressway, which indicates a divided highway with at-grade crossings, providing direct access to private properties and Town and County roads.

WisDOT is advancing plans for Highway 12 to convert it to a four-lane freeway from Madison to Sauk City. This involves removing all current access points, building and acquiring sites for interchanges, and constructing frontage roads to provide access for landowners along the current expressway. The freeway conversion project would include extension of the current parallel shared use path all the way north to the Dane-Sauk County line. The Freeway Conversion Study was completed in 2015.

Construction on the freeway conversion project has not been programmed or budgeted at this time. Next steps include finalizing a proposed right-of-way map, and beginning land acquisition according to that map.

## CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

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People rely on community facilities and utilities to provide basic levels of health and safety, maintain a high quality of life, foster job creation, and create a sustainable economy. Public utilities and community facilities comprise the framework for servicing existing development and growth in the Sauk Prairie Area.

### Key Findings

- ❖ The Sauk Prairie Area has a history of cooperation and consolidation of many community utilities, facilities, and services. These include shared wastewater treatment mains and plant, emergency medical services, and police protection.
- ❖ Utility systems in the Area have adequate capacity for future growth, though regular upgrades to meet environmental and other standards will be necessary.
- ❖ Though not provided directly by the three Area municipalities, community services like education and health care are critical to quality of life and the success of residents.

### A. EXISTING UTILITIES

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#### 1. WATER SUPPLY

The water supply in the Sauk Prairie Area is provided either by Village-owned municipal wells and distribution systems, or for rural residents by 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. At time of writing, Sauk City's water system was operating between 50 and 70 percent capacity. While additional wells are not required soon, future development will require system upgrades. The Village has upgraded its 4-inch water mains during street reconstruction projects and anticipates that the entire system will be upgraded by 2020.

The Village of Prairie du Sac’s water system has three municipal wells and a 400,000 gallon elevated water reservoir. The wells have a combined pumping capacity of 3,888,000 gallons per day, which meets currently and projected needs for the foreseeable future. Well #3 was reconditioned in 2001 and Well #2 was reconditioned in 2004, though it is currently abandoned due to elevated nitrates. Well #4, near the Westwynde neighborhood, came on line in 2013. Well capacity with only Well #3 and #4 still meets current and projected needs through 2026. Well #2 may need to be rehabilitated at some point to serve long-term development needs.

The two Villages’ water systems are interconnected at one point. A valve can be opened in emergency situations or when one goes offline. While the interconnection function is tested regularly, it has been used only once, during a fire in Sauk City’s downtown.

## **2. SANITARY SEWER AND TREATMENT FACILITIES**

The Villages of Prairie du Sac and Sauk City co-own the Sauk Prairie Sewerage Commission wastewater treatment plant and associated sanitary sewer interceptors. The wastewater treatment plant aeration system was upgraded in 2005. The upgraded aeration system was designed to treat the projected wastewater loading for 20 years. The plant’s effluent seepage cells have a capacity of 1.1 million gallons per day. The treatment plant will need additional seepage ponds, or an alternative effluent discharge method will be needed, when the wastewater flow rate exceeds 1.1 million gallons per day. Current average influent flow is 0.6 million gallons per day. A new Wisconsin Pollution Discharge Elimination System Permit was issued in 2014. No upgrades are required in the permit, but continued efforts to minimize chlorides in the wastewater treatment plant influent are required.

The Commission’s west side sanitary sewer interceptor has adequate capacity and service area to accommodate planned Village expansion west to Highway 12, and perhaps a bit west of Highway 12. It was also designed for eventual build-out north to Highway Z when and if required.

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, based on Wisconsin Administrative Rule COMM 83.

## **3. STORMWATER MANAGEMENT**

The Village of Prairie du Sac has a stormwater management plan and comprehensive stormwater management and erosion control ordinance. The Village has created a stormwater utility to assist with implementation of that plan. The stormwater utility extends into the Village’s extraterritorial zoning area, so parts of the Town of Prairie du Sac are under its jurisdiction. The Village bills customers a stormwater user fee, used to fund the stormwater utility. Fees are based on the impervious area on a property. The utility has undertaken several stormwater management projects, many in conjunction with road construction projects.

At time of writing, Sauk City did not have a comprehensive stormwater management master plan, ordinance, or utility. Still, the Village requires a stormwater management plan, approved by the Village Engineer, for all new subdivisions and other major projects. The Sauk City

Downtown Design Guidelines encourage the use of rain gardens, bioretention basins, porous paving and green roofs as methods of stormwater management there. The Village of Sauk City is exploring creation of a stormwater utility and a west side stormwater management plan.

The Town of Prairie du Sac does not have its own stormwater management ordinance, though by agreement the Village of Prairie du Sac's stormwater ordinance applies in that Village's extraterritorial zoning area. For lands in the Town, Sauk County requires that stormwater drainage facilities adequately accommodate design volumes of flow and that will present no hazard to life or property. The Town of Prairie du Sac has some remaining concerns about runoff and flooding that could be addressed by the creation of a Town stormwater utility or ordinance.

WisDNR requires an erosion control plan and permit for all projects that disturb one 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.

#### 4. ELECTRIC AND NATURAL GAS UTILITIES

Both the Village of Prairie du Sac and the Village of Sauk City act as local electrical utilities.

Sauk City purchases its power through Alliant Energy. The Sauk City Electric Utility continues to have adequate capacity, although may need some improvements between 2025 and 2030. The Utility's newer substation on Phillips Street will allow the Village to more than double its current usage. The Utility has also installed new electric and water readers for all of its residential customers, and continues to upgrade commercial water meters incrementally each year. Sauk City residents can take advantage of Focus on Energy—a statewide program for energy efficiency.

The Village of Prairie du Sac purchases its electricity through WPPI Energy. The Village built a 14 megawatt substation in 2005, expected to serve the community's needs for 25 years. Advanced metering infrastructure was recently implemented by the Village for upgraded electric and water metering. The utility's programs for residential customers include Tree Power, AC Tune-Up, lamp recycling and offerings through Focus on Energy.

Town of Prairie du Sac residences not served by either Village receive power from Alliant Energy.

The Prairie du Sac Dam is located in the Town of Prairie Du Sac along the Wisconsin River. Alliant Energy operates a 31-megawatt hydroelectric power plant in conjunction with the dam. The dam and plant celebrated one hundred years of operations in 2014.

The electric transmission system in the Sauk Prairie Area is owned, built, and operated by American Transmission Company. Sauk County is in zone 3 of the transmission system, where electric load is expected to grow approximately 1.2 percent annually through 2024.

Natural gas is provided to the Villages of Prairie du Sac and Sauk City by Alliant Energy, while Town residents receive propane delivery from Farm Services.

## 5. TELECOMMUNICATION/BROADBAND PROVIDERS

Charter Communications, Merrimac Communication, and Frontier provide landline phone and data services. Reliable cellular phone and data service in the Sauk Prairie Area is provided by Verizon, US Cellular, Sprint, and Bug Tussel. The School District has allowed Verizon and public safety communication facilities on the same tower as a sporting event light on the High School property. Sauk City’s water tower has US Cellular and Sprint devices, while the Prairie du Sac tower also carries a US Cellular antenna array. Milwaukee Valve hosts an antenna for Bug Tussel.

## B. EXISTING COMMUNITY FACILITIES AND SERVICES

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### 1. 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 in downtown Prairie du Sac, the Sauk City Village Hall is located at 726 Water Street in downtown Sauk City, and the Prairie du Sac Town Hall is located at S9903 Highway 12 between Highway PF and Sauk Prairie Road.

### 2. LAW ENFORCEMENT

The combined Sauk Prairie Police Department has served both Villages since 1949. The police station is located in the Sauk City Administration Building at 726 Water Street. As of 2015, the Department had 12 full-time employees and 2 part-time employees, and is managed by a joint police commission. The Sauk County Sheriff’s Department provides law enforcement services to the Town of Prairie du Sac.

### 3. FIRE PROTECTION

Two fire departments provide fire protection to different parts of the Sauk Prairie Area.

The Sauk Fire District—one of the oldest volunteer fire departments in Wisconsin—provides fire protection services to a 170 square mile area that includes the Village of Sauk City, the Town of Prairie du Sac, and a portion of the Towns of Roxbury, Sumpter, West Point, Troy, Honey Creek, and Mazomanie. As of 2015, there were 38 volunteer firefighters. The District regularly upgrades its equipment, such as tankers and engines. The District provides its services from the Sauk City Fire Station, located at 505 Van Buren Street.

The Village of Prairie du Sac receives fire protection from the Prairie du Sac Fire Station located at 855 17th Street in the Prairie du Sac Industrial Center. As of 2015, the Department relied on 40 volunteer firefighters. In 2016, the Prairie du Sac Fire Department celebrated 125 years of service.

The Sauk Prairie Area enjoys very competitive home insurance rates because of the high Insurance Service Office (ISO) ratings received by local fire departments. For example, the Prairie du Sac Fire Department has an ISO rating of Class 4. On a 1 to 10 scale, Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria.

#### 4. EMERGENCY MEDICAL SERVICE

The Sauk Prairie Area relies on a single provider of emergency medical services: the Sauk Prairie Ambulance Commission. The Sauk Prairie Ambulance Association District covers approximately 196 square miles in three counties and includes the towns of Merrimac, Prairie du Sac and Roxbury; the villages of Sauk City, Prairie du Sac and Merrimac; and portions of the towns of Troy, Honey Creek, Sumpter and West Point. The Commission is made up of members from each of those municipalities. A population base of over 14,600 people are served by this all-volunteer organization. To fund its operation, the Commission assesses a per capita fee.

The Commission formerly leased its space from the Sauk Prairie Memorial Hospital (now Sauk Prairie Healthcare). The hospital was relocated in April 2014. In late 2014, the Commission purchased the former Home Health United building at 470 Oak Street, with intent to add on a garage and adapt the interior with some renovations. This project was completed in 2016, and should serve the Area's needs for years.

#### 5. SOLID WASTE COLLECTION

The Villages of Prairie du Sac and Sauk City both offer curbside residential garbage pickup and recycling, contracted with Tim's Trucking at time of writing. Both Villages bill residents for this service through a fee on monthly utility bills. The Villages also provide the opportunity for residents to compost. The Prairie du Sac Compost Center is located at 1640 Tower Street in the Prairie du Sac Industrial Center. Sauk City's Village Compost Site is located east of the intersection of River Road/Phillips Street and Sycamore Street.

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. A Clean Sweep program enables all County residents to safely dispose of chemicals, oil-based paint, waste oil and medications.

#### 6. LIBRARIES

The Sauk Prairie Area is served by the South Central Library System—with each Village having its own library. Since the 1980s, the two library boards have met jointly on occasion to consider cooperation and issues related to library service. 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.

In Prairie du Sac, the 13,490 square foot Ruth Culver Community Library opened in 2012 at 540 Water Street in downtown Prairie du Sac. As of 2015, this Library employed one full-time director, two full-time librarians, and several part-time staff.

Sauk City Public Library is located at 515 Water Street at the north edge of downtown Sauk City. As of 2016, this Library employed a full-time director and several part-time staff. The Library Board believes that the Sauk City Library will need to expand in the near future, with downtown sites having priority.

## 7. HEALTHCARE FACILITIES

Sauk Prairie Healthcare includes a 36-bed, not-for-profit 501(c)(3) acute care hospital and two surgical specialty practices located at 260 26th Street on the western edge of the Village of Prairie du Sac. The 115-acre hospital campus has a network of nature trails around its perimeter. Some outpatient therapy services remain at the site of the former Sauk Prairie Memorial Hospital, now called the Wellspring Campus, at 80 First Street in Prairie du Sac. Sauk Prairie Hospital has been named in the nation's 100 Top Hospitals by Truven Health Analytics and was recently named in the top 5 percent for patient satisfaction by Press Ganey. Sauk Prairie Healthcare provides care for more than 40,000 people in its service area, which extends from Poynette to Lone Rock and from Plain to Black Earth.

Several physician practices serve the Sauk Prairie Area, including the Prairie Clinic on Water Street near the border of the two Villages.

## 8. CHILDCARE FACILITIES

In addition to private home daycares, there are a number of licensed childcare facilities located in Sauk Prairie. The Wisconsin Department of Children and Families manages a record of licensed facilities, as listed below.

**Figure 7-1: Sauk Prairie Area Childcare Facilities, 2015**

Type	Facility Name	Location	City	Capacity
Licensed Family	Building Blocks Daycare	County Rd PF	Prairie Du Sac	7
Licensed Family	Diana’s Day Care, LLC	Privett Road	Sauk City	8
Licensed Family	Eagles Nest Family Dc And Preschool	Jackson Street	Sauk City	8
Licensed Family	Janes Family Day Care	7th Street	Prairie Du Sac	8
Licensed Family	Kinder Behr Family Day Care	Lone Tree Lane	Prairie Du Sac	8
Licensed Family	Little Hands LLC	County Hwy C	Sauk City	8
Licensed Family	Little Hands Trusting Hearts LLC	Madison Street	Sauk City	8
Licensed Family	Mother Goose Day Care	Sycamore Street	Sauk City	8
Licensed Family	Ms Maria's Preschool and Childcare	5th Street	Prairie Du Sac	8
Licensed Family	Sue's Day Care	8th Street Circle	Prairie Du Sac	8
Licensed Family	Trina’s Loving Care	Hemlock Street	Sauk City	8
Licensed Group	By Leaps And Bounds	Washington Avenue	Sauk City	56
Licensed Group	Peek – A – Boo Daycare LLC	17 <sup>th</sup> Street	Prairie Du Sac	58
Licensed Group	Head Start	North Street	Prairie Du Sac	20
Licensed Group	Sauk Prairie Nursery Center Inc	Washington Avenue	Sauk City	21

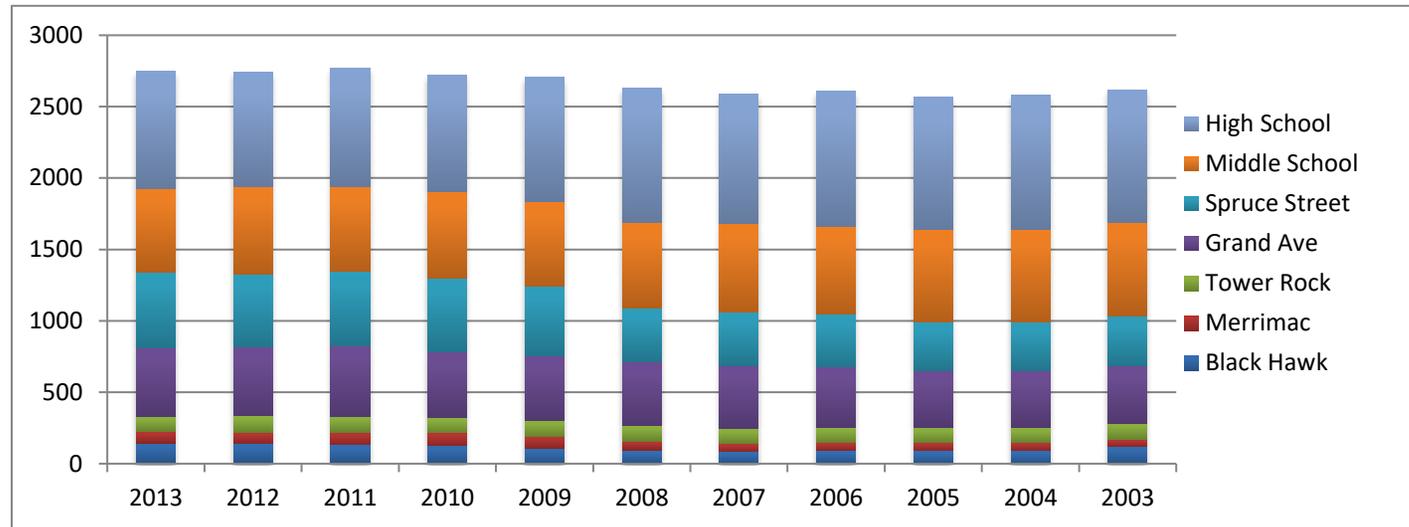
Source: Wisconsin Department of Children and Families

## 9. SCHOOLS

The Sauk Prairie School District serves the Villages of Merrimac, Prairie du Sac, and Sauk City, and also the Towns of Honey Creek, Merrimac, Prairie du Sac, Sumpter, West Point, Roxbury, Mazomanie, Franklin and Troy. One parochial school, St. Aloysius Catholic School in Sauk City, offers pre-K through 5<sup>th</sup> grade instruction. Pleasant River, a non-religious private school located in Sauk City, has closed.

Enrollment in the Sauk Prairie School District increased from 2,304 students in 1994 to 2,642 students in 2003 to 2,762 students in 2013. Figure 7-2 shows the proportions of students enrolled in each school in the district over a ten year period.

Figure 7-2: Sauk Prairie Area School Enrollment



Source: Sauk Prairie Area School District 2003-2013

In 2010, Sauk Prairie High School earned Energy Star® certification by replacing its lighting and adding specialized controls to its heating and ventilation systems. It also utilizes a 4.18 kW fixed solar photovoltaic system. Three years later, Grand Avenue Elementary School also earned Energy Star® certification.

In 2014, the community voted in favor of a \$34.6 million referendum to improve the School District. The improvements address safety, efficiency, and accessibility upgrades to all facilities, remodeled science instructional spaces at the Middle School and High School, an addition to Tower Rock Elementary to support a 4K-5th grade student population, a new elementary school at 13th and Broadway in Prairie du Sac (to replace Spruce Street School), an addition to the Community Center, and enhancements to district athletic facilities. The new Bridges Elementary School and expanded Tower Rock Elementary School opened to students in September 2015.

## 10. PARKS AND RECREATION FACILITIES

In 2004, the communities worked with the School District to hire a recreation director to coordinate recreational programs in the Sauk Prairie Area. As of 2015, the Sauk Prairie Recreation Commission had a staff of three, and offers a wide range of recreational activities for youth and adults.

In 2015, the Sauk Prairie Recreation Commission, in conjunction with member communities, hired a consultant to prepare the first Sauk Prairie Comprehensive Outdoor Recreation Plan. See that separate plan for descriptions of park and recreation facilities in the Sauk Prairie Area.

Also in 2015, a plan for the Sauk Prairie Recreation Area was drafted. This plan includes recommendations for a variety of recreational uses on the 3,300 acre property, located between Sauk City and Baraboo, which comprises roughly half of the former Badger Army Ammunition Plant.

## 11. CHURCHES AND CEMETERIES

Churches in Prairie du Sac include:

- Sauk Prairie Evangelical Free Church, 1375 Lincoln Avenue
- St. James Lutheran Church, 415 Washington Street,
- Concordia United Methodist Church, 585 Fifth Street
- St. John's Lutheran Church, 100 Oak Street
- First Presbyterian Church, 425 5th Street

Churches in Sauk City include:

- River Hills Church, 1111 Sycamore Street
- Calvary Baptist Church, 309 Water Street
- St. Aloysius Catholic Church, 115 Madison Street
- Free Congregation of Sauk County, 307 Polk Street
- First United Church, 504 Washington Avenue

Sauk Prairie Cemetery is located at the intersection of Highways Z and 12. Prairie du Sac Cemetery is located at the intersection of 9<sup>th</sup> and Broadway Streets. Sauk City Cemetery is near the intersection of Lueders Road and Carolina Street.

## CHAPTER 8: HOUSING AND NEIGHBORHOOD DEVELOPMENT

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Local governmental units influence the provision of decent and affordable housing through their land use plans, regulations, services, roads, and utilities. This chapter documents the Sauk Prairie Area’s existing housing stock and programs.

### Key Findings

- ❖ Since the 1990s, there has been more housing development in the Village of Prairie du Sac than the other two Area communities combined.
- ❖ Sauk Prairie remains a largely single family, owner occupied area, though multiple family housing has become increasingly common particularly close to the Wisconsin River.
- ❖ Projected neighborhood developments in the next several years will be focused at the western edges of the Villages, including expansions to existing subdivisions developed in the early 2000s.

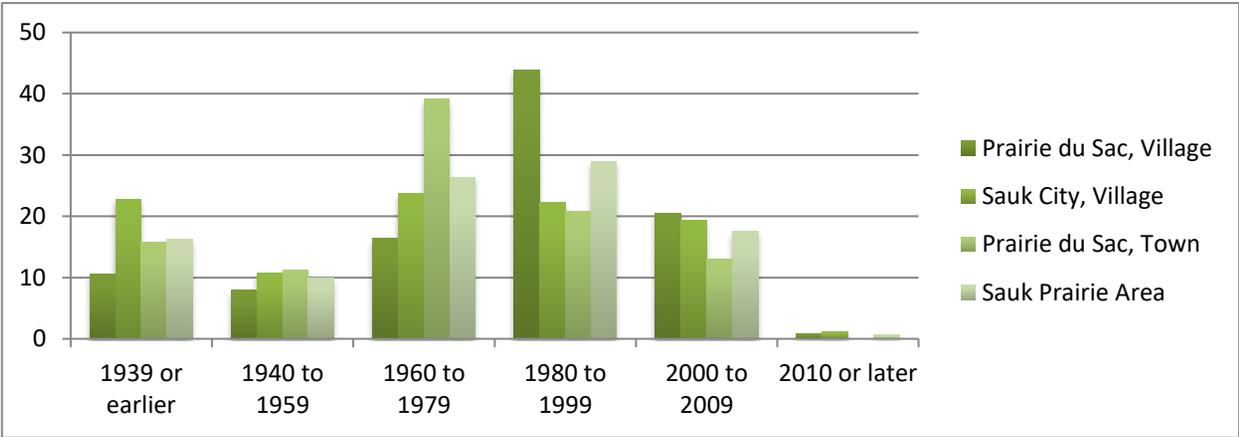
### A. HOUSING STOCK CHARACTERISTICS

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The age of a community’s housing stock is one measure of the general condition of the community’s housing supply. A survey of the housing stock in the Villages and Town reveals that the housing is in overall good condition, regardless of age. Figure 8-1 illustrates the age of the Sauk Prairie Area’s housing stock based on 2010 Census data.

The Village of Prairie du Sac had steady home construction between 1940 and 1990, growing a small percentage each decade. However, during the 1990s, a spike occurred with new home construction. This was the first decade that the Village of Prairie du Sac had more home construction than Sauk City. 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. The Town of Prairie du Sac does not promote housing development due to its desire to protect farmland.

**Figure 8-1: Percentage of Sauk Prairie Area Housing Stock Constructed Per Decade**

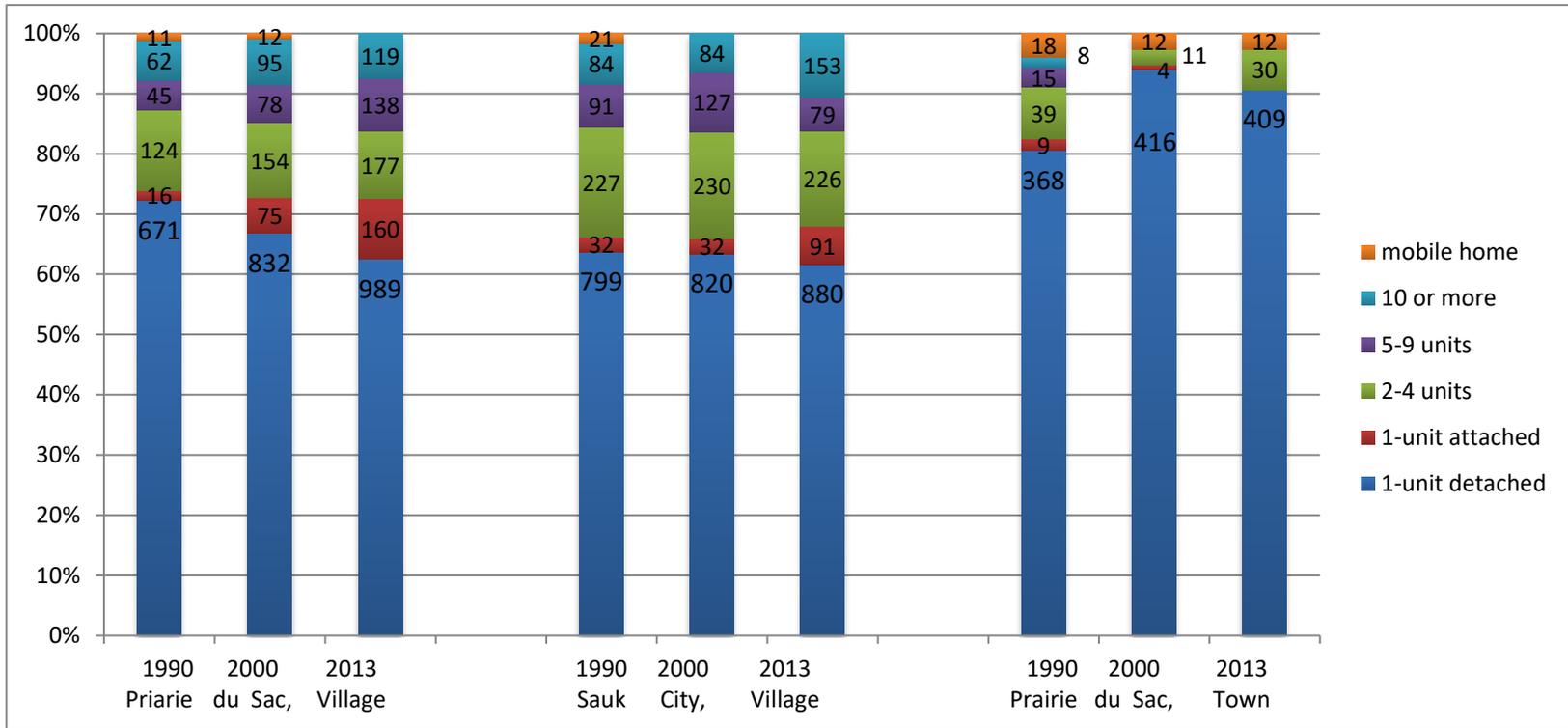


Source: U.S. Census of Population & Housing, 2010

Single-family detached homes have long made up the majority of housing choices in both Villages and the Town. However, both Villages have had increased levels of multiple family housing development in recent years, particularly in waterfront locations.

In 2013, MDROffers Consulting investigated housing trends for the Sauk Prairie School District. In 2013, the Village of Prairie du Sac had 179 single platted but unbuilt single family lots (many without improved roads and utilities yet to them), and plans for 72 multifamily units (some of which were under construction at time of writing). In Sauk City, there were 27 vacant residential lots in 2013. Future phases of Cardinal Estates could see 93 additional single family lots. At time of writing, there were pending additions to both Cardinal Estates and to the Westwynde subdivision in Prairie du Sac.

Figure 8-2: Existing Housing Unit Types, by Percent of Total



Sources: U.S. Census of Population & Housing, 1990, 2000; American Community Survey 2013. “1-unit attached” units are most often side-by-side duplexes, while “1-unit detached” units are commonly called single-family homes.

Figure 8-3 compares the housing characteristics of the Sauk Prairie Area to those of surrounding communities, Sauk County, and the State. The Area’s owner occupancy rates are comparable to the entirety of Sauk County, but considerably higher than Dane County.

**Figure 8-3: Comparison of Housing Stock Characteristics, 2010**

	<b>Total Housing Units</b>	<b>% Vacant*</b>	<b>% Owner Occupied</b>
<b>Sauk Prairie Area</b>	<b>3,709</b>	<b>4.8</b>	<b>70.2</b>
Village of Prairie du Sac	1,733	4.8	63.1
Village of Sauk City	1,508	5.1	61.6
Town of Prairie du Sac	468	4.5	85.9
<b>Nearby Communities</b>			
Village of Merrimac*	257	28.0	83.8
Town of Roxbury	806	17.7	89.1
Town of West Point*	1,196	36.3	91.7
Town of Honey Creek	312	8.0	78.7
Town of Mazomanie	478	8.6	90.4
Town of Merrimac*	698	41.7	88.0
Town of Sumpter	515	13.8	70.5
Town of Troy	336	12.2	81.0
<b>Counties and State</b>			
Sauk County	29,708	15.2	70.2
Dane County	216,022	5.7	59.6
State of Wisconsin	2,624,358	13.1	68.1

Source: U.S. Census of Population & Housing, 2010

\*- Includes seasonal and recreational housing

## **B. HOUSING PROGRAMS**

Housing affordability for low income and elderly persons is an issue in the Sauk Prairie Area. 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 located in the Village of Prairie du Sac.

Adopted April 11, 2017

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.

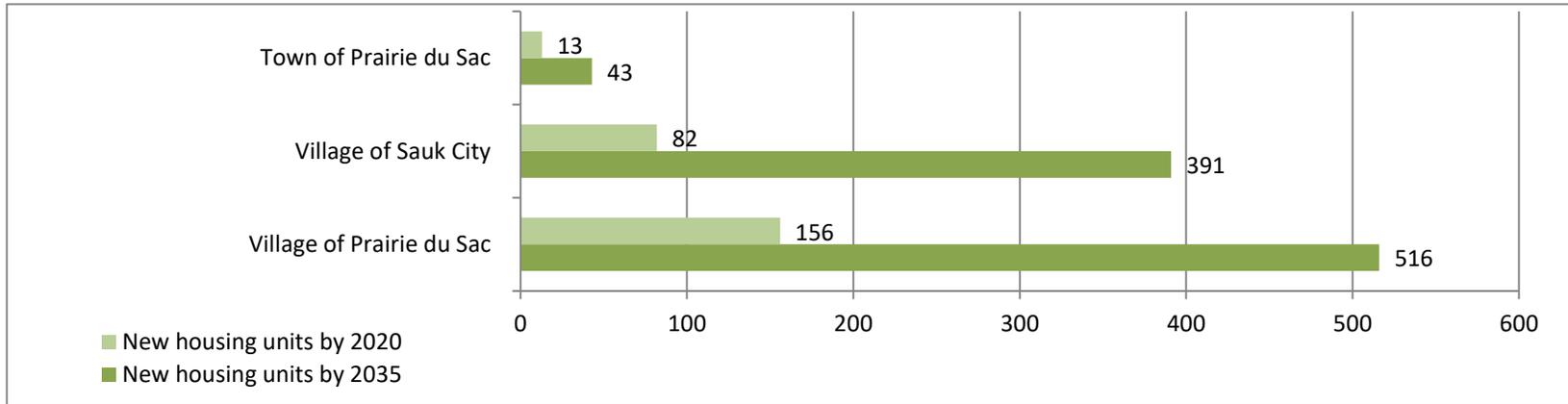
Other housing programs available to Sauk Prairie residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnership program funds down-payment 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.

### **C. PROJECTED HOUSING AND SUBDIVISION ACTIVITY**

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The Villages of Prairie du Sac and Sauk City are projected to account for most of the future housing growth within the Sauk Prairie School District’s service area. Enough raw land exists for new and expanded subdivisions for the next 5 to 15 years, including expansions to Westwynde in Prairie du Sac and Cardinal Estates in Sauk City. Continued economic recovery will allow subdivisions to expand and be created. Existing neighborhood turnover is challenging to track, but the expectation is that more turnover will occur from elderly residents to younger families.

**Figure 8-4: Projected Additional Housing Units, 2013-2035**



Source: MDRoffers Consulting, 2013

## CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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The communities in the Sauk Prairie Area have a solid history of intergovernmental cooperation, joint planning, and collaborative extraterritorial zoning. Many adjacent communities also have a rich history of intergovernmental cooperation and planning. This chapter describes local plans and land use/boundary agreements affecting the Sauk Prairie Area.

### Key Findings

- ❖ A 2009 intergovernmental boundary and land use agreement set a program of future urban growth in the Sauk Prairie Area through 2024.
- ❖ Also established via the 2009 agreement, the Sauk Prairie Intergovernmental Planning Committee provides a unique forum for shared planning.
- ❖ The plans and policies of adjacent communities and counties are generally compatible with those of the immediate Sauk Prairie Area.

### A. SAUK PRAIRIE BOUNDARY AND LAND USE AGREEMENT

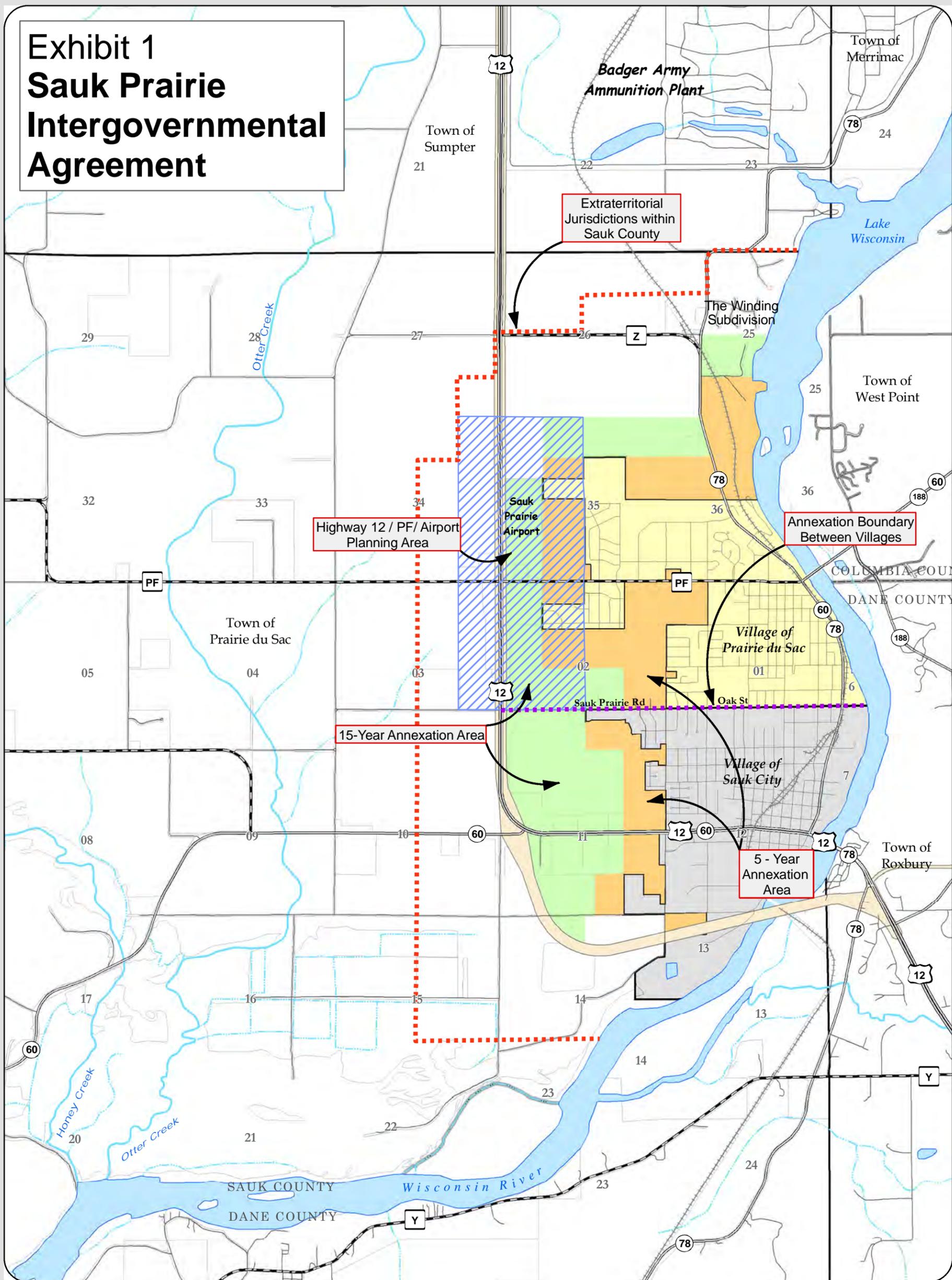
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In 2009, the two Villages and Town entered a three-community intergovernmental agreement addressing a number of joint planning, municipal boundary, land use, and zoning issues. Among other provisions, the agreement commits the communities to a program of annexation phasing, as depicted in Map 8. The annexation program/limitations and the agreement itself will expire in 2024 unless extended.

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.

This Sauk Prairie Comprehensive Plan incorporates by reference all other joint plans, extraterritorial arrangements, and agreements to which one or more of the communities are a party under Sections 66.0301, 66.0307, 66.0309, and other applicable sections of Wisconsin Statutes.

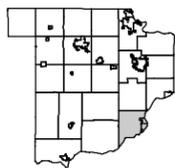
# Exhibit 1 Sauk Prairie Intergovernmental Agreement



## Legend

-  Preferred Highway 12 Bypass Alignment
-  United States Highways
-  State Highways
-  County Highways
-  Railroad
-  County Border
-  Parcels
-  Surface Water
-  Village of Sauk City Boundary (Jan., 2008)
-  Village of Prairie du Sac Boundary (Jan., 2008)
-  Annexation Boundary Between Villages
-  Extraterritorial Jurisdictions with Sauk County
-  Highway 12/PF/Airport/Planning Area
-  5-Year Annexation Area
-  15-Year Annexation Area

Adopted: November, 2009



0 0.4 0.8  
Miles

**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change



Sources:  
Base information courtesy of US  
Census Bureau TIGER Line Files.  
Based on the 2000 census.  
Other information gathered  
and compiled by Vandewalle  
and Associates.

## **B. PLANS OF NEARBY COMMUNITIES, COUNTIES, AND THE STATE**

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### **1. 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 comprehensive plan in 2004 that emphasizes natural area and farmland preservation. 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.

### **2. TOWN OF SUMPTER**

The Town of Sumpter is located directly north of the Town of Prairie du Sac. Through the Town of Sumpter’s 2003 Comprehensive Plan, the Town intends to preserve agricultural land and 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 former Badger Army Ammunition Plant. The agricultural preservation and clustering policies are in alignment with the Sauk Prairie Comprehensive Plan.

### **3. TOWN OF HONEY CREEK**

The Town of Honey Creek is northwest of the Town of Prairie du Sac. The 2004 Town of Honey Creek Comprehensive Plan places emphasis on agricultural and natural area preservation. The Town has been zoned for these purposes. 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.

### **4. 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’s most recently adopted comprehensive plan was in 2005, which does not recommend any intensive development near Prairie du Sac. The Town’s highest density developments, utilizing clustering and mixed uses, are within the hamlets of Black Hawk and Witwen. Another area of denser zoning is located between Highway 60 and Cassel Road, towards the southern border of the Town. There are no conflicts between Troy’s planning and zoning and this Sauk Prairie Comprehensive Plan, and the agricultural preservation policies are complementary.

## 5. 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 2014, the Town of Mazomanie completed an update of its comprehensive plan. The update recognizes recent changes to the Town: a smaller population, a Highway 12 expansion project completed, the junction rerouted for Highways 78 and 14, and a bridge replaced along Hudson Road. Like other towns in the region, the median age is older, while household sizes are shrinking.

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. The Town's plan includes a limited transfer of development rights program in order to preserve farmland, rural character, and natural areas. Mazomanie's preservation and development policies are consistent with those expressed in this Sauk Prairie Comprehensive Plan.

## 6. TOWN OF ROXBURY

The Town of Roxbury is located east of the two Villages and the Wisconsin River, within Dane County. In 2012, Roxbury completed an update of its comprehensive plan, with a minor amendment in 2013. Per its plan, the Town will pursue continuation of an agricultural land use pattern, focusing on preserving farmland, protecting natural resources and wildlife habitat, and conserving water and soil resources. Small areas of commercial use are planned adjacent to existing commercial uses along the Highway 12. Residential uses are planned within a Limited Service Area (old Roxbury hamlet area), and within and adjacent to areas that currently contain relatively high-density residential development, such as the "triangle" area bounded by Highways 12, 78, and Y. A large non-metallic mineral extraction operation is expected to continue near the River. The Roxbury plan acknowledges and maps the Sauk Prairie Area's preferred location for a Sauk City bypass. There are no conflicts between Roxbury's plan and this Sauk Prairie Comprehensive Plan.

## 7. 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's Comprehensive Plan was last updated in 2007. Land use in West Point is mainly agricultural, with residential zones distinctly arranged along the waterfront to the north and west. The Town does not intend to encourage significant amounts of new commercial development, and identifies the Sauk Prairie Area as sufficient to meet the community's needs for large commercial development. Conservation development and a walkable community are goals of the West Point's plan, along with the intention to develop an outdoor recreation plan.

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" near the southwest corner of the Town. 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 lead any such discussions.

## 8. SAUK COUNTY

In 2009, the Sauk County Board of Supervisors approved the Sauk County Comprehensive Plan, entitled “Positioning Sauk County for the Future.” The County’s plan refers to locally adopted municipal comprehensive plans for guidance as to whether proposed changes in land use are appropriate. More than half the land use in the County is agriculture. One strategy to help preserve Sauk County’s farmland is the Planned Unit Development (PUD) program that encourages smaller lots and more contiguous development.

In 2013, Sauk County adopted an updated farmland preservation plan. That plan includes a farmland preservation plan map, which designates “agricultural preservation areas” in large parts of the Town of Prairie du Sac. Also in 2013, that map was adopted into the Sauk Prairie Comprehensive Plan and minor amendments to the Future Land Use map in the Sauk Prairie Comprehensive Plan were made to ensure consistency.

## 9. DANE COUNTY

In recognition of the stress that growth places on both natural and human systems, the Dane County Comprehensive Plan was adopted by the County in 2007. That plan advocates strong growth management, with a focus on concentrating non-farm development in existing urban areas and in historic hamlet locations. Dane County plans to continue to actively sponsor and participate in the multi-jurisdictional planning for the Highway 12 Expansion project, as it has the potential to affect resources, infrastructure or services on a regional level.

In 2013, the County adopted an updated farmland preservation plan. That plan includes a farmland preservation plan map, which designates “agricultural preservation areas” in large parts of the Towns of Roxbury and Mazomanie. There are no known conflicts between this Sauk Prairie Comprehensive Plan and adopted Dane County plans.

## 10. COLUMBIA COUNTY

In 2007, the Columbia County Comprehensive Plan 2030 was prepared in conjunction with comprehensive plans for most of the towns in Columbia County, and also reflected city and village plans. The Columbia County Comprehensive Plan 2030 includes an “Agricultural, Natural, and Cultural Resources” element; a future land use map that identifies planned “Agricultural and Other Open Space Areas,” and policies for limited residential development within such areas. In 2013, the County adopted amendments to the Columbia County Comprehensive Plan 2030 to ensure full consistency with its new farmland preservation plan, which itself was adopted as a detailed component of the County’s comprehensive plan. It designated significant areas for farmland preservation in the Town of West Point.

Adopted April 11, 2017

