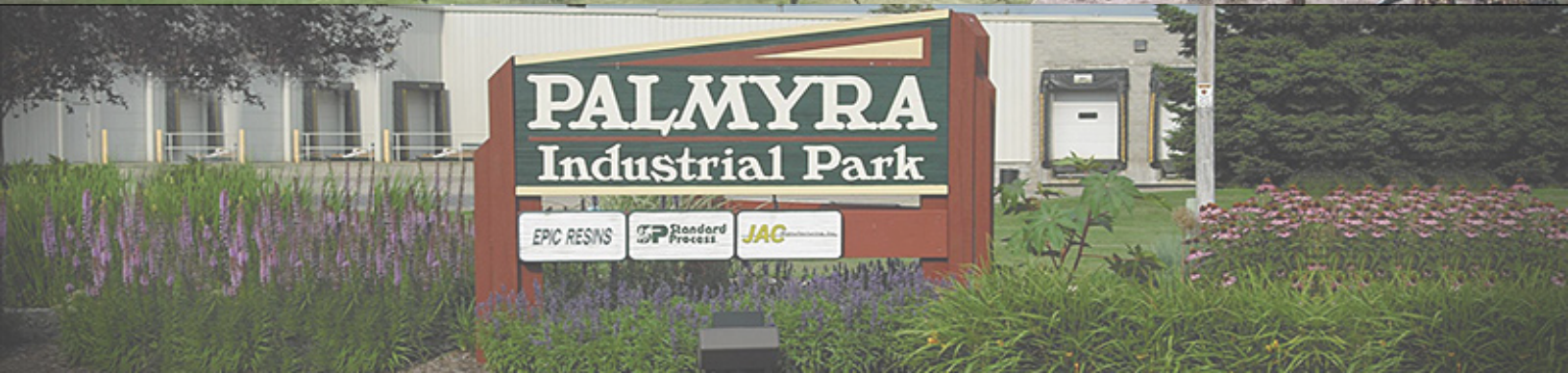


# VILLAGE OF PALMYRA

*"The Heartbeat of the Kettle Moraine"*

## COMPREHENSIVE PLAN 2019-2039



# VILLAGE OF PALMYRA

Jefferson County, Wisconsin

## ACKNOWLEDGEMENTS

### VILLAGE BOARD

Kathy Weiss, President  
Tom Ball  
Julie Powell  
Bill Lurvey  
Cindy Bontempo  
Debbie Tietz  
John Kinjerski

*List of dates for any approved plan amendments after original adoption:*

### PLAN COMMISSION

Tim Gorsegner, Chair  
Kathy Weiss  
Tom Ball  
Chuck Scheffner  
Bill Holcomb

### VILLAGE STAFF

Laurie Mueller, Clerk-Treasurer

### MSA STAFF

Andrew Bremer, AICP, Project Manager  
Becky Binz, AICP, Project Planner  
Amber Converse, GIS Specialist  
Stephanie Brown, AICP, QA/QC



Project #: 384044





# VILLAGE OF PALMYRA

*Jefferson County, Wisconsin*

## CONTENTS

### Chapter 1: Introduction

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A summary of the role of the plan, the Wisconsin Smart Planning Act, the planning area boundaries and regional context, Palmyra’s previous planning efforts, and the Public Participation Plan.

### Chapter 2: Goals, Objectives & Strategies

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An overall land use vision for the future of the community and a description of the goals, objectives and strategies to achieve the vision for each planning element.

### Chapter 3: Future Land Use Plan

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Describes the future land use plan, map, and policies for the Village.

### Chapter 4: Implementation

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Outlines how the vision of the plan is implemented in everyday decisions and annual goal-setting and budgeting, how the plan should be amended when necessary, and actions to pursue to achieve the plan vision.

### Appendix A: Community Indicators Report

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A compilation of data and maps that describes the existing conditions, trends and projections for the Village of Palmyra and surrounding region.

### Appendix B: Maps

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A set of existing conditions maps and future land use maps within the Village and its 1.5-mile extraterritorial plat review area.

STATE OF WISCONSIN VILLAGE OF PALMYRA JEFFERSON COUNTY

RESOLUTION NO. 2019-04

RE: ADOPTION OF THE VILLAGE OF PALMYRA COMPREHENSIVE PLAN 2019-2039

WHEREAS, the Village Board of the Village of Palmyra assigned the Planning Commission to prepare an update to the Village's Comprehensive Plan, previously adopted on May 19, 2008 by the Village of Palmyra; and

WHEREAS, the Plan Commission meet numerous times to prepare and review the draft Comprehensive Plan 2019-2039; and

WHEREAS, prior to adopted the plan the Village Board will hold a public hearing on the draft plan; and

WHEREAS, members of the public, adjacent local governmental units, and Jefferson County will be given notice of the public hearing via a Class 1 notice a minimum of 30-days prior to the public hearing; and

WHEREAS, after said public hearing, the Village Board will decide whether to adopt by ordinance the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth, development, conservation, and recreation within the jurisdiction of the Village of Palmyra and its extraterritorial plat review area; and

WHEREAS, this Comprehensive Plan 2019-2039 may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Palmyra Plan Commission recommends adoption of said Village of Palmyra Comprehensive Plan 2019-2039 by the Village Board.

Date: June 19, 2019

APPROVED:



Tim Gorseger  
Plan Commission Chair

ATTEST:

  
Laurie Mueller, Clerk-Treasurer



ORDINANCE NO. 2019-04

RE: An Ordinance to Adopt the Village of Palmyra Comprehensive Plan 2019-2039

The Village Board of the Village of Palmyra, Wisconsin, do ordain as follows:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Palmyra is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. Prior to beginning the process to update the Village's comprehensive plan, the Village Board adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes. Members of the public were invited to participate in the planning process through Plan Commission meetings and a public hearing.

Section 3. The Village Board appointed the Plan Commission to work with the Village's planning consultant MSA Professional Services, Inc. to prepare an update to the Village's previous Comprehensive Plan 2008-2030.

Section 4. The Plan Commission met numerous times to prepare and review the draft comprehensive plan and has adopted a resolution recommending to the Village Board adoption of the document entitled "Village of Palmyra Comprehensive Plan 2019-2039," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 5. The Village held one public hearing on the Comprehensive Plan, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, on August 5<sup>th</sup>, 2019.

Section 6. The Comprehensive Plan may be used as the basis for, among other things, official mapping, local subdivision regulations, general zoning ordinances, shoreland/wetland zoning, and as a guide for approving or disapproving actions affecting growth, development, conservation, and recreation within the jurisdiction of the Village of Palmyra and its extraterritorial plat review area.

Section 7. The Comprehensive Plan 2019-2039 may from time to time be amended, extended, or added to in greater detail following the procedures specified within the plan and Wisconsin State Statutes.

Section 8. The Village Board, by enactment of this ordinance, formally adopts the document entitled, "Village of Palmyra Comprehensive Plan 2019-2039," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 9. The Village Board, by enactment of this ordinance, formally replaces the Village's prior Comprehensive Plan 2003-2030 with the Comprehensive Plan 2019-2039 as the official comprehensive plan of the Village.

Section 10. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and [publication/posting] as required by law.

Adopted this 5 day of August, 2019

Village President: Kathy Weiss Kathy Weiss

(Published/Posted): Aug. 30, 2019

(Approved, Vetoed): 6 ayes, 0 nays, 1 absent

Attest, Village Clerk-Treasurer: Laurie Mueller Laurie Mueller

Table of Contents V



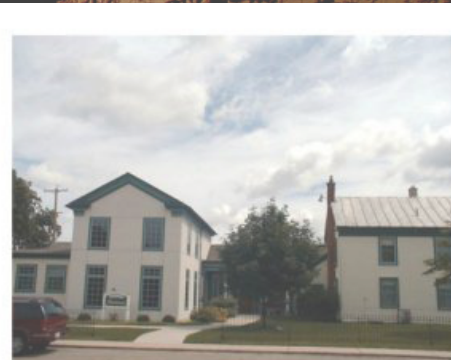
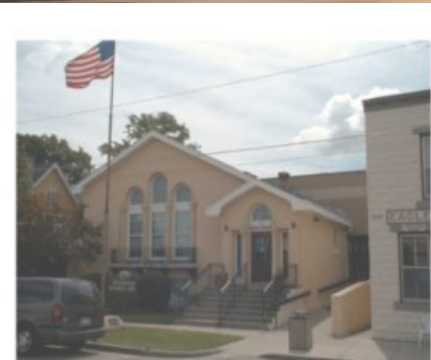
# Chapter 1

## Introduction

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Chapter 1 discusses the role of the plan, the Wisconsin Smart Growth Planning Act, the planning area boundaries and regional context, past planning efforts, and the Public Participation Plan.

- » The Plan as a Living Guide
- » A Snapshot of Palmyra
- » Other Planning Documents
- » Planning Process





# THE PLAN AS A LIVING GUIDE

**1 Why Plan?** The purpose of this plan is to establish a shared land use vision for Palmyra to guide future actions and decisions. This guidance provides predictability and consistency over time and encourages investment in an uncertain future.

**2 Plan Maintenance.** This document serves as a “living” guide for growth and change for the Village of Palmyra. The plan represents the Village’s best effort to address current issues and anticipate future needs, but can and should be amended as conditions warrant reconsideration of policies in the plan. The process of amending the comprehensive plan should not be onerous, but should act as cause for reconsidering the long term vision for the community. The plan’s value will be dependent upon frequent use and occasional updates.

**3 Organization.** The organization of this plan is based both on the planning process and the guidance provided by the Wisconsin Comprehensive Planning Legislation. The plan is divided into four chapters plus several important appendices.

This chapter provides the foundation for the Comprehensive Plan, outlining why we plan, the planning process, Wisconsin Smart Growth Law, the planning area. Chapter 1 also provides background on the community, including key community indicators, a summary of existing plans relevant to this study, and a copy of the public participation plan.

## WISCONSIN COMPREHENSIVE PLANNING LEGISLATION

Wisconsin’s Comprehensive Planning legislation [§66.1001 Wis. Stats.] was adopted in October of 1999. The law requires that, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit’s comprehensive plan:

- Official maps
- Local subdivision regulations
- General zoning ordinances
- Shoreland/wetland zoning ordinance

Wis. Stat. 66.1001 does not mandate specific land use policies communities must adopt, rather it requires that certain topics, or elements, must be addressed in each plan, and the procedures for plan creation, adoption, and amendments.

## COMPREHENSIVE PLANNING ELEMENTS

Wis. Stat. 66.1001 Law outlines nine elements that must be included in a community’s comprehensive plan:

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

The Village of Palmyra has chosen to slightly modify the terminology used throughout this plan from that used in the state statute.

- Transportation has been modified to Mobility & Transportation
- Economic Development has been modified to Economic Prosperity
- Utilities and Community Facilities has been modified to Community Facilities & Services
- Intergovernmental Cooperation has been modified to Collaboration & Partnerships

While the Village has chosen to deviate slightly from the terminology used in the State Statute, the prescribed requirements from §66.1001 are still addressed in their entirety throughout this plan. The final elements of this plan are:

1. Housing
2. Mobility & Transportation
3. Economic Prosperity
4. Agricultural, Natural & Cultural Resources
5. Community Facilities & services
6. Collaboration & Partnerships
7. Land Use
8. Implementation

Note, the information required under Wis. Stat. 66.1001 regarding Issues and Opportunities is integrated throughout the plan as the ninth required element of a comprehensive plan.



# A SNAPSHOT OF PALMYRA

## PLANNING AREA

The study area for this plan includes all lands in which the Village has both a short- and long-term interest in planning and development activity. The planning area includes all lands within the current municipal limits (see map on page 1-5) and those unincorporated lands within 1.5 miles of the Village's municipal limits (see map on page 1-6) in which the Village maintains extraterritorial plat review authority.

## REGIONAL CONTEXT

Officially incorporated in 1866, the Village of Palmyra is located in southeastern Wisconsin (Jefferson County), 60 miles east of Madison WI & 45 miles west of Milwaukee WI. The Village borders the Southern Kettle Moraine State Forest and thus has branded itself as the "Heartbeat of the Kettle Moraine."

The Village is approximately 1,412 acres (2.2 square miles) while the planning area is approximately 14,932 acres (23.3 square miles).

## KEY COMMUNITY INDICATORS

The 2018 estimated population for the Village is 1,769 (Source: American Community Survey); roughly 804 persons per square mile. From 1990 through 2010, the population in the Village of Palmyra increased by 16%, as compared to growth rates for Jefferson County (23%) and the State (16%) during the same time period.

Based on Wisconsin Department of Administration (WDOA) data, the Village's 2040 population is projected to be 1,915 which is an

increase of 3.5% from 2020 estimated population of 1,850. This lags behind the average projected growth rate of Jefferson County (16%) and the State (13%) during this time period.

In 2016, the median age in the Village was 39.3, which is the same as Jefferson County and the State. Additional community indicators are summarized in Appendix A.

### Population Trends & Projections

Source 2010 Census; Wisconsin Dept. of Admin.

| Population                        | Village of Palmyra | Town of Palmyra | Jefferson County | Wisconsin |
|-----------------------------------|--------------------|-----------------|------------------|-----------|
| 1970                              | 1,341              | 875             | 60,060           | 4,417,821 |
| 1980                              | 1,515              | 1,069           | 66,152           | 4,705,642 |
| 1990                              | 1,540              | 1,176           | 67,783           | 4,891,769 |
| 2000                              | 1,766              | 1,145           | 75,767           | 5,363,675 |
| 2010                              | 1,781              | 1,186           | 83,686           | 5,686,986 |
| 2018*                             | 1,769              | 1,294           | 85,129           | 5,813,568 |
| <b>Projection</b>                 | <b>WIDOA**</b>     |                 |                  |           |
| 2020                              | 1,850              | 1,157           | 79,030           | 5,563,896 |
| 2025                              | 1,890              | 1,168           | 82,161           | 5,751,470 |
| 2030                              | 1,925              | 1,178           | 85,178           | 5,931,386 |
| 2035                              | 1,930              | 1,189           | 88,302           | 6,110,878 |
| 2040                              | 1,915              | 1,202           | 91,464           | 6,274,867 |
| <b>Percent Growth (2020-2040)</b> | 3.5%               | 3.9%            | 15.7%            | 12.8%     |

Source: US Census, \*US Census, ACS, \*\*Projection WIDOA - 2013 Estimate



★ Designed by TownMapsUSA.com

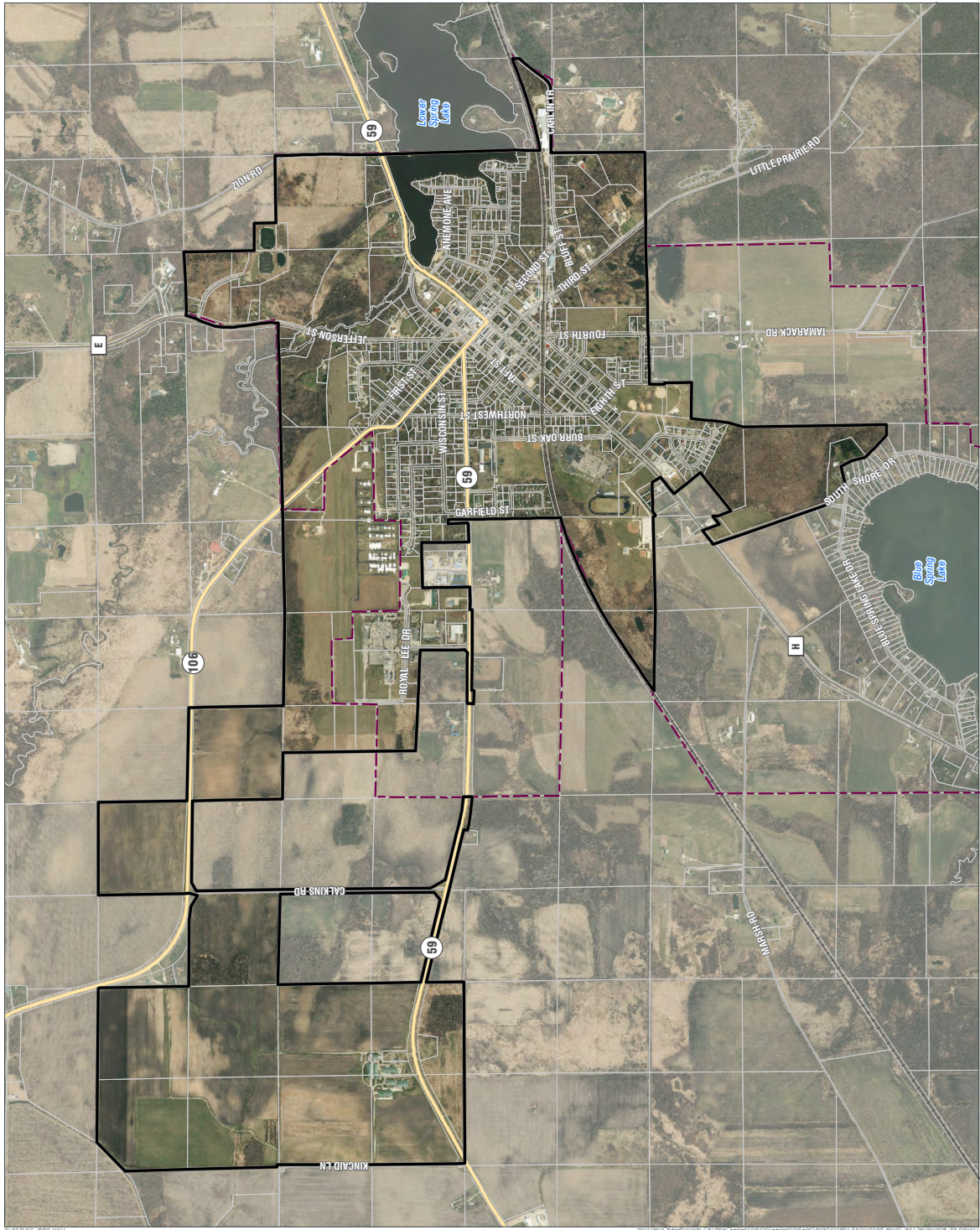


# Planning Area Inset

Comprehensive Plan  
2018-2038

Village of Palmyra  
Jefferson County, WI

-  Planning Area
-  Village of Palmyra
-  Town
-  Urban Service Area
-  Parcels
-  Railroad



Data Sources:  
Municipal Boundaries: GIS  
Planning Area: GIS  
Parcels: Wisconsin Statewide Parcel Dataset (4480)  
Waterbodies: USGS NHD  
Roads: Jefferson County and US Census  
Urban Service Area: Jefferson County



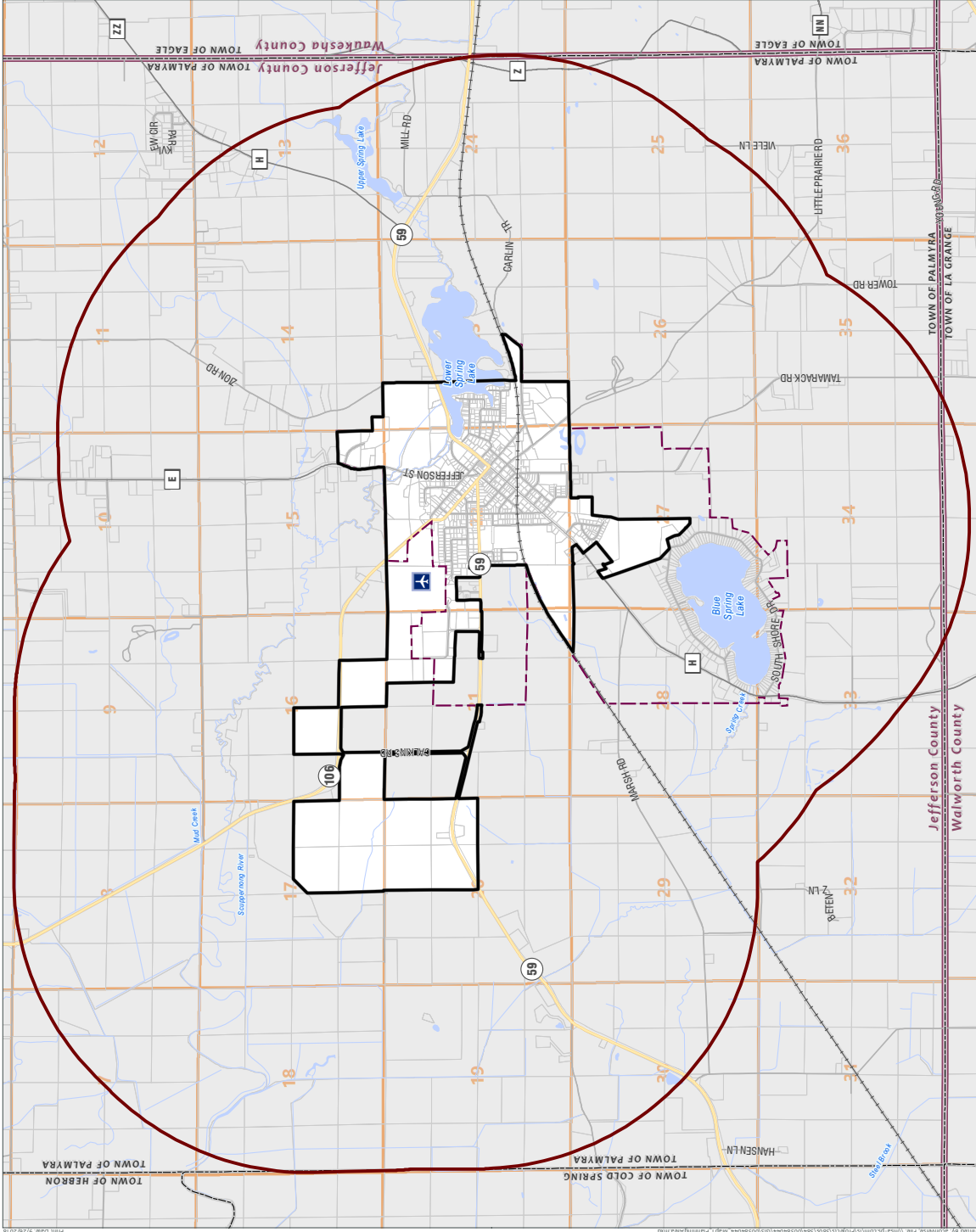
# Planning Area

Comprehensive Plan  
2018-2038

Village of Palmyra  
Jefferson County, WI

- Planning Area
- Village of Palmyra
- Town
- County
- Urban Service Area
- Sections
- Parcels
- Waterbody
- Railroad
- Airport

Date Sources:  
Municipal Boundaries: Jefferson, Walworth and Monkeho Counties.  
Parcels: Wisconsin Statewide Parcel Datasheet (V40)  
Waterbodies: USGS NHD  
Population: 2010 Census  
Urban Service Area: Jefferson County



# OTHER PLANNING DOCUMENTS

## 2008 PLAN UPDATE

This plan is an update of the Village's previous 2008 Comprehensive Plan. Per State Statute §66.1001, a Comprehensive Plan must be updated every 10 years. Although this plan replaces the previous plan some of the core goals, objectives, and land use strategies have been carried forward in this document. As such, this plan is considered a second generation plan. In addition, a number of existing Village and neighboring community plans were reviewed and pertinent information helped to shape this plan.

## OTHER RELEVANT PLANS & STUDIES

- Village of Palmyra Comprehensive Plan, 2008-2030
- Village of Palmyra Comprehensive Outdoor Recreation Plan, 2010-2015
- Jefferson County Agricultural Preservation and Land Use Plan, 2012
- Jefferson County Bikeway and Pedestrianway Plan, 2010

# PLANNING PROCESS

The Village of Palmyra engaged MSA Professional Services, Inc. to assist in updating its Comprehensive Plan as MSA completed the 2008 plan and serves as the Village's general planning and engineering firm. The plan was drafted through a series of working meetings with the Plan Commission whereby individual chapters of this plan were drafted and discussed. The planning process began in the fall of 2018 and concluded in the summer of 2019. A public hearing was held prior to the adoption of the plan by the Village Board.

## PUBLIC PARTICIPATION PLAN

As required by §66.1001, every community must adopt a Public Participation Plan at the beginning of the planning process. The purpose of the plan is to define the procedures for public involvement during every stage of the planning process. Refer to the following pages.



**Village of Palmyra**  
**2019-2029 Comprehensive Plan Update**  
**Public Participation Plan**

The Village of Palmyra last updated its comprehensive land use plan in 2008. State Statute 66.1001 requires municipalities to update their comprehensive plan every 10 years. The Village of Palmyra has elected to use the Village's Plan Commission to work with MSA Professional Services, Inc. to update the Village's Comprehensive Plan. The Plan Commission will have the responsibility for reviewing and recommending the draft Comprehensive Plan prepared by MSA. The Village Board shall have the authority to adopt the new updated Comprehensive Plan.

The Village of Palmyra has developed guidelines for informing and involving the public as part of the requirements of the Comprehensive Planning Process (Wis. Stat. 66.1001(4)a). The goal of a public participation plan is to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan.

**Public Participation Opportunities:**

The Village of Palmyra will develop its Comprehensive Plan with opportunities for public participation as follows:

- **Project Meetings:** The project will include five project meetings. All meetings which involve agenda items related to the Comprehensive Plan update are anticipated to occur in open session and will be noticed according to Village's agenda posting practices.
  - **Plan Commission Meetings.** The Plan Commission will hold four meetings, three of which will be working sessions with the Village's consultant to review, discuss, and create project material related to the creation of the draft Comprehensive Plan. A fourth meeting with the Plan Commission will include a formal public hearing held on the draft Comprehensive Plan.
  - **Public Hearing:** One public hearing will be held on the updated Comprehensive Plan prior to adoption.
  - **Village Board Meeting.** An initial Village Board meeting will be held to adopt this public participation plan. A final meeting will occur before the Village Board to adopt the Comprehensive Plan.
- **Project Website:** The Village of Palmyra maintains its own website ([www.villageofpalmyra.com](http://www.villageofpalmyra.com)). The website may be used to post draft plan materials, meeting notices, and meeting minutes as they become available.
- **Project Comment Form:** A general project comment form will be created to enable members of the public to submit written comments regarding the Comprehensive Plan at any time during the planning process. The comment form will be available at Village Hall and may be made available on the Village website.

*Other public participation activities may be added as deemed necessary by Village Staff, the Plan Commission, or Village Board.*

**Plan Adoption Procedures:**

- The Plan Commission shall, by majority vote, adopt a resolution recommending that the Village Board pass an ordinance to adopt the Draft Comprehensive Plan (Wis. Stat. 66.1001(4)b). Prior to taking action on the resolution the Plan Commission shall hold a Public Hearing on the Draft Plan, as stated in Wis. Stat. 66.1001(4)d. The hearing must be preceded by a Class 1 notice under ch.985. a minimum of 30 days prior to the hearing.
- At least 30 days before the public hearing is held the Village shall provide written notice to all of the following, as stated in Wis. Stat. 66.1001(4)e:
  - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)d, within the jurisdiction of the Village.

- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20 within the jurisdiction of the Village.
  - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Village of Palmyra provide the property owner or leaseholder notice of the hearing.
  - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
- An electronic (CD) copy of the Draft Plan, emailed copy, or notification on how to view/download a copy of the plan online, will be disseminated to neighboring jurisdictions and appropriate governments, as stated in Wis. Stat. 66.1001 (4)b, providing 30 days for written comments. An electronic copy, or weblink, of the Draft Plan or Final Plan will be sent to:
- The Clerk for the following local governmental units shall receive an electronic copy of the plan:
    - - Town of Palmyra
      - Jefferson County
    - Administrator for the Palmyra-Eagle School District
    - Palmyra Public Library
- Any written comments submitted to the Village by the above-mentioned governing bodies, property owners, or public, will be read into the minutes during the Public Hearing, evaluated, and incorporated as determined by the Plan Commission into the Comprehensive Plan.
- The Village Board, by a majority vote, shall enact the ordinance adopting the recommended plan (Wis. Stat. 66.1001(4)c). An electronic (CD) copy of the adopted plan and ordinance, emailed copy, or notification on how to view/download a copy of the plan online, will be disseminated to the above-mentioned governing bodies, as stated in Wis. Stat. 66.1001(4)b in addition to the Wisconsin Department of Administration – Division of Intergovernmental Relations.

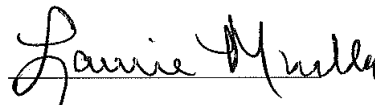
Vote: Yes 5 No 0

Adopted this 1<sup>st</sup> day of Oct, 2018.

Attest:



Village President, Kathy Weiss



Village Clerk, Laurie Mueller





# Chapter 2

## Goals, Objectives & Strategies

---

Chapter 2 presents a general vision for the future of the community and describes the goals, objectives and strategies to achieve the vision for various planning elements including:

- » Housing
- » Mobility and Transportation
- » Economic Prosperity
- » Agricultural, Natural & Cultural Resources
- » Community Facilities and Services
- » Collaborations and Partnerships
- » Land Use



# VISION STATEMENT

Chapter 2 identifies the overall planning vision that will guide Palmyra land use related decisions over the next ten to twenty years, along with goals, objectives and strategies to assist the community in achieving the vision. Each element of the Comprehensive Plan contains goals, objectives and strategies established during the planning process based on Plan Commission, feedback and the Community Indicators Report (Appendix A). Refer to Chapter 3 for specific policies related to the Village’s Future Land Use Plan. Definitions for goals, objectives and strategies follow.

**Goal:** An ideal future condition to which the community aspires. It is usually expressed in general, not quantifiable, terms.

**Objective:** An objective is a statement that identifies a course of action to achieve a goal. They are more specific than goals and are usually measurable and attainable through planning and implementation activities.

**Strategy:** A strategy is a plan of action or policy statement designed to achieve the goals and objectives of the plan. Not all strategies will be implemented by the Village and some may require collaboration with other entities. Policies typically use words like “shall” or “will” to designate firm commitments by the Village. All future actions and decisions made by the Village should be consistent with these policies, unless unforeseen circumstances arise, which make a policy impractical or impossible to

adhere to. Such occasions should be rare and probably indicate a need to amend this plan according to the procedures identified in Chapter 4, Implementation. Policies using the words “should,” “encourage,” “discourage,” or “may” are intended to serve as a guide for Village decisions and actions.

## ISSUES AND OPPORTUNITIES

Each of the core elements includes statements regarding issues and opportunities that inform this plan for the future of Palmyra. These statements are drawn from Plan Commission discussions and do not represent policy decisions. The list is meant as a summary of key points and not a list all issues or opportunities raised during the planning process.

## COMMUNITY VISION

The Village of Palmyra is a...

Vibrant small town community which is widely known as the “Heartbeat of the Kettle Moraine” due to its connection to the Southern Kettle Moraine State Forest. This connection is emphasized through local tourism businesses, community events, and local design. The Village maintains a healthy and attractive downtown business district, serving the needs of both residents and visitors; connected to the Ice Age Trail via a local bicycle and pedestrian trails.

The Village has a growing business park that provides family supporting jobs to area residents. Residential development includes a mix of housing types, sizes, and styles to meet the varied needs of residents. The Village welcomes growth opportunities and works with property owners to ensure new development is designed and sited to reflect the traditional character of the Village and to preserve sensitive environmental areas. The traditional character of the Village is exemplified by:

- Its small town charm, friendliness & community spirit,
- Its historical development and preservation of historical sites and structures,
- Its rural and agricultural heritage,
- Its natural environment, especially its connection to the Southern Kettle Moraine State Forest,
- Its positive growth orientation

# HOUSING

## GOAL

Families and individuals with different needs and income levels will be able to find suitable housing in Palmyra.

## OBJECTIVE

1. Increase the supply and diversity of housing choices to provide affordable, high-quality, life-cycle housing in the Village.

## STRATEGIES

1. Consider providing incentives for developers and homebuilders that create high quality housing that is designated for low to moderate-income households or senior residents through the use of density bonuses or waiving permit fees.
2. When new residential developments are proposed require a cohesive mix of lot sizes, lot widths, and unit types to expand the diversity of housing options in the Village. For example, rather than create uniform residential subdivisions, incorporate higher density developments such as duplexes, triplexes or four-plexes along major roadways and intersections within a single-family subdivision. Vary the sizes of single-family lots and buildings within new subdivisions to provide a variety of housing and affordability options.

3. Multi-family and higher density residential uses should typically be placed along collector roads or as transitions between single-family and commercial developments. When new multi-family buildings are proposed, a mixture of efficiency, one-bedroom, two-bedroom, and three-bedroom units should be integrated into the building.
4. Traditional neighborhood design principals are encouraged in the Village. For development adjacent to environmentally sensitive areas conservation subdivisions may be considered. In appropriate areas, mixed-use developments that include residential and commercial uses integrated in one building may be considered.
5. Maintain a comprehensive building code that requires inspection of new structures and repair of unsafe and unsanitary housing conditions.
6. Encourage voluntary efforts by private homeowners to maintain, rehabilitate, update or otherwise make improvements to their homes. Discourage the use of residential properties for the accumulation of “junk” materials. Support programs that maintain or rehabilitate the Village’s existing housing stock.

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Not enough areas adjacent to the Village for sale or available for the development of new housing.
- Age of existing housing stock, some housing is unattractive and/or in disrepair.
- Too much non-owner occupied housing.

### Opportunities/Strengths/Assets:

- Many properties are still in an affordable range of cost.
- Location near two lakes and the Southern Kettle Moraine makes for an attractive and quiet place to live near recreational amenities.

# MOBILITY & TRANSPORTATION

## GOAL

To provide safe, efficient, multi-modal, and well-maintained transportation facilities.

## OBJECTIVES

1. Reduce and eliminate conflicts, crashes, and fatalities between vehicular, pedestrian and bicycle users.
2. Increase non-vehicular connections from the Village to the Southern Kettle Moraine State Forest and the Ice Age Trail.

## STRATEGIES

1. Improve connections between developments by encouraging traditional or modified grid-like street patterns as opposed to multiple cul-de-sacs and dead end roads. Discourage the development of roadways in environmentally sensitive areas. Consider the use of transportation calming devices and alternative designs to provide a safe and fluid street network, particularly at pedestrian crossings near schools, parks or high traffic areas.
2. Collaborate with Jefferson County, and private transit providers, to continue to provide transportation services for disabled and elderly residents.
3. Require that developments address the necessity of adequate walking and bicycling areas and routes in residential

and commercial areas. Most local streets may be served without the use of sidewalks; however, development along collector or arterial streets should provide separate off-road facilities. In addition, in lieu of sidewalks multi-use trails may be considered. Bicycle and pedestrian facilities shall be designed to connect to adjacent developments, schools, parks, shopping areas, and existing or planned pedestrian or bicycle facilities.

4. Collaborate with Jefferson County, Town of Palmyra, local recreation associations, property owners and WIDNR to connect Village parks and trails with regional recreational facilities (e.g. Southern Kettle Moraine State Forest, Horseriders Campground, Ice Age Trail) via separate trails or marked routes on existing roads.
5. Encourage traffic patterns that keep a majority of truck traffic on arterial and collector streets. Roads shall be built according to their functional classification and Village standards. Where appropriate, the Village may designate weight restrictions, truck routes, access restrictions and speed limits to protect local roads and improve traffic flow and safety. When deemed necessary by the Village, developers may be required to complete a traffic impact assessment by an independent professional prior to approving new development to ascertain impacts from the proposed development.

6. Maintain a rolling 5-year Capital Improvement Plan to guide annual investments in transportation facilities. Transportation investments should include funding for both traditional road improvements and alternative transportation facilities such as sidewalks, on-road bicycle accommodations, or off-road bike and pedestrian trails.
7. Work with the Town of Palmyra, Jefferson County, and the WisDOT to plan, construct and maintain those roadways that affect multiple jurisdictions, including cost sharing where appropriate. Require intergovernmental agreements that define the responsibilities of the Village, developers and the Town of Palmyra regarding any required improvements to Village and Town roads and funding of such improvements.

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Lack of public transportation
- Lack of direct connection to a federal highway.
- Failing road conditions.
- Lack of adequate connectivity between the industrial park and STH 106.

### Opportunities/Strengths/Assets:

- Proximity to larger metro areas.
- Two state highways bring visitors and business through the Village.
- No traffic congestion.
- Railroad is an asset but not used by local businesses.



# ECONOMIC PROSPERITY

## GOAL

Retain, expand, and attract businesses that strengthen and diversify the local economy, grow the tax base and enhance employee wages and benefits.

## OBJECTIVES

1. Expand the size of the Village's Industrial Park and reduce the number of empty storefronts in the Downtown.
2. Improve average resident incomes compared to county and state averages.

## STRATEGIES

1. The Village may consider the use of public land acquisition to expand the industrial and commercial tax base or to rehabilitate blighted or underutilized properties. The Village may offer incentives such as grants, low interest loans, low cost land sales, public infrastructure improvements and tax increment financing to encourage economic development.
2. Coordinate with the Chamber of Commerce, area municipalities, Jefferson County, and other organizations to pursue economic development growth.
3. Support the development of agricultural related businesses within the extraterritorial plat review jurisdiction that provide opportunities for area farmers and entrepreneurs to diversify and add value to local agricultural products.

4. Enhance the Downtown as the central hub of retail, entertainment, and civic activity for the community.
5. Grow tourism within the Village centered around outdoor recreation uses building off of local assets (e.g. lakes, Kettle Moraine State Park, Horseriders Campground, Ice Age Trail, etc.).
6. Discourage unplanned, incremental strip commercial development along major community corridors, such as STH 59 & 106 and CTH H & E.
7. Large-scale industrial and commercial businesses (those that generate large volumes of traffic or wastewater, or have a high water demand) shall locate within or adjacent to the Palmyra Industrial Park where a full range of utilities, services, roads, and other infrastructure is available to adequately support such developments.
8. Maintain standards and limitations for home occupations and home based businesses in residential areas to minimize noise, traffic, and other disturbances. Prohibit home based businesses in residential subdivisions that would cause safety, public health, or land use conflicts with adjacent residential uses due to such things as increased noise, traffic, and lighting.
9. Consider the creation of a new Downtown TIF District to provide a funding mechanism for land acquisition and redevelopment of under utilized properties.

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Lack of available land to expand the industrial park and bring in larger employers or employers with higher paying jobs.
- Lack of a hotel or motel in the community for people to stay for extended periods of time.
- Not enough people to support more retail and entertainment businesses. Consumers continue to drive to larger communities to shop.
- Vacant downtown storefronts.

### Opportunities/Strengths/Assets:

- Opportunities to increase outdoor recreation based tourism with proximity to two lakes, Southern Kettle Moraine and Ice Age Trail.
- Historic downtown buildings and streetscaping.
- Existing businesses.
- Standard Process
- TID #3 is performing well
- Creation of a new TID #4 for the downtown redevelopment.
- Sale and development of the Village parcel on CTH H.

Consider the allocation of excess tax increment from TID #3 to this new TID or use excess tax increment to purchase additional land as an extension of TID #3.

10. Market the Village owned parcel on CTH H for commercial development.

# AGRICULTURAL, NATURAL & CULTURAL RESOURCES

## GOAL

Preserve important agricultural, natural and cultural resources for the use and enjoyment of future generations.

## OBJECTIVE

1. Minimize the potential for negative impacts to local agricultural, natural and cultural resources from new development.

## STRATEGIES

1. Support the preservation of agricultural lands for continued agricultural use in the Village's extraterritorial plat review jurisdiction. The Village will place a high priority on directing development away from areas that have been historically productive farmland, are in agricultural use, or contain prime soils until annexation occurs.
2. Avoid development in areas that have documented threatened and endangered species, or have severe limitations due to steep slopes, poor soils, or sensitive environmental areas such as wetlands, floodplains, and streams in order to protect the benefits and functions they provide. The Village shall require these natural resources features to be depicted on all site plans, preliminary plats, and certified survey maps in order to facilitate preservation of natural resources and compliance with local ordinances.

3. Encourage the use of native landscaping species and the removal of invasive plants from area lands and lakes.
4. Encourage maintenance and rehabilitation of historic areas and buildings. Ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or other development activities. Construction activities on a development site shall cease when unidentifiable archaeological artifacts are uncovered during either land preparation or construction. The developer shall notify the Village of such potential discovery.
5. Increase community events and programs that reinforce the Village's brand as the Heartbeat of the Kettle Moraine.
6. Implement ordinances and programs that encourage urban agriculture (e.g community gardens, farmers markets, keeping of chickens, etc.) while minimizing nuisances to adjacent land owners.
7. Within the Village's extraterritorial plat review jurisdiction farming or forestry operations are encouraged to incorporate the most current "Best Management Practices" (BMPs) or "Generally Accepted Agricultural and Management Practices" (GAAMPS).

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Lack of off-road trail connections to Southern Kettle Moraine and Ice Age Trail.
- Natural topography and SKM can be a hinderance for growth opportunities.

### Opportunities/Strengths/Assets:

- Two lakes, SKM, Ice Age Trail
- Proximity to bike, horse, hiking & snowmobile trails.

# COMMUNITY FACILITIES & SERVICES

## GOAL

Provide residents and businesses with sufficient, reliable, and high quality public services, utilities, and facilities.

## OBJECTIVE

1. Public and private utilities and facilities meet or exceed professional and governmental standards.

## STRATEGIES

1. Utility Services - Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development. Development permits shall not be issued unless there is adequate provision for necessary public facilities to serve such developments.
2. Sanitary Sewer – The capacity of the system should be closely monitored to ensure that it continues to meet the needs of development across the Village. Plan for sanitary sewer facilities on a system basis, rather than as a series of individual projects. Require that developers locate and size utilities with enough capacity to serve future extensions. If utilities must be oversized to serve an area that is not within the current development, development agreements should be used to recapture the additional costs to the initial developer. Continue to contract with the Blue Spring Lake Sanitary District to provide sanitary sewer services under mutually identified terms. In

areas not served by municipal sewer, the Village of Palmyra requires adherence to the Wisconsin Sanitary Code & Jefferson County Sanitary Code.

3. Water Supply - The quality and quantity of water from the Village wells should be closely monitored to ensure that it continues to meet the needs of users. Encourage programs that support water conservation within the Village and region.
4. Stormwater Management – Control stormwater quality and quantity impacts from development. Maintain natural drainage patterns, as existing drainage corridors, streams, floodplains, and wetlands, can provide for stormwater quality and quantity control benefits to the community. Direct that developers be responsible for erosion control and stormwater quality and quantity control both during and after site preparation and construction activities.
5. Solid Waste & Recycling – Annually review levels of service provided by the contracted solid waste disposal and recycling services and meet with them to address any concerns raised by residents or local businesses. Encourage participation in Jefferson County’s Clean Sweep program for the disposal of hazardous materials.
6. Parks – Implement the recommendations in the Village’s Comprehensive Outdoor Recreation Plan and update the plan every five years to maintain eligibility for park acquisition

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Potential school closings due to lack of funding.
- Most village facilities are old and no longer provide the function necessary for the community. Village Hall, Public Safety building and Public Works facilities all will need major updates or replacement. Providing sustainable high quality services is challenging due to limitations on tax revenues.
- Not enough value placed on improving park and recreation facilities.
- Repairs need to dam and wastewater treatment facility.

### Opportunities/Strengths/Assets:

- Village facilities are in locations that could potentially be used as part of downtown redevelopment.
- Public library.
- Everything is within walking distance. Small-town feel.

and improvement grants. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development. Maintain an adequate amount of park and open space land, located throughout the community, to ensure all neighborhoods have access to recreational facilities.

# COMMUNITY FACILITIES & SERVICES

7. Power Plants, Transmission Lines, and Telecommunication Facilities – Actively participate in the planning and siting of any major transmission lines, facilities, natural gas lines, wind towers, or telecommunication towers. If such facilities are proposed, they should be located in an area safely away from existing residential uses and should respect environmentally sensitive areas. Underground placement and co-location (or corridor sharing) of new utilities is encouraged.

Village residents and businesses, and review service provision levels with the appropriate agencies annually.
8. Cemeteries – Collaborate with the local churches regarding the need for additional cemeteries or cemetery expansion.
9. Special Needs Facilities – Work with Jefferson County and adjacent towns to maintain and improve access to special needs facilities (i.e. health care, childcare) for area residents. Actively participate in the planning and siting of any new special needs facility. Encourage all public facilities (including parks) be upgraded for handicap accessibility.
10. Emergency Services - Work with the Palmyra Public Safety Departments, and Jefferson County Sheriffs Department to maintain adequate provision of emergency services (i.e. fire, police/public safety, EMS) for
11. Schools - Collaborate with the Palmyra-Eagle School District and the Waukesha County Technical College to provide high quality educational facilities and opportunities for Village residents. Actively participate in the planning and siting of any new school facility.
12. Libraries - Work with Powers Memorial Public Library to maintain and improve access to public library facilities and services for area residents.

# COLLABORATION & PARTNERSHIPS

## GOAL

Maintain mutually beneficial relationships with neighboring municipalities, Jefferson County, State & Federal agencies, and the schools serving Palmyra residents.

## OBJECTIVE

1. Improve the relationship with the Town of Palmyra.

## STRATEGIES

1. Encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate development policies for rural areas within the Village's extraterritorial plat review jurisdiction with the Jefferson County Agricultural Preservation & Land Use Plan, to the extent such policies are in the Village's best interests.
2. Utilize extraterritorial plat review authority to ensure that development in the Village's extraterritorial plat review jurisdiction is coordinated with the Village's Comprehensive Plan.

3. Review proposed developments within the Village's extraterritorial plat review jurisdiction for consistency with this plan and the Village's subdivision ordinance and provide comments to applicants, neighboring communities, and Jefferson County as necessary in the interests of the Village.
4. Prior to the adoption of the Village Comprehensive Plan, and for subsequent updates, provide opportunity for comments from officials from the Palmyra-Eagle School District, the Town of Palmyra, and Jefferson County.
5. Actively participate, review, monitor, and comment on pending plans from the Palmyra-Eagle School District, Town of Palmyra, Jefferson County, Blue Spring Lake Sanitary District, and State or Federal agencies on land use or planning activities that would affect the Village.
6. Continually work with neighboring municipalities to identify opportunities for shared services or other cooperative planning efforts.

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Relationship between Town and Village due to prior annexation lawsuit.
- Potential school closings due to lack of funding.

### Opportunities/Strengths/Assets:

- Shared services and equipment with neighboring communities.
- People involved in Village government truly care about the health and viability of the Village.
- Strengthening the relationship with the Town Board.



# LAND USE

## GOAL

Maintain an adequate supply of municipally serviced land to accommodate growth in residential, commercial and industrial uses.

## OBJECTIVES

1. Increase the amount of land available for residential, commercial, and industrial growth in the Village.

## STRATEGIES

1. Utilize the Future Land use Chapter of this plan, and Village zoning ordinances, to identify areas appropriate for residential, commercial, industrial, institutional, environmental, and mixed uses within the Village and its extraterritorial plat review jurisdiction based on proximity to compatible land uses, transportation facilities, and public utilities.
2. Areas not within the Village, but within the Village's extraterritorial plat review jurisdiction, should not be subdivided or developed for housing or non-agricultural businesses in a manner which will prevent the logical, cohesive, and cost efficient expansion of the Village. Preserving land areas around the Village for urban development will allow more logical and cost efficient extensions of municipal utilities and avoid leap frog development. The creation of new unsewered subdivisions within or adjacent to the Village's Long Range Urban Service Area should not occur.

3. Promote high quality site and building design in the community. Any development with uses more intensive than neighboring uses, particularly residential uses, will utilize architecture, siting and screening techniques to minimize negative impacts on neighboring properties due to noise, light, traffic, or incompatible architectural designs.
4. Encourage rehabilitation, redevelopment, and infill development of underutilized properties within the Village.
5. Maintain an Official Map under s. 62.23(6) Wis. Stat. to coordinate long-term facility planning in the Village and extraterritorial plat review jurisdiction to reserve the right of ways for future parks, streets, pedestrian and bicycle paths, bridges, utilities, rail lines, transit facilities and other transportation-related features.
6. Consider the use of planned unit development zoning, conservation subdivisions, purchase of development rights, and transfer of development rights to provide land development tools that can mutually benefit landowner and community interests.

## ISSUES AND OPPORTUNITIES

### Issues/Weaknesses/Liabilities:

- Lack of available land to expand the industrial park or build new housing.
- Need better sidewalk and off-road connectivity to the industrial park and SKM.

### Opportunities/Strengths/Assets:

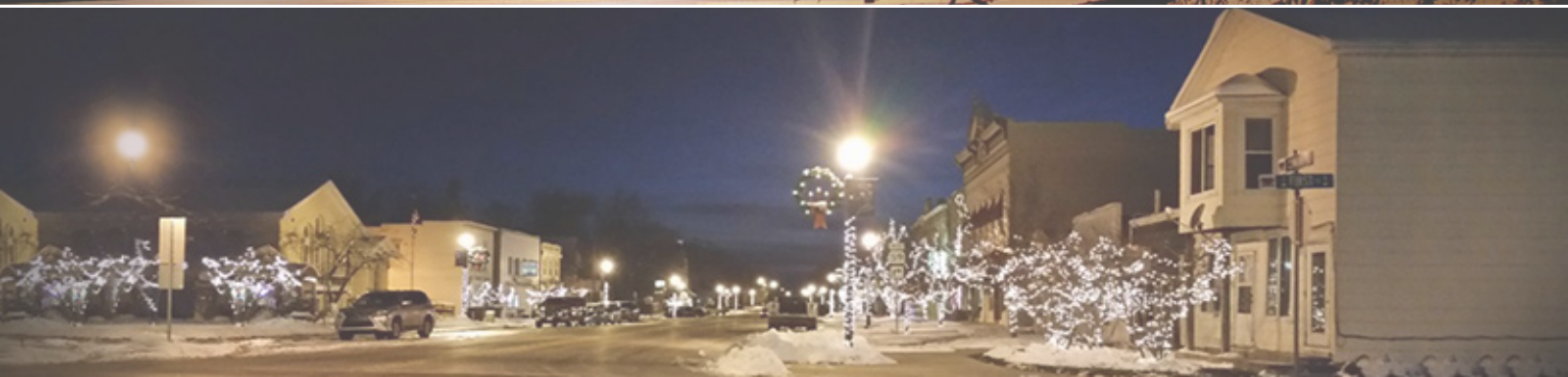
- Small town feel
- Diversified land uses in and near the Village.

# Chapter 3

## Future Land Use

Chapter 3 outlines the desired future land use for Palmyra and the surrounding planning area, including categories of land uses, development densities and design strategies consistent with the goals, objectives, and strategies of Chapter 2. This chapter includes the following sections:

- » Future Land Use Guide
  - » Using the Future Land Use Map
  - » Amending the Future Land Use Map
  - » Interpreting Boundaries
- » Future Land Use Categories
  - » Rural Lands
  - » Low-Medium Density Residential
  - » High Density Residential
  - » Planned Neighborhood
  - » Downtown Mixed Use
  - » Commercial
  - » Industrial
  - » Planned Business Park
  - » Government, Institutional & Utilities
  - » Parks, Recreation & Conservancy
  - » Natural Resource Protection Overlay



# FUTURE LAND USE GUIDE

## USING THE FUTURE LAND USE MAP

The Future Land Use Map (refer to page 3-4 and Appendix B) contains different land use categories that together illustrate the Village's land use vision. These categories, and associated policies, are described in the succeeding pages, including explanation of the Village's intent, zoning, design and development strategies for each.

This plan includes a Planning Area-wide Future Land Use Map and one Village-Wide Future Use Map (refer to Appendix B). Other than the difference in layout design the location of future land uses on each map are identical.

The Future Land Use Map presents recommended future land uses for the Village of Palmyra and its extraterritorial jurisdiction. This map, along with the associated policies, will be a basis for land development decisions and are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map and the corresponding plan text.

## STATEMENT OF INTENT & TYPICAL USES

The future land use categories identify areas by their primary intended uses, character and densities (herein described as "Statement of Intent & Typical Uses"). These classifications are not zoning districts - they do not legally set performance criteria for land uses (i.e. setbacks, height restrictions, etc.) nor are they intended to list every possible use that may be permitted within the future land use classification.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

The future land use classifications identify those existing Village of Palmyra Zoning Districts that are "consistent" within each future land use category (herein described as "Potentially Acceptable Zoning Districts"). The list of potentially acceptable zoning districts will be used by the Village to confirm whether requests for rezoning of property are generally consistent with this plan. Areas subject to Village zoning districts include all lands located within the Village of Palmyra municipal boundary. Areas outside the municipal boundary, but within the Village's extraterritorial plat review jurisdiction are subject to the Village's Subdivision Ordinance in addition to applicable county or local township zoning and land division regulations.

The list of potentially acceptable zoning districts includes an identification of "primary", "secondary", or "tertiary" zoning districts. These notations provide additional guidance to the Village and applicants regarding the relative mix, or priority of acceptability/consistency of zoning intended within each future land use category. Proposed zoning amendments to a zoning district identified as "secondary" or "tertiary" requires the need to incorporate even higher quality site and building design strategies to mitigate potential incompatibilities with adjacent uses when considering rezoning to these districts.

## BEST PRACTICE DESIGN STRATEGIES

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

**The identification of future land use categories and associated typical uses and potentially acceptable zoning districts does not compel the Village to approve development or rezoning petitions consistent with the future land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, its potential effect on Village transportation infrastructure, the capacity and ability to provide services to the site, and the phasing of development, before any development applications are approved. In addition, it is not anticipated that all areas suggested for future (re) development on the Future Land Use Map will develop or be rezoned for development immediately following adoption of this Comprehensive Plan. In some cases it may be years or decades before (re)development envisioned in the plan occurs due to market conditions, property owner intentions, and Village capacity to serve new (re) development.**

## **AMENDING THE FUTURE LAND USE MAP**

It may from time to time be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See Chapter 4 for a description of the procedural steps for amending any aspect of this

plan. The following criteria should be considered before amending the map.

**Compatibility** - The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing residential neighborhoods. A petitioner may indicate approaches that will minimize incompatibilities between uses.

**Natural Resources** - The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. Any proposed building envelopes are not located within the setback of Shoreland and Floodplain zones (or is raised above regional flood line). The proposed development will not result in undue water, air, light, or noise pollution. Petitioners may indicate those approaches they intend to use to preserve or enhance the most important and sensitive natural features of the proposed site and mitigate impacts to surrounding properties.

**Transportation** - The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles. The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety

concerns for motorists, bicyclists, or pedestrians. Petitioners may indicate those approaches they intend to use to mitigate transportation compatibility concerns.

**Ability to Provide Services** - Provision of public facilities and services will not place an unreasonable financial burden on the Village. Petitioners may demonstrate to the Village that the current level of services in the Village, or region, including but not limited to school capacity, emergency services/public safety capacity (police, fire, EMS), parks and recreation, library services, and potentially water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the Village with any shortcomings in public services or facilities.

**Public Need** - There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive social and fiscal impact on the Village. The Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

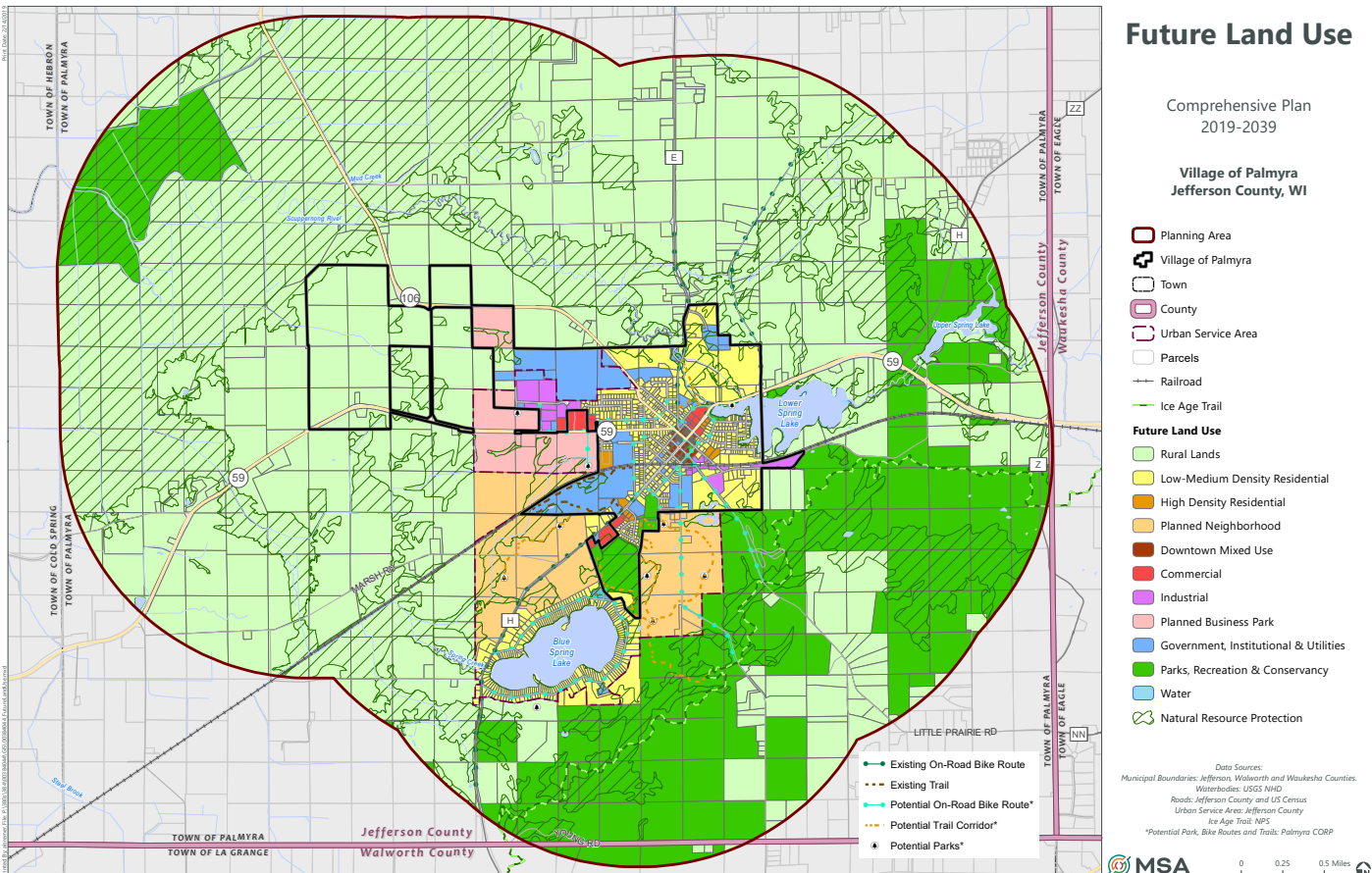
**Adherence to Other Portions of this Plan** - The proposed amendment/development is consistent with the general vision for the Village, and the other goals, objectives, and strategies of this plan.



## INTERPRETING BOUNDARIES

Where uncertainty exists as to the boundaries of future land use categories shown on the Future Land Use Map, the following rules will apply. If uncertainty still exists, the Village Board shall decide any inquires related to map boundaries upon recommendation of the Planning Commission.

1. Boundaries indicated as approximately following the center lines of streets, highways, or alleys will be construed to follow such center lines.
2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
6. Boundaries indicated as following the center lines of streams, rivers, canals, or other bodies of water will be construed to follow such center lines.
7. Boundaries indicated as parallel to extension of features indicated in the preceding above will be so construed. The scale of the map will determine distances not specifically indicated on the map.



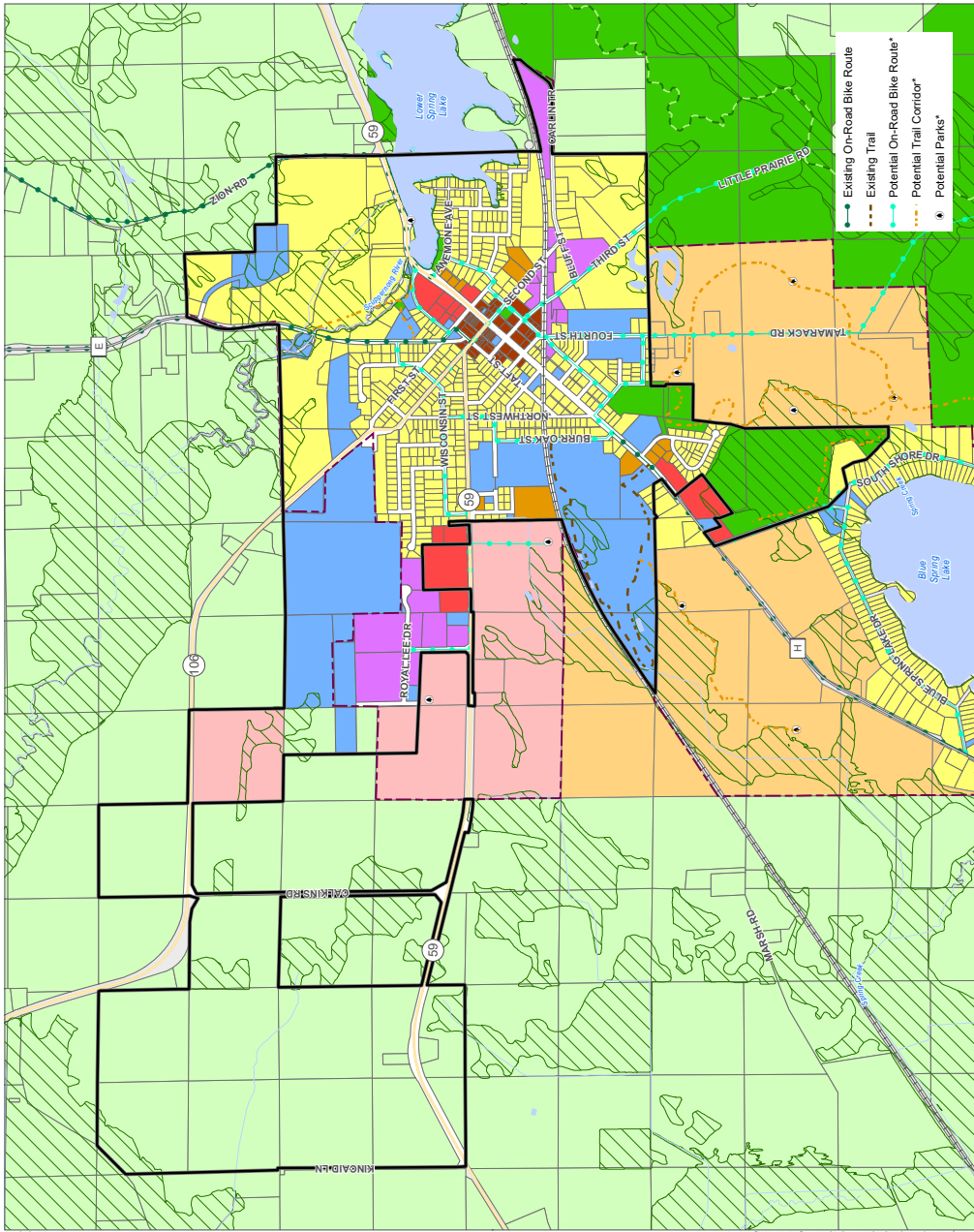


# Future Land Use Inset

Comprehensive Plan  
2019-2039

Village of Palmyra  
Jefferson County, WI

- Planning Area
- Village of Palmyra
- Town
- County
- Urban Service Area
- Parcels
- Railroad
- Ice Age Trail
- Future Land Use**
- Rural Lands
- Low-Medium Density Residential
- High Density Residential
- Planned Neighborhood
- Downtown Mixed Use
- Commercial
- Industrial
- Planned Business Park
- Government, Institutional & Utilities
- Parks, Recreation & Conservancy
- Water
- Natural Resource Protection



**MSA**

0 0.125 0.25 Miles

Data Sources:  
Municipal Boundaries: Jefferson, Watworth and Waukesha Counties.  
Waterbodies: USGS NHD Canal  
Roads: USGS NHD Center  
Urban Service Area: Jefferson County  
Ice Age Trail: NPS  
\*Potential Parks, Bike Routes and Trails: Palmyra, COP

# FUTURE LAND USE CATEGORIES

## RURAL LANDS

### STATEMENT OF INTENT & TYPICAL USES

The Rural Lands (RL) category is intended to preserve land and rural character in areas deemed unlikely, inappropriate, or infeasible for non-agriculturally based development at the time this plan was developed. Typical uses in these areas include, but are not limited to:

- Farming & farmsteads
- Agricultural based business (e.g. farm implement sales)
- Bed and breakfast
- Veterinary clinic, animal shelter/kennel
- Nurseries, greenhouses, & landscaping businesses
- Forestry operations
- Non-metallic quarry
- Open spaces, prairies and woodlands
- Hunting preserves and shooting ranges
- Limited residential non-farm developments (i.e. excluding subdivisions and public water and sanitary utilities)
- Government and Utility Facilities (e.g. civic use facility, substations, etc.)
- Parks, trails, and recreational facilities (e.g. golf course, campgrounds, etc.)

The development of residential subdivisions and non-agriculturally based commercial and industrial uses is strongly discouraged in areas designated as Rural Lands until such time as the Comprehensive Plan is amended to identify these areas for higher intensity land uses on public utilities.

Development in RL areas should be limited in order to preserve rural vistas, open spaces, woodlands, and agricultural lands. In addition, limiting development in these areas serves to reduce urban sprawl and inefficient land development. Non-agriculturally based uses should be targeted for development within the Village where a full range of urban services can be provided and developments can occur at greater densities.

Those new developments and land divisions which are deemed appropriate for approval in RL areas should be located and designed in order to accommodate integration into future Village neighborhoods. New access points onto county and state highways should be avoided when possible, particularly those intended to serve only one property. New developments that would pose a threat to the efficient and logical expansion of the Village should be prohibited.

Development within areas identified as RL, and outside of the Village's corporate limits, should adhere to the policies of the Jefferson County Agricultural Preservation and Land Use Plan (2012), including the best practice design strategies from Figure B of that plan.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- A-1 Exclusive Agriculture (primary)\*
- RH Rural Holding (primary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

*\*Some parcels within the Village limits are zoned A-1 Exclusive Agriculture under the Jefferson County Zoning Code, as administered by the Village. For these properties the Village opted to maintain the existing County zoning upon their annexation, until such point in time as they are officially rezoned to another Village zoning district.*

Refer to the next page, and pages 3-19 through 3-22, for design strategies.

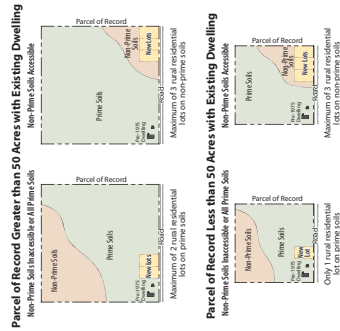
# FIGURE B: JEFFERSON COUNTY FARMLAND PRESERVATION LAND USE PLANNING AND ZONING APPROACH



## New Development and Land Configuration

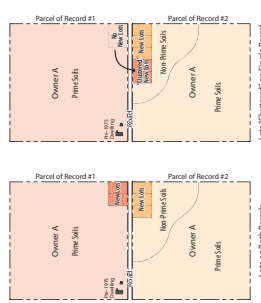
- New homes require rezoning from A-1 to A-3.
- Each A-1 parcel of record is allowed at least one A-3 lot, regardless of size.
- 35 acre minimum lot size in A-1 district.
- 1 acre minimum residential lot size.
- 2 acre maximum residential lot size (except larger lots allowed with use of more splits).
- Clustering of new residential lots recommended.
- Allow agricultural-related businesses as conditional uses in A-1 district and more intensive agricultural and rural businesses in the A-2 district.

### Approach for Allowing New Housing



- From each "parcel of record" as it existed on February 8, 2000, no more than 3 new residences may be built on non-prime soils, and no more than 2 new residences on prime soils (on parcels 50 acres or less, no more than 1 on prime soils), subtracting any previous splits from the "parent parcel" as it existed on December 13, 1977.

### Siting Approach for Parcels in Same Ownership Divided by Road



- Parcels under common ownership divided only by a road are treated as separate parcels for the purpose of determining the number of allowable A-3 lots.
- Total number of allowable lots may be shifted between the 2 parcels of record, with County and Town approval.

## Agricultural Land Preservation

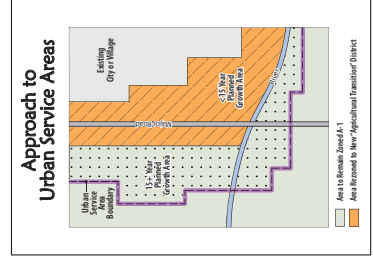
- Prime farmland soils defined as all NRCS Class 1 and Class 2 soils, plus Class 3 soils with Class 1 or 2 characteristics.
- Active Purchase of Conservation Easements (PACE) program with help from matching grants.
- Support future Agricultural Enterprise Areas (AEA) applications.
- Maintain County GIS tracking system with slight modifications to meet State reporting requirements; may require recorded affidavit to track "frozen" parent parcels.

## Natural Resource Preservation

- Maximum of one home per 10 acres within environmental corridor.
- Modify Natural Resource zoning district to be certified as a farmland preservation district.
- Nutrient management plans (in addition to conservation plans) required for farmers who obtain State tax credit.

## Urban and Rural Growth Areas

- Initially keep as much land in A-1 zoning as possible based on statutory guidance, requiring rezonings only when development proposed.
- Classify lands within Urban Service Areas in A-1 district into either <15 year growth areas or 15+ year growth areas, and rezone <15 year areas away from A-1. Create new "agricultural transition" zoning district with similar rules but no tax credit eligibility for <15 year growth areas.
- Within rural hamlets zone <15 year planned expansion areas in a zoning district without tax credit eligibility.



## LOW-MEDIUM DENSITY RESIDENTIAL

### STATEMENT OF INTENT & TYPICAL USES

Low-Medium Density Residential (LMDR) areas are intended for primarily single-family housing with densities up to 9 units per acre with a typical average of 4-5 units per acre. Areas classified as LMDR will typically be predominately single-family detached units with the potential for some duplex, four-plex, and other lower density attached housing developments. Though single-family housing is the predominant use in most neighborhoods, healthy, balanced neighborhoods may also include other uses that support the needs of residents, including but not limited to:

- Senior housing
- Assisted living facilities
- Community centers
- Places of worship
- Schools
- Day care centers
- Parks, trails and recreational facilities
- Municipal and utility facilities (e.g. well house, lift stations, substation, etc.)

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- R1-4 Single Family Residential (primary)
- R1-5 Traditional Single Family Residential (secondary)
- R2-6 Plex Residential (secondary)
- PUD Planned Unit Development (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

Refer to the next page, and pages 3-19 through 3-22, for design strategies.

## HIGH DENSITY RESIDENTIAL

### STATEMENT OF INTENT & TYPICAL USES

High Density Residential (HDR) areas are intended for housing with densities exceeding 9 units per acre. Areas classified as HDR will typically be predominately multi-family attached units (i.e. courtyard apartments up to 3-4 story apartments) with the potential for some single-family attached, single-family detached, duplex, four-plex, and other lower density housing developments. Though multi-family housing is the predominant use in most neighborhoods, healthy, balanced neighborhoods may also include other uses that support the needs of residents, including but not limited to:

- Senior housing
- Assisted living facilities
- Community centers
- Places of worship
- Schools
- Day care centers
- Parks, trails and recreational facilities
- Municipal and utility facilities (e.g. well house, lift stations, substation, etc.)

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

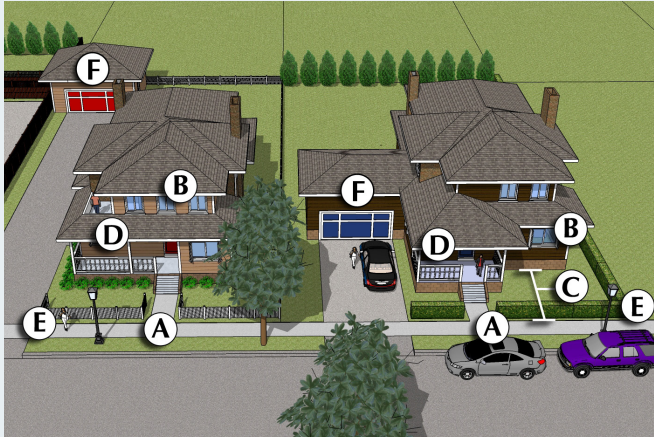
- R3-12 Multi-Family Residential (primary)
- R2-6 Plex Residential (secondary)
- R1-4 Traditional Single Family Residential (tertiary)
- R1-5 Traditional Single Family Residential (tertiary)
- PUD Planned Unit Development (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

Refer to page 3-10, and pages 3-19 through 3-22, for design strategies.



## BEST PRACTICE DESIGN STRATEGIES

The graphic and text below illustrate design techniques that can be used in new developments to replicate traditional neighborhood design based on good planning and design practices. See pages 3-19 through 3-22 for additional development guidelines as applicable.



A. Building setbacks will vary according to building type and lot size but should generally be consistent within a given block. In traditional neighborhoods, setbacks should not exceed 35 feet from the front property line or 45 feet from the curb, whichever is less.

B. Homes should be designed with architectural details that provide visual interest and human scale for the street and the neighborhood. The mix of architectural themes or styles should generally be consistent within a neighborhood or development, but there should be variation in floor plan, facade design, and color choice to avoid monotony. Overly complicated rooflines with multiple pitches and hips and/or excessive gables can negatively impact a street and should be discouraged (see bad and better design examples on the right).

C. Utilize low fences, hedges or other landscaping to establish a layer of privacy behind a sidewalk and residence, if a sidewalk is present.

D. Incorporate covered front porch or at least a raised stoop, preferably covered and constructed with materials that relate to the overall design of the home.

E. Decorative fencing and/or landscaping that visually defines the single family lot at the street edge are encouraged.

F. Consider garage location and scale to avoid a “garage-scape” street appearance. Garages should extend no further than the front facade of the residence. If this is not feasible garages should be turned 90 degrees with windows provided on the side of the garage facing the street.

## BAD DESIGN



## BETTER DESIGN



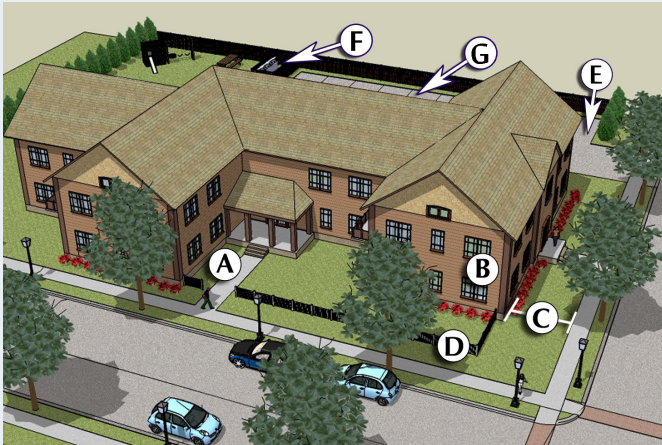
## BEST DESIGN





## BEST PRACTICE DESIGN STRATEGIES

The graphic and text below illustrates how a multi-family building can use varying techniques to create a look and feel that is compatible with adjacent single-family development and best planning practice. See page 3-9 for single-family and duplex guidelines, as well as general guidelines on page 3-19 through 3-22.



A. The front door should face the street and there should be a clear route to the door from the street or sidewalk.

B. The mix of architectural themes or styles should generally be consistent within a neighborhood or development, but there should be variation in floor plan, facade design, and color choice to avoid monotony. When adjacent to lower density residential buildings, larger buildings should incorporate strategies to minimize the apparent size of the building, including flat roofs instead of pitched roofs, deeper setbacks for upper stories, and/or variation in the depth of the setback along the building facade. Large, undifferentiated building walls and rooflines are strongly discouraged. Desired architectural details include projecting bays/porches and upper-level set-backs and offsets to the primary facade(s).

C. Building setbacks will vary according to building type and lot size but should generally not exceed 40 feet.

D. Utilize low fences, hedges or other landscaping to establish a layer of privacy behind the sidewalk.

E. Off-street parking is located in the side and rear yard.

F. Services areas and refuse containers should be located at the rear end of the site and screened from public view. Also ground mounted or wall mounted mechanical equipment shall be screened.

G. Garage doors facing the primary street is discouraged. If unavoidable, recess it from the front facade(s) to minimize their visual impact on the design.

## BAD DESIGN



## BETTER DESIGN



## BEST DESIGN



## PLANNED NEIGHBORHOODS

### STATEMENT OF INTENT & TYPICAL USES

The Future Land Use Map identifies a number of areas as Planned Neighborhoods (PN). Planned Neighborhoods are typically unplatted and undeveloped lands that are located within and adjacent to the Village's Urban Service Area. They represent areas of logical expansion of the Village. Complete development of these areas may or may not occur within the next 20-years based on market conditions and landowner desires. None the less, these areas should be preserved for expansion of the Village so that the Village can continue to grow at urban densities which will also reduce development pressure on other rural areas within Jefferson County. Therefore, properties within PN areas should continue to follow the future land use policies of the Rural Lands category, and the Jefferson County Agricultural Preservation and Land Use Plan (2012), until such time that these areas are annexed into the Village and urban services can be provided to the properties.

Planned Neighborhoods should feature a variety of lot sizes and housing styles. These areas should include a carefully planned mixture of predominately single-family residential development combined with two-family and multi-family developments. This allows higher density development to be dispersed throughout the community instead of being concentrated in any one area. A small amount of neighborhood business uses or mixed uses may be

appropriate; however, incremental commercial strip development is discouraged, as the downtown should remain the focal point of retail services in the community. Planned Neighborhoods should include opportunities for residents to gather through the development of public open spaces or parks. The typical development mix for these areas should be 75% or more LMDR, up to 20% HDR, and up to 5% Commercial. Higher density residential and commercial uses should typically be located along major roadways and intersections to the Planned Neighborhoods.

The Village may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The Village may also require that developers create neighborhood plans for these areas prior to submitting requests for rezonings or preliminary plats so that development occurs in a cohesive and logical manner. The Best Practice Design Strategies for LMDR and HDR areas identified in this chapter also apply to these areas.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- R1-4 Single Family Residential (primary)
- R1-5 Traditional Single Family Residential (secondary)
- R2-6 Plex Residential (secondary)
- R3-12 Multi-Family Residential (secondary)
- PUD Planned Unit Development (primary)
- B2 General Business (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

## DOWNTOWN MIXED USE

### STATEMENT OF INTENT & TYPICAL USES

The Downtown Mixed Use (DMU) areas are intended to provide a unique mix of small scale commercial, residential, and public uses in a traditional downtown setting. The DMU area is intended to be the most pedestrian friendly area of the Village. Design features such as zero lot line building development, minimum two story buildings, and ground floor retail with second story residential, are not only common, but preferred in this area. Example uses include:

- Community centers
- Places of worship
- Libraries
- Day care centers
- Parks, trails and recreational facilities
- Municipal and utility facilities (e.g. well house, lift stations, substation, etc.)
- Attached single-family residential
- Multi-family residential
- Senior housing
- Assisted living facilities
- Bed and breakfasts
- Boutique hotels
- Ground floor retail/second story residential
- Restaurants and entertainment
- Retail sales and service
- Professional offices

Some existing single-family detached housing exists within areas mapped DMU; however, existing single-family lots area anticipated to transition over time to include more single-family attached developments, multi-family developments, and upper story residential units above ground floor commercial uses. New ground floor residential uses should be avoided along Main Street.

The Village encourages all new development, or exterior site and building renovations, in the Downtown area to maintain the urban fabric and character of the area. This includes shallow or zero-lot setbacks, multi-story buildings, sidewalks, areas for outdoor dining and limited retail sales displays if they do not block sidewalks. Outdoor storage of raw materials should be prohibited.

The Downtown area will continue to serve as the civic center of the community with a variety of commercial, residential, public, institutional, and recreational uses.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- B1 Central Business (primary)
- R1-4 Single Family Residential (secondary)
- R1-5 Traditional Single Family Residential (secondary)
- R2-6 Plex Residential (secondary)
- R3-12 Multi-Family Residential (secondary)
- PUD Planned Unit Development (tertiary)
- B2 General Business (tertiary)
- PI Public and Institutional (tertiary)

Refer to the next page, and pages 3-19 through 3-22, for design strategies.



## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for Downtown Mixed Use areas. See page 3-19 through 3-22 for additional development guidelines.



*Outdoor seating areas are encouraged where they don't block sidewalks*



*Use of wall mounted store signage*



*Awnings should not be illuminated internally, as it is inconsistent with the desired historic character for the downtown area.*



*Use of awnings and significant clear glass on the first floor facade is desired*



*An example of a desirable decorative projecting sign*



*Awning signage adds architectural interest. Gooseneck lighting provides period appropriate lighting*



**Before** **After**  
Original brick facades should not be covered by siding. Above, before and after images show a restoration project that revealed the original brick and architectural details



Filling of second story window openings with wood, brick, or any other materials is discouraged

## COMMERCIAL

### STATEMENT OF INTENT & TYPICAL USES

Commercial (C) areas are intended for retail, service, and office uses that serve neighborhood, community and regional markets. These parcels are typically adjacent to principal arterial and collector roadways. Example uses include but are not limited to:

- Professional Offices
- Retailers and shopping centers
- Clinics and health care facilities
- Assisted living facilities
- Hotels
- Restaurants and entertainment businesses
- Gas Stations and convenience stores
- Automobile sales and services
- Parks, trails and recreational facilities
- Municipal and utility facilities (e.g. well house, lift stations, substation, etc.)

The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.) For example, areas near major transportation routes or near highway intersections are generally better suited for larger retail uses (e.g. exceeding 20,000 square feet in size).

Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. These uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.

Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping. Outdoor areas for dining are encouraged while outdoor display of retail merchandise should be minimized.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- B2 General Business (primary)
- B3 Business Park (secondary)
- I1 General Industrial (tertiary)
- PUD Planned Unit Development (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

Refer to the next page, and pages 3-19 through 3-22, for design strategies.



## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for Commercial areas. See page 3-19 through 3-22 for additional development guidelines.



The images above illustrate techniques used to vary the facade heights along a long facade.



This example shows an office building with a primary facade using brick with stone as an accent material, meeting desired natural color palette.



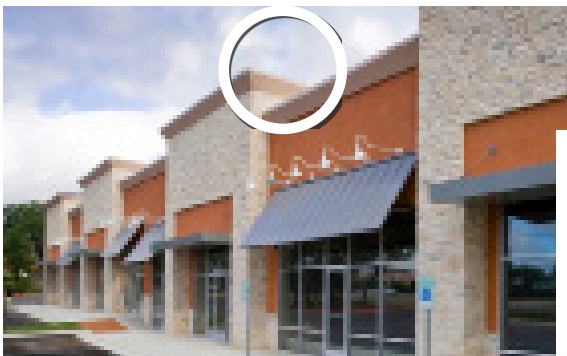
Desired design for a retail building. The color palette includes natural and earth tones. Building has uses brick (primary) and EIFS (secondary), with architectural details that breakdown the facade to human scale. There are varying building planes and heights.



Left, retail building with primary facade using fiber cement siding with stone as an accent material. Right, retail building with primary facade using stone and brick with EIFS as an accent material. Both meeting a desired natural color palette.



An example of a commercial building using earth tones as the primary color with brighter accent color for awnings and roofing



The example above shows a raised parapet wall and cornice that extends back to give the perception of three-dimensional facade (desirable). The example on the right shows a "fake" parapet wall and cornice that is not three-dimensional (as it lacks depth).



An example of a high quality office building using variations in building color, projections and windows to break up long walls.

## INDUSTRIAL

### STATEMENT OF INTENT & TYPICAL USES

Industrial (I) areas are intended for business uses that typically require outside storage of raw materials or merchandise display, processing and assembly of materials, and warehousing of goods. Businesses typically require large single floor clear span buildings and may have higher semi-truck traffic demand or require rail road access. Typical uses in these areas have one or more characteristics which do not make them conducive to being located adjacent to residential development, particularly if no or minimal on-site mitigation is provided. Example uses

include but are not limited to:

- Manufacturing
- Lumber Yards
- Parts assembly
- Packaging and bottling
- Warehousing
- Distribution Centers
- Wholesale trade
- Laboratories
- Mini-storage
- Animal hospitals, shelters, and kennels
- Lumberyards
- Professional Offices
- Municipal and utility facilities (e.g. well house, lift stations, substation, etc.)
- Large municipal facilities (e.g. public works garage or yard waste center)

- Parks, trails and recreational facilities

Refer to the next page, and pages 3-19 through 3-22, for design strategies.

### POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- I1 General Industrial (primary)
- B3 Business Park (secondary)
- B2 General Business (secondary)
- PUD Planned Unit Development (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

### BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for Industrial areas. See page 3-19 through 3-22 for additional development guidelines.

#### Weak Design



#### Better Design



Left, a metal-faced (or concrete panel) building devoid of any architectural merit or character. Right, an industrial building using stone as a base material and metal siding making up to 75% of the remaining facade.



Using generous amounts of landscaping to screen large industrial buildings from street view



Variations in facade depth and heights for industrial buildings to break up long monotonous walls



Monument signs are encouraged in all settings instead of pole signs

## PLANNED BUSINESS PARK

Similar to Planned Neighborhood areas, Planned Business Park (PBP) areas are typically unplatted and undeveloped lands that are located within and adjacent to the Village's Urban Service Area. They represent areas of logical expansion of the Village for industrial, office and commercial uses. Complete development of these areas may or may not occur within the next 20-years based on market conditions and landowner desires. None the less, these areas should be preserved for expansion of the Village so that the Village can continue to grow at urban densities which will also reduce development pressure on other rural areas within Jefferson County. Therefore, properties within PBP areas should continue to follow the future land use policies of the Rural Lands category, and the Jefferson County Agricultural Preservation and Land Use Plan (2012), until such time that these areas are annexed into the Village and urban services can be provided to the properties.

The Village may create detailed business park plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The Village may also require that developers create similar plans for these areas prior to submitting requests for rezonings or preliminary plats so that development occurs in a cohesive and logical manner. The Best Practice Design Strategies for commercial and industrial areas identified in this chapter also apply to these areas.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- B3 Business Park (primary)
- I1 General Industrial (secondary)
- B2 General Business (secondary)
- PUD Planned Unit Development (tertiary)
- PI Public and Institutional (tertiary)
- C1 General Conservancy (tertiary)

## GOVERNMENT, INSTITUTIONAL & UTILITIES

Government, Institutional & Utilities (GIU) areas include places of worship, cemeteries, schools, community centers, government facilities, libraries, utilities and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

- PI Public and Institutional (primary)
- C1 General Conservancy (secondary)

## PARKS, RECREATION & CONSERVANCY

### STATEMENT OF INTENT & TYPICAL USES

Parks, Recreation and Conservancy (PRC) areas are intended for active and passive recreation uses or preservation of natural areas, stormwater facilities, or drainage basins. Areas identified as PRC should be preserved for passive and active recreational uses. Some stormwater management or other utility/institutional uses (e.g. water towers, cell towers, etc.) may be located within these areas.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS:

The Village does not maintain a standalone parks or recreation zoning district. Such uses are typically considered as permitted or conditional uses in another zoning district or are likely zoned:

- PI Public and Institutional (primary)
- C1 General Conservancy (primary)



## NATURAL RESOURCE PROTECTION

The Natural Resource Protection (NRP) overlay classification identifies sensitive lands that may be subject to development restrictions enforced by Village, County, State, or Federal agencies. Mapped NRP areas include lands that meet one or more of the following conditions:

- Water bodies and wetlands mapped as part of the WDNR Wetland Inventory
- 100-Year Floodplains based on FEMA maps
- Areas with slopes averaging 20% or more based on USDA-NRCS Soils data

Areas shown as NRP on the Village's Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the Village's planning area. Mapped NRP areas are derived from third party sources and are generally considered sufficient for the intent of this planning document. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development approval. The NRP areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for outdoor recreation. A majority of the NRP represents areas that are vital to the region's ecosystem and are key ingredients of the character and image of Palmyra. Thus, development in areas designated NRP shall be limited based on underlying local, county, state or federal environmental regulations.

This classification is intended to function as an overlay district, such that the underlying future land use classification (Low-Medium Density Residential, Commercial, etc.) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.

Landowners and developers are advised that land within NRP areas may be restricted from building development, site grading, or vegetation clearing under the local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

## GENERAL DESIGN GUIDELINES

### BUILDING DESIGN

1. Buildings should establish vertical proportions for the street façade, and for the elements within that façade, rather than long, horizontal blank walls. Verticality can be emphasized using the following techniques: expression of structural bays, variation in material, variation in building plane (projections or recessed bays), articulation of the roofline or cornice, and use of vertically-proportioned windows.



2. All building faces visible from a public street should use design features similar to the primary front facade.



3. A positive visual termination at the top of the building should be established (e.g., pitched roofs with gable(s) facing the street or a flat roof with a defined cornice).



4. Pitched roofs should have a slope no less than 5:12.



5. Accessory buildings and structures should be compatible with the principal building in terms of building facade character, roof shapes, materials, colors and architectural details.





## EXTERIOR MATERIALS & COLORS

1. Material should be of durable quality, especially along street-facing facades (e.g., kiln-fired brick, terra cotta, wood siding / details, fiber cement siding, engineered wood siding, and high-quality natural cut stone or brick veneer). The use of low reflectance materials with subtle, neutral, or earth tone colors on the facade is encouraged.
2. A schema that incorporates more than one material and color is encouraged, especially in highlighting expression lines or details that provides visual interest.
3. Secondary facade facing a public street (such as on corner buildings) should utilize the same materials as the primary front facade transitioning at an architectural feature (e.g., column, structural bay articulation, protruding/receding building plane).



4. Fluorescent colors are strongly discouraged with bright colors acceptable as a secondary (accent) color.

## STREET RELATIONSHIP

1. The building's primary entrance should be connected to the public sidewalk and/or street by an attractive and accessible path/walkway.



## LANDSCAPING & PARKING

1. Interesting or creative landscape architectural designs that use a diverse variety of native plants integrated with other landscaping materials or features should be provided to avoid uncreative and monotonous landscaping.
2. Parking lots should be landscaped in order to minimize the impact of large expanses of pavement. Plantings and low fences located between parking areas and the public right-of-way are strongly encouraged; however, for pedestrian safety, these features should not obscure vision between three and six feet above ground.



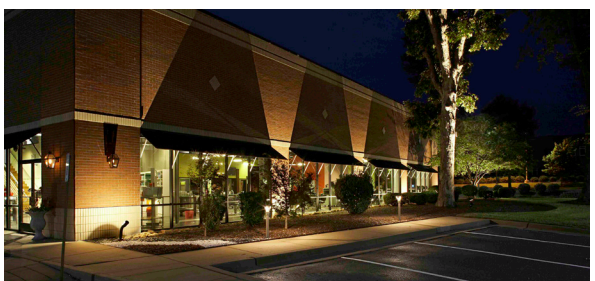
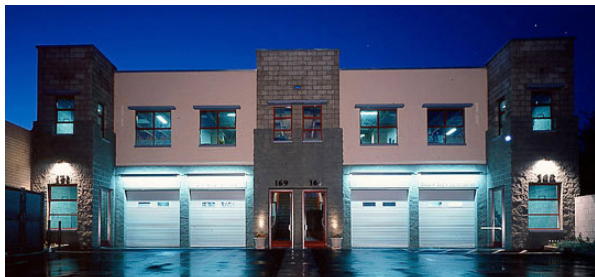
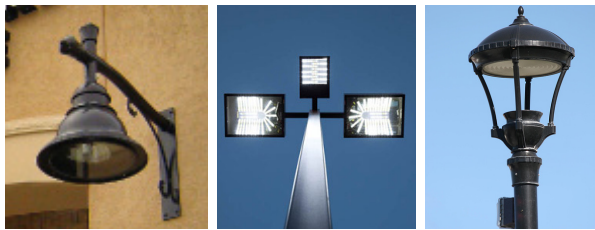
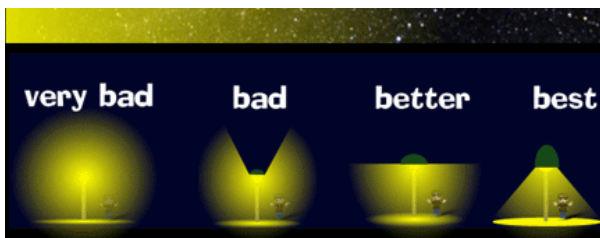
3. Shared parking lots are encouraged as a means to reduce total impervious surfaces, reduce access points to the street (and across sidewalks), and provide more convenient access for customers. Side and rear parking is encouraged.



The above concept illustrates shared parking between two developments connected by an access drive, and includes vegetative buffers along all pedestrian routes.

## EXTERIOR LIGHTING & SIGNAGE

1. Exterior lighting should be designed to complement the character of the building, and should not adversely impact neighboring properties or streets (i.e. light trespass, excessive lighting, direct glare). Use of dark-sky compliant / full cutoff lighting fixtures is preferred.



2. Signage should be integrated with the architectural concept of the development in scale, detailing, use of color and materials, and placement.



3. Any exterior signage lights are encouraged to be mounted above the sign and directed downward to minimize light pollution.





## SERVICE AREAS & SCREENING

1. Screening should be compatible with building architecture and other site features.



2. Trash and recycling containers should be located or screened so they are not visible from the public street or adjacent properties.



3. Placement of service boxes and gas meters should be located away from the pedestrian zone, such as in the rear yard, in the side yard set behind the front building plane, or in the front yard following the minimum building setback restrictions.

4. Rooftop mechanical equipment should be located or screened so that they are not visible from a public street or adjacent properties.



## SUSTAINABILITY

1. Consider using green roof technologies, wherever feasible.

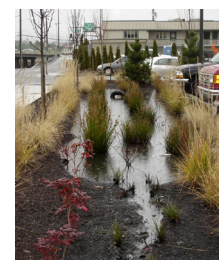
2. Use non-intrusive outdoor lighting (e.g. minimum wattage necessary to safely light areas, full cut-off fixtures, no light spillage to adjacent properties) and LED technologies.

3. Wherever feasible, include bio-filtration basins and swales as a part of the stormwater systems on site to promote infiltration and groundwater recharge and reduce sediment runoff.

4. Consider using porous paving materials (e.g., asphalt, concrete and pavers) in parking areas, walkways, etc.

5. Use drought tolerant landscaping materials to limit water use.

6. Incorporate solar panels to reduce fossil fuel energy needs.



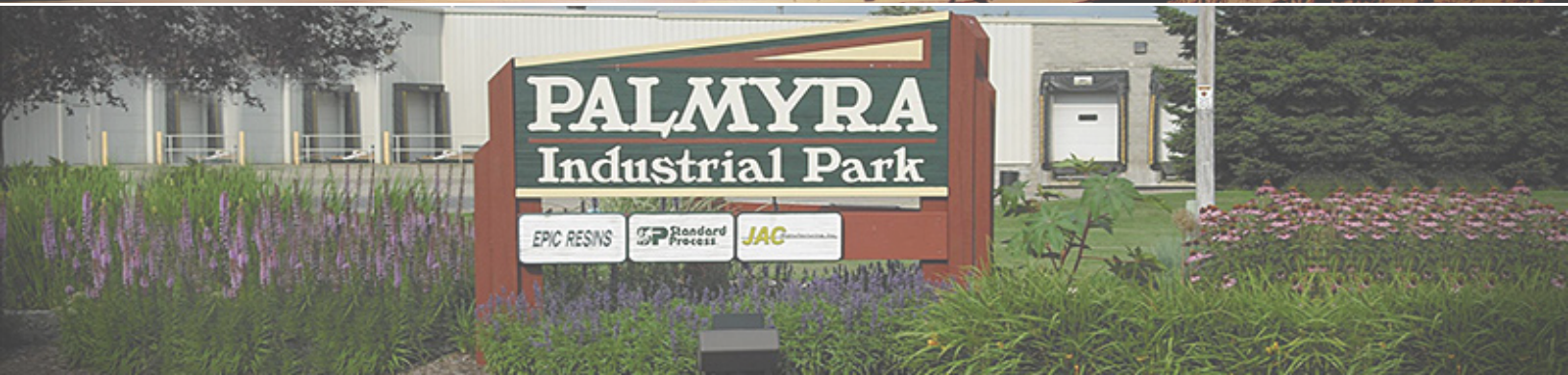


# Chapter 4

## Implementation

Chapter 4 outlines how the vision, goals, objectives, and strategies of the plan will be implemented in everyday decisions and annual goal-setting and budgeting and how the plan should be updated and amended when necessary. This chapter includes the following sections:

- » Guiding Decisions
- » Implementation Tools
- » Plan Adoption & Amendments
- » Plan Consistency & Severability
- » Action Plan



# GUIDING DECISIONS

## GUIDING DAILY DECISIONS

Responsibility for implementing this plan lies primarily with the Village Board, Plan Commission, and Village Staff.

### VILLAGE BOARD

The Village Board sets priorities, controls budgets and tax rates, and usually has the final say on key aspects of public and private development projects. The value and legitimacy of this plan is directly related to the degree to which Board members are aware of the plan and expect Village actions to be consistent with this plan. Each Board member should have a copy of this plan and should be familiar with the major goals, objectives, and strategies described herein. The Village Board should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

### PLAN COMMISSION

Land use and development recommendations are a core component of this plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must each have a copy of this plan and must be familiar with its content, especially Chapter 3, Future Land Use. It is generally the responsibility of the Plan Commission to determine whether proposed development projects are consistent with this plan, and to make recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are deemed to be in

the best interest of the Village, the Plan Commission should initiate efforts to amend the plan to better reflect Village interest. This will help to reinforce the legitimacy of the plan as an important tool in Village functions.

### OTHER VILLAGE BOARDS/ COMMISSIONS

In some cases, particular initiatives and action items listed in this plan may be more appropriately carried out by another Village commission such as the Recreation or Public Works Committee, or in cooperation with other units of government, business and service organizations, or non-profit agencies. In such cases, this plan should serve as a foundation for Village-related decision making. Village staff and officials should take an active lead role in sharing this plan with other organizations, communicating the intent of relevant objectives and policies.

### VILLAGE STAFF

Key Village staff have a significant influence on the selection and completion of all kinds of capital and operational projects. It is imperative that individuals in key roles know about, support, and actively work to implement the various strategies and actions in this plan. Department Heads should consult and reference the comprehensive plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects:

Department Heads should be expected to know and track the various goals, objectives, policies and actions laid out in this plan, and to reference that content as appropriate in communications with residents and elected and appointed officials. All of the Village's contracted staff should also be aware of the plan and the connections between the plan and Village projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to Village functions.

## GUIDING ANNUAL DECISIONS

To provide lasting value and influence, this plan must be used and referenced regularly, especially during annual goal-setting, budgeting and capital planning processes. To inform these annual processes, the Plan Commission should prepare, with input from Village Department Heads, a concise Comprehensive Plan Annual Report with the following information:

- Action items in progress or completed during the prior 12 months (celebrate success!)
- Plan Commission recommendations for action items to pursue during the next 12 months.
- Staff recommendations for any amendments to the adopted plan.

# IMPLEMENTATION TOOLS

The Comprehensive Plan Annual Report/Working Action Plan should be maintained on an annual basis, starting with the actions in this plan and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or commissions for completion per the new schedule and Village Board directive. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action plan should not require an amendment to the plan and can be approved simply by Village Board action.

## IMPLEMENTATION TOOLS

Many of the strategies identified in this plan presume the use of existing Village ordinances and programs. The Village's key implementation tools include:

### OPERATIONAL TOOLS

- Annual Budget Process
- Capital Improvement Plans

### REGULATORY TOOLS

- Land Use Regulations (including zoning, land division, subdivision and extraterritorial land use controls)
- Building Codes (including plumbing and electrical codes)
- Erosion and Stormwater Ordinances
- Official Maps

### FUNDING TOOLS

- Tax Incremental Financing (TIF) Districts
- Grant Programs
- General Fund Revenues
- Fees & Special Assessments
- Fundraising/Private Donation
- Utility Revenues

# PLAN ADOPTION AND AMENDMENTS

## ADOPTION, AMENDMENTS AND UPDATES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the plan: the Plan Commission must recommend adoption and the Village must hold an official public hearing.

## PLAN COMMISSION RECOMMENDATION

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating or amending the plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Plan Commission, and the approved resolution should be included in the adopted plan document.

## PUBLIC HEARING

Prior to adopting this plan, or plan amendment, the Village (either Village Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at

minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

## DRAFT DISTRIBUTION AND PUBLIC HEARING NOTIFICATIONS

The Village is required to provide direct notice of the public hearing to all of the following as they apply to the municipal limits:

- An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
- A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
- Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local government unit

provide the property owner or leaseholder notice of the hearing.

- Any individuals who request, in writing, notification of the proposed comprehensive plan ordinance or public hearing. Each such individual must be sent a notice of the public hearing and a copy of the ordinance at least 30 days prior to the public hearing. The Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Village should send the notice and a copy of the proposed plan, or plan amendment, to the Plan Distribution List (see next page). These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Village should coordinate directly with the local public library serving the Village to make a copy of the proposed plan, or plan amendment, available for viewing by any interested party.

## PLAN ADOPTION

This plan and any future amendments become official Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Village Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance

of the revision, such consultation may be advisable.

### **ADOPTED PLAN DISTRIBUTION**

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Village.
3. The regional Plan Commission in which the Village is located.
4. The public library that serves the area in which the Village is located.
5. The Comprehensive Planning Program at the Department of Administration.

Electronic copies of the plan or plan amendment, or notification of how to download the plan from the Village's website shall be deemed sufficient.

## **AMENDMENT VS. PLAN UPDATE**

### **PLAN AMENDMENT**

From time to time the Village may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Village. Should the Village wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threatens the integrity of the plan and the planning process and should be avoided.

Any change to the plan goals, objectives, policies or maps constitutes an amendment to the plan and must follow the adoption/ amendment process described in this section. Amendments may be proposed by either the Village Board, Plan Commission, Village Staff, village property owners or developers. Amendments may be made at any time using this process.

### **PLAN UPDATE**

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.



# PLAN CONSISTENCY & SEVERABILITY

## PLAN CONSISTENCY

Once formally adopted, the plan becomes a tool for communicating the Village's land use policies and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's comprehensive plan:

- Official maps
- Local subdivision regulations
- General zoning ordinances and zoning maps
- Shoreland/wetland zoning ordinances

An action will be deemed consistent if:

- It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
- It is compatible with the proposed future land uses and densities/intensities contained in this plan,
- It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

## SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional by court of law, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid. (corridor sharing) of new utilities is encouraged.

# ACTION PLAN

The following section provides a list of the top actions items to pursue over the next 10 years in order to implement the vision, goals, and objectives of this plan. This list was developed in-part from the issues and opportunities and list of strategies outlined in Chapter 2. These action items supplement

other strategies described for each planning element within Chapter 2. The action items are not listed sequentially and multiple actions may be pursued at the same time. All action items are perceived to have a deadline of 10 years; the timeline before the next statutory update of this plan. Decisions regarding the

timing, budgeting, and coordination of each action item within the next 10 years should be reviewed at least once annual by the Planning Commission and Village Board as part of the municipal budget setting process or the Comprehensive Plan Annual Report.

1. Collaborate with Jefferson County, Town of Palmyra, local recreation associations, property owners and WIDNR to connect Village parks and trails with regional recreational facilities (e.g. Southern Kettle Moraine State Forest, Horseriders Campground, Ice Age Trail) via separate off-road trails (preferred) or marked routes on existing roads (short-term).
2. Maintain a rolling 5-year Capital Improvement Plan to guide annual investments in transportation facilities. Transportation investments should include funding for both traditional road improvements and alternative transportation facilities such as sidewalks (emphasize missing links near schools and parks), on-road bicycle accommodations, or off-road bike and pedestrian trails.
3. Grow tourism within the Village centered around outdoor recreation uses building off of local assets (e.g. lakes, Southern Kettle Moraine State Park, Horseriders Campground, Ice Age Trail, etc.).
4. Consider the creation of a new Downtown TIF District to provide a funding mechanism for land acquisition and redevelopment of under utilized properties. Consider the allocation of excess tax increment from TID #3 to this new TID or use excess tax increment to purchase additional land as an extension of TID #3.
5. Market the Village owned parcel on CTH H for commercial development.
6. Work with property owners adjacent to the Village to determine opportunities to facilitate the creation of new subdivisions or industrial parks to grow the greater regional economy of Palmyra.
7. Increase community events and programs that reinforce the Village's brand as the Heartbeat of the Kettle Moraine. Reinforce the community's brand as the Heartbeat of the Kettle Moraine through updated Village logo's, street signage, gateway signage, and streetscaping.
8. Update the Village's Comprehensive Outdoor Recreation Plan to maintain eligibility for WDNR and Federal recreation grants. Seek grant funds for the development of off-road trails connecting the Village to the Southern Kettle Moraine State Park, Horseriders Campground, Ice Age Trail.
9. Work with the Palmyra-Eagle School District and the State Department of Public Instruction to maintain school facilities in Palmyra. If any closing of schools are proposed work with the School District and DPI to identify redevelopment alternatives for the properties.
10. Maintain an Official Map under s. 62.23(6) Wis. Stat. to coordinate long-term facility planning in the Village and extraterritorial plat review jurisdiction to reserve the right of ways for future parks, streets, pedestrian and bicycle paths.

