



CHAPTER 1

Introduction

CHAPTER 1: INTRODUCTION

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CHAPTER 1: INTRODUCTION

INTRODUCTION

The Village of Hortonville is located in southwest Outagamie County at the intersection of Wis 15 and CTH M, 10 miles northwest of the City of Appleton (Figure 1-1). It is bordered by the Town of Greenville to the southeast, Town of Ellington to the northeast, Town of Dale to the south and Town of Hortonia to the north and west. Approximately 2,711¹ people live in the Village that encompasses about 2,213 acres². Between 2000 (2,357) and 2010 (2,711), the Village experienced modest population growth with its population growing by 15 percent during this time period. At the same time, the Village's land area increased by approximately 22.6 percent due to numerous annexations³.



On August 7, 2013, the Village was struck by a devastating tornado. While miraculously no one was killed or injured, the tornado left a trail of destruction that will impact the Village for many years to come. Many old trees were uprooted and homes, businesses and public infrastructure were damaged.

In 2018, construction will start on the Wis 15 Bypass around Hortonville. As part of the project, roundabouts will be constructed east and west of the Village, Main Street will be reconstructed and a jurisdictional transfer of old Wis 15 (Main Street) through Hortonville from the State of Wisconsin to Outagamie County will occur. The transfer of traffic to the bypass and the reconstruction of Main Street will provide an opportunity for the Village to incorporate design elements that advances the Village's vision.

Rebuilding following the tornado and the reconstruction and jurisdictional transfer of Main Street will occur during the life of this comprehensive plan. The recommendations identified in this plan should be used by local officials to guide decisions in the coming years.

¹ U.S. Census, 2010.

² East Central Wisconsin Regional Planning Commission, Land Use Inventory, 2013.

³ U.S. Census, 408 acres annexed between 2001 and 2005.

PLANNING HISTORY

This plan updates an earlier comprehensive plan that was adopted by the Village of Hortonville in August of 2003. Similar to the earlier plan, this plan complies with the “Smart Growth” legislation (Wisconsin Statutes 66.1001). According to the legislation, a comprehensive plan “shall be updated no less than once every 10 years”.

Just prior to embarking on this planning effort, the Village developed a strategic plan to identify where it should invest its personnel and financial resources. On March 21, 2013, the strategic plan was adopted by the Village Board. Unlike the comprehensive plan, the strategic plan encompasses a short five-year timespan. The comprehensive plan builds upon and incorporates the needs and opportunities identified in the strategic plan and the corresponding actions and tasks. The following mission and vision statements were established during the development of the Village’s strategic plan:

Village of Hortonville Mission and Vision Statements

Mission Statement: *The Village of Hortonville is committed to investing in a safe and welcoming community dedicated to promoting a sense of hometown identity and pride, while creating opportunities for civic and neighborhood involvement.*

Government Mission Statement: *In partnership with the community, the Village of Hortonville is committed to providing high quality services and improving quality of life through thoughtful planning, fiscal responsibility, and accessibility, responsive, and proactive leadership.*

Vision Statement: *The Village of Hortonville is a vibrant, safe community offering a meaningful quality of life through:*

- *Visually attractive and inviting atmosphere,*
- *Events that celebrate community,*
- *Quality municipal services and facilities,*
- *Thriving business environment, and*
- *Diverse recreational opportunities.*

PURPOSE AND SCOPE OF THE PLAN

The purpose of the Village of Hortonville’s comprehensive plan is to aid local officials in making land use decisions that are harmonious with the overall vision of the community’s future and will ensure the future sustainability of the local natural resource base. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community’s interests, while at the same time provide flexibility for land owners and protect property rights.

Plan Components

The Village of Hortonville's comprehensive plan identified a 20-year planning horizon and contains four major components:

1. A profile of the demographic, economic, and housing characteristics.
2. An inventory and assessment of the environment, community facilities; and agricultural, natural and cultural resources.
3. Goals, strategies and recommendations.
4. A series of land use maps that depict existing and optimum land use patterns.

The comprehensive plan also contains the nine elements required by the Wisconsin Statutes 66.1001:

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

Each element (chapters 3 – 11) discusses specific information pertinent to the overall land use plan. The Issues and Opportunities element summarizes demographic information. The Economic Development element inventories the labor force, analyzes the community's economic base, and provides a development strategy regarding existing and future economic conditions within the community. The Housing element presents an inventory of the existing housing stock as well as an analysis of future housing needs based on population and household projections. The Transportation element provides an inventory of the existing transportation system and an overview of transportation needs. The Utilities and Community Facilities element inventories existing utilities and community facilities including schools, recreational facilities, cemeteries, communications, gas, electric, public safety and emergency response services. It also addresses how population projections will affect the efficiency and adequacy of these services. The Agricultural, Natural, and Cultural Resources element describes the physical setting and cultural resources of the planning area and evaluates how they will affect or will be affected by future growth. Specific natural areas and cultural/historical landmarks are identified for protection and preservation. The Land Use element inventories and describes existing land use patterns and includes a projection of future land use demands. The Intergovernmental Cooperation element addresses programs and policies for joint planning and decision-making efforts with other jurisdictions including school districts, adjacent local governmental units, and state and federal agencies. The Implementation element contains a recommendation and action plan to assist implementation efforts of the comprehensive plan.

Policies and programs that are relevant to the Village can be found in Appendix E. The future land use map and the goals, strategies and recommendations related to each element are contained in Chapter 2: Plan Framework.

Interrelationships Between Plan Elements

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affects the types of housing that can be built within the Village, thus affecting the affordability of housing.

Chapter 2: Plan Framework integrates the goals, strategies and recommendations into one location, Exhibit 2-1 Year 2035 Land Use Framework, which not only depicts future land use but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited to, natural resources, potential upgrades to transportation infrastructure (trails, roads, transit) and public infrastructure (wells, landfills).

State of Wisconsin “Smart Growth” Comprehensive Planning Goals

In addition to the goals, strategies and recommendations outlined in this plan, the plan also addresses the 14 goals for comprehensive planning established by the State of Wisconsin Act 9 in 1999. The 14 goals include:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit dependent and disabled citizens.

PLANNING PROCESS

The Village of Hortonville's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff and Visioning, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The Village's Planning and Zoning Commission worked with East Central staff on the development of the plan.

The first phase (Organization) involved the creation and development of the public participation plan. A webpage dedicated to the planning effort was established to keep interested residents informed of the process. Finally, Ex Officio Commission Members were appointed to the Hortonville Planning and Zoning Commission for the purpose of providing input into the comprehensive planning process.

During the second phase (Plan Kickoff and Visioning), a news article appeared in the spring edition of the Village Voice to let community members know that the Village was embarking on a comprehensive plan update. General information about comprehensive planning and the process were discussed at an initial meeting with the planning and zoning commission. A community visioning session was held to identify key issues and opportunities that should be considered during the planning effort and an article summarizing the results from the visioning session appeared in the summer edition of the Village Voice.

Data from the previous comprehensive plan was used as a starting point for the third phase (Inventory/Analysis and Issue Identification) of the planning effort. Background information was revised to reflect new U.S. Census data and updated to reflect changes to the physical, social and economic resources of the Village. This data was analyzed to identify existing and potential problem areas. Using results from the Community and Neighborhood Visioning Session, feedback from the Hortonville Planning and Zoning Commission and Village staff, as well as background data compiled during the inventory stage, key issues and opportunities were identified.

A draft framework plan that included goals, strategies and recommendations was developed for each of the comprehensive planning elements as part of the fourth phase (Plan/Goal Alternative Development). Utilizing the framework plan, input from the Planning and Zoning Commission, the community visioning session and Village staff, a draft framework map (Exhibit 2-1) was created. An article detailing the preliminary goals and progress on the plan appeared in the fall edition of the Village Voice.

The fifth phase (Plan Implementation) established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were developed to ensure that the intent of the plan is achieved. An intergovernmental meeting was held to obtain input from neighboring jurisdictions, county departments, local governmental units and state agencies. An article providing an update on the planning process and adoption procedures appeared in the winter edition of the Village Voice.

The final phase (Plan Review, Public Hearing and Adoption) of the planning process culminates in the adoption of the comprehensive plan update by the Village Board. Draft plans were provided at various locations in the Village, as well as on the Village website. Following the

publication of a 30 day notice in the local newspaper and a public hearing, the Planning and Zoning Commission recommended that the Village Board adopt the plan by ordinance.

Public Participation

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines “Procedures for Adopting Comprehensive Plans”, the Village of Hortonville actively sought public participation from its citizens. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. This plan laid out the goals of the public participation plan; public participation strategy, methods and plan adoption procedures.

Public input was encouraged through meetings and activities. ECWRPC staff conducted approximately six (6) public meetings with the Hortonville Planning and Zoning Commission, as well as one community vision session and one public information meeting at the end of the planning effort. All meetings were open to the general public; notices were posted at predetermined public areas. Periodically, articles were included in the Village Voice, the Village’s quarterly newsletter. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Hortonville Public Library, the Village Administrative Office, and the internet. A website specific to the planning effort was maintained throughout the planning effort. To facilitate public knowledge and involvement in the comprehensive planning process, the plan identified four major goals, provided a timeline, outlined notification methods and identified how to submit written comments.

Community and Neighborhood Visioning Workshop

A Community and Neighborhood Visioning Workshop was held on Saturday, May 4, 2013 at the Grand View Golf Club. Twenty-four people participated in the two hour workshop which included a series of five interactive exercises. Key community assets identified by multiple participants included:

- Industrial parks on the Village’s west side;
- Charlie’s Drive-In Restaurant;
- Black Otter Lake and Fishing Pier;
- Otter Miller Athletic Field;
- Grand View Golf Club/Course;
- Wiouwash Trail;
- Alonzo Park and Boat Landing;
- Commercial Club Park; and
- Public school campus area.

Barriers to connectivity/mobility, neighborhood improvements, downtown revitalization and new development were also addressed. People identified areas of congestion and limited parking, as well as a desire to see the Wiouwash Trail extended. Specific properties were targeted for redevelopment and suggestions on downtown redevelopment were made. Finally, future land use preferences were identified. Input from this workshop was used to identify key issues and opportunities. Results from the Community and Neighborhood Visioning Workshop are included in Appendix B.

Neighborhood Identification

A neighborhood is defined as “a geographically localized community within a larger city, town, suburb or rural area. Neighborhoods are often social communities with considerable face-to-face interaction among members.”⁴ To strengthen neighborhoods and community interactions and increase the overall sense of community and identity, an effort was made to divide the Village into individual neighborhoods. During the Community and Neighborhood Visioning Workshop, participants were asked to draw lines to distinguish the individual neighborhoods. When asked what defined a neighborhood, participants responded that they used man-made and natural barriers such as major streets (Main and Nash streets), the Canadian National Railroad, the Wiouwash Trail and Black Otter Lake to define neighborhood boundaries. Besides geographical proximity, other considerations included the age of the housing units or development (older areas versus newer). A composite neighborhood map was developed based on commonalities between the individual maps (Appendix B, Exhibit 2 Village of Hortonville Composite Neighborhoods).

Utilizing the composite map developed during the visioning session; elected officials, members of the Planning and Zoning Commission, and Village Staff created the Village of Hortonville Neighborhood Map (Figure 1-2) found at the end of this chapter. In all, eight neighborhoods were identified within the Village of Hortonville. The neighborhood map should be used by the Village to develop detailed neighborhood development plans for identified growth areas, and to create a neighborhood improvement program for existing neighborhoods.

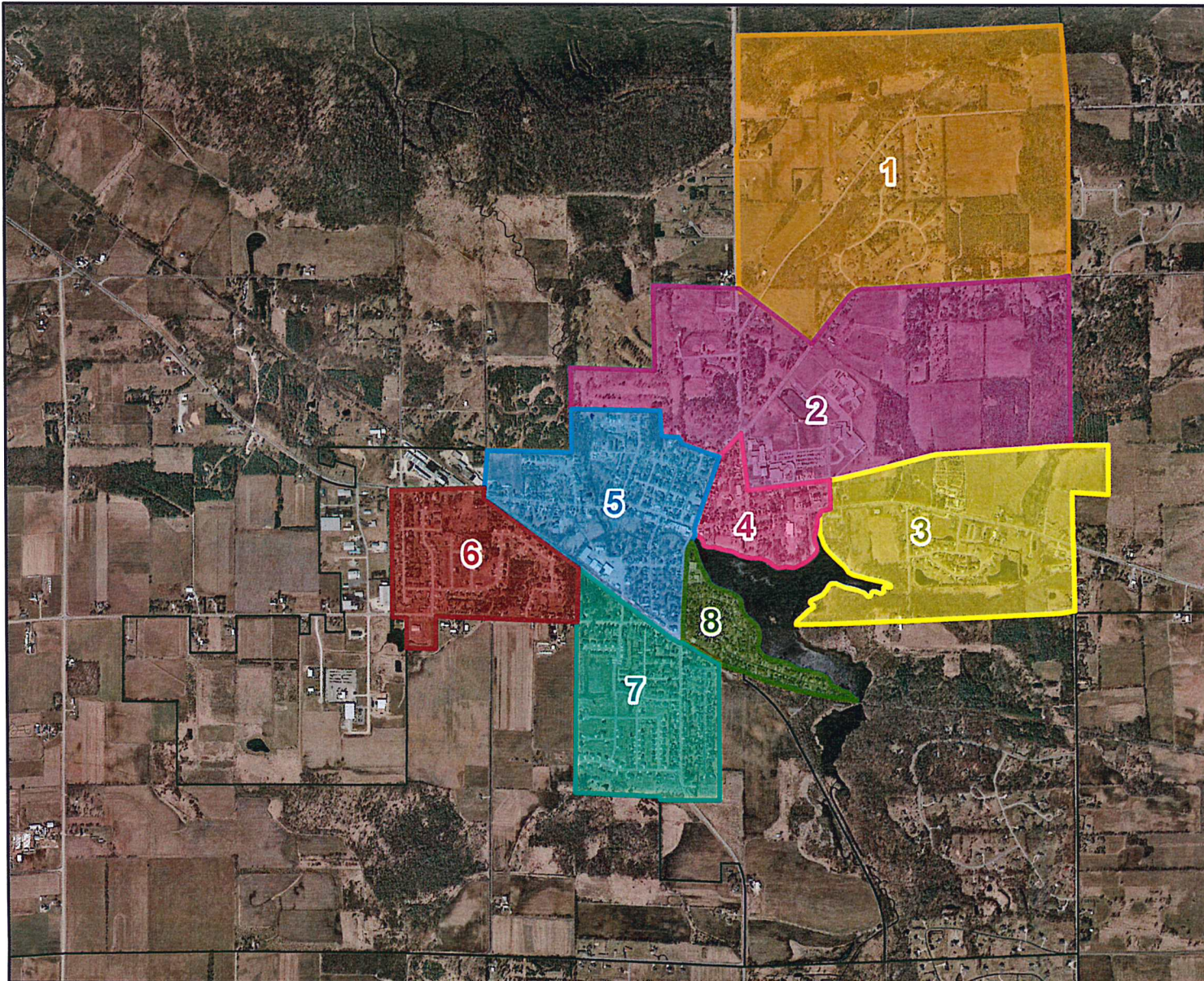
Intergovernmental Meeting

The Hortonville Planning and Zoning Commission hosted an intergovernmental meeting on January 15, 2014. Invitations, which included the plan framework document and map, were sent to neighboring jurisdictions, county departments, local governmental units (i.e. Hortonville-Hortonia Fire Department and Hortonville Area School District) and state agencies.

The meeting was designed as an open forum for the Planning and Zoning Committee to solicit input into the development of the comprehensive plan update, and determine ways that the Village can collaborate, communicate, and coordinate with other jurisdictions/governmental entities. Results from the meeting are contained in Appendix C.

⁴ <http://en.wikipedia.org/wiki/Neighbourhood>.

Figure 1-2
Village of Hortonville
Neighborhoods



Neighborhood

- 1
- 2
- 3
- 4
- 5
- 6
- 7
- 8



Source:
Land Use Created by ECWRPC 2003, Updated 2013
Digital Data provided by Outagamie County 2010

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

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