

## NOTICE OF VILLAGE BOARD MEETING

**DATE:** Tuesday, February 8, 2022  
**TIME:** 6:00 pm  
**PLACE:** Harrison Municipal Building  
W5298 State Road 114  
Harrison, WI 54952

NOTICE IS HEREBY GIVEN that a Village Board meeting will be held at 6:00 pm on Tuesday, February 8, 2022 at the Harrison Municipal Building. This is a public meeting and the agenda is listed below.

**1. Call to Order**

**2. Pledge of Allegiance**

**3. Roll Call of Village Board**

**4. Public Comments**

Please be advised per State Statute section 19.84(2), information will be received from the public; be further advised that there may be limited discussion on the information received; however, no action will be taken under public comments. It is the policy of the Village that there is a three-minute time limit per person. Time extensions may be granted by the President. Please register your name on the sign-in sheet prior to the start of the meeting.

**5. Correspondence or Communications from Board and Staff**

**6. Corrections and Approval of the Previous Meetings Minutes**

a) January 25, 2022

**7. Unfinished Business from Previous Meetings for Consideration or Action**

**8. New Business for Consideration or Action**

- a) Overview of the Village Comprehensive Plan
- b) Discussion/Action on Road Projects for 2022 including Hoelzel Haven Urbanization
- c) Discussion/Action on a Staff Covid Policy
- d) Discussion/Action on a Staff Cell Phone Policy
- e) Discussion/Action on fire department appreciation dinner or other options
- f)

**9. Future Agenda Items**

- a) Discussion/Action on a 5-year Capital Improvement Plan
- b) Discussion/Action/Staff Direction regarding fiduciary management of financial accounts
- c) Discussion/Action on amending our noise ordinance to include decibel limits
- d) Discussion/Action on parking and speed limits in the Village (JB/ML) 10/26/21

## **10. Closed Session**

Pursuant to Wis. Stats. §19.85(1)(c), the Board will meet to consider employment, promotion, compensation, or performance evaluation data of any public employee over which the governmental body has jurisdiction or exercises responsibility. Specifically, to be discussed is the six-month performance evaluation of the Village Manager, present will be the Board and Manager.

The Board may reconvene in open session pursuant to Wis. Stats. §19.85(2) to take action on any matter discussed in closed session or for such other purposes as are allowed by law.

## **11. Adjournment**

Any person with hearing disabilities or requiring special accommodations to participate in the meeting should contact the Clerk's Office (920-989-1062) at least 24-hours prior to the meeting. This is a public meeting.

Agenda posted on Thursday, February 3, 2022 at [www.harrison-wi.org](http://www.harrison-wi.org) and Municipal Building lobby.  
*Vicki Tessen*, Clerk

---

**VILLAGE BOARD MEETING**

**VILLAGE OF HARRISON**

**From:**

Mark J. Mommaerts, AICP, Assistant Village Manager

**Meeting Date:**

February 8, 2022

---

**Title:**

Comprehensive Plan – Village Center Plan

---

**Issue:**

Does the Village Board want to amend the Comprehensive Plan, specifically in regards to the Village Center Plan?

---

**Background and Additional Information:**

The Village Board has requested information on the Comprehensive Plan and Village Center Plan. The Comprehensive Plan was amended/adopted in 2017. The Plan update at the time included the Village Center Plan as an appendix/attachment.

---

**Recommended Action:**

The Village Board has several options to consider. Below are some of the options. Under state statute, the Plan Commission must be involved when amending the Comprehensive Plan. If changes are to be made, such as Comprehensive Plan Amendment and/or Zoning Text Amendments, the Village Board and/or Plan Commission can initiate the amendment process. Such process will include a notice in the newspaper, a public hearing held by the Plan Commission, a recommendation from the Plan Commission, then final approval by the Village Board. An amendment process can take anywhere from 60-90 days.

**Action Options:**

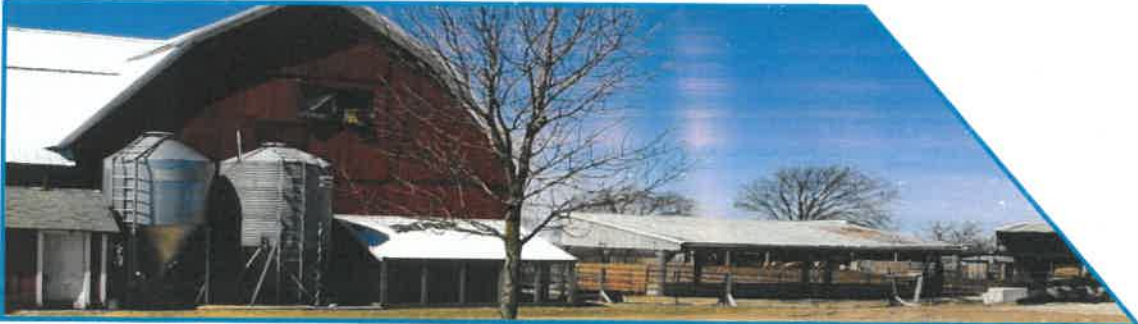
1. Do nothing.
2. Refer item to Plan Commission for recommendation.
3. Refer item to Plan Commission with specific instructions:
  - a. Eliminate Village Center concept and designations.
  - b. Modify Village Center concept.
  - c. Other: \_\_\_\_\_
4. Other: \_\_\_\_\_

---

**Attachments:**

- Land Use Chapter (Comprehensive Plan)
- Village Center Plan
- Village Center Overlay District (Zoning Ordinance)

# Comprehensive Plan - Land Use Chapter



LAND USE

# Land Use

## Introduction

Considering the rapid growth of the community, the village staff gave careful thought to future land use. Public participants had opportunities to review future land use proposals at public meetings. The land use element is essential for creating a useful tool for decision makers to guide growth and development in their communities. The future land use map is also essential for developers to see where the growth is expected.

## Community Survey

Over 54% of respondents agree the Village should enforce community-wide aesthetic requirements for development. 51.7% agree the different types of land uses should be strictly separated. This relates to the overwhelming response of 82.1% that agree the environmentally sensitive areas should be protected from development pressures. The respondents were consistent with their community design and appearance by agreeing that the Village should limit its residential development to mostly single-family detached houses, and limit the development of apartment buildings.

## Existing Land Use Patterns

Existing land use patterns are those that are presently found at a location. Land use is different from zoning. Land use is a broad term that describes the general nature of the activity that exists or may occur on a parcel. Zoning is a specific set of regulations that narrowly defines the specific uses, as well as setbacks, height, floor area ratios, and other site characteristics. For example, a residential land use category might include single-family and multifamily zoning districts. The existing land use patterns for the Village of Harrison are displayed in Map 12.

As discussed before, Harrison land use is predominantly Agricultural (69%) shown in figure 12, followed by residential land use (17%), and

wetlands (13%). Single-family sewered land use is the predominant residential land use (65%) shown in figure 13.

Figure 12: Village of Harrison Land Use Distribution

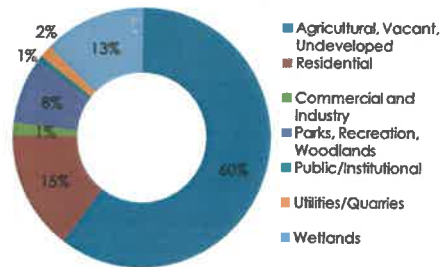
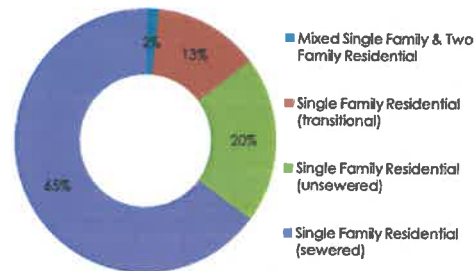


Figure 13: Village of Harrison Residential Land Use Distribution



## Wetlands, Floodplains, and Soil Limitations

The wetlands land use category represents the third largest acreage for land area in the village. Although the wetland sites are scattered throughout the village, three distinct areas have a greater concentration of the acreage as the Floodplain and Wetlands map reveals.

The western edge of the village has an extensive amount of wetlands located south of USH 10 and STH 114, as well as the area located between the highways and the Canadian National tracks. A second area is located east of CTH "N" between USH 10 and STH 114. This area, in particular, has some significant woodland parcels that are worth preserving. The third area that has substantial acreage associated with woodlands and wetlands is located south of the Village of

Sherwood, particularly the area located between Kees Road and South Harwood Road. The land area lying south of Harrison Road also has acreage designated as woodlands and wetlands, with surrounding agricultural lands.

A major challenge facing the Village of Harrison during the planning period will be developing strategies and Village policies that could ensure the preservation of these important, and yet unique land areas.

Areas where soil characteristics may create limitations of varying degrees in the development of building sites are shown on Map 11.

Slight – limitations are minor and easily overcome.

Moderate – limitations can be overcome or minimized by special planning and design.

Severe – development is necessary, a major increase in construction effort, special design, or intensive maintenance is required.

Much of the future development will be encroaching into soils that are considered either severe-moderate or severe. This does not mean development cannot occur, but that construction technique will need to take into account the type of soil in these areas.

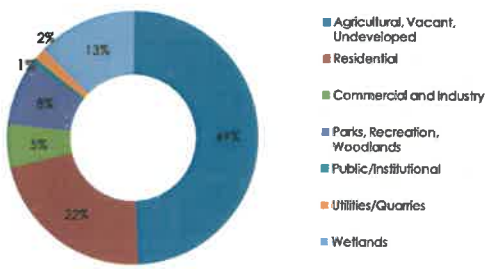
**Future Development Demand**

Considering the Village and Town are expected to increase from approximately 3,980 in 2015 to 4,670 in 2020 and over 6,000 by 2030. Harrison should prepare to add 100-150 units per year based on these estimates. That ranges from 1,200 to 1,800 units over a 12 year period. The Village Center plan includes a suggested 560 units with three phases for development. This leaves between 711 and 1,311 units that will need to be built over that time frame. These new homes will consume a varying amount of land depending upon the density of development, as measured in units per acre.

**Future Land Use Patterns**

Considering the incorporation and expected growth, future land use will change the existing land use patterns. Agricultural, vacant, and undeveloped land will experience an 18.5% decrease. However, the agricultural, vacant, and undeveloped land will be the predominant land use. Single-family sewered and single-family unsewered will experience increases in their land use categories, 62.8%, and 37.9%, respectively.

Figure 14: Village of Harrison Future Land Use Distribution



The future residential land use category adds 1,513 acres of land for future residential development. Table 13 displays the increased acreage for land use categories that will expand in the future.

Table 13: Village of Harrison Increased Acreage

Land Use Classification	Acreage Needs
Commercial	500
Industrial	360
Parks and Recreation	22
Single Family Residential (sewered)	1,273
Single Family Residential (transitional)	240

The Comprehensive Plan's land use goal states: To provide for orderly growth and development that ensures the character, magnitude, and location of all land uses are considered in achieving a balanced natural, physical, and economic environment, and contributes to the general health, safety, and welfare of the Village's residents and property owners.



Objectives identified include ensuring that growth is orderly and that development occurs in a planned and coordinated manner; and ensuring that development is compatible with neighboring land uses and the natural environment and preserves the character of existing neighborhoods, all while considering long-term implications.

Thus, the future land use is to be structured around these two basic premises, the existing conditions and development goals and objectives. The Future Land Use map (Map 13) illustrates the proposed scheme for land use development. This plan map is discussed in the following sections for each land use category.

### **Residential**

Residential development in the Village has been significant in recent years and is perhaps affecting the greatest pressure on the Village rural agricultural character. Because of the Village location with relatively convenient access to the Fox Cities and the communities of Appleton and Menasha, as well as the potential Village Center, and the availability of large acreage for future development, Harrison will continue to experience residential growth. The aim of the land use plan is to guide the growth to appropriate portions of the village and influence the type and design of such development.

Recent residential development has been a mixture of "suburban" residential subdivisions served by public sewer services and rural residential development without public sewer. To achieve the desired mix of residential development, the Village should continue to plan areas for each type of development. Regarding potential residential development served by public sewer and water, the availability of such public utilities is the greatest factor influencing development. The Village has significant control over the location of such facilities and, thus, can help implement the land use plan more easily through the timing and placement of services.

To meet the village's goals and objectives and ensure high-quality orderly growth, several development policies are put forth in this plan.

This section discusses the recommended locations for various types of residential development and the corresponding policies for each type. The recommended future residential development is divided into three areas, each with its own set of guidelines for development. These are described as follows:

### **Sewered residential**

This future land use category is proposed for regions that either already are, or are proposed to be, served by public sewer and water. Because areas either have or are planned to have public sewer services, it is recommended that only development served by public sewer be allowed. Development utilizing private on-site wastewater treatment systems should be discouraged. Because of the inefficiencies and greater costs associated with providing sewer and water services to previously developed areas, it is recommended that limited development occurs in these regions until actual services can be provided.

Parts of this region are included in the Heart of the Valley and Neenah-Menasha Sewer Service Area, which makes such land available to receive actual sewer service. As properties develop, sewer service area amendments should be sought to extend the Sewer Service Area to other parts of this region. The Village will need to reach out to the East Central Regional Planning Commission to prioritize new areas to receive sewer service based on achieving orderly growth, as well as economic and engineering factors. Ideally, growth would occur gradually outward from the existing developed core rather than sporadic and scattered pockets of growth.

Future development served by public sewer should follow the density and standards of the Harrison Zoning Ordinance. That ordinance specifies a maximum density for the following zones:

Table 14: Village of Harrison Zoning Maximum Density

Zoning Districts	Units per Acre
Single-family Residential (RS-1)	3.6
Single-family Residential (RS-2)	5.8
Two-family Residential (RT)	4
Multiple-Family Residential (RM)	6 to 15

The proposed Village Center is a great location for multi-family residences, duplexes, and apartments and townhouses that will act as a transition between industrial, commercial and mixed-use regions and single family residential areas. Multifamily development should be accomplished using the Planned Development overlay district. In this way, the Village will retain control over the location and site design of such uses.

**Transitional residential area**

The second residential land use category is known as the transitional residential area. This region encompasses the north central portion of the village. These areas are planned to receive public sewer and water service by 2030 according to the Sewer Service Area Plans. To balance the need to serve these areas efficiently in the future with the competing pressure for rural residential development before sewer service, the recommendations of this category are geared toward promoting a transition from non-sewered development to eventual hook-up to public sewer service.

Preferably, most of this region will remain undeveloped until public services can be provided, but because of the longer timeframe to extend such services and the pressure for rural residential development, it is recognized that restricting all non-sewered development might not prove feasible. Thus, the recommendation is that limited amounts of non-sewered development should be allowed, but subject to several conditions.

First, all major developments should be established using conservation by design subdivisions. This development technique will allow the development to be shifted to one or a few parts of the overall property, creating community-wide networks of open space. By

grouping the actual home sites, it will be easier to retrofit the development with public utilities since frontages and individual lot sizes will be smaller. Also, conservation by design methods might facilitate the use of cluster systems which in turn would facilitate future changeover to public sewer service.

The second recommended condition for allowing development in this region is that a lower residential density and a minimum amount of undeveloped open space should be established to allow for additional development at the time that sewer service is provided. The general idea of this recommendation is to limit the overall amount of non-sewered development that occurs before public sewer service and to allow for greater density to be achieved when service is provided. The open space that is required for conservation by design subdivisions should be divided into two categories. The first category is permanent open space integrated with the non-sewered development. The second category is additional open space that is set aside for future development when the public sewer is provided. In this way, there will always be open space associated with the initial non-sewered development, yet additional growth is permitted that can allow these regions to be more efficiently and economically served by public sewer.

The details of this approach need to be spelled out within the Village's zoning and subdivision ordinance, although one suggested scenario is to require a maximum density of roughly one lot per 5 acres owned with a maximum lot size of 60,000 square feet. This scenario would allow for some development potential to be realized before the actual provision of sewer service while allowing the created lots to be more efficiently retrofitted with public sewer service at a later date. The balance of the development would be open space. However, once sewer service becomes available, then a portion of the open space would be allowed to develop at the density for property served by public sewer.

A third recommended condition for non-sewered development within the Transitional Residential



Area is to engineer developments with future sewer service in mind. Proper street grades, utility easements, the location of holding tanks and drain fields and other factors should all be examined at the time of development so that it is easier to accomplish hook-up to the public sewer in the future. The village might also consider requiring the installation of the infrastructure so that when sewer service arrives, all that is needed is to connect the pipes.

The Transitional Residential region is envisioned to receive public sewer service eventually. As the Sewered Residential region develops to a degree, then the Village should look to extend sewers to this region. A phasing plan should be developed to determine which specific parts of this region should be serviced first. Once sewer service is provided, development should proceed according to the guidelines for Sewered Residential.

Parts of the Transitional Residential region have been previously developed with on-site systems. Some of these systems are older and there have been some failing systems reported. To prevent pollution problems and to make system upgrades more cost effective for property owners, the Village should extend public sewer service to any areas with known or suspected failures. There are some sewage holding tanks and individual on-site septic systems within the Neenah/Menasha Planning Area and in the Heart of the Valley Planning Area. There are no large holding tanks present in the Neenah/Menasha Planning Area, and only one large holding tank in the Heart of the Valley Planning Area.

### **Unsewered residential**

The third proposed residential area of the Village is the unsewered residential area. The areas are the Northeast portion of the village east of Hwy 55, and the Southeast portion of the village south of Hwy 10. This region is largely rural residential development and is not slated to receive public sewer service in the foreseeable future. Because public sewer service is not expected, rural residential development served by private on-site wastewater treatment systems should be permitted. This unsewered residential

development will allow for the Village to continue providing a mixture of residential types without seriously compromising areas planned for eventual sewer service. It is further recommended that utilizing conservation by design subdivisions is encouraged to promote the preservation of open space and natural areas as well as give greater design flexibility.

Secondly, it is recommended that the total amount of growth within this region is monitored and restricted, if necessary. Although some rural residential development without public services is expected and desirable, a greater share of the future residential development should be steered toward the region served by public sewer service. This approach will allow Harrison to extend needed services in a cost-effective manner, while simultaneously promoting orderly and efficient development that maintains the village's open spaces for a longer period.

In order to achieve the objectives of the land use plan, the Village should strive for a percentage of 75% sewered lots. Growth management techniques such as the sensible use of rezonings from agriculture, limits on the number of non-sewered lots created, establishing primary growth areas, and other restrictions should be employed in the non-sewered regions to achieve this aim.

Like the Transitional Residential region, there may be previously developed areas with failing on-site septic systems. If it proves cost effective, the Village should strive to extend public sewers to serve neighborhoods with known problems.

### **Commercial**

The Commercial areas are planned in the vicinity of County Road KK, Highway 55 near County Road KK, east of Lake Park Rd, and the Village Center. The commercial development along the southern strip of County Road KK and both sides of Highway 55 will allow existing and future business to take advantage of existing natural features and pockets of residential development to break up the commercial development. There are Commercial District design standards included in the zoning ordinance.

Commercial development served by public sewer is preferred for most of the commercial areas. In particular, the County Road KK, and Highway 55 should be reserved for development served by public sewer. These areas are critical for commercial development in the village, and thus high-value, high-employment uses should be directed there. As the population of Harrison rises, there will be a need for more neighborhood-type commercial activities. This type of use would be geared more toward the retail and service needs of the nearby residents as opposed to the highway commercial uses serving the needs of the highway user and entire region. The Village Center is one area for neighborhood-type commercial activities. Examples include grocery stores, hardware stores, and services such as a dental office or banking facilities.

### **Industrial**

The future industrial regions of the Plan are considered light to medium industrial activities. Each of these categories has distinct purposes and recommendations. One of the light industrial locations is north of Hwy 10, allowing convenient access for future businesses. This industrial area is near the Lift Station study area, which will allow for businesses with public water and sewer service needs.

There are four small lot parcels scattered throughout the village with the industrial designation. These parcels are light industrial businesses. However, it is highly recommended to cluster any new industrial businesses in the industrial zoning district.

### **Mixed-use**

The Future Land Use map calls for mixed-use areas along County N from Manitowoc Road to Highway 10, and along Lake Park Road from Woodland Road to Sonny Drive. Only development served by public sewer should be permitted to ensure high-quality high-value developments. The Village should develop a plan to prioritize future expansions of sewer service and to achieve orderly growth outward from the existing development. These mixed-use areas should blend residential, commercial, cultural, institutional, where those functions are

physically and functionally integrated, and that provides pedestrian connections.

### **Village Center**

The proposed Village Center location is along Manitowoc Road. This area is a commercial/mixed-use area that will serve as the Village's commercial and social center. The location has convenient access and high visibility to County Highway N. As discussed in the Commercial uses section, there may be a need for a future neighborhood commercial area. A portion of the mixed-used category should contain neighborhood commercial area. Examples include grocery stores, hardware stores, and services such as a dental office or banking facilities. Also, the Village Center will contain residential units, a village square, parks, and a network of trails for pedestrians and bicyclists. Refer to the Village Center Plan noted as Appendix C of this Plan.

### **Agricultural**

Agriculture is the largest current land use category in the village and will continue to be the largest land use even with the future development. As development pressure slowly erodes the amount of farmland, the predominance of agriculture in Harrison will remain evident for some time. The preservation of active farming regions helps to direct development to other parts of open space, which partly define the village's character.

The southeastern portion of the village is planned for agricultural usage. This large region contains no intensive development or subdividing activity. Also, this area is not in a sewer service plan area. The primary recommendation is direct future growth away from this region for other parts of the village. Limited amounts of new scattered residential parcels should be allowed, but rural residential subdivisions should be disallowed until other parts of the village develop to a greater degree.

### **Institutional**

For educational facilities, the Village of Harrison is served by the Kimberly School District and Kaukauna School District. Currently, Sunrise Elementary and Woodland Elementary & Intermediate School are both located in the

Village of Harrison. According to the Kaukauna Area School District (KASD) Long Range Facilities Plan, dependent on growth and sanitary and water service, the area between Highway KK, Highway 55, State Park Road, and Manitowoc Road may provide a potential site for a new KASD school. It is recommended that Harrison meet with officials of the KASD to discuss any other potential school sites and take appropriate actions to identify and reserve sites.

Currently, Village offices are located at the intersection of Highway 114 and State Park Road. There are two fire stations, one that serves the southeastern area of the village, and another that serves the western half of the village. The Waverly Sanitary District office is in the village. The Village Center concept plan includes a Municipal Building that house the Village offices and fire station.

### **Recreational**

There are four park sites in the Village of Harrison. Clover Ridge (mini-park), Darboy Community Park and Harrison Athletic Association Fields are Neighborhood Parks, and High Cliff is a State Park based on state classifications. Also, the Village maintains six special use boat launches and access areas. These recreational areas total over 58 acres. The Harrison schools also have recreational land available for public use. There is a Golf Course, a private park, a sports complex, and church facilities with playing fields.

According to the Town and Village of Harrison Comprehensive Outdoor Recreation Plan 2015-2019 (CORP), the village is in need of additional recreational space. The future land use map shows areas for additional park spaces and pedestrian corridors. As seen in the CORP, there is potential for a regional park with connected trails throughout the community. Also, the Village Center provides additional recreational areas and pedestrian corridors.

### **Potential Land Use Conflicts**

At this time, the Village Center and Industrial Park areas have not been developed. The village staff will need to make sure to enforce design standards for the industrial park parcels that face the Village Center.

## **Goal, Objectives, Policies**

### **Goal**

*To provide for orderly growth and development that ensures the character, magnitude, and location of all land uses are considered in achieving a balanced natural, physical, and economic environment, and contributes to the general health, safety and welfare of the Village's residents and property owners.*

### **Objectives**

1. Ensure that growth is orderly and that development occurs in a planned and coordinated manner. Make land use decisions in accordance with the approved and adopted Comprehensive Plan, as well as any other pertinent development plans that are approved and adopted. Consider long-term implications of land use decisions.
2. Ensure that development is compatible with neighboring land uses and the natural environment and preserves the character of existing neighborhoods. Maintain separation of incompatible land uses.
3. Encourage and strengthen business districts and general urban function by channeling new developments to the appropriate zoning districts set aside for those land use purposes. This includes developing a vibrant Village Center district with mixed uses, and which makes use of high-quality multi-use buildings, features, and natural resources, while encouraging architectural integrity and community character.
4. Maintain and enhance the general community appearance and aesthetics of Harrison.
5. Maintain the efficient and economical delivery of Village utilities by ensuring that new development is coordinated with existing and planned services.
6. Participate in local and regional planning efforts to achieve a well-planned regional land-use pattern.

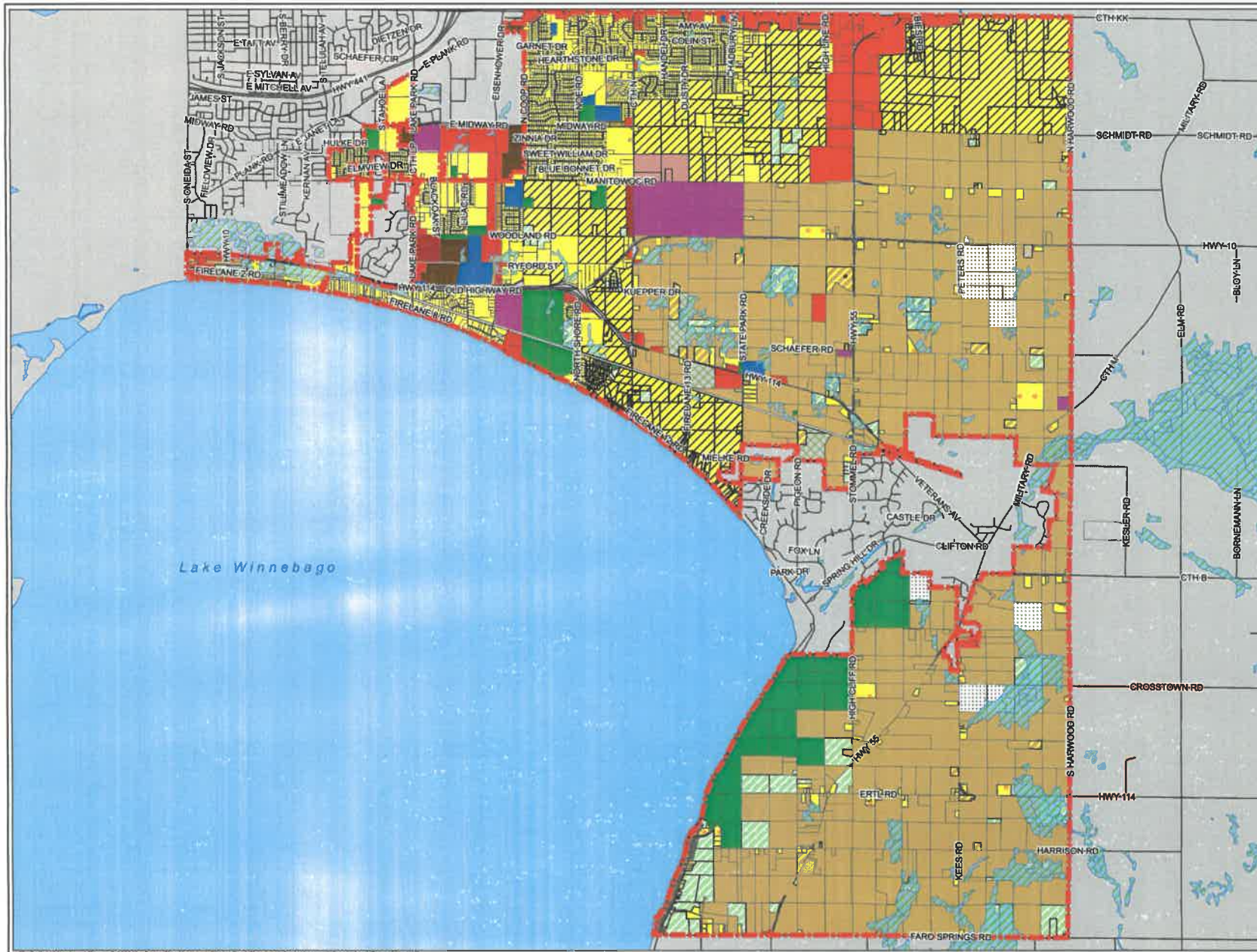
7. Involve community residents in planning future growth and enhancing existing districts.
8. Protect environmentally and culturally important areas from development, such as environmental corridors.

### **Policies**

1. Develop a Encourage new development be located where Village services such as streets, sanitary sewers, public water mains, and stormwater facilities can meet the needs of the new development. Develop or revise regulatory tools needed to promote compact development in areas that can be efficiently served by existing Village services.
2. Amend the existing zoning map to be consistent with the recommendations of the Comprehensive Plan.
3. Require developers to pay their "fair share" for improvements needed to support new development requests.
4. Require that all new non-agricultural development located within the Village of Harrison's Sewer Service Area be served by municipal services.
5. Encourage, and provide land for industrial development that through appropriate zoning district designation and adherence to proper planning principles will foster a diversified economic base while not being detrimental to the Village's aesthetics and quality of life.
6. Regularly review the Land Use chapter of the Comprehensive Plan to identify amendments needed for the Plan to continue to effectively guide land use development decisions. Approve major deviations from the recommendations in the Plan only through a formal amendment.
7. Promote architecturally compatible commercial and residential building types to enhance the aesthetics of the Village. Develop a set of building and design standards as needed.
8. Identify, establish, and map environmental corridors. Preserve and enhance the attractiveness of natural features and environmental corridors in order to protect water quality and wildlife habitat, and to

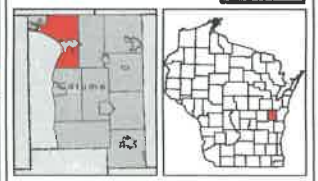
- maintain the rural character of the community.
9. Encourage large ownership parcels to be developed as planned developments, rather than subdivided into lots without a coordinated development plan.
10. Incorporate the concerns of community residents in planning future growth and development in the Village.
11. Require new development to bury power utility and telephone lines.
12. Continue to enforce the sign ordinance in the Village to regulate the location, size, and appearance of signs.





- ### Future Land Use Village of Harrison
- Single-Family Residential (sewered)
  - Single-Family Residential (transitional)
  - Single-Family Residential (unsewered)
  - Two-Family Residential
  - Multi-Family Residential
  - Mobile Home Park
  - Farmstead Homes
  - Village Center
  - Commercial
  - Mixed Use
  - Parks and Recreation
  - Industrial
  - Public/Institutional
  - Ag. Vacant, Undeveloped
  - Special Ag/Nurseries
  - Woodlands
  - Utilities/Quarries
  - Village Boundary

Map 13



**Date Created: 12/22/2016**  
**Date Amended: 02/17/17**  
Data Sources: Data Sources: Horizon, Calumet County, & Vierbicher

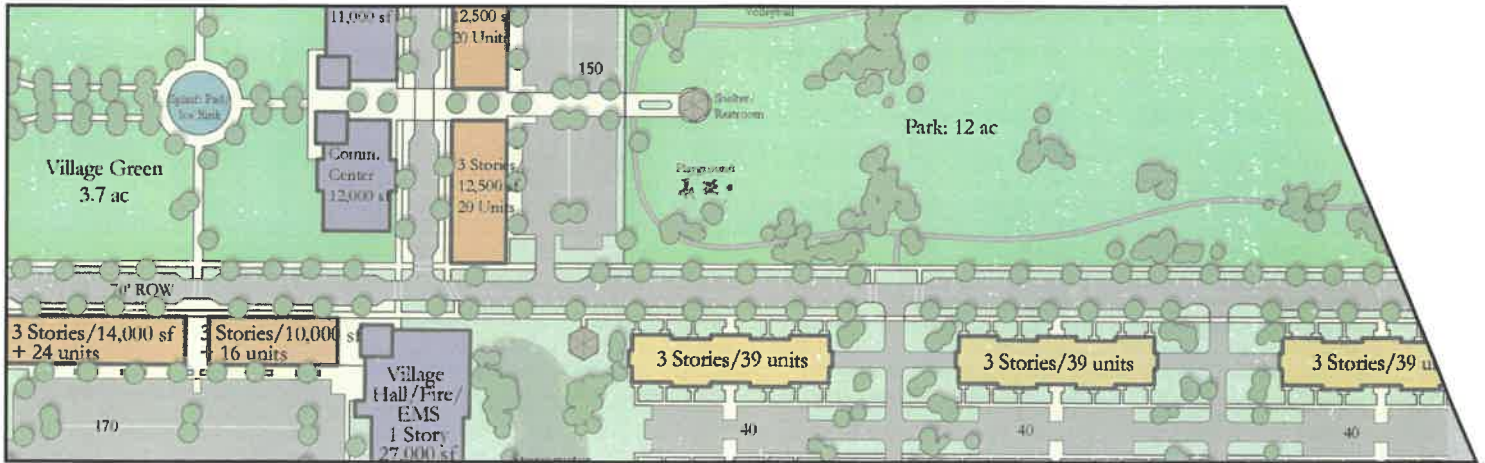
**vierbicher**  
 planners engineers advisors

REEDSBURG - MADISON - PRAIRIE DU CHIEN  
 999 Fourth Drive, Suite 201, Madison, WI 53717  
 Phone: (608) 826-0532 Fax: (608) 826-0530

File Path: \\s:\utah\utah\ Villages\133323 - Comp Plan Update & District Plan\Planning & Zoning\Map & Rendering\Comp Plan Map



# Comprehensive Plan - Village Center Plan



## VILLAGE CENTER PLAN

VILLAGE OF HARRISON

FEBRUARY 2017

vierbicher  
planners engineers advisors



# ACKNOWLEDGEMENTS

We would like to thank the Village and Town Board, the Plan Commission, and Village Staff for their role in this Plan. These individuals include:

## **Village Board**

James Salm, President  
Tamra Nelson  
Dave LaShay  
Kevin Heitpas  
Joseph Sprangers  
Ryan "Buddy" Lisowe  
Tyler Moore

## **Plan Commission**

Darlene Bartlein, Chair  
Dennis Reed  
Jerry Bartlein  
Kevin Hietpas  
Jim Fochs  
Jim Lincoln

## **Steering Committee**

Dave LaShay, Village Board  
Todd Romenesko, Calumet County  
Bob Mayfield, Kimberly Area School District  
Jim Fochs, Plan Commission  
Matthew Payette, Calumet County  
James Salm, Village President  
Mark Duerwaechter, Kaukauna Area School District  
Bob Drifka, Drifka Group, Inc.  
Rich Kindschi, Blanchard Institute  
Andy Uecker, Rucon Construction  
Paul Klister, Commercial Horizons  
Dave Schmalz, McMahon Associates

## **Village Staff**

Travis Parish, Village Manager  
Mark Mommaerts, Planner  
Jennifer Weyenberg, Clerk  
Carie Krause, Deputy Clerk  
Bob Kesler, Public Works Director

## **Village Center Plan prepared by:**

**Vierbicher**  
999 Fourier Drive Ste. 201  
Madison, WI 53717  
608.826.0532  
[www.vierbicher.com](http://www.vierbicher.com)

Plan Adopted by Village of Harrison on  
February 28, 2017

© 2017 Vierbicher

# CONTENTS

## **ii Introduction**

### **1.2 Planning Process**

- 1.2 Background
- 1.2 Public Participation
- 1.7 Site Plan Concepts

### **2.2 Final Concept Plan**

- 2.2 Final Concept Plan

### **3.2 Design Guidelines**

- 3.3 Application
- 3.3 Site Planning Guidelines
- 3.4 Primary Façade Design
- 3.4 Secondary Façade Design
- 3.4 Building Massing & Façade
- 3.4 Articulation
- 3.5 Building Setbacks & Public Realm Interface
- 3.6 Doorways, Porches, and Upper Floor Windows
- 3.7 Building Materials
- 3.7 Parking & Driveways
- 3.7 Signage
- 3.8 Awnings
- 3.9 Streetscape
- 3.13 Transitional Areas
- 3.14 Street Network
- 3.15 Maintenance
- 3.15 Utilities
- 3.15 Safety and Security
- 3.16 Design Districts

### **4.2 Implementation**

- 4.2 Implementation

## **Maps**

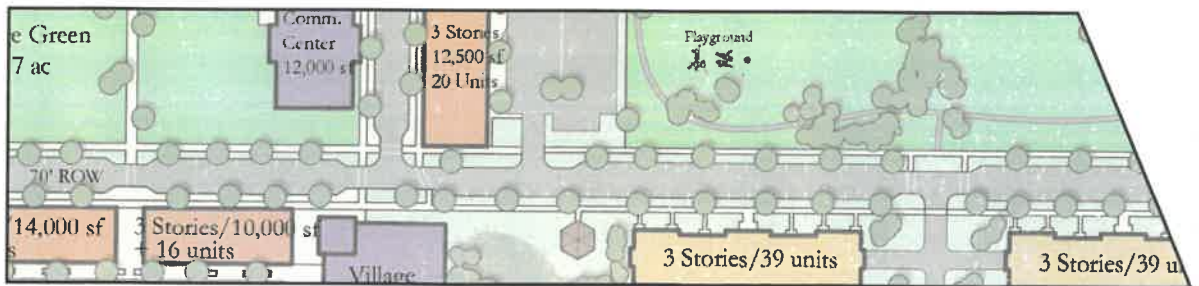
Concept Design A.....	1.8
Concept Design B .....	1.9
Concept Design C.....	1.10
Final Concept Design Plan Option No 1.....	2.6
Final Concept Design Plan Option No 2. ....	2.7
Green Space Network.....	2.8

## Figures

Figure 1.1: Public Participation Timeline .....	1.2
Figure 1.2: Proposed Site Locations .....	1.7
Table 2.1: Final Concept Plan Summary.....	2.2
Figure 2.1: Park & Trail Network.....	2.4
Figure 3.1: Street Section View.....	3.14
Figure 3.2: Street Section View.....	3.14
Figure 3.3: Design Guidelines Matrix.....	3.16
Table 4.1: Potential Business List.....	4.3
Table 4.2: Potential Developer List.....	4.4
Table 4.3: Village Center Implementation Matrix.....	4.5



(This page intentionally left blank)



## INTRODUCTION

## INTRODUCTION

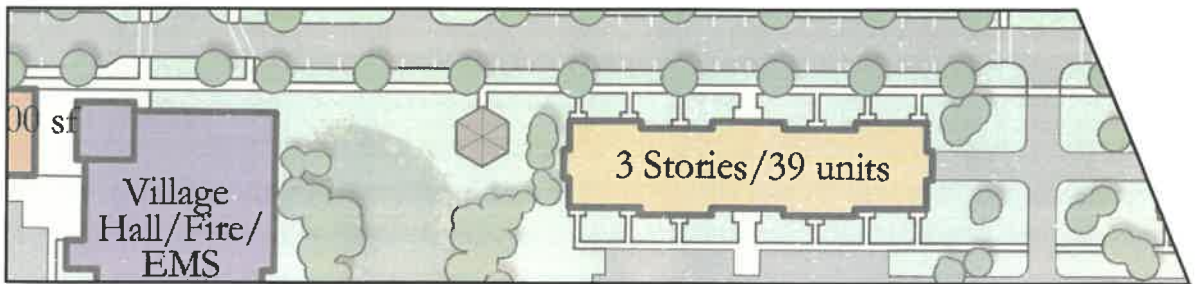
The Village of Harrison incorporated in 2013 from the Town of Harrison and Town of Buchanan. The Town of Harrison completed a Comprehensive Plan in 2004 with an update in January of 2010. However, considering the incorporation of the Village of Harrison and the growth impacting the community, it was prudent to complete a new Comprehensive Plan for the Village. Furthermore, The Wisconsin Department of Administration estimates the Village and Town of Harrison will grow 70% between 2010 and 2040. Harrison is the fifth-fastest growing municipality in Wisconsin and the fastest of those with populations greater than 10,000.

The number of housing units in the Village and Town are expected to increase from approximately 3,980 in 2015 to 4,670 in 2020 and over 6,000 by 2030. The Village of Harrison should be prepared to add 100-150 units per year based on these estimates. That ranges from 1,200 to 1,800 units over a 12 year period. Thus, the Village of Harrison decided to create a Village Center Plan to guide the development of the proposed Village Center. The Village Center is intended to be a mixed-use district that will also function as a focus for civic events, entertainment, and leisure activity in the community

Chapter one discusses the planning process undertaken to formulate the final concept plan for the Village Center, which included feedback from the public gathered at three open house meetings, an online survey, a fourth public engagement opportunity, along with review and discussion by the steering committee, village staff, Village Board, and the Plan Commission. Three initial concept plans were produced for the Village Center, and feedback was sought from the public and Village officials on the ideas presented. Feedback was used to create the final Concept Plan discussed in chapter two and shown on page 2.5.

Design guidelines to implement the Final Concept Plan begin on page 3.1. The Design Guidelines are to establish well planned mixed-use development that promotes economic diversification, employment opportunities, residential uses, and pedestrian activity.

Finally, strategies for implementing the Village Center Concept Plan are listed in a chart in chapter four along with a general business list developed from the Market Analysis, a specific retail list, and a developer list.



## CHAPTER 1: PLANNING PROCESS

# PLANNING PROCESS

## Background

Detailed planning for the Village Center began with a Market Analysis, that was completed separately. The following briefly summarizes the Market Analysis.

Harrison has a local workforce of about 5,900 according to the 2014 American Community Survey, of which all but 300 commute out of the community for work on a daily basis. It is important to continue attracting employers to the community, as a substantial daytime worker population can be a significant element in establishing a retail node. The local retail area (within a 15-minute drive of the community) skewed heavily to the north and west, where about 80% of spending occurs. The regional trade area stretches up to 70 miles away from the geographic center of the village and includes the cities of Green Bay, Manitowoc, Oshkosh, and Fond du Lac.

\$207 million of goods were in demand within the Village and Town boundary, but consumers spent only \$25 million in Harrison. There is a 12% increase in income projected for the municipality by 2020. Additionally, Vierbicher identified several metro-wide retail recruitment targets for the region to pursue that would benefit the Village and Town. In particular, three target sectors have a high business potential for Harrison—an electronics and appliance store, a full-service restaurant, and a gas station. Additional targets for retail recruitment include a grocery store, a pharmacy, and another full-service restaurant, all of which require more households to satisfy the market demand.

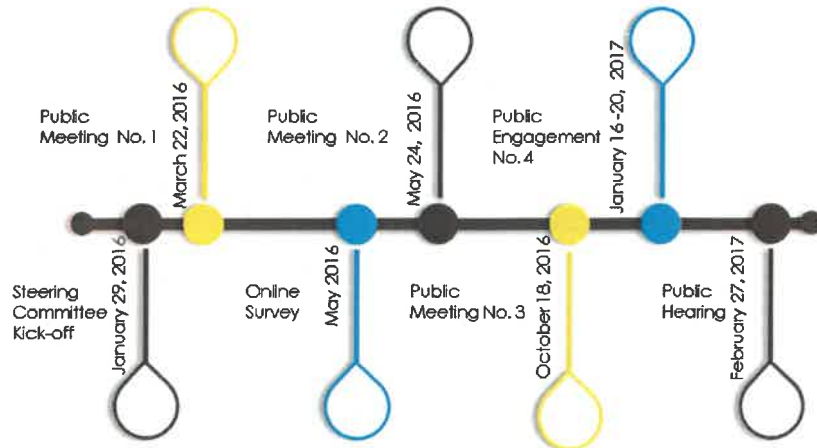
The Village Center will compete with established and emerging developments. In general, retail centers will be located near major highways and major population hubs, and have anchor businesses/entertainment destinations.



## Public Participation

As part of the planning process, Vierbicher and village staff organized a series of public meetings with stakeholders and residents to inform, engage, and obtain feedback on initiatives and plans for the future Village Center. These meetings took several different forms, including small group discussions, presentations, and stakeholder interviews. Additionally, an online survey was made available between the first and second public meeting. Figure 1 displays the timeline of the first steering committee meeting,

Figure 1.1: Public Participation Timeline





the public meetings, the online survey, and the public hearing. While not shown on the timeline, the steering committee met continuously throughout the planning process. Descriptions and results of these meetings are included in the following sections.

### Public Meeting #1

At the March 22, 2016, open house, Vierbicher introduced the project approach and timeline along with a public participation plan that features additional public meetings, stakeholder focus groups, steering committee input, online survey and interactive online platform use, and additional community events. The meeting also discussed Comprehensive Plan goals, Village Center goals, and new overall goals for the municipality.

During the public input portion of the meeting, attendees were asked to discuss the following questions to assess their vision for the community's future:

- What's your vision for Harrison?
- What do you like about Harrison?
- What makes you excited?
- What don't you like?
- What makes you anxious?
- Where should the Village Center be located?
- What should the Village Center be like?

The responses from attendees were classified as strengths, weaknesses, opportunities, or threats.

#### Strengths:

- Rural feel, but close to urban area
- Kimberly School District
- Low Taxes
- Access to natural amenities
- Friendly, good people
- Community Pride

#### Weaknesses:

- Traffic
- Speeding
- Hard to find Fire dept. volunteers
- Suburban expansion
- Haphazard development
- Not enough trails
- No shoulders
- Limited safe routes to schools
- No community pool

- No Parks departments
- Slow police response times
- Poor water system
- Village to public communication

#### Opportunities:

- Economic growth
- Re-uniting Town and Village
- Expanding trail system
- New ball fields and parks
- Eisenhower extension
- CTH LP improvements
- Expansion & extension of utilities

#### Threats:

- Development pressures/urbanization
- Schools needed
- Growing too fast
- Funding public improvements
- Property tax increases
- Property value instability due to market
- Storm sewer/drainage infrastructure
- Traffic
- Eisenhower extension

### Online Survey

An online survey was made available to the residents to give feedback on the nine elements of the Comprehensive Plan and the Village Center Plan. A total of 149 people completed the online survey. The survey asked respondents for their thoughts and comments on housing, transportation, land use, community character, utilities, businesses, agricultural resources, parks, commercial activity, primary entryways to Harrison, and intergovernmental cooperation.

Respondents noted a high need for shops, retail, grocery and drug stores along with restaurants and coffee shops. The respondents commented that they would like to see additional businesses such as a sports complex, doctors office, repair shops, gas station, hotel, and yoga studio or athletic gym. Respondents commented that Highway 10, Highway 114, County N, and County KK were the most appropriate areas and corridors for general commercial development. The majority of respondents disagreed (35.3%) that there should be a greater mix of housing units. In the comments section and from the visual preference survey conducted in public meeting #2, it is evident that the community did not

want to see large apartment complexes. The preference was for smaller apartment complexes and townhomes. Additionally, the respondents noted a high need for more open space, trails, and parks.

### Public Meeting #2

On May 24, 2016, Vierbicher presented information about "Village Centers," and examples of development within the Village Center along with general trends occurring in communities across the country, including growth in senior and "Millennial" population segments, growth in apartments/attached housing units, consumer preference for "the Main Street" shopping experiences instead of enclosed malls, and a return of the population to urban areas. Additionally, Vierbicher presented the Village of Harrison Market Analysis. The meeting participants had the opportunity to review and comment on the following:

- Visual preference survey
- Open Space
- Village Center location
- Programming and mobility

### Site Design

The Visual preference survey demonstrates the type of building design desired for the Village Center. The Visual Preference Survey asked people to rate a series of 30 pictures in three categories (commercial, mixed-use, and multi-family residential) from 1 (worst) to 5 (best). The best two and the worst two from each category are shown on the following pages (the number shown is the average rating).

A general pattern emerges when looking at the best-ranked and worst-ranked photos. People generally liked buildings of three stories or less that used a variety of high-quality façade materials in a variety of colors, pedestrian-friendly features such as awnings, variation in architectural detailing to visually break up walls. "Village" style sloped roofs tended to score higher as well. Feedback from the survey has been used to draft the concept design and the design guidelines in Chapter 3.

Commercial Best #1 3.69



Commercial Best #2 3.59



Commercial Worst #1 1.64



Commercial Worst #2 2.40



**Mixed Use Best #1 3.43**



**Multifamily Best #1 3.41**



**Mixed Use Best #2 2.90**



**Multifamily Best #2 3.05**



**Mixed Use Worst #1 1.68**



**Multifamily Worst #1 1.91**



**Mixed Use Worst #1 2.39**



**Multifamily Worst #2 1.98**





### **Public Realm**

The public realm station offered opportunities to provide feedback on the design aspects:

#### *Public space:*

Participants preferred a central common area with a series of smaller spaces.

#### *Design of the central common area:*

Participants preferred more green area for picnics, lounging, frisbee, and outdoor performances.

#### *Programming for smaller parks:*

Participants wanted a good mix of active uses (playgrounds, splashpads, or sport courts) and passive uses (reading, people watching or socializing).

#### *Public event space:*

Strong support was expressed for a farmers market, outdoor movies/concerts/theater, food/cooking festivals, and art/craft festivals.

#### *Event attendance:*

A majority of participants indicated they would attend events at the Village Center on a monthly basis, while three of the nine reported they would attend events once a year.

#### *Parking design:*

A majority of participants said they would be willing to park and walk to shops rather than needing to see parking directly in front of their intended destination.

#### *Sidewalk design in commercial areas:*

The majority of participants wanted sidewalks wide enough for sidewalk cafes, shoppers, and landscaping.

#### *Bicycling:*

Participants felt it was essential to accommodate bicycling to encourage alternate modes of travel.

#### *Terrace design:*

There was a show of support for a traditional, formal terrace area with landscaping and street furniture where appropriate.

#### *Street furniture:*

Participants noted they prefer a modern spin on traditional style while one participant noted classic materials.

### **Desired Businesses**

There was a variety of desired retail, restaurant, and service establishments suggested for the Commercial Core, with a focus on stores and services that meet the daily and weekly needs of the population. A majority of participants noted restaurants, banks, law offices, and shopping as the most important businesses. Some also noted personal services such as dentists, and municipal services such as post offices. The last two items were housing opportunities and parks/open space.

### **Site Plan Development & Steering Committee Meeting**

Three site concept design plans were developed for discussion with the steering committee and village staff based on feedback from the public meetings, online surveys, and market analysis. The initial three site locations were selected based on future land use, acreage, proximity to major intersections, and speed limits. The initial three sites locations were:

Site A – Highway 10 and State Park Road

Site B – Highway 10 and County Road N

Site C – Highway 14 and County Road N

The steering committee reviewed the draft concept design plans for each site and provided input on the building layout, road network, civic building location, green space, and parking layout. During the steering committee discussion, several issues were presented about the site C location, such as proximity to wetlands and soils for development. Considering this information, an alternative site C was proposed and discussed with the village staff before public meeting #3. The alternate site C located off Highway N and Manitowoc Road was recently purchased by the Village. An alternative site C concept was designed with comments from the steering committee meeting.

### **Public Meeting #3**

At the third public meeting, participants were given an overview of the previous meetings, along with issues and opportunities in the Village. Meeting attendees participated in three activity stations. At the first activity station, participants selected from one of four vision statements produced by the steering

committee. At the second activity station, participants gave input on the goals, objectives, and policies for the Comprehensive Plan. At the third activity station, participants provided feedback on the three concept design plans.

Participants were asked to rank the building layout, bicycle and pedestrian network, civic building location, greenspace system, a mix of land uses, parking layout, and road network.

Overall, the meeting participants liked the concept design plans. Not much input was provided for site A or B except that the location was not ideal because of traffic and the roundabout at site B. Site C received the most votes and very few comments. The comments mainly referred to commercial development blocking the park view and moving the Village Hall to an external road because of fire station access. One overall comment suggested more space for sports (baseball, tennis, etc.).

#### Public Engagement #4

In January 2017, the community had an opportunity over the course of a week to stop by the Municipal Hall to provide feedback on the final concept design plan and the future land use map using a comment form. The Village received one comment back from the community. The comment was positive regarding the "downtown" business center because the community member thinks it will create

a sense of community. The community member wants to see more specific transportation network elements that connect to the neighboring properties.

### Concept Design Plans

The concept design plans were created to illustrate the potential development of the three sites. Figure 1.2 identifies the three locations so that the community can select their preferred site and design. The three concept plans are provided in the following pages.

#### Site Plan A

This site contained the most residential units with 413 units. The anchor retail faced Highway 10 and State Park Road. Green space is on the eastern side of the development along with the Village Green in the center of the commercial area.

#### Site Plan B

This site contained the least amount of acres along with space provided for each land use (commercial, mixed-use, civic, residential, and open space). The buildings were clustered on the southern portion of the development with the Village Green in the center of the buildings.

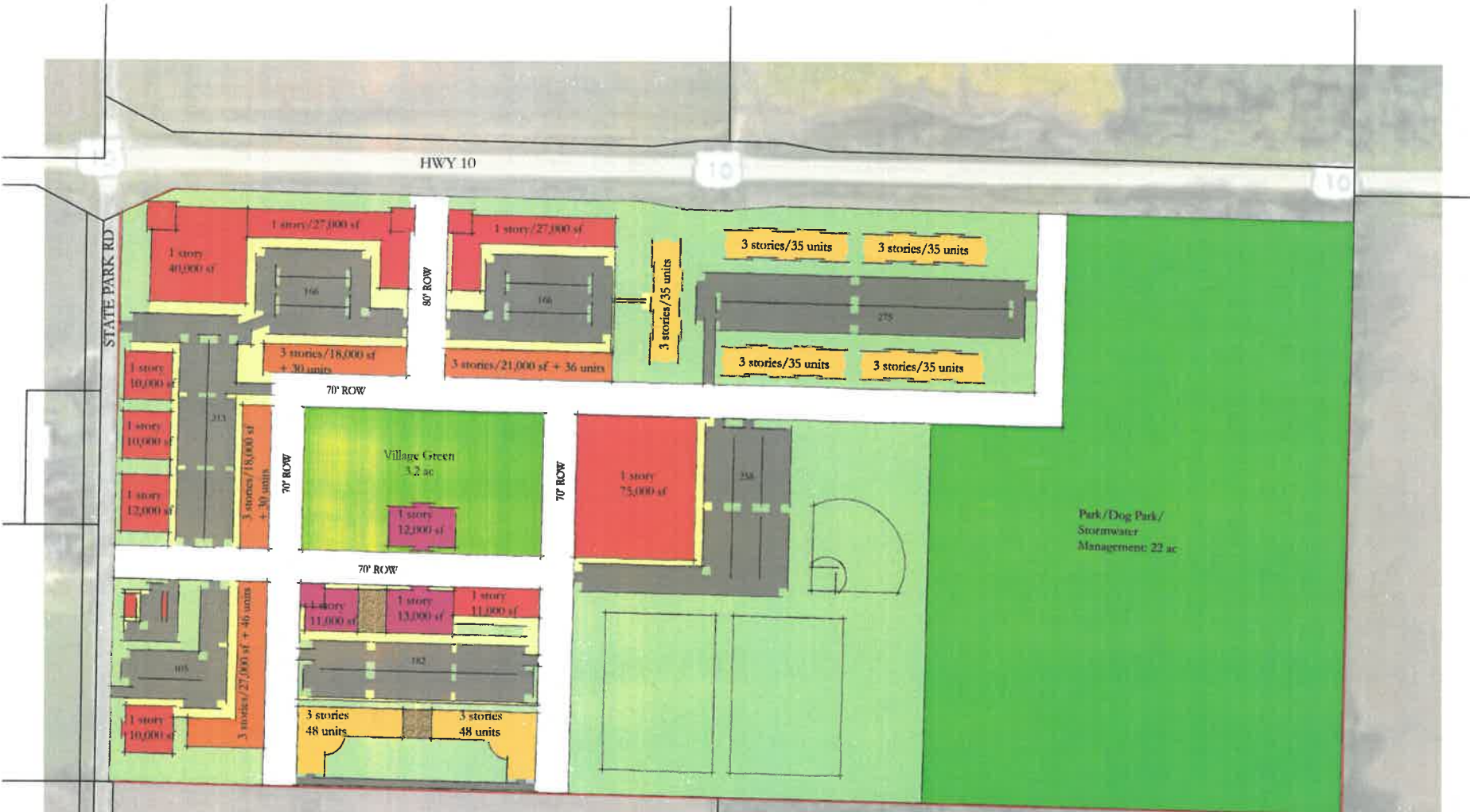
#### Site Plan C

This site contained the most amount of acres (79.7 ac) with the most acreage for commercial and civic uses. Commercial and residential uses are along the two main roads, with the anchor at the corner of Highway N and Manitowoc Road.

**Figure 1.2: Proposed Site Locations**





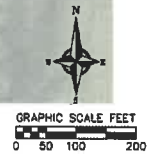


**Site A: State Park Road & Hwy 10**

Total Area: 73 ac

- Commercial: 306,000 sf
- Mixed Use
- Civic (Village Hall, Library, Community Center): 26,000
- Residential Units: 413 (based on 1150 GSF per unit)
- Public Open Space: 25.2 ac

**vierbicher**  
planners engineers advisors

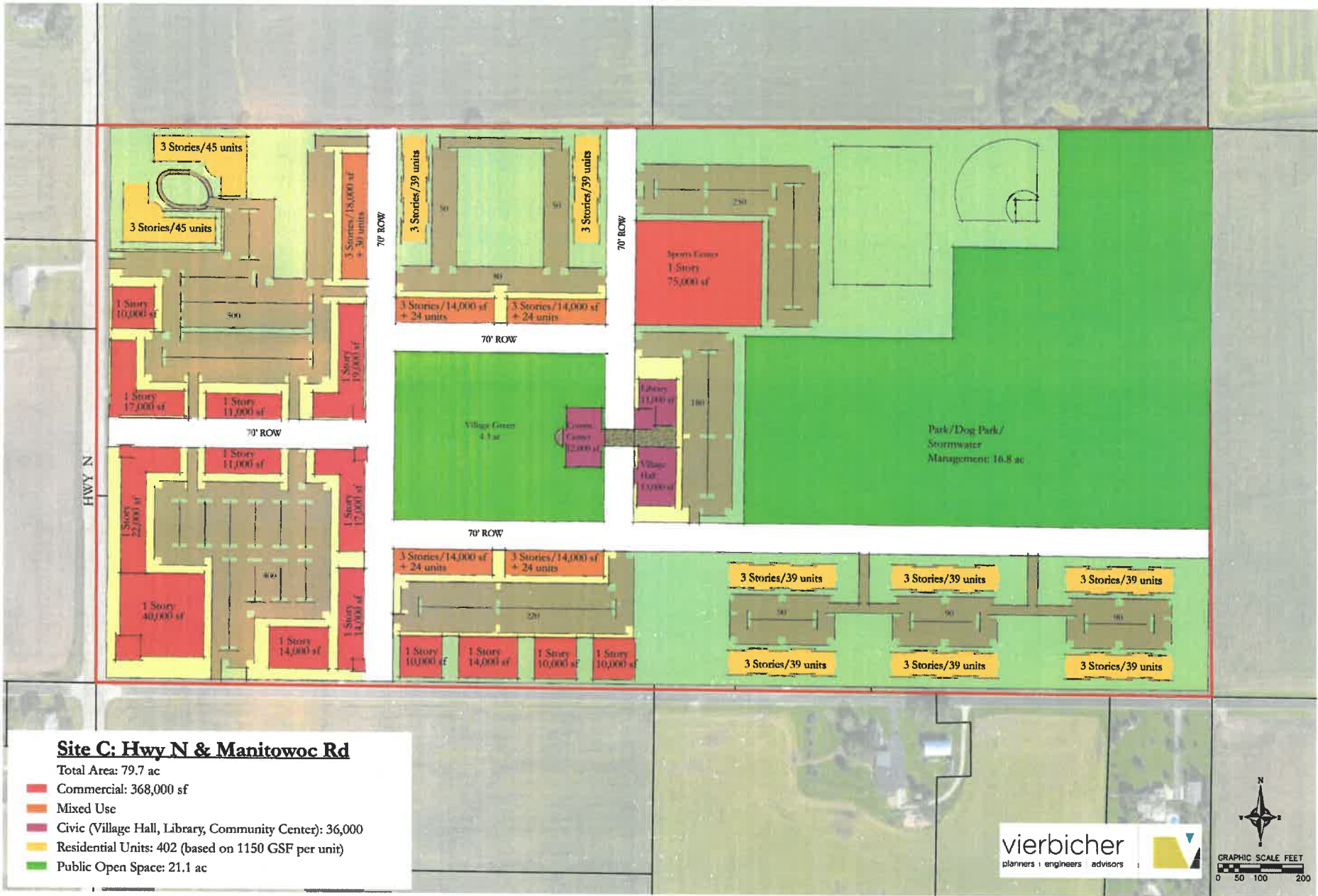


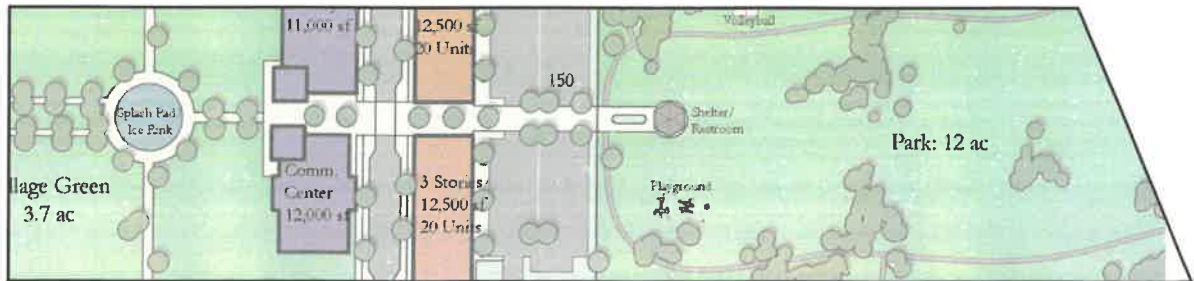


**Site B: Hwy 10 & Hwy N**

- Total Area: 67 ac
- Commercial: 239,000 sf
- Mixed Use
- Civic (Village Hall, Library, Community Center): 22,000
- Residential Units: 341 (based on 1150 GSF per unit)
- Public Open Space: 26 ac







## CHAPTER TWO: FINAL SITE PLAN

## CHAPTER 2: FINAL CONCEPT PLAN

After the third public meeting, the steering committee, village staff, and stakeholders met to discuss the feedback and decided on site C for the final concept plan. The steering committee and stakeholders provided the following additional feedback and discussion for the final concept plan:

- Moving the library onto the Village Green and connecting to the Community Center.
- Adding trails through and around the park.
- Exploring underground parking for the residential buildings.
- Rotate the Village Hall/Fire Department Building so the Village Hall is adjacent to the Village Green while the Fire Department is nearer Manitowoc Road.
- Look at access standards along County Highway N.
- Add pavilion/restroom building and playground to the park area between the soccer field and the park.
- Add pavilion to the green space adjacent to the Fire Department.
- Add a plaza/water fountain feature to the Village Green.
- Ensure the community center has convenient parking.
- Extend the promenade through the parking lot to connect the Village Green to the park area to the east.
- Develop a drive-thru option for the 1 story, 40,000 sf building on the southwest corner of the site (potential Walgreens/ CVS).

Provide a vision for the library building programming or consider relabeling the building to avoid the perception that it will only be a building for stacks of books. Additionally,

during the fourth public engagement opportunity when the final concept design plan and future land use map were made available to the public for comments, several staff and stakeholders brought up concerns about the 75,000 square foot sports center. The village already has an existing sports complex and there is a proposal to construct a large sports complex on the west side of Appleton. Considering the existing sports complex and the proposed sports complex, the village was concerned about the demand for another sports complex.

### Final Concept Plan

Vierbicher took into consideration the comments from the steering committee, village staff, and stakeholders after the third public meeting to create Site Plan C - Option No. 1, which includes a sports complex near the 12-acre park. Also taking the sports complex concerns into consideration brought up during the fourth public engagement, Vierbicher designed a Site Plan C – Option No. 2 replacing the sports complex with additional residential units. The following information describes the Site Plan C - option No. 1 and option No. 2.

### Civic Buildings

Civic buildings anchoring the site include the Library, the Community Center, and the Village Hall/Firehouse/EMS building. These three buildings are located in the geographic center of the site, with the Library and Community Center adjoining the Village Green.

**Table 2.1: Final Concept Plan Summary**

Use	Sq. Feet, Number of Dwelling Units, or acres	
	Option No. 1	Option No. 2
<b>Civic</b>	<b>50,000 sf</b>	<b>50,000 sf</b>
<b>Commercial</b>	<b>346,000 sf</b>	<b>271,000 sf</b>
<b>Residential</b>	<b>560 DU</b>	<b>822 DU</b>
<b>Public Open Space</b>	<b>15.7 ac</b>	<b>16.5 ac</b>

## Commercial Uses

Commercial buildings are clustered primarily in the southwestern portion of the Village Center. All commercial-only buildings throughout the district are single-story buildings. All office space throughout the district is intended to be used for community businesses. Types of businesses that satisfy this requirement include small, professional offices, such as dentists, optometrists, attorneys, architects, engineers, financial advisors and other professions requiring office space. Commercial buildings should seamlessly fit into the overall Village Center site plan so that employees in the area can easily walk to nearby shopping, restaurants, and green space.

## Residential Uses

In option No. 1, residential uses are concentrated along the northwestern and southeastern corners of the site. All residential-specific buildings are three stories, with eight buildings comprised of 39 units each and two buildings comprised of 45 units each. The layout provides residents with easy access to Manitowoc Road and Highway N.

In option No. 2, there are an additional 262 residential units in the northeastern corner of the site near the 12-acre park replacing the sports complex. Four of the buildings have their own courtyard,

In both layouts, The arrangement provides hundreds of housing units within walking distance to retail and office space, which boosts sales, reduces traffic, and increases the area's walkability. The proximity to potential employment, combined with the planned sidewalks and connective street pattern, creates opportunities for residents to bike or walk to work rather than drive.

Mixed-use buildings (multi-family development over retail) are shown fronting the streets facing the Village Green. These units are labeled as "multi-family residential" to allow for condominiums or rental apartments, as the market demands. There are seven buildings total with a combined 158 units. Combining retail and multi-family development provides more consumer spending choice and convenience to residents, and when combined with nearby green space and recreational areas, increases the Village Center's quality of life.

## Open Space

Two main green space areas are shown for the Village Center. Specific uses have generally been omitted, with a few exceptions—the precise design, layout, and uses of the parks should be included in the final individual plans for each of the parks. The two main park areas are:

1. A 12-acre park in the northeast corner. This park adjoins a stormwater management area that is 4 acres. To the west of the stormwater management area, a soccer field and a softball diamond are proposed for the green space on the other side of the tree wall. South of this, a volleyball court, a basketball court, and two tennis courts are shown just north of the park trail. A shelter with a restroom and a youth playground are shown along the western entrance to the park. A promenade connects the Village Green to the park. If option No. 1 is designed with the sports complex, then any open areas should be designed to interact with the nearby Sports Center and Village Green area that are shown on the site plan.
2. A 3.7-acre Village Green in the center of the planning area. The Village Green is intended to be available for both general passive use and for special events. It may contain decorative elements such as fountains and facilities for various active uses. Any active park uses should be planned and designed not only for residents of the immediate area, but also to draw people from the surrounding area. To that end, activities should be both fairly unique, and designed to provide year-round interest. Active uses should be sited within the park in a manner that does not disturb the utility of the area for large special events. A pedestrian circle is shown at the center of the Village Green with space to accommodate a splash pad/ice rink for recreational use.

Three small stormwater management areas of 0.25, 0.4, and 0.6 acres are also shown on the site plan. However, a full study of the Village Center's stormwater management system has not been performed. These stormwater areas should be integrated with their surroundings as an amenity to the development. The green space network is



further called out in the map in Figure 2.1.

### Parking

On-street parking is shown throughout the site plan, with perpendicular parking in the center of quadrangles and parallel parking on connecting streets. On-street parking will be critical for retail areas to provide convenient parking for those wanting to make a quick stop at a store. On-street parking in residential areas actually facilitates pedestrian friendliness by allowing for visitors to park on the street and easily walk to the front door of a townhome or apartment building. Like the retail area, it also provides convenient parking for residents who may be stopping for a short time to pick something up from home, and would prefer to park in front of their building rather than in their typical space.

Parking lots are generally shielded from public streets by buildings. Where parking is shown along public streets, it should be screened by low hedges and fences, interspersed by canopy trees.

While bicycle parking is not specifically shown on the site plan, much of it should be located along public street frontages close to the front doors of businesses, rather than simply placing it in "extra" areas after the parking lot has been laid out. Bike parking close to business entrances is an important

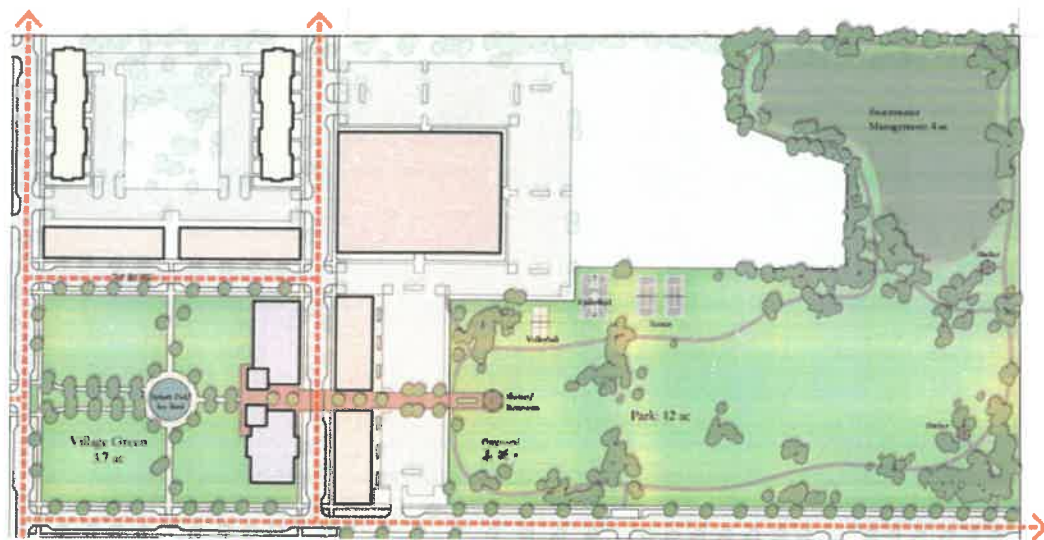
part of accommodating multiple modes of transportation, and can go a long way in encouraging bicycle use. Additionally, underground bicycle parking should be provided if underground vehicular parking is provided. Sheltered bike parking for residents and employees further encourages bicycle use.

### Road, Sidewalk, & Trail Network

The road network throughout the Village Center was designed with the aim of creating small block sizes and three-way intersections. This street pattern creates multiple routes to destinations and maintains the flow of traffic, thus disbursing volume created by the development. Principle rights-of-way are listed at widths of 70 feet, and are designed to connect traffic from outside the Village Center with parking areas in the middle of residential and commercial quadrangles.

Depending on the extent to which dedicated bicycle lanes are ultimately desired and integrated, the width may need to be adjusted. The final design for the principle rights-of-way through the Village Center should accommodate, at a minimum, sufficient sidewalk/terrace space, parallel parking, and automobile traffic. Streets should be designed and posted for a 25 mile per

Figure 2.1 Park & Trail Network

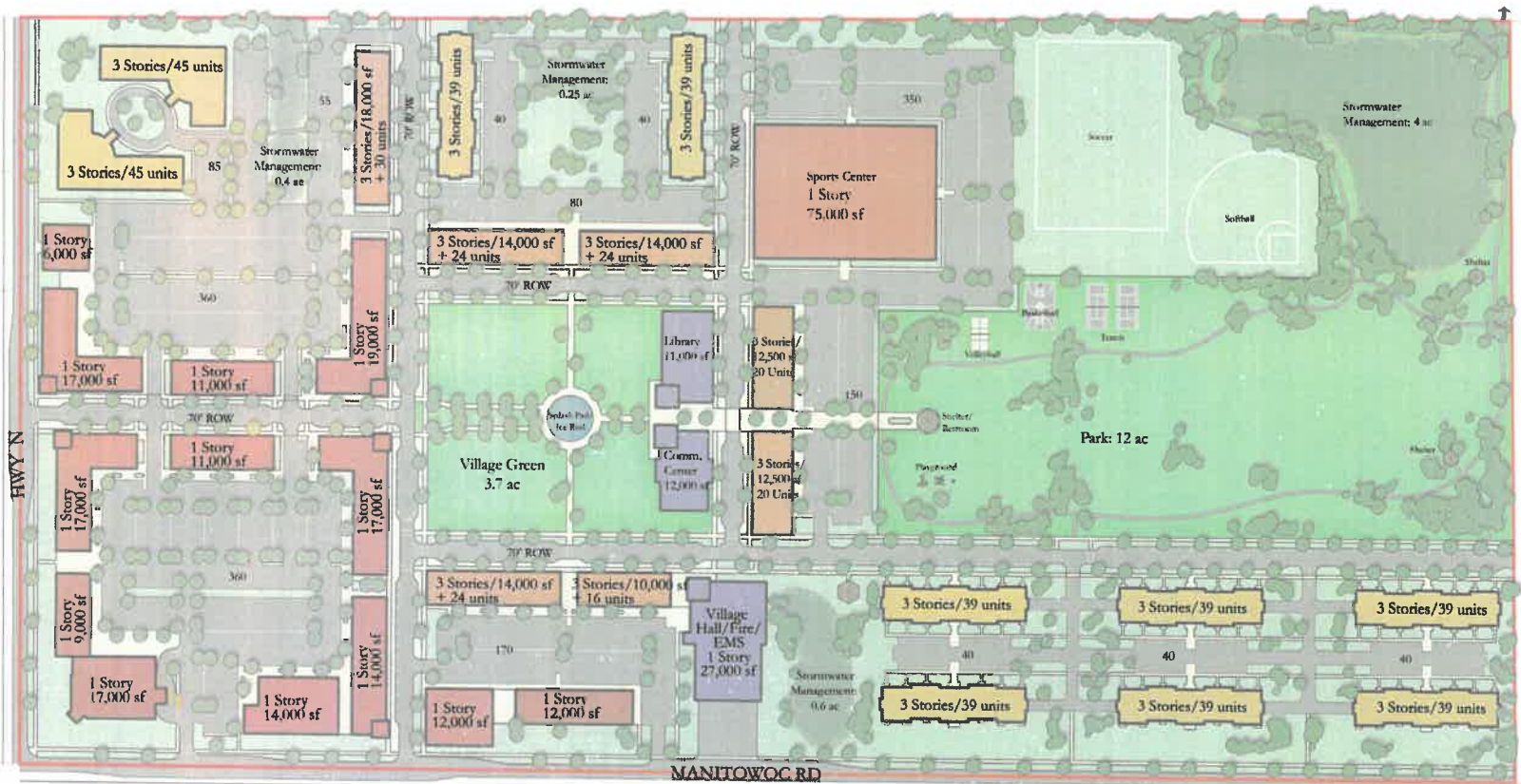




hour speed limit to increase safety for drivers and pedestrians. The design also encourages pedestrian use by creating a network of sidewalks that have direct routes between residential and retail components. Sidewalks are planned for both sides of all public streets, with bump outs at most intersections to make pedestrians more visible to vehicles and reduce the street crossing distance.

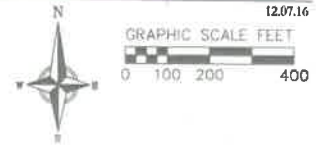
A strong pedestrian connection is shown between the Village Green and Community Center. This connection should be as uninterrupted as possible by driving lanes, and could be designed to host outdoor events such as art fairs or farmers markets.

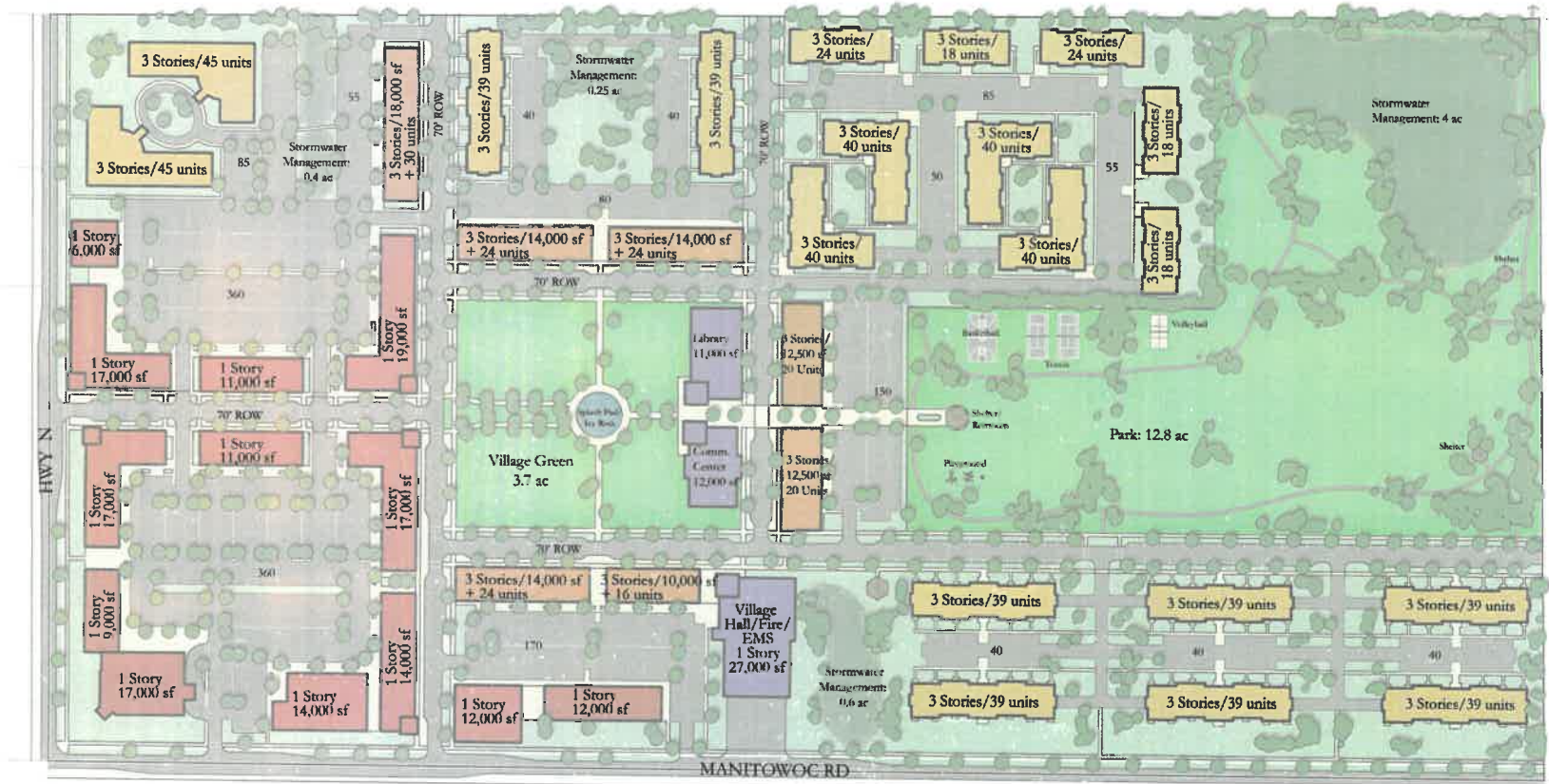
Trails are also shown in the site plan, the longest of which is around the perimeter of a combined 16-acre park and stormwater area in the northeast corner of the Village Center. The actual amount of construction costs will depend upon final design and the timing of construction.



**Harrison Village Center: Hwy N & Manitowoc Rd - Option 1**

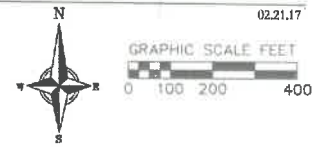
- Total Area: 79.7 ac
- Commercial: 346,000 sf
- Mixed Use
- Civic (Village Hall, Library, Community Center, Fire/EMS): 50,000
- Residential Units: 560 (based on 1150 GSF per unit)
- Public Open Space: 15.7 ac



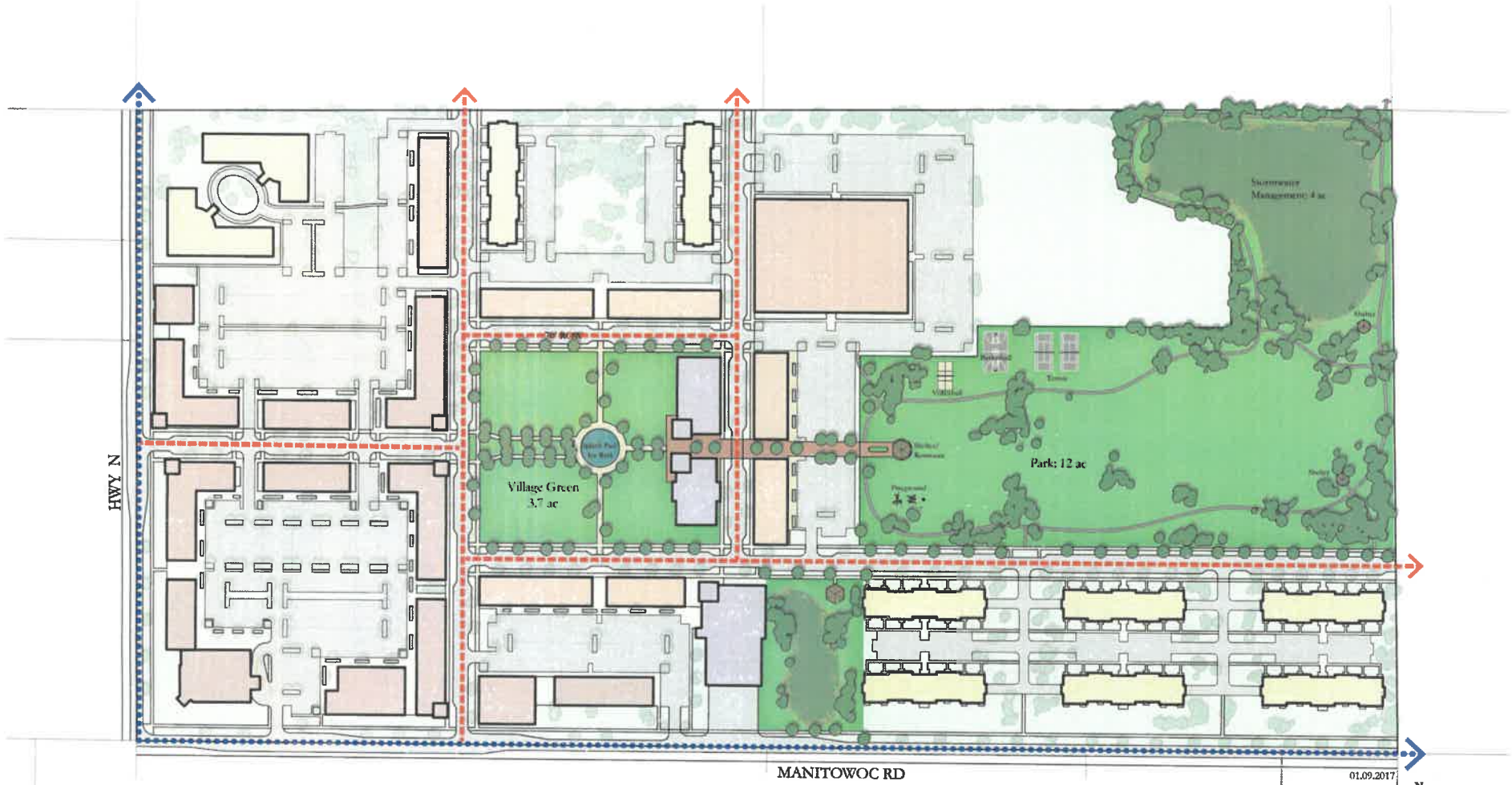


**Harrison Village Center: Hwy N & Manitowoc Rd - Option 2**

- Total Area: 79.7 ac
- Commercial: 271,000 sf
- Mixed Use
- Civic (Village Hall, Library, Community Center, Fire/EMS): 50,000
- Residential Units: 822 (based on 1150 GSF per unit)
- Public Open Space: 16.5 ac



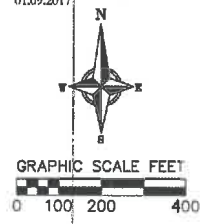




**Harrison Village Center: Parks & Open Space**

- Total Area: 79.7 ac
- Public Open Space: 15.7 ac
- Pedestrian Plaza
- On-Street Bike Route: Sharrow
- On-Street Bike Route: Bike Lane

**vierbicher**  
planners engineers advisors



## CHAPTER 3: DESIGN GUIDELINES

A comprehensive set of design guidelines strengthens the Village Center as the heart of the community. The design guidelines can be used to direct and evaluate future development endeavors in the Village Center that create a sense of place; with safe and walkable streets, architecture designed for human scale and inviting public spaces. A strong sense of place projects a positive image that attracts users to the Village Center and will contribute to the vitality and economic success of Harrison's service providers, retailers, restaurants, residents, and visitors.

The purpose of the Village Center District Design Guidelines is to establish well planned mixed use development that promotes economic diversification, employment opportunities, residential uses, and pedestrian activity. While the guidelines contain language such as "shall," the Village should formally adopt a Village Center (VC) zoning district for the area if it wishes to implement regulations instead of guidelines. Additionally, the design guidelines will create functional and visual diversity as well as a pleasant working and shopping environment, and maintain significant features of the natural environment while allowing flexibility in the design of the new residential development.

The Design Guidelines provide more specific direction for interpreting the standards and analyzing development applications. The Guidelines help the Planning Commission determine if a project design meets the design goals and ordinance requirements.

Implementation of the Design Guidelines relies heavily on the services of architects and landscape architects working as consultants for developers and peer reviewers for the Village. The Design Guidelines provide a context for coordinated discussions of design issues in advance of formal site plan review procedures. This collaborative process ensures that site plans in the Village Center District produce high-quality development that contributes to the community's vision.

### Objectives

The objectives of the Harrison Village Center Design Guidelines are:

1. Encourage quality design for site layout.
2. Encourage quality building design and superior, enduring materials.
3. Reflect the unique identity of Harrison's distinct small town atmosphere through design.
4. Encourage vitality.
5. Promote human scale design through proportional size, mix, and arrangement of buildings and public spaces, and streetscape features.
6. Provide safe and pleasant spaces allowing for circulation of vehicles and pedestrians.
7. Establish connectivity to activity areas such as parks, trails, and residential.
8. Preservation and treatment of natural features.
9. Compatibility with surrounding uses.
10. Placement and orientation of parking.
11. Strengthen the mix of uses within the Village Center.

## Application

The design guidelines should be used as a framework by Village staff, Plan Commission and Village Board and others in reviewing plans and proposals for the new Village Center projects and improvements.

The design guidelines are to be used as a reference by developers and architects as they prepare plans for development projects.

The design guidelines should be distributed to property owners and prospective designers and developers as a statement of the Village's desires and preferences regarding Village Center development.

While the final site plan may not be constructed exactly as shown, the overall principles of pedestrian friendliness should be maintained throughout the area regardless of the precise final building layouts. In general, these principles include such elements as:

- Sidewalks on both sides of streets.
- Inter connectivity throughout the Village Center.
- Buildings that are pulled up to street frontages, with entrances that are easily accessible to pedestrians.
- Lighting and signage that is oriented towards the pedestrian.
- Parking that is hidden or screened from sidewalks while maintaining easy access from parking lots to storefronts.
- Buildings should, as much as possible, use sustainable building technologies for mechanical systems, energy needs, and construction materials.

## Site Planning Guidelines

The following site planning guidelines should be followed:

- Primary building façades and entries should face public rights-of-way.
- Buildings should be placed with a contextual relationship to neighboring buildings.
- Buildings should be placed as close to the street as possible, but allow for pedestrian circulation along the entire façade.
- Consideration for pedestrian circulation through the site and to adjacent sites is required.
- Rear or loading areas of buildings shall not face existing or planned amenities such as parks, open space, water features or public rights-of-way unless visually screened or architecturally articulated.
- Parking lots and drive-through facilities should not be placed between a building's primary façade and a public right-of-way.
- Parking lots should be screened from view from the public right-of-way by building elements, landscape, or other decorative elements.
- Continuity of the Village's standard streetscape design at the front façade is required.
- Development of sloped properties shall be designed in such a way as to maintain the natural contours of the land. Methods such as terraced parking lots stepped building pads, and greater setbacks shall be employed to minimize grade differentials.

It is intended that all new property development within the applicable district comply with the design intent of the Village Center Plan and Amendments. In doing so, the Village Center will develop over time a design context focused on traditional American village center development patterns, with building and street amenity appearance having residential-style details and massing, and human-scale proportions.

## Primary Façade Design

Building walls facing a public right-of-way or pedestrian route are considered Primary Façades. Building mass elements visible from these locations must conform to the requirements for primary building façades.

## Secondary Façade Design

Building walls that do not face a public right-of-way or pedestrian route, or are not readily viewed from a public right-of-way are considered secondary building façades.

Building utility and service areas are to be restricted to secondary façades or are to be concealed within buildings. Waste receptacles, dumpsters, service areas, and outdoor storage facilities require enclosure by a substantial screening system. The screening system must be 100% opaque, meet the height of the enclosed elements (6'-0" minimum) and be shown to be of a substantial construction to meet the anticipated abusive commercial environment.

Secondary entrances to stores and shops should be encouraged where practical, particularly on blocks where public parking or pedestrian walkways are located behind buildings. Rear entrances to stores and shops should be attractive, safe and inviting, and should be characterized by design treatments that are comparable to front entrances.



*Outdoor storage facilities or waste receptacles require enclosure by a substantial screening system.*

## Building Massing & Façade Articulation

The Village regards articulation of a building's mass and façade elements as one of the most important aspects for the Village Center design. These specific massing and articulation requirements provide the building designer with guidelines in developing the façade appearance. This freedom of creativity is intended to encourage building designers to develop design solutions tailored for a specific site, rather than restricting the designer to specific requirements regardless of site characteristics. In general, the following concepts should be carefully considered:

- The massing of large buildings should be broken into several smaller elements to scale the appearance down to an appropriate size.
- Use of decorative building elements in a rhythmic pattern is suggested to break up large building masses.
- Building massing that relates to the design context of neighboring buildings is encouraged. Upper-level setbacks, which create continuous open terraces, may be utilized to create the appearance of a relationship to adjacent buildings while the overall building height must conform to zoning.
- Columns, pilasters, window placement and other architectural features need to be used to subdivide the façades of larger buildings into several smaller vertical segments to reflect the scale and proportion of adjacent properties.
- Incorporation of storefront glazing, awnings and other pedestrian amenities at street-facing façades is encouraged.
- Multiple storefronts that are part of the same building should have complementary façade designs, particularly on color, cornice line, and decorative materials.
- Avoid large blank walls.



## Building Setbacks & Public Realm Interface - Retail and Village Green

1. Face Buildings to the Street – Active building elevations with public access or windows shall face public streets wherever practical.
2. Multiple buildings in a single project must demonstrate a positive functional relationship with one another. This relationship creates opportunities for plazas and pedestrian areas while preventing long rows of buildings. When clustering is impractical, a visual link shall be established between buildings. This link shall be accomplished through the use of an arcade system, trellis, colonnade or other open structures.
3. Open space areas shall be grouped into usable, prominent landscaped areas to provide usable open space within a complex of buildings or project; however, this provision does not require that every building or all areas surrounding buildings provide usable open space.
4. Corner buildings shall be designed to present a visually interesting façade to pedestrians on both frontages; corner entrances are encouraged for corner buildings.
5. Outdoor cafes/seating areas for restaurants are encouraged, where space permits, to enhance the overall pedestrian character of the retail district. Space shall be designated in front of retail buildings to allow for alfresco dining. Spaces between buildings that offer clear, usable shapes may be used for this purpose; however, this does not require that all spaces between or in front of buildings be designed for use as outdoor seating areas.
6. Ground floors of buildings shall contain commercial uses; ground floors of buildings fronting the Village Green shall be reserved for retail/service businesses.
7. Façades facing alleys and parking lots shall have high-quality materials, though the level of detailing may be less than façades facing public streets.



Commercial buildings must be designed to encourage pedestrian activity by facing the street and integrating windows to allow visibility between the interior and exterior of the store. Gooseneck lighting is encouraged.

8. The ground floor and second floor of buildings shall maintain at least 70 percent of the façade at or within three feet of the sidewalk edge.
9. A "bulkhead" or "kneewall" of 20 inches to 30 inches is required between first floor windows and the ground along public streets.
10. Shades/curtains and window treatment at ground level are discouraged. Window treatments for any windows shall be manufactured for such use.
11. Windows shall allow views into the shop working area, and/or lobby. Display cases may be incorporated into interior spaces where open glass storefronts are not feasible.



Outdoor cafes and seating areas for restaurants are encouraged.

12. Windows along public streets shall not be obscured by paper, vinyl coverings, unapproved signage, or interior walls.
13. Spandrel glass, highly reflective surfaces, and tinted glass are discouraged along the ground floor facing public streets. Such surfaces should only be used selectively for decorative purposes.
14. Vertical joints between façade materials should occur only at inside corners or changes in façade depth (note that this does not prohibit expansion joints).
15. Façades facing alleys and parking lots shall have high-quality materials, though the level of detailing may.

### **Building Setbacks & Public Realm Interface - Residential**

1. Numbers 12, 13, 14, and 15 from the preceding section shall also apply to multifamily residential buildings/townhomes.
2. The main entrances for all multifamily and/or townhome buildings shall face a public street.
3. Parking between multifamily/townhome buildings and the street right-of-way shall be prohibited.



*This mixed-use building integrates ground-floor retail and second/third-floor residential, all fronting a public plaza.*

### **Doorways, Porches, and Upper Floor Windows - Retail & Village Green**

1. Primary entrances of buildings with lot lines along a public street shall face the street, be clearly defined, and be at street level. Primary entrances to individual ground-level businesses shall be from the sidewalk, and not from inside lobbies or hallways.
2. Entrances shall be recessed at least three feet from the front lot line to eliminate conflicts between store entrances and the sidewalk.
3. Entrances along a public street shall be open to the public during all regular business hours to encourage pedestrian activity along street frontages (as opposed to parking lot frontages).
4. Lobbies for upper floor residential or commercial uses shall be distinguished from ground level business entrances.
5. Upper story windows shall have a vertical emphasis. Detailing such as muttons or mullions are encouraged where integrated into the building design. To foster authentic architectural detailing, muttons and mullions, where present, shall be exposed to the exterior and not sandwiched between panes of glass or located on the interior of the window.
6. Shutters, if provided, shall be authentic to the architectural style and sized to fit the windows.
7. Bay windows, if proposed, must be appropriate to the overall architectural style of the building.

### **Doorways, Porches, and Upper Floor Windows - Residential**

1. Primary entrances of buildings with lot lines along a public street shall face the street and be clearly defined.
2. All multifamily residential/townhome buildings shall be designed with individual unit entrances facing public streets. The Village may grant exceptions for facilities

that cater to seniors or persons who need nursing care under Wisconsin law, such as CBRFs and RCACs.

3. Entrances to individual residential units from public streets should be set back from the street by 5 to 10 feet, and elevated from street level by up to a half-floor to provide privacy for first floor tenants/owners without compromising pedestrian friendliness.
4. Numbers 5, 6, and 7 from the preceding section shall also apply to multifamily residential buildings/townhomes.

## Building Materials

Quality building materials should be used on every building façade throughout the Village Center. Future changes to the Village Zoning Code should include regulations about building materials. Design guidelines include:

- All building materials shall be authentic and not imitate other materials (e.g. wood-look tile).
- Ground face, glazed block, synthetic stone, synthetic stucco or plaster, wood trim, and decorative metal shall be used only as decorative accents and limited in use on building façades.
- Façade materials shall be oriented horizontally relative to the street.
- No use of vinyl, plastic, or aluminum siding shall be permitted in the Village Center.
- Stucco/synthetic, metal, concrete block, plywood, pressboard, diagonal siding, unfinished precast concrete, board-and-batten surfaces, and poured-in concrete shall not be used on façades or walls that are visible from streets, driveways, sidewalks, alleys, or parking areas.

## Parking & Driveways

1. Any parking lot with frontage on a public street shall be set back from the sidewalk at least five feet and shall be well screened from pedestrians through use of landscaping and decorative fencing. Hedges and fencing, if present, shall be maintained at 30 to 36 inches in height (sufficient height to screen cars parked

close to the sidewalk, but not eliminate visibility into and out of the parking lot).

2. Dedicated surface parking for single businesses is discouraged; shared parking should be considered to minimize the negative impacts of over-provision of parking.
3. Bicycle parking at a ratio of 1 bicycle stall per 3,000 square feet of retail/office/service space and 1 bicycle stall per dwelling unit shall be provided as part of any public or private parking area. Retail/office/service bicycle parking shall be located as close as feasible to building entrances.
4. In cases where structured parking for cars is provided, a proportionate share of bicycle parking should be provided within the same structure.
5. Loading, trash, and utility areas shall be located at the rear of buildings and screened from streets, sidewalks, parking areas, and buildings (both on-site and adjacent). Screening materials shall complement the building. Shared service areas between businesses are encouraged.

## Signage

Signs should be appropriately scaled and distributed, large enough to communicate effectively, yet not so large that the signs dominate the environment. The appropriate scale for a sign is dependent upon its location within the districts. Attractive and innovative sign design should be encouraged, and sign locations should minimize visual conflict and clutter. Well designed signs can contribute to the visual interest of a street, but inappropriate and cluttered signage can be detrimental to a Village Center's image. Signage throughout should be designed to be pedestrian friendly in scale, location, and readability. The Design Guidelines Matrix (Table 3.3) provides which signs are allowed in each district.

Recessed entry signs are those that are oriented parallel to the building façade and suspended over a recessed entry.

Signage is limited to one primary sign per street frontage. The primary sign, if present,

shall be located above the storefront display windows but below the sills of the second floor windows.

Secondary signs, when present, shall be directed to pedestrians. Secondary signs may consist of plaques (maximum of two square feet), projecting signs (maximum of 12 square feet).

#### Wall signs

Wall signs are mounted on and parallel to the building face, particularly on the lintel above the street-level story of a building. Place wall signs to align with nearby buildings to maintain established patterns. These signs should be located over storefronts, on transoms, or flanking doorways. Do not obstruct character defining features of the building. Minimize the depth of sign panel and/or letters to the greatest extent possible while including interior lighting if desired.

#### Blade signs

Blade signs are oriented perpendicularly to the building façade and are suspended under a bracket or other mounting device. Design the sign bracket as a decorative, complementary element of the sign. Mount small blade signs near the business entrance, just above or to the side of the door. Small hanging signs are appropriate under a canopy.

#### Projecting signs

Projecting signs are cantilevered signs that are structurally affixed to the building and oriented perpendicularly to the building façade. Locate large projecting signs higher on the building, centered on the façade or at the corner. Projecting signs should have a vertical clearance of eight feet between projecting signs and the sidewalk. Projecting signs larger than 12 square feet are prohibited. Projecting signs shall not project more than 4.5 feet from the face of a building, shall not obscure signage from adjacent buildings, and shall be adequately braced with decorative metalwork (swinging signs are prohibited).

#### Awning signs

Awning signs are applied to the awning valance, side panel of awnings, mounted above the valance and oriented parallel to the building façade, suspended under the

awning like a blade sign.

#### Canopy signs

Canopy signs can be applied to the front or side fascia of a canopy, mounted above the canopy fascia, or suspended under the canopy like a blade sign. These are most appropriate in areas of high pedestrian use and locations where a flush-mounted wall sign would obscure architectural details.

#### Monument signs

Freestanding monument signs are large signs that are mounted on the ground near buildings. These signs are best used near buildings that are set back from the sidewalk and should be designed with colors and materials complementary to the building. Monument signage should be less than 10 feet.

#### Sandwich board signs are allowed, but:

- Shall not be placed in a manner that impedes pedestrian traffic.
- Shall not be wider than three feet or taller than four feet.
- Shall be professionally designed and well-maintained.
- Shall use high-quality materials that withstand the elements.
- Are limited to one per business.
- May only be placed in front of the building for which they are advertising (i.e. sandwich signs at street intersections for mid-block businesses are prohibited).

#### Prohibited signs

- Painted wall signs
- Window signs
- Plastic backlit signs
- Pylons

#### Awnings

- Overhead cover should be provided where buildings meet the sidewalk in the retail district, offering pedestrians protection from sun and rain. This can be provided by awnings, or, in the case of buildings with recessed ground floors, arcades. Awnings should match the



width of the window or storefront opening to emphasize the building's proportions. Awnings should be aligned with other awnings on the block, particularly the bottom edge of the awning. The top edge of the awning should be mounted to align with the transom.

- Awnings on the storefront level should not be so large as to extend to the second story. Awnings should not obscure or damage important architectural details. Sloped awnings with open or closed ends are acceptable. A continuous valance, either fixed or loose, can be included along the lower edge, which may be used for signage. Colors of the awning should reflect the colors commonly found in the retail district and should complement the colors of the building to which it is attached.
- Operable retractable fabric awnings are encouraged. Awnings should be weather treated canvas, but vinyl may be acceptable in some cases. Permanent structural canopies should be constructed with accent building materials that are present in other portions of the building, such as metals, glass, or terra cotta accents and should be compatible with the primary building material.
- There shall be at least seven feet of vertical clearance between awnings and the sidewalk.



Overhead cover should be provided where buildings meet the sidewalk in the retail district.

## Streetscape

Another critical element of the Design Guidelines is continuity of building massing at the front property line. A continuous line of street-front façades can invoke a sense of place through the understanding that the community has developed along a distinct pattern, lending a sense that pedestrians are welcome to browse the storefronts. Although not always possible or practical, providing building or site design elements at the property line is encouraged, and noticeable gaps or other discontinuities at the street line are discouraged. Any break in the street wall should be resolved as an open space plaza for public art, pedestrian seating area, or the like. This type of interrupted street wall will be permitted only in limited areas where a continuous building façade is impractical.

### Special Pavement crosswalks

These crossings should include a specially-paved crosswalk, curb ramps, and "Yield to Pedestrians" signs. Special paving such as bricks, colored pavers, or colored brushed concrete to differentiate the crosswalks from the rest of the roadway will highlight pedestrian crossings and improve safety and circulation. Longer blocks should provide mid-block crossings for pedestrians.

'Bump-outs' are curb and sidewalk extensions that are encouraged at street intersections to decrease turning radii, shorten street crossing distances for pedestrians, and allow more room for streetscape improvements. Bump-outs are located at each intersection of the Village Center. Pedestrian areas at corners should include a clear zone free of obstacles in line with the pedestrian travel areas of the sidewalks and extending to the street corner of the intersection.



Special paving such as bricks, colored pavers, or colored brushed concrete to differentiate the crosswalks from the rest of the roadway.



### Banners

- Banner style should coordinate with lighting and pedestrian amenities.
- The banner should be placed in such a way as to be consistently visible yet not compete with regulatory or storefront signage.
- The banner should be placed in roadway median or if no median exists then placement should be in the mid-block designated crossing.
- The banner should be placed in terrace portion of the sidewalk.

### Wayfinding Signage

- Create aesthetically pleasing and easy to understand wayfinding and district signage that is complementary to the overall district design.
- Direct people to and from the surrounding districts and the surrounding recreational uses.
- Regulatory signage should reinforce district theme through repetition of the brand, choice of materials and consistent naming of districts.
- Signage style should coordinate with lighting and pedestrian amenities.
- Pedestrian-oriented signage that can be read easily while on foot.
- Ensure that wayfinding signage includes both roadway signage for vehicular traffic as well as signage directed toward pedestrian viewpoints. Signage should be streamlined to minimize clutter and improve message clarity.
- Wayfinding signage should be placed in such a way as to be consistently visible yet not compete with regulatory or storefront signage. Signage should be consistent and coordinated among public, private and non-profit entities.
- Multiple destinations per sign are encouraged up to three messages, with more detailed interpretive signage reserved for public spaces.



*Create aesthetically pleasing and easy to understand wayfinding signage.*



*Gateways establish the Village Center identity and welcome users in the Village Center.*

### Bicycle Facilities

Locate bicycle parking in high-demand locations, such as near building entrances and along bike paths, and at expanded street corners. Bicycle racks should be located within the furniture zone and spaced at a minimum of one rack per 100 feet or at least one per block. Bicycle racks should not block pedestrian traffic. Well-located bicycle parking will keep bicyclists from locking bikes to signposts, trees, benches, and other street furniture.

The standard bicycle rack in the Village Center should be an inverted- "U" or a post and loop design. The surface of each bicycle rack should be durable, nonabrasive, and non-marking. Vinalyzed-coatings on bicycle racks that do not scratch or damage bicycle frames are encouraged. Bicycle racks also provide the opportunity to add visual interest or artistic touches to the Village Center through the use of racks with interesting or artistic designs, or

using racks designed by local artists that play on the local character.

Shared lanes, marked with "sharrows," and dedicated bike lanes should be incorporated into portions of the Village Center and adjacent parts of the existing street network. Bicycle lanes should be clearly and simply marked. Lanes should be a minimum of five feet wide and provide adequate clearance to permit cyclists to ride clear of opening car doors. "Share the Road" or other signs should be posted along streets with bicycle lanes or shared on-street bicycle routes.



*The standard bicycle rack in the Village Center should be an inverted- "U" or a post and loop design. The surface of each bicycle rack should be durable, nonabrasive, and nonmarking.*

## Lighting

Village Center streets should be lit by pedestrian-scaled fixtures emitting warm light. Lighting should be provided on all public streets, sidewalks, and public open spaces. Pedestrian-scaled street lighting should illuminate the sidewalk at levels appropriate for pedestrian activities rather than vehicular activity. Pedestrian lighting may also be accomplished with fixtures mounted on buildings or located to accent streetscape features. The type and size of pole fixtures should be consistent along a single block.

Pole standards should be made of aluminum, steel, or another metal to provide durability and strength in order to resist wind, and support signs, decorative banners, and flower baskets. Pole standards should be installed far enough from curbs to prevent damage from snow plows. 120 volt outlets should be installed on poles at a height of 8 feet to provide electricity for seasonal string lights and special events. This is especially important in the Village Green, but if holiday decorations are to be hung and lit throughout the Village Center outlets should be installed on all light poles.

- Pedestrian scale lighting should be utilized to sufficiently illuminate pedestrian areas and extend hours of utility for pedestrian districts.
- Low-level building and landscape lighting is encouraged to develop a sense of place and aid in wayfinding during evening hours.
- Roadway lighting should be selected to complement pedestrian fixtures and provide a consistent and unique identity for the Village Center. The potential for this lighting to serve multiple roles (i.e. banners, flower baskets and holiday décor) lends itself to improving the identity of the street.
- Light fixtures should be spaced as needed throughout the district to achieve desired light levels. Sustainability light fixtures should be energy efficient LED technology and meet dark sky requirements.
- Projecting light fixtures, such as shaded

gooseneck fixtures used for externally illuminated signs, shall be simple and unobtrusive in appearance.

- Lights shall not move, flash, or make noise.
- Exterior "can" lighting is prohibited.

### Benches

- New benches should be located in the furnishing zone, curb extension at intersections or adjacent to building entries.
- Benches shall be located at a minimum of every 100-feet of building frontage or 2 benches per block.
- Benches should match other streetscape elements in design and style.

### Waste Receptacles

- All receptacles should be coordinated with the bench design and be a consistent style throughout the Village Center.
- Receptacles shall be located every 100-feet of building frontage, nearby building entry plazas, or corner plazas.
- Waste receptacles should be built of durable material resistant to damage and anchored to the sidewalk. Detachable lids should be cabled securely to the receptacle. Waste receptacles should have interior plastic liners to contain waste.
- Receptacles should be designed to allow users to deposit waste without physical effort, such as pulling, pushing, or lifting.
- Waste receptacles should not clutter the sidewalk or appear out-of-place, but be organized, consistent, and coordinated with other streetscape furniture.



Coordinated and consistent streetscape throughout the Village Center.

- Wherever possible, waste receptacles should be placed near lighting.
- Waste and recyclables receptacles should always be placed next to one another and may be housed together in one unit with separate compartments for waste and recyclables.
- A servicing and maintenance plan should be implemented for any waste receptacles installed in the Village Center.

### Trees and Plants

A variety of native and adapted plants, including shrubs, vines, groundcover, perennials, and annuals should be used to provide color and texture to create a sense of character and cohesiveness throughout the Village Center. Watering and maintenance of plantings should be scheduled until the first frost of the autumn. Consider the eventual height and volume of mature plants in regards to views, shade, and nearby uses before installing. Establish a maintenance plan before installing plants. Planted pots and containers should be used judiciously because they are sometimes fragile and often appear temporary. Planters should be stable, sturdy, and of sufficient weight to avoid tipping over, but still moveable. Annuals are encouraged in freestanding planters and hanging baskets.

Trees should be provided along every major pedestrian corridor. Large trees can be used to highlight important corners and provide shade for large open spaces. Medium trees should be located on all other streets. Small trees should be used to provide color, establish a focal point for a building entrance, corner, or sitting area. Provide as much soil volume as possible to support tree growth in



Provide landscaping or other decorative elements to screen parking lots from view.





both existing and new sidewalks. The lifespan of street trees is often limited by soil volume.

Tree planters should be as large as possible to include a concrete curb to minimize road salt running into the planters. Locate trees in bump-outs to provide for maximum root spread area. Also allow sufficient room for tree canopies to grow without conflict with elements of the built environment.

Install tree guards, walls, and railings to protect tree trunks and to keep pedestrians from tripping in the planter. Use tree grates only in the most constrained right-of-ways or when required for ADA compliance. Street trees should be maintained with a minimum head height of 8 feet over sidewalks and 14 feet over vehicular streets. Maintain a 10-foot distance between the trunk of a tree and the building line. Before planting street or plaza trees, determine a care plan and schedule. Determine which maintenance services will be provided by the Village, by property owners, or by other parties. Considerations must be made for pruning, watering, and removal.



### Transitional Areas

- Higher intensity buildings should not cast a shadow line on surrounding areas. To avoid this, buildings should be stepped back on their upper stories or designed in such a manner as to reduce the massing in certain parts of the building to allow sunlight to pass through.
- Well-designed, pedestrian friendly buildings are much more effective at providing an appropriate transition along street frontages from the highway corridor to the surrounding neighborhoods than berms, fences, and walls.
- A buffer containing vegetative landscaping, walls, and/or fences should be provided around the side or rear parking areas that abut residential development consistent with the zoning ordinance.
- Landscape buffer shall be a vegetative edge of at least three feet in depth and six feet in height at installation and contain a mix of evergreen and deciduous trees and shrubs such that the buffer shall be sight impervious even during winter.



Use of decorative building elements in a rhythmic pattern is suggested to break up large building masses.



### Street Network

The Village Center includes streets designed to accommodate the needs of each use and provide a safe circulation pattern for vehicles, pedestrians, and bicyclists. Each street in the Village is 70 foot width to allow for driving lanes, on-street parking, landscaped median, street terrace, sidewalk. The examples below demonstrate the possibilities. The widths for each section can be changed to suit the needs of the Village Center. Section A shows an example for the residential street near the 12 acre park. Section B shows an example of the retail district near the Village Green. The following numbers were used for the cross sections:

- Driving lanes - 10 ft
- Parking lanes - 8 ft
- Landscaped median - 4 ft
- Sidewalk and terrace - 15 ft

**Figure 3.1: Street Section View near 12 Acre Park (facing east)**



**Figure 3.2: Street Section View near Village Green (facing north)**





## Maintenance

Maintenance will create an attractive, safe central Village Center valued by all of Harrison. Maintenance plans should be created for the public realm and all developments, both public and private. The Village should establish a complete maintenance plan. The plan should include elements such as: clean-up programs, landscaping, lighting maintenance, sidewalk cleaning and repair, street furniture cleaning and repair, street sweeping, trash pick-up, and tree-trimming.

Streetscape and building materials should be selected for durability and longevity. An adequate number of waste and recycling receptacles should be provided and an appropriate collection schedule established. Landscaping plants should be chosen that require less water and maintenance; officials should plan and provide adequate maintenance for plantings. The Village should also develop maintenance policies for special events within the Village Center.

## Utilities

Utility placement should be considered an important design element. Above-ground utilities should be visually compatible with other streetscape elements. Whenever possible, utility lines should be placed underground in

the public right-of-way. When feasible, bury overhead wires and transformers during street reconstruction. Overhead utilities should be consolidated whenever possible to minimize the necessary number of poles. Utility equipment that must be placed on the sidewalk should be located to avoid pedestrian conflict.

## Safety and Security

Residents, workers, and visitors of the Village Center expect a clean, appealing, safe, and secure environment all day, every day. To create and maintain a healthy and vital Village Center, it is important to make it feel safe. Sidewalks, alleys, and other pedestrian routes should be easily identifiable, accessible, and well lit. Improve lighting in alleys for rear entrances and parking. Clear visibility and observability creates safe areas. Reduce the number of locations people may loiter unnoticed. Adequate crosswalk definition, clear sightlines, pedestrian refuges, and appropriate lighting minimize pedestrian-vehicle conflict in intersections. Buildings should have doors, windows, and storefronts at street level and provide "eyes on the street" to naturally deter crime. Active street-floor building uses encourage people to feel secure in the company of other people. Streetscape design should discourage vandalism and encourage maintenance and care of the village built environment.



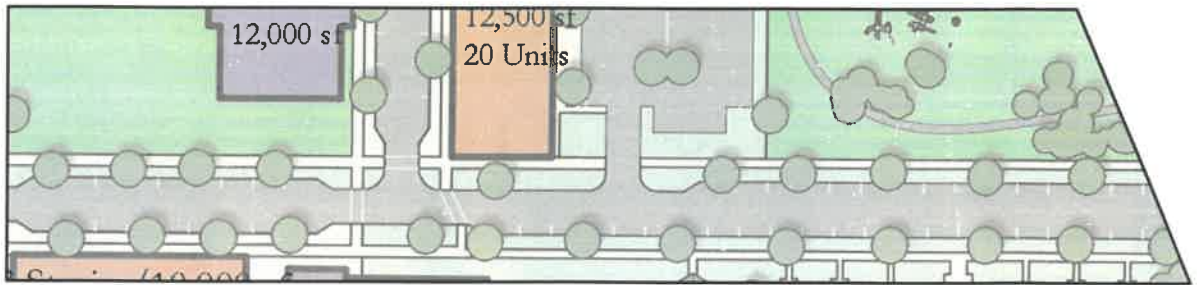
Sidewalks, alleys, and other pedestrian routes should be easily identifiable, accessible, and well lit.

## Design Districts

1. Civic Campus - Design guidelines concerning the civic campus focus on the public realm and public streetscape. The buildings and structures located within this sphere are for municipal government functions such as village hall offices, library, community center, fire and emergency operations, and parks and recreation.
2. Village Green - The Village Green District is the focal point of the Village Center. The intent of this district is to promote designs that frame the village green and provides increased activity both on the programmatic and land use direction. The Village Green is a mixed use area with commercial on the ground floor and residential on the upper floors.
3. Retail District - The retail district establishes the entrances and the first impressions into the Village Center. The intent of this district is to promote design that exceeds that of the typical commercial strip development. These guidelines provide a framework to create signature entrance ways and view shed into the village green as new development projects are brought forward.
4. Residential District - The residential district serves as a transitional buffer or zone between land uses proposed in the Village Center. New residential to the south of the Village Center along Manitowoc road will serve as a transitional buffer between existing land zoned for industrial and the proposed parks and recreational facilities. New residential to the north in the Village Center will serve as a transitional buffer between proposed retail and existing single-family residential uses.

**Figure 3.3 Design Guidelines Matrix**

Village Center Design Guidelines Matrix				
Guideline	Civic Campus	Village Green	Retail District	Residential District
Parking	On-street parking Parking in rear lot	On-street parking	On street parking Parking in rear lot	Parking in surface lot
Building Height	Maximum of 2 stories	Minimum/Maximum of 3 stories	Maximum height of 1 story	Minimum height of 2 stories Maximum height of 3 stories
Permitted Uses	Municipal services, parks, and recreation	Public space, retail, restaurant, office, residential	Retail, restaurant, office	Residential
Building Placement	Adjacent to sidewalk  All buildings oriented towards Village Green	Setback of 15 feet to allow for pedestrian zone, café zone  All buildings oriented towards Village Green	Setback of 15 feet to allow for pedestrian zone, café zone  No grass allowed in setback	Maximum setback of 15 feet
Signage	Monument	Awnings Canopy Projecting Window decals Raised or painted letters Wall mounted Sandwich boards	Monument Awnings Canopy Projecting Window decals Raised or painted letters Wall mounted Sandwich boards	Monument
Streetscape	Wayfinding Signs Benches Lighting Waste receptacles Banners Bump outs Bollards Trees Special pavement crosswalks Planters Bicycle racks Informational kiosks			Wayfinding signs Benches Lighting Waste receptacles Trees Banners



## CHAPTER FOUR IMPLEMENTATION

## IMPLEMENTATION

The Village of Harrison took it upon themselves to prepare for the development that will occur over the next 10 to 20 years in their community by planning for a Village Center. This document provides the summary of the desired Village Center appearance for prospective developers and design guidelines. The Village also needs to accomplish additional strategies that will assist in successful implementation.

The implementation chapter includes a developer list of known developers that work in the region, a list of specific merchants, a general list of businesses that will do well in the Village, a list of programming events for the Village Green, and an implementation matrix that lists strategies for the Village to accomplish in the coming years. The implementation matrix includes action items, responsible parties, timing, cost & funding estimates, and discussion of the action item.

As the village moves forward with the Village Center, financing will be a key factor. The Village already has a Tax Increment District (TID) #1 on the western side of the Village. The Village should consider a TID #2 that covers the entire Village Center properties. Tax increment financing (TIF) can be a powerful economic development tool. TIF should be a component of the financing plan for the Village Center. TIF, combined with a comprehensive approach to economic development, can be used for more than just infrastructure and traditional redevelopment activities, and it can leverage other financing tools. Under the right circumstances, TIF can generate enough funding to make a real difference. And with the right safeguards in place, TIF encourages government and the private sector to form a partnership based on each other's strengths.

From the Village's perspective, TIF's distinctive feature is that it provides a means to access new tax revenues to support the creation of these same new revenues, and more. Public investment increases private property values, which increases property tax revenues. Those new revenues can be leveraged to pay for the improvements that attract the private investment, setting up a virtuous cycle of increasing development that pays for itself and increases the tax

base. The Village should consider creating both "pay-as-you-go" financing as well as securing bonds to pay for the up-front development costs when creating a new TID.

### General Businesses List:

- Sandwich Shop/Deli
- Family Restaurants
- Insurance Companies
- Investment Companies
- Accounting Firms
- Hair Salons
- Massage/Spas
- Fitness Center
- Yoga
- Cellphone Stores
- Floral Shops
- Gift Shops
- Bowling Alley
- Roller Skating Rink
- Paint & Pottery Studio
- Veterinary Clinic

### Village Green Park Programming Events:

- Farmer's Market
- Movies in the Park
- Art/Craft Festivals
- Food/Cooking Festivals
- Public Art Displays
- Concerts
- Yoga in the Park

The next few pages include the specific retail list, developer list, and the implementation matrix.



**Table 4.1: Village Center Potential Businesses**

<b>Village of Harrison - Village Center Potential Businesses</b>	
<b>Name</b>	<b>Area of Focus</b>
Grand Stay	Hotel Conference Center
Sendik's	Grocery
Aldi	Grocery
Walgreen's	Health & Personal Care
CVS	Health & Personal Care
Dollar Tree	General merchandise
Penzy's Spices	Specialty Foods
<b>Restaurants</b>	
Baskin Robbins	Specialty Foods
La Coppa Gelato	Specialty Foods
Zesty's	Specialty Foods
Blaze Pizza	Specialty Foods
Sprecher's Restaurant & Pub	Specialty Foods
CopperRock Café	Coffee
Papa Murphy's	Pizza
<b>Professional Services</b>	
The Docking Station	Co-working space
Gunderson Cleaners	Dry Cleaner
ThedaCare	Medical/Dental
Affinity	Medical/Dental
Dental Associates	Medical/Dental
Capital Credit Union	Financial
Fox Communities Credit Union	Financial
Thrivent	Financial

**Village of Harrison - Village Center Potential Developer List**

Name	Company	Address	Phone	Website	Area of Focus			
					Retail	Hotel	Residential	Office
Garrit Bader	GB Real Estate Investments LLC	300 N. Van Buren Street, Green Bay, WI 54301	(813)500-0296	<a href="http://www.gb-re.com">www.gb-re.com</a>	X		X	
Mike Cluff	Beechwood Hotel Group LLC	1025 Thoroughbred Lane, DePere, WI 54114	(920)410-0793	<a href="http://beechwooddevelopment.com">beechwooddevelopment.com</a>		X		
David Donoian	Colliers	200 South Washington Street, Suite 203, Green Bay, WI 54301	(920)347-9424	<a href="http://www.colliers.com/david.donoian">www.colliers.com/david.donoian</a>	X			
Eric Goerke	Alliance Management LLC	2200 Dickinson Road Blding 4 Suite D, De Pere, WI 54115	(920) 347-4111	<a href="http://www.alliancewi.com/">www.alliancewi.com/</a>			X	
Fred Jacques	Alliance Development	230 Ohio St. Suite 200, Oshkosh, WI 54902	(920)230-3628	<a href="http://www.alliancedevelopment.biz">www.alliancedevelopment.biz</a>	X			X
Paul Kosmoski	Kos Management	1270 Main St #101, Green Bay, WI 54302	(920) 432-9230	<a href="http://www.kosmanagement.com/">www.kosmanagement.com/</a>	X		X	
Michael Lindner	Hotel R&D LLC	944 Evan Street, Oshkosh, WI 54901	(414)379-2105			X		
Mike Maedke	Commercial Horizons	111 N. Washington St. #400, Green Bay, WI 54301	(920)434-5802	<a href="http://commercialhorizons.com">commercialhorizons.com</a>	X		X	X
Jeff Noeldner	Midwest Expansion	2300 Lineville Rd # 200, Green Bay, WI 54313	(920)434-7707	<a href="http://www.midwestexpansion.com">www.midwestexpansion.com</a>	X		X	
Mike Pfefferle	Pfefferle Management	200 E Washington St, Appleton, WI 54911	(920)730-4280	<a href="http://www.pfefferle.biz">www.pfefferle.biz</a>	X		X	X
Grant Schwab	The Morgan Partners LLC	601 Oregon Street, Ste B, Oshkosh, WI 54902	(920)376-9151	<a href="http://themorganpartners.com">themorganpartners.com</a>	X		X	X
Randy Stadtmueller	Stadtmueller & Associates	345 N. Main Street, Kimberly, WI 54136	(920)731-3989	<a href="http://www.stadtmuellerandassociates.com/">http://www.stadtmuellerandassociates.com/</a>			X	
Michelle Stimpson	Lexington Homes	1300 N Kimps Ct, Green Bay, WI 54313	(920) 662-1611	<a href="http://www.lexingtonneighborhoods.com/">www.lexingtonneighborhoods.com/</a>			X	
Robert Toonen	Toonen Companies	2830 Curry Court Suite 4, Green Bay, WI 54311	(920)406-9300	<a href="http://toonenproperties.com/">http://toonenproperties.com/</a>			X	
Jason Tschantz	Advisor Management	424 S Monroe Ave, Green Bay, WI 54301	(920) 430-2000	<a href="http://advisormanagementllc.com">advisormanagementllc.com</a>	X		X	

**Village of Harrison - Village Center Implementation Matrix**

Item #	Action Item	Responsible Party	Timing/Phasing	Cost & Funding	Discussion
1	Host regional developer "Showcase Tour" to emphasize readiness to develop the planning area, introduce the four design districts, and update developers on recent development in and around the Village Center.	Village Staff, Real Estate Brokers and Developers, Bankers	2017	\$500-1,500	The Village should promote the Village Center to developers. A further step, now that a concept has been completed for the four design districts, is to introduce the concept to developers, while at the same time emphasizing the recent development and residential growth that has been occurring in and around the Village Center.
2	Work with landowners to lock in a land price should the Village and a developer wish to move forward with development.	Village Board and Staff, Landowners	2017	\$Varies, TID	The Village should meet with current landowners to secure a land acquisition plan. This plan should address acquisition timelines, ownership, environmental remediation, and development.
3	Meet with area medical facilities to discuss available land and potential for major clinic location in the Village Center.	Village Staff and Medical Organizations	2017	\$0	Securing a medical clinic/ facility as an anchor to the Village Center would provide enhance the economic and civic impact and would serve as an attraction to spur additional development.
4	Ensure pedestrian-friendly street designs and pedestrian/bicycle amenities are installed as municipal infrastructure is built-out.	Village Board	Ongoing	(integrated with street construction costs)	While the final concept plan recommends a connected street network with pedestrian- and bicycle-friendly elements, it will be important to continue to ensure that the details of pedestrian-friendly design are adhered to as specific construction plans are drawn up for the street network within the Village Center.
5	Consider creation of a new Tax Increment Finance District to spur the development of the Village Center.	Village Board	2018	TBD based on year of implementation	The Village should consider creating a new TID to help spur the economic development for the Village Center. Creating a new TID would be attractive to developers and drive development towards the center of Harrison.
6	Consider creation of a special events committee to advance programming for public spaces within the Village Center.	BID Board, Business Owners	2019	TBD based on year of implementation	Special events and community gatherings will be an integral part of ensuring that the Village Center becomes a successful neighborhood. Creating great public spaces is only part of the equation—once one or more of the public spaces in the Village Center have been established, the Village should consider convening a dedicated committee to undertake programming for events. Events could be weekly, such as a farmers' market, or yearly, such as an art fair.
7	Discuss creation of a Business Improvement District (BID) with developer(s) and business owners around the Village Green and throughout Village Center once commercial development has reached sufficient volume.	Village Board, Developer(s), Business Owners	2019	TBD based on year of implementation	BIDs are most typically found in older "Main Street" areas with a diversity of small business owners. However, it is possible to form a BID wherever there are willing business owners. BIDs can take on cross-marketing, sidewalk snow removal, waste collection, special events, advertising, and other duties that make a commercial area more successful. Depending on how the Village Center is developed, formation of a BID could be an important strategy (if a BID is formed, the committee discussed under #7 may not be necessary).
8	Revise Village parking ordinance to reduce parking requirements.	Planning & Zoning Commission, Village Board	2017	\$0	Revision of the Village's parking ordinance is critical to the future success of the Village Center as a successful pedestrian-oriented district. The Village's current parking ordinance requires far too much parking for commercial development, which would result in low assessed values and spread out, unworkable environments if implemented. While much, if not all, development in the Village Center is likely to occur as a Planned Development District, shared parking should also expressly be permitted as tool within the Planned Development District.
9	Consider implementing a form-based zoning code to require specific design elements of buildings/sites within the four design districts.	Planning & Zoning Commission, CDA, Village Board	2017	\$0	There are many reasons that form-based zoning can be advantageous in guiding implementation of a mixed-use area such as the Village Center: they are prescriptive (they state what is wanted) rather than proscriptive (what isn't wanted); they allow citizens to better envision what will happen; they allow for a diversity of architecture by multiple developers within a communally agreed-upon vision and legal framework; they can be shorter, more concise, more visual, and organized for better understanding by non-professionals; they can require less oversight by discretionary bodies; they are more enforceable than design guidelines.
10	Meet regularly with regional staff from the Wisconsin Economic Development Corporation, East Central Wisconsin Regional Planning Commission, and Calumet County Economic Development staff to coordinate on Harrison development efforts.	Village Staff	Ongoing	\$0	There are a multitude of governmental entities beyond the Village that are working to promote economic development. The Village should meet regularly with Calumet County, ECWRPC, and state economic development staff to share successes and provide updates on what the Village is pursuing. At the same time, Calumet County, ECWRPC, and WEDC can share information on initiatives and leads that the Village may wish to participate in.
11	Develop sidewalk café ordinance.	Planning & Zoning Commission	2017	\$0	An important part of establishing a vibrant commercial district is allowing outdoor food and drink to be served on public property. The Village Center will be designed from the ground up, and will be more likely to integrate dedicated outdoor dining from the outset than a traditional downtown. Accommodating sidewalk cafés will remain a need, and an ordinance regulating such a use should be adopted in anticipation of the establishment of restaurants within the Village Center.

# Zoning Ordinance - Village Center Overlay

## **Sec. 117-96. - Village center overlay zoning district (VCO).**

- (a) *Intent.* The intent of this village center overlay zoning district is to establish uniform zoning standards to accommodate pedestrian oriented retail and office businesses and other uses located in a multi-purpose environment within the center of the Village; that recognizes the unique character of platting, land use and development within the village center; and that necessitates specialized standards to sustain a unique place. This overlay district is further intended to supersede standards of the base zoning district that allows an intensively developed, compact area consisting primarily of multiple-family residential, retail and office businesses with multi-purpose development where appropriate and maintains the surrounding residential neighborhood supporting the unique village center. The overlay district is further intended to promote human scale design through proportional size, mix, and arrangement of buildings and public spaces, and streetscape features; and to establish connectivity to activity areas.
- (b) *Boundary of village center overlay zoning district.* The standards of village center overlay zoning district within this section shall apply to and include properties as shown on the official zoning map, with the general boundaries to include approximately 80-acres on the northeast corner of County Road N and Manitowoc Road. The provisions of this section shall be in effect on a property or properties within the boundary of the village center overlay zoning district and shall apply to all buildings and structures erected and all uses of land established after the effective date of this section.
- (c) *Sub-districts of the village center overlay zoning district.* To achieve the intent of the village center overlay district, sub-districts are created. The sub-districts of the village center overlay district are as follows:
- (1) **Civic Campus.** Design guidelines concerning the civic campus focus on the public realm and public streetscape. The buildings and structures located within this sphere are for municipal government functions such as village hall offices, library, community center, fire and emergency operations, and parks and recreation.
  - (2) **Village Green.** The Village Green District is the focal point of the Village Center. The intent of this district is to promote designs that frame the village green and provides increased activity both on the programmatic and land use direction. The Village Green is a mixed-use area with commercial on the ground floor preferred and residential on the upper floors. Residential on the ground floor may be acceptable if approved by the Plan Commission.
  - (3) **Retail District.** The retail district establishes the entrances and the first impressions into the Village Center. The intent of this district is to promote design that exceeds that of the typical commercial strip development. These guidelines



provide a framework to create signature entrance ways and view shed into the village green as new development projects are brought forward.

- (4) Residential District. The residential district serves as a transitional buffer or zone between land uses proposed in the Village Center. New residential to the south of the Village Center along Manitowoc Road will serve as a transitional buffer between existing land zoned for industrial and the proposed parks and recreational facilities. New residential to the north in the Village Center will serve as a transitional buffer between proposed retail and existing single-family residential uses.
- (d) *Village Center Plan*. The provisions of the Village Center Plan dated February 2017 are incorporated herein by reference, including Chapter 3: Design Guidelines. Except as otherwise expressly set forth herein, this section shall be construed in accordance with the provisions of the Village Center Plan and any interpretations, amendments, rules and regulations promulgated by the Village of Harrison from time to time pursuant to the Village Center Plan. Any capitalized terms not otherwise defined in this section shall have the definitions set forth in the Village Center Plan. The Plan Commission shall have authority to interpret and construe the Village Center Plan and this section and to make any and all determinations under them. A copy of the Design Guidelines can be obtained from the Village Planner.
- (e) *Administration*. Administration of this section shall be guided by the following terms and conditions.
  - (1) The base zoning district is the primary zoning district that applies to a property. Every property within the village center has a base zoning district that establishes the primary type and intensity of land use for the property, along with development regulations of this chapter for that particular type and intensity of land use for the property. The standards within this section apply to all properties of the village center overlay zoning district in lieu of the type and intensity of land use and the development regulations of the base zoning district. If situations arise of the type and intensity of land use and with property maintenance that are not addressed within the standards of the village center overlay zoning district, development regulations of the base zoning district and this chapter shall apply. However, any aspect of the development regulations of the base zoning district or chapter not addressed in the village center overlay zoning district may conflict with and restrict a new use, redevelopment or new development that otherwise meets the intent of, is permitted in, and conforms to other standards of the village center overlay zoning district. When a conflict in regulation is identified, upon finding that the intent of the village center overlay zoning district is maintained,

the plan commission may waive the conflicting regulation or establish alternative criteria for the new use, redevelopment or new development to adhere to.

- (2) The massing standards of lot size and lot width and/or frontage of section supersede any similar requirement of chapter 115, land division, of this Code.

**VILLAGE BOARD MEETING**

**VILLAGE OF HARRISON**

**From:**

Mark J. Mommaerts, AICP, Assistant Village Manager

**Meeting Date:**

February 8, 2022

**Title:**

2022 Road Projects - Hoelzel Haven urbanization

**Issue:**

Discussion on the Hoelzel Haven (around Sunrise School) urbanization?

**Background and Additional Information:**

The Village engineer has prepared preliminary cost estimates for the urbanization around Sunrise School, part of the Hoelzel Haven subdivision. The cost estimate is higher than the estimates in the 5-year road plan put together by Graef, mostly because the 5-year road plan does not include stormwater costs in the estimated project costs. The project plans identify stormwater and storm sewer costs. In the past, Harrison has levied special assessments for storm sewer and urbanization improvements (curb & gutter and driveway aprons). The Village may also assess for sidewalks, but has not previously assessed for adding sidewalks to existing subdivisions. When the subdivision plat was approved future improvements were considered. The subdivision plat states *“The Town of Harrison [now known as the Village of Harrison] or Calumet County may apply future assessment for street, storm sewer, and sidewalk improvements.”*

Total estimated project cost to Village =	\$2,325,670.00
Minus curb & gutter costs (assessed) =	-\$139,256.18
Minus driveway apron costs (assessed) =	-\$265,657.94
Minus storm sewer lateral costs (assessed) =	-\$105,038.95
<b>Total estimated Village costs =</b>	<b>\$1,815,716.93</b>
If sidewalk was assessed Village cost =	\$1,540,216.93
Costs to Darboy Sanitary District (not included in Village costs) =	\$153,650.00

The Village budgeted \$1,400,000 for road projects in Capital Outlay for 2022, plus \$1,000,000 from the Transportation Fund, for a total of \$2,400,000 for road work in 2022. Other road projects include resurfacing of the Sunrise Meadows subdivision (Jochmann Drive east of County N, Margaret Lane, Bloomingrose Lane, Old Oak Tree Ct., Rosella Dr, Sara Ln) and Lakeview Court. Depending on how the Village breaks out project costs, some projects may have to be delayed or reserves utilized.

The engineer did not calculate per lot assessments at this time. Once it is determined what will be assessed (C&G, driveway aprons, storm laterals, sidewalks, etc.), the engineer will prepare an

Engineer's Report identifying all the affected parcels and their corresponding assessment. Based upon the original 49 lot subdivision and the 3 additional lots on the north side of Hoelzel Way, the assessment would be approximately \$9,800 per lot. However, this could change based on the front foot assessment of the curb & gutter to the school, which is not part of the subdivision plat but has frontage on the road. Based upon the estimated C&G assessment rate and school's assessable frontage, the school assessment would be approximately \$30,000 of the \$139k total C&G cost. If sidewalks were included in the assessment then that number will change as well, and if assessed on a front foot then the school district will pay a portion (roughly 22%) of the sidewalk as well.

The engineer will have the plans ready for a public informational meeting by the end of February. Does the Village Board want to have the informational meeting as part of the Village Board meeting, or does the Village Board want a separate project specific informational meeting for the residents?

It is expected that the project will be ready for bid by early March, which is the typical time that the Village bids out road projects.

---

**Recommended Action:**

How does the Village Board want to proceed with the public informational meeting, as part of a regular Board meeting or as a separate public informational meeting?

Are there preliminary thoughts regarding possible special assessments? What should be assessed:

- 1) Curb & Gutter
- 2) Driveway Aprons
- 3) Storm Sewer Laterals
- 4) Sidewalks
- 5) None
- 6) Any combination of #1-4

Staff recommends that a public informational meeting be held separate from a Village Board meeting, and to be held at a time when preliminary plans and preliminary assessment information is available.

Staff also recommends that the Village consider assessments for curb & gutter (front foot basis), driveway aprons, and storm sewer laterals (items #1-3 as listed above). Staff is not opposed to sidewalks be assessed on a front foot basis as well.

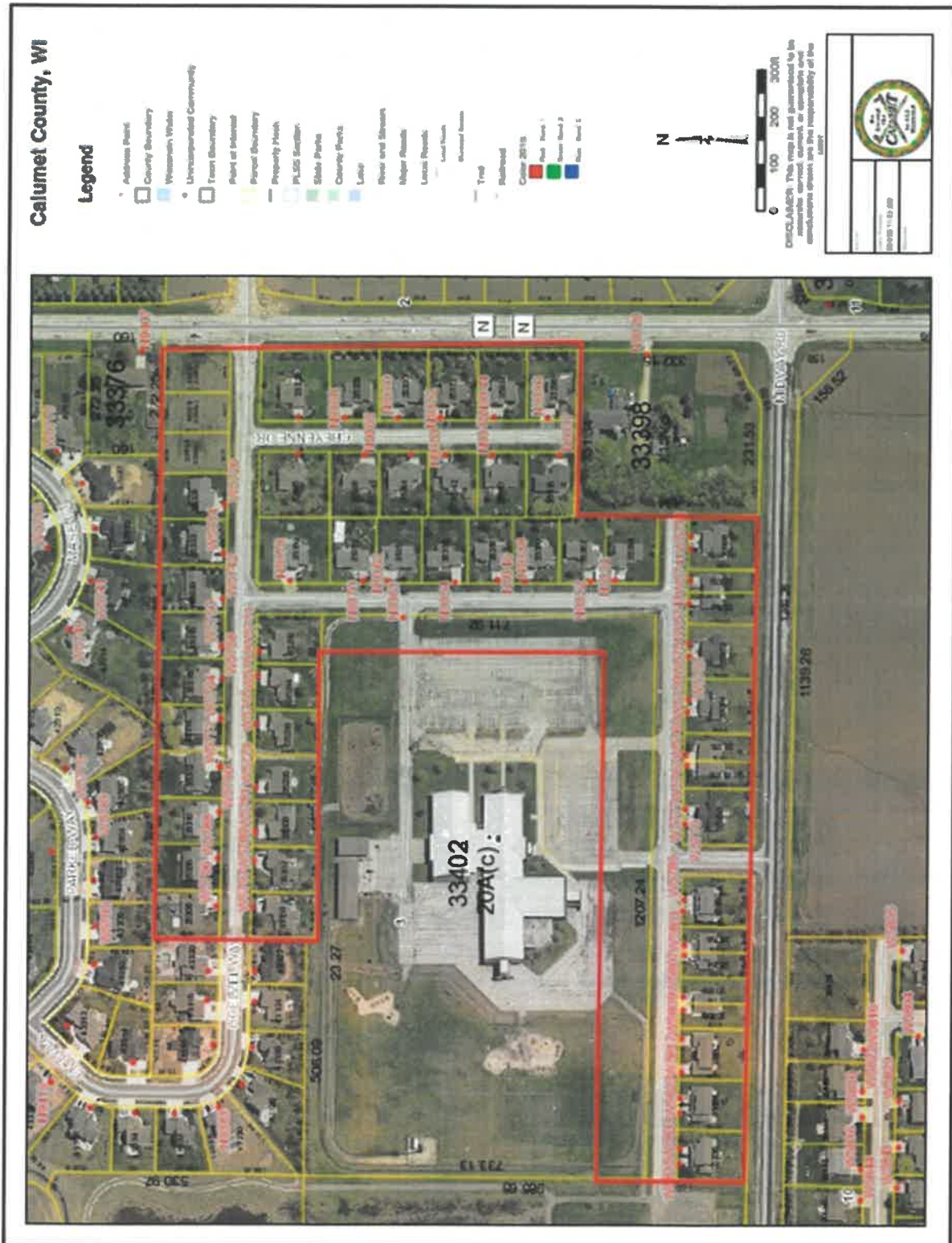
---

**Attachments:**

- Aerial Map
- Engineer opinion of probably cost



# Aerial Map



# Engineer's Preliminary Opinion of Probable Cost

VILLAGE OF HARRISON  
 HOELZEL HAVEN SUBDIVISION URBANIZATION  
 STORM SEWER & STREET CONSTRUCTION  
 PRELIMINARY SCHEDULE OF COSTS BASED UPON ENGINEERS ESTIMATES  
 MoM No. H8000-08-21-00832

Base Bid Items:						Assessable Project Costs				
Item	Description	Bid Qty	Unit	Unit Cost	Total Bid Cost	Curb & Gutter	Concrete Driveway Apron	Storm Sewer Lateral		
1	Remove small pipe culvert	33	EACH	\$200.00	\$ 6,600.00					
2	Remove existing yard drain	2	EACH	\$300.00	\$ 600.00					
3	Remove existing storm sewer	140	L.F.	\$10.00	\$ 1,400.00					
4	28-inch x 45-inch HERCOP storm sewer	321	L.F.	\$173.00	\$ 55,533.00					
5	28-inch x 45-inch HERCOP flared end section	4	EACH	\$1,200.00	\$ 4,800.00					
6	36-inch RCP storm sewer	313	L.F.	\$60.00	\$ 18,780.00					
7	24-inch RCP storm sewer	1,272	L.F.	\$65.00	\$ 82,680.00					
8	18-inch RCP storm sewer	600	L.F.	\$55.00	\$ 33,000.00					
9	15-inch RCP storm sewer	643	L.F.	\$45.00	\$ 28,935.00					
10	12-inch storm sewer	1,000	L.F.	\$40.00	\$ 40,000.00					
11	8-inch storm sewer	700	L.F.	\$35.00	\$ 24,500.00					
12	4-inch perforated drain tile	1,100	L.F.	\$20.00	\$ 22,000.00					
13	4-inch SCH 40 PVC storm sewer lateral	2,448	L.F.	\$25.00	\$ 61,200.00				\$ 61,200.00	
14	4-inch clean-out	64	EACH	\$200.00	\$ 12,800.00				\$ 12,800.00	
15	Storm sewer lateral connection	39	EACH	\$200.00	\$ 7,800.00				\$ 7,800.00	
16	48-inch diameter storm sewer manhole	07.0	V.F.	\$450.00	\$ 31,500.00					
17	72-inch diameter storm sewer manhole	01.0	V.F.	\$600.00	\$ 600.00					
18	64-inch diameter storm sewer manhole	05.5	V.F.	\$700.00	\$ 3,875.00					
19	Catch basin	23	EACH	\$2,000.00	\$ 46,000.00					
20	Yard drain	5	EACH	\$2,000.00	\$ 10,000.00					
21	<b>Common excavation</b>	10,000	C.Y.	\$8.00	\$ 80,000.00					
22	Base aggregate dense, 3-inch	6,500	TONS	\$13.00	\$ 84,500.00					
23	Base aggregate dense, 1 1/4-inch	6,500	TONS	\$13.00	\$ 84,500.00					
24	30-inch mountable concrete curb & gutter	9,100	L.F.	\$12.50	\$ 113,750.00	\$ 113,750.00				
25	Fine grading and compaction of aggregate base	15,900	S.Y.	\$1.50	\$ 23,850.00					
26	2-inch HMA Pavement 3 LT 38-265	1,900	TONS	\$70.00	\$ 133,000.00					
27	2-inch HMA Pavement 4 LT 38-265	1,900	TONS	\$70.00	\$ 133,000.00					
28	Sawing asphalt (WDOT Item No. 580.0150)	1,500	L.F.	\$1.50	\$ 2,250.00					
29	Sawing concrete (WDOT Item No. 090.0250)	500	L.F.	\$2.50	\$ 1,250.00		\$ 1,250.00			
30	6-inch concrete driveway apron	32,000	S.F.	\$6.00	\$ 192,000.00		\$ 192,000.00			
31	Base aggregate dense, 1 1/4-inch for driveway	1,200	TONS	\$18.00	\$ 21,600.00		\$ 21,600.00			
32	Base aggregate dense, 1 1/4-inch for sidewalk	1,500	TONS	\$18.00	\$ 27,000.00					
33	4-inch Concrete Sidewalk	36,000	S.F.	\$5.00	\$ 180,000.00					
34	6-inch Concrete Sidewalk	6,000	S.F.	\$6.00	\$ 36,000.00					
35	Delectable warning field, natural patina	200	S.F.	\$45.00	\$ 9,000.00					
36	Lawn restoration	16,600	S.Y.	\$8.00	\$ 132,800.00					
37	Hydroseed and mulch	16,600	S.Y.	\$2.50	\$ 41,500.00					
38	Marking Crosswalk Epoxy Transverse Line 6 inch, WDOT Item 646.7420	650	L.F.	\$2.50	\$ 1,625.00					
39	Marking Stop Line Epoxy 16 inch, WDOT Item 646.6120	130	L.F.	\$7.50	\$ 975.00					
40	Inlet protection	30	EACH	\$60.00	\$ 1,800.00					
41	Tracking pad	2	EACH	\$1,200.00	\$ 2,400.00					
42	Remove and reset mailboxes	1	L.S.	\$3,000.00	\$ 3,000.00					
43	Contractor quality control testing	1	L.S.	\$12,500.00	\$ 12,500.00					
44	Traffic control	1	L.S.	\$12,500.00	\$ 12,500.00					
Subtotal Construction Costs =					\$ 1,899,700.00	\$ 113,750.00	\$ 217,000.00	\$ 65,000.00		
Engineering Design & Bidding Services =					5%	\$ 86,000.00	\$ 5,745.25	\$ 10,963.84	\$ 4,333.04	
Engineering Construction Admin & On-Site Services =					7%	\$ 140,000.00	\$ 8,362.90	\$ 15,982.00	\$ 5,323.10	
Construction Contingency =					10%	\$ 189,970.00	\$ 11,375.00	\$ 21,700.00	\$ 6,500.00	
<b>Total Village Project Costs =</b>						<b>\$ 2,325,670.00</b>	<b>\$ 139,250.18</b>	<b>\$ 265,657.94</b>	<b>\$ 105,038.91</b>	

**Derby Sanitary District Direct Costs:**

Item	Description	Bid Qty	Unit	Unit Cost	Total Bid Cost
1	Remove existing hydrant, lead and replace tee bolts	12	EACH	\$1,500.00	\$ 18,000.00
2	6-inch Hydrant lead	150	L.F.	\$60.00	\$ 9,000.00
3	Hydrant	12	EACH	\$5,000.00	\$ 60,000.00
4	Valve box adjustment	16	EACH	\$250.00	\$ 4,000.00
5	1 1/4-inch SDR 9 PE water lateral	100	L.F.	\$15.00	\$ 1,500.00
6	1 1/4-inch corporation, curb stop and stop box	2	EACH	\$500.00	\$ 1,000.00
7	Remove and replace curb stop and stop box	61	EACH	\$750.00	\$ 45,750.00
8	4-inch SCH 40 PVC sanitary sewer lateral	60	L.F.	\$30.00	\$ 1,800.00
9	Sanitary manhole casting adjustment	15	EACH	\$800.00	\$ 12,000.00
					<b>\$ 133,620.00</b>

**Total Project Costs = \$ 2,478,328.00 \$ 139,250.18 \$ 265,657.94 \$ 105,038.91**

---

**VILLAGE BOARD MEETING**

---

**VILLAGE OF HARRISON**

**From:**

Matt Heiser, Village Manager

**Meeting Date:**

February 8, 2022

---

**Title:**

Personnel Policy for COVID-19

---

**Issue:**

Should the Village use ARPA funds to compensate employees when they are quarantined for COVID-19?

---

**Background and Additional Information:**

The Village decided early during the pandemic to follow the guidelines of Calumet County. Staff interpreted that to include their policies applying to county employees and COVID-19. Presently Calumet County requires employees to use PTO if they are quarantined (regardless of whether it is for close contact, testing positive or symptomatic illness).

The CARES Act was Federal legislation that required employers to provide an addition two weeks of sick time in response to the pandemic but also provided funding for it. That law was intended to apply in the short term and had an expiration date at the end of 2020. The American Rescue Plan Act (ARPA) was legislation providing funding for longer-term solutions.

Some organizations are using ARPA funds to compensate employees in quarantine. ARPA funds are available until the end of 2024 by which time the biological/medical circumstances will be quite different. Presently the nation is experiencing a spike in positive test results for COVID-19 that started with the delta variant and continued into the omicron variant. The Village has experienced 3 people (two in the office, one in public works) who tested positive in the past three months.

The Village insurance policy (benefit) for short term disability would not be available using current CDC guidelines. Current quarantine durations are only five days and the short term policy is not triggered until the eighth day. In addition, it requires a signed physician's statement for the policy to cover an illness which would not be available if a person were in quarantine due to close contact.

The Villages of Little Chute and Combined Locks have policies developed for COVID-19. The circumstances under "ELIGIBILITY" in the proposed policy are the same used by Little Chute. The leave request form is also the same used by them. Combined Locks allowed employees to bank the original 80 hours provided in the CARES Act and carry them forward with the intent to use ARPA funds.

One of the complicated features of this issue is the history of the pandemic and PTO use in the Village. Previously the Village allowed federal funding to pay for pandemic related absences until the money was exhausted. After that employees had to use PTO. Thus some employees were able to preserve their PTO and some were not.

There are different options for handling this situation.

1. The Village could make the employees whole who used PTO for COVID-19. Donna believes this would impact eight employees. This path would have some obstacles. We would need the employee to fill out the request form and identify which time cards Donna would use to confirm. Thus at this point we do not know the total hours involved. The CDC guidelines have changed since then as well; quarantine periods were ten days in 2020 and 2021 while they are 5 days now. They would receive hours back in their PTO bank this year.
2. The Village could be consistent with its policy using the CARES Act. The Federal money was used to pay for COVID-19 while available. Thus in this case the ARPA offset would not start until the Village received the money. It would reduce the number of employees and hours used.
3. The Village could just say this is effective now and moving forward. Donna would utilize a feature in Workhorse payroll and populate the 80 hours in a sick bank for each employee. That way it is not PTO.

---

**Budget Impacts:**

It would be a net zero budget impact. It would be more of an impact on productivity if staff were allowed extra time off beyond their allotment of PTO. Even if PTO hours were restored to employees for COVID-19 time in 2020-2021 that would come from ARPA funds.

The expense to the Village would be the reduction in ARPA funding to be used elsewhere. 80 hours for every employee would cost the ARPA balance \$51,978 at 2022 wages including two positions the Village has not filled yet.

---

**Recommended Action:**

The nation is still in the midst of the pandemic which is a medical circumstance difficult to control/avoid for staff. In addition the Federal government has provided funding for COVID-related expenses and because some of our neighboring communities have similar policies. Therefore I would recommend the attached policy be approved. The effective date would be the date it is approved putting aside 80 hours of COVID time for everyone.

---

**Attachments:**

- Proposed Policy for COVID-19 Absences
- Proposed COVID-19 Leave Request Form



## Village of Harrison COVID-19 Leave Request Form

Instructions: This form is to be used from 1/1/2022 through 12/31/2024 for all leave related to COVID-19 for each pay period.

Name: \_\_\_\_\_

Department: \_\_\_\_\_

Dates of Leave for Pay Period: \_\_\_\_\_

Total Hours Absent: \_\_\_\_\_

Please select the reason(s) for utilizing sick leave:

- The employee is subject to a Federal, State, or local quarantine or isolation order related to COVID-19.
- The employee has been advised by a health care provider to self-quarantine due to concerns related to COVID-19.
- The employee is experiencing symptoms of COVID-19 and seeking a medical diagnosis.
- The employee is caring for an individual who is subject to an order or has been advised by a health care provider to self-quarantine.
- The employee is experiencing any other substantially similar condition specified by the Secretary of Health and Human Services.
- The employee is caring for the child of employee and the school or place of care has been closed, or the childcare provider is unavailable due to COVID-19 circumstances.

---

Employee Signature

Date

---

Village Manager Signature

Date

**PERSONNEL POLICY  
VILLAGE OF HARRISON – COVID-19 ABSENCES**

- I. PURPOSE.** The purpose of this policy is to provide a framework for a personnel matter until the manual is updated. It is driven by the Village of Harrison’s appreciation of our employees as our most valuable asset as we carry out our mission to provide essential services to our residents while ensuring the safety of our employees. It is based on the guidelines of the Center for Disease Control (C.D.C.) for the health and safety of the community.
- II. ELIGIBILITY.** This policy pertains to all full-time employees of the Village of Harrison including Harrison Utilities. If an employee should face one of the following circumstances:
- A. Subject to federal, state, or local quarantine or isolation related to COVID-19;
  - B. Have been advised by their doctor to self-quarantine due to COVID-19;
  - C. Experiencing symptoms of COVID-19 and seeking a medical diagnosis;
  - D. Caring for a family member subject to a quarantine order or self-quarantine;
  - E. Caring for children if schools are closed or their caregiver is unavailable because of the COVID-19 health emergency;
  - F. Experiencing substantially similar conditions as specified by the Secretary of Health and Human
- III. ALLOWABLE USE OF AMERICAN RESCUE PLAN ACT (A.R.P.A.) FUNDS**
- A. The Village will allow a maximum of 80 hours of time away from work without using PTO for conditions named above.
  - B. Because the quarantine periods recommended by the C.D.C. change over time as the understanding of the pandemic evolves the quarantine periods are as defined by the C.D.C. when the leave is requested.
- IV. EFFECTIVE DATES**
- A. This policy is effective from the approval of the policy until the conclusion of the A.R.P.A. funding on December 31, 2024.
- VII. REQUIRED DOCUMENTATION**
- A. Employees are required to fill out the Village of Harrison COVID-19 Leave Request Form. Failure to fill out the form will result in an absence to use PTO hours.

This procedure and policy is duly adopted by the Village Board on the 8<sup>th</sup> day of February, 2022.

By: \_\_\_\_\_  
Allison Blackmer, Village President

Attest: \_\_\_\_\_  
Vicki Tessen, Village Clerk

---

**VILLAGE BOARD MEETING**

**From:** Clerk/Treasurer Tessen

---

**VILLAGE OF HARRISON**

**Meeting Date:** February 8, 2022

---

**Title:** Staff Cell Phone Policy

---

**Issue:** Should the Village Board amend the Village employee cell phone policy?

---

**Background and Additional Information:**

During budget discussions, some trustees expressed concern that employees were using personal phones for business and could become an issue in an open records request situation.

The Village has had a couple of cell phone policies in the past.

- Before 2018, the Village purchased cell phones for employees who needed them for work. These were for work use only and employees had their own for personal use.
- In the 2018 version of the Personnel Manual, the Village switched to a cell phone stipend for using a personal phone for work use.
- The utility staff is following the Waverly Sanitary District policy in which the phone belongs to the utility and employees use it for work and personal use while they are employed. The phone and saved utility contacts stay with the position even though the employee may leave.

When asked, staffs' preference is to carry one phone for personal and work regardless of whose plan it is on.

---

**Budget Impacts:**

Current policies = \$656.66 / mo. \$7,879.92 / yr. (Village is \$490/mo. + Utility is \$166.66/mo.)

All on stipend = \$610.00 / mo. \$7,320.00 / yr.

All on Village owned phones = \$1,040.82 / mo. \$12,489.84 / yr.

---

**Recommended Action:**

Staff has no recommended action.

---

**Action Options:**

Board can choose to leave the Village and Utility policies as they are.

Board can choose to have all staff on one policy with phones owned by the Village.

Board can choose to have all staff on one policy with employees receiving a stipend for using their own phone for business.

---

**Attachments:**

- 2016 Personnel Manual Cell Phone Policy
- 2018 Personnel Manual Cell Phone Policy
- Spreadsheet of breakdown of charges

# 2018 Personnel Manual

## Use of Cell Phones

It is the purpose of this policy to provide eligible employees a cell phone stipend for business-related costs incurred when using their personal cell phones. Except at the discretion of the Village Board, the Village will not own cell phones for the use of individual employees.

### **Eligibility**

- a) An employee may be eligible for a stipend if they are a Department Head required to answer their phone outside of normal work hours.
- b) An employee may be eligible for a stipend if they are an employee required to be on-call.
- c) An employee may be eligible for a stipend at the discretion of the Village Manager.

### **Stipend Plan**

- a) Eligible employees may receive a stipend of \$40 for a department head and \$30 for other staff required to use their phone for business.
- b) Once approved, the employee will be eligible to receive the stipend automatically each month.

### **Employees' Responsibilities**

- a) The eligible employee is responsible for purchasing a cell phone and establishing and maintaining service with the cell phone service provider of his/her choice. The employee is solely responsible for all payments to the service provider.
- b) To the extent allowed by law, the stipend provided is not considered taxable income.
- c) If the employee terminates their cell phone service plan at any point, he/she must notify his/her supervisor within 5 business days to terminate the stipend.
- d) The Village does not accept any liability for claims, charges or disputes between the cell phone service provider and the eligible employee.

### **Cancellation or Reduction**

Any stipend will immediately cease or be reduced if:

- a) An employee's employment with the Village terminates;
- b) The Village Board and/or Village Manager determine that an employee is no longer eligible for a stipend.
- c) The eligible employee no longer has a cell phone or cell phone service plan; or
- d) The Village Board decides to eliminate or reduce the stipend.
- e) The eligible employee uses the cell phone in any manner contrary to local, state, or federal laws or university policy.

# 2016 Personnel Manual

## **4. Use of Cell Phones**

It is the purpose of this policy to provide employees guidelines regarding the personal use of Village cell phones. It is the policy of the Village that all cell phones are for the express purpose of conducting Village business. The Village recognizes that on occasion, situations may arise necessitating the personal use of Village cell phones by employees. Such use is to be kept to a minimum and any excess charges will be paid by the employee. Use of any cell phone for personal use shall be kept to a minimum.

- a) Supervisory personnel have no limit on personal calls if they are expected to answer work calls 24 hours a day.



**All on Village owned phones**

	Current Policies Vlg on stipend Utility on Vlg phones	All on Stipend Plan	Monthly charges	Phone Investment / phone life (\$800/36 mos)	
Fire Chief	\$40.00	\$40.00	\$40.22	\$22.22	
Fire Dept	\$30.00	\$30.00	\$40.22	\$22.22	
Fire Dept	\$30.00	\$30.00	\$40.22	\$22.22	
Fire Dept	\$30.00	\$30.00	\$40.22	\$22.22	
Manager	\$40.00	\$40.00	\$40.22	\$22.22	
Asst Manager	\$40.00	\$40.00	\$40.22	\$22.22	
Clerk	\$40.00	\$40.00	\$40.22	\$22.22	
DPW	\$40.00	\$40.00	\$40.22	\$22.22	
DPW	\$40.00	\$40.00	\$40.22	\$22.22	
Code Enforcer	\$40.00	\$40.00	\$40.22	\$22.22	
DPW	\$30.00	\$30.00	\$40.22	\$22.22	
DPW	\$30.00	\$30.00	\$40.22	\$22.22	
DPW	\$30.00	\$30.00	\$40.22	\$22.22	
DPW	\$30.00	\$30.00	\$40.22	\$22.22	
<b>TOTAL</b>	<b>\$490.00</b>	<b>\$490.00</b>	<b>\$563.08</b>	<b>\$311.08</b>	
Utility	\$40.22	\$40.00	\$40.22	utility owns	
Utility	\$40.22	\$40.00	\$40.22	utility owns	
Utility	\$40.22	\$40.00	\$40.22	utility owns	
*Plan surcharge	\$46.00		\$46.00		
<b>TOTAL</b>	<b>\$166.66</b>	<b>\$120.00</b>	<b>\$166.66</b>		
<b>Per month total</b>	<b>\$656.66</b>	<b>\$610.00</b>	<b>\$729.74</b>	<b>\$311.08</b>	<b>\$1,040.82</b>
<b>Annual total</b>	<b>\$7,879.92</b>	<b>\$7,320.00</b>	<b>\$8,756.88</b>	<b>\$3,732.96</b>	<b>\$12,489.84</b>

\*Surcharge covers 3 cells, 1 emergency line, and 1 lift station phone, did not get cost for more cells.

Notes: used an average phone cost (\$800) and average lifespan (3 yrs)

Not sure if \$40.22 includes insurance.