



VILLAGE OF MOUNT HOREB

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PLAN COMMISSION AGENDA Monday, May 5, 2025 at 6:00 PM

Municipal Building Board Room
138 E. Main Street
Mount Horeb, WI

- 1) Call to order
- 2) Roll call
- 3) Agenda Items
 - a. Consideration of HPC and CDA Committee Feedback on Part one of Zoning Code Rewrite
 - b. Review of Draft Zoning Map
 - c. Discuss Dates for Future Special Meetings
- 4) Meeting adjournment.

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AGENDA ITEM REPORT

MEETING DATE

May 5, 2025

PREPARED BY

Nicholas Owen, Administrator

AGENDA ITEM # 3.a

Consideration of HPC and CDA Committee Feedback on Part one of Zoning Code Rewrite

BACKGROUND

The Plan Commission will discuss feedback received from the Historic Preservation Commission and Community Development Authority on part one of the zoning code rewrite and decide what to incorporate into the final code recommendations.

RECOMMENDATION

ATTACHMENTS

1. HPC and CDA Comments
2. Committee Feedback Memo 5.5.25

Village Zoning Code Rewrite Comments

The Village's Historic Preservation Commission (HPC) and Community Development Authority (CDA) have reviewed the portions of part one of the zoning code rewrite pertaining to the areas of code that affect their respective committees. Their comments are provided in this memo for consideration.

HPC

- Height – The committee discussed tying the maximum height to the height of the opera house. Buildings off main street could have more stories if the street level was lower, but the top floor could not exceed the opera house roofline. Chair Schellpfeffer suggested looking at the Carmel Indiana Arts and Design District. The commission would like to see visuals on step backs for upper levels for the downtown.
- The committee agreed with the 50-foot commercial requirement for the first floor downtown.
- Historic Preservation Overlay District – overall like, want to make sure language is consistent with required Certified Local Government Language. They also wonder about the language on master builder vs local builder.
- ADU – the committee agreed that ADU's would be ok in historic districts as long as it fit the neighborhood.

CDA

- The CDA supports the minimum requirements for 33% commercial use in mixed use buildings outside of downtown and the front 50 feet of buildings in downtown.
- CDA Supports the addition of ADU's to create an alternate form of affordable housing.
- Density: The CDA is concerned that the proposed density standards of 1,000-1,200 sq. ft. of lot area per dwelling unit will not allow for downtown infill developments to be financially feasible. The CDA believes these mixed-used infill projects would be better suited if held to bulk density standards, where the density is determined by the lot setback and maximum floors allowed.
 - o A good density example is the Hoff Apartment building. Many feel this is a good example of an infill development that fits well with its surroundings. The Hoff Apartments comes in at 399 sq. ft/unit, and

would need a PUD to be built using the proposed new density standards.

- The CDA would like to see cottage courts be a permitted by right use, possibly even their own zoning district if that's the best way.
- The CDA felt there was not a need for parking requirements downtown, they felt the market would dictate parking for those projects.

Village of Mount Horeb Zoning Code Rewrite

Other Village Committee Feedback – Part 1

Part One of the Draft Zoning Code

Part One of the draft Zoning Code establishes new zoning districts, land use regulations, bulk regulations, and how to address nonconforming situations. The first draft of Part One was reviewed by the Plan Commission in February. This memo contains those items from Part One that were reviewed by other Village Committees and their input on other potential recommended changes.

Part One Topics for Discussion

1. Downtown Residential Density Approach

The Plan Commission discussed a variety of potential options for how residential density could be determined moving forward. That discussion yielded a proposed approach of 1,200 sf of lot size required per dwelling unit for all zoning districts that permit multi-family land uses.

CDA Recommendations: Exempting properties within the downtown from the 1,200 sf/unit standard.

Please circle your opinion on the following approach:

1,200 sf/unit Approach Downtown

Exempt Downtown from 1,200 sf/unit Approach

Comments: _____

2. Downtown Parking Approach

The Plan Commission discussed new downtown parking standards. This included:

- Multi-family land uses require 1 on-site parking space per dwelling unit for higher-density projects only (ex. greater than 10 units per building).
- No required minimum parking standards for any other land use downtown.

CDA Recommendations: Exempting all properties downtown from minimum parking requirements (matching existing standards).

Please circle your opinion on the following approach:

Require Multi-Family Min. Parking Downtown

Exempt Downtown from Parking Requirements

Modify Multi-Family Min. Parking Approach

Comments: _____

3. Downtown Building Height Approach

The Plan Commission discussed downtown height limits multiple times over the course of the project. The draft standards include:

- Maximum height of 50' for properties fronting Main Street (same as today).
- Taller buildings are permitted in other areas of downtown up to 60' (reflects projects that have occurred in the area).

HPC Recommendations: Maximum height downtown is the height of the roofline on the Opera House building.

Please circle your opinion on the following approach:

Keep 50' on Main Street and 60' off Main Street Approach

Modify Approach to Reflect HPC Recommendation

Comments: _____

4. Cottage Court Approach

The Plan Commission hasn't specifically discussed [cottage court development configurations](#) to this point of the project. As drafted, this form of development could be accommodated for rental or condominium situations, but not individual owner-occupied parcels (min. street frontage requirements for all parcels). Additionally, the draft does not currently include specifically defined standards for setbacks, common spaces/parking, design, etc. [that some communities build into their ordinance](#).

HPC Recommendations: Create a land use, zoning district, and standards for cottage courts.

Please circle your opinion on the following approach:

Keep Approach (No Specific Cottage Court Land Use, Zoning District, Standards)

Create Cottage Court Standards, Land Use, Zoning District, etc.

Comments: _____



AGENDA ITEM REPORT

MEETING DATE

May 5, 2025

PREPARED BY

Nicholas Owen, Administrator

AGENDA ITEM # 3.b

Review of Draft Zoning Map

BACKGROUND

Planner Ben Rohr has provided their proposed draft zoning map and a memo explaining the process for the creation of the map and the changes to the current zoning map.

RECOMMENDATION

ATTACHMENTS

1. Draft Zoning Map Review Memo 5.5.25
2. Mt Horeb Proposed Zoning Map - 4-28-25

DRAFT Zoning Map

Village of Mount Horeb Zoning Code Rewrite

May 5, 2025

How Was The Map Created?

The draft new zoning code establishes brand new districts that will replace the existing districts. A new zoning map is required to implement the new zoning code. The goals in creating the draft new zoning map were to 1) enable what's on the ground today to continue, 2) be consistent with the future land use map and the Comprehensive Plan overall, 3) clean up any errors on the existing zoning map, and 4) minimize "downzoning". This process included a parcel-by-parcel review and analysis to determine the new zoning district that would be the best fit in reflecting the goals above.

Step 1	Directly translated existing zoning districts with the closest comparable new district
Step 2	Reviewed the map parcel by parcel to uncover any issues with the direct translation or existing zoning
Step 3	Reviewed the map with Village Staff
Step 4	Review the map with the Plan Commission (Today)
Step 5	Evaluate and refine the map prior to seeking adoption (next few months)

Upzoning vs. Downzoning:

A full zoning code rewrite and new zoning map will inevitably create a mix of some "upzoning" and "downzoning" situations. While this is unavoidable, the goal for the new zoning map is to minimize downzoning situations and maximize upzoning situations. In areas where two zoning districts could have applied, the default was to "upzone" the property rather than "downzone". However, both an upzoning and a downzoning could occur simultaneously within this process on the same property.

A downzoning, as defined by Wisconsin State Statutes, is where a zoning ordinance change affects an area of land in one of the following ways:

1. By decreasing the development density of the land to be less dense than was allowed under its previous usage.
2. By reducing the permitted uses of the land, that are specified in a zoning ordinance or other land use regulation, to fewer uses than were allowed under its pervious usage.

An upzoning is the opposite situation in which more potential opportunities are provided than were otherwise under the previous zoning designation.

New Residential Districts

The new residential districts create a scale of density for residential areas throughout the Village. This translates to 6 proposed new residential districts from the existing 4. A majority of the Village is shown as SF-1, SF-2, or TF-1, reflecting the existing R-1 and R-2 zoning districts.

District	Description
Single-Family Residential (SF-1)	Single family homes (7,200 sf lot sizes)
Single-Family Residential (SF-2)	Single family homes (5,000 sf lot sizes)
Two-Family Residential (TF-1)	Single family and two-family homes
Multi-Family Residential (MF-1)	Single family, two-family, and smaller-scale multi-family
Multi-Family Residential (MF-2)	Single family, two-family, and larger-scale multi-family
Mobile Home (MH-1)	Mobile homes

New Mixed-Use Districts

The new zoning code has four mixed use districts. These districts replace the existing business districts and allow for a mix of commercial and residential uses. This approach provides flexibility and reflects the recent market trend of mixed-use buildings in traditionally commercial-only areas. Mainly, these districts are applied to the draft map along Springdale and Main Street.

District	Description
Downtown Mixed Use (DMU)	Defined by buildings with minimal lot setbacks and distinctly unique development patterns. Mapped in the core downtown area.
Neighborhood Mixed Use (NMU)	Areas with a mix of traditional residential, standalone businesses, or a mix of both. Generally, this serves as a transition from the downtown district to adjoining residential areas.
Corridor Mixed Use (CMU)	More intense commercial, usually surrounded by its own parking lot. Mapped along Springdale Street.
Institutional (INST)	Intended for government or non-profit uses. Allows Institutional Residential, but does not allow other types of residential. Mapped where existing uses are reflective of the proposed new district.

New Industrial Districts

The new zoning code has three industrial districts. These districts account for a range of intensity and potential neighborhood impacts. Generally, the differentiation between the districts is the extent of activity occurring outside. The zoning code provides flexibility between the districts to account for the scale and intensity of the land use. Each district is reflected on the draft zoning map where existing industrial development patterns are in place today.

District	Description
Business Park (BP)	A mix of commercial and industrial land uses.
Light Industrial (LI)	Industrial activities that occur indoors with limited impact on neighboring properties.
Heavy Industrial (HI)	Most intense activities that can occur indoors or outdoors, and have a more significant impact on neighboring properties.

New Open Space Districts

The new code includes three types of open space zoning districts: Agriculture, Conservancy, and Parks and Recreation. They are defined by the types of activities allowed on the property. Notably, the conservancy district is very restrictive on buildings and structures allowed on the property to reflect the intent of preserving these areas.

District	Description
Agriculture (AG)	Agricultural activities allowed.
Conservancy (CON)	Natural areas without active recreation.
Parks and Recreation (PR)	Open spaces with active recreation.

New “Other” Districts

As discussed in previous meetings, the new zoning code seeks to limit the number of conditional use permits in the code. Recent state law changes have made it harder for a community to deny these conditional use permits. Instead, the new code has two districts to cover unique uses that would require a rezoning rather than a conditional use permit. They are not mapped anywhere on the new zoning map at this time, and would require a rezoning prior to being permitted.

District	Description
Adult-Oriented Entertainment (AO)	Adult-oriented activities (not mapped anywhere in the Village).
Intensive Outdoor Activity (IOA)	High intensity outdoor activities such as a racetrack, quarry, etc. (not mapped anywhere in the Village).

Direct Translation Process

On the Draft Zoning Map, all parcels are identified with the proposed new zoning district in color and the existing zoning is labeled on each for reference purposes. The table below is the direct translation methodology utilized in identifying the draft new zoning district for each property in the community.

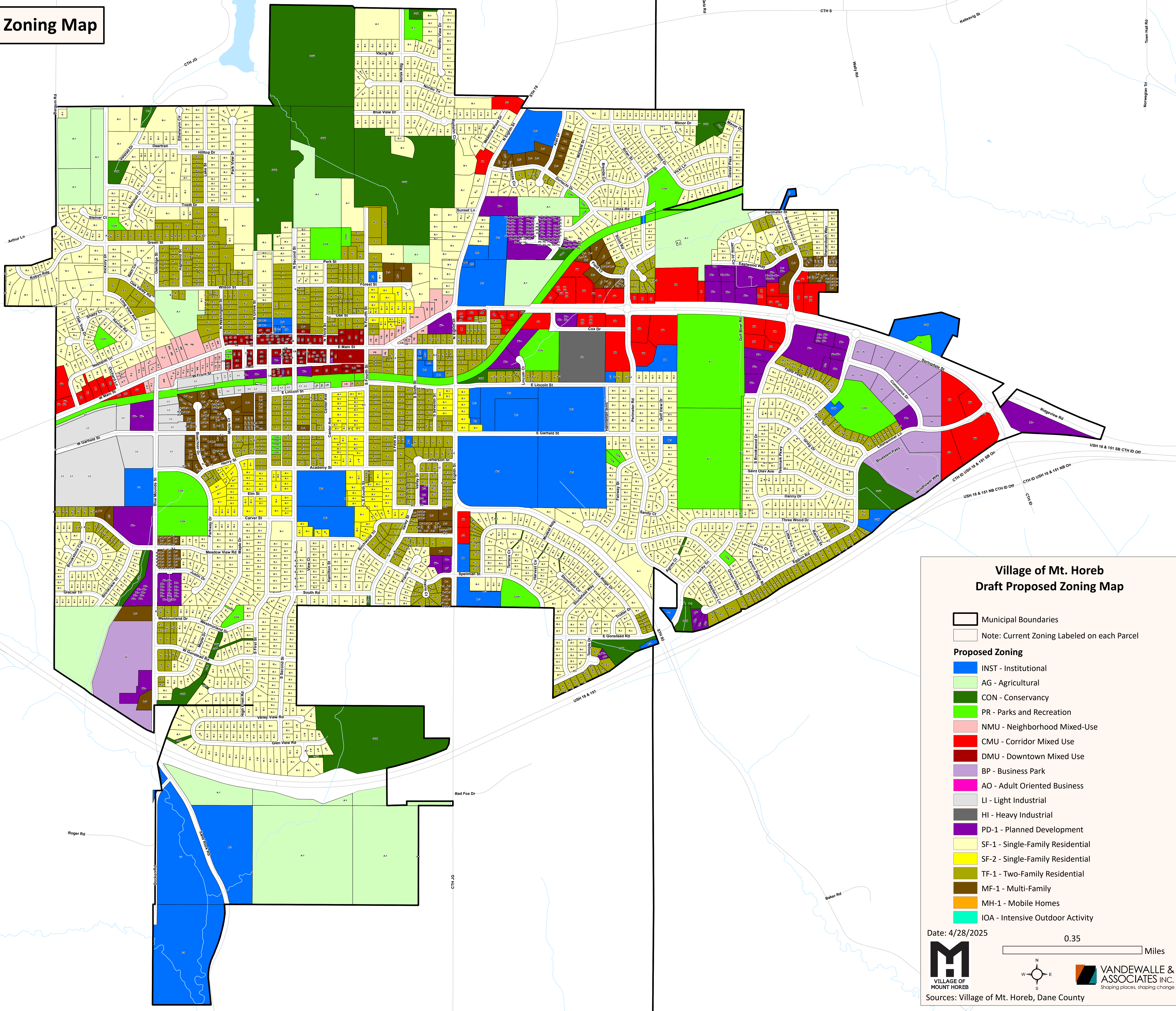
Existing Zoning District	New Zoning District	Future Land Use Category
R-1 Single-Family	SF-1 Single-Family Residential SF-2 Single-Family Residential	Single-Family Residential (Sewered) Planned Neighborhood
R-2 Two-Family	TF-1 Two-Family Residential	Two-Family Residential Planned Neighborhood
R-3 Multi-Family	MF-1 Multi-Family	Multi-Family Residential Planned Neighborhood Planned Mixed-Use
R-4	MF-2 Multi-Family	Multi-Family Residential Planned Neighborhood Planned Mixed-Use
New	MH-1 Mobile Homes	Mobile Home Residential
MSB Main Street Business NB Neighborhood Business	NMU Neighborhood Mixed-Use	Main Street Mixed Use Neighborhood Mixed Use Planned Neighborhood Planned Mixed Use
PB Planned Business	CMU Corridor Mixed Use	Planned Business Planned Mixed Use Planned Business Park/Planned Industrial
CB Central Business	DMU Downtown Mixed Use	Central Mixed Use
PO Planned Office	Remove	
New	INST Institutional	Government and Institutional Parks and Recreation
PI Planned Industrial	BP Business Park	Planned Business Park/Planned Industrial Planned Mixed Use
I-1 Restricted Industrial	LI Light Industrial	Planned Business Park/Planned Industrial General Industrial
I-2 General Industrial	HI Heavy Industrial	General Industrial Heavy Industrial
A-1 Agricultural	AG Agricultural	Agriculture
RB Recreation Business	Remove	
CO-1 Conservancy	CON Conservancy PR Parks and Recreation	Conservancy Parks
New	AO Adult Oriented Business	None
New	IOA Intensive Outdoor Activity	Extraction

Assumptions Made During Mapping Process

- All PUDs stay PUD because they are unique in establishing a custom set of zoning standards for a given lot, which is intended to be retained. Individual properties zoned PUD today could request a future zoning change to a new base zoning district upon request as the new base zoning districts were created to reflect the development patterns enabled by a PUD in the past.
- Institutional District: started by identifying properties that are owned by religious organizations, government entities, schools, cemeteries, post office, utilities, etc. within all other zoning districts and reviewing each parcel for consistency with either the Institutional zoning district or some other district.
- Conservancy District vs. Parks and Rec. District: identified properties that are active use Village Parks (PR) vs. undeveloped conservancy areas, stormwater, and passive use Village Parks (CON).
- AO and IOA districts: not assigned to any parcel, just listed in the legend and established via the zoning ordinance text.
- HI district: only assigned to the one existing property zoned I-2 today (Brunsell Lumber).
- CMU, DMU, and NMU: each property was assigned the new zoning district based on existing use and configuration in reflection of the Comprehensive Plan's Main Street Mixed Use, Neighborhood Mixed Use, Planned Mixed Use, Planned Business, Planned Business Park/Planned Industrial, or Central Mixed Use designation on the future land use map.
- Residential: SF-1 for existing R-1 properties with lot size greater than 7,200 sf, SF-2 for existing R-1 properties with lot size less than 7,200 sf, TF-1 for existing zoned R-2 properties, MF-1 for existing zoned R-3 properties, MF-2 is not currently mapped as its reflective of recent PUDs, but because those PUDs are not proposed to change zoning, the MF-2 can be used in the future instead of the PUD process used today.

Draft Village of Mount Horeb Zoning Map

DRAFT



Village of Mt. Horeb
Draft Proposed Zoning Map

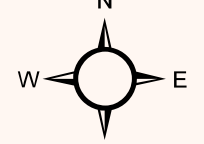
- Municipal Boundaries
- Note: Current Zoning Labeled on each Parcel

- Proposed Zoning**
- INST - Institutional
 - AG - Agricultural
 - CON - Conservancy
 - PR - Parks and Recreation
 - NMU - Neighborhood Mixed-Use
 - CMU - Corridor Mixed Use
 - DMU - Downtown Mixed Use
 - BP - Business Park
 - AO - Adult Oriented Business
 - LI - Light Industrial
 - HI - Heavy Industrial
 - PD-1 - Planned Development
 - SF-1 - Single-Family Residential
 - SF-2 - Single-Family Residential
 - TF-1 - Two-Family Residential
 - MF-1 - Multi-Family
 - MH-1 - Mobile Homes
 - IOA - Intensive Outdoor Activity

Date: 4/28/2025
0.35 Miles



VILLAGE OF
MOUNT HOREB



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VANDEWALLE &
ASSOCIATES INC.
Shaping places. shaping change.

Sources: Village of Mt. Horeb, Dane County