

# *Village of Pulaski*



## *Comprehensive Plan*

*Adopted October 1, 2007*

## **Village of Pulaski Comprehensive Plan**

Adoption Date: October 1, 2007

**Prepared for the Village of Pulaski by the Brown County Planning Commission**

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## TABLE OF CONTENTS

|   |     |
|---|-----|
| CHAPTER 1 – Issues and Opportunities .....                      | 5   |
| CHAPTER 2 – Land Use.....                                       | 23  |
| CHAPTER 3 – Transportation .....                                | 59  |
| CHAPTER 4 – Economic Development .....                          | 85  |
| CHAPTER 5 – Housing .....                                       | 103 |
| CHAPTER 6 – Utilities and Community Facilities .....            | 119 |
| CHAPTER 7 – Natural, Cultural, and Agricultural Resources ..... | 151 |
| CHAPTER 8 – Intergovernmental Cooperation.....                  | 179 |
| CHAPTER 9 – Implementation .....                                | 189 |

|  |    |
|--|----|
| Figure 1-1: Regional Location.....   | 6  |
| Figure 1-2: Village of Pulaski Historic Growth Trend, 1960-2000 .....  | 15 |
| Figure 1-3: Village of Pulaski and Brown County Percent Population Growth, 1960- 2000 .....  | 15 |
| Figure 1-4: Village of Pulaski Age as a Percentage of Population, 1990 and 2000 .....  | 16 |
| Figure 1-5: Adjusted Gross Income per Tax Return: 1997-2004.....   | 16 |
| Figure 1-6: Household Income in 1999.....  | 17 |
| Figure 1-7: Village of Pulaski, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older.....          | 17 |
| Figure 1-8: Village of Pulaski Employment by Occupation .....  | 18 |
| Figure 1-9: Industry Projections for Bay Area Workforce Development Area, 2002-2012 .....  | 19 |
| Figure 1-10: Historic and Projected Population, Village of Pulaski, 1960-2025 .....  | 20 |
| Figure 2-1: Village of Pulaski 2006 Land Use Acreage.....  | 23 |
| Figure 2-2: Existing Land Use.....   | 25 |
| Figure 2-3: Extraterritorial Land Use.....   | 26 |
| Figure 2-4: Number of New Lots Created, 1996-2006 .....  | 30 |
| Figure 2-5: Change in Pulaski Land Use, 1980-2006.....   | 33 |
| Figure 2-6: Five-Year Growth Increments for the Village of Pulaski .....   | 35 |
| Figure 2-7: Future Land Use .....  | 37 |
| Figure 3-1: Street Network / Rail Lines .....  | 60 |
| Figure 3-2: Functional Classification .....  | 61 |
| Figure 3-3: Sidewalk and Bicycle Facility Locations.....   | 63 |
| Figure 3-4: Port and Airport Facilities.....   | 64 |
| Figure 3-5: Comparison of Well-Connected and Conventional Street Patterns .....  | 66 |
| Figure 3-6: Street and Right-of-Way Width Standards Summary .....  | 67 |
| Figure 3-7: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection in the Village of Howard (1996-2003)..... | 70 |
| Figure 3-8: Segregated Land Uses vs. Mixed Uses with High Connectivity.....  | 71 |
| Figure 3-9: Example of Neighborhoods With and Without Street Connectivity .....  | 72 |
| Figure 3-10: Recommended Bicycle Facilities .....  | 75 |
| Figure 3-11: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development .....                                    | 76 |
| Figure 4-1: Educational Attainment – Percent of Population 25 Years and Older .....  | 86 |
| Figure 4-2: Employment Status by Percentage of Population 16 Years and Older.....  | 86 |
| Figure 4-3: Employed Civilian Population as a Percentage of People 16 Years and Above .....  | 87 |

|              |   |     |
|--------------|---|-----|
| Figure 4-4:  | Employment by Industry Group, 2000; Brown County and the United States Location Quotient Analysis ..... | 88  |
| Figure 5-1:  | Age of Housing Units in the Village of Pulaski, 2000.....   | 103 |
| Figure 5-2:  | Units in Structure for Pulaski, Brown County, and Wisconsin.....  | 104 |
| Figure 5-3:  | New Housing Unit Development, 1995-2005 .....   | 105 |
| Figure 5-4:  | Change in Housing Occupancy Characteristics in Pulaski, 1990 and 2000 .....                             | 106 |
| Figure 5-5:  | Village of Pulaski Owner-Occupied Housing Values in 2000.....   | 106 |
| Figure 5-6:  | Gross Rent in the Village of Pulaski, 1990 and 2000 .....   | 107 |
| Figure 5-7:  | Mortgage Costs in the Village of Pulaski, 1990 and 2000.....  | 108 |
| Figure 5-8:  | Brown County and State of Wisconsin Occupational Income .....   | 110 |
| Figure 5-9:  | Change in Housing Preferences Over Time .....   | 111 |
| Figure 6-1:  | Sanitary Sewer System.....  | 121 |
| Figure 6-2:  | Sewer Service Area.....   | 123 |
| Figure 6-3:  | Public Water System .....   | 125 |
| Figure 6-4:  | Storm Water System.....   | 129 |
| Figure 6-5:  | Park and Recreation Facilities.....   | 131 |
| Figure 6-6:  | Village of Pulaski Park and Recreation Needs Analysis.....  | 137 |
| Figure 6-7:  | School District Boundaries .....  | 143 |
| Figure 7-1:  | Productive Agricultural Lands.....  | 153 |
| Figure 7-2:  | Surface Waters .....  | 156 |
| Figure 7-3:  | 100-Year Floodplains.....   | 158 |
| Figure 7-4:  | Floodlands and Floodplain Zoning .....  | 159 |
| Figure 7-5:  | Shorelands and Shoreland Zoning.....  | 161 |
| Figure 7-6:  | Wetlands .....  | 164 |
| Figure 7-7:  | Environmentally Sensitive Areas .....   | 165 |
| Figure 7-8:  | Groundwater.....  | 168 |
| Figure 7-9:  | Woodlands .....   | 169 |
| Figure 7-10: | Park and Recreation Lands in Pulaski.....   | 172 |
| Figure 8-1:  | Jurisdictional Boundaries .....   | 180 |

|             |  |     |
|-------------|--|-----|
| APPENDIX A: | Calculations for Sidepath Suitability Analyses.....                                    | 207 |
| APPENDIX B: | Resolution #976-07 - Village of Pulaski Planning and Zoning Commission.....            | 211 |
| APPENDIX C: | Ordinance #466-07 - Ordinance to Adopt the Village of Pulaski Comprehensive Plan ..... | 215 |

# CHAPTER 1

## Issues and Opportunities

### Introduction

The Village of Pulaski Comprehensive Plan is one of two plans that are components of the Northwestern Brown County Multi-jurisdictional Comprehensive Planning Effort, which also includes the Town of Pittsfield. The Wisconsin Department of Administration Comprehensive Planning Grant Program provided funding for a portion of this plan. The intent of this multi-jurisdictional effort is to promote coordinated and consistent planning across governmental boundaries and through governmental layers.

The Village of Pulaski is located adjacent to the Town of Pittsfield in the northwestern corner of Brown County and extends into Shawano and Oconto Counties. The village abuts the Towns of Maple Grove and Angelica (Shawano County) to the west and Town of Chase (Oconto County) to the north. Figure 1-1 depicts Pulaski's regional location.

The village has historically filled the needs of the surrounding farming community as a social hub and service center for daily goods and services. Pulaski has grown in a compact manner, with a well-defined downtown business district centered on the intersection of STH 32 (St. Augustine Street) and STH 160 (Pulaski Street) surrounded by residential neighborhoods. More recently, commercial and industrial growth has begun to expand along the STH 32 corridor leading toward STH 29 in the southern part of the village. With the completion of STH 29 as a limited access expressway, the village has begun to experience growth in the number of residents commuting to the Green Bay Metropolitan Area.

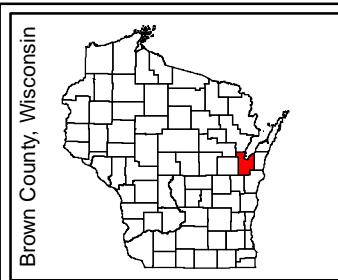
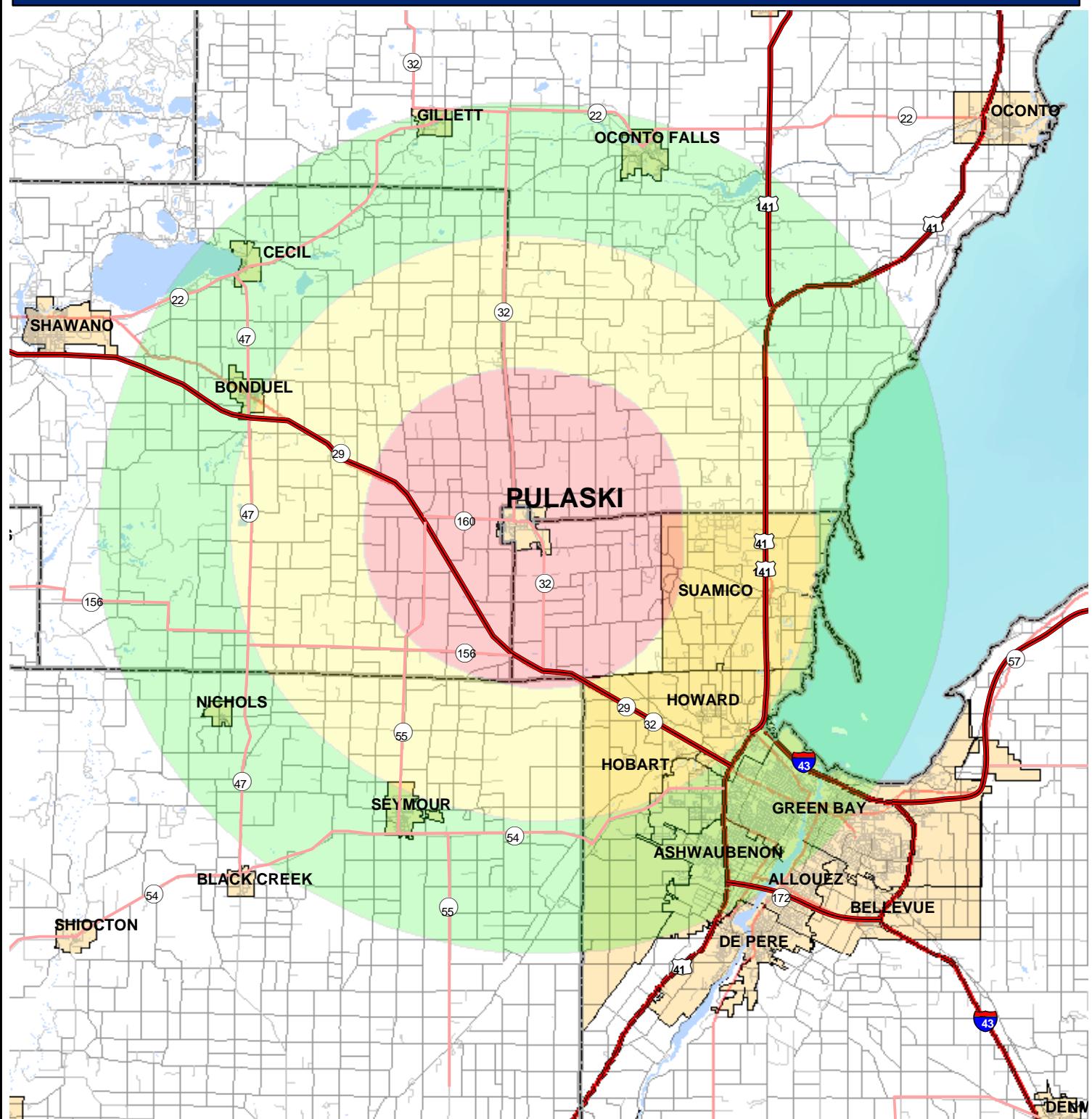
### Purpose and Intent

A comprehensive plan is an official public document adopted by ordinance by the local government that sets forth its major policies concerning the future physical development of the community. The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the village can follow to achieve its desired development pattern, and meet the requirements of the State of Wisconsin Comprehensive Planning Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals prescribed in state statute and listed in this section.

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.

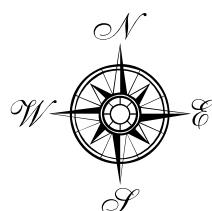


Figure 1-1  
Regional Location  
Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



### Mileage Buffers

- 0.00 - 5.00
- 5.01 - 10.00
- 10.01 - 15.00
- Incorporated Areas



0 2.5 5 Miles

This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department, May 2006.

Source: PALS, Brown County Planning Commission

5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

The Village of Pulaski Comprehensive Plan is adopted by ordinance and should be used by officials when revising and administering its zoning, subdivision, and official map. The plan should be the basis for siting future developments and be a guiding vision so that there is a consistent policy to follow and a clear goal for the future for the residents of the Village of Pulaski.

## Comprehensive Planning Process

The most recent comprehensive plan for the Village of Pulaski was adopted in 1991. Village leaders decided to work with Brown County to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant Program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and reflect village residents' vision of how the village should develop over the next 20 years.

The Brown County Planning Commission (BCPC) was contracted with to provide professional planning assistance and to administer the grant. Staff from BCPC prepared the background information and the recommendations of this plan based upon the results of the village-wide visioning session, survey, Wisconsin's Comprehensive Planning Law and consensus opinions of the Citizens Advisory Committee.

The Citizens Advisory Committee (CAC) was a cross-section of the community consisting of elected officials, planning commission members, business people, and other residents of Pulaski. The members were appointed by the village to act as a steering committee to review and provide input into the information compiled by BCPC staff.

The CAC acted as the “eyes and ears” of the community in ensuring village-wide issues were addressed in the plan.

This document is comprised of nine parts reflecting the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Natural, Cultural, and Agricultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated and therefore, the goals, objectives, and recommendations are also. This plan was developed with the interrelationships of the elements in mind.

The future land use plan contained within the Land Use Chapter of the comprehensive plan provides the vision of how the Village of Pulaski can look 20 years from now. There are recommendations regarding the location, density, and design of future development, and these recommendations are the cornerstone of the overall plan. The future land use plan is the composite of the goals, objectives, and recommendations contained in all of the chapters.

The final part of the plan involves implementing the recommendations. A comprehensive plan is only effective when it is actually used. This includes both using the plan on a routine basis when making policy and administrative decisions and when creating and revising village ordinances, such as the zoning ordinance, to control and guide development consistent with the plan.

This document is not the end of the planning process. For the Village of Pulaski to succeed in achieving its vision for the future, planning must be a continual, ongoing exercise.

## **Community Goals and Objectives**

A major element of the comprehensive planning process is the identification of the Village of Pulaski’s goals and objectives. This identification is often difficult because values held by citizens are highly elusive and complex. People vary widely in their choice of values and the degree to which they will accept or tolerate differing attitudes.

In order to identify the village’s priorities for community development, as well as key issues and concerns to be addressed, the Brown County Planning Commission facilitated a public visioning session on July 26, 2006, at the Pulaski Middle School that utilized the nominal group method. The results from the visioning session were then mailed back to the participants to develop a ranking of the top issues within the village. The following list identifies the top issues resulting from the visioning session and survey:

Rank:

1. Encourage new businesses to locate in Pulaski such as a hotel/banquet facility, retail stores, a family restaurant, downtown theatre and arts gallery, roller rink, and mini golf course.
2. Discourage additional large apartment complexes (50-100 units) in the village.
3. Create a long-term street maintenance, repair, and improvement plan.

4. Improve the Polka Grounds through added pavilions, more restrooms, and paving the walkways to make it easier to navigate with a stroller.
5. (tie) Improve the downtown image and business climate by continuing building renovations and other improvements similar to those completed on the Chamber of Commerce corner.
5. (tie) Village should be more aggressive in recruiting large business and industry to help build the tax base.
5. (tie) Build a community center, possibly in conjunction with a new or expanded Senior Center, supported by a variety of funding sources.
6. Need to develop and enforce ordinances by holding property owners responsible (yard and building maintenance code, blighted property ordinance, etc.) to ensure yard and building maintenance is kept up.
7. (tie) Develop and consistently enforce long-term planning and zoning rules utilizing a more formal and organized approach as administrations change.
7. (tie) Discourage volunteer firefighters responding to calls in personal vehicles from speeding through the village.
8. Develop new park facilities in existing parks such as an outdoor half-shell theatre or a new or renovated Memorial Park shelter that includes heat so it could be used later in fall and early in spring.
9. Maintain Pulaski's small-town atmosphere by staying neighborly, keeping the village tidy, and encouraging well-planned growth and development.
10. (tie) Develop an outdoor recreation plan for new and existing parks, including capitalizing on opportunities along the Mountain Bay Trail and identifying areas for new parks, such as near the Polka Grounds.
10. (tie) Ensure developers consider walkways and street connections to surrounding and future subdivisions.

The visioning session, input from the Citizens Advisory Committee, general public input, the State of Wisconsin Comprehensive Planning Law, and sound planning principles formed the basis for the development of the goals and objectives of the plan.

Goals and objectives each have a distinct and different purpose within the planning process. Goals describe desired situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought; although, they may never actually be fully attained. Objectives describe more specific purposes, which should be sought in order to advance toward the achievement of the overall goals. The third part of the planning process – policies and programs – is discussed in each chapter specific to that comprehensive plan element.

The comprehensive plan and future development of the village is based on the following goals and objectives.

## **Land Use Goal**

To manage the future land uses to enhance Pulaski's unique, small-town character while encouraging a logical and efficient growth pattern within the village.

Objectives:

1. Encourage growth and redevelopment that incorporate elements of Pulaski's traditional development pattern.
2. Strive for a compact, efficient land use pattern by promoting the development of existing vacant or underutilized lots that are located within or adjacent to areas that are served by public sewer and water.
3. Identify and reserve appropriate areas for future industrial and commercial expansion and seek ways to integrate these uses with nearby residential, retail, and agricultural uses.
4. Encourage the mixture of compatible residential, commercial, recreational, and institutional uses.
5. Create neighborhoods that contain a mix of residential, neighborhood-scale commercial, recreational, and institutional uses that serve as formal and informal meeting places and allow all residents to easily reach them.
6. Discourage strip commercial development in favor of clustering commercial activities in the downtown, near the STH 32/Crest Drive intersection or selected locations that can service nearby neighborhoods.
7. Promote alternative development techniques such as conservation by design and traditional neighborhood developments to create a range of development opportunities in Pulaski.
8. Develop and consistently enforce long-term planning and zoning requirements utilizing a formal and organized approach.
9. Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
10. Provide for a mix of residential uses and housing types within new neighborhoods equally distributed throughout Pulaski by utilizing flexible zoning standards and the promotion of planned developments.
11. Require the installation of neighborhood amenities such as neighborhood parks, street trees, water, and sidewalks within new developments.

## **Transportation Goal**

To develop a safe and efficient multi-modal transportation system that serves all Pulaski residents.

Objectives:

1. Enhance the appearance of the village's entrances and thoroughfares.
2. Develop the village in a manner that contains a mix of residential, commercial, and institutional uses to make walking and bicycling viable transportation options and minimize traffic on the existing street system.

3. Ensure developers consider walkways and street connections to surrounding and future subdivisions to distribute traffic evenly and maximize mobility and accessibility for all residents.
4. Maximize safety and accessibility at the village's intersections.
5. Utilize traffic calming techniques in the village to improve safety and minimize the impacts of vehicles on schools and neighborhoods.
6. Ensure the village's long-term street maintenance, repair, and improvement plan is kept up-to-date and is adequately funded.
7. Continue to develop a pedestrian system in the village by installing sidewalks in new developments and providing connections to schools and other pedestrian traffic generators.
8. Work with WisDOT, Bay-Lake Regional Planning Commission, Brown County, and neighboring communities to ensure that STH 32 maintains its functionality as a regional carrier of traffic.
9. Continue to work with WisDOT, Bay-Lake Regional Planning Commission, Brown County, and the surrounding communities to plan the STH 32 corridor.
10. Enable developers to build narrow streets to slow traffic through neighborhoods, minimize construction, stormwater, and maintenance costs, and maximize safety for all residents.
11. Provide safe and convenient pedestrian and bicycle connections to destinations such as parks, schools, employment centers, shopping areas, and between/within subdivisions.
12. Work with Brown County, WisDOT, the Pulaski School District, and other agencies to develop the village's multi-modal transportation system.

### **Economic Development Goal**

Broaden the tax base and strengthen the village's economy and employment base through a mixture of large and small-scale commercial and industrial activity.

Objectives:

1. Encourage new businesses to locate in Pulaski that fill local needs such as a hotel and banquet facility, retail stores, restaurants, and entertainment options.
2. Address ways to improve the appearance of the downtown and gateways to the community in order to attract new businesses and visitors.
3. Ensure the appearance of buildings in Pulaski is consistent with the image the village wishes to portray.
4. Encourage the mixture of compatible commercial and residential ventures.
5. Utilize governmental programs to aid in the retention of existing and attraction or promotion of new industrial and commercial activities to build the village's tax base.
6. Work with businesses and industries already in the village to ensure they are able to expand and remain in Pulaski.
7. Encourage entrepreneurship among Pulaski's residents and business owners.

8. Promote the redevelopment of underutilized, vacant, and brownfield areas.
9. Encourage commercial development in nodes rather than strips along main thoroughfares.
10. Encourage businesses and industries to promote environmentally-friendly practices such as recycling, erosion control, and pollution controls.
11. Work with the Pulaski Area Chamber of Commerce to market those businesses in Pulaski and encourage Pulaski residents to “buy local”.
12. Enhance the village’s economic development partnerships with agencies, such as Advance, Brown County Planning Commission, Bay-Lake Regional Planning Commission, and the Wisconsin Department of Commerce.

### **Housing Goal**

Provide a variety of quality housing opportunities for all segments of the village’s population.

Objectives:

1. Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
2. Identify residential development areas next to existing development to take advantage of existing utilities and public services.
3. Promote the development of homes that have front porches, recessed garages, minimal setbacks, and other “traditional” features throughout the village.
4. Ensure that the quality of new and existing multifamily developments in the village is consistent with the quality of other developments in the community.
5. Require housing units to be well-maintained in accordance with village regulations.
6. Encourage the rehabilitation, redevelopment, or conversion of rental units within the downtown.
7. Identify and utilize government programs such as the Wisconsin Housing and Economic Development Authority (WHEDA) and the Wisconsin Department of Commerce to improve aging residential stock.

### **Community Facilities and Utilities Goal**

Promote a quality living environment through the timely provision of adequate and efficient recreation, utility, emergency, and other public facilities and services affecting the health, safety, and well-being of Pulaski residents and businesses.

Objectives:

1. Ensure the village’s public infrastructure (streets, utility lines, wastewater treatment plant, etc.) is adequate to handle additional growth.

2. Continue to cooperate with the school district to enable village residents to use its facilities for social, recreational, and other activities.
3. Encourage residents to utilize the Mountain Bay Trail for hiking, bicycling, and snowmobiling.
4. Ensure the village's supply of public water remains of a high quality.
5. Encourage greater use and development of the Polka Grounds through improved facilities and recreational opportunities.
6. Review the potential need for a community center in combination with a new or renovated Village Hall and Senior Center.
7. Seek state and federal grants for parkland acquisition and improvement.
8. Maintain the village's existing public facilities and replace aging/obsolete infrastructure and equipment in a timely fashion.
9. Promote the efficient use of existing community facilities such as streets, sewers, and water, through infill development and planned outward expansion.
10. Ensure adequate levels of staffing, services, and facilities to meet the needs of a growing community.
11. Develop a local park and recreation plan that coordinates its efforts with the Brown, Oconto, and Shawano County plans.
12. Continue the development of the village's trail network that links natural features, parks, and green spaces.
13. Ensure new development, particularly in the downtown, and gateways to the village contribute to Pulaski's overall unique identity.

#### **Natural, Cultural, and Agricultural Resources Goal**

Protect and preserve the village's natural features to enhance the small-town character of Pulaski and the quality of life of its residents.

Objectives:

1. Utilize significant natural resources when identifying locations for future parks and trail linkages.
2. Preserve wetlands, floodplains, and other environmental areas to link various parts of the village and to serve as wildlife corridors, pedestrian trails, and stormwater management areas.
3. Require the creation of neighborhood parks within residential developments.
4. Coordinate future parks, green space, and trails with adjoining communities and counties.
5. Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
6. Enhance the appearance and community identity of the village through the use of commercial and industrial building design standards, landscaping, attractive signage, and other beautification techniques.

7. Identify and preserve historic and culturally significant sites.
8. Promote the preservation and rehabilitation of older buildings within the village, especially through the adaptive reuse of these buildings (when possible).
9. Ensure stormwater runoff is properly treated for quantity and quality prior to entering the village's surface waters.

### **Intergovernmental Cooperation Goal**

To work with the surrounding communities, Pulaski Area School District, Brown County, Oconto County, Shawano County, Bay-Lake Regional Planning Commission, and the State of Wisconsin to cooperatively plan and develop the village and region.

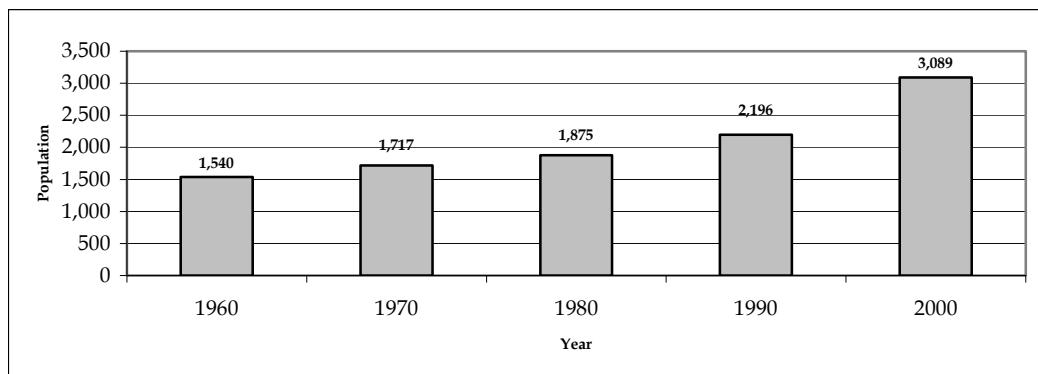
Objectives:

1. Increase communication with the Towns of Angelica, Chase, Maple Grove, and Pittsfield on future plans.
2. Work with the Pulaski Area School District to project future school-aged populations so that the district can accurately plan for future facilities.
3. Coordinate with the surrounding communities regarding municipal services, land use decisions, and address other issues of mutual concern.
4. Cooperate with the surrounding communities, Brown County, Bay-Lake Regional Planning Commission, and WisDOT to plan the STH 32 corridor.
5. Identify existing and potential conflicts with the surrounding communities and work to resolve these issues.
6. Continue to work with the surrounding communities and Brown, Oconto, and Shawano Counties to develop an off-street trail system that serves the village and region.
7. Identify potential partnerships with other local, county, state, and regional agencies, as well as with nonprofit and private enterprises.
8. Explore future opportunities to consolidate the provision of village services with other communities.

### **Demographic Trends**

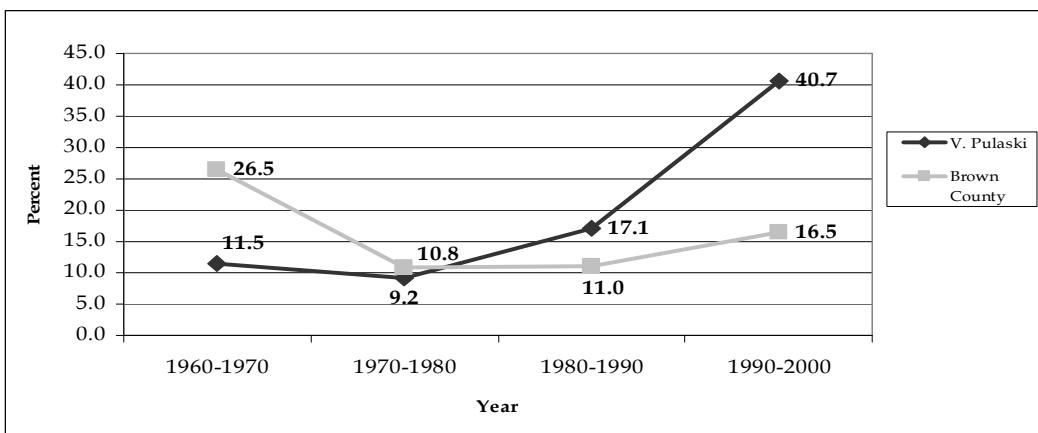
The Village of Pulaski has grown from a population of 1,540 in 1960 to a population of 3,089 in 2000. This is an overall 40-year increase of 100.6 percent, or 1,549 residents. The population grew slowly, albeit steadily, between 1960 and 1990. However, in the 10-year period between 1990 and 2000, the village added 893 residents, which is a significant increase of 40.7 percent. Figure 1-2 displays the past 40 years of growth in the village, and Figure 1-3 shows the growth as a percentage compared to Brown County.

**Figure 1-2: Village of Pulaski Historic Growth Trend, 1960-2000**



Source: U.S. Census of Population, 1960-2000

**Figure 1-3: Village of Pulaski and Brown County Percent Population Growth, 1960- 2000**



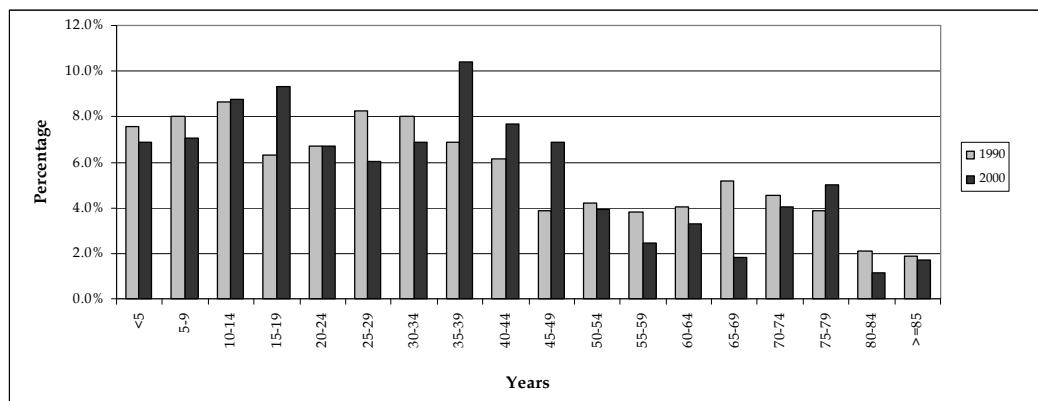
Source: U.S. Census of Population, 1960-2000

## Age Distribution

Figure 1-4 compares the percentages of people with 5-year age ranges in the Village of Pulaski in 1990 and 2000. There are two noticeable differences between the 1990 and 2000 data. The first is the rather dramatic increase in the percentage of residents aged 15-19 in 2000 as compared to 1990. The second significant difference is the increase in the percentage of persons aged 35-49 in 2000 as compared to 1990.

Counter to recent trends nationally and in the State of Wisconsin, the village has a generally younger population. Typically, communities are aging at a much quicker rate than in the past due to the largest segment of the population ("baby boomer" generation) approaching retirement age. This trend is somewhat apparent in the increased percentages of persons aged 35-39, 40-44, and 45-49. However, there are generally lower percentages of persons either retirement age or considered elderly in 2000 as compared to 1990 in the Village of Pulaski. The younger workforce should serve the village well in filling jobs as the baby boomer generation begins to retire.

**Figure 1-4: Village of Pulaski Age as a Percentage of Population, 1990 and 2000**



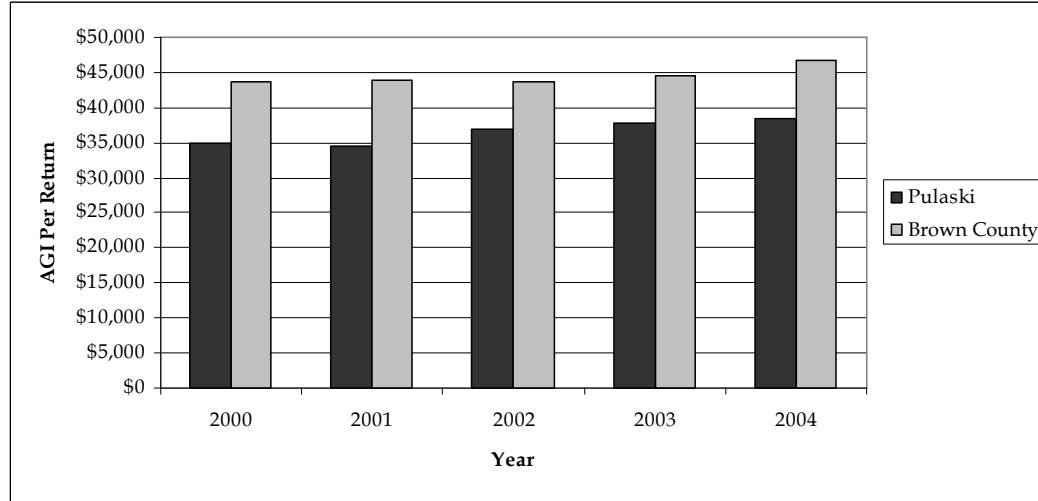
Source: U.S. Bureau of the Census, 1990 and 2000

## Income Levels

According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Village of Pulaski's adjusted gross income (AGI) per tax return is generally lower than Brown County's average. The most recent year for which information is available lists the year 2004 AGI for the Village of Pulaski at \$38,405, which is \$8,344 (17.8 percent) less than the Brown County average of \$46,749. Figure 1-5 shows the trend in AGI for the years 2000-2004.

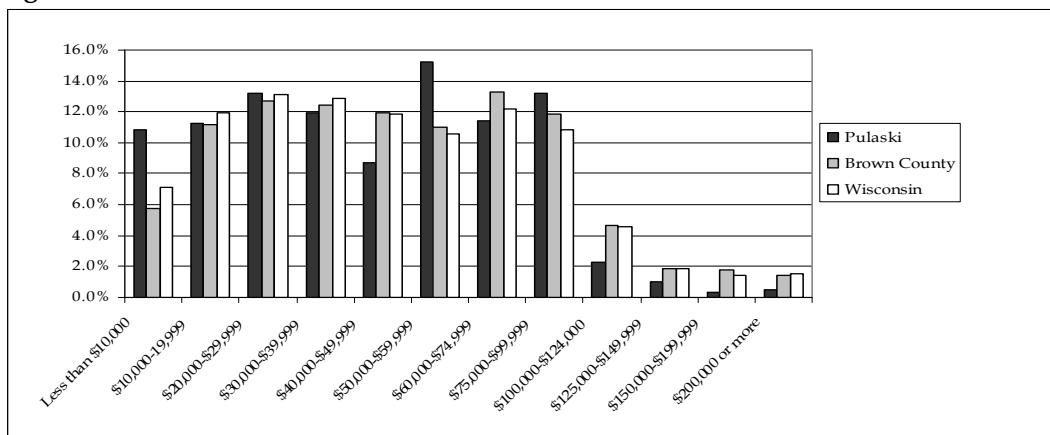
The 2000 census also provides ranges for income levels. The largest percentage of the Village of Pulaski households is within the \$50,000 to \$59,999 income range at 15.3 percent. However, the village has generally higher percentages of households in the higher ranges of income levels. The household income percentages are displayed in Figure 1-6.

**Figure 1-5: Adjusted Gross Income per Tax Return: 1997-2004**



Source: Wisconsin Department of Revenue-Division of Research and Analysis, 2000-2004

**Figure 1-6: Household Income in 1999**

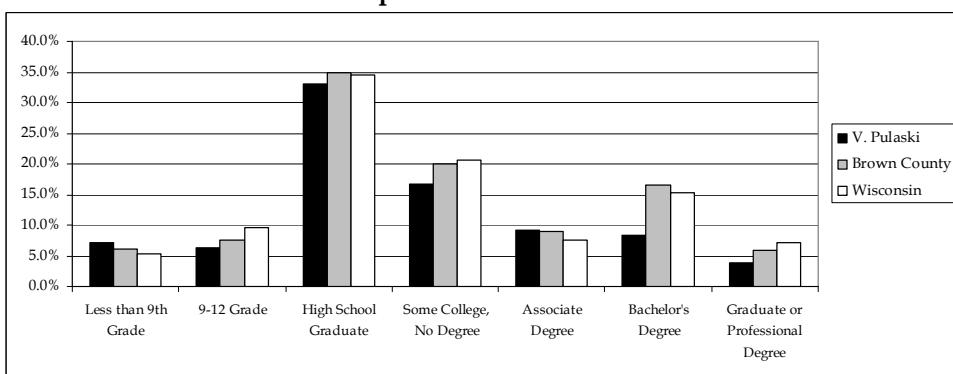


Source: 2000 U.S. Bureau of the Census, Table P52 Household Income in 1999, Pulaski Village

## Educational Levels

With the exception of Associate Degrees, high school and advanced educational levels of people 25 years and older in the Village of Pulaski are generally lower than those of Brown County and the State of Wisconsin. The village should continue to work with the school district, technical college district, and nearby colleges and universities to increase educational attainment levels in the village to help the transition into the information economy. The village's educational levels are displayed in Figure 1-7.

**Figure 1-7: Village of Pulaski, Brown County, and State of Wisconsin Educational Attainment of People 25 Years and Older**



Source: U.S. Bureau of the Census, Table DP-2 Profile of Selected Social Characteristics: 2000 Pulaski Village

## Employment Characteristics

As displayed in Figure 1-8, the Village of Pulaski has a much higher percentage of its workforce employed in the production, transportation, and material moving occupations than Brown County. Conversely, Pulaski's percentages for management, professional, and related occupations sector and sales and office occupations are lower than Brown County. These statistics reveal that, in general, Pulaski's workforce and accordingly its overall economy, is more dependent on manufacturing and other blue collar jobs than Brown County, and is therefore more responsive to upturns and downturns in the national economy.

**Figure 1-8: Village of Pulaski Employment by Occupation**

| Occupation  | Number | Pulaski Percent | Brown County Percent |
|---|--------|-----------------|----------------------|
| Production, transportation, and material moving occupations | 444    | 26.6            | 18.7                 |
| Management, professional, and related occupations           | 427    | 25.6            | 30.6                 |
| Sales and office occupations                                | 408    | 24.4            | 28.5                 |
| Service occupations   | 213    | 12.7            | 12.6                 |
| Construction, extraction, and maintenance occupations       | 173    | 10.4            | 9.2                  |
| Farming, fishing, and forestry occupations                  | 6      | 0.4             | 0.5                  |

Source: U.S. Census Bureau, Table DP-3 Profile of Selected Economic Characteristics: 2000 Pulaski Village

## **Employment Forecast**

The Wisconsin Department of Workforce Development produced a profile in April 2005 for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano and Sheboygan Counties within its boundaries. The profile identifies projected job increases or decreases by industry for the ten year period between the 2002 estimate and 2012.

According to the profile, the total number of non-farm jobs is projected to increase a total of 11.9 percent (35,980 jobs) by the year 2012. Although goods-producing jobs will still represent 29 percent of the total employment in the region, this is down from just under 31 percent in 2002. This contrasts with the services-providing industry sectors which will increase from 69 percent of all employment to about 71 percent.

The education and health services sector is projected to add 12,620 jobs in the ten-year period, with ambulatory care providing nearly 4,000 of these jobs. This is the fastest rate for all industry sectors in the Bay Area, which is likely due to the general aging of the population generating increased demand for these services.

Manufacturing will continue to have the largest number of jobs through 2012, however, growth in this sector will be very slow with about 490 new jobs expected to be added in ten years. There will still be a demand for highly-skilled persons to enter the manufacturing sector as "baby-boom" workers begin to retire.

Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this document. Figure 1-9 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

**Figure 1-9: Industry Projections for Bay Area Workforce Development Area, 2002-2012**

| Industry Title   | Employment    |                | Ten-Year Change |         |
|--|---------------|----------------|-----------------|---------|
|  | 2002 Estimate | 2012 Projected | Numeric         | Percent |
| Total Non-Farm Employment  | 302,090       | 338,070        | 35,980          | 11.9%   |
| Construction/Mining/Natural Resources  | 15,820        | 19,170         | 3,350           | 21.2%   |
| Manufacturing  | 77,690        | 78,180         | 490             | 0.6%    |
| Paper Manufacturing  | 9,900         | 8,520          | -1,380          | -13.9%  |
| Plastics and Rubber Manufacturing  | 5,450         | 6,640          | 1,190           | 21.8%   |
| Transportation Equipment Manufacturing   | 5,470         | 5,860          | 390             | 7.1%    |
| Trade  | 42,270        | 46,840         | 4,570           | 10.8%   |
| Building Material and Garden Equip and Supplies Dealers                                      | 3,000         | 3,550          | 550             | 18.3%   |
| Transportation and Utilities (Including U.S. Postal Service)                                 | 15,760        | 17,900         | 2,140           | 13.6%   |
| Financial Activities   | 15,120        | 16,990         | 1,870           | 12.4%   |
| Education and Health Services (Including state and local government education and hospitals) | 50,170        | 62,790         | 12,620          | 25.2%   |
| Ambulatory Health Care Services  | 9,890         | 13,860         | 3,970           | 40.1%   |
| Hospitals (Including state and local government)   | 11,150        | 13,590         | 2,440           | 21.9%   |
| Leisure and Hospitality  | 27,360        | 30,950         | 3,590           | 13.1%   |
| Information/Professional Services/ Other Services  | 38,510        | 45,150         | 6,640           | 17.2%   |
| Government (Excluding USPS, state and local government education and hospitals)              | 19,390        | 20,100         | 710             | 3.7%    |

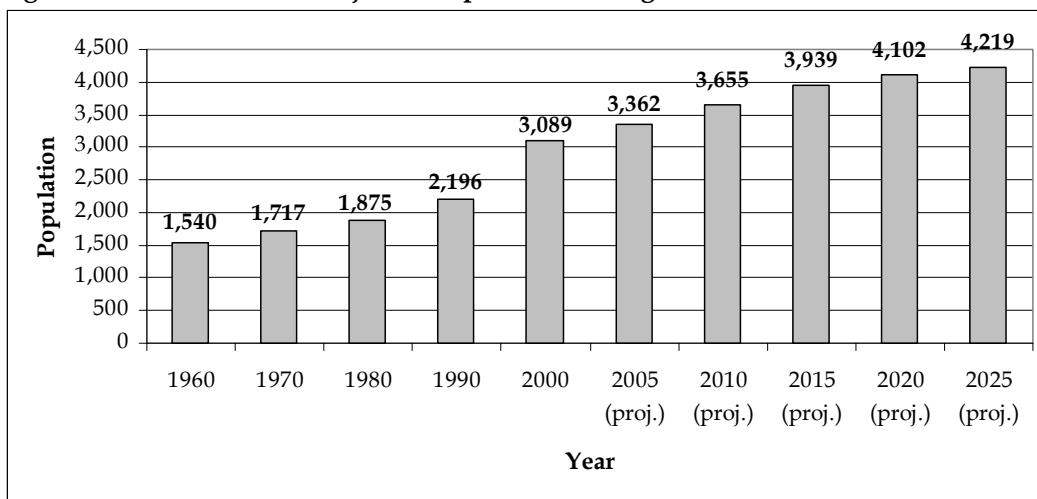
Source: Wisconsin Dept. of Workforce Development, Office of Economic Advisors, September 2004 and Bay Area Workforce Development Area Profile, April 2005

## Population and Housing Forecasts

In March of 2004, Wisconsin Department of Administration (WDOA) released new population projections through 2025 which took into account recent growth patterns. According to these projections, the Village of Pulaski is projected to have a 2005 population of 3,362 and a 2025 projection of 4,219 residents. This results in a projected 18.3 percent population growth rate from 2000 to 2010 and 12.2 percent from 2010 to 2020. Although the projections show a slower growth rate than was realized between 1990 and 2000, the village is still projected to show steady growth over the next 20 years. The historic and projected population for the village is displayed in Figure 1-10.

The WDOA also provides yearly population estimates for the years between the decennial censuses. In 2006, the Village of Pulaski population was estimated at 3,406 residents (including the Shawano and Oconto County portions of the village). Therefore, it appears that the population projections generally reflect the current short-term growth and development patterns in the Village of Pulaski.

**Figure 1-10: Historic and Projected Population, Village of Pulaski, 1960-2025**



Source: U.S. Census Bureau 2000; Wisconsin Dept. of Administration, 2004

Based upon this information, a baseline projection of the housing units required for the 2025 population can be determined. According to the 2000 census, the Village of Pulaski has an average household size of 2.55 persons per household. Dividing this amount into the 4,219 people projected to live in the village by 2025 yields a result of 1,655 total housing units required for the future population. Subtracting the 1,290 housing units developed up to 2000 results in a need for a minimum of 365 additional new housing units in the village by 2025.

## Summary

As is evident from the growth the village experienced between 1990 and 2000 and the growth it continues to experience, the Village of Pulaski is a growing community. The goals and objectives for the Village of Pulaski Comprehensive Plan address the growth pressures the village is currently experiencing, while trying to maintain the small-town feel that long-time residents cherish and that brought many new residents to Pulaski.

The goals and objectives identified in the Issues and Opportunities Chapter are intended to guide the village and enhance its unique identity, so that in the future Pulaski remains distinctive from other communities. Objectives, such as utilizing various development techniques to enhance its unique identity, identifying ways for pedestrians and bicyclists to get around, and developing a comprehensive economic development and redevelopment strategy, are all concepts that will be further discussed with specific policy recommendations within the plan. The goals and objectives are reflective of the results of the village-wide visioning session, Citizens Advisory Committee, public input, and 14 State of Wisconsin comprehensive planning goals.

As the demographic trends indicate, the Village of Pulaski has experienced consistent growth over the past 45 years and is expected to continue to grow, possibly at a faster rate as the Green Bay Metropolitan Area inches closer to the village. The population of the village is projected to continue to increase to a total population of 4,219 by 2025. It is important for the village to continue to develop a diversified range of housing choices, transportation alternatives, and healthcare options to account for a diversifying, growing, and aging population.

A comprehensive plan provides an opportunity for the Village of Pulaski to take inventory of those parts of the village that give Pulaski a unique identity in Brown County today and identify various development techniques and other procedures to ensure Pulaski remains unique in the future.



## CHAPTER 2

### Land Use

#### Existing Land Use

In order to plan for future land use and development in Pulaski, it is necessary to consider existing land uses and development trends. A land use inventory, which classifies different types of land use activities, is an important means of identifying current conditions. In addition, by comparing land use inventories from previous years, various trends can be discerned that are helpful in establishing the plan for future land use.

The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent inventory was completed in June 2000 and updated in November 2006 for the Village of Pulaski. Using this data, the various land use categories were broken down by acreage. Figure 2-1 describes the land use composition of the village, Figure 2-2 shows the location of the various land uses within the village, and Figure 2-3 shows the location of the various land uses in the village's extraterritorial area.

**Figure 2-1: Village of Pulaski 2006 Land Use Acreage**

| Land Use  | Total Acres  | Percentage of Total Land Area |
|---|--------------|-------------------------------|
| Single-Family                                     | 328.1        | 19.12%                        |
| Two-Family  | 25.8         | 1.50%                         |
| Multifamily                                       | 31.7         | 1.85%                         |
| Mobile Home                                       | 25.0         | 1.46%                         |
| Undeveloped Residential                           | 43.7         | 2.54%                         |
| <b>Total Residential</b>                          | <b>454.3</b> | <b>26.47%</b>                 |
| Retail Sales                                      | 33.3         | 1.94%                         |
| Shopping Centers                                  | 15.3         | 0.89%                         |
| Retail Services                                   | 13.5         | 0.79%                         |
| Undeveloped Commercial                            | 1.5          | 0.09%                         |
| <b>Total Commercial</b>                           | <b>63.6</b>  | <b>3.71%</b>                  |
| Manufacturing                                     | 114.6        | 6.68%                         |
| Wholesaling                                       | 19.5         | 1.14%                         |
| Undeveloped Industrial/Business Park              | 6.6          | 0.38%                         |
| Storage   | 6.5          | 0.38%                         |
| <b>Total Industrial</b>                           | <b>147.2</b> | <b>8.58%</b>                  |
| Streets and Highways                              | 186.6        | 10.87%                        |
| Off-Street Parking                                | 0.7          | 0.04%                         |
| Bus Terminals                                     | 3.7          | 0.22%                         |
| Truck Terminals                                   | 10.0         | 0.58%                         |
| <b>Total Transportation</b>                       | <b>201.0</b> | <b>11.71%</b>                 |
| Generation/Processing of Communications/Utilities | 2.5          | 0.15%                         |

|   |                |                |
|---|----------------|----------------|
| Transmission of Communication/Utilities           | 3.7            | 0.21%          |
| Waste Processing/Disposal/Recycling               | 17.7           | 1.03%          |
| <b>Total Communication/Utilities</b>              | <b>23.9</b>    | <b>1.39%</b>   |
| Government Administration                         | 6.0            | 0.35%          |
| Safety Institutions                               | 1.9            | 0.11%          |
| Educational Institutions                          | 61.3           | 3.57%          |
| Health Institutions                               | 10.8           | 0.63%          |
| Assembly Institutions                             | 3.3            | 0.19%          |
| Religious and Related Facilities                  | 34.6           | 2.02%          |
| <b>Total Institutions/Governmental Facilities</b> | <b>117.9</b>   | <b>6.87%</b>   |
| Parks/Parkways/Campgrounds                        | 55.7           | 3.24%          |
| Playfields/Ball Diamonds/Tennis Courts            | 28.7           | 1.67%          |
| Trails  | 27.0           | 1.57%          |
| Athletic Fields                                   | 35.3           | 2.06%          |
| <b>Total Outdoor Recreation</b>                   | <b>146.7</b>   | <b>8.54%</b>   |
| Open Space  | 5.8            | 0.34%          |
| Croplands/Pastures                                | 348.7          | 20.32%         |
| Farm Buildings/Accessories                        | 1.1            | 0.07%          |
| <b>Total Agriculture</b>                          | <b>355.6</b>   | <b>20.73%</b>  |
| Water Features                                    | 37.5           | 2.18%          |
| Natural Areas                                     | 23.8           | 1.39%          |
| Woodlands   | 144.7          | 8.43%          |
| <b>Total Natural Areas</b>                        | <b>206.0</b>   | <b>12.00%</b>  |
| <b>GRAND TOTAL</b>                                | <b>1,716.2</b> | <b>100.00%</b> |

### Residential Land Uses

At 454.3 acres (26.47 percent of the acreage in the village), residential use is the predominant land use in Pulaski. Residential neighborhoods in the village are primarily located south of the downtown, with a small neighborhood located to the immediate north and west of the STH 32 and STH 160 intersection.

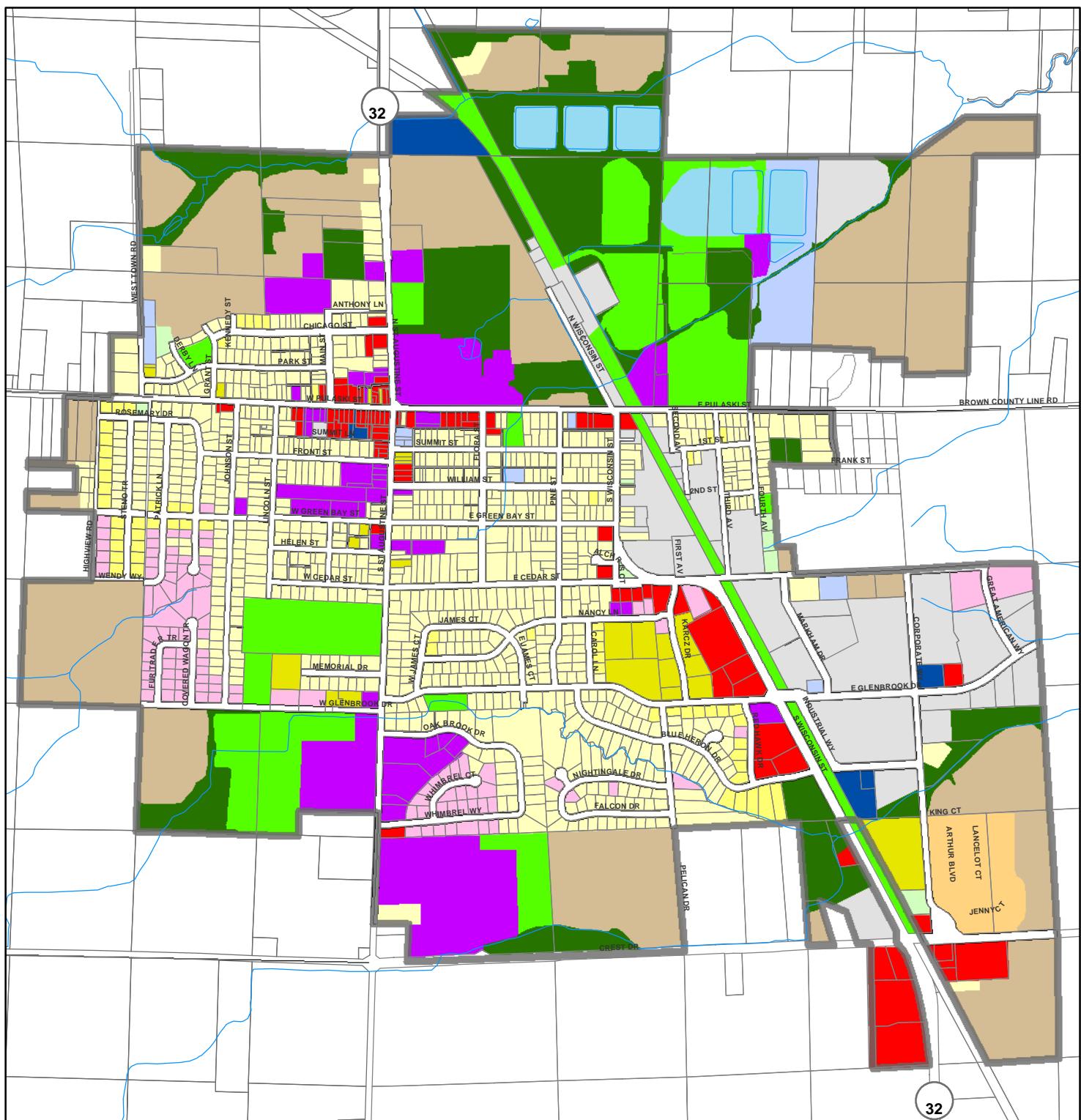
Generally well-maintained older single-family homes are located near the center of the village along Summit, Front, William, Green Bay, and Cedar Streets with newer homes radiating out from this area. The newest areas of single-family residential development are located in the south and southwestern parts of the village.



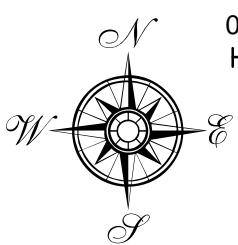
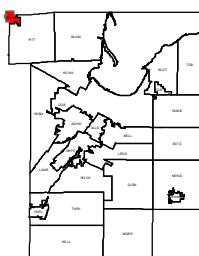
The village has a well-diversified mixture of residential uses including single-family, two-family, multifamily, and mobile homes. Two-family homes are scattered around the village, while multifamily structures are primarily located in the south central part of

Figure 2-2

**Existing Land Use**  
**Village of Pulaski, Brown, Oconto, and Shawano Counties, WI**



|                           |                |
|---------------------------|----------------|
| Single Family Residential | Transportation |
| Two-Family Residential    | Utilities      |
| Multifamily Residential   | Institutional  |
| Mobile Homes              | Recreational   |
| Land Under Development    | Open Space     |
| Commercial                | Agricultural   |
| Industrial                | Water Feature  |
| Streets                   | Natural Areas  |



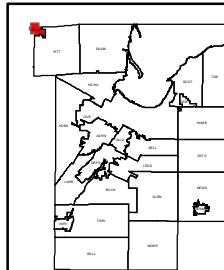
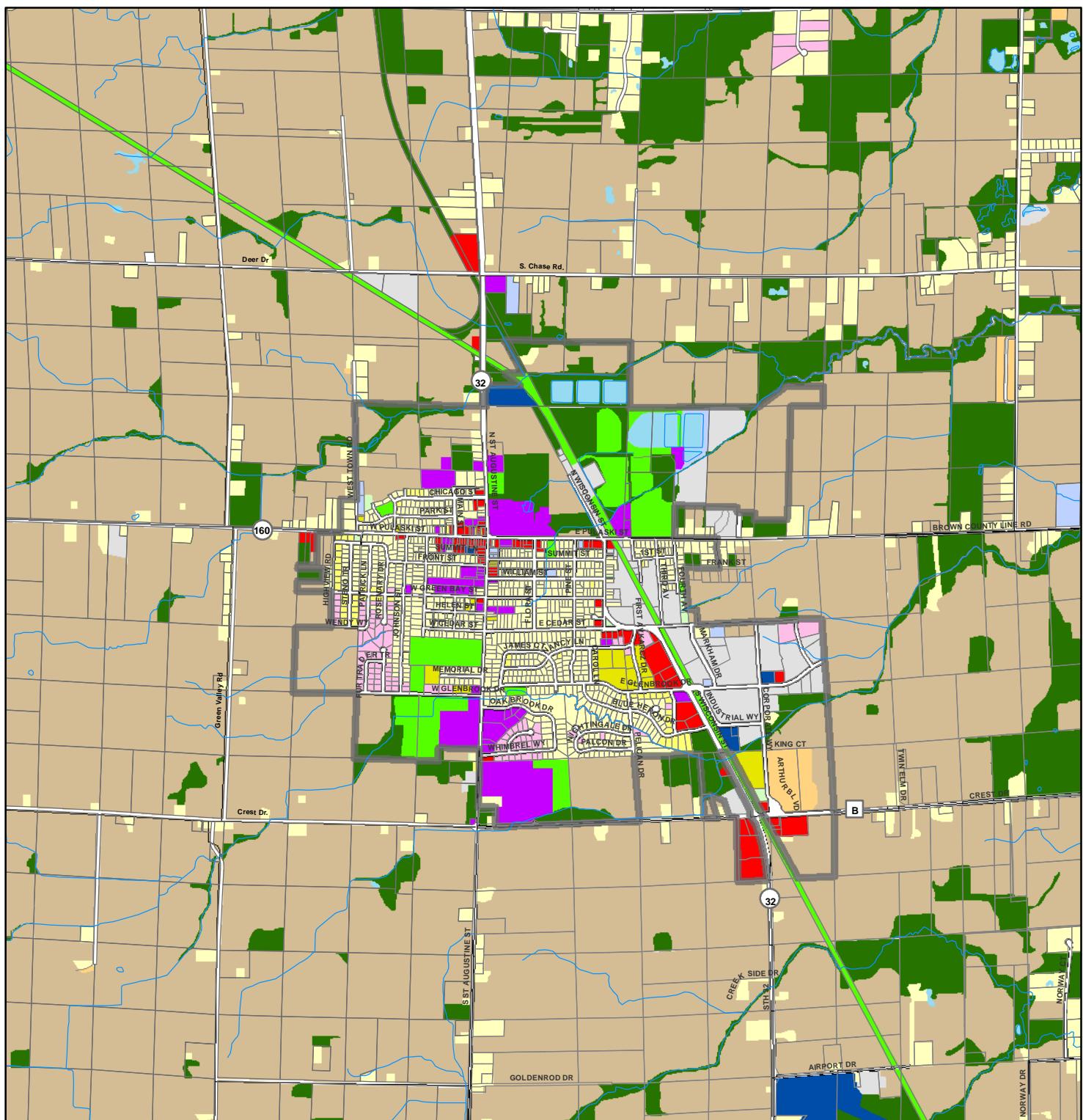
This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

Figure 2-3

## Extraterritorial Land Use Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



|                           |                |
|---------------------------|----------------|
| Single Family Residential | Transportation |
| Two-Family Residential    | Utilities      |
| Multifamily Residential   | Institutional  |
| Mobile Homes              | Recreational   |
| Land Under Development    | Open Space     |
| Commercial                | Agricultural   |
| Industrial                | Water Feature  |
| Streets                   | Natural Areas  |



This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

Pulaski along Karcz Drive and Nancy Lane, just west of STH 32. There is an additional multifamily apartment complex located between the Mountain-Bay State Recreational Trail and Corporate Way in the southeastern part of the village. Pulaski has a small, well-maintained mobile home park located in the southeastern corner of the village on CTH B (Crest Drive) across Corporate Way from the aforementioned apartment complex.

### **Commercial Land Uses**



Commercial land uses occupied 63.6 acres in 2006, or 3.71 percent of the village, in two distinct commercial areas. The historic center of commercial activity in Pulaski was in what is considered "downtown Pulaski" extending east to west along Pulaski Street from Flora Street to Lincoln Street and north to south along St. Augustine Street from William Street to Chicago Street. This area historically served as the central business district of the village providing goods, services, and entertainment to the surrounding area. Today there are a number of retail, service, and entertainment venues remaining; however, there are also a number of vacant storefronts. The commercial uses in the downtown provide a tangible identity and sense of place for Pulaski and are, therefore, critical to the future of the village.

Commercial uses extend intermittently south along STH 32 through the village until the second area of intensive commercial development at the STH 32 and Crest Drive (CTH B) intersection near the southern limits of the village. A large shopping center with a number of retail and service businesses recently opened at the southwestern corner of the intersection. With the location, access, and visibility to this part of Pulaski from STH 32 and Crest Drive (CTH B), it can be reasonably expected that this area will be the focal point for new commercial development, particularly retail, in the near future.



### **Industrial Land Uses**

Industrial land uses occupied 147.2 acres in 2006, or 8.58 percent of the village. Industrial uses are located primarily to the east of STH 32 from East Glenbrook Drive north to East Pulaski Street. The village's industrial park is located in this area and has almost reached capacity. The industrial park contains a number of manufacturing businesses including such



diverse uses as vegetable canning and fiberglass yacht building.

The village recently purchased an as-yet vacant 38-acre parcel of land on the north side of Pulaski along STH 32. Although still farmed, it can be expected that this will be the next area of industrial growth for the village.

#### **Transportation Land Uses**

The state, county, and local road network comprises the majority of the transportation land uses in Pulaski at 186.6 acres or 10.87 percent of the village. Other transportation related uses in Pulaski include a bus yard, trucking firm, and public parking lot.

#### **Communication and Utility Land Uses**

The Pulaski Wastewater Treatment Plant and yard waste site is the largest single land use within this category at 17.7 acres or 1.03 percent of the total land uses in the village. Other uses include the water tower, two public wells, and an electrical substation.

#### **Institutional/Governmental Land Uses**

Educational institutions (Pulaski Elementary, Middle, and High Schools) located along South St. Augustine Street accounted for 61.3 acres (3.57 percent of the total area) in the village. Religious and related facilities, primarily the Franciscan property at the northeast corner of the STH 32/160 intersection, were the next largest institutional/governmental land use category at 34.6 acres or 2.02 percent of the total village land area.



#### **Outdoor Recreation Uses**



The 2006 land use inventory update indicates that Pulaski contained 146.7 acres of outdoor recreation uses, which comprised 8.54 percent of the village. The total acreage is less than the total identified in the Utilities and Community Facilities Chapter (290 total acres) because the land use inventory only counts those outdoor recreation uses that are improved. Therefore, much of the public lands in the northeastern part of the village are

identified as woodlands, ponds, or natural areas rather than outdoor recreation. Therefore, of the improved total, the Polka Days grounds, disc golf course, and Memorial Park account for the vast majority of outdoor recreation uses. Other major outdoor

recreation land uses in Pulaski include the school district athletic fields and the Mountain-Bay State Recreational Trail.

### **Agricultural Land Uses**

Agricultural lands within the village are located at the fringes of Pulaski's corporate boundaries, but account for 355.6 acres or 20.73 percent of the village's total acreage. Agricultural areas in Pulaski are generally large, contiguous tracts of lands that are still actively farmed. Residential development in the southwestern corner of the village and commercial development in the southeastern corner of the village recently converted some formerly agricultural lands into homes and businesses. With the steady growth that Pulaski is experiencing, continued development of contiguous agricultural lands within the village's boundaries is likely to continue.

### **Natural Areas**

Natural areas within the Pulaski village boundaries are primarily limited to the corridors along the North, Middle, and South Branches of the Little Suamico River running west to east through the village. Additionally, in the far northern part of Pulaski are a number of large ponds that were formally used for a canning plant, which now provide habitat for waterfowl and other small mammals. The Assumption B.V.M. Parish campus also has a small pond and large woodlot associated with it that provides habitat for wildlife.



### **Land Use Trend Analysis**

#### **Supply and Demand**



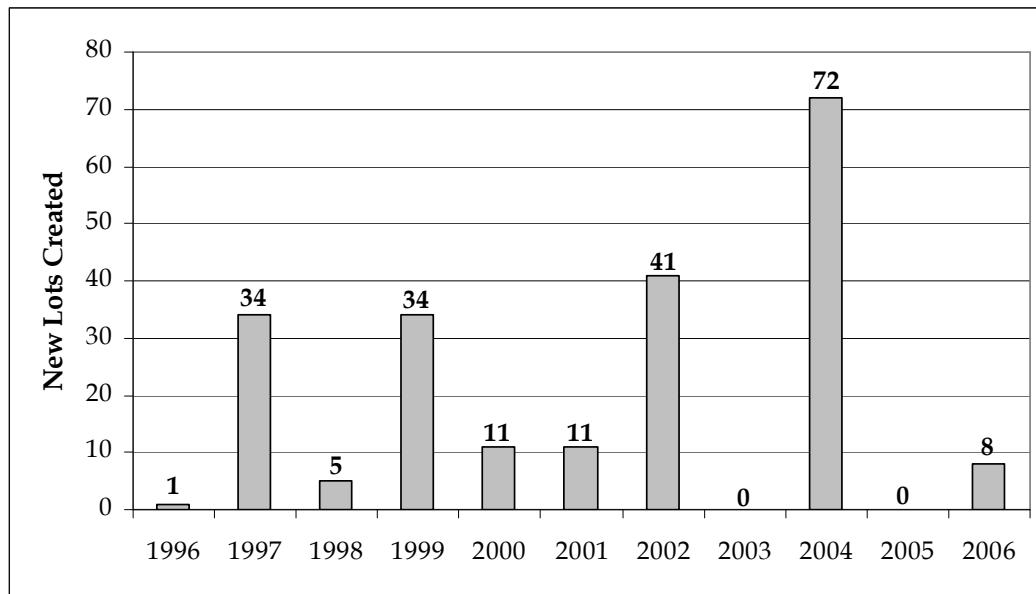
continues to add residents, new residential development will become necessary.

As displayed in Figure 2-4, from 1996-2006 the village added 217 new lots. There are three active residential subdivisions in the village: Settlers Creek, Parkside Reserve 1<sup>st</sup> Addition, and Fair Winds 1<sup>st</sup> Addition, all of which have vacant lots. With the number of available lots currently on the market and the stable population growth the village is experiencing, it appears that there is more than an adequate supply of lots for immediate new residential development. Of course as the village

The Pulaski Industrial Park has only two small vacant lots remaining for new industrial development. The village has chosen to address this by purchasing a 38-acre parcel

immediately north of the existing village limits on STH 32. It is expected that the property will begin to be developed at such time as a prospective business or industry is interested in building.

**Figure 2-4: Number of New Lots Created, 1996-2006**



Source: Brown County Planning Commission, 2007

### **Land Prices**

Vacant residential parcels served by public sewer and water range in assessed valuation from \$21,900 to \$44,900 depending on location. Until recently, Pulaski had a relatively small supply of available vacant lots for residential development. In 2004, the village experienced a surge in approved residential lots, thereby increasing the supply and lessening the upward pressures on land prices.

### **Opportunities for Redevelopment**

As an older, established community, Pulaski has areas of the village that are in need of rehabilitation and/or redevelopment. Primary redevelopment opportunity areas include the downtown and general housing rehabilitation.

#### **Downtown Pulaski**

Within Pulaski's downtown there are a few buildings that have been recently rehabilitated including such uses as an insurance agency, real estate office, dance academy, and tavern. As is evident from the rehabilitated uses, the downtown is transitioning from a retail-based downtown to more of a service-oriented downtown. It is likely that the trend for retail uses to move out of downtown to the Crest Drive/STH 32 intersection will continue. However, village codes, in particular minimum parking requirements in the downtown, will need to be revised in order for new retail and service businesses alike to have the opportunity to be allowed to operate by right, rather than be required to obtain variances from parking regulations that are more appropriate for the Crest Drive/STH 32 area.



more attractive to new tenants.

As the historical heart of the community, there are a number of other buildings (commercial and residential) that are showing signs of age. The majority of the structures are two-story, stick-built buildings from between 1900 and 1950, and without extensive rehabilitation, some of the structures are likely to be beyond repair in the near future. If these buildings are to remain part of Pulaski, building and property maintenance codes need to be enforced in order to ensure they will continue to be part of the village into the future. Without strict enforcement, it is likely that they will continue to fall into further disrepair, increase their blighting effect on surrounding properties, and further dampening revitalization efforts in the downtown.

Although there are a number of buildings that are in need of rehabilitation, there are excellent examples of what the buildings could look like once repaired. There are redeveloped downtown buildings containing uses as diverse as insurance agencies, real estate offices, bar, and dance academy. Continued redevelopment of the existing buildings should be strongly encouraged by the village.



The State of Wisconsin Department of Commerce has a number of programs geared toward rural downtown redevelopment including grants, low-interest loans, and technical assistance. Particular programs that the village should investigate further include the Blight Elimination and Brownfield Redevelopment (BEBR) grant program through Commerce and the Federal Brownfields Assessments Grants through the Environmental Protection Agency.

### **General Housing Rehabilitation**

As discussed in the Housing Chapter, the village has a supply of well-maintained older housing. Maintaining the older homes in the village should be of utmost importance to Pulaski. This housing stock provides for diversity in the type of housing as well as a source of affordable housing in the village. Working with agencies such as WHEDA and the state Department of Commerce and developing and enforcing a housing maintenance code are critical to ensuring a healthy and well-maintained housing stock is continued.

## Existing and Potential Land Use Conflicts

One goal of developing a comprehensive plan is to formulate a functional strategy for the orderly transition of land uses. There may be some degree of undesirability among different land use combinations. However, there are typical associations that continually create problems. An example might be a residential development in close proximity to a particularly intense commercial or industrial development that might conflict due to sight, sound, odor, or other undesirable characteristics. Another example could be an auto salvage yard in proximity to a recreational or natural area or a home occupation in a single-family residential area that has outgrown its roots. However, with the constraints of existing development and limiting factors on future growth, the most desirable situations are not always possible. What should be strived for is an awareness of incompatible land uses and an effort to alleviate or avoid them where possible. The following identifies some of the existing, potential, and perceived land use conflicts in the Village of Pulaski.

### **Industrial and Residential Uses**

There are currently areas of the village where residential uses are either directly adjacent to or across a street from industrial uses. Although this is not necessarily a problem, and may actually promote walking or biking to work, industrial uses typically have higher levels of heavy truck traffic and may have loud noises or odors that may not be compatible with residential use. Future industrial development should be located on or near major streets that can handle heavy truck traffic and should, furthermore, be located in areas of the village that would not negatively impact existing or proposed residential areas.

### **Multifamily Developments**

A land use conflict often experienced in communities is that of disproportionate amounts of large multifamily structures being concentrated in one location. This often results in greater traffic impacts and a general dissatisfaction by nearby single-family dwelling occupants. Rather than concentrating multifamily structures in a specific location, communities should instead promote the development of well-designed owner- and renter-occupied multifamily housing units that are oriented toward the street and surrounding neighborhood and dispersed throughout the community.

### **Sensitive Natural Areas and Development**

Pulaski's primary natural features are the three branches of the Little Suamico River that flow southwest to northeast through the village. When development is proposed in close proximity to these and other natural areas, it is critical that the developer identify how they will address the direct (land disturbance, vegetation clearing, etc.) and secondary (stormwater runoff, increased impervious surfaces, etc.) impacts of the development.

### **General Land Use Compatibility**

As Pulaski continues to develop, it needs to ensure that new land uses are compatible with each other. Many uses, such as neighborhood commercial, institutional, recreational, and different housing types, should be integrated into new residential developments so long as they are designed to a scale and architecture that is compatible with a residential neighborhood. However, other uses, such as industries with heavy

semi-trailer traffic, noise, or odors and big box retail, are typically not compatible with residential developments and should be appropriately sited.

## 20-Year Projections in Five Year Increments

The State of Wisconsin Comprehensive Planning Law requires communities to project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in five year increments. The future land use needs are based upon the population and housing projections contained in the Issues and Opportunities Chapter of this comprehensive plan.

### Land Use Projections

In order to provide a historical perspective on land uses in Pulaski, the land use acreages from 1980 were compared to the 2006 update. Figure 2-5 identifies the changes in land uses over this 25-year period. It is important to note that agricultural land increased 12 acres between 1980 and 2006 while residential, commercial, and industrial uses increased a total of 428 acres which is due to the process of annexation and subsequent development of the annexed land.

**Figure 2-5: Change in Pulaski Land Use, 1980-2006**

| Land Use     | 1980<br>(Total<br>Acres) | 1990<br>(Total<br>Acres) | 2006<br>(Total<br>Acres) | Difference<br>1980-2006 | Percent<br>Change |
|--------------|--------------------------|--------------------------|--------------------------|-------------------------|-------------------|
| Residential  | 186                      | 217                      | 454                      | +268 acres              | +144.1%           |
| Commercial   | 25                       | 22                       | 64                       | +39 acres               | +156.0%           |
| Industrial   | 38                       | 52                       | 159                      | +121 acres              | +318.4%           |
| Agricultural | 344                      | 537                      | 356                      | +12 acres               | 3.5%              |

Source: *Brown County Farmland Preservation Plan*, 1990 Update; *Village of Pulaski Comprehensive Plan*, 1990; Brown County Planning Commission, 2006

While the population of the village has increased from 1,875 people in 1980 to an estimated 3,406 residents in 2006 (increase of 81.7 percent), the amount of land consumed by residential development has increased by 144.1 percent. This is generally reflective of the larger, suburban style single-family lots that have typified new development in Pulaski, as compared to the generally smaller residential lots (and therefore more dense development) in the older parts of the village. The exception to the generally less dense residential development in the village is the Karcz Drive area where there have been a number of apartment homes developed over the past 15 years, and more recently, the Mountain-Bay Apartments located on Corporate Way.

The village's 2025 population projection of 4,219 residents is an increase of 813 residents from the 2006 estimate. Based upon the village's average persons per household of 2.55, another 319 residential units will be needed between 2007 and 2025 to house the village's projected population. Furthermore, based on a review of recently approved subdivisions in Pulaski, new lots that are developed on public sewer generally average about 0.41 acres per lot. Applying this average lot size to the 319 new housing units that will be required for the village's 2025 population, there is a need for an additional minimum of 131 acres for future residential development. In order to more efficiently utilize the village's existing and future sanitary sewer and water lines, minimize costs to residents,

improve housing affordability, and better maintain the village's desired small-town character, Pulaski should encourage smaller average lot sizes and the development of neighborhoods rather than stand-alone subdivisions.

Based on the 2006 land use inventory, the total developed residential (454 acres), commercial (64 acres), and industrial (147 acres) uses in the village account for a total of approximately 665 developed acres of land (excluding streets). Breaking these totals into percentages of the total developed acres of land results in 68.0 percent residential, 10.0 percent commercial, and 22.0 percent industrial. Applying these percentages to the projected 131 required acres of residential land results in an additional 13 acres of commercial land and 29 acres of industrial land for a total of 173 acres of land.

Since street rights-of-way were not included within the acreage totals, it was necessary to determine the approximate street right-of-way acreage needed to serve the developing areas. To determine the street acreage, several approved subdivision plats within the village were reviewed and the percentage of land devoted to street rights-of-way was identified. The analysis determined that, on average, approximately 15 percent of a subdivision's total area is dedicated to street rights-of-way, resulting in 151 acres of residential lands, 15 acres of commercial lands and 34 acres of industrial lands.

Based on the past 20 years of population growth within the village and associated land use changes, it is assumed that approximately 200 additional acres will be needed to accommodate the village's growth over the next 20 years. In order to account for market factors such as the willingness of property owners to sell land, an additional 10 percent of the required acreage was added for a grand total of an additional 166 acres of residential lands, 17 acres of commercial lands, and 36 acres of industrial lands over the next 20 years. However, the intent of this plan is to promote mixed land uses, neighborhoods, narrower streets, and other similar concepts consistent with the State of Wisconsin's Comprehensive Planning Goals instead of the standard segregated "pods" of single land uses served by wide streets. Therefore, the total of 219 acres needed for 20 years is more relevant than the individual acreage allocations for residential, commercial, and industrial uses. For the purpose of ensuring that the village is planning for an adequate supply of developable land, all the currently platted lots (lands under development in the existing land use table) in the village are counted as developed and the projections build from this base.

### **Projected Growth Increments**

#### **Five Year Growth Increments**

Although most other communities have identified mapped growth increments, due to the compact and relatively slow growth experienced by Pulaski to date, mapping growth increments for Pulaski would not be realistic. Therefore, the Future Land Use Map should be utilized to indicate areas that are or will be ready to be served by public sewer and water in the future. Figure 2-6 projects the tabular five year growth increment acreage projections and Figure 2-7 depicts the future land use for the Village of Pulaski.

Should a development be proposed that is not contiguous to existing development and public utilities need to be extended across vacant land, Pulaski should require that the developer pays to extend the services and hold those costs until such time as the vacant property is developed rather than the village. When the vacant property is developed, it is at that time that the developer is reimbursed for those costs. Pulaski should

continually keep in mind the efficiencies associated with contiguous development and should review the comprehensive plan, any facilities plans, and sewer service area prior to approving any extensions of public sewer and water across vacant lands.

**Figure 2-6: Five-Year Growth Increments for the Village of Pulaski**

| Use          | 2006 (includes vacant parcels platted for each use) | Year |      |      |      |
|--------------|---|------|------|------|------|
|              |   | 2010 | 2015 | 2020 | 2025 |
| Residential  | 454 acres   | 496  | 537  | 579  | 620  |
| Commercial   | 64 acres  | 69   | 73   | 77   | 81   |
| Industrial   | 159 acres   | 167  | 175  | 183  | 191  |
| Agricultural | 356 acres   | 302  | 248  | 194  | 141  |

Source: Brown County Planning Commission, 2006

As development has progressed over the past ten years, the village's boundaries have remained generally the same. As identified on the Future Land Use Map (Figure 2-7), there are areas outside of the village's current boundaries in the surrounding towns for projected future residential, commercial, and industrial development. For this reason, it is likely that for the village to continue to grow, the Village of Pulaski should be open to requests for annexations from property owners in the surrounding towns, provided the annexations and proposed developments are consistent with the spirit and intent of this comprehensive plan. Any annexation requests should be reviewed by the village for compactness, contiguity, and ability for Pulaski to efficiently provide public services and utilities.

#### **Consistency with Brown County Sewage Plan**

It is important for the village to keep in mind that the Future Land Use Map does not take the place of the sewer service areas identified in the Brown County Sewage Plan. The Future Land Use Map identifies where the village is planning to extend sewer and water services over the next 20 years, along with an associated timeline, while the sewer service area is a regulatory tool under Wisconsin Administrative Code NR121. As Pulaski looks to expand its sewer service area, it must have a corresponding amount of new development to enable the expansion to occur in a manner consistent with the policies set forth in the Brown County Sewage Plan. In order to more smoothly facilitate sewer service boundary amendments, the village should consider reallocating vacant sewer service areas in a manner consistent with the Future Land Use Map.

## Future Land Use Recommendations



In order to achieve the overall goal and the general objectives for Pulaski's land use, future development should be based on the themes of efficiency, integration, and neighborhoods. Pulaski's growth should be orderly and cost-effective and should make maximum use of existing and planned services. For instance, the plan recommends that areas already served by public sewer and water in infill areas and areas contiguous to developments currently served by public sewer and water be given priority and developed first.

Future development decisions should also be integrated with the other elements and recommendations of the comprehensive plan, which include utilities and infrastructure, transportation, community facilities, and natural resources. To be effective, the recommendations for future land use must be consistent with the recommendations for other aspects of the plan, such as the location and timing of new public utilities or future streets.

In addition, the village's development policies should focus more on mixing and joining compatible land uses than the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan's residential recommendations encourage the development of neighborhoods with mixed housing types rather than single-use residential subdivisions.

The idea of creating diverse neighborhoods rather than stand-alone single-use developments is a common theme throughout the Future Land Use section of this chapter. Figure 2-9 shows the future land use plan for the village.

### Residential Development

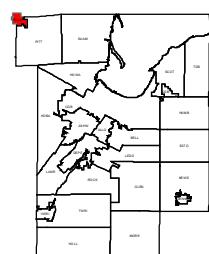
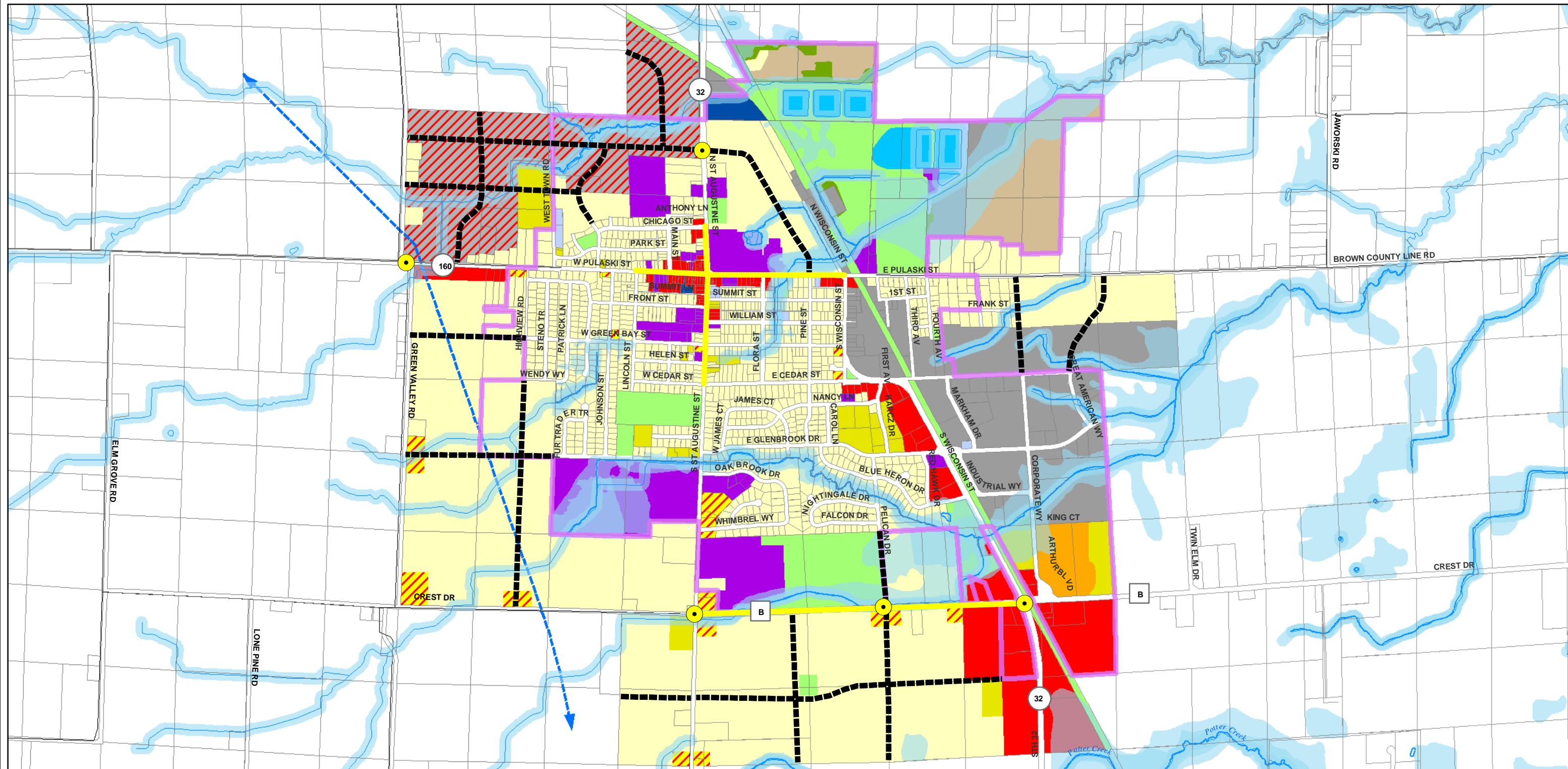
Future residential development in Pulaski should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself. It should also include recreational uses, such as a neighborhood park, institutional uses, such as churches or schools, and neighborhood commercial uses providing goods and services geared primarily for the surrounding residents. Neighborhoods should be planned in areas of about 160 acres in size to create neighborhoods large enough to support services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest.



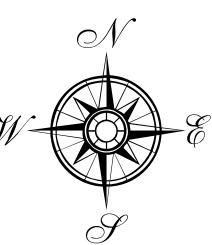
Figure 2-7

## Future Land Use

Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



|  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>Mixed Residential</li> <li>Multifamily</li> <li>Mobile Home Park</li> <li>Neighborhood Commercial</li> <li>General Commercial</li> <li>Industrial Park</li> <li>General Industrial</li> </ul> | <ul style="list-style-type: none"> <li>Institutional</li> <li>Natural Features</li> <li>Agricultural</li> <li>Park/Recreation</li> <li>Transportation Related</li> <li>Utilities</li> <li>Water Features</li> </ul> | <ul style="list-style-type: none"> <li>Environmentally Sensitive Areas</li> <li>Conceptual Roads (Location Dependent on Future Development)</li> <li>Traffic Calming</li> <li>Intersection Improvements</li> <li>Approximate High-Pressure Gas Line Location</li> </ul> |
|--|---|---|



0 0.2 0.4 Miles

This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department, October 2007.

Source: PALS, Brown County Planning Commission

This is not to say that individual developments need to be 160 acres in size but, instead, that the culmination of developments totaling 160 acres in size should have these mixed uses and housing types. This size range is based on a 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walking distance (about a half-mile) from edge to edge. Neighborhoods can, however, be smaller or larger depending upon circumstances, such as the location of main streets, topography, and natural features.



Preferably, each neighborhood should be grouped around (or otherwise include) public spaces, such as streets, parks and outdoor spaces, schools, places of worship, and other shared facilities. Each neighborhood should contain a small neighborhood park of about five acres to serve the recreational needs of the residents. These parks are meant to complement the larger community parks and school facilities that serve the entire village.

The recommendations for future land use within the village emphasize characteristics that can help make any neighborhood walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should consider the following broad characteristics:

**Walkable**, meaning that pedestrians can easily reach everyday destinations and that an area can be traversed in about 10 minutes. Several enjoyable route choices should also be available for pedestrians.

**Livable**, meaning that a neighborhood is safe with a focused center and easy access by various means of travel to schools, shopping, and services that meet many of the needs of its residents.

**Varied**, meaning that a variety of buildings, spaces, and activities are included and are designed and operated in harmony with the residential character of the neighborhood without disruption from highly contrasting buildings or activities that relate only to themselves.

#### **Mix of Housing Types and Lot Sizes**

As discussed in the Housing Chapter, Pulaski should continue to promote a diversity of housing types, densities, and styles in order to account for demographic changes and insulate its housing stock from changes in the





housing market and national/state economy. Types of housing within neighborhoods should be mixed so people of different ages and incomes have opportunities to live in all parts of the village. The recommendation for most of the future residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and smaller apartment buildings should be strategically interspersed with single-family residences. Design standards for multifamily and commercial buildings and the creation of open space and other buffers can help integrate different uses and residential intensities.

In order to account for changes in demographics, housing market, and national/state economy, the Housing Chapter recommends that at least two housing types be included in any residential project encompassing more than 30 acres. As the acreage of the residential project increases, the number of housing types should also increase. This can be achieved in various ways. Some examples include:

- Standard lot single-family houses (lots greater than 10,000 square feet).
- Smaller lot single-family houses (lots between 7,500 and 10,000 square feet).
- Duplexes.
- Townhouses (attached housing).
- Accessory dwelling units.
- Group homes.
- Apartments (provided they are compatible in scale and character with other dwellings in the proposed neighborhood).

Duplexes are often appropriate on corner lots since these lots usually need to be wider and larger for them to be appropriately situated next to two streets. Also, because each unit can face a different frontage, the visual impact of the larger building and garage façade is lessened. The Housing Chapter provides additional details regarding the siting and design of various forms of housing types.

### **Neighborhood Connectivity and Street Network**

The design of the street network has a huge impact on the character and form of development, particularly in residential areas. It is critical that streets be laid out and designed to be compatible with the neighborhood concept while fulfilling their inherent transportation function and taking into account environmental constraints. The presence of small streams, wetlands, steep hills, and existing development can, in some instances, preclude neighborhoods from having much street connectivity. These natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainageways and features of the village should be utilized to connect within and between new neighborhoods in Pulaski.

Where natural or developmental barriers do not exist, neighborhoods should have many ways to get into and through them by driving, walking, and bicycling. Streets should

knit neighborhoods together rather than form barriers. Blocks should vary in size and shape to follow topography and to avoid a monotonous repetition of a basic grid pattern. To be conducive to walking, block layouts should generally be designed with frequent street connections and access to off-street trails or paths. The street network should connect to the adjacent neighborhood centers and extend out into the surrounding neighborhoods. The intent is for residential developments to form neighborhoods that evolve to be part of the broader community by avoiding "islands" of separate subdivisions or freestanding individual complexes attached to the rest of the community strictly by one or two entrances for auto traffic.

### **Pedestrian Network**

The pedestrian network, including sidewalks and trails, is currently limited to the downtown and near downtown residential areas of the village, except for a sidewalk extending south along South St. Augustine Street. Additionally, the Mountain-Bay State Trail is a multi-use crushed limestone trail connecting Pulaski to the Village of Howard on the east end and the City of Wausau on the western end.

As discussed in the Transportation Chapter, sidewalks should be required on both sides of all new streets in the village in order to begin to create a village-wide pedestrian network. As streets are then reconstructed, sidewalks should be installed to connect the new subdivisions to the rest of the village. Sidewalks provide an opportunity for a safe, convenient option for children, elderly, disabled, and anyone else who wishes to walk for exercise or as a means of transportation.



### **Streetscape Design Characteristics**

To foster visual interest along neighborhood streets, garages and driveways should be designed to be less dominant features of the street frontage. Garages that are recessed from the front building façade or at least even with the rest of the front façade are preferred over protruding garage doors. Locating garages farther from the street can allow narrower driveway frontage at the curb and leave more room for an attractive streetscape. Garages can also be tucked into side or rear yards or can be side-loaded to avoid a streetscape dominated by the repetition of garage doors.



Alleys and various forms of shared driveways are another means to improve the visual interest of neighborhood streets by reducing driveway curb cuts along main thoroughfares and street-facing garage doors. These alleys and driveways as shown in the adjacent photo can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access. They are especially appropriate in traditional neighborhood design developments, and they allow rear

access to lots along collector and arterial streets where driveways entering these streets may not be desirable.

Street trees have a tremendous positive visual impact on the streetscape. As trees planted along the edge of streets mature, they can often become the defining element of a neighborhood and should be incorporated into the design of neighborhoods whenever possible. As a means to reinforce the village's rural character, methods to evaluate and incorporate existing natural features (trees, wetlands, ravines, escarpment, etc.) into developments should also be encouraged.

### **Sustainability**

The following discussion of sustainability was derived from a presentation by consulting firm Foth at a 2007 Wisconsin Alliance of Cities Conference available online at: <http://www.foth.com/fothweb/my+needs/presentations/sustainability/default.asp>.



Sustainability as a concept for concern for the environment has been around for a number of years and is generally accepted as a goal that all persons should strive for. However, sustainability as a goal for a community's economic growth is a relatively new twist on the concept. Economic sustainability is becoming a much larger concern for Wisconsin municipalities as increasing municipal expenses run headlong into state revenue caps. In response to this reality, many communities are employing a "growth at all costs" theory to increase the tax base to try and address increasing expenses. This however, is not a "sustainable" methodology from an economic, ecological, or societal standpoint. A "new" definition of sustainability reads:

*"Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs."*

Sustainability is the intersection of where the needs of the economy, the environment, and society are met. Communities that employ this new paradigm of sustainable development are often termed "eco-municipalities" in that the "eco" stands for both ecology and economy. Eco-municipalities focus their economic development efforts on attracting talented people, creating community amenities for people to recreate and share ideas; and fostering good paying jobs with ample opportunity for advancement. Eco-municipalities utilize a systems approach to economic development that include widespread community awareness raising, integrated community involvement, and common sustainability language based on the "natural step" framework.

The natural step framework includes four broad-based goals and more specific objectives, including:

- **Eliminate community's contribution to fossil fuel dependence and wasteful use of scarce metals and minerals.**
  - Transit and pedestrian-oriented development.

- Heat and power by renewable energy.
  - Public transit, alternatively fueled municipal fleets.
  - Incentives for organic agricultural that minimizes phosphorus and petrochemical fertilizers and herbicides.
  - Home-based occupations, reduced commuting.
  - Local food production and agriculture.
- **Eliminate community's contribution to dependence on persistent chemicals and wasteful use of synthetic substances.**
  - Healthy building design and construction that reduces or eliminates use of toxic building materials.
  - Landscape design and park maintenance that uses alternatives to chemical pesticides and herbicides.
  - Municipal purchasing guidelines that encourage low- or non-chemical product use.
  - Reduction of waste, promotion of recycling.
- **Eliminate our community's contribution to encroachment upon nature (e.g., land, water, wildlife, forests, soil, ecosystems).**
  - Redevelop (infill) existing sites (top priority).
  - Promote designs that respect regional ecosystems and natural functions that support human communities.
  - Preserve open space, forest and habitat.
  - Reduce water use and recycle wash water.
  - Reduce impervious paving materials.
  - Recognize "cradle to grave" costs of waste generation and disposal.
- **Meet human needs fairly and efficiently.**
  - Affordable housing for a diversity of residents.
  - Locally based business and food production.
  - Using waste as a resource.
  - Eco-industrial development.
  - Participatory community planning and decision making.
  - Housing located near employment centers.
  - Equitable educational opportunities.



The concept of "eco-municipalities" was started in Sweden which has a climate similar to northeastern Wisconsin's. Currently there are over 50 communities in Sweden putting this theory into practice. Within the State of Wisconsin, the Cities of Ashland and Superior are currently in the process of implementing this process through the encouragement of green industries in their industrial parks, lakefront redevelopment efforts, and marketing eco-business clusters.

While recognizing that immediately implementing an entirely new paradigm of economic development is not practical, Pulaski could begin by addressing some of "low

“hanging fruit” that may be relatively inexpensive and easily implemented. Such practices may include reducing impervious public parking lot surfaces by use of interlocking pavers, utilizing organic fertilizer (milorganite, for example) in the village’s parks, and partnering with WisDOT to reconstruct STH 160 and STH 32 in a pedestrian-friendly manner to promote walking and biking rather than vehicle use. The conversion to an eco-municipality is not one that occurs quickly, but rather over time with small changes in how a community thinks about economic development, the environment, and its residents.

## Specific Planning Area Recommendations

The following recommendations were developed by the Pulaski Citizens Advisory Committee specific to ten “planning areas” in the village. The planning area recommendations are intended to provide a clear listing of types of desired uses (both specific and general), recommended improvements, and new or improved administrative processes over the next 20 years.

### Crest Drive (CTH B) / STH 32 Intersection

This is the gateway to Pulaski and as such, it should be developed in a manner that is conducive to a positive first impression of the village. Site plans and proposed building design should be closely reviewed to ensure attractive building design, parking facilities, pedestrian amenities, lighting, and landscaping. Uses should generally be commercial focusing on transient traffic along STH 32 and CTH B.



#### Desired Uses

- New commercial uses including:
  - Additional retail businesses.
  - Hotel with banquet facilities.
  - Family restaurant.
- Transition to residential uses west of Mountain-Bay Drive.

#### Recommended Improvements

- Urbanize this section of STH 32 when reconstructed, including sidewalks on both sides to enhance pedestrian connections.
- Consider developing a gateway boulevard with landscaping rather than a center turn lane where there is no direct driveway access, particularly from Crest Drive to Blue Heron Drive.
- Improve the safety of the intersection, possibly through the installation of a roundabout.
- Continue Mountain-Bay Drive to the south along STH 32.

- New commercial development should meet or exceed the design standards set by the Mountain-Bay Plaza.

### Administrative Processes

- Strengthen Pulaski's site plan and design review ordinance with clear, concise language and standards for development.
- Encourage Pulaski's neighboring jurisdictions to adopt similar site plan and design review standards to ensure development outside of Pulaski is of similar standards required in the village.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.
- Promote the Mountain-Bay Trail for economic development and tourism potential.
- Keep in close contact with the Wisconsin Department of Transportation and Brown County Highway Department regarding intersection and street improvements.

### STH 32 Corridor North of CTH B



The west side of this area consists primarily of vehicular-oriented commercial retail and service businesses, such as a dollar store, bank, car dealership, and fast-food restaurants. The Mountain-Bay State Trail runs along the eastern side of STH 32, adjacent to a number of industrial uses, including a boat manufacturer and cooperative. Pulaski, in cooperation with WisDOT, has done a good job at maintaining very limited direct driveway access to STH 32. Since there is very limited driveway access to STH 32, it would be possible to extend the proposed boulevard north from CTH B to East Glenbrook Drive. It would then be north of this point where there would be a center turn lane rather than landscaped boulevard in order to allow access to the existing driveways.

The corridor should be viewed as a continuation of the southern gateway area into Pulaski and therefore an emphasis should be placed on quality site planning and design standards. The cooperative is a critical component of the area's agricultural economy and is expected to remain in Pulaski for the foreseeable future. However, if there comes a time when the cooperative is no longer functioning in Pulaski, this area should be redeveloped for industrial uses that again provide adequate landscaping for the main thoroughfare in the village.

## Desired Uses

- Co-op redevelopment for continued industrial uses.
- Continued focus on commercial development/redevelopment along STH 32.
- Fire station expansion.

## Recommended Improvements

- Urbanization of STH 32 with sidewalks on both sides during reconstruction in 2011.
- Transition from a boulevard to a three-lane street at East Glenbrook Drive.

## Administrative Processes

- Strengthen Pulaski's site plan and design review ordinance with clear, concise language and standards for development.
- Keep in close contact with the Wisconsin Department of Transportation regarding intersection and street improvements.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

## Historic Downtown Pulaski

Downtown Pulaski is what separates the village from many other communities in Brown County. The downtown is the heart and soul of the village and therefore provides a tangible identity that is unique from other villages. It is expected that commercial uses in the downtown will continue to be small, local businesses including a mixture of offices, banking, eating/drinking establishments, etc, while commercial retail uses continue to move to the Crest Drive/STH 32 intersection area.



In order to support the creation or relocation businesses in the downtown, customers to these businesses need to feel comfortable walking to and from their vehicles. Therefore, when STH 32 and STH 160 are reconstructed through the downtown in 2011 and 2012, respectively, streetscaping should be a priority for the village and WisDOT. Pedestrian amenities and in particular traffic calming features such as bumpouts and wider sidewalks would go a long way toward creating an atmosphere conducive to business investment in the downtown.

Currently powerlines are buried along the east-west portions of STH 160 from STH 32 to Lincoln Street and STH 32 from STH 160 to Flora Street. When the powerlines were buried, it cleaned up the sightlines and sidewalks and made the downtown more



attractive. In order to further enhance the downtown's attractiveness for economic development, the existing powerlines that run along STH 32 north of STH 160 should also be buried, preferably when this section of STH 32 is reconstructed. Understandably there is a cost associated with burying the powerlines. However, it is a one-time cost that will improve the sightlines of the downtown immensely. If the powerlines are not buried when STH 32 is scheduled for reconstruction, it will likely be another 30 years until the street is reconstructed again and the opportunity to bury the powerlines again presents itself. The village should contact the appropriate utility provider to obtain cost estimates to bury the powerlines, as well as what it will cost the adjacent property owners to move their electrical services from overhead lines to buried lines.

### Desired Uses

- Professional services.
- Eating/drinking establishments.
- Maintain existing retail.
- Residential uses on second floors.
- Bed and breakfasts.
- Administrative governmental facilities, such as the library, village hall, and post office.

### Recommended Improvements

- New streetscaping along STH 32 from South Pulaski Street to Chicago Street and along STH 160 from N. St. Augustine Street to Lincoln Street to revitalize downtown including:
  - Mid-block bumpouts to deter passing on the right along E. Pulaski Street.
  - Reconstructed STH 160 and 32 in a pedestrian-friendly manner that maintains on-street parking.
  - Curb bumpouts at the STH 160/32 intersection to define parking areas and shorten street crossing distances for students walking or bicycling to and from school.
  - Stamped/colored concrete crosswalks.
  - Unique, pedestrian-scale lighting.
  - Street furniture.
  - Street trees.
  - Continued use of banners.

- Burying the powerlines along STH 32 north of STH 160 when STH 32 is reconstructed.

### **Administrative Processes**

- Promote the classic architecture of the buildings available downtown, as well as the very reasonable rents for businesses.
- Communicate village plans with the Franciscans early in any redevelopment process.
- Promote Pulaski's Polish heritage for its tourism potential
- Adopt an area development plan for future street connections through the Franciscan property in case it is ever sold.
- Continue building code enforcement activities to ensure downtown buildings are safe and attractive.
- Contact the appropriate electrical utility to obtain cost estimates for burying the powerlines along STH 32 north of STH 160.
- Revise the village's parking standards to account for differences between parking downtown (on-street, shared parking, public parking lots) and other areas of the village where there are only private parking lots.
- Strengthen Pulaski's site plan and design review ordinance with clear, concise language and standards for development.
- Pursue Statewide Multimodal Improvement Program (SMIP), Surface Transportation Program – Rural (STP-Rural), and Safe Routes to School grant programs for funding the village's share of the streetscaping.
- Pursue EPA, WDNR, and Commerce grants for clean-up of brownfields.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

### **North Business Park (On STH 32 North of Village)**

The Village of Pulaski owns an approximately 36-acre parcel of land located on the west side of STH 32, immediately adjacent to the current village limits. The village purchased the property in order to provide readily developable land for industrial development since the current industrial park is almost at capacity. This area should be utilized for general industrial or intensive commercial development in order to continue to build the property tax base of the village and provide employment opportunities in the village itself. Since this area is intended to be utilized for high-value industrial or commercial development, the village should look long-term in developing the property and not settle for lower-end development in the short term. Therefore, businesses such as large manufacturers, big-box commercial or other development that utilize village water and sewer or are complementary to existing businesses should be preferred over small, compartmentalized uses such as mini-warehouses.

## Desired Uses

- High value industrial or intensive commercial uses (big-box retail).

## Recommended Improvements

- Work with WisDOT to urbanize this section of STH 32 at least to the proposed business park to accommodate heavy vehicular traffic as well as provide pedestrian and bicycle facilities.
- Install public sewer, water, streets, and sidewalks into the proposed business park.

## Administrative Processes

- Annex the property into the Village of Pulaski.
- Commission a flood study for this area prior to development to define the limits of the floodway and floodplain of the North Branch of the Little Suamico River.
- Petition the Brown County Planning Commission for an amendment to include this area into the Pulaski Sewer Service Area.
- Strengthen site plan and design review ordinance with clear, concise language and standards for development.
- Revise the zoning ordinance to create a new district or redefine an existing one that allows for the desired mixture of light industrial and intensive commercial uses.
- Add a section to the I-1 and I-2 Light and Heavy Industrial Districts that requires a minimum gross first floor area for the principal structure on a lot.
- Proactively rezone the site to the new or redefined zoning district.
- Create a tax increment financing district to fund the up-front costs of installing the public streets and utilities.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

## STH 160 Corridor – West Pulaski

STH 160 provides direct access (2.3 miles west) to STH 29 from Pulaski with expressway connections to the Green Bay, Wausau, Eau Claire-Chippewa Falls, and Minneapolis-St. Paul Metropolitan Areas. Pulaski should capitalize on its proximity to STH 29 and the STH 160 interchange through expansion of the proposed North Pulaski Industrial Park to the south and west, eventually reaching the intersection of STH 160 and Green Valley Road. With a business park in this location, truck traffic could bypass the downtown by utilizing internal business park streets and continue on STH 32 (northbound) or STH 160 (westbound).

Since there are homes and a cemetery in the vicinity of the proposed business park expansion, commercial and industrial uses adjacent to homes and the cemetery should be planned in a manner with extensive landscaping and other buffering to be sensitive to those existing uses. In addition to commercial and industrial uses, there is the potential for some multifamily development along West Town Road to buffer existing residential uses from the proposed more intensive industrial and commercial uses. Multifamily units should be designed with an orientation to the street, internal or preferably underground parking, have ample landscaping, and otherwise meet the recommendations contained within the Housing Chapter.

### **Desired Uses**

- High value industrial or intensive commercial (big box) uses.
- Limited multifamily.

### **Recommended Improvements**

- Urbanize STH 160 to Green Valley Road.
- In partnership with WisDOT, realign the intersection of Green Valley Road and STH 160, possibly with the addition of a roundabout.
- Develop an internal street network that would allow truck traffic to access STH 32 through the business park.
- Install public sewer and water as warranted by development.

### **Administrative Processes**

- Hear annexation requests from property owners.
- Petition the Brown County Planning Commission for an amendment to include this area into the Pulaski Sewer Service Area.
- Strengthen site plan and design review ordinance with clear, concise language and standards for development.
- Revise the zoning ordinance to create a new district or redefine an existing one that allows for the desired mixture of light industrial and intensive commercial uses.
- Add a section to the I-1 and I-2 Light and Heavy Industrial Districts that requires a minimum gross first floor area for the principal structure on a lot.
- Proactively rezone the site to the new or redefined zoning district.
- Require a detailed flood study prior to permitting any platting activity due to the flat terrain and presence of the North Branch of the Little Suamico River.
- Install public sewer, water, streets, and sidewalks when warranted by development.

### **Green Valley Road / Crest Drive Area**

This area is currently located outside of the existing Pulaski village limits, however, should it be annexed into the village, it should be primarily residential in nature. This would continue the trend established by the residential neighborhood located to the north and east. The area is identified for residential development due to the increasing

population of the village and the ability to efficiently and cost-effectively serve this area with gravity-flow public sewer facilities. Although this area is identified for primarily single-family residential development, there should be some accommodations made for well-designed and appropriately spaced out two-family units.

### Desired Uses

- Residential, focusing on single-family housing with mixed lot sizes.
- Neighborhood commercial uses.

### Recommended Improvements

- Urbanize Crest Drive west of S. St. Augustine Street to better accommodate residential development.
- Extend Highview Road south to Crest Drive.
- Extend West Glenbrook Drive west to Green Valley Road.
- Extend West Green Bay Street west to Green Valley Road.

### Administrative Processes

- Require a detailed flood study prior to permitting any platting activity due to the flat terrain and presence of the South Branch of the Little Suamico River.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the maximum acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

### Crest Drive Corridor / South Pulaski

This section of Crest Drive is currently a two-lane rural cross-section street. However, before and after school, traffic volumes increase substantially creating an unsafe street for anyone to walk or bike. Pulaski High School is located at the corner of South St. Augustine Street and Crest Drive and future residential development is expected on the south side of Crest Drive. Therefore, when Crest Drive (CTH B) is reconstructed in the future, it should be urbanized with curb, gutter, and sidewalks and contain traffic calming features such as bumpouts and roundabouts to slow traffic and make for a safer student pedestrian and bicycle commute to school. Roundabouts at STH 32, Pelican Drive, and South St. Augustine Street would serve to calm traffic as well as provide for an efficient flow of traffic before and after school and school athletic events. Consideration should be given to converting Crest Drive to a two-lane boulevard with left-hand turn bays to reinforce the pedestrian-friendly character of the street.





The land uses should be primarily residential, interspersed with pockets of neighborhood commercial uses at the intersections identified on the Future Land Use Map. Intersection locations will provide the commercial uses good visibility and access to customers who will not have to drive a vehicle to reach them. A mixture of housing types should be located along Crest Drive, however driveway access points should be kept to a minimum to allow traffic to flow at a reasonable rate. Therefore, reverse

frontage lots or preferably homes fronting on Crest Drive with access via a rear alley would both serve the needs of the street and village. Consideration should also be given to some multifamily housing in this area as well.

There are significant environmentally sensitive area issues associated with the lands on the north side of Crest Drive and generally east of Pelican Drive extended. Prior to any development occurring in this area, it is critical that the village or town (depending on jurisdiction) require a detailed flood study to identify precisely where the floodway and flood fringe are located. This will expedite the platting process and minimize any flooding issues.

### Desired Uses

- School district athletic field expansion east of the high school.
- Neighborhood commercial uses at intersections.
- Mixed residential uses, including some limited multifamily development.
- Reverse frontage or rear access to the residential uses via an alley.
- Neighborhood park near center of proposed residential area.

### Recommended Improvements

- Urbanize Crest Drive from S. St. Augustine Street to STH 32 in a pedestrian friendly manner, including roundabouts, sidewalks, and bumpouts.
- Extend Pelican Drive south to Crest Drive and beyond.
- Create a new north-south connection to Crest Drive midway between Pelican Drive extended and South St. Augustine Street.
- Create an east-west street from the end of Mountain Bay Drive to Green Valley Road.
- Extend West Green Bay Street west to Green Valley Road.



- Obtain land through dedication or purchase for a neighborhood park.

### Administrative Processes

- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the maximum acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

### Existing Pulaski Industrial Park / East Pulaski



The existing industrial park is almost at capacity for development. The topography becomes much lower east of the existing industrial park, and therefore expansion of the industrial park to the east would need to be facilitated by the installation of a lift station for sanitary sewer service. Additionally, the South Branch of the Little Suamico River traverses this area in a southwest to northeast direction, and according to the preliminary

FEMA floodplain maps, has a large floodplain area to the immediate east of the industrial park. For these reasons, continued expansion of the industrial park to the east is not recommended. However, there is room for expansion to the north along East Cedar Street and north along Corporate Way and Great American Way. The industrial uses should transition to residential uses as one gets closer to Brown County Line Road.

In the event that industrial development to the east of the existing industrial park is proposed, it is critical that the village or town (depending on jurisdiction) require a detailed flood study to identify precisely where the floodway and flood fringe are located. This will expedite the platting process and minimize any flooding issues.

### Desired Uses

- Additional industrial development along East Cedar Street.
- Heavy landscaping between the industrial uses and proposed residential uses.
- Mixed residential uses along Brown County Line Road.
- Infill multifamily development east of the mobile home park.

### Recommended Improvements

- Extend Corporate Way north to Brown County Line Road.
- Extend Great American Way north to Brown County Line Road.

### **Administrative Processes**

- Require a detailed flood study prior to permitting any platting activity due to the flat terrain and presence of the South Branch of the Little Suamico River.
- Add a section to the I-1 and I-2 Light and Heavy Industrial Districts that requires a minimum gross first floor area for the principal structure on a lot.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the maximum acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

### **Brown County Line Road / Northeast Pulaski**

This part of Pulaski is primarily rural in nature and has not experienced growth pressures like the southern and western parts of the village. Although residential development is expected along Brown County Line Road, areas to the east of the wastewater treatment plant are expected to remain agricultural in nature. Much of the area along the Middle Branch of the Little Suamico River is considered floodplain according to the preliminary FEMA floodplain maps. Therefore, if any development does occur in this area, a detailed flood study should be completed prior to any grading or filling activity.

In addition to the agricultural areas, the Pulaski Polka Grounds, village fishing pond, and disc golf course are located in this area. The Polka Grounds as discussed in more detail in Chapter 6 hosts the Pulaski Polka Days festival every summer. Therefore, intensive development is not expected in this area; however, it is an area that thousands of residents and tourists visit every year. Therefore improving the grounds, and in particular the restrooms should be a priority. The village should partner with the Wisconsin Department of Natural Resources and local service groups to develop a joint-use trailhead for the Mountain-Bay Trail and restroom facility for the Polka Grounds.

### **Desired Uses**

- Mixed residential uses along Brown County Line Road.
- Continued agricultural uses east of the wastewater treatment facility.
- Passive and active recreation opportunities with the fishing pond, disc golf course, and Polka Grounds.
- A trailhead building that would provide shelter and restrooms to Mountain-Bay Trail users as well as Polka Grounds attendees.

### **Recommended Improvements**

- Extend Corporate Way north to Brown County Line Road.
- Extend Great American Way north to Brown County Line Road.
- Develop a trailhead building in partnership with the WDNR.

## Administrative Processes

- Develop a park and outdoor recreation plan to provide eligibility to the village for WDNR grants.
- Revise the subdivision and platting regulations of the village to:
  - Permit narrower streets.
  - Require sidewalks in new subdivisions.
  - Increase the maximum acreage triggering village subdivision and plat review from 1.5 acres to 40 acres consistent with Brown County.

## Summary of Recommendations

- Future residential development should be based on the concept of neighborhoods with a mixture of housing types.
- Ensure multifamily development is not concentrated in any one area of the village, but rather is well-designed and spread out throughout Pulaski.
- Require cost-efficient infill and contiguous development patterns, as opposed to more costly “leap-frog” style patterns. Where a developer is proposing “leap-frog” development and the village wishes to consider it, have the developer pay for the upfront costs to provide services (i.e. public sewer, water, storm sewer, etc.) to the site.
- Continue communication with the Franciscans regarding potential future residential use of their property.
- Encourage the mixture of appropriately designed commercial, recreational, and institutional uses within residential areas so residents may walk or bike to them.
- Each neighborhood should contain a small neighborhood park or playground.
- Develop a neighborhood park with playground facilities in the proposed new residential neighborhood south of Crest Drive.
- Partner with the WDNR to develop a trailhead with restrooms for the Mountain-Bay Trail on the Polka Grounds.
- Emphasize neighborhood connectivity for pedestrians, bicyclists, and vehicles.



- Include a mid-block pedestrian crossing in blocks that exceed 700 feet in length, as appropriate in new subdivisions.
- Utilize narrow streets and traffic calming techniques to slow vehicular traffic, particularly through residential areas.
- Work with Brown County

Highway to reconstruct CTH B between South St. Augustine Street and STH 32 in a pedestrian-friendly manner that includes bumpouts, stamped and colored crosswalks, and improved intersection designs.

- Minimize new driveway connections to Crest Drive/CTH B to ensure a smooth flow of vehicular traffic.



crosswalks, and improved intersection designs.

- Coordinate street reconstruction designs with the Pulaski Area School District to ensure safe pedestrian facilities along South St. Augustine Street and Crest Drive.
- Continue communication with WisDOT to ensure STH 32 and STH 160 through the downtown are reconstructed in a pedestrian-friendly manner that includes bumpouts, stamped and colored

- Obtain cost estimates from the electrical utility to bury the overhead powerlines along STH 32 north of STH 160 during reconstruction.
- Pursue state and federal grants to defray the costs of the streetscape improvements along STH 32 and STH 160.
- Encourage appropriate, well-designed neighborhood commercial development at key intersections to allow nearby residents to walk or bike for goods or services.
- Strengthen the village's site review and design standards ordinance to ensure new commercial, industrial, and multifamily developments contribute positively to the overall design of the village.
- Pulaski should begin to consider economic development in a manner that is consistent with the concept of eco-sustainability.
- Expand the current Pulaski Industrial Park to the north.
- Begin planning and engineering for the development of the north business park extending out to Green Valley Drive and STH 160.
- Encourage additional, well-designed commercial retail development near the Crest Drive/STH 32 intersection.
- New downtown buildings should be close to the street with a minimum of two stories.
- Downtown parking should be preferably located behind or alternatively on the side of buildings. Shared parking among downtown businesses should be encouraged.



- Maintain on-street parking in the downtown to minimize parking lots and act as a traffic calming technique.
- Continue researching locations and options for a new village hall located in the downtown.
- Update the village's zoning, subdivision, sign, and parking ordinances to be consistent with the comprehensive plan.





## CHAPTER 3

# Transportation

This section of the plan discusses the existing transportation system and recommends methods of creating a multi-modal transportation system in the village.

### Existing Transportation System

#### Streets and Highways

Pulaski currently contains two state trunk highways, one county trunk highway, and several village streets (see Figure 3-1). These streets and highways are currently the primary means of reaching most of the village's residential, commercial, industrial, and institutional destinations.

#### Functional Classification System

A component of a street and highway system is the functional classification network. This network is typically based on traffic volumes, land uses, road spacing, and system continuity.

The four general functional classifications are freeways, arterials, collectors, and local streets. These classifications are summarized below.

***Freeways:*** Freeways are fully controlled access highways that have no at-grade intersections or driveway connections. US 41 is a local example of a freeway.

***Arterials:*** Principal and minor arterials carry longer-distance vehicle trips between activity centers. These facilities are designed to provide a very high amount of mobility and very little access. STH 32 is an example of an arterial street in Pulaski.

***Collectors:*** Collectors link local streets with the arterial street system. These facilities collect traffic in local areas, serve as local through routes, and directly serve abutting land uses. Crest Drive is a local example of a collector.

***Locals:*** Local roads and streets are used for short trips. Their primary function is to provide access to abutting land uses, and traffic volumes and speeds are relatively low.

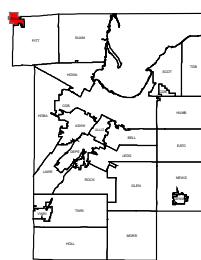
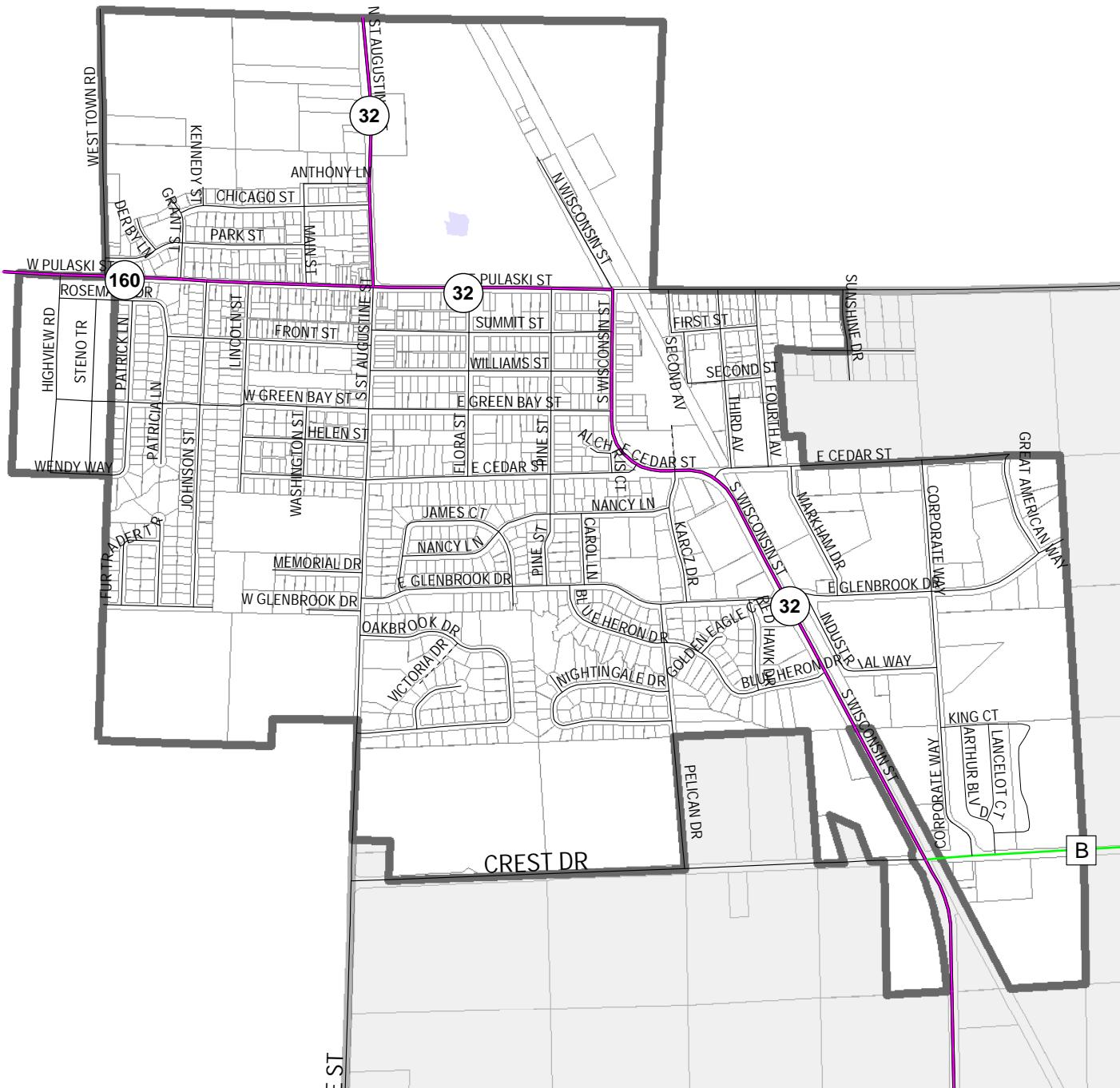
The current street pattern in Pulaski is fairly well connected, which avoids forcing many vehicle trips onto the arterial and collector street systems. Because concentrating traffic on arterial and collector streets can create barriers to other transportation modes (such as walking and bicycling), it is important that Pulaski continue to connect its streets as development occurs. Figure 3-2 shows the village's existing functional classification system.

#### Pedestrian and Bicycle Facilities

As mentioned above, Pulaski's existing transportation system is largely comprised of village streets, county highways, and state highways. Some of the village's downtown and older residential streets have sidewalks, but many of the newer developments do not

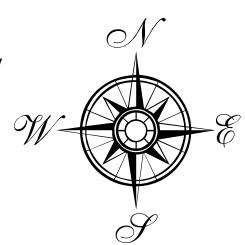


Figure 3-1  
Street Network / Rail Lines  
Village of Pulaski, Brown County, WI



- State Highway
- County Highway
- Local Road
- - - Vacated / Proposed Street

— Municipal Boundary



0 750 1,500 Feet

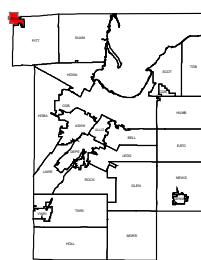
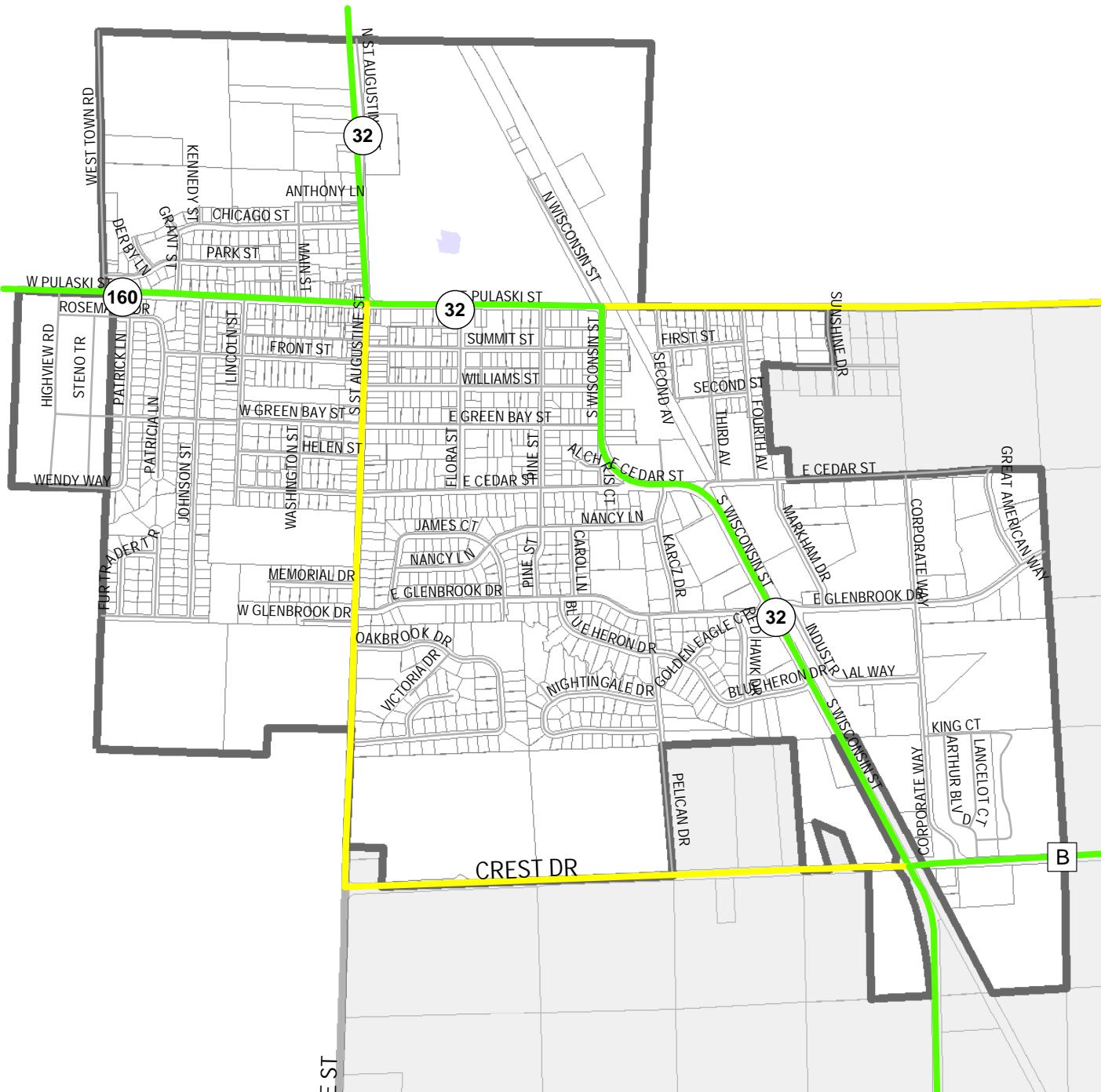
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Map prepared by PALS, Brown County Planning Department, November 2006.

Source: PALS, Brown County Planning Commission



Figure 3-2  
Functional Classification  
Village of Pulaski, Brown County, WI

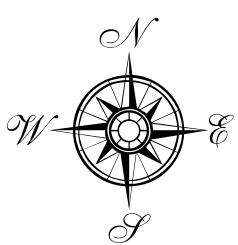


**Functional Classification**

- Minor Arterial (Green line)
- Rural Minor Collector (Yellow line)
- Local (Grey line)

— Municipal Boundary

0 750 1,500 Feet



This is a compilation of records and data located in the Brown County offices and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department, November 2006.

Source: PALS, Brown County Planning Commission

have sidewalks or bicycle facilities. The village's existing pedestrian and bicycle system is shown in Figure 3-3.

### **Transit**

Pulaski is not currently included in the Green Bay Metro service area, but it is possible that some form of fixed-route transit service could be extended to the village within the 20-year planning period.

### **Specialized Transportation Services for the Elderly and Disabled**

Pulaski is not currently served by the Green Bay Metro elderly and disabled transportation provider because the village is not included in the Metro fixed route transit service area.

### **Rail Transportation**

Pulaski currently has no active rail lines, and it is unlikely that rail service will return to the Mountain-Bay Trail right-of-way in the future.

### **Air Transportation**

Austin Straubel International Airport is approximately 10 miles south of Pulaski (see Figure 3-4 for the airport's location). Commercial service is currently provided by Northwest Airlines, American Airlines, United Airlines, Skyway Airlines, and ComAir Delta. Charter service is provided by Executive Air and Titlevillage Jet Center. Air cargo service is provided by Northwest Cargo. The village's economy is not significantly affected by the airport at this time.

### **Trucking**

Trucking activities in Pulaski are currently concentrated in the industrial park in the southeast portion of the village, but some truck trips also occur outside of this area. The proximity of the park to STH 32 and CTH B allows trucks to largely avoid the village's interior street system, but the presence of STH 32 in the center of the village forces some overhead (pass-through) truck trips through the center of the village.

### **Water Transportation**

Pulaski is not near any large bodies of water, and the village does not currently use the Port of Green Bay to export and import goods (see Figure 3-4 for the port's location).

## **Future Transportation System**

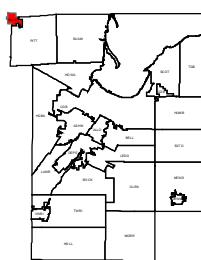
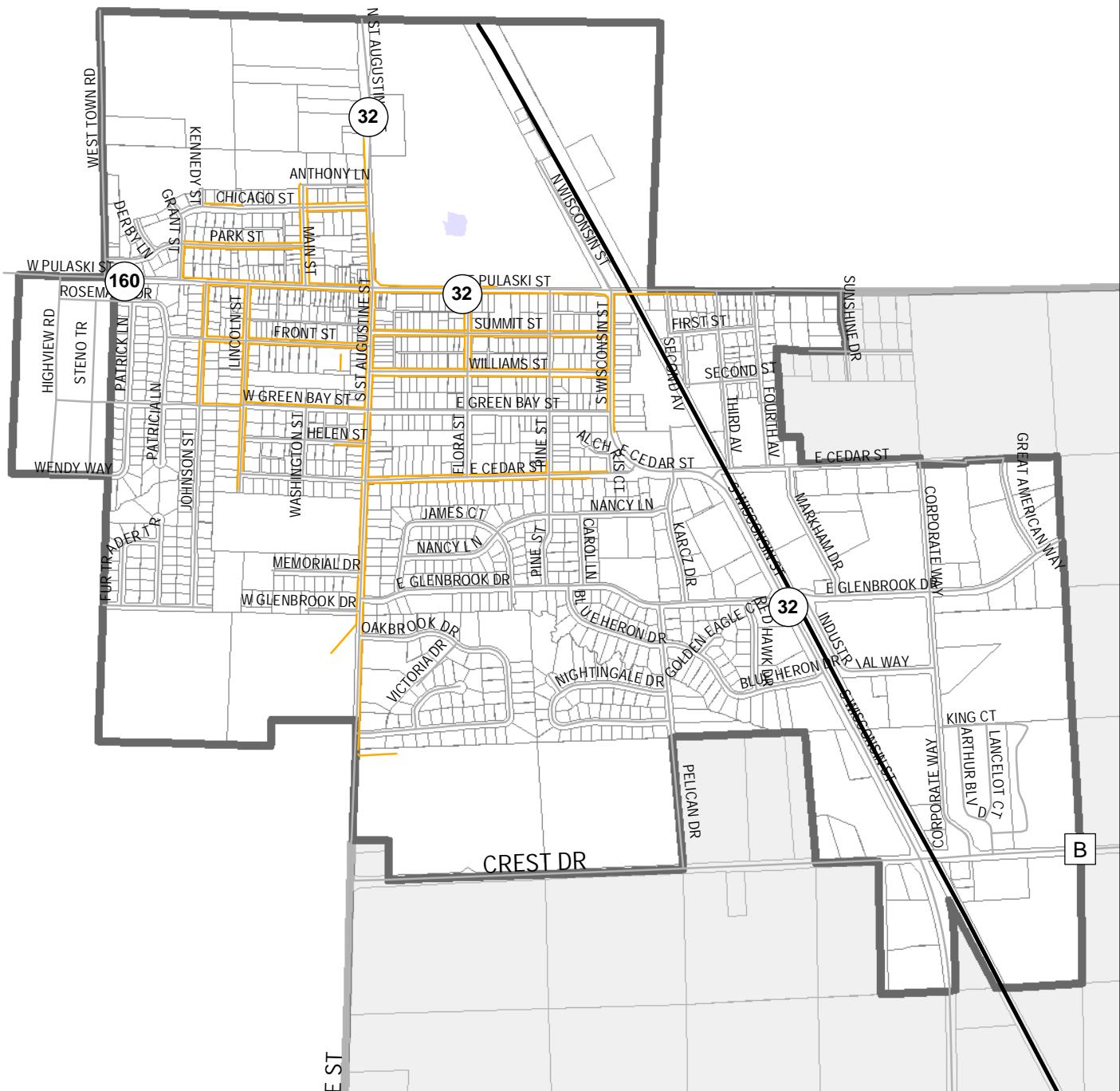
Even though Pulaski's new developments and streets are largely oriented toward motorized vehicles, the village contains a walkable downtown and several established neighborhoods that contain sidewalks and relatively frequent street connections. The village also contains vacant land that can eventually be developed into mixed-use neighborhood centers and other land use patterns that make walking and bicycling viable transportation options.



Figure 3-3

## **Sidewalk and Bicycle Facility Locations**

*Village of Pulaski, Brown County, WI*



Legend for the map:

- Mountain-Bay State Recreational Trail (Black line)
- Municipal Boundary (Grey line)
- Sidewalk (Yellow line)

This is a composite map of various parcels located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department.  
November 2006.

Source: PALS, Brown County Planning Commission

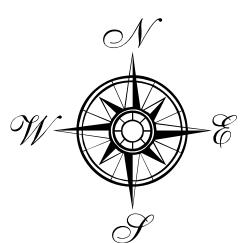
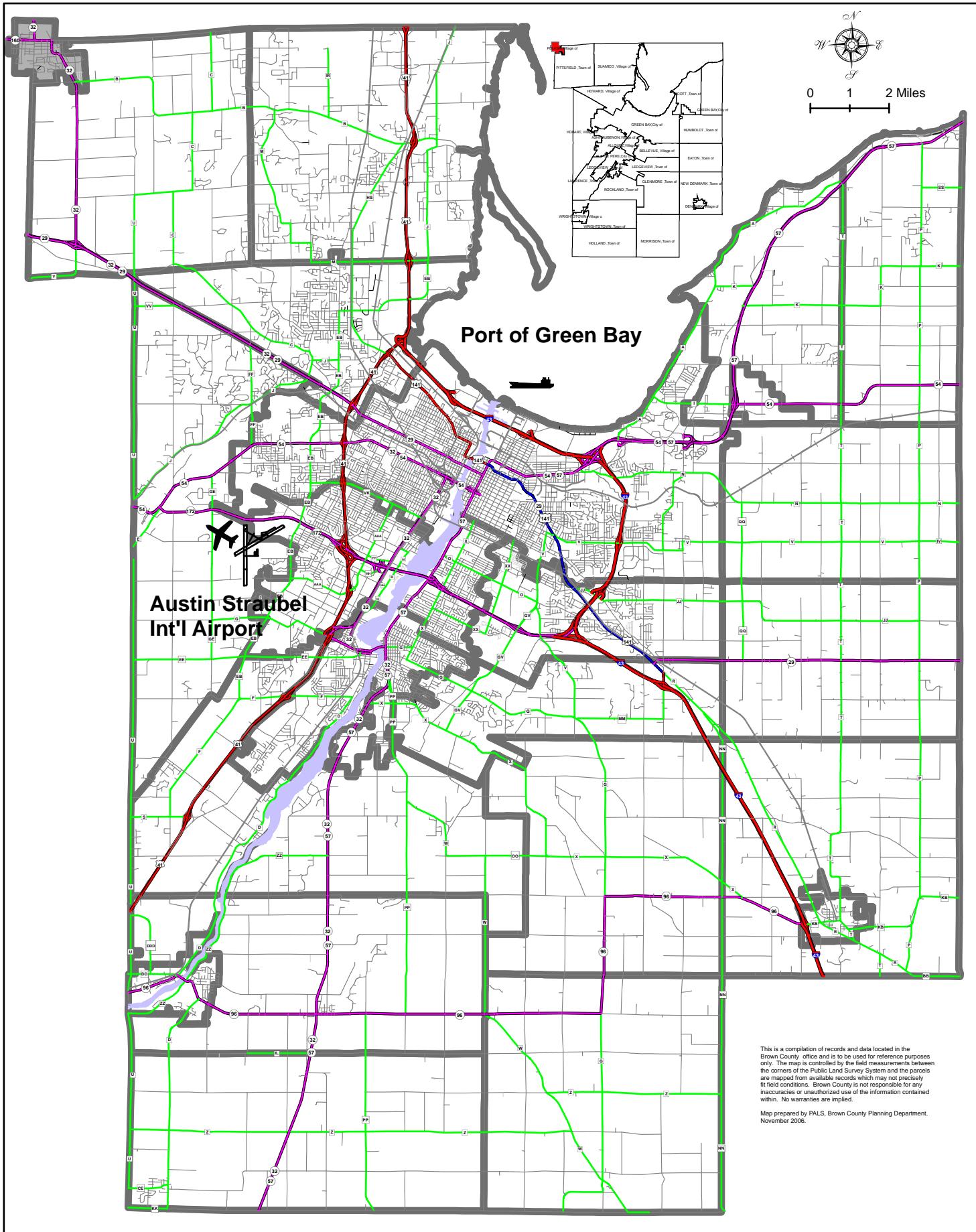




Figure 3-4  
Port and Airport Facilities  
Village of Pulaski, Brown County, WI



To achieve the plan's goal of creating a safe and efficient multi-modal transportation system that serves all Pulaski residents, the village will need to alter its current methods of developing land and building the transportation facilities that serve these lands. These changes must be comprehensive because changing only some of the village's land use and transportation policies will not create the safety, accessibility, mobility, and efficiency that are the aims of this component of the plan.

This section of the Transportation Chapter identifies the major aspects of Pulaski's transportation system and recommends methods of developing them over the next 20 years to create a viable multi-modal transportation system. The section also discusses the land use patterns that should be developed during this period to create this system.

### **Village Streets**

Pulaski currently has no multi-lane streets, but some of the village's streets are relatively wide. The village contains several blocks that provide relatively frequent connections to intersecting streets, but many of the new developments at the village's south end are not well connected. In addition to being expensive to construct and maintain, the village's wide streets encourage people to drive at high speeds through neighborhoods, school zones, and other areas where high speeds are not appropriate. The long blocks, cul-de-sacs, and separation of land uses in the newer sections of the village also do more than encourage people to drive from place to place – they often force them to drive because other transportation modes are not practical.

To enable people to safely and efficiently navigate the village's street system with and without personal vehicles, the village needs to:

- Increase street interconnectivity and intersection frequency.
- Minimize barriers to pedestrian and bicycle travel and encourage people to drive at appropriate speeds by narrowing its streets.
- Improve accessibility and safety at intersections and other potential conflict points.

Methods of achieving these aims are addressed in this chapter.



Recently constructed wide street

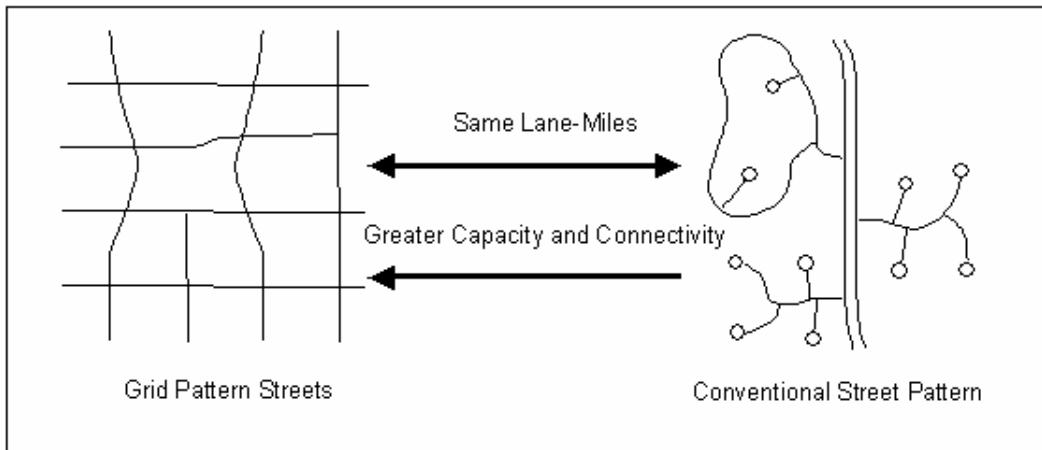


Recently constructed large intersection

### **Develop Well-Connected Street Patterns**

To enable and encourage people to walk and bicycle throughout Pulaski, the village should promote the development of well-connected street patterns that have frequent connections to the existing street system. These kinds of street patterns will also provide motorists with several route options and avoid concentrating traffic on relatively few streets. A comparison of well-connected and conventional street patterns is shown in Figure 3-5.

**Figure 3-5: Comparison of Well-Connected and Conventional Street Patterns**



Although well-connected street patterns enable traffic to be distributed evenly, are very accessible to a variety of transportation system users, are easy for public works departments to plow and maintain, enable communities to create efficient sewer and water systems (that do not have several stubs), and provide efficient routes to incidents for fire departments and other emergency responders, situations will arise where streets cannot be connected due to physical or environmental constraints. If constraints prohibit street connections, the village should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, the village should recommend that cul-de-sacs have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area easily.

### **Allow the Development of Narrow Streets**

Many communities tend to construct relatively wide streets on wide rights-of-way to conform to standards that have been observed for many decades. However, these street widths are often not necessary (especially in residential neighborhoods), and the wide rights-of-way force the communities to maintain a significant amount of land that could instead be taxable property.

To address this issue, the street width requirements in the village's subdivision ordinance should be amended to allow the development of narrow local and collector streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary. A summary of street and right-of-way standards that should be considered by the village is included in Figure 3-6. These standards are based on recommendations in *Residential Streets* (third edition), which was developed by the Urban Land Institute in conjunction with the Institute of

Transportation Engineers, National Association of Homebuilders, and American Society of Civil Engineers.

**Figure 3-6: Street and Right-of-Way Width Standards Summary**

| Street Type               | Right-of-Way Width ** | Pavement Width (curb face to curb face) | Driving Lane Width    | On-Street Parking | Parking Areas Defined By Curbs? |
|---------------------------|-----------------------|---|-----------------------|-------------------|---------------------------------|
| <b>Arterials*</b>         |                       |   |                       |                   |                                 |
| <b>Collectors</b>         | 60 feet               | 34 feet                                 | 9-10 feet             | Both sides        | Yes                             |
| <b>Local Streets</b>      |                       |   |                       |                   |                                 |
| No parking allowed        | 40 feet               | 18 feet                                 | 9 feet                | None              | No                              |
| Parking on one side       | 46-48 feet            | 22-24 feet                              | 14-16 ft. travel lane | One side          | If needed                       |
| Parking on both sides     | 50-52 feet            | 26-28 feet                              | 10-12 ft. travel lane | Both sides        | If needed                       |
| <b>Industrial Streets</b> | 50-52 feet            | 24-26 feet                              | 12-13 feet            | None              | No                              |
| <b>Alleys</b>             | 16 feet               | 12 feet                                 | ---                   | ---               | ---                             |

\* The design of arterial streets may vary, but their design should be consistent with the recommendations in this section of the comprehensive plan.

\*\* The right-of-way width includes the widths of the driving area, parking area, curbs, terraces (between the sidewalks and street), and sidewalks.

The implementation of these standards will enable the village to reserve only the land it needs to accommodate its streets, sidewalks, and terraces and to construct streets that conform to the neighborhood and other development concepts addressed in the comprehensive plan.

### **Define the Parking Areas of Urban Streets**

The parking areas of urban (curb and gutter) streets should be defined by curb extensions at the village's intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the village's intersections.



Curb extensions in Middleton, Wisconsin

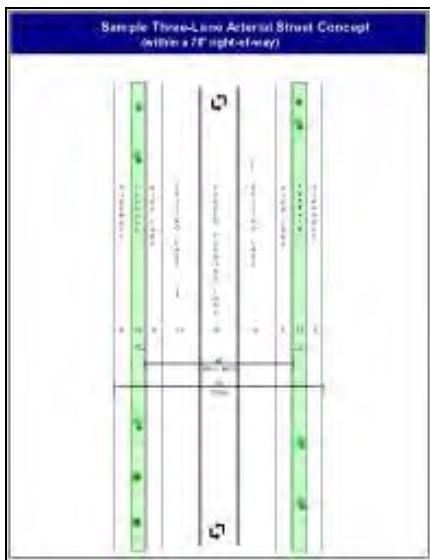


Curb extension along Grant Street in De Pere, Wisconsin

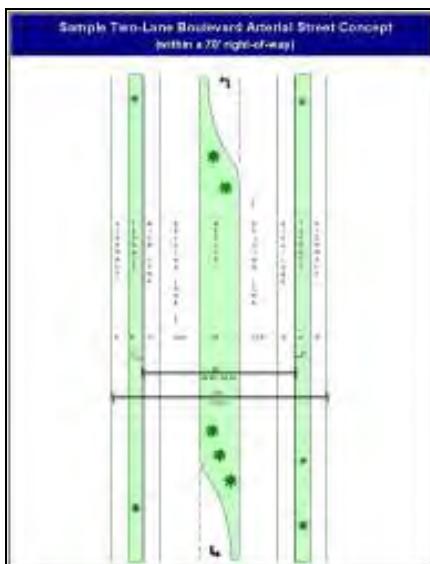
The use of curb extensions along STH 32 within and immediately outside the downtown area is addressed in the Special Emphasis Area section of the chapter.

## Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the village's streets will be considered for widening in the future, some two-lane streets might be seen as candidates for widening as traffic levels rise over the next 20 years. However, street widening has proven to not be an effective long-term method of relieving traffic congestion, so the village and state should save the millions of dollars that would be necessary to expand these streets to four lanes.



*Three-lane streets work well when arterial corridors contain driveways...*



*...but two-lane boulevards are ideal for streets that have little or no direct driveway access.*



One way to move traffic efficiently while minimizing barriers to pedestrian and bicycle travel and encouraging people to drive at appropriate speeds is to construct a system of two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections (such as roundabouts). Street interconnectivity and

the mixing of land uses make walking and bicycling viable transportation options and help to avoid forcing traffic onto a system of relatively few large arterial streets. Building narrower arterial streets instead of the standard wide arterial streets will also help to make the village's thoroughfares more attractive.

### **Design Intersections to Maximize Safety and Accessibility**

The village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the village's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features. The narrower street widths recommended for the village will also help make intersections safer by controlling the speed of vehicles as they approach the intersections.

#### **Roundabouts in Brown County**

There are currently 16 roundabouts in Brown County, and others are planned to be built throughout the County. The first two roundabouts built along Lineville Road in Howard were featured in a Brown County Planning Commission study that examined their safety, efficiency, and other impacts between 1999 and 2001. This study found that the Lineville roundabouts have made the intersections more accessible to pedestrians and bicyclists and safer for everyone. An example of this safety improvement is shown in Figure 3-7, which identifies the number of reportable crashes and injuries at the Lineville/Cardinal intersection before and after the roundabout (through 2003).

The De Pere, Ledgeview, and Bellevue roundabouts have not been thoroughly studied, but representatives of the De Pere Police Department, De Pere Department of Public Works, Unified School District of De Pere, and Brown County Highway Department have indicated that the roundabouts are operating very efficiently and safely. Observations by the Brown County Planning Commission and Highway Department have also found that pedestrians, bicyclists, and motorists interact well at the roundabouts.

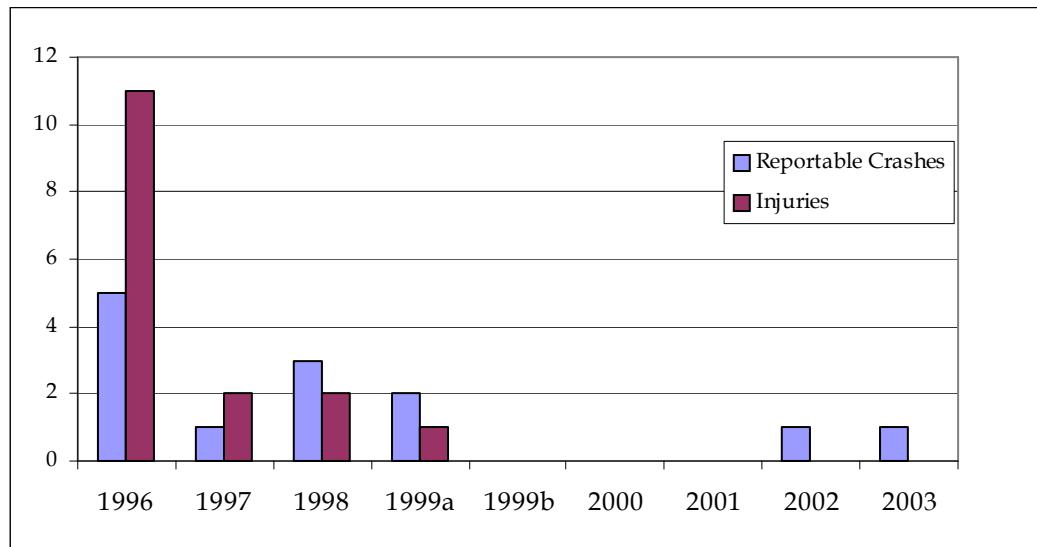


Lineville/Cardinal roundabout in Howard



Chicago/Swan roundabout in De Pere & Ledgeview

**Figure 3-7: Reportable Crashes and Injuries at the Lineville Road/Cardinal Lane Intersection in the Village of Howard (1996-2003)**



1999a: January 1, 1999 – July 31, 1999 (before roundabout – still a two-way stop)

1999b: August 1, 1999 – December 31, 1999 (during and after roundabout construction)

Sources: Brown County Sheriff's Department crash records (1996-2001), Wisconsin Department of Transportation intersection crash summaries (2002-2003)

### Potential Roundabout Locations in Pulaski

The village should continue to work with the Brown County Planning Commission, Brown County Highway Department, and WisDOT to study the possibility of installing roundabouts at various intersections in and around Pulaski.

### Pedestrian and Bicycle Facilities

Because many of the village's streets do not include sidewalks on either side, many activities that normally occur on sidewalks are occurring in the driving areas. On an average day, a person can see residents walking on the village's streets, neighbors talking to one another in front of their homes while being avoided by passing vehicles, and people doing other activities that should occur outside of the street. Many less-experienced bicyclists may also have trouble sharing many of the village's major streets with motorized vehicles because the motorists and bicyclists are not sure where they are supposed to travel on the streets. To create a pedestrian and bicycle system that complements the village's street system, the village should:

- Expand the development of land use patterns that enable and encourage walking and bicycling.
- Create safe and continuous pedestrian and bicycle systems throughout the village.
- Enable people to easily reach developments in the village on foot or by bicycle.

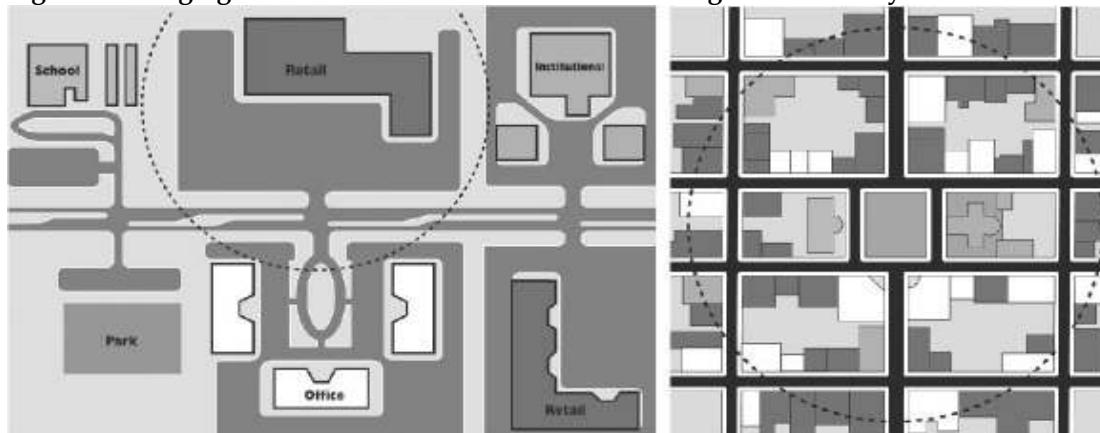
Methods of achieving these aims are addressed in this section.

## **Mixing Land Uses Throughout the Village**

To enable and encourage people to make additional walking and bicycling trips in Pulaski, the village should implement the Land Use Chapter's recommendations for mixing land uses to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of residential, commercial, institutional, and recreational uses will enable people of all ages and physical abilities to travel from place to place without a motorized vehicle, which will significantly improve mobility for all village residents and minimize traffic on the existing street system.

Figure 3-8 compares a conventional land use and street pattern with a mixed land use and well-connected street pattern. The dotted circle on the diagram represents a 500-foot radius, which is a distance that most people feel comfortable walking. This diagram demonstrates that a greater number and variety of destinations are easily reachable on foot (and by bicycle) when land uses are mixed and streets are frequently interconnected. The benefits of street connectivity in neighborhoods are also illustrated in Figure 3-9, which demonstrates that a well-connected street system requires people to travel much shorter distances to reach their destinations than a system with few connections.

**Figure 3-8: Segregated Land Uses vs. Mixed Uses with High Connectivity**



## **Developing a Continuous Sidewalk System**

In the Village Streets section of this chapter, the transportation plan recommends methods of narrowing the village's streets and making its intersections safer and more accessible for motorists, pedestrians, and bicyclists. These improvements should be accompanied by a continuous sidewalk system that can be created through the following three-step process:

***Step 1: Require sidewalks in all new subdivisions.*** The village should begin the process of creating its comprehensive sidewalk system by requiring developers to install sidewalks on both sides of all streets in new subdivisions. The village should also not approve new subdivisions that do not include sidewalks. The only situation where sidewalks should not be required on both sides of a street is when physical or environmental constraints exist. In these situations, sidewalks should be required on at least one side of the street.

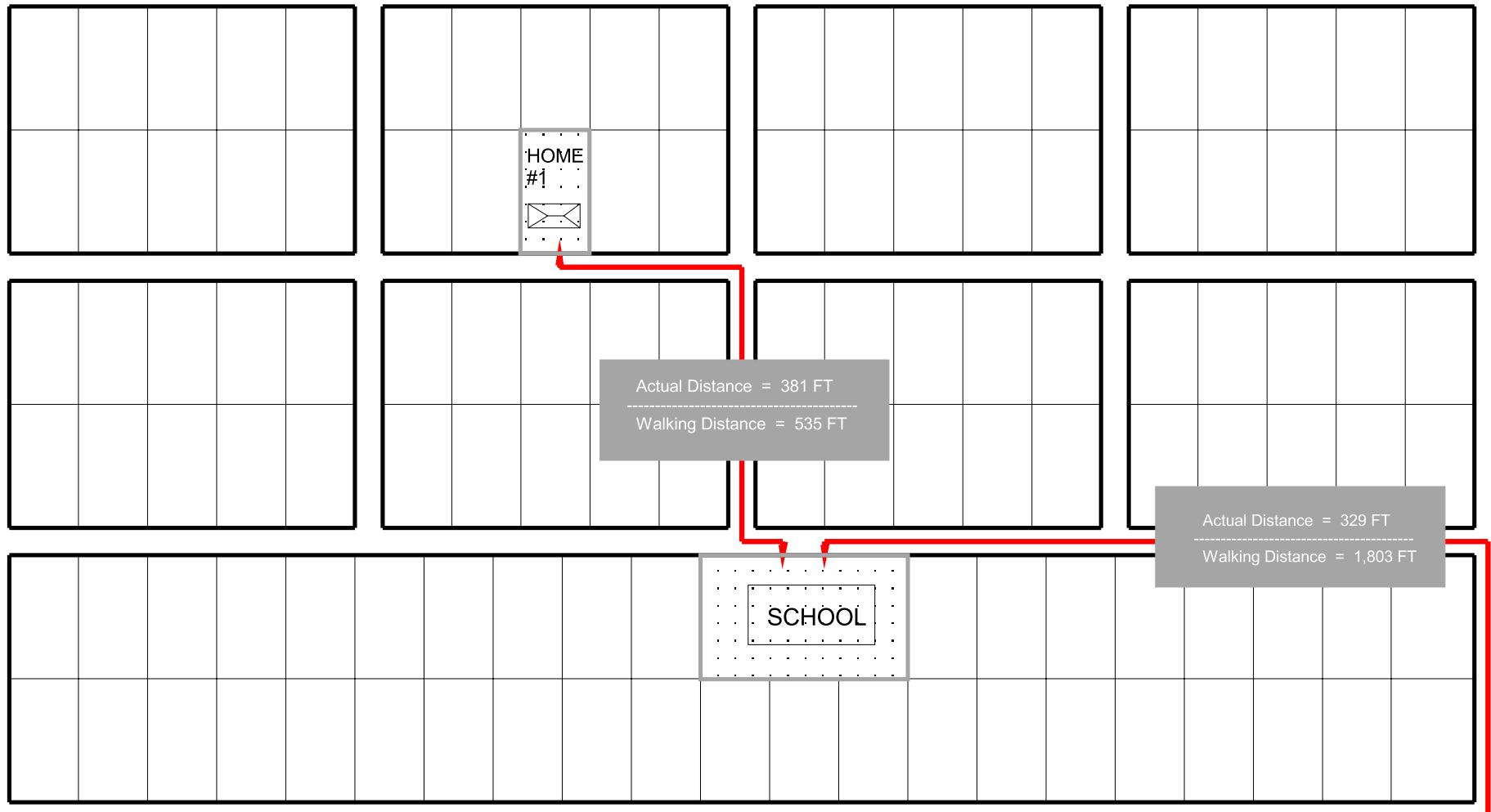
***Step 2: Install sidewalks along major streets and walk routes.*** Next, the village should install sidewalks along both sides of all existing home-to-school walking routes and all



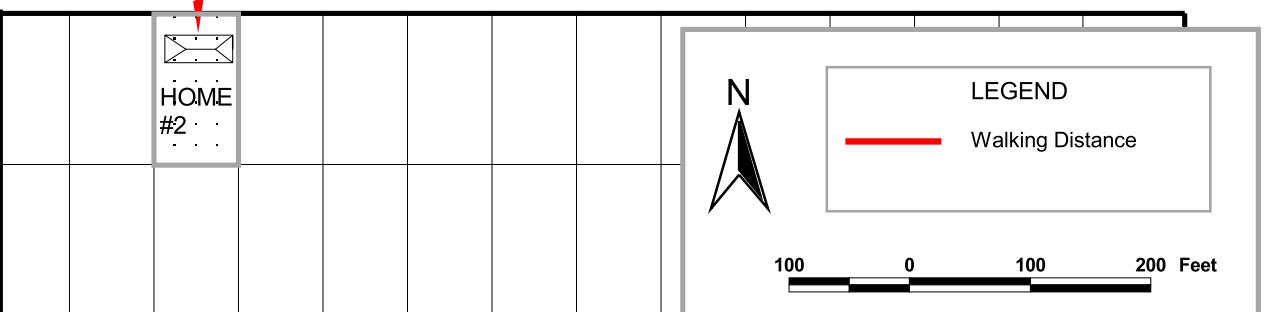
Figure 3-9

## Example of Neighborhoods With and Without Street Connectivity

Village of Pulaski Brown County, WI



Even though home #2 is much closer to the school than home #1, the lack of street connections in home #2's neighborhood forces people to walk more than three times as far to reach the school.



existing collector and arterial streets. These sidewalks will enable children to walk outside of the driving area and provide people a safe place to walk along the streets that carry high volumes of traffic.

**Step 3: Construct sidewalks along the rest of the village's streets by identifying demand and consulting residents prior to street reconstruction projects.** After requiring sidewalks along all new subdivision streets and installing sidewalks along all home-to-school walking routes and collector and arterial streets, the village should work toward constructing sidewalks along the rest of the village's existing streets by identifying neighborhoods where people want sidewalks and meeting with residents prior to street reconstruction projects to determine if street narrowing and sidewalks should be elements of the projects. This will create a continuous pedestrian system that serves the downtown, neighborhood centers, and other destinations within and immediately outside of the village.



Sidewalk segment in Pulaski



Street without sidewalks in Pulaski

### Developing a Pedestrian and Bicycle Trail System that Complements the Sidewalk System

As the sidewalk system is being developed, the village should also develop an off-street pedestrian/bicycle trail system by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their subdivisions or other development proposals. One of the tools Pulaski should use as it creates its trail system is a safety assessment technique called the Sidepath Suitability Index.

#### **Sidepath Suitability Index**

A method of estimating the relative safety of bicyclists on trails (paths) that run parallel to streets was recently developed by the League of Illinois Bicyclists (LIB). This "Sidepath Suitability Index" is designed to enable communities and other entities to rate the safety of existing parallel paths, determine if a new path would be an appropriate option, and identify methods of making existing or planned paths as safe as possible.

To assess the suitability of placing a path along a road segment, the following factors are considered:

1. *Intersection traffic*, which considers vehicle volumes, vehicle speeds, the number of driveway and street intersections, and other conditions.

2. *Path continuity*, which measures the impact of gaps (unpaved areas, etc.) that exist along the path.
3. *Curb cuts*, which consider whether or not curb cuts exist at street and driveway crossings.
4. *Pedestrian use*, which considers the level of pedestrian use and the conflicts that exist or could exist between walkers and bicyclists.
5. *Crosswalks*, which measures the visibility of crosswalks at intersections.
6. *Separation between intersections and sidepaths*, which considers the proximity of the path's intersection and driveway crossings to the parallel road.

Each of these factors is assessed and scored, and the final score is used to determine the overall suitability of the path by comparing the score to the categories in the following table:

| Sidepath Suitability | Points |
|----------------------|--------|
| Most Suitable        | 0-7    |
| Somewhat Suitable    | 8-9    |
| Least Suitable       | 10-11  |
| Not Suitable         | 12+    |

If Pulaski intends to build paths parallel to streets, it is important that village officials and others who will be involved in developing these paths carefully consider where the paths should and should not be built. The following two examples illustrate how the suitability index works.

**Example 1:** A street segment with very few access points that has curb cuts and highly visible crosswalks at intersections. The sidepath crosswalks are close to the parallel street at the crossings, and pedestrian use of the path is moderate.

After completing the analysis shown in Appendix A, this segment's suitability rating was found to be 4, which falls within the Most Suitable category. These results suggest that a path along this segment that includes the features summarized in Example 1 would be acceptable.

**Example 2:** A street segment that intersects often with commercial driveways and streets. This segment has curb cuts and highly visible crosswalks at street intersections. The sidepath crosswalks are close to the parallel street at the street intersections, but the driveway crossings are not close to the parallel street. Pedestrian use of the path is moderate here as well.



Figure 3-10

## Recommended Bicycle Facilities

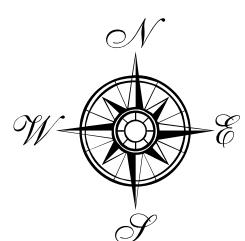
Village of Pulaski, Brown County, WI



- Facilities recommended in Brown County Bicycle and Pedestrian Plan Update
- Suggested additional paved shoulder locations
- Mountain-Bay State Recreational Trail

— Municipal Boundary

0 750 1,500 Feet



This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department. November 2006.

Source: PALS, Brown County Planning Commission

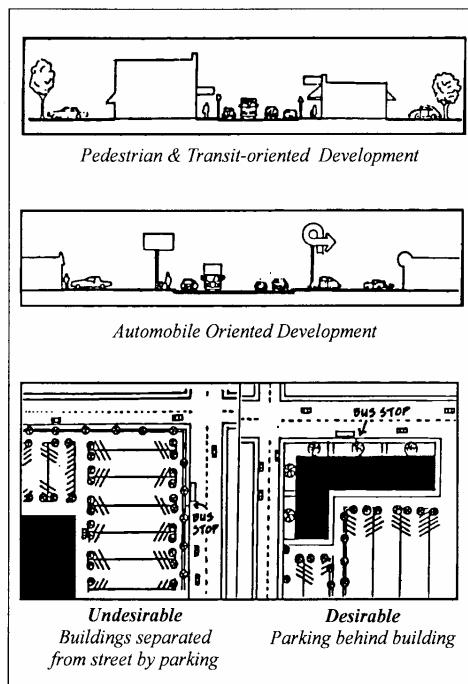
After completing the analysis shown in Appendix A, this segment's suitability rating was found to be 11, which falls within the Least Suitable category. These results suggest that a path along this segment that includes the features summarized in Example 2 would not be as safe as on-street bicycle lanes because of the relatively high number of street and driveway crossings and the possibility that drivers will not see oncoming bikers because the drivers will tend to look for gaps in traffic instead of bicyclists on the path.

In situations where parallel multi-use paths are found to fall within the Not Suitable or Least Suitable categories, the village should strongly consider adding on-street bicycle lanes and sidewalks instead of the paths. The village should also consider choosing on-street lanes and sidewalks over multi-use paths in situations where the parallel paths fall within the Somewhat Suitable category. However, if the village still wants to build paths when undesirable conditions exist, it should try to maximize the paths' suitability by minimizing the number of conflict points and making the paths as visible as possible to drivers.

### **Designing Developments that Provide Direct Access to Sidewalks and Streets**

To enable and encourage people to travel to destinations with and without motorized vehicles, the village should ensure that new and redevelopment projects have buildings with minimal setbacks, parking on the side and/or in the rear, and other features similar to those recommended in the plan's Land Use Chapter (Figure 3-11 shows examples of auto- vs. pedestrian- and transit-oriented development patterns). People will still be able to reach their destinations with motorized vehicles, but these design features will also enable and encourage people to travel to them using other transportation modes.

**Figure 3-11: Pedestrian- and Transit-Oriented Development vs. Automobile-Oriented Development**



### **Ensuring That All Transportation Structures Have Pedestrian and Bicycle Facilities**

The village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all bridges and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.

### **Enabling People to Travel Easily Between Subdivisions and Other Developments**

In some parts of the village, the well-connected street patterns recommended earlier in this chapter will not be feasible due to the presence of existing development or physical constraints. When cul-de-sacs must be built and development and physical barriers are not present, the village should recommend the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations. These paths should be between 10 and 12 feet wide and paved to accommodate pedestrians, bicyclists, skaters, and other non-motorized uses. This width and surface will also be able to handle authorized service vehicles.

Developing land use and street patterns that enable and encourage walking and bicycling, creating safe and continuous pedestrian and bicycling systems, and enabling people to easily reach developments from the streets and walkways will increase mobility for everyone in Pulaski. This enhanced mobility and choice of viable transportation modes will also help attract new residents to the village, improve access to village businesses, and allow the village's existing and future street system to handle traffic efficiently.

## **Transit**

Since mass transit requires a dense commercial and residential development pattern for the service to be attractive and efficient, the current land use pattern in Pulaski makes providing effective transit service very difficult. Pulaski's significant distance from the Green Bay Metro service area also makes extending bus service to the village very unlikely. If transit service is to be considered in the future, the village needs to establish the population densities, pedestrian system, street network, and land use pattern recommended in the Land Use and Transportation Chapters of the comprehensive plan. Once these features are in place, Pulaski should contact Green Bay Metro to determine if fixed route bus service could and should be extended to the village.

If demand for mass transit service develops over time and Pulaski is unable or unwilling to join the Green Bay Metro system, the village could encourage the development of a privately-owned shared-ride taxi service that serves the immediate area. This service would be designed to transport residents to and from medical appointments, grocery stores, social events, and other destinations for a fee.

### **Transit Stops in Downtown and in the Neighborhood Centers**

To ensure that transit or shared-ride taxi service can be accommodated when the required elements addressed above are in place, the village should include at least one transit stop in the middle of downtown and within each neighborhood center to enable people to easily reach the vehicles on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.

### **Specialized Transportation Services for the Elderly and Disabled**

If the village joins the Green Bay Metro service area, it will also be included in the area served by the Metro elderly and disabled transportation service. Under the current services, clients can be picked up at their homes and taken directly to their destinations in vehicles that accommodate wheelchairs, scooters, and riders who do not require mobility devices. This service could provide another transportation option to elderly and disabled Pulaski residents who need assistance to reach medical appointments, grocery stores, activities in the downtown area, and other destinations throughout the Metro service area.

### **Special Emphasis Area 1: STH 32/160 Within and Near the Downtown**

The creation of a walkable main street atmosphere in the downtown is made somewhat difficult by STH 32, which allows northbound and southbound traffic to travel from one end of the village to the other without stopping. The large widths of the intersections along STH 32 and STH 160 west of South St. Augustine Street also make crossing the highway difficult for some pedestrians because people are exposed to traffic for significant distances.



Intersection of STH 32/160 and St. Augustine Street



STH 32 looking west in downtown Pulaski

Highways are typically seen as facilities that are designed to move traffic efficiently, but it is very important to consider the area the highway serves when deciding how it should be designed. Since STH 32 and STH 160 run through Pulaski's downtown area, these portions of the highways should be designed to be compatible with a downtown that contains sidewalks, pedestrian-oriented building designs, and several destinations that people should be able to easily and safely reach on foot, by bicycle, and by motorized vehicle.

On October 9, 2006, Brown County Planning Commission staff conducted a walking tour of STH 32 and STH 160 with representatives of the Wisconsin Department of Transportation and the Village of Pulaski to demonstrate how difficult it is to cross many of the intersections on foot. During the tour, the participants agreed that curb extensions and other design modifications at various intersections would slow vehicles as they enter and pass through the downtown, reduce the distance pedestrians have to cover when they cross the streets, improve visibility at the corners, and make STH 32 and STH 160

much less confusing for everyone by clearly separating the driving lanes from the parking lanes.

### **Benefits of Curb Extensions and Other Streetscape Treatments Along STH 32 and STH 160**

The addition of curb extensions (bump-outs) and other street treatments along STH 32 and STH 160 will be beneficial because:

- They help to reduce vehicle speeds and inform drivers of the locations of pedestrian crossings.
- They minimize pedestrian crossing distances.
- They make it easier for drivers to see pedestrians waiting to cross the street.
- They prohibit drivers from passing stopped and left-turning vehicles on the right (near pedestrians standing at the curb).
- They force people to park the required distance from an intersection.
- They help traffic flow more predictably because drivers are forced to stay in the designated driving lanes (and out of the parking lanes).
- They can make it easier for drivers at intersecting street approaches to see oncoming vehicles from a greater distance.
- They can improve the appearance of an area.



Compare the streetscape along STH 160 in downtown Pulaski...



...to the streetscape along George Street in downtown De Pere

De Pere is only one example of communities that have incorporated bump-outs and other streetscape treatments into their central business districts to make them more attractive and accessible to residents and visitors, and Pulaski's downtown area would also benefit from similar treatments.

### **Special Emphasis Area 2: St. Augustine Street**

Another Pulaski street where bump-outs should be considered is St. Augustine Street between the village hall and STH 32/160. This segment of the street runs through an

area that contains a school and other destinations that attract pedestrians and bicyclists of all ages, but the street is relatively wide and the parking areas are not well defined.

The addition of bump-outs along this portion of the street will shorten the distance students have to cross when walking and biking to school, prevent drivers from unexpectedly passing stopped vehicles in the parking lanes, and create many of the other benefits listed in the previous section of the plan. A properly designed system of bump-outs along the street could also discourage truck drivers from using St. Augustine Street as a shortcut between STH 32 and the highways south of the village.

To implement the concepts proposed for Special Emphasis Areas 1 and 2, the village should work with the Brown County Planning Commission and WisDOT to identify when work is scheduled for various segments of STH 32 and STH 160 and determine if the traffic calming concepts can be included in the projects. The village should also work with the Planning Commission to investigate the availability of transportation enhancement funds to complete the projects. In either case, the village should set aside funds to match the state and/or federal funds that may be used for the projects.

## **Rail Transportation**

### **Freight Rail**

Pulaski currently has no active rail lines, and it is unlikely that rail service will return to the Mountain-Bay Trail right-of-way in the future.

### **Passenger Rail**

The Green Bay Metropolitan Area does not currently have access to passenger rail service, but a high speed passenger rail line is scheduled to be extended to the metropolitan area in the future through the Midwest Regional Rail Initiative (MRRI). If this service is implemented, it will provide another means for Pulaski residents to travel throughout the Midwest without using their personal vehicles.

## **Air Transportation**

Austin Straubel International Airport will continue to provide air service to people traveling to and from Pulaski. The expansion of Pulaski's commercial and industrial base over the life of the plan will likely increase the demand for air freight service at the airport, so Pulaski should work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

## **Trucking**

The village currently has a formal system of truck routes, and the facilities where trucks are allowed to travel are marked with black and yellow street signs. The village should continue to mark its truck routes with special street signs and make sure that these signs are posted along new streets where trucks are permitted to travel.

## **Water Transportation**

As the industrial park grows, the Port of Green Bay could be more heavily utilized by the park's new occupants. To ensure that Pulaski's current and future interests are considered by port representatives, the village should participate in the port's plan implementation and update processes. Participating in these processes will enable the village to inform port planners of its intentions to utilize the port over the next 20 years and ensure that modifications to the port's policies and facilities are consistent with the village's long-term economic development strategy.

## **Funding to Help Develop the Village's Transportation System**

To help the village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources. Some examples of these programs are identified in this section.

### **SMIP and Stewardship Program**

The village should apply for grants from Wisconsin's Statewide Multimodal Improvement Program (SMIP) to help fund the development of the recommended bicycle and pedestrian system. The village should also apply for funds from the state's Stewardship Program to assist in funding the construction of an off-street trail system.

### **Hazard Elimination and Safety (HES) Program**

The village should apply for grants from the Hazard Elimination and Safety (HES) Program administered by WisDOT to correct existing or potential transportation safety problems. Other grant programs through WisDOT's Bureau of Transportation Safety should also be investigated by the village to address safety issues.

### **CMAQ Program**

If Brown County is designated as an air quality non-attainment area in the future, the village should seek funds from the Congestion Mitigation and Air Quality (CMAQ) Program administered by WisDOT to implement projects that will improve the area's air quality.

The village should also investigate other grant opportunities as they arise in the future.

## **Consistency With State and Regional Transportation Plans**

### **State and Regional Bicycle and Pedestrian Plans**

The bicycle and pedestrian system recommendations in the Pulaski plan are consistent with the goals of the Wisconsin and Brown County bicycle and pedestrian plans. Like the state and regional bicycle and pedestrian plans, many of the recommendations in the Pulaski plan are designed to increase the number of people using these transportation modes and ensure that walkers and bikers are able to travel throughout the area safely.

### **State and Regional Highway Plans**

Many aspects of the state and regional highway systems in this area were addressed throughout this chapter. For example, several methods of making STH 32 more compatible with the village's downtown while allowing it to continue carrying traffic efficiently were discussed in a special section.

### **State and Regional Rail Plans**

The Pulaski plan acknowledges the Midwest Regional Rail Initiative (MRRI) and recommends that village residents use the passenger rail service as an alternative to their personal vehicles if the service is eventually implemented.

### **State Airport Plan**

The Wisconsin State Airport System Plan 2020 recognizes Austin Straubel International Airport as an important component of the state's airport system, and the Pulaski plan recommends that the village work with representatives of the airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.

### **Regional Waterway Plans**

The importance of Pulaski's participation in the implementation of Brown County's port plan is addressed earlier in the Transportation Chapter.

## **Summary of Recommendations**

This chapter recommends the following policies:

- To enable and encourage people to walk and bicycle throughout Pulaski, the village should promote the development of well-connected street patterns that have frequent connections to the existing street system.
- The village's subdivision ordinance should be amended to enable developers to build narrow local and collector streets. The ordinance should also be amended to establish right-of-way width standards that do not require the acquisition of more right-of-way than necessary.
- The parking areas of urban (curb and gutter) streets should be defined by curb extensions at the village's intersections. If a block is relatively long, extensions should also be placed at other points along the street. The curb extensions will prohibit drivers from using the parking lanes as passing or turning lanes at intersections and encourage people to drive slowly when parked vehicles are not present. The curb extensions will also minimize pedestrian crossing distances at the village's intersections.
- The village should avoid or minimize the construction of four-lane streets. If additional traffic capacity is desired, the village should work with Brown County and/or the state to build two-lane arterial boulevards or three-lane arterial streets that are complemented by an interconnected collector and local street system, mixed land uses, and efficient traffic control techniques at intersections.

- The village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety at the village's intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.
- To enable and encourage people to make walking and bicycling trips in Pulaski, the village should implement the Land Use Chapter's recommendations for mixing land uses within downtown and the neighborhood centers to create destinations that can be easily reached by pedestrians and bicyclists.
- The village should create a comprehensive sidewalk system by requiring developers to install sidewalks on both sides of all streets in new subdivisions, adding sidewalks along both sides of all existing home-to-school walking routes and all existing collector and arterial streets, and building sidewalks along the rest of the village's streets by identifying demand and consulting residents prior to street reconstruction projects.
- The village should develop an off-street pedestrian/bicycle trail system by purchasing land, cooperating with area utility companies to utilize utility easements, and requiring developers to dedicate land for trails before approving their subdivisions or other development proposals. Pulaski should also use the Sidepath Suitability Index to assess the safety of trails that run or are proposed to run parallel to nearby streets and highways.
- To enable and encourage people to travel to destinations with and without motorized vehicles, the village should ensure that new and redevelopment projects have buildings with minimal setbacks, parking on the side and/or in the rear, and other features similar to those recommended in the plan's Land Use Chapter.
- The village should continue to work with the Wisconsin Department of Transportation and Brown County Highway Department to ensure that all bridges and other transportation structures have adequate pedestrian and bicycle facilities when they are constructed or reconstructed.
- When cul-de-sacs must be built and development and physical barriers are not present, the village should recommend the designation of public rights-of-way at or near the end of the cul-de-sacs for multi-use paths that connect to neighboring subdivisions, schools, parks, and other destinations.
- If demand for mass transit service develops over time and Pulaski is unable or unwilling to join the Green Bay Metro system, the village could encourage the development of a privately-owned shared-ride taxi service that serves the immediate area.
- To ensure that transit or shared-ride taxi service can be accommodated when the required elements addressed above are in place, the village should include at least one transit stop in the middle of downtown and within each neighborhood center to enable people to easily reach the vehicles on foot. All future large-scale shopping and other developments should also include transit accommodations when they are built.
- To implement the recommended traffic calming and streetscape concepts along STH 32, STH 160, and St. Augustine Street, the village should work with the Brown County Planning Commission and WisDOT to identify when work is scheduled for

various segments of highways and determine if the traffic calming concepts can be included in the projects. The village should also work with the Planning Commission to investigate the availability of transportation enhancement funds to complete the projects. In either case, the village should set aside funds to match the state and/or federal funds that may be used for the projects.

- The village should monitor the progress of the Midwest Regional Rail Initiative (MRRI) and encourage residents to use it to travel throughout the Midwest if it is implemented.
- Pulaski should work with representatives of Austin Straubel International Airport over the next 20 years to support the retention and, if possible, expansion of air carriers that offer passenger and freight service.
- The village should continue to mark its truck routes with special street signs and make sure that these signs are posted along new streets where trucks are permitted to travel.
- To ensure that Pulaski's current and future interests are considered by port representatives, the village should participate in the port's plan implementation and update processes.
- To help the village fund the development of its multi-modal transportation system, it should apply for transportation grants from various sources over the next several years.

## CHAPTER 4

### Economic Development

Local governments play an increasingly critical role in promoting private sector economic development because economic strength is critical to the vitality of a community. Economic development is the process by which a community organizes and then applies its energies to the task of creating the type of business climate that will foster the retention and expansion of existing businesses, attract new businesses, and develop new business ventures.

Economic development efforts to create jobs are important beyond generating additional income for Pulaski residents. These efforts can help to generate additional tax base for the provisions of local services and may assist in establishing an environment for long-term economic vitality.

Success in economic development today requires a significant change in how economic development is done. It is important to think more broadly than was done in the past when it was believed that it was most important to attract factories and companies and when economic development was all about being the cheapest place to do business. Today, it is realized that physical and cultural amenities are critical to attracting and retaining people to fill these positions. In the past, it was believed that economic development was the government's job. However, a successful transition into the new information-based economy will come only through partnerships among government, businesses, and nonprofit organizations.

The key to an economic development strategy is having a quality product/community to market. The Village of Pulaski Comprehensive Plan is geared toward promoting future development in Pulaski in a manner that supports a high quality community that is attractive to existing and new businesses and their employees.

### **Labor Force Analysis**

Education is one of the primary keys to the "new economy," which deals more with information, advanced technologies, and services than with the production of goods. Continuing to develop a well-educated workforce through the secondary schools, apprenticeships, technical schools, colleges, and universities will be critical for Pulaski to maintain a diversified economy. Figure 4-1 indicates that in general, the number of Pulaski residents with advanced educational degrees lags behind the averages of the State of Wisconsin and Brown County. Increasing the number of persons with advanced degrees is a goal shared by all Northeastern Wisconsin communities.

**Figure 4-1: Educational Attainment – Percent of Population 25 Years and Older**

| Status  | Wisconsin | Brown County | Village of Pulaski |
|---|-----------|--------------|--------------------|
| Less than 9 <sup>th</sup> grade                       | 5.4%      | 6.1%         | 8.5%               |
| 9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma | 9.6%      | 7.6%         | 7.4%               |
| High school graduate                                  | 34.6%     | 34.9%        | 39.0%              |
| Some college, no degree                               | 20.6%     | 20.0%        | 19.7%              |
| Associate degree                                      | 7.5%      | 8.9%         | 10.9%              |
| Bachelor's degree                                     | 15.3%     | 16.6%        | 9.9%               |
| Graduate or professional degree                       | 7.2%      | 5.9%         | 4.6%               |

Source: 2000 Census Data, U.S. Census Bureau

Figure 4-2 shows that the percentage of village residents 16 years of age and older who are in the labor force is similar to the percentages of the state and county. Pulaski's 2000 unemployment rate of 2.0 percent is significantly lower than the Brown County and State of Wisconsin rates of 2.7 percent and 3.2 percent, respectively.

**Figure 4-2: Employment Status by Percentage of Population 16 Years and Older**

| Status                 | Wisconsin | Brown County | Village of Pulaski |
|------------------------|-----------|--------------|--------------------|
| In the labor force     | 69.1%     | 72.0%        | 74.2%              |
| Civilian labor force   | 69.0%     | 71.9%        | 74.2%              |
| Employed               | 65.8%     | 69.1%        | 72.2%              |
| Unemployed             | 3.2%      | 2.7%         | 2.0%               |
| Armed Forces           | 0.1%      | 0.1%         | 0.0%               |
| Not in the labor force | 30.9%     | 28.0%        | 25.8%              |

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000

The Village of Pulaski has significantly more production/transportation/material moving occupations than either Brown County or the State of Wisconsin, and conversely has significantly fewer residents working in the management, professional, and related occupations. As for individual industries, it is evident that a much higher percentage of the jobs in the village are tied to the manufacturing sector when compared to the county and state.

**Figure 4-3: Employed Civilian Population as a Percentage of People 16 Years and Above**

|   | Wisconsin | Brown County | Village of Pulaski |
|---|-----------|--------------|--------------------|
| <b>OCCUPATION</b>   |           |              |                    |
| Production, transportation, and material moving occupations                         | 19.8%     | 18.7%        | 26.6%              |
| Management, professional, and related occupations                                   | 31.3%     | 30.6%        | 25.6%              |
| Sales and office occupations  | 25.2%     | 28.5%        | 24.4%              |
| Service occupations   | 14.0%     | 12.6%        | 12.7%              |
| Construction, extraction, and maintenance occupations                               | 8.7%      | 9.2%         | 10.4%              |
| Farming, fishing, and forestry occupations  | 0.9%      | 0.5%         | 0.4%               |
| <b>INDUSTRY</b>   |           |              |                    |
| Manufacturing   | 22.2%     | 21.1%        | 30.6%              |
| Educational, health, and social services  | 20.0%     | 17.6%        | 19.0%              |
| Retail trade  | 11.6%     | 12.6%        | 11.5%              |
| Finance, insurance, real estate, and rental and leasing                             | 6.1%      | 8.1%         | 8.7%               |
| Wholesale trade   | 3.2%      | 4.0%         | 5.6%               |
| Arts, entertainment, recreation, accommodation, and food services                   | 7.3%      | 7.3%         | 4.8%               |
| Construction  | 5.9%      | 6.2%         | 4.3%               |
| Transportation, warehousing, and utilities  | 4.5%      | 6.2%         | 3.8%               |
| Other services (except public administration)                                       | 4.1%      | 4.5%         | 3.7%               |
| Professional, scientific, management, administrative, and waste management services | 6.6%      | 6.3%         | 3.4%               |
| Public administration   | 3.5%      | 2.9%         | 2.2%               |
| Information   | 2.2%      | 2.0%         | 1.3%               |
| Agriculture, forestry, fishing and hunting, and mining                              | 2.8%      | 1.2%         | 1.3%               |

Source: U.S. Bureau of the Census: Table DP-3 Profile of Selected Economic Characteristics: 2000

## Economic Base Analysis

The Village of Pulaski is near the Green Bay Metropolitan Area and many Pulaski residents work within the Green Bay Metropolitan Area. Key industry groups in the Green Bay Metropolitan Area are well-diversified and include healthcare; paper and related products; insurance, financial services, government offices; hospitality; food processing; and logistics (trucking, warehousing, and related services). Due to the village's dependencies on the Green Bay Metropolitan Area, a Location Quotient Analysis to determine basic and non-basic sector employment was performed utilizing Brown County as the local level for analysis as compared to the United States.

Basic sector employment typically produces goods or services that are exported out of the local economy and into the larger national economy. These goods and services and, therefore, employment are thus less likely to be affected by a downturn in the local

economy. Non-basic sector employment includes those industries that produce goods or services that are consumed at the local level or are not produced at a sufficient level to be exported out of the local market.

The Location Quotient Analysis compares the local economy (in this case Brown County) to the United States. This allows for identifying basic and non-basic sectors of the local economy. If the location quotient (LQ) is less than 1.0, all employment is considered non-basic, meaning that local industry is not meeting local demand for certain goods or services and may be more subject to downturns in the local economy. An LQ equal to 1.0 suggests that the local economy is exactly sufficient to meet the local demand for given goods or services. However, the employment is still considered to be non-basic. An LQ of greater than 1.0 suggests that the local employment industry produces more goods and services than the local economy can consume, and therefore, these goods and services are exported to non-local areas and considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-4.

**Figure 4-4: Employment by Industry Group, 2000; Brown County and the United States Location Quotient Analysis**

| Employment by Industry                     | Brown County   | United States      | Location Quotient |
|--|----------------|--------------------|-------------------|
| Agriculture, Forestry, Fishing             | 1,503          | 2,426,053          | <b>0.67</b>       |
| Arts, Entertainment, Recreation, etc.      | 8,789          | 10,210,295         | <b>0.93</b>       |
| Construction and Mining                    | 7,436          | 8,801,507          | <b>0.91</b>       |
| Educational, Health, and Social Services   | 21,228         | 25,843,029         | <b>0.88</b>       |
| Finance, Insurance, and Real Estate        | 9,805          | 8,934,972          | <b>1.18</b>       |
| Manufacturing                              | 25,449         | 18,286,005         | <b>1.50</b>       |
| Information                                | 2,425          | 3,996,564          | <b>0.65</b>       |
| Other Services                             | 5,377          | 6,320,632          | <b>0.92</b>       |
| Retail Trade                               | 15,245         | 15,221,716         | <b>1.08</b>       |
| Professional, Scientific, Management, etc. | 7,546          | 12,061,865         | <b>0.67</b>       |
| Public Administration                      | 3,464          | 6,212,015          | <b>0.60</b>       |
| Transportation, Warehousing, Utilities     | 7,455          | 6,740,102          | <b>1.19</b>       |
| Wholesale Trade                            | 4,808          | 4,666,757          | <b>1.11</b>       |
| <b>Total Employees</b>                     | <b>120,530</b> | <b>129,721,512</b> |                   |

Source: U.S. Bureau of the Census, 2000; Brown County Planning Commission, 2003

According to the LQ analysis, there are five industries in Brown County that can be considered to be basic employment sectors: manufacturing; wholesale trade; retail trade; transportation, warehousing, utilities; and finance, insurance, and real estate. Therefore, these industries are most likely exporting goods and services to other parts of the country and contributing to a more stable local economy. Those industries that are below 1.0, such as information and professional fields, indicate that there may be demand within Brown County's local economy to support increases in these industry sectors.

The village should continue to develop, recruit, and retain those businesses that contribute to existing industrial "clusters" within Brown County and the greater Northeastern Wisconsin region. The State of Wisconsin Department of Commerce defines clusters as "...geographic concentrations of interconnected companies,

specialized suppliers, service providers, and associated institutions in a particular field that are present in a nation or region.” Clusters greatly enhance a particular industry’s competitiveness in several ways. First, clusters help improve productivity by providing ready access to specialized suppliers, skills, information, training, and technology. Second, clusters help to foster innovation by increasing opportunities for new products, new processes, and meeting new needs with a full range of local suppliers and research institutions. Lastly, clusters can facilitate the commercialization of innovation through the creation of new firms via startups, spin-offs, and new business lines with needed inputs, such as banks and venture capital.

Within the region, business clusters include the paper, food processing, transportation, and insurance industries. As is evident in the Village of Pulaski, shipbuilding has made a strong comeback over the past 10 years and is an emerging cluster in Northeastern Wisconsin. The village should actively develop, recruit, and retain those industries within the aforementioned clusters that take advantage of advanced technologies in the processing of their products as a means to continue to bridge the gap toward the new economy. The Village of Pulaski may also wish to focus a portion of its business creation and recruitment efforts on those businesses that are part of information or professional, scientific, and management sectors. This priority is to begin filling some of the potential local demand for these services while still maintaining communication and retention efforts with existing businesses in the manufacturing sector.

## **Economic Development Assessment and Recommendations**

Historically, Pulaski served village and nearby residents with the essential goods and services for everyday life. As such, there were a number of local retail and service businesses to fulfill these needs. To a degree, the village still fills some of these needs. However, with the conversion of STH 29 to an expressway and new commercial and industrial growth on the west and northwest sides of the Green Bay Metropolitan Area, many Pulaski residents find that driving to the Green Bay Metropolitan Area to be convenient and possibly cheaper than patronizing local Pulaski businesses. However, as part of the comprehensive planning process, a desire for additional local businesses and shops was identified as the most important issue for the comprehensive plan to address. Based on this result, it is evident that there may be a demand for new local businesses in the village. It is critical that the residents of Pulaski and the surrounding areas regularly patronize these businesses in order for them to succeed.

How Pulaski develops will become a much more important component of the village’s economic development strategy over the next 20 years. Diversifying its economy by encouraging small businesses that cater to local residents, while working to maintain the village’s unique identity through planning, design, and engineering, will determine how successful Pulaski will be in capturing economic development opportunities. Therefore, it is important that business development in the village be done in a manner that contributes to building Pulaski’s identity in the greater Northeastern Wisconsin region. The following section identifies the existing situation, opportunities, and recommendations for the village.

### **Economic Opportunity Areas**

An economic opportunity area is an area of current or future general economic activity that contributes or will contribute to the community’s tax base and overall identity. They

may be as small as a grouping of local businesses or as large as a downtown or business park. The inventory, assessment, and recommendations for existing and future opportunity areas will help to guide the village's economic development and land use activity over the next 20 years.

### **Downtown Pulaski**

Many of the communities in the Green Bay Metropolitan Area and across the country are working to create a downtown to give their communities a sense of place. The Village of Pulaski already has a downtown and accordingly that sense of place. From an economic development standpoint, the downtown is what sets Pulaski apart from other communities and it should therefore be marketed as a unique place for an entrepreneur to start or relocate a business.



The Village of Pulaski's downtown is generally located at the center of the village surrounding the intersection of STH 32 (E. Pulaski Street), STH 160 (W. Pulaski Street), and South St. Augustine Street. The downtown extends to the east and west from this intersection for a few blocks before transitioning into more residential uses. Businesses in the downtown are primarily local retail and service establishments including such businesses as small restaurants, floral/gift shops, taverns, real estate and insurance offices. These types of businesses that provide local services should be encouraged to remain in the downtown, and Pulaski should encourage new businesses that fill local needs to also locate in the downtown area.

For truly local businesses to succeed in providing goods or services to a community such as Pulaski, it is necessary for local residents to choose to patronize them, rather than always traveling by vehicle to the east side of Green Bay or other metro communities. In order to encourage this, Pulaski should coordinate with the Pulaski Area Chamber of Commerce to begin a "Buy Pulaski" campaign to educate residents about the businesses in Pulaski and the importance of patronizing them.

Although many of the buildings that house businesses in the downtown are in good shape, there are a few that are in need of major repairs and rehabilitation. These deteriorating buildings detract from the overall image of the downtown and therefore its desirability as a place to start or continue a business.

Pulaski currently has a housing maintenance code that requires foundations, exterior walls, and roofs to be "...weathertight, watertight, and insect proof. They shall be rodent proof. They shall be kept in state of maintenance and repair." These requirements however are not extended to commercial structures. The village should consider adopting and enforcing a commercial building maintenance code to ensure commercial buildings in the downtown are repaired and rehabilitated or sold to someone who will provide the necessary improvements. Additionally, Pulaski could consider a small

competitive grant program of \$1,000-\$3,000 to a downtown business owner to improve the façade of his/her building.

With many downtowns, parking may be an actual or perceived issue that inhibits businesses from locating there. There are a number of on-street parking spaces throughout downtown, as well as a free village-owned lot containing 46 spaces located behind and accessible via a driveway on the south side of W. Pulaski Street or an alley on the west side of S. St. Augustine Street. Although the public parking lot is likely well-known by long-time Pulaski residents, visitors and new residents may not know about it. Identifying this area as public parking with a well-designed sign and improved lighting would make it more appealing to long-time residents and more widely known to visitors or new residents.

The village has invested in flags, banners, and street trees in downtown; however, the current design of the streets through downtown does not necessarily lend downtown to a pleasant pedestrian experience, which is necessary for a downtown to thrive. When STH 32 and 160 are reconstructed, the village should work with WisDOT to ensure the roads are designed for pedestrians, as well as vehicles. This may include utilizing curb extensions to define parking areas and provide shorter distances for pedestrians to cross, use of different color or texture of pavement for crosswalks, keeping on-street parking, and ensuring an adequate width of sidewalk to allow for outdoor seating at restaurants and a comfortable pedestrian environment. Communication with WisDOT early in any proposed reconstruction project regarding the village's vision for the downtown is critical.

### **STH 32 and CTH B (Crest Drive) Intersection**

The STH 32 and CTH B (Crest Drive) intersection is the southern gateway to the village of Pulaski. Most persons traveling to or from Pulaski do so from STH 29 via the STH 32 exit, which is approximately four miles to the south of the village. Over the last 10 years the vast majority of new commercial development has taken place along STH 32 and at the intersection. The commercial development along this corridor is very vehicle oriented with large setbacks from the road, large parking lots, and signage typical of most other commercial strip developments. Pedestrian accommodations are minimal, thereby requiring most people to arrive by vehicle. Current businesses located along STH 32 and at the CTH B/Crest Drive intersection include a car dealership, fast-food restaurant, dollar store, gas station/convenience store, grocery store, used vehicle lot, contractor yard, and shopping center. Within the shopping center is a hardware store and other small regional chain stores and restaurants.

It can be expected that this location will continue to be the primary location for new commercial ventures over the next 20 years. As this area continues to develop, it is important that the village require new businesses to submit detailed site plans in accordance with Section 51.29 of Pulaski's code of ordinances to show how they will accommodate pedestrians and bicyclists in addition to vehicles. Additionally, site plans should emphasize quality building materials, parking lot landscaping, and minimizing the use of large, pedestal style signage that typifies most commercial strips.

Whenever STH 32 is reconstructed, it is critical that the village work with WisDOT to urbanize this section of highway along with sidewalks to create more varied transportation options for persons wanting to reach this commercial center from nearby

neighborhoods. Burying the overhead powerlines along STH 32 would also serve to improve the visual appearance of this area.

### **Pulaski Industrial Park**

The Pulaski Industrial Park is located along the east side of the Mountain-Bay State Trail in the easternmost part of the village. The industrial park contains a mixture of heavy and light industrial activities primarily focused on manufacturing, food processing, and warehousing. The major industrial tenant is Carver Boat Corporation, which has a number of facilities in the industrial park and also along STH 32 on the west side of the Mountain-Bay State Trail.

Corporate Way is the primary north/south road connecting CTH B, E. Glenbrook Drive, and E. Cedar Street. There are two vacant village-owned parcels, totaling 3.0 and 3.6 acres respectively, located at the northern end of Great American Way. There are three additional privately-owned vacant parcels in the industrial park, each lot being approximately 1.7 acres in size.

There are sizeable amounts of vacant lands located to the north and east of the existing development for expansion of the industrial park. Corporate Way, Great American Way, and E. Glenbrook Drive all stub at the concurrent boundaries of the village and industrial park, signaling an intention to expand this part of the industrial park at some point in the future. However, past attempts to negotiate a selling price with the current property owner that is within the village's price range have not been successful. Pulaski should continue to maintain an open line of communication with the current and future property owners in this area to determine if an agreement could be reached for the village to purchase land and expand the industrial park in the future. If it is not possible for the village to purchase the entire parcel or portions of it in phases, Pulaski could consider a public/private venture whereby the owner privately develops and markets the property with public improvements (sewer, water, streets, etc.) financed by the village through a tax-incremental financing district (TIF). Should the village decide to explore this option further, contractual assurances from the landowner regarding a development timeline should be put in place prior to Pulaski incurring infrastructure expenses.

### **Future North Industrial Park**

The Village of Pulaski recently purchased an approximately 33 acre parcel of land on the west side of STH 32, south of the Mountain-Bay State Trail for future industrial development. As the land has not yet been annexed to the village, prior to any development of public infrastructure, the parcel will need to be annexed to Pulaski.

The parcel of land has direct access to STH 32, which from a purely transportation standpoint is an advantage, however it can be reasonably expected that most truck traffic will be directed to the south to either STH 160 or 32 to reach STH 29 and other markets. It is just as likely that deliveries to the future industrial park will be from STH 29 and will bring additional heavy truck traffic through the downtown and village. Therefore, should the village move forward on development of this property for an industrial park, it is critical that the village coordinate with WisDOT to ensure truck traffic through the downtown does not impede the creation of a more pedestrian-friendly and traffic calmed downtown.

## **Strengths and Weaknesses for Attracting/Retaining Business and Industry**

It is necessary to look at the factors that influence the economic climate in the Village of Pulaski. Probably the village's biggest strength is its small-town feel and charm. Pulaski has character that other communities are trying to create, including an identifiable downtown, well-diversified housing stock, and a strong school system. All three of these characteristics are what people and businesses look for when looking to relocate. It is important for Pulaski to maintain this aspect of the village and highlight it when recruiting new businesses to the village.

The state and national economy are in the process of transitioning from a goods-based economy to an information-based economy. As this transition and advances in communications technologies continue, businesses will be more influenced to locate in places where their existing employees will be comfortable living, where there is a high quality potential employee pool, and where there are good transportation connections rather than a proximity to raw materials for production. Pulaski must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

As evidenced by the high labor force participation rate in the village, there is a strong and dedicated work force building Pulaski's economy. Many of the jobs in Pulaski are within the manufacturing sector and utilize advanced technologies and craftsmanship to put forth quality products that are renowned world-wide. The work ethic in Pulaski and Northeastern Wisconsin is a strong selling point to businesses and should be emphasized.

The village is connected via STH 32 to an expressway transportation route in STH 29 that connects the Green Bay area to Minneapolis/St. Paul approximately four hours away. Motorists or freight traffic heading east on STH 29 can readily access USH 41 or Interstate 43 to access the Fox Valley (45 minutes), Milwaukee (2 hours), and Chicago (3.5 hours) markets as well. The Wisconsin Department of Transportation is in the process of upgrading STH 29 from an expressway to freeway, furthering STH 29's importance in the movement of goods to and from the Green Bay Metropolitan Area. STH 29 provides easy access for persons wishing to live in Pulaski and commute to jobs in the Green Bay Metropolitan Area or for persons to commute to Pulaski from points west. Additionally, Pulaski has access to Austin Straubel International Airport only 30 minutes away for air transport and passenger flights to the rest of the world.

Although STH 29 access is a definite benefit for residents of Pulaski who work in the Green Bay area and to regional businesses in terms of access to other markets, it is a potential detriment to the sustainability of local retail and service businesses. Many residents find driving to Green Bay metropolitan communities for goods or services that one might typically find in a community of Pulaski's size to be more of a minor inconvenience than a major problem. However, the village is seeking to fill some of these niches with new small businesses that would provide local goods and services, and would allow for nearby residents to walk or bike. For truly local businesses to succeed in providing goods or services, it is necessary for the local residents to choose to patronize them, rather than always traveling by vehicle to Green Bay or other area communities.

The village has historically done a very good job of attracting and keeping businesses in Pulaski without a staff person dedicated to economic development or the general

development of the village. However, as Pulaski continues to grow and development becomes more complex, the village should consider hiring an administrator or appointing someone (or an agency) to be a “one-stop shop” point of contact for economic development and the development process in the village. Providing a “one-stop shop” point of contact with regular office hours to walk a potential business or developer through the opportunities and processes Pulaski has is a critical component to the time-sensitive nature of economic development.

## **Commercial and Industrial Design Standards**

As new businesses develop in Pulaski, it is important that their buildings’ architectural design and site plans are reviewed and meet the expectations of the village and its residents. Quality design helps to maintain a “sense of place” that is critical in continuing to attract new businesses and residents. Pulaski will need to maintain its unique identity in the greater Northeastern Wisconsin area in order to differentiate itself from other communities. Therefore, the village should create a commercial and industrial design ordinance that addresses the following bullet points:

- Provide for safe, efficient vehicular and pedestrian circulation.
- Provide for attractive vegetative screening and landscaping that blends in with the natural surroundings.
- Encourage historical accuracy and dimensions when rehabilitating older buildings.
- Utilize unobtrusive signage and advertising methods that do not detract from the village’s small-town character or features.
- Ensure efficient, safe, and attractive land development.
- Use minimal or downward directed lighting to minimize light pollution in the night sky.
- Provide for compliance with appropriate design standards to ensure adequate light and air, proper building arrangements, and minimal adverse effect on adjacent properties.
- Develop proper safeguards to minimize the impact on the environment.
- Ensure the provision of adequate water supply, drainage, and stormwater management, sanitary facilities, and other utilities and surveys.
- Encourage environmentally sensitive design, construction, technology, and planning methods.
- Advance and promote sound growth and contiguous development within the village.

The village should develop and then enforce the ordinance in order to help promote quality development in Pulaski. Business site plans should include pedestrian amenities, such as sidewalks or trails, proposed signage, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt. Whenever possible, parking should be located behind the commercial or industrial building to ensure it does not detract from the building and contributes to a pleasing streetscape. In the downtown, buildings should also have

minimal or no setbacks with parking in the rear or on the street to provide for more direct pedestrian access to the businesses.

### **Sensitivity to Natural Areas**

Natural areas and other green spaces should be incorporated into newly developed areas. Pulaski should seek to preserve existing trees by either working with developers to design around the trees or through a tree preservation ordinance. Planting and landscaping entranceways and street medians are techniques of identifying to the public that they are in a unique community with high standards for beautification and a strong sense of community pride.

Special care should also be taken to ensure that commercial and industrial activities are not located within environmentally sensitive areas (ESAs) by identifying them on the site plans that are reviewed by the village. These features should be included as an initial component of the site plan and building design as integral amenities to the development.

### **Brownfield Redevelopment**

For commercial and industrial uses, the village should complete and maintain an inventory of existing vacant buildings and lands that are, or are perceived to be, potentially contaminated with industrial or petroleum-based pollutants (brownfield). This information can be used to obtain state and federal grants or low-interest loans to clean up the sites, which are then sold to encourage infill development and redevelopment opportunities. Brownfield redevelopment takes advantage of existing infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels.

According to the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS), there are currently five open remediation activities in the village. It is essential that any future spills or other pollutant discharges in Pulaski are quickly and efficiently cleaned up. The Wisconsin Department of Natural Resources and federal Environmental Protection Agency have a number of programs to help defray the costs of cleaning and redeveloping brownfield sites.

## **Village, County, Regional, and State Economic Development Programs**

This section contains a brief explanation of local economic development actions and a description of various agencies and programs that could potentially help the village and village's businesses achieve their stated economic development goals and objectives. The Implementation Chapter contains a comprehensive listing and description of programs the village may wish to utilize in achieving its economic development objectives.

### **Village**

The village can continue to make positive planning and financial management decisions that can result in the community being an attractive place for people and businesses. The most important economic activity that Pulaski can pursue is the creation of an environment that encourages entrepreneurs to engage in business activities. Encouraging entrepreneurs involves attracting new businesses and assisting existing

businesses. The three types of programs most relevant to the village are business attraction, business retention, and new business development.

### **Business Attraction**

Business attraction involves letting businesses know what a community has to offer. For example, some of the activities that are involved in a business attraction program include:

- Providing information on available sites.
- Identifying labor and community characteristics.
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy.
- Offering low-cost land, state or federal grants, or other incentives to encourage businesses to locate in the community.

### **Business Retention**

Since a good portion of the economic growth that occurs is from businesses already in a community, business retention is essential. Activities associated with business retention programs include:

- Maintaining an open line of communication with businesses in the village through annual meetings or attendance at business association meetings.
- Helping businesses learn about potential sites for expansion, offering low-cost loans, and identifying state and federal grant funds to finance business expansions.
- Providing business areas with efficient, reliable public services, such as snow removal, road repair, and sewer and water utilities.
- Providing a contact person to answer business questions and solicit information from business leaders regarding local development problems.

### **New Business Development**

In order to foster a climate that encourages new business development, the village needs to ensure that entrepreneurs are attracted to Pulaski as a desirable place to live, work, and play. With today's technology and manufacturing processes, businesses are not as often tied to a certain location of the country, state, or region. Therefore many persons starting businesses look for places they want to live first, and then start their business. Features of a community that these entrepreneurs oftentimes look for include such features as:

- A clean, attractive, and safe community.
- Opportunities and places to socialize and recreate.
- A diverse and welcoming population.
- Cultural amenities, including theatre, museums, restaurants, and an active nightlife.

Although Pulaski may not be large enough by itself to have every feature addressed, when viewed in terms of the greater Northeastern Wisconsin region, it may. Therefore, marketing Pulaski as part of Northeastern Wisconsin with the many amenities it has to

offer and then focusing local marketing efforts on those that are most pertinent to Pulaski would be one means of developing a climate that supports and encourages entrepreneurialism in the village.

### **Pulaski Area Chamber of Commerce**

It is important that the village continue communication with the Pulaski Area Chamber of Commerce (Chamber) to ensure business needs are met and the village contributes to a business-friendly environment. One potential economic development effort that the Chamber could undertake is a "Buy Pulaski" marketing campaign to highlight Pulaski area businesses and stress the importance of local patronage to those businesses. The Pulaski Area Chamber of Commerce website contains a wealth of local information at <http://www.pulaskichamber.org/>.

### **Tax-Increment Financing**

The village currently has one tax-incremental financing district (TIF #2) located at the intersection of Crest Drive and STH 32. TIF is a crucial tool to funding infrastructure improvements for redevelopment or new development that utilizes revenue from the new development to pay off the debt from the improvements over a period of typically up to 27 years.

### **Business Improvement District**

A business improvement district (BID) is an area of a community, typically in commercial areas that self-impose a tax to fund public improvements or services within the district. Projects or services that a BID oftentimes fund include such amenities as landscaping, street furniture, banners, additional police patrols, façade improvements, and public art. In order for a BID to be successful, it is critical that the business owners within the district are supportive and recognize the overall benefit to the entire district. Downtown Pulaski is the most likely area of the village to benefit from a BID, should one be created.

### **County**

Businesses may use economic development loan programs, such as the Brown County Economic Development Revolving Loan Fund administered through the Brown County Planning Commission, to obtain low interest loans that will generate new employment opportunities or maintain existing jobs and encourage expansion of the tax base.

### **Regional**

#### **Comprehensive Economic Development Strategy**

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity within their respective regions. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities served by the Commission, including the Village of Pulaski, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

### **Northeast Wisconsin Regional Economic Partnership (NEWREP)**

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a technology zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by Commerce based on a company's ability to create jobs, to make capital investments, and to attract related businesses. The technology zone program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information is available and can be found at [www.northeastwisconsin.org](http://www.northeastwisconsin.org).

### **The New North, Inc.**

According to the New North website,

"New North, Inc. is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders in 18 counties of Northeast Wisconsin who are working to be recognized as competitive for job growth while maintaining our superior quality of life.

New North, Inc. represents a strong collaboration between the 18 counties that have come together behind the common goals of job growth and economic viability for the region. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

In addition to working together to promote and help expand existing economic development efforts, New North, Inc. concentrates on:

- Fostering regional collaboration.
- Focusing on targeted growth opportunities.
- Supporting an entrepreneurial climate.
- Encouraging educational attainment.
- Encouraging and embracing diverse talents.
- Promoting the regional brand."

Additional information on the New North can be found at [www.thenewnorth.com](http://www.thenewnorth.com).

### **Wisconsin Public Service**

Although Pulaski is split between WE Energies and Wisconsin Public Service Corporation (WPS), WPS contributes a number of economic development services that the village should be aware of for its businesses. WPS maintains an online searchable database for available industrial buildings that the village should ensure stays up-to-date through contact with WPS. The WPS economic development page can be a useful resource for the village and is located at <http://www.wisconsinpublicservice.com/business/bcd.asp>.

## **State**

Although the Implementation Chapter provides a comprehensive list of state programs that the village can consider utilizing to meet its stated goals and objectives, there are a few programs that the village should strongly consider, and they are discussed in this section. The Department of Commerce District 3 Area Development Manager would be a good contact for these programs.

### **Community Based Economic Development (CBED) Program**

The Community Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects or that provide technical assistance services that are in support of businesses (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; business incubator/technology-based incubator; a venture capital fair; and regional economic development grants. Additional information regarding the CBED program can be found at <http://commerce.state.wi.us/CD/CD-bcf-cbed.html>.

### **Community Development Block Grant for Economic Development (CDBG-ED)**

The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to the village, which then loans the funds to a business. When the business repays the loan, the village may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the village. The businesses within the village may also utilize the existing Brown County Economic Revolving Loan Fund administered by the Brown County Planning Commission to provide loans to village businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://commerce.state.wi.us/MT/MT-FAX-0806.html>.

## **Federal**

The federal government has a variety of grant opportunities (including community development) for municipalities. The best source of information on the Internet regarding grants from the federal government is <http://www.grants.gov>.

## **Recommendations**

The following is a summary of economic development recommendations for the Village of Pulaski.

### **General Recommendations**

#### **Downtown**

1. Inform property owners of deteriorating residential and commercial structures of village codes pertaining to building maintenance and enforce the codes as appropriate to begin improving the image of the downtown.
2. Coordinate with the Pulaski Area Chamber of Commerce in starting a "Buy Pulaski" marketing campaign to inform area residents of Pulaski businesses and the importance of local support.

3. Improve signage and lighting for the public parking lot in downtown.
4. Work with WisDOT and Brown County Planning Commission to ensure STH 32 and STH 160 are designed for vehicles and pedestrians, and in a manner conducive to a downtown.
5. Consider developing a yearly competitive small grant award (\$1,000 - \$3,000) for façade improvements to a business in the downtown.
6. Continue the village's efforts at improving the streetscaping of the downtown through enhanced lighting, planters, and banners.
7. New buildings constructed in the downtown should have minimal setbacks and parking in the rear to reaffirm the pedestrian orientation of the downtown.
8. Revise the village's parking ordinance to ensure downtown businesses are not subject to unreasonable minimum parking requirements.
9. Encourage the development of a mixture of service- and retail-type businesses with residential or office use on second floors to serve Pulaski area residents.
10. Consider creating a tax-increment financing district in the downtown to finance public improvements and entice private redevelopment.
11. New buildings in the downtown should be a minimum of two stories and be of complementary architecture to create a unifying theme.
12. Work with current downtown business owners to obtain their input into downtown redevelopment opportunities and the possible creation of a business improvement district.

#### **STH 32 and CTH B (Crest Drive) Intersection**

1. Ensure new businesses submit detailed site plans in accordance with Pulaski's code of ordinances to show how they will accommodate pedestrians and bicyclists in addition to vehicles.
2. Site plans should emphasize quality building materials, parking lot landscaping, and minimal signage.
3. Signage should be kept to a minimum with an emphasis on wall mounted and monument signs as opposed to large monopole signs.
4. Work with WisDOT to urbanize this section of highway along with curb, gutter, and sidewalks to create more varied transportation options for persons wanting to reach this commercial area from nearby neighborhoods.
5. Improve the sightlines of STH 32 by burying the overhead power and telephone lines.
6. Retail and service businesses that serve the local population should be encouraged in this area if they do not wish to be located downtown.
7. Ensure that commercial development along STH 32 continues to lend itself to a favorable first impression of the Village of Pulaski.
8. Minimize the number of direct commercial driveways access points to STH 32 to ensure a smooth flow of traffic.

#### **Pulaski Industrial Park**

1. Enlarge the industrial park to the north and east to ensure available land for new businesses.
2. Consider financing public improvements to this area through a public/private partnership with the current landowner if the village cannot obtain ownership.
3. Require detailed site plans be submitted and approved prior to any development activity to address such issues as signage, exterior appearance, landscaping, parking, and traffic flow.
4. Minimize large signage to prevent visual clutter.

5. Ensure stormwater management is addressed early in the commercial or industrial development process.
6. Revise the village's zoning ordinance to clearly identify requirements for outdoor storage and industrial building/site maintenance.

### **Future Pulaski Industrial Park**

1. Annex the property into the village in order to begin conceptual site planning of future roads, stormwater management areas, and potential land uses.
2. Prior to development, apply to the Brown County Planning Commission for a sewer service area amendment to ensure the parcel is eligible for public sewer service.
3. Work to minimize the impact of an increase in heavy truck traffic from the future industrial park on the downtown.
4. Consider creation of a second TIF district to fund infrastructure improvements and ready the site for industrial development.

### **Economic Development Funding/Programming**

1. Coordinate with the Pulaski Chamber of Commerce, as well as local and regional (The New North) branding efforts in order to spearhead a "Buy Pulaski" marketing effort to inform residents locally and regionally the importance of Pulaski Commerce support.
2. Consider development of a second tax increment financing district to finance public improvements to the north industrial park.
3. Develop a village web page with current development contact information and economic, demographic, and housing data.
4. Place current data regarding vacant commercial and industrial buildings and properties in the village along with contact information on a village web page.
5. Develop a comprehensive list of potential economic development funding mechanisms through the county, state, and federal governments.
6. Create an economic development program to include business attraction and business retention programs.
7. Develop a yearly meeting schedule with major employers in Pulaski to discuss their future needs or potential problems.
8. Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
9. Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the village.
10. Complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. Brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleansing funds.
11. Continue to utilize tax-increment financing as a tool for new business development and particularly for redevelopment.

### **Site Planning for Economic Development**

1. Promote future development that supports a high quality community that is attractive to existing and new businesses.
2. Business development should be designed with consideration of the sensitivity of the environmental features that this plan identifies along the village's primary drainage corridors.

3. Business site plans should include pedestrian access, parking, and parking lot landscaping standards, including landscaped islands within large parking lots that break up the expanse of asphalt.
4. Encourage the development of monument style signage rather than monopole pedestal signage to minimize visual clutter along the village's streets and thoroughfares.
5. Promote infill development and redevelopment opportunities to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels.
6. The village must continue to strive to maintain or improve those quality of life amenities that potential businesses and their employees are looking for when deciding where to locate.

## CHAPTER 5

### Housing

A community's housing stock is an important component of its overall image and potential to lure new residents to a community and to ensure long-time residents remain. Therefore, ensuring a range of well-maintained housing options for persons throughout the life cycle is critical for a village such as Pulaski. The village currently has very good range of housing, including single-family, duplexes, and apartments. However, as with any community, ensuring the housing stock is maintained and kept up to standards expected in the village is one of Pulaski's primary challenges over the timeframe of this comprehensive plan. As opposed to public parks, sanitary sewer, public water, or other programs that the village directly develops and controls, housing in the village is a function of private enterprise. Therefore, developing and nurturing a relationship with the private sector to ensure the village's housing needs are met is critical to the future growth of Pulaski.

The Issues and Opportunities Chapter of the plan contains the forecasts for new housing units within the Village of Pulaski over the next 20 years. This chapter will build on these forecasts by identifying existing trends and characteristics of the housing market and providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

#### Housing Characteristics

##### Age

**Figure 5-1: Age of Housing Units in the Village of Pulaski, 2000**

| Year Structure Was Built | Pulaski | %      | Brown County | %      | Wisconsin | %       |
|--------------------------|---------|--------|--------------|--------|-----------|---------|
| 1990-1999                | 336     | 26.0%  | 19,322       | 21.4%  | 389,792   | 16.8%   |
| 1980-1989                | 257     | 19.9%  | 13,292       | 14.7%  | 249,789   | 10.8%   |
| 1970-1979                | 154     | 11.9%  | 17,449       | 19.3%  | 391,349   | 16.9%   |
| 1960-1969                | 119     | 9.2%   | 11,400       | 12.6%  | 276,188   | 11.9%   |
| 1950-1959                | 155     | 12.0%  | 10,910       | 12.1%  | 291,948   | 12.6%   |
| 1940-1949                | 91      | 7.1%   | 5,776        | 6.4%   | 178,914   | 7.7%    |
| 1939 or earlier          | 178     | 13.8%  | 12,050       | 13.4%  | 543,164   | 23.4%   |
| Total                    | 1,290   | *99.9% | 90,199       | *99.9% | 2,321,144 | *100.1% |

\* Totals may not equal 100% due to rounding

Source: U.S. Bureau of the Census, 2000 U.S. Census of Population and Housing, Table H34

Figure 5-1 shows that as of the 2000 U.S. Census, 57.8 percent of the housing units in the Village of Pulaski were 30 or fewer years old, as compared to 55.4 percent for Brown County and 44.5 percent for the State of Wisconsin. As identified in the chart, 26.0 percent of the housing units in the village were constructed since 1990, which indicates that these housing units are newer and, most likely, in good condition. However, Pulaski also contains a number of older housing units, consisting of apartments above businesses in the downtown and older detached homes near the downtown. Overall, the detached housing near the downtown has been well-maintained and continues to provide affordable options for persons looking to purchase a home in the village. However,

many of the apartments above businesses in the downtown are either vacant or are deteriorating to a point where they may become vacant in the near future. It is critical to the future of the village that older, deteriorating or dilapidated housing units are either rehabilitated or demolished due to the blighting influence they may have on the downtown and surrounding neighborhoods. As the new housing stock ages and the older housing units continue to age, it will be necessary for the village to ensure that the housing units remain in good condition, or if deteriorated, renovated or removed, through code enforcement, rehabilitation, and selective redevelopment.

### **Structures**

The Village of Pulaski has a lower percentage of 1-unit detached structures (typically single-family homes) at 52.2 percent than either Brown County or the State of Wisconsin at 63.2 and 66.0 percent, respectively. The village has a proportionately larger percentage of duplexes, mobile homes, and most types of multifamily units. The majority of the multifamily units in the village are located near Karcz Drive, in the southern part of the village. In order to minimize any actual or perceived issues related to high concentrations of multifamily units in any one part of the village, future multifamily structures should be more dispersed around the village and be more incorporated into the general neighborhood. Continuing to develop a diverse range of housing in Pulaski ensures that the village will be well-positioned to withstand any changes in local, regional, or national demographic and/or economic trends. Figure 5-2 identifies the total number of units within each type of structure in Pulaski.

**Figure 5-2: Units in Structure for Pulaski, Brown County, and Wisconsin**

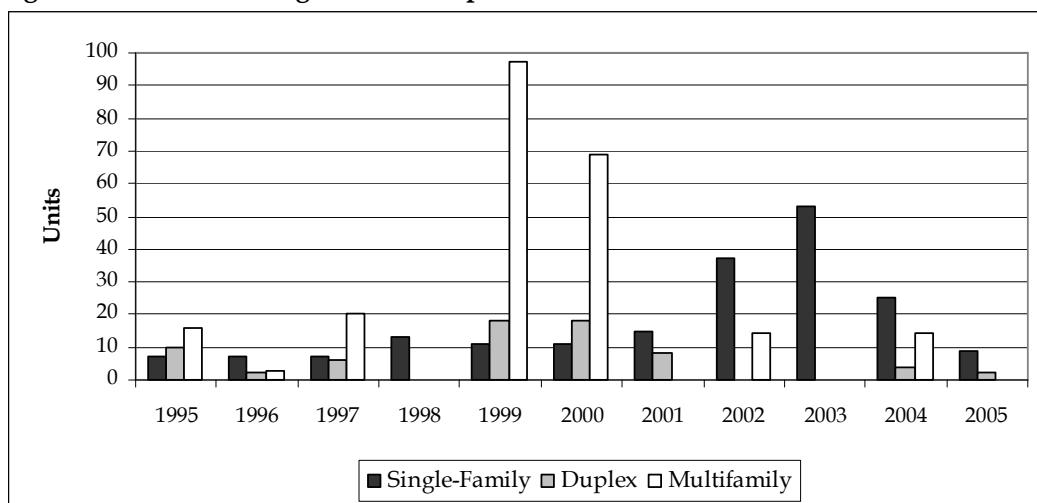
| <b>Units in Structure</b> | <b>Pulaski</b> | <b>%</b>      | <b>Brown County</b> | <b>%</b>      | <b>Wisconsin</b> | <b>%</b>       |
|---------------------------|----------------|---------------|---------------------|---------------|------------------|----------------|
| 1-Unit Detached           | 674            | 52.2%         | 57,000              | 63.2%         | 1,531,612        | 66.0%          |
| 1-Unit Attached           | 42             | 3.3%          | 4,428               | 4.9%          | 77,795           | 3.4%           |
| 2 Units                   | 137            | 10.6%         | 8,143               | 9.0%          | 190,889          | 8.2%           |
| 3 or 4 Units              | 73             | 5.7%          | 3,554               | 3.9%          | 91,047           | 3.9%           |
| 5 to 9 Units              | 86             | 6.7%          | 6,214               | 6.9%          | 106,680          | 4.6%           |
| 10 to 19 Units            | 82             | 6.3%          | 4,032               | 4.5%          | 75,456           | 3.3%           |
| 20 or More Units          | 136            | 10.5%         | 5,172               | 5.7%          | 143,497          | 6.2%           |
| Mobile Home               | 60             | 4.7%          | 1,649               | 1.8%          | 101,465          | 4.4%           |
| Boat, RV, Van, etc.       | 0              | 0.0%          | 7                   | 0.0%          | 2,703            | 0.1%           |
| <b>Total</b>              | <b>1,290</b>   | <b>100.0%</b> | <b>90,199</b>       | <b>*99.9%</b> | <b>2,321,144</b> | <b>*100.1%</b> |

\*Totals may not equal 100.0% due to rounding

Source: U.S. Bureau of the Census, 2000 U.S. Census of Population and Housing, Table H30

Over the last 11 years, the number of new single-family housing units developed ranged from a low of seven during 1995, 1996, and 1997 to a high of 53 in 2003. It appears that single-family housing units peaked in 2003 with a slowdown in single-family permits issued since then. Perhaps the most noticeable aspects of the graph are the two spikes in multifamily unit development in 1999 and 2000, with 97 and 69 units, respectively added during these years. Prior to 1999 and 2000, as well as in subsequent years, the numbers of multifamily units added was much smaller. Figure 5-3 displays the number and type of new unit constructed according to the building permits issued.

**Figure 5-3: New Housing Unit Development, 1995-2005**



Source: HUD SOCDS Building Permit Database, 1995-2005

### Occupancy

According to the 1990 U.S. Census, there were a total of 877 housing units within the Village of Pulaski. This compares with 1,290 units in 2000, which is an increase of 413 units (47.1 percent) over the ten-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted for 71.7 percent of the village's dwelling units in 1990, and this percentage decreased to 60.2 percent owner-occupied housing by 2000.

Pulaski increased its owner-occupied housing stock by 168 units between 1990 and 2000, however, the vacancy rate for owner-occupied units in the village decreased by 33.3 percent, indicating a very strong demand for owner-occupied housing in Pulaski. This is in contrast to rental units in the village, which increased by 216 units and the vacant units jumped from 20 units in 1990 to 40 units in 2000. Although the number of vacant units increased, the overall vacancy rate for rental units in the village is 3.1 percent, which is below the generally accepted rental vacancy rate of 5.0 percent.

Pulaski currently has a very good mix of owner-occupied and rental housing options for its residents. However, it is critical that over time the mixture of rental and owner-occupied units does not swing too far in either direction. Pulaski should monitor the occupancy and housing construction statistics of the village and encourage new housing units that help to maintain a healthy mixture of housing options. Figure 5-4 summarizes the changes that occurred between 1990 and 2000.

**Figure 5-4: Change in Housing Occupancy Characteristics in Pulaski, 1990 and 2000**

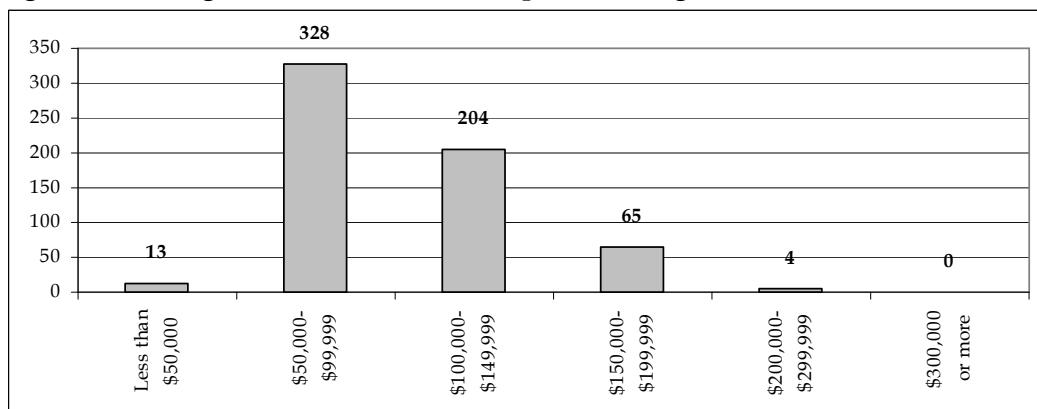
|                        | 1990<br>Census | % of<br>Total | 2000<br>Census | % of<br>Total | Increase<br>or<br>Decrease | Percent<br>Change<br>1990 -<br>2000 |
|------------------------|----------------|---------------|----------------|---------------|----------------------------|-------------------------------------|
| Total Housing Units    | 877            | 100.0%        | 1,290          | 100.0%        | 413                        | 47.1%                               |
| Occupied Housing Units | 834            | 95.1%         | 1,218          | 94.4%         | 384                        | 46.1%                               |
| Owner-Occupied         | 565            | 67.7%         | 733            | 60.2%         | 168                        | 29.7%                               |
| Renter- Occupied       | 269            | 32.3%         | 485            | 39.8%         | 216                        | 80.3%                               |
| Vacant Housing Units   | 43             | 4.9%          | 72             | 5.6%          | 29                         | 67.4%                               |
| Owner-Occupied         | 9              | 1.0%          | 6              | 0.5%          | -3                         | -33.3%                              |
| Renter-Occupied        | 20             | 2.3%          | 40             | 3.1%          | 20                         | 100.0%                              |
| All Other Vacant       | 14             | 1.6%          | 26             | 2.0%          | 12                         | 85.7%                               |

Source: U.S. Census Bureau, 1990 and 2000

### Value

As of the 2000 U.S. Census, the largest segment of the village's homes was valued between \$50,000 and \$99,999 (53.4 percent), while 33.2 percent of the homes were valued between \$100,000 and \$149,999 (See Figure 5-5). It is probable that since the 2000 U.S. Census, home values have increased significantly, and new homes that were built since 2000 are within the upper ranges of valuation. Homes in the lower valuation ranges provide first-time homebuyers the opportunity to enter the housing market, as well as afford retirees the opportunity to downsize to a smaller, less expensive home. As the village continues to grow, continuing to develop a wide range of housing options will ensure Pulaski withstands changes in the housing market and overall economy.

**Figure 5-5: Village of Pulaski Owner-Occupied Housing Values in 2000**



Source: U.S. Bureau of the Census, 2000

### Housing Expenses

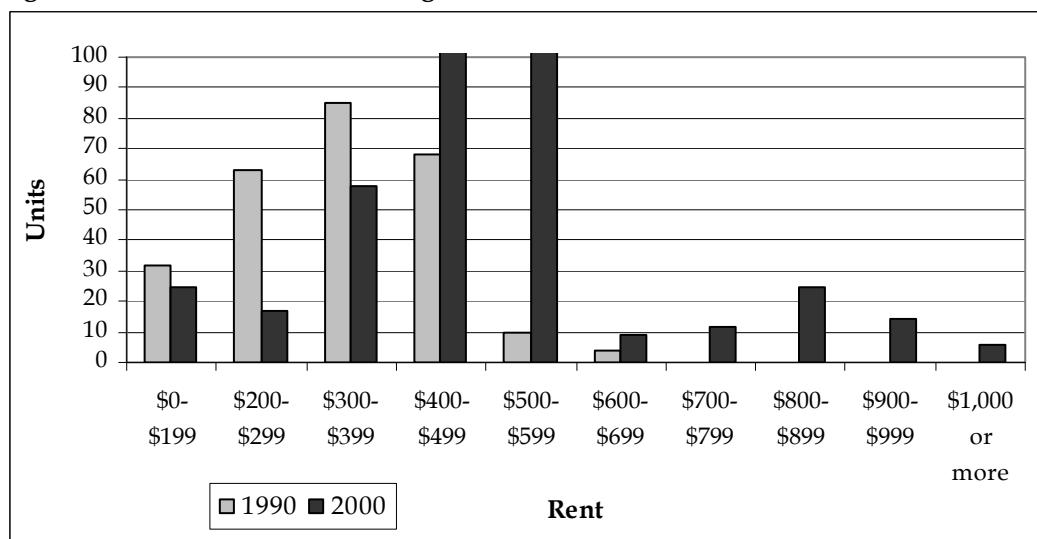
In order to compare housing costs across a set time-period, in this case 1990-2000, inflation must be taken into account. The Consumer Price Index (CPI-U-RS), created by the U.S. Bureau of Labor Statistics (BLS) and revised annually, was used to determine the appropriate inflation factor. The revised CPI-U-RS series, released in April 2002 by the BLS, shows that the index value for 1990 was 196.3 and 250.8 for 2000. Therefore, the factor to adjust to 2000 constant dollars is  $250.8/196.3$  or 1.277636. In the following

analyses of rent and mortgage expenses, the median values will be adjusted by the inflation factor of 1.277636.

### Rent

Between 1990 and 2000, the median gross rent for a rental unit in Pulaski increased from \$352 to \$485, which is an increase of 37.8 percent in ten years. When inflation is factored in and restated in terms of 2000 dollars, the 1990 rent is \$450. Even when adjusted for inflation, the median rent in Pulaski has increased by 7.8 percent. Therefore, over that ten-year period, rent has increased only \$35 in inflation-adjusted dollars in the village. It is important to keep in mind that the 2000 U.S. Census may not have captured the rents associated with the apartments that were built in 1999 and 2000, and therefore the actual median gross rent may now be somewhat higher due to the influx of newer and likely more expensive units. Figure 5-6 compares the ranges of gross rent costs in 1990 and 2000.

**Figure 5-6: Gross Rent in the Village of Pulaski, 1990 and 2000**

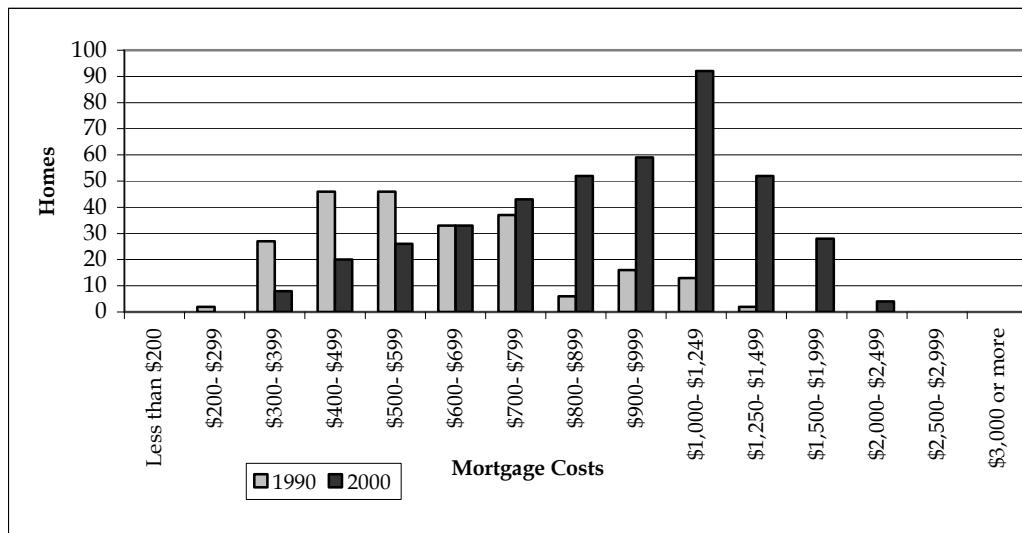


Source: U.S. Bureau of the Census, 1990 and 2000 U.S. Census of Population and Housing

### Mortgage

Coinciding with the number of new homes that were built in Pulaski between 1990 and 2000, the median monthly mortgage cost also increased. In 1990, the median monthly mortgage cost for a home in Pulaski was \$585. When inflation is factored in, the 1990 median monthly mortgage expense equates to \$747 in constant year 2000 dollars. The 2000 median monthly mortgage cost was \$945, which is \$198 (33.8 percent) more than the inflation-adjusted 1990 cost and is reflective of the investment value associated with owning a home in Pulaski (See Figure 5-7).

**Figure 5-7: Mortgage Costs in the Village of Pulaski, 1990 and 2000**



Source: U.S. Bureau of the Census, 1990 and 2000 U.S. Census of Population and Housing

## Housing Affordability Analysis

Why would a village such as Pulaski need affordable housing? This is a question that many communities ask as they develop their comprehensive plans. Affordable housing (sometimes called “workforce housing”) is a necessary and integral component of any healthy community. As people’s lives change, so do their housing preferences and their ability to pay more or less for housing. For instance, many communities identify large areas in their comprehensive plans for commercial or industrial activities. It is important to understand that the people who would work in these businesses would also need a place to call home.

The Housing Affordability Analysis is based on the recommended process contained in *Housing Wisconsin: A Guide to Preparing the Housing Element of a Comprehensive Plan*, developed by the University of Wisconsin Extension. This process is being used to estimate if there is an adequate supply of affordable housing for Pulaski residents with limited means. The analysis for Pulaski is based on a four-person family median income of \$53,281 per year, which was the median income for the Village of Pulaski, according to the 2000 U.S. Census.

The approach required by the U.S. Department of Housing and Urban Development (HUD) for consolidated plans is to look at the median income for a community and determine how many units are available to various low- and moderate-income households. Extremely low-income households are those with incomes below 30 percent of the area median household income. Very low income is defined as an income between 30 percent and 50 percent of the area median household income. Low-income households are those with incomes between 50 percent and 80 percent of the area median household income. Moderate-income households have incomes between 80 percent and 95 percent of the area median household income. HUD defines affordability as paying no more than 30 percent of household income for housing. The affordability threshold is not an underwriting standard and does not mean that households are unable to pay more than that amount. Households may choose to pay more to get the housing they

need or want. However, according to HUD standards, people should have the choice of having decent and safe housing for no more than 30 percent of their household income.

The Pulaski analysis found that a family of four within the 50<sup>th</sup> percentile bracket of median family income (\$26,641) looking for housing in the village could spend up to \$666 per month in rent or mortgage/interest/insurance/property tax escrow if they allocate up to 30 percent of their income to housing. According to the 2000 U.S. Census, there are approximately 69 homes in Pulaski that currently have mortgage payments of approximately \$650 and approximately 412 rental units that rent for less than \$650, which means that the village contains a total of approximately 481 affordable housing units for a family of four within the 50<sup>th</sup> percentile bracket of median household income. This represents 37.2 percent of Pulaski's 1,290 total housing units in the year 2000.

In further interpreting the findings, in 2000, there were 100 families in the village with incomes less than \$24,999 (this is the closest break point reported by the Census). As stated in the previous paragraph, in 2000 there were a total of 481 affordable units in the village with mortgage or rent payments of approximately \$650 and would, therefore, be within the purchasing power of these households. However, it is important to keep in mind that the average sale price of a single-family home in the Village of Pulaski is very likely more than it was 2000. Therefore, a home that was purchased in 1990 may have a mortgage that would appear affordable, but if the same home were sold today, the selling price and, therefore, the mortgage would increase and could be taken out of the affordable range. Ensuring a continued well-maintained supply of affordable owner-occupied and rental housing will be increasingly important as the village continues to grow.

The Brown County Comprehensive Plan Housing Chapter analyzed the amount of affordable housing each community in Brown County contained (based on year 2000 U.S. Census data and on the Brown County 50 percent of median family income of \$28,946 per year, resulting in \$700 being available per month for rent or mortgage, interest, and property taxes) as a percentage of its total number of housing units. According to the County plan analysis, the Village of Pulaski contained 1,254 total housing units in 2000, accounting for 1.39 percent of the total number of Brown County housing units. Of the 1,254 total housing units in the village, 87 owner-occupied units (1.58 percent of the total Brown County affordable owner-occupied housing) and 415 renter-occupied units (1.72 percent of the total Brown County affordable rental housing) were available for under \$700 per month. Of the village's existing owner-occupied and renter-occupied units, both types exceed the village's percentage of total Brown County housing units of 1.39 percent, indicating a more than adequate supply of affordable rental and owner-occupied housing units within the village when compared to County totals. Pulaski is one of the few communities that exceed the threshold for owner-occupied and rental units.

The Brown County Comprehensive Plan states as one of its recommendations: "Challenge the local communities to provide a percentage of affordable housing proportional to their percentage of total housing units in Brown County." As the analysis indicated, the village meets or exceeds its proportional percentages of affordable housing. However, Pulaski needs to monitor its affordable housing to ensure it is maintained and that affordable owner-occupied units in particular continue to increase with the village's population growth.

### **Housing and Income Comparison**

The ability to afford a home is directly linked to the amount of income a person has to spend on housing. As noted in the Housing Affordability section of this comprehensive plan, persons should spend no more than thirty percent of their gross income on housing costs. The following analysis compares the 2006 average cost of a home and the average annual income of selected occupations.

According to data obtained from the state Department of Workforce Development (DWD) Worknet website, the average 2006 home price in Brown County was \$150,800. To afford that home, a person would need an annual income of approximately \$33,500, depending on assumptions about the down payment and current interest rates, and further assuming that no more than thirty percent of income is devoted to housing costs. Listed below are selected occupations with their average (mean) Brown County and state of Wisconsin annual incomes as obtained from the DWD.

**Figure 5-8: Brown County and State of Wisconsin Occupational Income**

| <b>Occupation</b>   | <b>Average (Mean)<br/>Annual Income</b> |                  | <b>Number Employed</b>  |                  |
|---|---|------------------|-------------------------|------------------|
|   | <b>Brown<br/>County</b>                 | <b>Wisconsin</b> | <b>Brown<br/>County</b> | <b>Wisconsin</b> |
| Waiters and waitresses  | \$15,480                                | \$15,780         | 2,000                   | 46,070           |
| Combined food prep and serving workers, including fast food   | \$16,252                                | \$15,680         | 2,900                   | 53,160           |
| Cashiers  | \$16,797                                | \$16,740         | 3,520                   | 65,230           |
| Food prep workers   | \$19,039                                | \$17,970         | 810                     | 1,4720           |
| Child care workers  | \$19,418                                | \$18,300         | S*                      | 11,650           |
| Janitors and cleaners, except maids and housekeeping cleaners | \$20,126                                | \$21,550         | 2,280                   | 48,140           |
| Team assemblers   | \$22,934                                | \$25,860         | 1,570                   | 45,770           |
| Office clerks, general  | \$24,074                                | \$23,280         | 2,380                   | 44,320           |
| Laborers and freight, stock, and material movers, hand        | \$24,414                                | \$23,440         | 2,410                   | 53,980           |
| Retail Salespersons   | \$26,499                                | \$22,600         | 4,040                   | 80,190           |
| Customer service representatives                              | \$28,820                                | \$29,160         | 3,220                   | 45,420           |
| Fire fighters   | \$30,082                                | \$32,220         | S*                      | 7,910            |
| Auto service and mechanics                                    | \$32,532                                | \$32,640         | 810                     | 13,690           |
| Teachers  | \$33,829                                | \$30,830         | S*                      | 9,850            |
| Construction laborers   | \$35,140                                | \$33,730         | 760                     | 14,110           |
| Carpenters  | \$38,275                                | \$36,490         | 1,490                   | 22,780           |
| Truck drivers, heavy and tractor-trailer                      | \$39,803                                | \$37,180         | 5,100                   | 49,360           |
| Police and sheriff's patrol officers                          | \$46,532                                | \$44,130         | 310                     | 10,960           |

Source: Wisconsin Department of Workforce Development Worknet web site (<http://worknet.wisconsin.gov>)

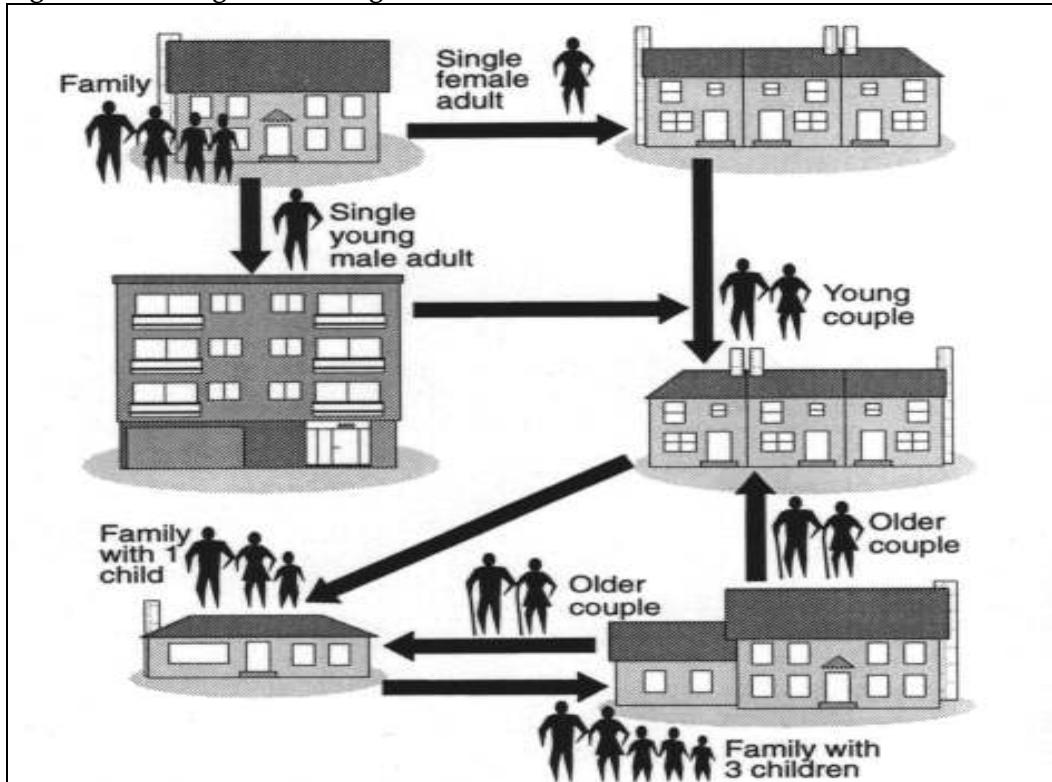
\*Employment numbers marked with an "S" were suppressed due to confidentiality

### **Range of Housing Choices**

In order for Pulaski to continue to grow, working with developers to create a range of housing choices for existing village residents and for those who may wish to move to Pulaski in the future will continue to be necessary. A range of choices allows a young

family to rent, purchase a starter home, move into a larger home as their family grows, move to a smaller home when they retire, and move to an assisted living facility, all without having to move out of Pulaski. This section contains a series of recommendations the village can implement to maintain its current housing stock and development pattern while creating more affordable housing units and a range of housing options. Figure 5-9 provides a representation of how a person's housing preferences might change over time.

**Figure 5-9: Change in Housing Preferences Over Time**



Source: Local Government Commission, 2003

### **Residential Lot Sizes**

One of the first and easiest ways for the village to increase the amount of affordable housing is to encourage the use of smaller lots and/or street frontages. Decreasing minimum lot sizes and frontages would (in addition to helping to keep housing costs down) provide for greater efficiencies in the delivery of such services as postal delivery, garbage pickup, and school bus service. Also in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner when paying assessments for sewer main, water main, sidewalk, or street repairs. Pulaski should review its zoning ordinance to evaluate their impact on housing costs, as well as the efficient provision of public services.

### **Accessory Apartments on a Residential Parcel**

As Pulaski residents continue to age, there often comes a time when they might not want to maintain a separate home, but do not want to be placed in a retirement or elderly care home. An alternative would be to allow small, secondary living quarters on one

residential parcel. These "granny flats," as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping and washing while being able to easily interact with their family for meals and socializing in the principal residence.

### **Traditional Neighborhood Development (TND)**

Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. The State of Wisconsin formalized its support for this type of development when it required that all cities and villages with a population of over 12,500 residents develop an ordinance that permits these types of developments. Although this requirement does not apply to the village, it is important for the village to be aware of this development type, should one be proposed for Pulaski.

Typical traditional neighborhoods are about 100 to 160 acres, which is large enough to support retail services and amenities that meet some of the needs of daily life but small enough to be defined by pedestrian comfort and interest. The size of the neighborhood is based on a five-minute walking distance (about a quarter-mile) from the neighborhood edge to the center and a ten-minute walking distance (about one-half mile) from neighborhood edge to edge. Each neighborhood typically has an identity that evolves from its public spaces, such as streets, parks and outdoor spaces, schools, places of worship, or other shared facilities. Automobiles do not take precedence over human or aesthetic needs. Instead, a neighborhood provides many ways of getting to, through, and between it and other parts of the community by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so people of different ages and income levels have opportunities to live in various parts of the community. The concept of mixed housing types is very important because many people prefer to remain in their neighborhoods as their incomes increase or decrease.

Traditional neighborhood development is particularly appropriate in areas of higher-density infill development or in areas directly adjacent to existing development. The TND is, however, more than just increased residential density. Traditional neighborhood development is a "package" of amenities, including public and institutional uses, integrated neighborhood commercial uses, a mix of residential types and styles, a connected street pattern, and an array of transportation options.

A series of photos is included in this section to illustrate the concepts of traditional neighborhood developments, mixed uses, and the architecture that supports these concepts. When viewing these pictures, please note that:

- The garage is either recessed on the side or behind the house.
- The front of the house is dominated by the presence of a front porch rather than the garage.



Single-family home with side-loaded attached garage



Houses near neighborhood park

- The homes have minimal or zero setbacks from the right-of-way.
- Neighborhood streets are very narrow (approximately 18-24 feet between the curbs) to slow traffic.



Single-family homes on a narrow street with garages attached on the side or rear of the homes



Homes fronting on a park (the garages face the alleys behind the homes)

- Duplex and multifamily units are architecturally similar to the single-family homes and, therefore, blend into the overall neighborhood character.
- Although the architectural styles of the homes range from smaller bungalows to larger two-story homes, they blend together to provide an architecturally-pleasing neighborhood.
- Alleyways are used behind some of the homes to further enhance the home as the primary architectural feature rather than the garage and driveway.
- Narrower lots promote more of a neighborhood feel as opposed to an isolated home in the middle of a large lot.
- Sidewalks are available throughout the development on both sides of the street to promote walking and interaction with neighbors.



Alleys and garages behind homes



Condominiums across from a park

- Small commercial uses are located at the entrance of the development to serve the neighborhood resident.
- Larger apartment homes and live/work units are also located within this area in easy walking distance to commercial uses and bus line.
- Commercial buildings have second floor residential uses.



Neighborhood coffee shop and dental office



First floor commercial and second floor residential uses

### **Mixing of Residential Types**

One of the components of traditional neighborhoods that should be considered throughout new residential developments in the village is the inclusion and mixing of different housing types. Historically, housing types were mixed. However, more recently, housing types other than single-family detached homes have been grouped together, thereby concentrating these uses. Mixing the housing types avoids the concentration of large tracts of rental properties and their perceived negative impacts. Residents and landlords of rental units are more apt to better maintain their properties if they are mixed with owner-occupied housing.

### **Mixed Uses in Residential Developments**

The majority of residential subdivisions developed over the past 50 years consist almost exclusively of single-family detached homes separated from any commercial, institutional, or even recreational uses. This results in residents of these subdivisions having to utilize a vehicle to travel to a store, school, or park instead of having the

opportunity to walk or bike a relatively short distance to these land uses. The separation of uses and reliance on a vehicle is especially difficult for the elderly, mobility-impaired, children, and others who may not want to or cannot drive.

In order to encourage people to walk and bike, uses other than only single-family residential uses should be encouraged within new neighborhoods. For example, corner lots are very good locations for small neighborhood commercial uses and higher density residential developments, while recreational and institutional uses should be located in places that provide a focus point, gathering place, and identity for the neighborhood and its residents.

In order for uses other than single-family detached homes to be palatable to surrounding property owners, the neighborhood commercial, higher density residential, and institutional uses all need to be of a scale and design that blend in with the residential character of the neighborhood. In order to achieve the desired seamless integration of these uses into the neighborhoods, strict commercial design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect for the building, and the neighbors would know that the development would meet their expectations as well.

### **Conservation by Design Developments**

The Village of Pulaski has a few places where there may be critical environmental or historical features that should be preserved even though the local property owner wishes to develop his or her property. In situations such as these, conservation by design subdivisions could accomplish both preservation and development. In terms of housing, the lots in conservation by design subdivisions are typically smaller and clustered together to prevent damage to the preservation feature(s). When first identifying the areas for preservation, it should be made clear exactly who will own and be responsible for the care and maintenance of the preserved areas. Conservation by design developments are discussed more thoroughly within the Land Use Chapter.

### **Educate Residents and Homebuilders Regarding "Visitability" Concepts**

As people age, their ability to move around their own home can become increasingly difficult. For a number of elderly and mobility-impaired residents, the simple presence of a single stair to enter a home could cause a great deal of difficulty. According to Green Bay-based Options for Independent Living, "visitability" applies to the construction of new single-family homes to make them "visit-able" by people with physical or mobility disabilities. Typically, visitable homes have:

- One entrance with no steps.
- A minimum 32-inch clear passage through all the main floor doors and hallways.
- A useable bathroom on the main floor.

Although these improvements do not allow full accessibility, such as is promoted in universal design, they do allow (at a minimum) elderly and people with a mobility limitation the ability to visit a home or remain living in their home for a longer period of time.

### **Maintain Older Housing Stock**

Although the vast majority of the village's housing stock is very well maintained, as housing ages, there is a need for continued exterior and interior maintenance and updating. Pulaski has a housing maintenance code that covers basic requirements such as maintenance of foundations, exterior and interior walls, roofs, and stormwater drainage. This ordinance may need to be strengthened to address such issues that may not be directly health or safety related, such as overall appearance and impact on the surrounding homes and neighborhood. The intent of a strengthened housing maintenance code is to prevent a spreading of blight or decline of property values from one or two homes that may be in need of repair. An updated housing maintenance code would provide the village with a tool to ensure the older housing in Pulaski remains up-to-date, appealing, and safe. Additionally, there are a number of state and federal agencies that Pulaski should contact that provide financial aid for owner-occupied and rental housing rehabilitation, including the Wisconsin Housing and Economic Development Authority and the Wisconsin Department of Commerce.

### **Residential Redevelopment in Downtown**

The village should actively encourage the redevelopment of residential structures in the downtown for use as first-floor commercial and second-floor residential uses. Residential uses in the downtown provide ready customers for downtown businesses outside of the typical morning to late afternoon business day. There are a number of potentially historic buildings in or near the downtown that could be redeveloped in this manner, further diversifying the village's housing stock. Particularly interested in this type of housing unit are people in the age ranges of 18-39 and 55-79 in order to provide a place for "young professionals" and "empty nesters" who wish to live in downtown, but do not wish to deal with the maintenance issues associated with a single-family home. People in these age groups are typically looking for an area where they can live, work, and play, all within a relatively short distance. The location of the Mountain-Bay State Recreational Trail, Polka Grounds, nearby employment opportunities, and entertainment options makes downtown Pulaski a potentially desirable location for persons in these age groups.

### **Summary of Recommendations**

It is very important for the village to continue to monitor its progress in meeting the goals and objectives of the plan's Housing Chapter. To attain the goals and objectives, the following recommendations were developed based on the input received from the village-wide visioning session, Citizen's Advisory Committee meetings, State of Wisconsin Comprehensive Planning Law, and sound planning principles:

- Continue to encourage a range of new housing types, styles, designs, etc. to maintain the Village of Pulaski's unique identity.
- Develop and enforce a housing maintenance code to ensure the village's older housing is maintained.
- Maintain the range of housing choices in the village by including at least two housing types in any residential project containing more than 30 acres. As the acreage of the residential project increases, so should the number of housing types.

This can be achieved with a variety of housing types, such as single-family homes, duplexes, condominiums, townhouses, apartments, and group homes.

- In areas of the village with unique or critical natural or cultural resources, conservation by design developments should be encouraged. The natural or cultural resource areas should be preserved as part of the permanent greenspace and the development built around these resources.
- To continue a supply of affordable housing, the village should work with developers to encourage the development of housing choices in traditional neighborhoods with smaller lots and homes. Smaller homes and lots may become increasingly important as the “baby boomers” approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the village’s housing market.
- Encourage the development of condominium or unique rental housing options in the downtown for both “young professionals” and “empty nesters” who may not want the ownership or maintenance responsibilities of a one-unit detached home.
- Avoid concentrations of rental housing by encouraging a mixture of housing types and styles. Rental housing is vital to any community and should be distributed throughout the village as public services become available rather than concentrated in a few areas.
- Multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Housing development lot width and depth, in conjunction with block size and shape, should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- Variation in single-family housing models in large developments should be encouraged.
- New residential developments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character and scale.
- Educate homeowners and builders about the advantages of including the “visability” concepts in new homes.
- Areas of the village already served by public utilities that can be infilled with residential uses and land that can be efficiently served by public utilities should be priorities for development.
- The village should contact the Brown County Housing Authority, Wisconsin Housing and Economic Development Authority (WHEDA), and Wisconsin Department of Commerce for additional information and resources to maintain and diversify the village’s housing stock.



# CHAPTER 6

## Utilities and Community Facilities

### Introduction

The type and quality of services a community provides are two of the most important reasons why people and businesses are attracted to and choose to remain within a community. Healthcare, childcare, schools, and parks are examples of services that are often most important to the residents of a community, while utilities, power supply, and power transmission capabilities are examples of services that are often most important to businesses and industries.



Experiences from across the country have shown time and again that to provide high quality services, a growing community like Pulaski must maintain, upgrade, and reevaluate its utilities, facilities, and other services. This means that the village should periodically evaluate its existing services to ensure their continued provision in the most cost-effective manner possible consistent with the community's long-term goals, trends, and projections, as well as consider the elimination of unnecessary services and the provision of new services when appropriate. The analyses and recommendations within this chapter of the Village of Pulaski Comprehensive Plan are the first step in that process, and this plan should be used to guide and direct, but not replace, detailed engineering studies, facility plans, and capital improvement programs.

### Opportunities and Challenges

Challenges associated with the village's utilities, facilities, and other services are related to the proper timing, location, and construction of new infrastructure, the possible need for new or higher levels of services as resident and business populations and needs change, the number of factors impeding expansion of the village's sewer and water systems, greater economic competition within the region and the metropolitan area, fiscal constraints, and new legislation and regulations. Opportunities include a healthy local population, economy, and business climate, efficiencies of scale, and possibilities for intergovernmental cooperation and shared services.

### Inventory and Analysis

This section of the Utilities and Community Facilities Chapter provides detailed information about the Village of Pulaski's utilities, facilities, and other services and recommends actions to address identified concerns or issues. These recommendations are also summarized at the end of this chapter.

## **Sanitary Sewer Service**

Of the infrastructure most urban and suburban communities provide to ensure the health, welfare, and safety of its citizens, sanitary sewer service is one of the more important and traditional. Several major federal laws have been enacted over the past 100 years to protect our nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants.

Historically, sewage was treated locally at the Village of Pulaski Wastewater Treatment Plant located in the northeastern part of the village with effluent discharged to the Middle Branch of the Little Suamico River. Due to WDNR related enforcement actions in the early 1990's and a subsequent facilities plan recommendation, sewage from the Village of Pulaski is now transmitted via a forcemain from the village to the Green Bay Metropolitan Sewerage District (GBMSD) Wastewater Treatment Plant (WWTP) near the mouth of the Fox River in the City of Green Bay. However pre-treatment is still completed utilizing the lagoons at the Pulaski Wastewater Treatment Plant in order to control odor and decrease overall cost to Pulaski for GBMSD treatment. As a regional facility, the GBMSD WWTP provides wastewater treatment at its plant to all of the City of Green Bay and the Villages of Allouez, Bellevue, Howard, and Pulaski and to portions of the Villages of Ashwaubenon, Hobart, and Suamico and the Towns of Green Bay, Humboldt, Pittsfield, and Scott, as well as to portions of communities outside of Brown County, including the Oneida area, Town of Red River, and the Village of Luxemburg.

GBMSD has a design hydraulic loading capacity of 49.2 mgd (million gallons per day) and received an average monthly flow rate of 27.53 mgd in 2000. The treatment plant also has a design BOD loading limit of 103,110 lb/day (pounds per day) and received an average monthly loading of 57,630 lb/day in 2000. This accounted for approximately 56 percent of the design hydraulic loading capacity and about 56 percent of the design BOD loading capacity of the treatment plant.

Since connecting to GBMSD, Pulaski has taken aggressive steps to replace the older vitrified clay and concrete sanitary sewer mains in the village with PVC pipes which have much better flow characteristics.

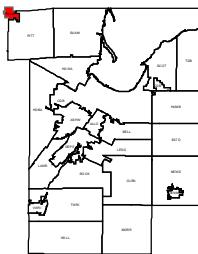
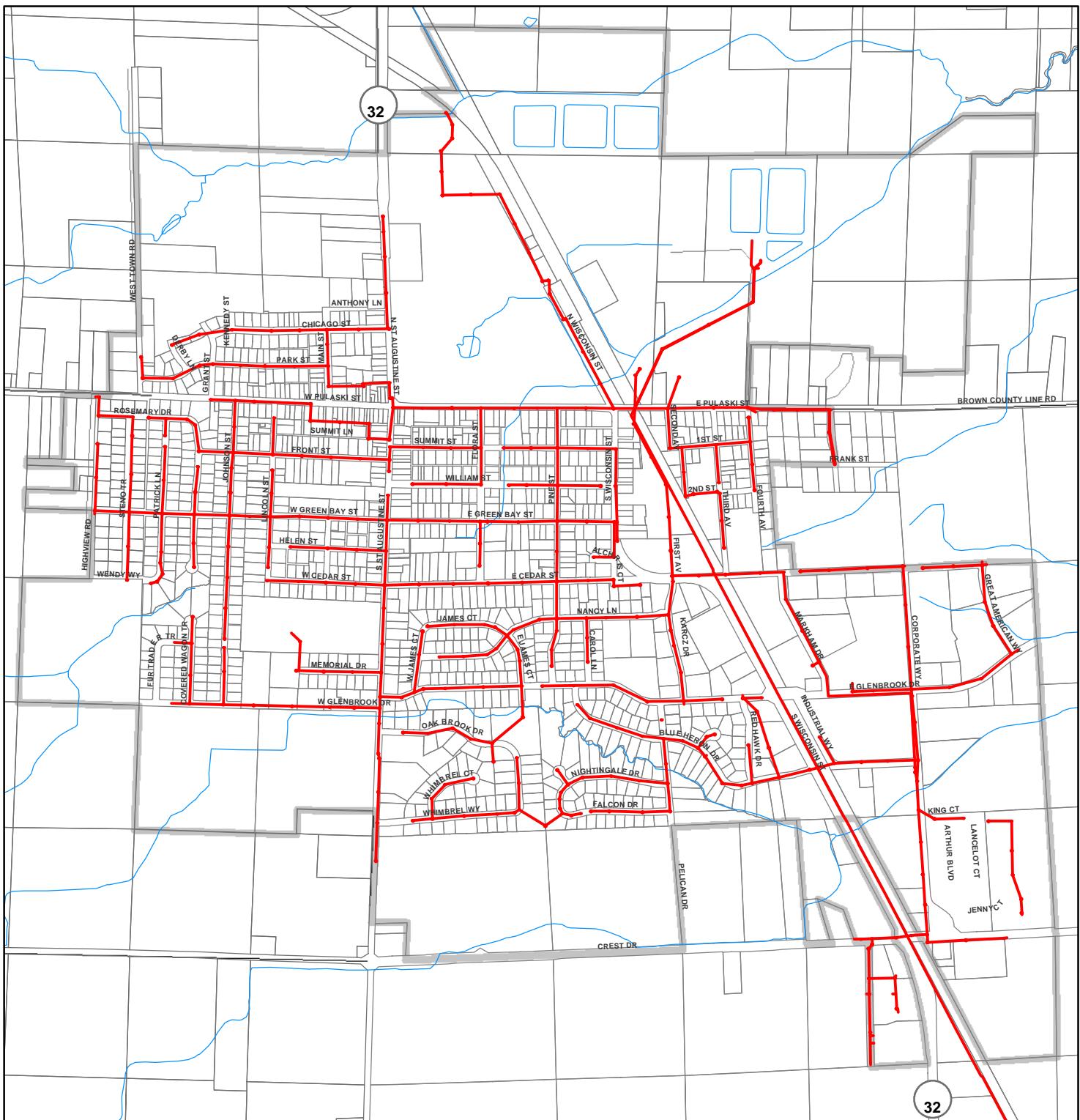
The original clay and concrete pipes were installed too flat to be "self cleansing" resulting in a buildup of sediments within the pipes and furthermore resulting in sewage backups into basements. The village has utilized federal and state funding programs to assist in defraying the cost of replacing these pipes concurrently with street reconstruction and water main replacement.

To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary system modifications within a specific area should be undertaken at the same time as water, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages

Figure 6-1

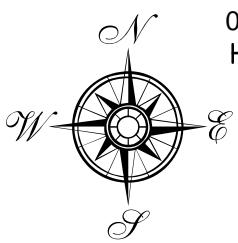
# Sanitary Sewer System

*Village of Pulaski, Brown, Oconto, and Shawano Counties, WI*



— Sanitary Sewer System

Data Source: Robert E. Lee & Associates



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Map prepared by PALS, Brown County Planning Department.  
February 2007.

Source: PALS, Brown County Planning Commission

compact and contiguous development patterns as identified in this comprehensive plan. By virtue of Pulaski being a municipal customer of GBMSD, growth in the village will not be hindered due to wastewater treatment plant capacity restraints.

The utilization of gravity to provide adequate flow rates for sanitary sewer pipes is the most efficient and cost-effective means of conveying effluent for treatment. Based on a study completed by Robert E. Lee & Associates, large areas of land to the north and south of the current village boundaries could be served by gravity sewers. However a small area to the west and large areas of lands just outside of Pulaski's current boundaries to the east would need lift stations to provide for adequate effluent flow rates.

When evaluating whether or not to install lift stations, Pulaski should consider the cost/benefit associated with the purchase, installation, operations, and maintenance costs associated with a lift station as compared to the potential value of development that would be facilitated and land mass that would be served. Industrial and commercial development most likely will pay for the installation and operation/maintenance of a lift station in a relatively short amount of time, particularly when factoring in employment opportunities for residents in addition to property tax valuation. Therefore, future expansion of the industrial park to the east would likely require the installation and operation of a lift station. However, based on the large area served and the potential for industrial growth, this should be a priority for the village if the land becomes available.

### **Pulaski Sewer Service Area**

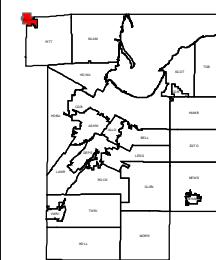
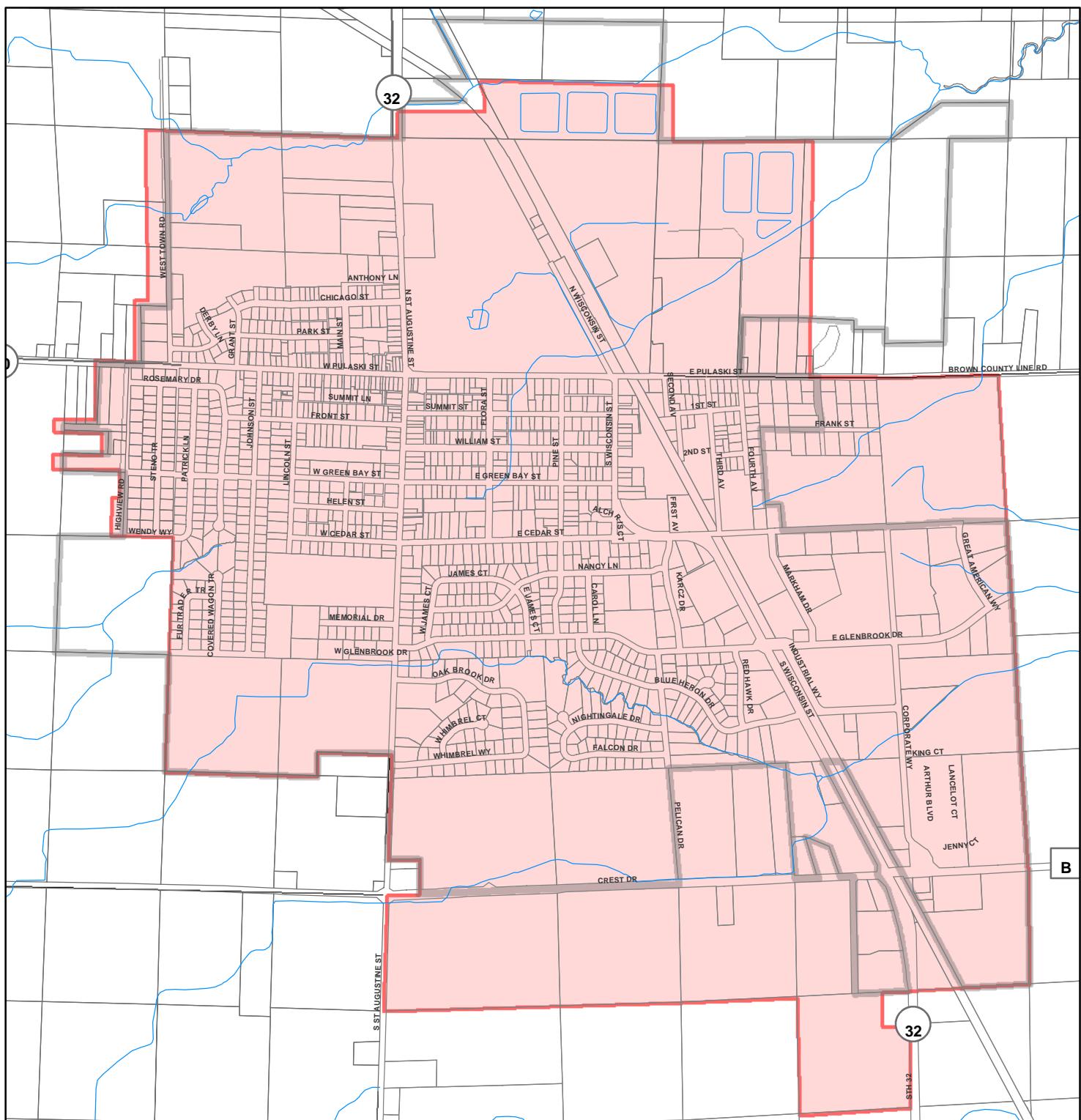
Sewer service area planning is a state water quality program administered by the DNR pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and COM 82 require that wastewater facility plans, sanitary sewer extensions, and large onsite sewage disposal systems must be in conformance with an approved areawide water quality management plan. The Brown County Planning Commission is the designated areawide water quality management agency for sewer service area planning within Brown County. Thus, the BCPC determines sewer service areas, subject to approval by the DNR. See Figure 6-2 for a map of the Pulaski Sewer Service Area.

The 2003 Brown County Sewage Plan identifies the extent of sewer service areas in Pulaski and the rest of Brown County. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations for providing compact, easily serviced growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community's projected growth for a 20-year timeframe, with some margin for allowing market conditions to operate. Federal, state, and county rules require that the amount of land contained within a sewer service area be based on the 20-year population projection prepared by the Wisconsin Department of Administration.

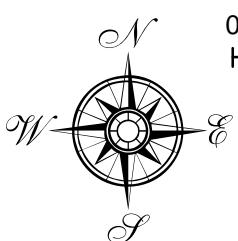
The 20-year population projection is then incorporated into an elaborate formula that takes into consideration expected future population, average lot size, average number of people per household, and various market and road factors. Once determined, the sewer service area should have sufficient acreage to satisfy the 20-year population growth for a municipality with a moderate amount of flexibility built in. The sewer service area boundary is typically revised every five years or so during a countywide update of the County sewage plan. In addition, municipalities may request amendments to the sewer

Figure 6-2

**Sewer Service Area**  
**Village of Pulaski, Brown, Oconto, and Shawano Counties, WI**



Sewer Service Area



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Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

service area to address changing conditions or trends. Amendments must be reviewed and approved by the municipality, BCPC, and the DNR.

Since the 2003 update to the Brown County Sewage Plan, Pulaski has had minimal village boundary changes due to annexations. Therefore there is no need to immediately amend the sewer service area until such time as annexations occur. However, the Village of Pulaski should update the land use and population projections contained in the Brown County Sewage Plan to give Pulaski a better idea of how much of the village is eligible for public sewer service. The village does not necessarily need to allocate all of the acres it is eligible for. Instead, it should allocate them based on the projected five-year growth increments identified in this comprehensive plan's Land Use Chapter.

The Village of Pulaski requires that all new development in the village be connected to public sewer and water. This policy will continue to serve the village as well as Pulaski continues its logical, contiguous growth outward from its present core. With this requirement in place, the village will not find itself hemmed in by existing unsewered development. In Brown County communities that do not have this requirement, providing public sewer and water past existing unsewered development or land zoned Exclusive Agriculture has proven to be very costly and inefficient. Pulaski should continue to require the provision of public sewer and water for all new development proposals within the village.

It is critical for the continued logical growth of the village that public sewer and water not be extended outside of Pulaski's municipal boundaries. Without boundary agreements in place between Pulaski and its surrounding towns, property owners outside of the village whom wish to obtain public sewer and water for development should petition the village for annexation, and have Pulaski accept the annexation, prior to any extensions of public sewer or water.

### **Onsite Sewage Disposal Systems**

The Village of Pulaski does not have any onsite sewage disposal systems, including holding tanks, pressure (mound) systems, or conventional systems within its municipal boundaries. Pulaski should continue to require new homes and businesses in the village to utilize the public sanitary sewer system for sewage disposal.

### **Water Supply**

In conjunction with sanitary sewer service, drinking water is one of the more important and traditional elements of urban and suburban infrastructure. Where one is provided, the other is also often present. Water mains often share many of the same easements and are often extended concurrently with sanitary sewers.

### **Public Water System**

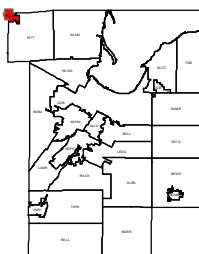
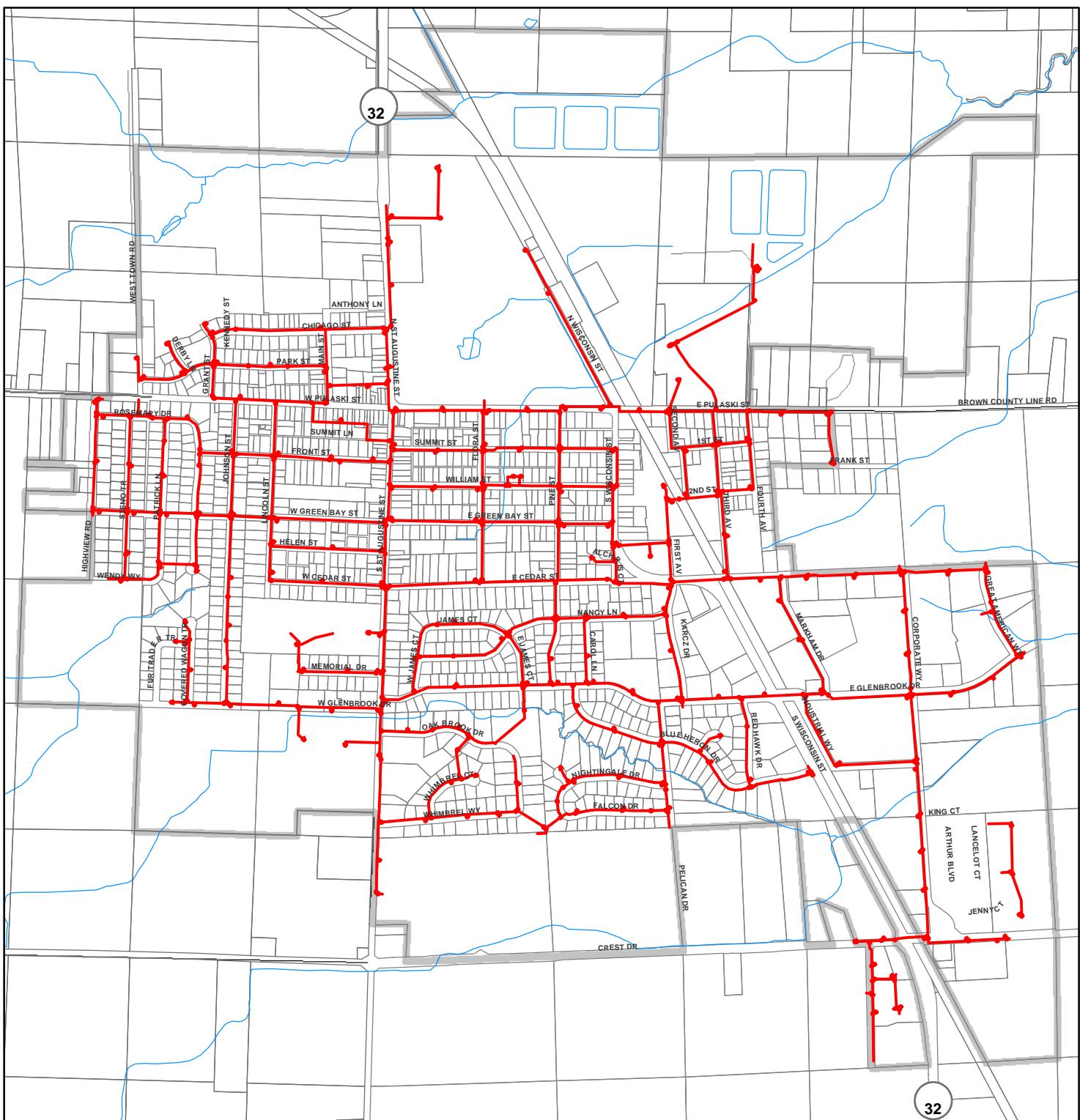
Groundwater has long been the source of all drinking water and other water uses within the Village of Pulaski. Currently, two public wells provide an adequate supply of water to the village, and pressure is provided by a water tower located on William Street in the central part of the village. The Pulaski public water system is shown on Figure 6-3.



Figure 6-3

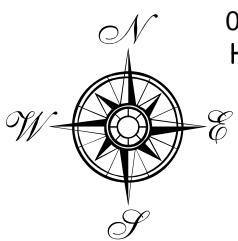
# Public Water System

*Village of Pulaski, Brown, Oconto, and Shawano Counties, WI*



— Public Water System

Data Source: Robert E. Lee & Associates



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Map prepared by PALS, Brown County Planning Department.  
February 2007.

Source: PALS, Brown County Planning Commission

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts; and radioactive substances. The presence of such contaminants does not necessarily indicate that the water poses a health risk.

The federal Safe Drinking Water Act of 1974 charged the Environmental Protection Agency (EPA) with promulgating drinking water standards to protect public health. These standards, known as "maximum contaminant levels" (MCLs), now cover approximately 52 substances. Primary MCL standards are designed to protect public health and include standards for organic and inorganic chemicals, microorganisms and bacteria, and turbidity. Secondary MCL standards are designed to protect public welfare and include color, odor, and taste. The Wisconsin DNR has promulgated state MCLs based on the federal MCLs whether its source is groundwater or surface water. These standards apply to any public water supply system. However, they technically do not apply to individual or non-public water supply systems but rather serve as guidance in determining if a well may be contaminated.

In 1984, Wisconsin State Statutes 160 and Administrative Codes NR 809 and 811 were created to minimize the concentration of polluting substances in groundwater through the use of numerical standards to protect the public health and welfare. The numerical standards created under NR 809 and 811 consist of enforcement standards and preventive action limits.



A review of the 2005 Consumer Confidence Report for the Pulaski Waterworks indicates that of the 69 different contaminants that were tested, none exceeded the federal/state MCL. More detail about this data can be obtained by reviewing the Consumer Confidence Report (CCR) maintained by the Wisconsin Department of Natural Resources on its website.

Although there are no known pressing issues related to Pulaski's water system, to ensure the most efficient and cost-effective water system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. Therefore it was noted by the village engineer that in the future, a third well, potentially in the southeastern part of the village may be needed. Pulaski should monitor system demand to determine a long-term trend and possibly develop a facilities plan should there be an identified need.

Whenever possible, water main modifications within a specific area should be undertaken at the same time as sewer, stormwater, and/or road construction or reconstruction so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of lands adjacent to this specific area and the use of underutilized infrastructure should be encouraged over the

extension of new infrastructure. When the extension of infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

In order to protect groundwater from potential contaminants, Pulaski is currently in the process of developing a wellhead protection plan. Typical wellhead protection plans cover areas within a municipality's jurisdiction up to one-half mile away and inventory potential contaminants such as animal waste facilities, sludge spreading, junkyards, electroplating plants, etc. Following the development of the wellhead protection plan, an ordinance is typically developed to ensure potential contaminants or activities are kept a certain distance from the well.

In developing a public water system, it is important to loop water mains whenever possible in order to limit dead-end pipes where water may stagnate or pressure may be reduced. One of the major water projects on the long-term horizon for the village is to loop the water main along Crest Drive between South St. Augustine Street and approximately STH 32. In order for Pulaski to construct this water main, all property on at least the north side of Crest Drive will need to be within village boundaries. Extension of water and sewer along Crest Drive could provide an impetus to development activity in this part of the village.

Based upon this information, it is recommended that the village continue its long-range planning, maintenance, and funding efforts to ensure that its distribution system remains adequately sized and located for anticipated growth and development. Future extensions should be in conformance with the recommendations of this plan and ongoing facility planning should continue to ensure adequate capacity and pressure for Pulaski's homes and businesses.

### **Private Wells**

All development within the village's corporate boundaries is connected to Pulaski's public water system. Areas that are annexed to the village in the future may have existing private wells. When these areas are connected to the public water system, it is critical that the existing private wells be properly sealed to prevent contaminants from entering the groundwater.

### **Solid Waste Disposal and Recycling**

Solid waste collection, disposal, and recycling are additional examples of traditional infrastructure provided by many communities to protect the health, welfare, and safety of its citizens. The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses. In addition, an increasing number of communities are realizing that the slogan "reduce, reuse, and recycle" is a significant factor in protecting the environment.

The Village of Pulaski contracts with a private hauler for solid waste and recycling collection, which includes household garbage, mixed recyclables, and paper. The private hauler uses an automated garbage pick-up system utilizing one driver per truck with a robotic arm to pick up and dump the garbage in the truck. Co-mingled recyclables are placed in bins for collection once a week. The current system serves the village well,

however, as with all contracted services; they should continually be reviewed to ensure efficient and economical service.

### **Stormwater Management**

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff.

As stated in the Wisconsin Department of Natural Resources' model stormwater runoff ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community. Uncontrolled stormwater runoff can:

- Degrade physical stream habitat by increasing stream bank erosion, increasing streambed scour, diminishing groundwater recharge, and diminishing stream base flows.
- Diminish the capacity of lakes and streams to support fish, aquatic life, recreational, and water supply uses by increasing loadings of nutrients and other urban pollutants.
- Alter wetland communities by changing wetland hydrology and by increasing pollutant loads.
- Reduce the quality of groundwater by increasing pollutant loads.
- Threaten public health, safety, property, and general welfare by overtaxing storm sewers, drainageways, and other minor drainage facilities.
- Threaten public health, safety, property, and general welfare by increasing major flood peaks and volumes.
- Undermine floodplain management efforts by increasing the incidence and levels of flooding.
- Diminish the public enjoyment of natural resources.

As urban development increases, so do these risks. Research indicates that many of these concerns become evident when impervious surfaces (rooftops, roads, parking lots, etc.) within a watershed reach 10 percent. A typical medium density residential subdivision contains about 35 to 45 percent impervious surfaces. Therefore, such adverse impacts can occur long before the majority of a watershed becomes developed.

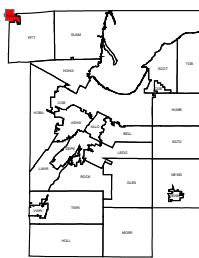
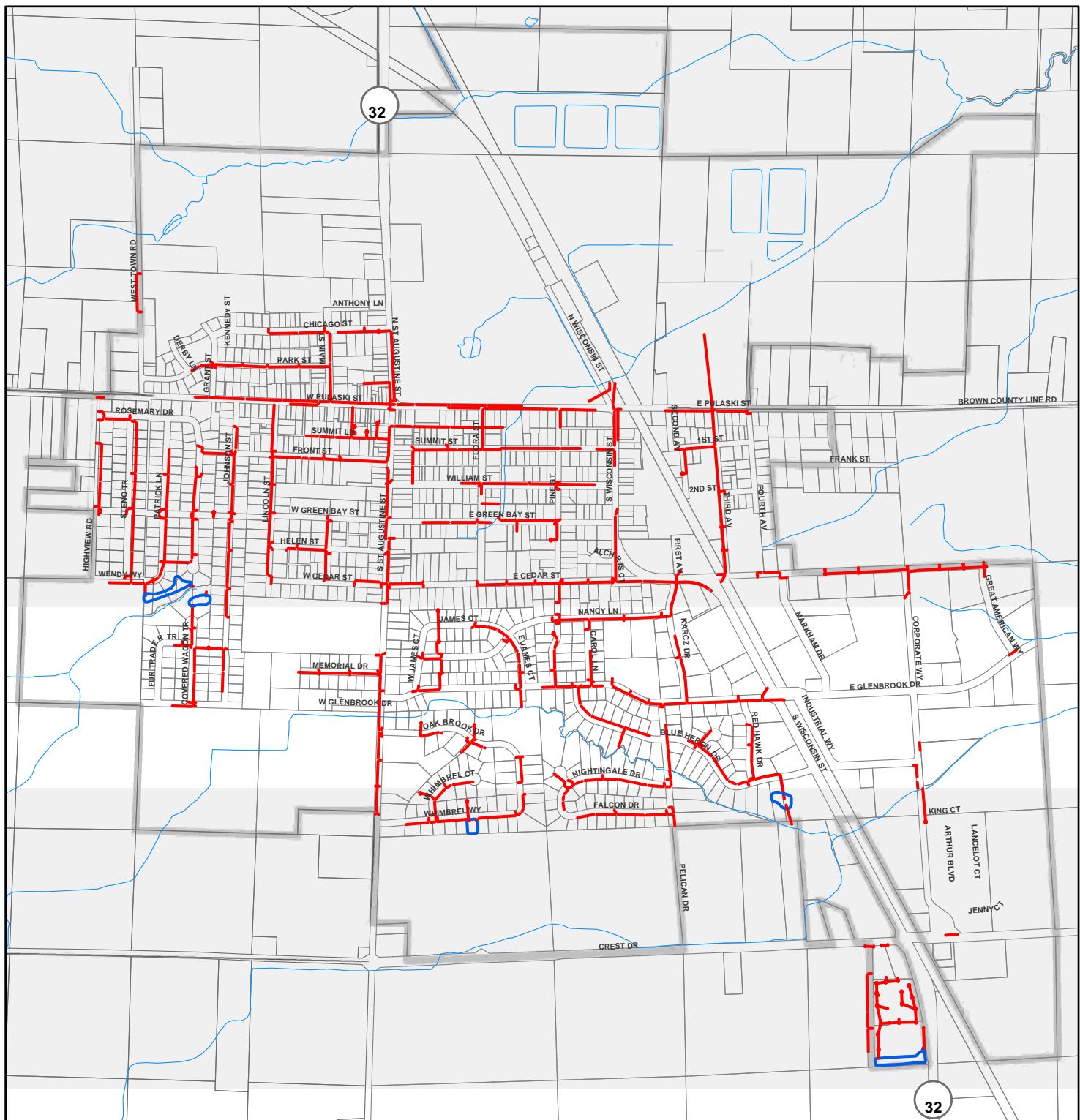
The Village of Pulaski's current stormwater system is comprised of a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, natural channels, and a storage system consisting of wetlands, wetland remnants, and five engineered stormwater detention ponds. This system generally transports stormwater runoff from developed lands through a combination of storm sewers and natural drainageways, eventually reaching one of the three branches of the Little Suamico River. See Figure 6-4 for a map of Pulaski's stormwater management facilities.

It has been noted that Pulaski's stormwater management plan has become dated and should be updated at some point in the near future to account for growth in the village as

Figure 6-4

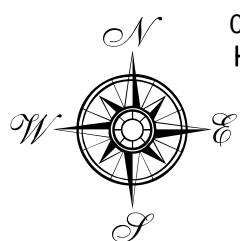
## Storm Water System

Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



— Storm Water System

Data Source: Rober E. Lee & Associates



0 0.2 0.4 Miles

This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The boundaries shown on this map do not necessarily represent the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department, February 2007.

Source: PALS, Brown County Planning Commission

well as state and federal law changes that have occurred since its initial adoption. An updated stormwater management plan and ensuring stormwater management ordinance would provide an opportunity for Pulaski to set up a stormwater utility.

As with all public improvements, a stormwater management system will need periodic maintenance and updating. Storm sewers will need flushing and cleaning, streets will need to be swept to keep debris out of the system, and stormwater ponds will eventually need dredging. All of these tasks involve a cost that is best born by all contributors to the stormwater system, rather than just the property taxpayers.

State law provides for the formulation of a stormwater utility to capture fees from all contributing properties, similar to fees associated with a community's sewer and/or water bill, typically based upon the amount of impervious surface each property contains. Residential properties are generally given an average impervious surface, while commercial, industrial, and institutional properties are based on their actual impervious surfaces, such as rooftops and parking lots. Pulaski should strongly consider setting up a stormwater utility as a means to equitably pay for storm sewer system improvements and updates.

### **Parks and Recreation**

The presence of outdoor recreation and open space adds to a community's quality of life. It enhances the attractiveness of and fosters a sense of civic pride in the community. Furthermore, the provision of an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been demonstrated to promote the general health, welfare, and safety of the community and its citizens.

#### **Existing Park and Recreation Facilities**

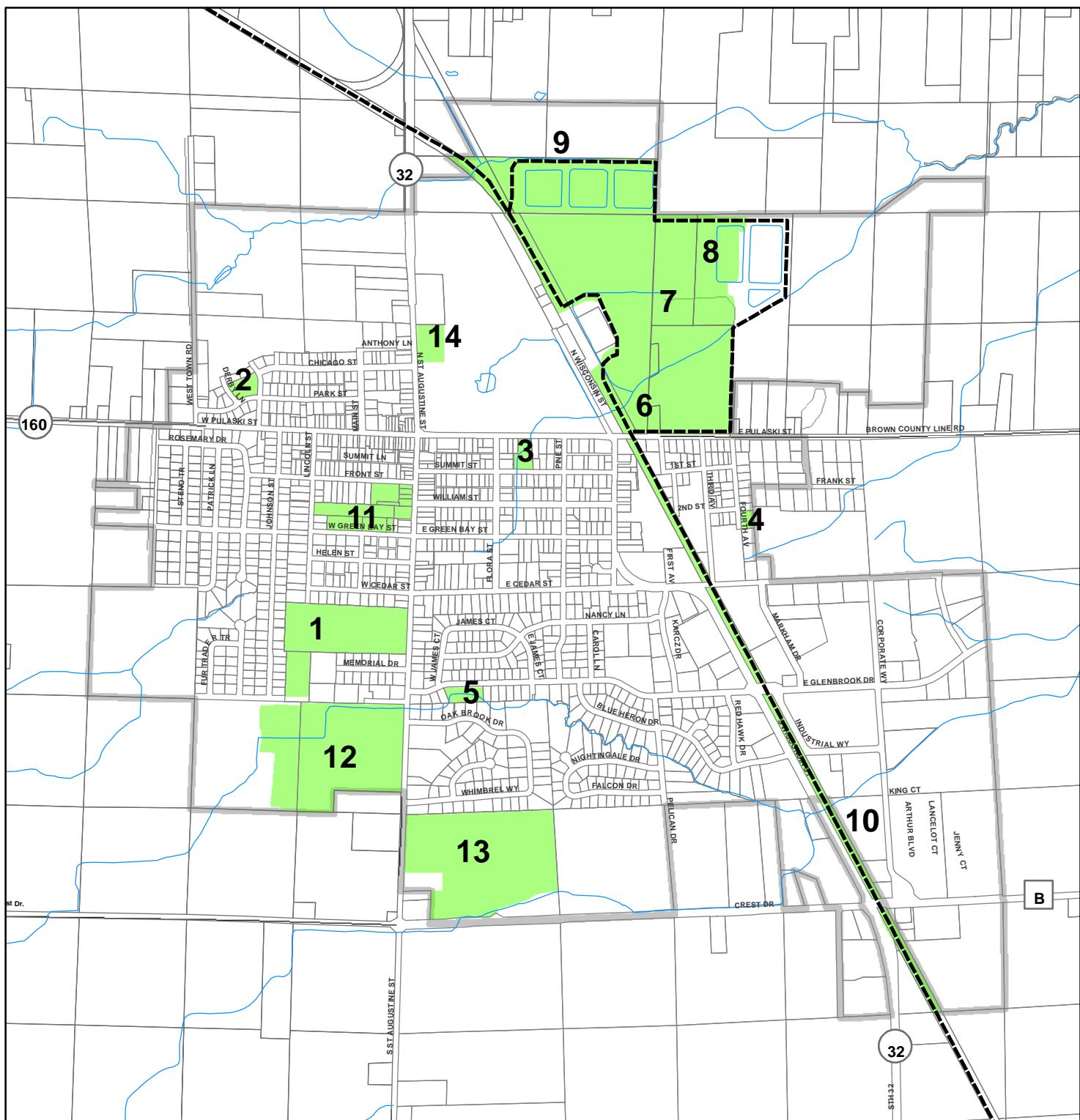
As shown in Figure 6-5, the Village of Pulaski's park and recreation facilities consist of a range of facilities including passive parks, playgrounds, trails, and athletic fields. Other publicly-owned sites including those owned by the School District of Pulaski or State of Wisconsin include playgrounds and athletic fields at the schools and Mountain-Bay State Trail. Active park and recreation lands account for 146.7 acres of land or 8.54 percent of the total land area in the village (when including wooded passive park areas and school district lands, park and recreation lands total approximately 290.0 acres of land). A brief description of each site is included in this section.

- Behrendt Park is approximately 1.7 acres in size and is located in the northwest part of Pulaski on Park Street, between Derby Lane and Grant Street. The park serves the immediate neighborhood and includes two slides, two sets of swings, two jungle gyms, a see-saw, a park bench, two spring riders, and a grassy play area. The play equipment in the park is old and should be considered for replacement in the future. The park is generally oriented toward young children.
- Memorial Park, located in the southwestern part of the village, is approximately 22.7 acres in size. The park is utilized village-wide for baseball, softball, ice skating, and general recreating. Facilities in the park include

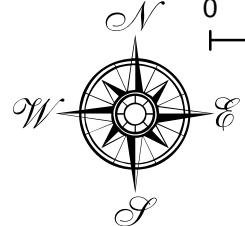
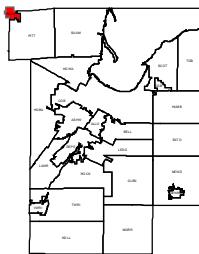


Figure 6-5

**Park and Recreation Facilities**  
**Village of Pulaski, Brown, Oconto, and Shawano Counties, WI**



1. Memorial Park
2. Behrendt Park
3. Dr. V.J. Shippy Park
4. Kazimierz Park
5. Glenbrook Acres Park
6. Polka Days Grounds
7. Disc Golf Course
8. Fishing Pond
9. Cross-Country Trail
10. Mountain-Bay State Trail
11. Glenbrook Elementary School
12. Pulaski Middle School
13. Pulaski High School
14. Assumption B.V.M. Ballfield and Playground



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Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

four lighted softball/little league diamonds, one lighted baseball diamond with dugouts, a batting cage, concession stand, restrooms, volleyball court, horseshoe pits, basketball court, playground equipment, and a new play structure. There are two large parking areas, one off of S. St. Augustine Street and the second off of W. Glenbrook Drive. The park is heavily utilized for organized athletic activities and is in very good physical shape. Although the large play structure is new, the remaining playground equipment is very old and should be considered for replacement in the future.

- Dr. V.J. Shippy Park is approximately 1.2 acres in size, located near the east side of the downtown between STH 32 and Summit Street. The Middle Branch of the Little Suamico River flows south to north through the center of the park. The park is typically utilized for passive recreation, although there are a few pieces of older playground equipment on the south side of the park, near Summit Street. Facilities in the park include a merry-go-round, two slides, a spring riding toy, swinging gate, swings, and a metal jungle gym. The play equipment is dated and should at minimum be repainted or considered for replacement in the near future. The park is noted for its large, mature trees.
- Kazimierz Park is located at the end of Fourth Avenue in the eastern part of Pulaski and is approximately three-quarters of an acre in size. The park primarily serves the immediate neighborhood. Equipment in Kazimierz Park includes a slide, swing set, see-saw, merry-go-round, and a metal jungle gym. The park is generally oriented to younger children, although there are open areas to play ball. Usage of the park is limited due to it being located immediately to the north of the industrial park and adjacent to a large farm field. As development occurs in this area, it may receive additional usage.
- Glenbrook Park is a two-acre passive park located on E. Glenbrook Drive in the south-central portion of Pulaski. The South Branch of the Little Suamico River flows west to east through the park and is the transition point between the grassed area of the park and the wooded area. There are no facilities or equipment in Glenbrook Park and is therefore limited to passive recreation opportunities. With the amount of existing and new residential development in this area of the village, providing a few park benches and a play structure may serve to create a neighborhood focal point.



- The Polka Days Grounds consist of a primary festival area, camping area, and parking lot on E. Pulaski Street in the eastern part of the village. The festival area has open-air structures for concessions and dancing, as well as a separate building for restrooms. The Tri-County Ice Center, to be utilized primarily for hockey, is planned for the eastern part of the Polka Days Grounds. The Polka Days structures and restrooms appear to be very worn and may need substantial rehabilitation or replacement in the near future. Additional consideration should be provided to paving the grounds, or at a minimum providing hard surfaced walkways for persons in wheelchairs, families with strollers, and elderly persons. Every year Pulaski Polka Days brings in thousands of people to Pulaski and provides an opportunity for the village to market itself to potential new residents, customers, and entrepreneurs. Therefore improving the Polka Days Grounds, in cooperation with the sponsoring organizations, should be viewed by the village as an economic development strategy in addition to a park/recreation facility improvement.



- The Pulaski Community Ice Arena is a proposal by the Howard Suamico Pulaski Hockey Association (HSPA) to develop a venue for youth and high school hockey. The arena is planned to address the lack of available ice time for additional youth and high school hockey teams. In addition to the ice sheet, the arena is proposed to have a rubberized walking track and fitness center for community use. The HSPA is currently raising funds to make the ice arena a reality.
- The Pulaski Disc Golf Course is located immediately to the north of the Polka Days Grounds and is accessible via a driveway off of the driveway to the wastewater treatment facility. The disc golf course entails approximately 32 acres and consists of 18 challenging holes for participants. The disc golf course is a true amenity for the village and should be better identified and marketed to attract players from the Green Bay Metropolitan area in addition to local participants.
- The Pulaski Fishing Pond is located behind the wastewater treatment plant and is approximately 17 acres in size. An Americans with Disabilities Act compliant fishing platform is available for use. The pond is an excellent recreational resource for children and adults alike. In order to truly capitalize on this amenity, Pulaski should continue to coordinate with the



Wisconsin Department of Natural Resources to determine an appropriate mixture of fish species to provide for an enjoyable shore fishing experience for all ages.

- Circumscribing the exterior of the Polka Grounds, Disc Golf Course, and Fishing Pond is a 1.6 mile loop unpaved trail that connects to the Mountain-Bay State Recreational Trail. The trail leaves the Mountain-Bay State Recreational Trail near the former pickle ponds and reconnects to the Mountain-Bay State Recreational Trail at the Polka Grounds. The trail is primarily utilized by the Pulaski High School Cross-Country team for its meets although it is available for general use as well. When including the portion of the Mountain-Bay State Recreational Trail, the total trail loop is approximately 2.5 miles long.
- The Mountain-Bay State Recreational Trail traverses the eastern part of Pulaski in a southeast to northwest direction. The Brown County portion of the trail consists of crushed limestone, while the Shawano County portion of the trail consists primarily of an unimproved former rail bed. The trail is utilized by hikers and bicyclists in the summer and snowmobilers and cross-country skiers during the winter months. The trail connects Pulaski to the Village of Howard in the Green Bay Metropolitan Area to the south and the City of Wausau, Wisconsin to the northwest. The trail's total length is approximately 83 miles from Howard to Wausau. A daily use fee or yearly state trail pass is required to utilize the trail for all uses other than hiking for all users 16 and older.
- The proposed Nicolet ATV Trail may be developed on an abandoned rail line located north of the Village of Pulaski and extending into Shawano County. Shawano County, in coordination with local ATV clubs, is working to acquire easements or fee-simple title for the development of this trail.
- Glenbrook Elementary School is located just south of the downtown and occupies the majority of the block bounded by S. St. Augustine Street, Front Street, Lincoln Street, and W. Green Bay Street. The school has a number of active recreation facilities for young children including multiple play structures, swings, and basketball courts. The facilities are available to the public during non-school hours.
- Pulaski Middle School is located on S. St. Augustine Street in the southwestern part of the village. The middle school has a number of organized athletic facilities, including an asphalt track with field facilities, football/soccer field with bleachers, baseball diamond, softball diamond, and practice football/soccer fields. The athletic fields are utilized by Pulaski High School teams for organized sporting events and practices. In addition to the outdoor facilities, the middle school has an indoor pool that is available for public use during specified hours.
- Pulaski High School is located at the corner of Crest Drive and S. St. Augustine Street in the southwestern corner of the village. Since the majority of the athletic facilities are at Pulaski Middle School, outdoor recreation facilities at the high school are limited to seven tennis courts, a soccer field, and practice football fields.



- Assumption B.V.M. School located on N. St. Augustine Street (STH 32) is a private school, which has a small playground with play structure and an unimproved ball field with a backstop.

### **Park and Recreation Facility Needs Assessment**

As Pulaski's population continues to grow, there will be increased demand for recreational facilities and programs. The Land Use Chapter contains a number of general recommendations regarding the location of potential new active parks and facilities (ballfields, playgrounds, etc.) and passive parks and facilities (conservation areas, hiking trails, etc.). Both the Land Use Chapter and this chapter should be reviewed when considering park or recreation plans or improvements.

There are a number of broad park and recreation standards based upon national averages that may be used to determine a community's general surplus or deficiency in terms of park and recreation facilities and opportunities. When using a classification and standards system, it is important to keep in mind that these are only minimum guidelines and are not meant to be hard rules. Therefore, even if a community currently meets the minimum, it should still constantly evaluate its park and recreation needs and tailor future facilities to meet growing and changing populations.

The following classifications are based off of standards formerly produced by the National Recreation and Park Association (NRPA) and local examples as a guide for determining park and recreation facility needs for a community. Both per-capita and accessibility standards are used to determine the number, size, and distribution of outdoor recreation sites needed to serve the Village of Pulaski. Only public park and recreation facilities are included in the analysis.

### **Children's Playgrounds/Tot Lots**

Typical Size: 2-4 acres.

Per Capita Standard: 1.5 acres per 1,000 people.

Accessibility Standards: 0.5-mile radius.

Children's playgrounds or tot lots, as they are also called, typically provide playground equipment and a bench or two. They are intended to serve the immediate neighborhood and should be located within a one-half-mile walk. These facilities are oftentimes included within the larger neighborhood parks. The playgrounds at Memorial Park, Behrendt Park, Kazimierz Park, Dr. V.J. Shippy Park, and Glenbrook Elementary School are examples of children's playgrounds/tot lots.

### **Neighborhood Parks**

Typical Size: 5-10 acres.

Per Capita Standard: 3 acres per 1,000 people.

Accessibility Standard: 0.75-mile radius.

Neighborhood parks usually provide facilities for playground equipment, in addition to play fields and basketball or tennis courts. Neighborhood parks should be located within a comfortable walking or biking distance of intended users and provide a focal point for neighborhood activities or functions. Dr. V.J. Shippy Park, when taken as a whole, generally fits this category, although with the development of a half basketball court, sand volleyball, or tennis court, Behrendt Park could also be considered a neighborhood park. For purposes of this analysis, Memorial Park is also considered a neighborhood park.

## **Community Parks**

Typical Size: 25-100 acres.

Per Capita Standard: 6 acres per 1,000 people.

Accessibility Standard: 2.5-mile radius.

Community parks are intended to serve passive and active recreational needs of the entire community, typically at a centralized location. These parks offer a diversity of community-oriented facilities, such as swimming beaches, softball/baseball diamonds, and soccer fields. They also may contain environmentally significant areas, trails, lake access, and opportunities for winter activities. Memorial Park is the only true community park within Pulaski, however, by virtue of the range of amenities located at Memorial Park, parts of it fit within all three categories.

This analysis focuses on only those developed active public parks that are located within the Village of Pulaski. Therefore only Behrendt Park, Kazimierz Park, Shippy Park, Memorial Park and Glenbrook Elementary School will be included within the analysis. However, it is recognized that Pulaski has many opportunities for passive or special use recreational activities by means of Glenbrook Park, the disc golf course, fishing pond, cross-country trail, Mountain-Bay Trail, Assumption B.V.M. facilities, Pulaski Middle and High School, and the Polka Grounds. The key for Pulaski is that it has large amounts of land available for additional park and recreational facilities should demand and funding warrant them. For reference purposes, these facilities total approximately 253 acres of land.

For purposes of the needs assessment, the playgrounds at Glenbrook Elementary School, Behrendt Park, Memorial Park, Dr. V.J. Shippy Park, and Kazimierz Park were counted toward the playground/tot lot totals. Part of Memorial Park, Glenbrook Elementary School playground and basketball courts, and Dr. V.J. Shippy Park are counted toward the neighborhood park total, and all of Memorial Park, is counted toward the community park total. It is important to note that the following analysis is strictly to provide a general comparison of how Pulaski fits in with general standards. As previously noted, the village has 253 acres of park and recreation lands that are not counted toward the analysis because they do not fit the definitions of a playground/tot lot, neighborhood park, or community park. When reviewing the following analysis, one should keep in mind the total park and recreation areas the village actually contains.

As is evident from the needs analysis in Figure 6-6, the Village of Pulaski may be considered slightly deficient in neighborhood parks, while Pulaski slightly exceeds the standards for playgrounds/tot lots and community parks. These acreages, must however be viewed in the context of the additional 253 acres of park and recreation lands

that do not fit within the standardized categories, but nonetheless provide Pulaski residents with multiple park and recreation opportunities.

**Figure 6-6: Village of Pulaski Park and Recreation Needs Analysis**

| Park Type           | Existing Acreage | Recommended Acres per 1,000 People | Minimum Acres Recommended for 3,406 people | Surplus or Deficit Acreage |
|---------------------|------------------|------------------------------------|--|----------------------------|
| Playground/ Tot Lot | 11.8             | 1.5                                | 5.1  | +6.7                       |
| Neighborhood        | 9.4              | 3.0                                | 10.2                                       | -0.8                       |
| Community           | 22.7             | 6.0                                | 20.4                                       | +2.3                       |

Source: Brown County Planning Commission, 2007

The Village of Pulaski has large areas of undeveloped parklands, particularly in the northeastern part of the village in the vicinity of the disc golf course and fishing pond. However, these lands are rather isolated from the rest of the village and are not easily accessible for young children. Therefore additional play structures or equipment to create a new neighborhood park may not necessarily be appropriate for this area. From a purely locational perspective, a new neighborhood park would be best located near the Karcz Drive/Carol Lane area; however, this part of the village is fully developed.

A 36 acre parcel of land adjacent to the village that would have room to accommodate a new neighborhood park, but still be located within close proximity to the residential core of Pulaski is near the south central part of the village, where Pelican Drive currently ends. Much of the land to the southeast of where Pelican Drive ends is identified as floodplain; however it could be developed for active recreational uses, such as a small ball field, play structure, and/or basketball court. This would increase the acreage of neighborhood parks in the village, protect a critical environmental feature, and if the property is annexed to the village, provide for Pulaski the ability to loop a public water line between STH 32 and South St. Augustine Street, which is a long-term goal of the village.

Should a neighborhood park be developed in this area, it is crucial that residents on the east side of STH 32 have the ability to walk or bike safely to the park, providing another reason to improve the safety and accessibility of the Crest Drive/STH 32 intersection for pedestrians and bicyclists. Prior to any village investment into creating a park at this site, the property owner(s) would need to annex this area into Pulaski from the Town of Pittsfield. The school district should be contacted to see if they have any interest in a joint project.

The location of future parks should be done in a manner that residents have the option to walk or bike rather than having to take a vehicle. Therefore, future parks should be located within neighborhoods whenever possible to allow for the greatest number of residents to have easy access to the park. The village will need to be cognizant of barriers, such as STH 32 or streets without sidewalks, to park users (young children, pre-teens, and teens in recreation programs, elderly, etc.) and locate new parks accordingly or retrofit facilities to make them more pedestrian accessible.

When planning future park or recreation projects, the village should try and match them with the natural and environmental features that Pulaski wishes to preserve. The

synergies and cost efficiencies attained by matching active and passive recreation opportunities can make local dollars go much farther. Coordinating these activities with adjacent local communities, county, state, and federal agencies also may create opportunities for resource or maintenance sharing.

Most communities identify outdoor recreation improvements, proposed land purchases, and general community recreation goals in a formal park and open space plan. In addition to creating a clear vision for the level of outdoor recreation opportunities for its residents, an outdoor recreation plan provides eligibility for state and federal park, open space, and outdoor recreation grants. The grants are typically matching grants, which the community matches with local dollars or in-kind services. In order to maintain eligibility for these grants, the outdoor recreation plan must be updated and adopted by the community at a minimum of every five years.

The Village of Pulaski should begin the process to rewrite the village's comprehensive outdoor recreation plan, which was last updated in 1990. The plan should incorporate the recreation and open space recommendations contained in the comprehensive plan, as well as a detailed assessment of what recreation facilities or programs existing and future Village of Pulaski residents would like. Following adoption by the village board, the plan should be forwarded to the WDNR to ensure that the village is eligible for the various grant programs.

As with any community, funding is a major issue to deal with when considering the provision of parks and recreation facilities for a growing population. In addition to grants and intergovernmental cooperation, the village should consider implementing a park impact fee to aid in funding park and recreation facilities for new residents. However, before a park impact fee is implemented, it is critical that the village undertakes a detailed analysis of future park and recreation needs and base the impact fee on the identified future needs. A "rational nexus" between a park impact fee and the facilities provided must be found prior to implementing the fee. There are very strict statutory accounting standards for impact fees that are collected by a municipality, and the village should be aware of this prior to implementing an impact fee.

### **Brown County Open Space and Outdoor Recreation Plan**

The 2001 Brown County Open Space and Outdoor Recreation Plan does not recommend any new county recreational facilities within the Pulaski village limits. However, the Brown County Open Space and Outdoor Recreation Plan will likely be updated starting in summer of 2007. Pulaski should keep abreast of the county outdoor recreation plan update process and ensure that any county projects it would like to see are included.

### **Telecommunication**

Northeast Telephone, a division of Nsight Telecommunications, provides landline phone service to the Village of Pulaski. This includes available dialup Internet and high-speed DSL Internet service through its NetNet subsidiary. Cellcom maintains a cellular phone tower in the village and accordingly provides high-quality service to Pulaski residents. NetCable, a subsidiary of Northeast Telephone's holding company provides cable television and cable modem internet service to Pulaski residents. Northeast Telephone has completed a 45-mile ring of fiber optic within its service area connecting Pulaski schools, businesses, and industries.

Although there are adequate levels of cellular and digital phone service available, current trend in the telecommunications industry point to a greater demand for wireless communications in the future, which may lead to more companies wanting to provide services to residents of the Village of Pulaski. Such future wireless facilities and/or towers, if located in the village, should provide for a minimum of three wireless antenna arrays or preferably be located on an existing village facility, such as the village water tower. Additionally, the village must ensure that adequate easements or other necessary rights-of-way are available and adequate design standards are in place for the tower and associated outbuildings.

### **Power Generation**

Electricity and natural gas are provided in the Village of Pulaski by Wisconsin Public Service Corporation (WPS) and WE Energies. The electrical and natural gas supply in the Village of Pulaski has the capacity to provide for future growth in the village. However, as the village continues to grow, WPS and WE Energies should continue to be informed of present projects and future plans in Pulaski.

### **Cemeteries**

Only the Assumption B.V.M Parish Cemetery is located in the village. Area residents also rely on other local religious-based cemeteries and mausoleums. In addition to providing burial sites to area residents, cemeteries serve as a source of local history and open space. When properly located and maintained, cemeteries can be an important and attractive element of the community. Additional demands in the future should continue to be addressed by the private and non-profit sectors.

### **Healthcare**

Currently three healthcare provider networks operate clinics in Pulaski to provide primary care and basic healthcare services to area residents. Emergency services are provided by one full-service hospital located on the far west side of Green Bay, closest to Pulaski, and two full-service hospitals are located near downtown Green Bay. Current healthcare facility levels should be adequate to serve the needs of the Village of Pulaski for the near future. However, additional specialty care facilities or small clinics should be encouraged to locate in Pulaski to help serve the needs of local residents, particularly as the population ages.

### **Elderly Care**

There are three elderly residential facilities located Pulaski. Many services are also available to residents of the village from the Brown County Aging and Disability Resource Center. As Pulaski's population continues to age, resources and facilities for senior citizens will become an increasingly vital component of the community. Therefore, additional elderly care services or facilities wanting to locate in the village should be encouraged to do so to help serve the needs of local residents.

### **Childcare**

There is one licensed daycare provider located within the Village of Pulaski. It is likely that demand for additional childcare providers will increase in the Pulaski as it is increasingly likely that trend of both parents working outside of the home will continue.

Additional childcare facilities, whether group centers or in-home family daycares, should be encouraged in the future. It should be noted that state licensed in-home family daycares with eight or fewer children are permitted by state statute to operate without obtaining any zoning permits from a local unit of government. The future demand for daycare should continue to be addressed by the private sector, and the village should encourage such uses to accommodate a growing population.

### **Emergency Services**

Emergency services are vital to the welfare and safety of the community and are one of the few services a community provides that are equally important to both residents and businesses. The level of this service varies greatly from community to community based, in part, upon its size and population level. It is also common that the level of this service changes as the community grows.

#### **Police**

The Village of Pulaski Police Department is located in village hall and is staffed by one police chief, five full-time officers, and three part-time officers. Three police cruisers are available with typically one on patrol at a time. It is critical that the village continually replaces worn or outdated equipment as needed and ensures that the officers have up to date training. Although the current level of staffing and protection will serve the village over the timeframe of this plan, there is a need for additional space for administrative functions, storage, and other police department functions.

Currently, the Pulaski Village Board oversees the day-to-day and budgetary operations of the police department. In order to allow the village board to have more time to focus on larger policy issues, rather than the more mundane day-to-day operations, Pulaski should consider the creation of police commission to oversee the police department. A police commission would also provide for a "firewall" between the police department and the elected board, thereby removing any potential for an appearance of conflict of interest.

#### **Fire and Rescue**

The Tri County Fire Department is located in the Village of Pulaski at 600 East Glenbrook. The department provides fire protection services to the Towns of Pittsfield, Maple Grove, Angelica and Chase and the Village of Pulaski. Elected officials from each of the five municipalities served by the fire department are members of the department's board of directors. The board of directors approves the department budget. A formula determines the amount of money paid by each municipality to operate the department. It is a 40-person volunteer department with mutual aid agreements with all the adjoining fire departments. The department owns and operates a number of trucks and fire equipment including three pumper trucks, four tanker trucks, one equipment truck, and a brush truck. One of the pumper trucks is equipped with an aerial ladder. It has 11,000 gallons of water on board for each service call.

While the department is well positioned regarding equipment needed to serve its service area, some of the equipment is getting old and eventually will need to be replaced. A new ladder could benefit the department as well as replacing some of the old tanker trucks. As large scale equipment needs come up, the department should explore the possibility of working with adjoining fire departments through joint purchases of

equipment, which may enable them to provide even better fire protection to its service area.

Ambulance service is provided on a 24-hour basis by the NEW Paramedic Rescue Squad located in the Village of Pulaski on West Pulaski Street. The rescue squad provides ambulance service to the Village of Pulaski and Towns of Pittsfield, Chase, Angelica, Maple Grove, and Lessor. Representatives of each community served comprise the board of directors, similar to governing structure of the Tri-County Fire Department. The service provided by NEW Paramedic Rescue should be periodically reviewed to ensure adequate staffing levels and that it continues to provide high-quality, reliable service to the Village of Pulaski residents.



As the population in Pulaski increases, the village should monitor its need for additional emergency services and provide or contract with the appropriate service provider for additional protection, if necessary.

### Libraries



The Pulaski Branch of the Brown County Library is located on West Pulaski Street on the west side of the downtown. The library is a vital asset to any community, and particularly to the Village of Pulaski. The library acts as a gathering place for residents of all ages and provides an anchor use to the west side of the downtown. According to the most recent statistics compiled by the Brown County Library, in 2006 the Pulaski Branch had 52,771 visits and 88,413 books circulated. These numbers represent

a 7.5 percent increase (6,201 visits) in the number of visits and a 9.1 percent increase (4,386 books) in the number of books circulated through the library from 2005. The increase in usage is particularly noticeable when according to the 1990 Pulaski Comprehensive Plan, circulation was 42,252 books, or only 47.8 percent of the circulation in 2006.

During these times of tight budgets, libraries oftentimes become targets of budget cuts or other reductions in services. However, as is evident from the 2005-2006 numbers, the library is highly valued and used by the residents of the Village of Pulaski. The village should continue to maintain open lines of communication with the library and county to ensure the library continues to serve the northwestern part of Brown County.

## **Schools**

The Village of Pulaski is entirely contained within the Pulaski Community School District. The district encompasses all of the Village of Pulaski, the northern part of the Village of Hobart, small parts of the Village of Suamico, all of the Town of Pittsfield, and portions of the Towns of Angelica, Chase, Green Valley, Lessor, Little Suamico, Maple Grove, and Morgan. The school district covers approximately 152 square miles in parts of Brown, Oconto, and Shawano Counties. Figure 6-7 identifies the Pulaski Community School District area.

The district has seven schools, including Glenbrook Elementary School, Pulaski Middle School, and Pulaski High School located within the Village of Pulaski. The schools in Pulaski are generally located along South St. Augustine Street starting with Glenbrook Elementary just south of downtown and Pulaski Middle School and Pulaski High School located further south.

While still seeing enrollment increases, the Pulaski Community School District enrollment increases have been moderating in recent years when compared to the larger increases of the past. The 2006 school year enrollment for the School District is 3,641 students. The present high school enrollment in the high school is 1,149, the middle school enrollment is 923 and the enrollment for early childhood through elementary school age is 1,569 students. School district projections indicate an increase in school enrollment from 3,641 students in 2006 to 3,781 students by 2011. Glenbrook Elementary School located in the Village of Pulaski is the one school in the district that is closest to capacity, however there are currently no plans for building expansions in the near future. The school district should closely monitor the student population at Glenbrook Elementary and proactively discuss any potential improvements or expansions with the village board. Additionally, the village board should contact the school district when large residential developments are being considered in order for the district to plan for additional students.

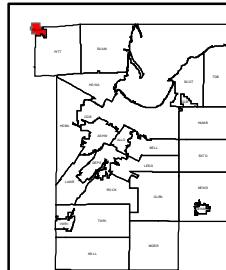
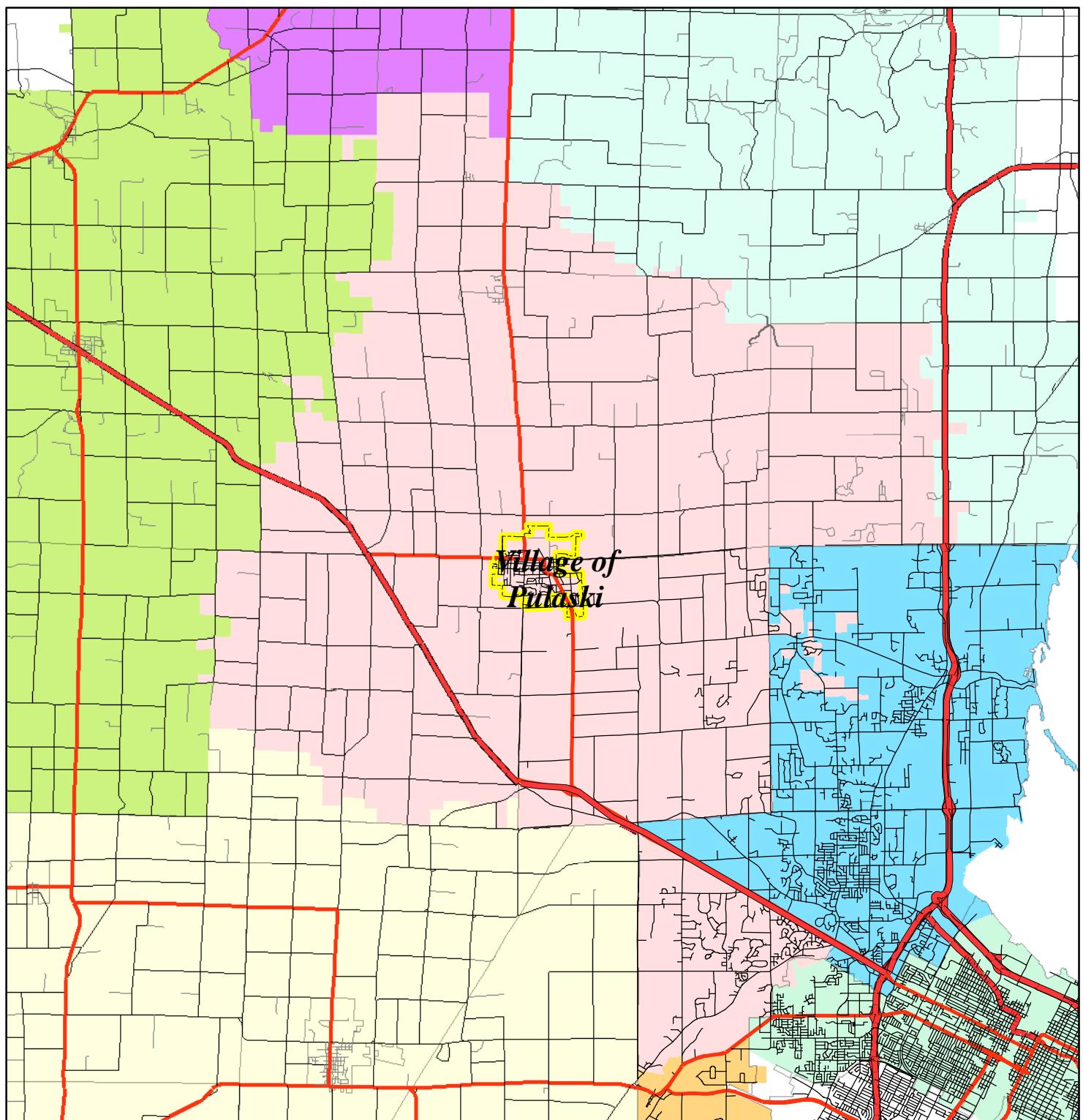
Should the school district in the future need to expand existing facilities or build new facilities, they should be located in a manner that easily allows students to walk or bike to school. Additionally, new facilities should be designed with parking on the sides or behind the building to ensure they provide a presence along the street and provide a safe walking or biking path to the school. Should a new school be needed in the future, in order to minimize the cost to purchase land, a two-story school with a smaller footprint, rather than a sprawling one-story school should be strongly considered in order to minimize land acquisition costs and stormwater management impacts.

All schools in the Village of Pulaski have sidewalks that allow students to safely walk to and from school, however vehicle speeds along South St. Augustine Street are a concern for school district officials. In order to slow vehicular traffic along South St. Augustine Street, at the point in time when South St. Augustine Street is reconstructed, the village should consider the installation of traffic calming measures such as curb bump-outs or a narrowing of the street to slow traffic and provide a shorter street crossing distance for students.

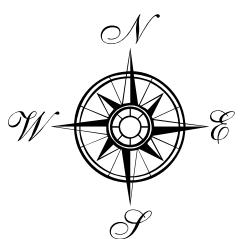
There was additional concern noted regarding vehicle queing in the Pulaski Middle School pick-up/drop-off area. Vehicles oftentimes double-up creating the potential for crashes or pedestrian injury due to the volume of vehicles entering and exiting. The

Figure 6-7

## School District Boundaries Pulaski Community School District



- Pulaski Community
- Bonduel
- Gillett
- Green Bay Area
- Howard-Suamico
- Oconto Falls
- Seymour Community
- West De Pere



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Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

school district should work with the Brown County Planning Commission to identify potential alternatives for pick-up/drop-off areas.

### **Post Office**

The Pulaski Post Office is located at 306 South St. Augustine Street, at the southern end of the village's downtown. A post office is a community gathering place, and when located in a downtown, provides an anchor use to continue to draw people downtown that may then frequent other downtown businesses. It is critical to keep the post office in the downtown in order to continue to generate potential customers to downtown businesses.



### **Government**

The Pulaski Village Hall is located south of the downtown at 421 South St. Augustine Street. The village hall building houses the village administrative offices, large conference room/village board room, police department offices and garage, and municipal court and judge's office.

The 1990 Comprehensive Plan identified a need for additional space due to scheduling and use conflicts for the board room and concern regarding police department facility security concerns. The plan recommended that the village conduct a study to examine the space requirements of the various village departments to identify various alternatives including expanding existing facilities or constructing new facilities.



Since 1990, the village population has increased from 2,196 residents to an estimated population of 3,406 in 2006. In light of the 55.1 percent increase in population between 1990 and 2006, and likely corresponding increase in services provided, the 1990 recommendation to commission a study to expand/renovate the existing village hall or build a new facility still holds true. Recently, the village has begun investigating the possibilities of renovating and expanding the existing

village hall, building a new hall, or possibly renovating the former Franciscan Publishing building into a new village hall. With each option, there will be significant financial outlays involved however there is a definite need to address this situation in the near future.

Regardless of whether the village decides to expand the existing hall, build a new hall, or renovate the Franciscan Publishing building, it is critical that the administrative offices of

village government remain in the heart of the village. Similar to the post office, the village hall provides a reason for residents to come into Pulaski and near the downtown to conduct business, thereby generating potential customers for downtown businesses.

As a community grows, the demand for increased services from the village will also grow. However, the demand for services must always be tempered with the realization that increased services also must be paid for. Therefore, Pulaski should evaluate and pursue alternative funding sources, including state and federal grants, identify cooperative public/private ventures, and engage local service groups in village projects to alleviate pressures on diminishing state shared revenue and increasingly tight local property tax revenues.

One of the most important resources the village has at its disposal is its dedicated team of employees. In order to continue to provide the high level of service from the village's public employees that Pulaski residents have come to expect, it is critical that regular training, continued education, or attendance at conferences be continued. In this manner, village employees will continue to have the high-level of expertise necessary to keep a growing community like Pulaski moving forward. As with all organizations, continual review and evaluation of village programs, services, and personnel should also be undertaken in order to ensure an efficient use of limited public revenues. When staff vacancies occur, the village should take the opportunity to review the responsibilities of the position and evaluate how those responsibilities should be handled in the future.

## **Policies and Programs**

A summary of actions and programs that the village could undertake to achieve the utilities and community facilities goal and objectives listed in this plan's Issues and Opportunities Chapter is provided in this section. Approaches range from specific one-time actions to broad ongoing programs.

### **Sanitary Sewer Service**

- When development or industrial park growth opportunities present themselves, consider the installation of a lift station to serve an expansion of the industrial park. However, ensure expansion of the industrial park is a certainty prior to committing the funds to a lift station.
- Encourage development in areas of the village where there is an ability to serve it by means of gravity flow.
- Monitor the village's long-range planning, maintenance, and funding efforts to ensure that its collection system remains adequately sized for anticipated growth and development.
- Expand the village's sewer service areas, collection, and treatment systems in conformance with the five-year growth increments identified within this plan and promote infill development and efficient and cost-effective growth patterns.
- Update the village's sewer service area acreages through updated population projections and land uses and allocate new sewer service areas consistent with the 5-year growth increments contained in this comprehensive plan.
- Continue the village's policy of requiring new development to be served by public sewer and water and be within Pulaski's municipal boundaries.

- Avoid extensions of public sewer and water past large tracts of agricultural lands.

### **Onsite Sewage Disposal**

- Continue the village's policy of prohibiting unsewered development in Pulaski.

### **Water Supply**

- Implement the wellhead protection plan that is currently being developed by the village.
- Work with property owners along Crest Drive to allow for the village to loop the water system along Crest Drive between South St. Augustine Street and STH 32.
- Monitor its long-range planning, maintenance, and funding efforts to ensure that its water supply and transmission system remain adequately sized for anticipated growth and development and is expanded as efficiently as possible.
- Expand its water system in conformance with the five-year growth increments identified within this plan, promoting infill development and efficient and cost-effective growth patterns.
- Ensure that private wells on properties that are annexed into the village are properly sealed to prevent groundwater contamination.



### **Solid Waste Disposal**

- Periodically review solid waste and recycling contracts to ensure that they continue to meet the village's needs.

### **Stormwater Management**

- Update the village's stormwater management plan to account for changes in state and federal laws.
- Enact a stormwater ordinance and utility to fund improvements and maintenance of the stormwater system with a revenue stream outside of the property tax.

### **Parks and Recreation**

- Update the Pulaski's comprehensive recreation and open space plan to prioritize projects, identify funding sources, and create eligibility for state and federal grants.
- Add a play structure and a few park benches to Glenbrook Acres Park to create a neighborhood focal point.
- Continue to coordinate with the WDNR regarding fish diversity in the Pulaski Fishing Pond.

- Study the feasibility of a park impact fee to fund parkland acquisition and development.
- Consider the development of a new neighborhood park in the lands located southeast of where Pelican Drive currently ends.
- Replace old or outdated playground equipment in Pulaski's parks as funding is available.
- Work with Pulaski Polka Days sponsoring organizations to begin updating the grounds and structures, particularly improved restrooms and paved walkways.
- Support the efforts of the Howard Suamico Pulaski Hockey Association in building the proposed Pulaski Community Ice Center.
- Develop a marketing program, advertising, or improved signage for the Pulaski Disc Golf Course to bring in new users to the course.
- Locate new parks in areas with natural resources that the village wishes to preserve.
- Ensure new parks are developed in a manner that allows for access by pedestrians, bicyclists, and persons at all stages of the life cycle.
- Support the efforts of Shawano County and local ATV clubs to develop the Nicolet ATV Trail.

### **Power Generation**

- Inform WPS or WE Energies of any new development proposal so that they may plan for natural gas and electrical improvements early in the process.

### **Telecommunications**

- Keep abreast of rapidly changing telecommunications technologies and their potential for economic development opportunities.

### **Elderly Care**

- Encourage the development of additional elderly care facilities to allow an increasing number of senior citizens to remain in Pulaski.

### **Emergency Services**

- Consider the formation of a police commission to relieve the village board of running the day-to-day operations of the police department.
- If large fire-fighting equipment needs to be purchased, encourage the Pulaski Volunteer Fire Department to consider jointly purchasing the equipment with a nearby department.
- Monitor the service and staffing levels of the NEW Para-Medic Rescue Squad to ensure safe and timely rescue service to Pulaski residents.
- Continue mutual aid agreements with neighboring communities.
- Monitor growth and increase services, training, and equipment as necessary.

## Schools

- The school district should closely monitor the student population numbers and proactively discuss any potential future facility improvements with the village.
- When South St. Augustine Street is scheduled for reconstruction, consider either narrowing the street or installing bumpouts to slow traffic and provide for shorter street crossing distances.
- Should the school district need to construct a new school in the future, the school should be located where students may safely walk or bike, and strong consideration should be given to a two-story structure to minimize land acquisition costs and stormwater management issues.
- The school district should contact the Brown County Planning Commission to review and develop alternatives for the student pick-up/drop-off area at Pulaski Middle School.
- Maintain open lines of communication with the school district and inform them when large residential developments are proposed for the Village of Pulaski.



## Post Office

- Work with the United States Postal Service to ensure that the post office remains in or near the downtown.

## Government

- Ensure that governmental functions, particularly administrative remain in the central business district to provide an anchor and aid in the long-term sustainability of the downtown.
- Continue to study options for expansion of the existing village hall, building a new village hall, or renovating the Franciscan Publishing building, choose an option and implement it in order to provide much needed room for a growing village.
- Ensure employees are able to continue to receive advanced training and continued education to keep the village moving forward.
- Continue to value the contributions of the dedicated team of public employees employed by the Village of Pulaski.



- When staff vacancies occur, the village should take the opportunity to review the responsibilities of the position and evaluate how those responsibilities should be handled in the future.
- Pursue state/federal grants, private/public partnerships, and cooperate with local service groups to stretch increasingly tight property tax dollars further.
- Develop a new village logo with a consistent theme to reinforce Pulaski's identity.



## CHAPTER 7

### Natural, Cultural, and Agricultural Resources

In growing communities like the Village of Pulaski, planning often focuses on such issues as land use, transportation, and infrastructure. Issues pertaining to natural, cultural, and agricultural resources tend to receive less attention, and sometimes cohesive and consistent goals and policies regarding these features are lacking in a growing community's plan. However, these resources are critical to the long-term health, vitality, and sustainability of every community. Since these resources also help define a community and strongly affect its quality of life, they must be examined as a part of the planning process.

Because of the vital functions performed by natural, cultural, and agricultural resource features, unplanned urban development into these areas is often inappropriate and should be discouraged. The incompatibility of urban development within natural resource areas, for instance, can be evidenced by the widespread, serious, and costly problems that are often encountered when development occurs within these areas. Examples of such problems include failing foundations of pavements and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor drainage.



Due to the relatively flat topography within and immediately outside of the village, the few natural features that exist in Pulaski, such North, Middle, and South Branches of the Little Suamico River and the Franciscan Fathers' Woods all combine to help create the village's natural character. In order for the village to maintain these features that make Pulaski desirable to both new and existing residents alike, it must strike a balance between development and the natural environment. This chapter will examine ways to build upon these resources to establish and promote a community identity, while at the same time preserving the land and character that the residents enjoy.

#### Inventory and Analysis

This section of the Village of Pulaski Comprehensive Plan identifies the natural, cultural, and agricultural resources within the village, notes current and future issues associated with each resource, and proposes actions and programs that the village should undertake to address those issues.

## **Soils**

Soil is one of the major building blocks of the environment. It is the interface between what lies above the ground and what lies underneath. The relationships between soil and agriculture are obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In Brown County, as elsewhere in North America, little attention is given to soils in regard to the location and type of future development. Among the reasons for this is the complacency by many that modern engineering technology can overcome any problems associated with soils. While this is true, the financial and environmental costs associated with overcoming soil limitations can often be prohibitive.

According to the Soil Survey of Brown County, Wisconsin, there is one major soil associations present in the Village of Pulaski. A soil association is "a landscape that has a distinctive proportional pattern of soils. It normally consists of one or more major soils, at least one minor soil, and is named for the major soils." The major soil association found in Pulaski is the Onaway-Solona Association.

### **Onaway-Solona Soil Association**

The Onaway-Solona Association consists of deep, well drained and somewhat poorly drained, nearly level to moderately steep soils found on glacial till plains that have loamy subsoil. This association encompasses about 6 percent of the county. Most of the soils in this association are cultivated and used for farming, but protection from runoff and erosion is necessary on the steeper slopes, and artificial drainage is necessary on the wetter soils. The Onaway soils are also suited for urban and suburban development. However, the seasonal high water table of the Solona soils have moderate to severe limitations for home sites or other non-farm purposes, particularly for those with conventional septic systems.

### **Productive Agricultural Lands**

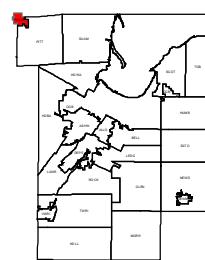
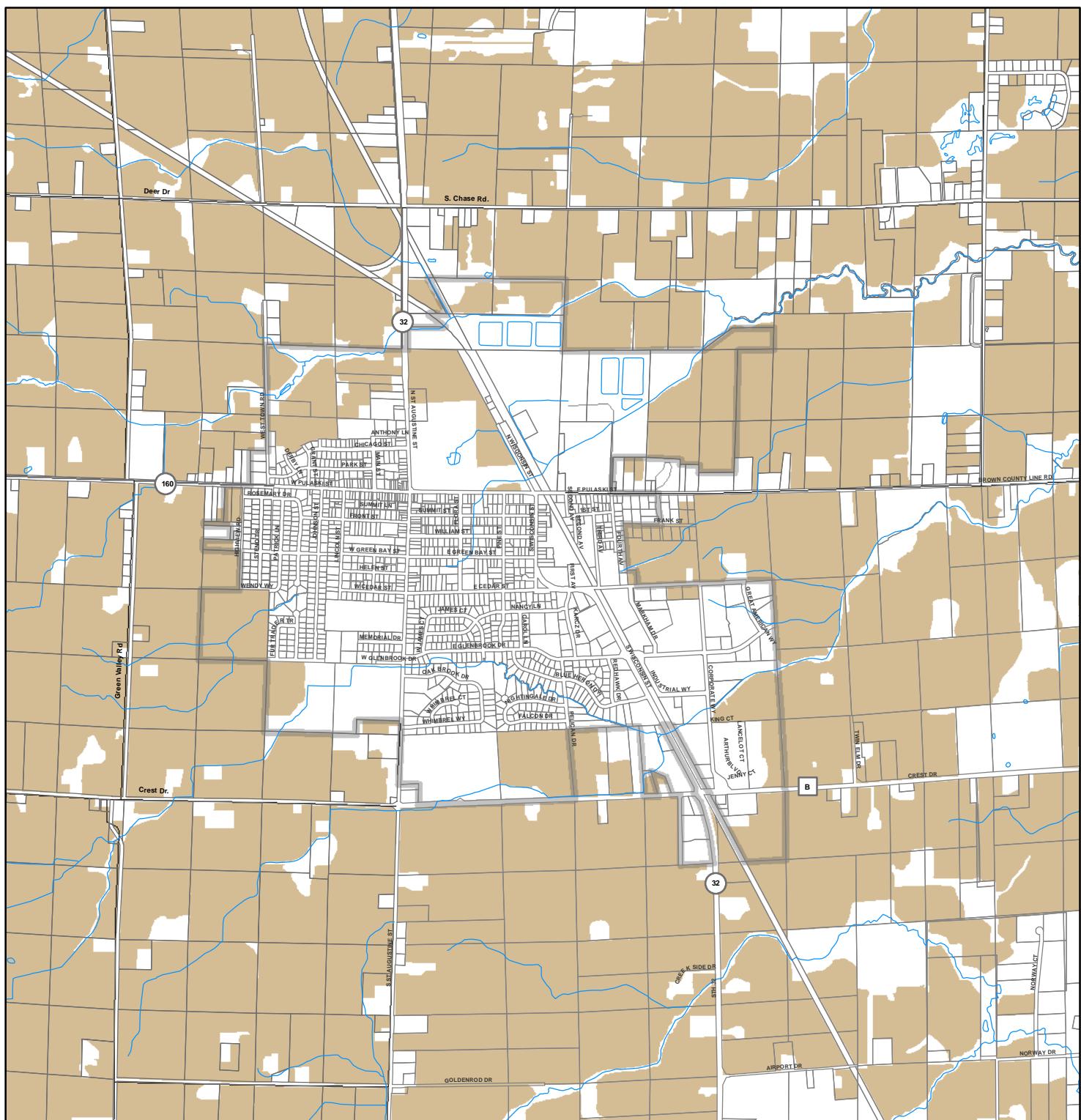
The Brown County Comprehensive Plan and the Brown County Farmland Preservation Plan both identify Brown County's farmlands as irreplaceable resources that are necessary to the continued well-being of the county's economy. The Brown County Farmland Preservation Plan further states that the protection of these farmlands and orderly rural and urban growth are deemed to be in the broad public interest.

Agricultural lands within the village are located at the fringes of Pulaski's corporate boundaries, but account for 355.6 acres or 20.73 percent of the village's total acreage.

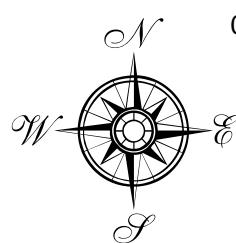


Agricultural areas in Pulaski are generally large, contiguous tracts of lands that are still actively farmed. Residential development in the southwestern corner of the village and

Figure 7-1  
**Productive Agricultural Lands**  
*Village of Pulaski, Brown, Oconto, and Shawano Counties, WI*



Productive Agricultural Lands



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Map prepared by PALS, Brown County Planning Department, January 2007.

Source: PALS, Brown County Planning Commission

commercial development in the southeastern corner of the village recently converted some formerly agricultural lands into homes and businesses.

As Pulaski continues to grow, it is envisioned that its agricultural lands will continue to be converted to other uses. It is recommended that the village focus its development efforts upon those farmlands that are immediately adjacent to current development and infrastructure. Low impact, conservation-oriented farming practices within and adjacent to the village should be encouraged to help ensure a minimum of conflicts between the farm operations and adjacent urban development. It is also recommended that those farmlands comprised of larger or numerous contiguous parcels continue to be farmed as unobtrusively as possible until such time as infrastructure may be extended in a cost-effective manner and development may be accommodated in a compact and efficient manner.

### **Watersheds and Surface Waters**

Surface water is one of the most important natural resources available in a community. Surface waters provide recreational opportunities, as well as peace and solitude to anglers, boaters, hunters, water skiers, swimmers, and casual observers alike. Some surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, and can be a source of drinking water for communities and a source of process water for industry and agriculture. Lands immediately adjacent to such waters have an abundance of cultural and archeological significance because they were often the location of Native American and early European settlements.

The Village of Pulaski contains four significant areas of surface water, including the Little Suamico River, South Branch of the Little Suamico River, village fishing pond, and former pickle plant lagoons. The North, Middle, and South Branches of the Little Suamico River converge to create the Little Suamico River to the east of the village in Oconto County near Brookside Drive. All surface waters in the Village of Pulaski are within the Little Suamico River watershed. A brief description of each surface water feature follows:

- The North Branch Little Suamico River – flows west to east through a small portion of the northern part of the village, past the former pickle plant lagoons. This area of Pulaski is more rural in nature with wooded wetlands and agricultural uses predominant. The part of the North Branch Little Suamico River that flows through the village is generally intermittent in nature and subject to flashy flows of water due to storm or melting snow runoff events. Nonpoint source rural runoff from agricultural fields or construction sites is the primary threat to the stream.
- The Middle Branch Little Suamico River – flows southwest to northeast through the heart of the village, where it is either channelized or storm sewered. The Middle Branch exits a storm sewer south of Dr. V.J. Shippy Park and continues through the Franciscan Fathers' property, and village-owned natural areas thereby reaching the North Branch Little Suamico River. The stream is generally intermittent in nature and subject to flashy flows of water due to storm or melting snow runoff events. Nonpoint source urban runoff from parking lots, streets, and construction sites is the primary threat to the stream.

- The South Branch of the Little Suamico River – flows west to east through a primarily residential area of the village before exiting the village and flowing to the northeast, and connects with the North Branch of the Little Suamico River to form the Little Suamico River near Brookside Drive in the Town of Chase. The South Branch of the Little Suamico River is intermittent through the village and subject flashy flows of water due to storm or melting snow runoff events. Due to large wooded areas along this section of the South Branch, nonpoint source runoff is not as large a threat to the health of the creek within the village. However, as it exits Pulaski, it is subject to negative impacts from rural nonpoint source pollution including agricultural and construction site erosion.
- The village fishing pond is located in the northeastern part of the village near the wastewater treatment plant. The village recently installed an Americans with Disabilities Act compliant fishing dock and is used throughout the spring, summer, and fall by Pulaski residents. The pond has an overabundance of stunted panfish due to a lack of predator fish. Stocking predator fish in the pond would help to improve the size of panfish and diversify fishing opportunities.



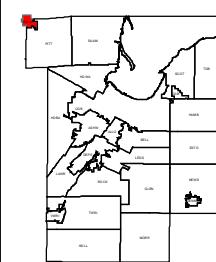
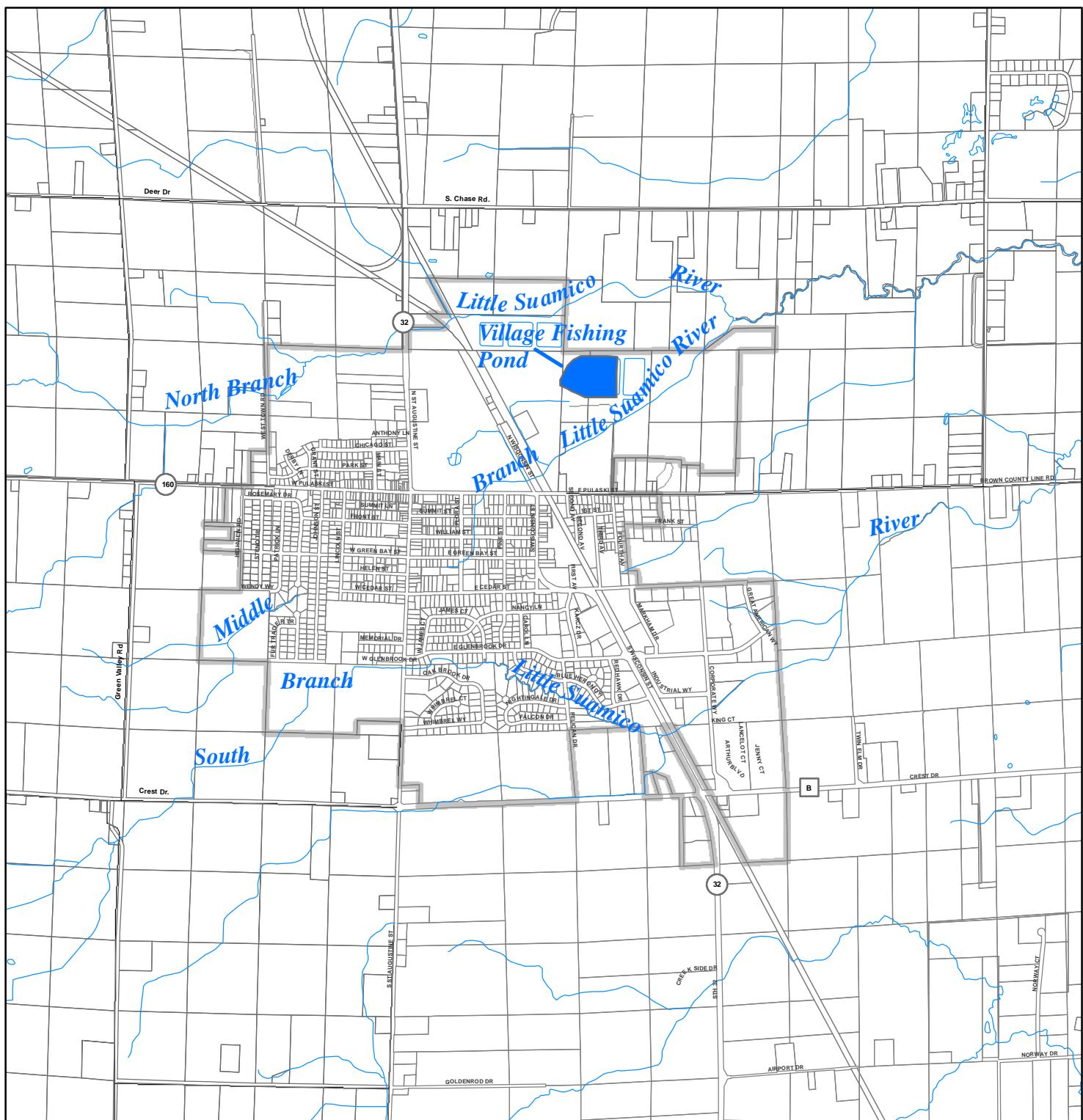
- The three ponds located in the northern part of the village were formerly used as lagoons to hold wastewater from pickle processing, prior to discharging the wastewater into the Little Suamico River. The ponds are slowly filling in and now, in conjunction with the surrounding wooded areas, provide vital habitat for a number of wildlife species.

Although the village's streams are considered intermittent, or ephemeral, waterways, they provide sites for infiltration of surface water into groundwater reservoirs and provide habitat for many plants and animals. Small intermittent waterways and wetlands are where most nutrients and many contaminants enter the waters that are used for drinking and recreation.

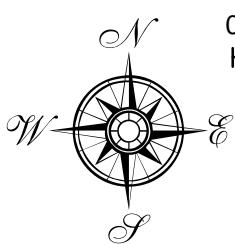
Sheet flow, which is simply water that flows across the land surface after a rainfall, can also be considered a surface water resource, and how it is managed is very important. As water flows across the surface of the land, it picks up nutrients and contaminants, and these dissolved substances are then carried into larger surface water bodies and into groundwater. As a result, anything applied to the land's surface almost immediately enters surface waters and, eventually, the groundwater.

Because of the importance of surface waters, numerous federal, state, and local laws and regulations have been created to protect them. They range from the commerce clause of the United States Constitution to county shoreland and floodplain zoning regulations. The most heavily regulated waters are those that are determined to be natural and deemed by the WDNR to be navigable.

Figure 7-2  
Surface Waters  
Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



Village Fishing Pond  
— Streams and Rivers



This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department, January 2007.

Source: PALS, Brown County Planning Commission

As shown in Figure 7-2, the primary surface water features in the Village of Pulaski are the Little Suamico River, South Branch of the Little Suamico River, the village fishing pond, and the “pickle ponds”. The village should continue its efforts to utilize its surface water features for public recreation, wildlife habitat, and public enjoyment and improve surface water quality by continually improving stormwater management techniques to remove non-point source pollutants.

### **Floodplains**

Floodplains are natural extensions of waterways. All surface waters possess them, but the size of the floodplain can vary greatly. They store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide habitat and serve as filters for pollution.

Like surface waters, the importance of floodplains is also recognized and is regulated by federal, state, county, and local governments. The State of Wisconsin mandates floodplain zoning for all communities under Wisconsin Administrative Code NR 116. These minimum standards must be implemented in order to meet eligibility requirements for federal flood insurance.

For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that has a 1 percent chance of being flooded in any given year. There are identified flood hazard areas identified within the village along all three branches of the Little Suamico River and a few tributaries. The mapped 100-year floodplains are shown in Figure 7-3.

Pulaski regulates floodplains within its municipal boundaries through its Floodplain, Shoreland and Wetland zoning district as specified in Chapter 52 of the Pulaski Code of Ordinances. The floodplain regulations identify permitted and prohibited uses, allowable accessory uses, and floodproofing standards for residential structures when located within the floodfringe district. Additionally, where regional flood data is not available or where the floodways have not been delineated, the village has a general floodplain district, which also identifies restrictions and requirements regarding development in this district.

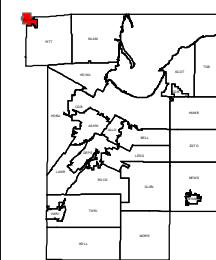
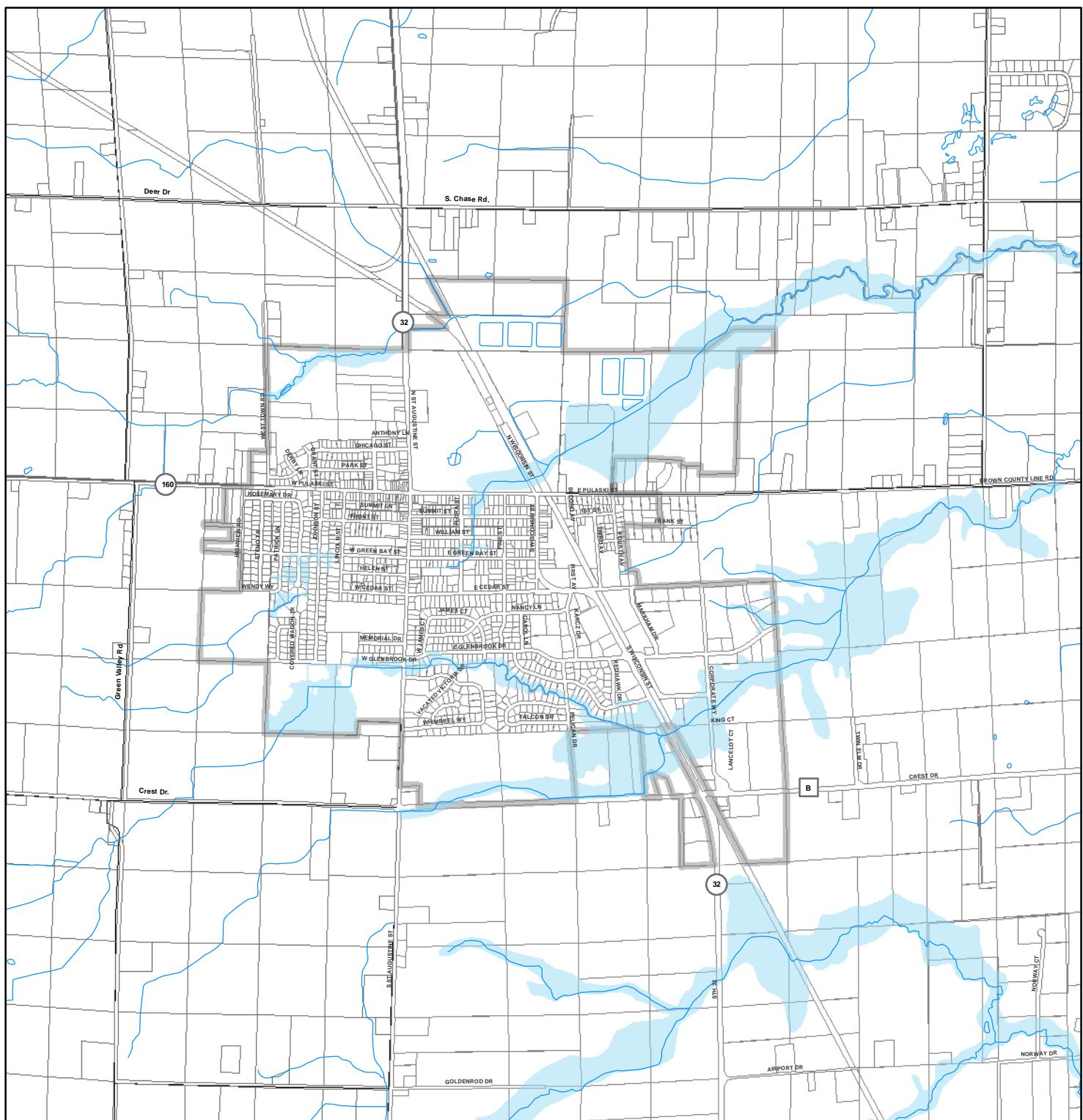
Pulaski should update this ordinance when the new Federal Emergency Management Agency (FEMA) floodplain maps are finalized to account for any changes in identified floodway or floodfringe designations within the village. The maps are currently preliminary and are undergoing quality control review and testing.

Figure 7-4 presents a diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe.

There are several threats to floodplains and the resource values that they represent:

- **Filling**, which might diminish the flood storage capacity of the floodplain. This could have the effect of raising the flood elevation or increasing flow velocities to the detriment of upstream or downstream properties.
- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.

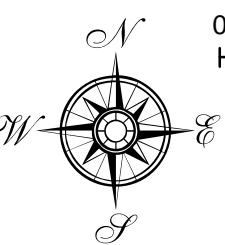
Figure 7-3  
100-Year Floodplains  
Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



100-Year Floodplains

Streams and Rivers

Data Sources: Brown County Planning Commission,  
East Central Wisconsin Regional Planning Commission  
Oconto County Land Information Office



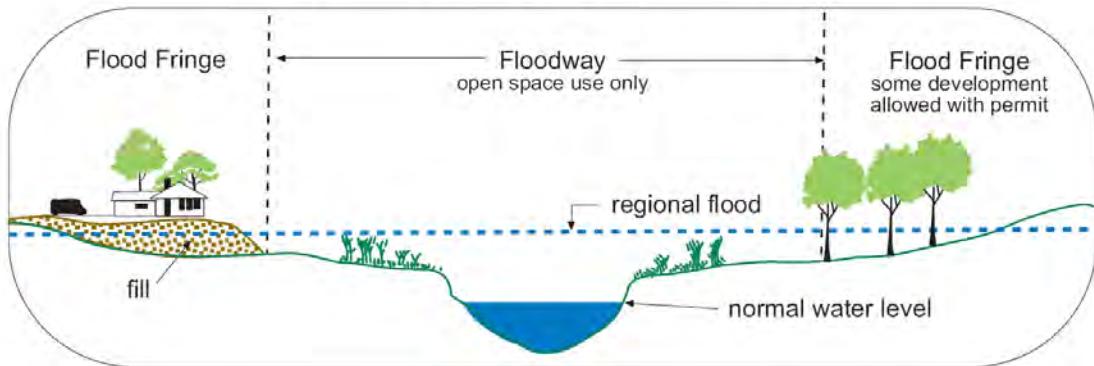
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Map prepared by PALS, Brown County Planning Department.  
January 2007.

Source: PALS, Brown County Planning Commission

Figure 7-4

## Floodlands and Floodplain Zoning



### Definitions

**Floodplain** - That land which has been or may be covered by floodwater during the regional flood. The floodplain includes the floodway and flood fringe areas.

**Floodway** - The channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodway is the most dangerous of the floodplain. It is associated with moving water.

**Flood Fringe** - The portion of the floodplain outside of the floodway, which is covered by floodwater during the regional flood. It is associated with standing water rather than flowing water.

**Regional Flood** - That area where large floods are known to have occurred in Wisconsin, or which may be expected to occur, at a frequency of one percent during any given year. Also referred to as the 100-year floodplain or 100-year recurrence interval flood hazard area.

Source: Wisconsin Department of Natural Resources

- **Impediments**, which include encroachment of buildings or undersized culverts and bridge openings. These manmade and natural impediments affect the size and proper functioning of floodplains and pose potential hazards to adjacent residents and passersby.
- **Impervious surfaces**, which can increase the velocity of the flood flows, increase the number of pollutants, reduce the amount of natural wildlife habitat, and limit the amount of infiltration of stormwater into the ground.

Due to the importance of floodplains for environmental, regulatory, and insurance purposes, it is recommended that the village continue to encourage (and require where appropriate) flood studies for all rivers and streams where development is proposed. Such flood studies should map both the floodway and the flood fringe portions of the 100-year recurrence interval flood hazard area, should be based upon full development of the drainage basin, and should be reviewed and approved by both the Wisconsin Department of Natural Resources and the Federal Emergency Management Agency (FEMA). If detailed flood studies are not undertaken and/or do not take into consideration the effects of future development of the watershed, future flooding events may be more extensive and cause greater property damage.

### **Shorelands and Stream Corridors**

Shorelands are the interface between land and water. In their natural condition, shorelands are comprised of thick and diverse vegetation that protect lakes, rivers, and streams. If these areas are developed, this vegetation is lost, and fish, wildlife, and water quality are damaged.

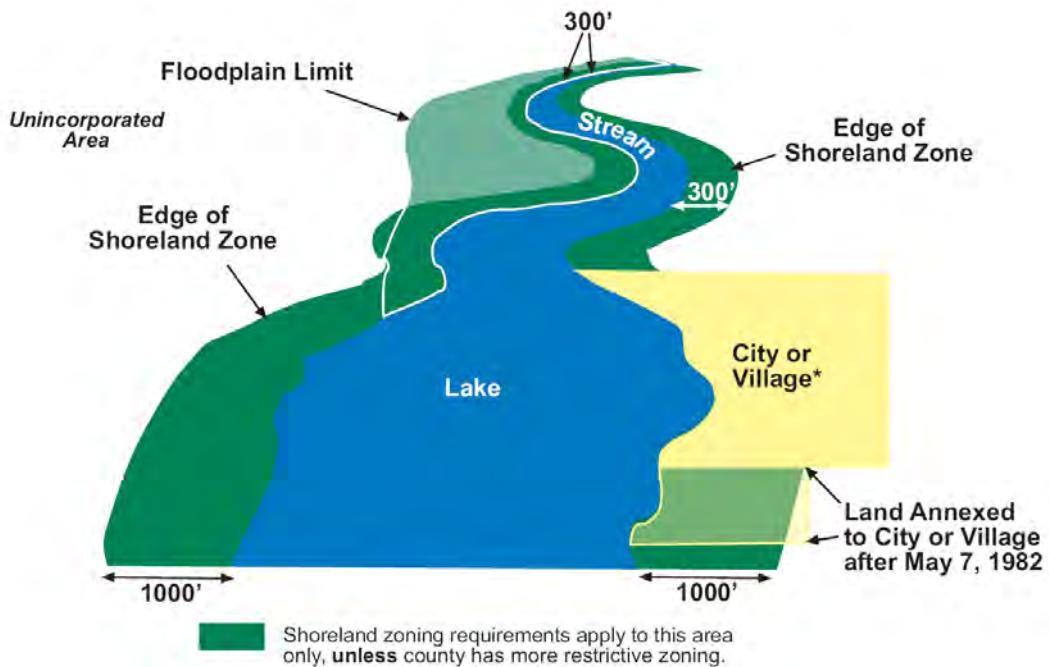
Like floodlands, the importance of shorelands is recognized and is regulated by state and local governments. Shoreland zoning is primarily intended to control the intensity of development near and to create a buffer around lakes, rivers, and streams. The buffer is intended to remain an undeveloped strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Wisconsin mandates shoreland zoning for all unincorporated communities and those parts of incorporated cities and villages that were annexed after May 7, 1982. According to NR 117, all cities and villages are required by Sec. 62.231 and 61.351 Stats. to adopt a shoreland-wetland zoning ordinance within six months after receiving a final wetland inventory map. Figure 7-5 presents a diagram of the state-mandated minimum shoreland zoning requirements. Pulaski regulates shorelands under Chapter 52 of the Village of Pulaski Code of Ordinances.

The shoreland restrictions do not apply to those waters that are determined to be non-navigable waters. However, all lakes, rivers, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the Wisconsin Department of Natural Resources (WDNR). Therefore, even though the three branches of the Little Suamico River and their associated tributaries may only intermittently have water in them, they may still be deemed "navigable" by the WDNR. According to the WDNR Waterway and Wetland Handbook:

*"Using the direction in DeGayner v. D.N.R., 70 Wis. 2d 936 (1975), a stream is navigable-in-fact if it is navigable by canoe or skiff on a recurring basis (i.e. annually during spring thaw) and has a discernable bed and banks."*

Figure 7-5

## Shorelands and Shoreland Zoning



### Definitions

**Shoreland Zone** - The shoreland zone is located within 1,000 feet of the ordinary high water mark (OHWM) of a "navigable" lake, pond, or flowage or within 300 feet of the OHWM of a "navigable" stream or river or to the landward side of the floodplain, whichever distance is greater.

**Ordinary High Water Mark** - The ordinary high water mark is the boundary between upland and lake or riverbed. It is the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristics.

**Navigable** - Generally, a waterway is navigable if it has a bed and banks and can float a canoe at some time each year - even if only during spring floods. Even small intermittent streams that are seasonally dry may meet the test of navigability. Navigable lakes and streams are public waterways protected by law for all citizens.

**Unincorporated Areas** - Lands lying outside of incorporated cities or villages.

Source: Wisconsin Department of Natural Resources

If there is any question as to a waterway's navigability, a person should contact the WDNR to obtain an official "navigability determination", particularly prior to any development activity.

As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. In addition, research being conducted by the DNR and others indicates that current state-mandated shoreland zoning standards might not be adequate to properly protect water quality and shoreland ecosystems.

Under current regulatory requirements, the 75 feet closest to navigable waters are generally off limits to development, but development could occur within the remainder of the shoreland area with receipt of appropriate permits and approvals, and agricultural activities could continue within the shoreland area.

Although Pulaski has minimal shoreland areas, the village should take advantage of federal, state, and county funding and other assistance to establish vegetative stream buffers to further filter out sediments and other associated pollutants along the unnamed tributary that flows through the village.

### **Wetlands**

Wetlands are characterized by water at or near the ground level, by soils exhibiting physical or chemical characteristics of waterlogging, or by the presence of wetland-adapted vegetation. Wetlands are significant natural resources that have several important functions. They enhance water quality by absorbing excess nutrients within the roots, stems, and leaves of plants and by slowing the flow of water to let suspended pollutants settle out. Wetlands help regulate storm runoff, which minimizes floods and periods of low flow. They also provide essential habitat for many types of wildlife and offer recreational, educational, and aesthetic opportunities to the community.



There are two broad classifications of wetlands: perennial wetlands and ephemeral (intermittent) wetlands. Perennial wetlands are inundated with water for much of the year and develop classic wetland characteristics, such as soil mottling. Perennial wetlands usually support populations of water-loving plants. Ephemeral wetlands, which are sometimes called intermittent

wetlands due to soil type and topography, often do not develop classic wetland characteristics since they are flooded only part of the year. Both types of wetlands are equally important.

The primary threat to wetlands is filling. Although an array of federal, state, and local regulations helps with protection, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through the placement of drain tile and rerouting of surface water. Some agricultural areas are actually former wetlands that would probably revert back to wetland character if left alone for a period of time.

Even if wetlands are not directly filled, drained, or developed, they still may be impacted by adjacent uses. Salutation from erosion or pollutants entering via storm water runoff can destroy the wetland. Previously healthy and diverse wetlands may be reduced to degraded "muck holes" where only the hardiest plants like cattails can survive. Invasive plant species, such as purple loosestrife or phragmites, can also negatively affect wetlands.

Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In addition, under certain situations, agricultural activities may also be regulated within wetlands. In this regard, the village should take full advantage of federal, state, and county funding and other assistance in the protection of existing wetlands and restoration of drained wetlands.

As shown on Figure 7-6, the WDNR digital wetlands inventory identified approximately 35 acres of wetlands within the village. The wetlands are limited to areas along the South Branch of the Little Suamico River and an area near the former pickle plant ponds in the northern part of the village. The largest contiguous wetland complex is located just northwest of the intersection of Crest Drive and STH 32, of which part is within the Town of Pittsfield. Because of the inaccuracies inherent in the Wisconsin Wetlands Inventory, the village may wish to accurately field-verify and map all of its wetlands to ensure that they are not disturbed and to further streamline the development process.

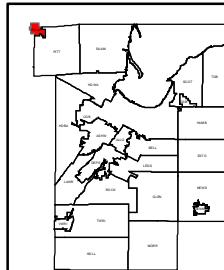
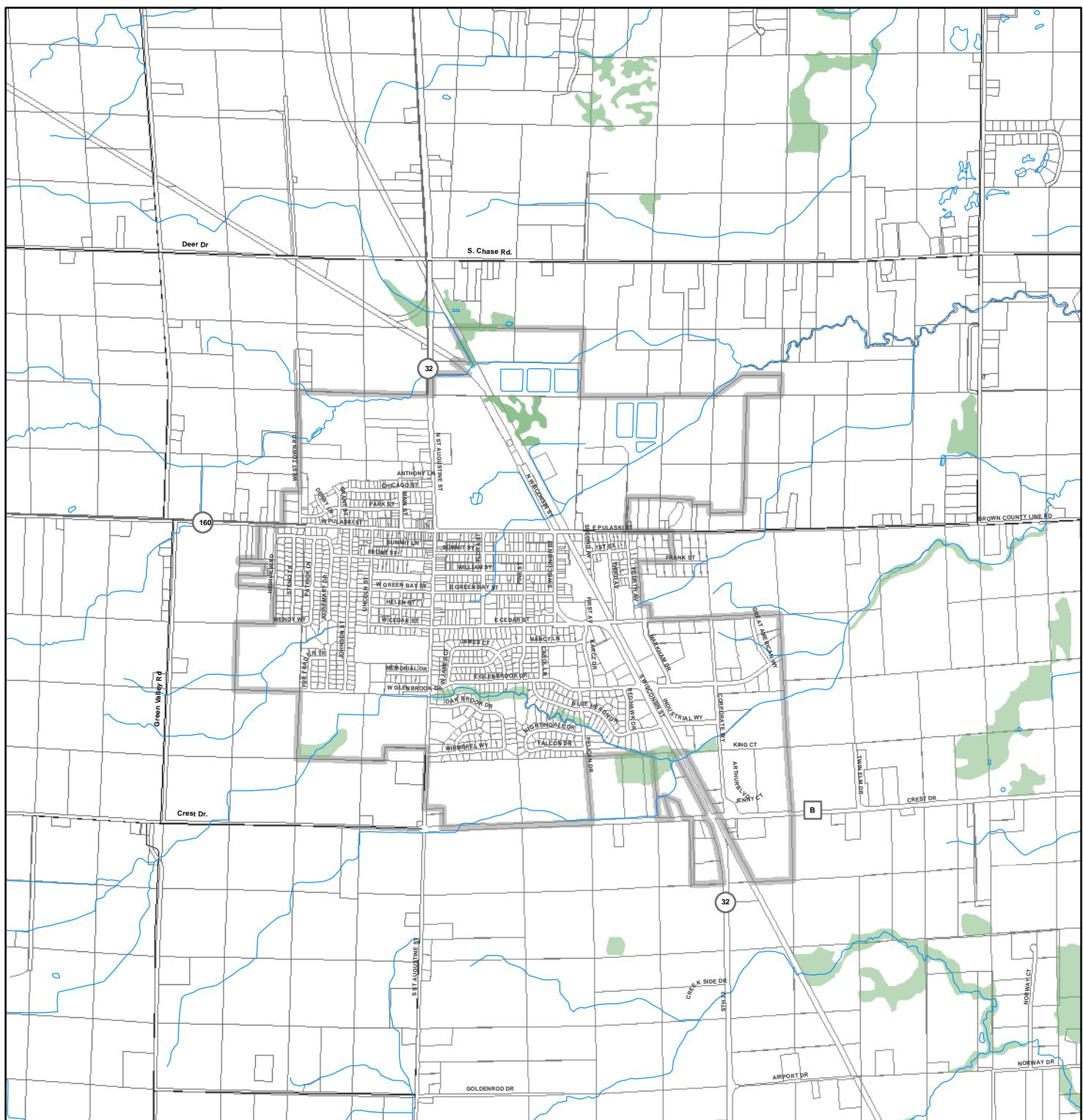
### **Environmentally Sensitive Areas**

Environmentally sensitive areas (ESAs) are defined by the Brown County Planning Commission as portions of the landscape consisting of valuable natural resource features that should be protected from intensive development. They include all lakes, rivers, streams, wetlands, floodways, and other locally-designated significant and unique natural resource features. ESAs also include a setback or buffer from these features. In addition, they include areas of steep slopes (slopes 12 percent or greater) when located within or adjacent to any of the features previously noted (see Figure 7-7 for the locations of the village's ESAs). Research and experience from throughout Wisconsin indicate that the potential exists for significant water quality impacts if these areas are developed.

Identification and protection of ESAs are required by both state and county regulations under Wisconsin Administrative Code NR 121 and the Brown County Sewage Plan, as well as the Brown County Subdivision Ordinance. They are enforced during the review and approval of all land divisions and/or public sanitary sewer extensions. The intent of the ESAs is to protect water-related natural resource features from the adverse impacts often associated with development.

Landowners within the village with water-related natural resource features on their property are encouraged to contact the Brown County Planning Commission for information about regulations involving the ESA when considering splitting off land for sale. The village zoning administrator should also contact the Brown County Planning

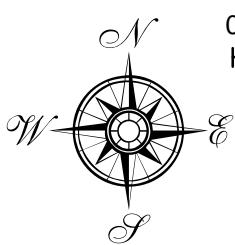
Figure 7-6  
**Wetlands**  
**Village of Pulaski, Brown, Oconto, and Shawano Counties, WI**



Wetlands

— Streams and Rivers

Data Sources: Brown County Planning Commission,  
 East Central Wisconsin Regional Planning Commission  
 Oconto County Land Information Office  
 Wisconsin Dept. of Natural Resources



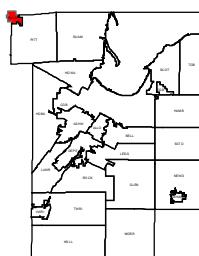
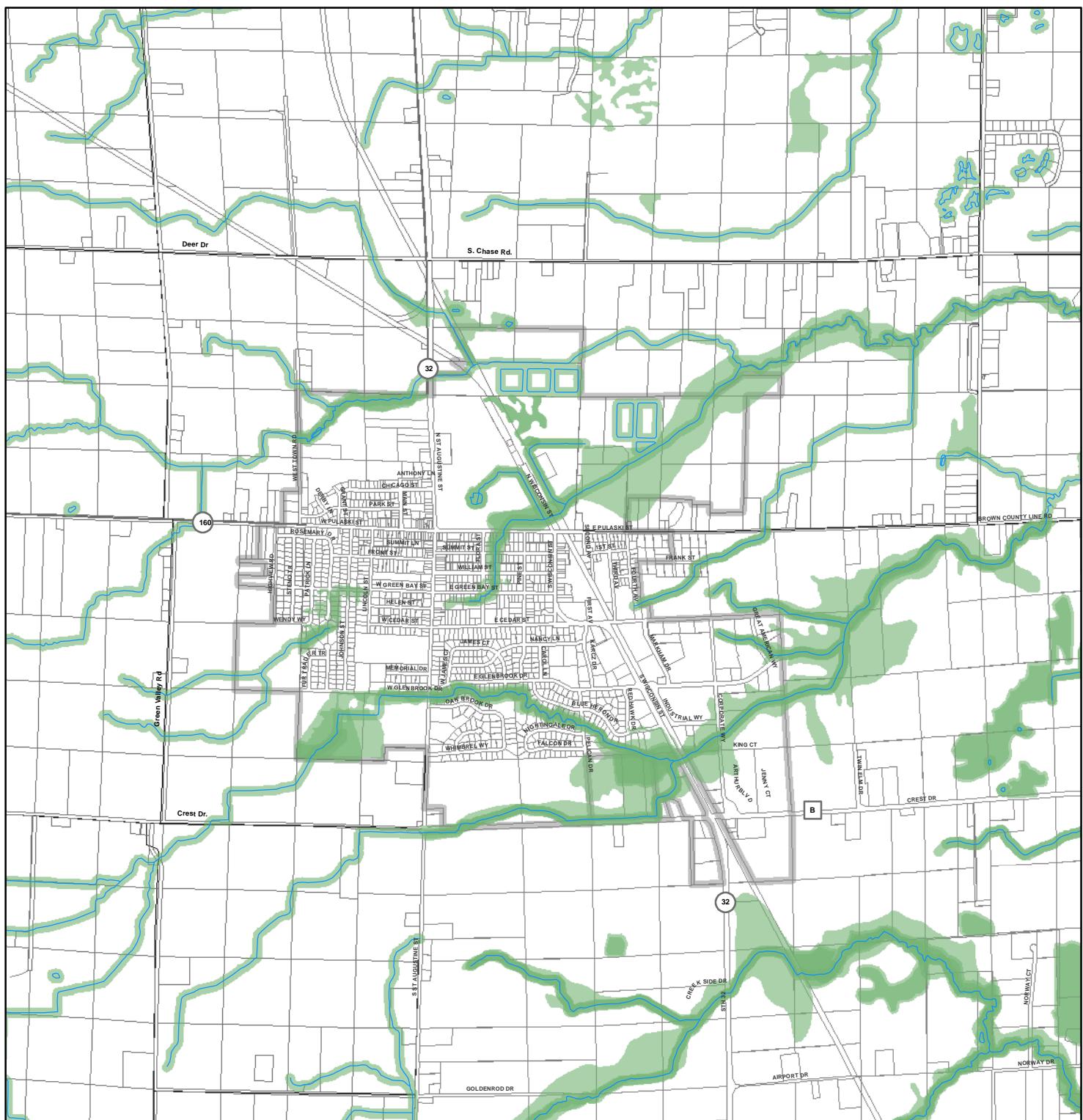
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Map prepared by PALS, Brown County Planning Department.  
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Source: PALS, Brown County Planning Commission

Figure 7-7

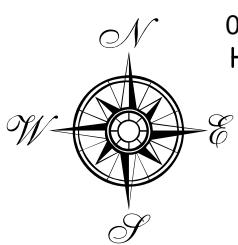
## Environmentally Sensitive Areas Village of Pulaski, Brown, Oconto, and Shawano Counties, WI



Environmentally Sensitive Areas

— Streams and Rivers

Data Sources: Brown County Planning Commission,  
East Central Wisconsin Regional Planning Commission  
Oconto County Land Information Office  
Wisconsin Dept. of Natural Resources



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Map prepared by PALS, Brown County Planning Department.  
February 2007.

Source: PALS, Brown County Planning Commission

Commission about enforcement and regulation of ESAs that appear on Brown County subdivision plats and certified survey maps.

In general, development and associated filling, excavation, grading, and clearing are prohibited within ESAs. However, farming and landscaping are allowed within these areas, and certain non-intensive uses, such as public utilities and public recreation, are often allowed within these areas. Research and experience from throughout Wisconsin indicate that the potential exists for significant adverse water quality impacts if these areas are developed. Threats to ESAs are similar to floodplains and shorelands. In addition, the quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or remove native vegetation from the lands within or immediately adjacent to the ESAs.

Such disturbances can also introduce invasive plant species to the ESAs, which can result in loss of native vegetation, diversity, and habitat. In conjunction with erosion control and stormwater management practices, protection of the ESAs can provide numerous benefits, including:

- Recharge of groundwater.
- Maintenance of surface water and groundwater quality.
- Attenuation of flood flows and stages.
- Maintenance of base flows of streams and watercourses.
- Reduction of soil erosion.
- Abatement of air pollution.
- Abatement of noise pollution.
- Favorable modification of microclimates.
- Facilitation of the movement of wildlife and provision of game and non-game wildlife habitat.
- Facilitation of the dispersal of plant seeds.
- Protection of plant and animal diversity.
- Protection of rare, threatened, and endangered species.

ESAs located outside of sewer service areas (areas in a municipality where the extension of public sanitary sewer can be provided) do not come under protection by Brown County unless they are located within a proposed subdivision plat or certified survey map. While some level of protection of ESAs occurs via various levels of county, state and federal government through enforcement of shoreland, floodplain, and wetland regulations, ultimate protection of these important areas is best accomplished by the local unit of government. Local protection is sometimes afforded these natural areas through the village zoning ordinance via a conservancy zoning classification. Pulaski should consider conservancy zoning protection for the ESAs located within the village. Doing this would go a long way towards maintaining the character of the village and preserving environmental features that are attractive to present and future generations of residents.

It is recommended that the Village of Pulaski work proactively to identify and educate the village's residents of the importance of the ESAs.

## **Groundwater**

As shown in Figure 7-8, groundwater begins as precipitation. This precipitation (rain or snow) falls upon the land. Some of the precipitation runs off into lakes, rivers, streams, or wetlands. Another portion evaporates back into the atmosphere or is absorbed by plants. Groundwater is that precipitation that soaks into the ground past plant roots and down into the subsurface soil and rock. A layer of soil or rock that is capable of storing groundwater and yielding it to wells is called an aquifer. There can be a number of aquifers within an area, one above another.

The top of the aquifer closest to the ground's surface is called the water table. It is the area below which all the openings between soil and rock particles are saturated with water. Like surface water, groundwater moves from high areas to low areas. It discharges at those places where the water table intersects the land's surface, such as in lakes, streams, and wetlands, providing a base flow for those water features.

Groundwater is currently the source of the Village of Pulaski's drinking water. Drinking water for the village is drawn from the groundwater through two wells. As with all communities, it is very important that groundwater be protected. The greatest threats to groundwater are contamination and overuse. The village currently has a more than adequate supply of high-quality drinking water.

With regard to potential contamination, the most common sources include feedlots, improper manure storage and spreading, cracked manure pits, irrigation, fertilizers, and pesticides, and within the urbanizing areas include scrap/junkyards, leaking underground storage tanks, and various contaminants found in urban stormwater runoff. According to the WDNR, Pulaski's water supply meets the requirements for the state and federal maximum contaminant level for inorganic, radioactive, unregulated, and volatile organic contaminants.

Even though the WDNR database shows no harmful levels of contaminates at this time, as with all public water sources, the village's wells are required to be monitored and continually tested for any potential contaminants.

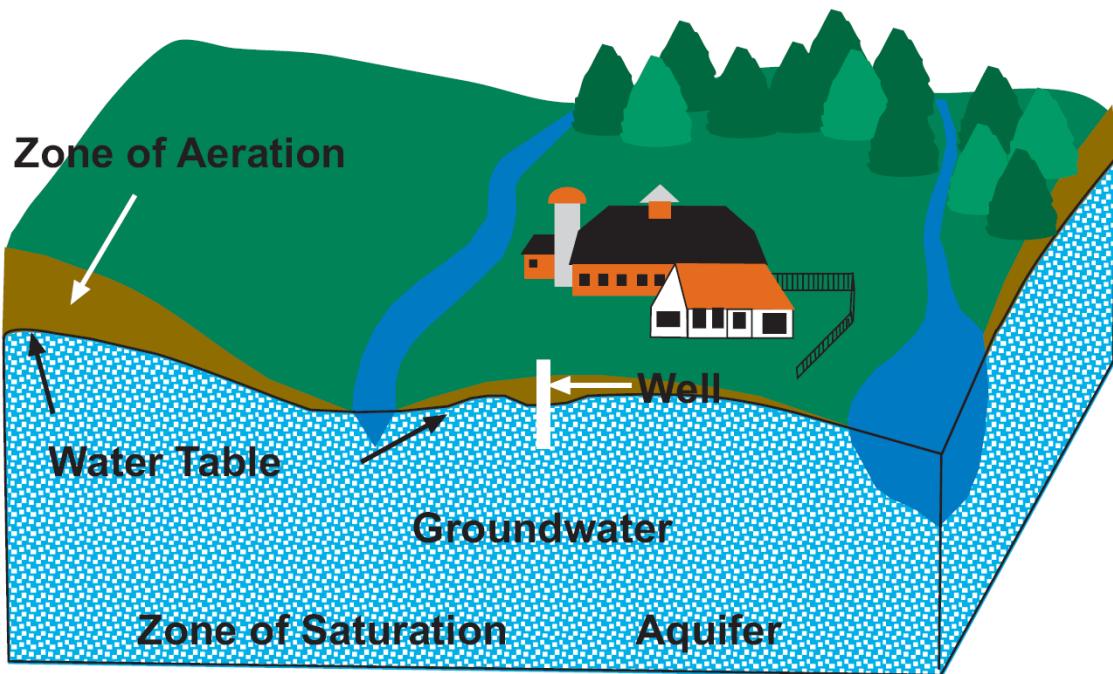
One method Pulaski could help to ensure a safe supply of drinking water is to adopt a Wellhead Protection ordinance. This type of ordinance regulates village land uses within the well's recharge area. Potential sources of contamination include uses such as animal feedlots, junk yards, and chemical storage. Since, the entire recharge area is too large to manage efficiently, an individually determined separation distance between potential sources of contamination and wells is recommended. This distance should be determined based on the potential threat of the specific contaminant.

## **Woodlands**

Few woodlands are present within the village (see Figure 7-9). What does exist is generally small and scattered. The largest area of contiguous woodlands is located on the Assumption B.V.M. Parish grounds and is



**Figure 7-8**  
**Groundwater**



**Definitions**

**Groundwater** - The water below the water table contained in void spaces (pore spaces between rock and soil particles or bedrock fractures).

**Water Table** - The water surface in an unconfined aquifer; the level below which the pore spaces in the soil or rock are saturated with water; the upper surface of the zone of saturation.

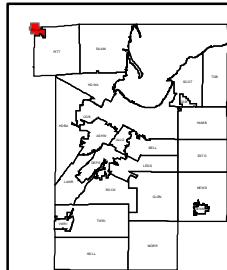
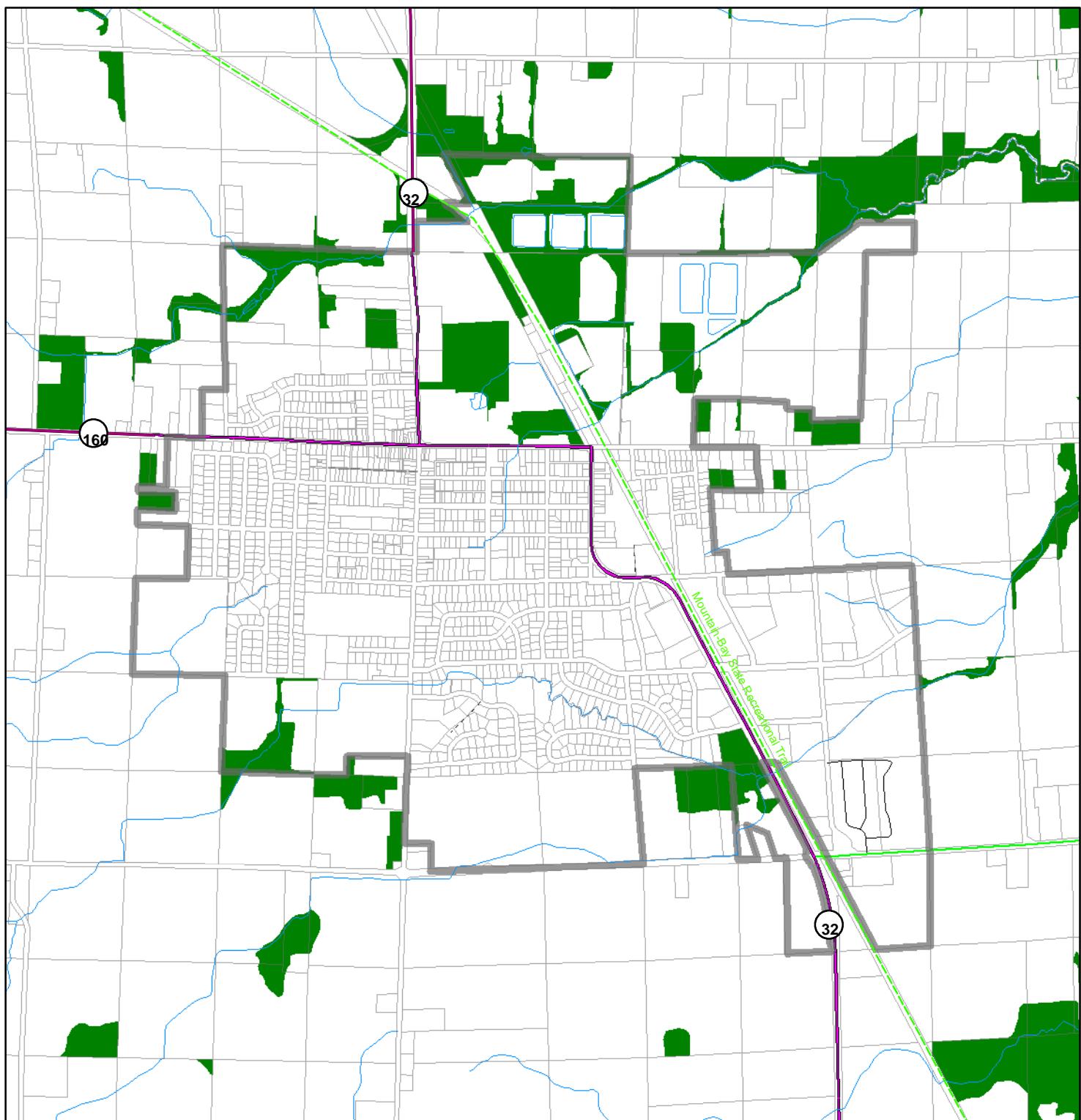
**Aquifer** - A saturated geologic formation (rock or sediment) capable of storing, transmitting, and yielding reasonable amounts of groundwater to wells and springs.

**Zone of Saturation** - The zone in which the pore spaces between soil and rock particles are completely filled with water. The water table is the top of the zone of saturation.

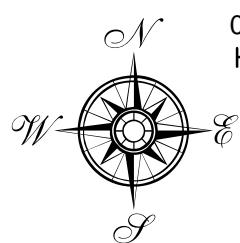
**Zone of Aeration** - The zone between the land surface and the water table in which the pore spaces between soil and rock particles contain water, air, and/or other gases.

Source: Portage County Groundwater Citizens Advisory Committee

Figure 7-9  
**Woodlands**  
*Village of Pulaski, Brown, Oconto, and Shawano Counties, WI*



- State Highway
- County Highway
- Municipal Boundary
- Streams and Rivers
- Woodlands



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Map prepared by PALS, Brown County Planning Department, January 2007.

Source: PALS, Brown County Planning Commission

approximately 20 acres in size. Other wooded areas in Pulaski include the South Branch Suamico River corridor, the wetland complex at along STH 32 at the southeastern corner of the village, and within the village-owned disc golf course and fishing pond area.

The aforementioned wooded areas are not likely to be developed for a variety of reasons, due to public or non-profit ownership (village or Assumption B.V.M.) or the fact that they are along water courses or wetlands (South Branch Suamico River or along STH 32). Even small areas of woods as is present in Dr. V.J. Shippy Park, Glenbrook Acres Park, or in other isolated pockets of the village provide habitat for songbirds and small mammals, as well as enjoyment for the general public.

### **Wildlife Habitat**

Since much of the land in Pulaski is already developed or actively farmed, the best remaining wildlife habitat within the village is contained within its woodlands, wetlands, and drainage corridors. However, these areas are still affected by development around their edges, by regional issues (such as water quality), and by potential invasion of exotic species, particularly purple loosestrife, phragmites, and reed canary grass.

Preservation of wildlife habitat is another reason why it is very important to protect surface waters, floodplains, shorelands, wetlands, and woodlands. It is assumed for purposes of this comprehensive plan that should these areas be adequately protected and preserved, so would wildlife habitat.



### **Threatened and Endangered Species**

Federal and state laws protect endangered and threatened species. This protection is usually accomplished during the federal and state permit review process and includes prohibitions of the killing, harming, collecting, capturing, or harassing of protected species during many land-disturbing activities. Protection of such species is a valuable and vital component of sustaining biodiversity.

An endangered species is one whose continued existence is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. The Bureau of Endangered Resources within the Wisconsin Department of Natural Resources monitors endangered and threatened species and maintains the state's Natural Heritage Inventory (NHI) which maintains data on the generalized locations and status of rare species in Wisconsin.

According to the NHI, threatened or endangered species of general communities, fish, invertebrates, or plants occurring within or in proximity to the Village of Pulaski include the following:

- Redside Dace (Fish)
- Blanding's Turtle (Herptile)
- Snow Trillium (Plant)
- Slippershell Mussel (Invertebrate)

The primary threat to threatened and endangered species is the loss of habitat due to development and nonpoint source pollution. Federal and state regulations discourage and sometimes prohibit development where such species are located. This is also another reason why it is very important to protect and preserve the village's surface waters, floodplains, shorelands, wetlands, and woodlands where many endangered and threatened species remain.

### **Scenic Resources and Topography**

The village's topography is exceptionally flat, with minimal changes in topography, except for the immediate bed and banks of the streams that flow through the village. Topography within the planning area becomes more diverse as one continues east into the eastern part of the Town of Pittsfield.

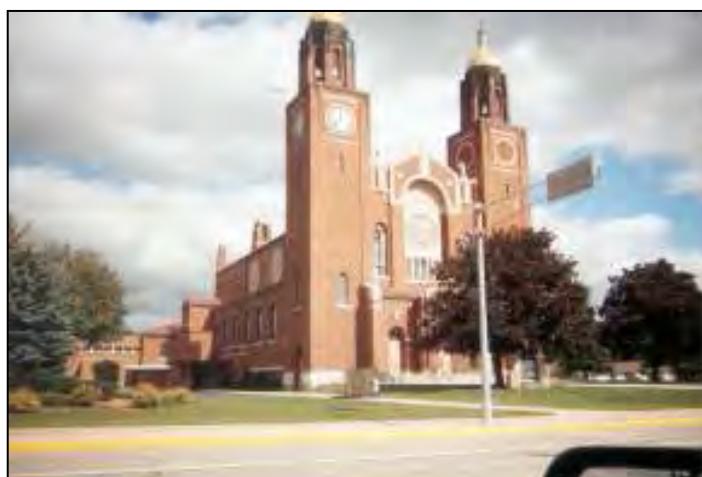
### **Mineral Resources**

Under Section 51.25 of the Pulaski Code of Ordinances, the operations or activities for the extraction of mineral aggregates such as stone, sand, gravel, and other nonmetallic minerals is prohibited within the Village of Pulaski.

### **Historic Buildings**

The Wisconsin Architecture and History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS), which tracks historically significant structures, sites, or objects. These sites collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. There are 37 records listed in the AHI for the Village of Pulaski. However, none are listed in the national or state registry of historic places.

As the village develops and redevelops, it should take into account these potentially historic structures and work with the property owners to refurbish the buildings in a historically sensitive way. These redeveloped buildings can then be utilized to help draw residents and tourists and serve to maintain the village's unique identity. The village should work with the State Historical Society to consider appropriate designation and preservation of potential historic sites as they are identified to maintain examples of Pulaski's culture and history.



The Wisconsin Historical Society's Division of Historic Preservation administers tax credits to home owners for repair and rehabilitation of historic homes. For homes to be eligible it must be listed on the state or national register, contribute to a state or national register historic

district; or be determined through a tax credit application process to be eligible for individual listing in the state register. Tax credits are applied as a dollar-for-dollar credit toward a property owner's state income taxes.

### **Archeological Resources**

Archeological sites are windows to the past. They provide information and insight as to the culture of the previous residents of Pulaski. Current state law gives protection to all human burial sites. There are also programs and restrictions relating to other archeological sites. Developing these sites before they can be catalogued and studied is the major threat to this resource. Any residents finding evidence of archeological sites should contact representatives of the Neville Public Museum.

In the Village of Pulaski there are two identified cemeteries, including the Franciscan Fathers' Cemetery and St. Mary's (Assumption B.V.M) Cemetery. However, since a systematic archeological survey of the village has not been completed there may be more cemeteries and burial sites. It is recommended that the Village of Pulaski catalog all cemeteries and burials in the village under Wis. Stat. 157.70 to provide for the maximum protection of these important sites and to clearly define their boundaries. The village should work with the Wisconsin Historical Society and the Neville Public Museum to identify these sites. Processes for dealing with these sites during construction of new development should then be established, particularly for burial sites, which, as previously mentioned, are currently protected under state law.

### **Parks, Recreation, and Open Space**

Pulaski has a number of recreational properties which are owned and maintained by the village and school district. Figure 7-10 identifies these recreational sites. The park and recreation facilities are analyzed in the Utility and Community Facilities Chapter.

**Figure 7-10: Park and Recreation Lands in Pulaski**

| <b>Park or Recreation Land</b>             | <b>Owner</b>            | <b>Acreage</b> |
|--|-------------------------|----------------|
| Disc Golf Course and Fishing Pond          | Village                 | 83 acres       |
| Pulaski School District Facilities         | Pulaski School District | 34 acres       |
| Mountain-Bay State Recreational Trail      | WDNR                    | 30 acres       |
| Memorial Park                              | Village                 | 22 acres       |
| Polka Grounds (including camping area)     | Village                 | 18 acres       |
| Assumption B.V.M. Playground and Ballfield | Assumption B.V.M.       | 3 acres        |
| Dr. V.J. Shippy Park                       | Village                 | 2 acres        |
| Behrendt Park                              | Village                 | 2 acres        |
| Glenbrook Acres Park                       | Village                 | 2 acres        |
| Kazimierz Park                             | Village                 | 1 acre         |

It is important to continue to utilize existing natural resources for such uses as trails, picnic areas, etc. when identifying locations for future active or passive parks. The village should also continue to encourage the development of new parks and/or recreation areas within residential neighborhoods, and coordinate their development with adjoining communities, the school district, and regional outdoor recreation plans.

### **Community Design**

Issues related to community identity and community design generally pertain to improving or maintaining the village's identity and utilizing design elements, such as signage, landscaping, and architecture, to reinforce Pulaski's desired character. One of the top five issues from the visioning session and survey was to improve the appearance of the village's downtown. Other top issues dealt with improving the image of the village by enforcing building codes, developing new park facilities, and maintaining Pulaski's small-town charm.

A trap many communities fall into is allowing new developments that do not contribute to their unique identities. Rather, cookie-cutter developments are approved that oftentimes have the exact same designs, materials, and site plans as in other communities. This leads to a sameness of design across the country rather than design that is sensitive to the context of the specific community it is located in. It is critical that Pulaski utilize tools, such as its site plan review ordinance to not fall into this trap and instead continue to enhance its own unique history and character.



downtown. Therefore, there is a danger that Pulaski may lose its unique identity and

At this time, the village of Pulaski's downtown has its own distinctive identity. For instance, street trees, sidewalks, and banners line the streets, and refurbished downtown buildings are close to street with on-street parking in front. All of these features contribute to a comfortable pedestrian experience. However, these features do not extend out of the

pedestrian-friendly environment as one continues south on STH 32. When STH 32 is reconstructed, it is critical that the village work with the Wisconsin Department of Transportation to reconstruct it in a manner more conducive to the entrance to a community and extend those amenities in the downtown to the south.

Its cultural landmarks, especially public gathering places, also portray Pulaski's identity. The Mountain-Bay Trail, downtown, Assumption B.V.M. Church, and the Polka Grounds should spring to mind when one thinks of Pulaski. The following recommendations are intended to reinforce, and in some instances create, Pulaski's distinctive identity.

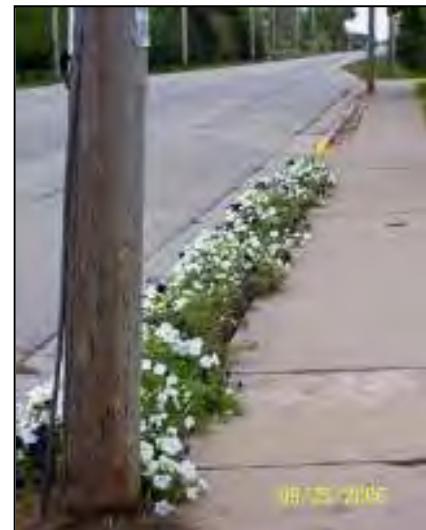
- The village's entrance corridors should be a focal point of Pulaski's efforts to reinforce the village's identity and provide a "welcome mat" to potential new residents and entrepreneurs. Techniques to improve the entranceways, and particularly the STH 32/Crest Drive intersection include:
  - Extending sidewalks to the Mountain-Bay Plaza shopping center and Super Ron's Supermarket to provide pedestrian accessibility to the nearby residential neighborhoods and users of the Mountain-Bay Trail.
  - Utilize traffic calming techniques in this area, including curb bump-outs and different colored crosswalk pavement.
  - If financially feasible, bury the overhead power lines to clear the sight lines into the village.
  - Work with the local businesses to minimize excessive or unappealing signage, particularly monopole pedestal type signage in favor of monument style signs.
  - Work with local community service groups to improve the landscaping around the "Pulaski" sign at the southern border of the village along STH 32.



- Downtown Pulaski

- Communicate with WisDOT to ensure that STH 32 and STH 160 through the downtown is reconstructed in a manner conducive to a downtown, including wide sidewalks, on-street parking, traffic calming facilities, benches, decorative street lights, and street trees.
- Enforce existing building codes to ensure all structures are kept safe, weathertight, and attractive.

- Develop a building and yard maintenance code to ensure all structures are maintained and do not have a blighting influence on the downtown.
- Provide improved and additional signage to inform visitors to the downtown where public parking is available.
- Continue utilization of the decorative banners on utility poles to provide color and identity to Pulaski.
- Planting street trees should be implemented as a means of beautifying the built environment and providing neighborhood character. Trees provide a natural/rural character that people enjoy. Pulaski should require the planting of street trees for new subdivisions where trees do not already exist. In addition, the village should seek to preserve selected existing trees by working with developers to design around such trees.
- Inclusion of parks and passive or active recreation areas within residential neighborhoods are cultural resources that add value to neighborhoods and should be continued. New developments should contain small neighborhood parks or recreation areas either through the use of conservation subdivisions or by setting aside small areas for neighborhood parks, recreation, or stormwater management areas.
- Continue to encourage residents to beautify sidewalk terrace areas with flowers.
- Alternative development approaches, such as conservation subdivisions, should be encouraged near environmentally sensitive areas. New subdivisions can be designed to preserve natural drainage patterns, reduce fragmentation of wildlife habitat, and limit the amount of impervious surfaces, such as roads. By clustering development on a site, large blocks of environmentally sensitive areas can be left as preserved open space. To promote such development practices, greater flexibility and incentives should be inserted into Pulaski's development codes, such as allowing reduced lot sizes, smaller setbacks, and/or narrower streets, in exchange for preservation of natural resources.



## Recommended Policies, Programs, and Actions

There are many avenues the Village of Pulaski can take to achieve the natural, cultural, and agricultural resources goal and objectives listed in the plan's Issues and Opportunities Chapter. They range from specific one-time actions to broad ongoing programs. Many of the policies, programs, and actions identified in this chapter have been specifically formulated to also address recommendations within the Land Use and Utilities and Community Facilities Chapters of this plan. Not only is such an approach economical and efficient for the village, but such considerations are required under the Comprehensive Planning Law.

### Agricultural Resources Recommendations

- Work with landowners to ensure the orderly and timely conversion of agricultural lands to other uses and to maximize compatibility and minimize the conflicts between agriculture and adjacent land uses.
- Plan for the efficient, cost-effective extension of public sewer and water facilities by avoiding the extension of these services past large tracts of active agricultural land.

### Natural Resources Recommendations

- Utilize significant natural resources when identifying locations for future parks.
- Require the creation of neighborhood parks within large residential developments.
- Coordinate future parks and recreation areas with adjoining communities and the recommendations in the *Brown County Open Space and Outdoor Recreation Plan*.
- Promote a harmonious relationship between the natural landscape and future development through incentives for the use of conservation subdivisions (where appropriate) and other flexible techniques.
- The village should work other agencies to establish buffers along the three branches of the Little Suamico River and work with local conservation or school groups to stabilize the streambanks by planting native grasses and plants in order to reduce shoreline erosion.
- Flood studies should be undertaken for all drainageways within the village. This can be accomplished on a case-by-case basis by developers as development occurs, but it may be more appropriate as part of a comprehensive stormwater management plan.
- Update the village's comprehensive stormwater management plan and develop an ordinance to enforce it and utility to fund it.



- Support an update of the Brown County Sewage Plan to ensure that it is consistent with the recommendations of this comprehensive plan, particularly as it applies to the environmentally sensitive area designations.
- Encourage landowners with water-related natural resource features and appropriate village staff to contact the Brown County Planning Commission for information about regulations involving ESAs.
- Coordinate with local conservation, school, or other service groups to remove invasive plants, such as purple loosestrife, reed canary grass, or phragmites, from the village's wetlands and streams.
- Work with the WDNR to introduce native predator fish into the village fishing pond to reduce the stunted panfish population and diversify fishing opportunities.
- Contact the WDNR early in any development proposals to properly address any threatened or endangered resources that may be present.

### **Cultural Resources Recommendations**

- Make developers aware of the potential for archeological sites and contact the Neville Public Museum in the event that any artifacts are discovered. Where archeological sites are known, preserve them through their inclusion in the greenspace requirements of conservation subdivisions or other passive park areas.
- Encourage private property owners to pursue federal and state historic preservation/rehabilitation tax credit programs to rehabilitate historic homes and encourage the adaptive reuse of commercial buildings in the village.
- Begin to beautify the village's main thoroughfares through the creation of a sign ordinance that encourages pedestrian-scale monument-style signage rather than large monopole pedestal signs.
- Begin an educational program to make residents more aware of environmental and cultural areas, issues, and solutions in the village.
- Focus the village's design and beautification efforts first on its entrance corridors and downtown and then by similar efforts on its neighborhoods and major natural resources. Specific actions should include:
  - Extending sidewalks to the Mountain-Bay Plaza shopping center and Super Ron's Supermarket to provide pedestrian accessibility to the nearby residential neighborhoods and users of the Mountain-Bay Trail.
  - Utilize traffic calming techniques in this area, including curb bump-outs and different colored crosswalk pavement.



- Work with local community service groups to improve the landscaping around the “Pulaski” sign at the southern border of the village along STH 32.
- If financially feasible, bury the overhead power lines to clear the sight lines into the village.
- Work with the local businesses to minimize excessive or unappealing signage, particularly monopole pedestal type signage in favor of monument style signs.
- Communicate with WisDOT to ensure that STH 32 and STH 160 through the downtown is reconstructed in a manner conducive to a downtown, including wide sidewalks, on-street parking, traffic calming facilities, benches, decorative street lights, and street trees.
- Enforce existing building codes to ensure all structures are kept safe, weathertight, and attractive.
- Develop a building and yard maintenance code to ensure all structures are maintained and do not have a blighting influence on the downtown.
- Provide better signage to inform visitors to the downtown where they may park their vehicles.
- Continue utilization of the decorative banners on utility poles to provide color and identity to Pulaski.
- Develop a new village logo with a consistent theme to reinforce Pulaski’s identity.



## CHAPTER 8

### Intergovernmental Cooperation

Cooperation between neighboring and overlapping units of government is one of the primary goals of the Wisconsin Comprehensive Planning Law and is a very important aspect of the Village of Pulaski Comprehensive Plan. As Pulaski develops over the next 20 years, it is important for the village to work with the Pulaski Community School District; Towns of Angelica, Chase, Maple Grove and Pittsfield; Brown, Oconto, and Shawano Counties; the state; and other units of government. The Village of Pulaski is physically located at the intersection of three counties and four towns. Therefore, working cooperatively is especially important since many issues (transportation, stormwater, environmentally sensitive areas, etc.) do not recognize municipal boundaries. The local setting of Pulaski and its neighboring jurisdictions is identified in Figure 8-1.

The purpose of the Intergovernmental Cooperation Chapter is to analyze the existing relationships the village has with other units of government and identify means of working cooperatively toward the goals and objectives identified in the Issues and Opportunities Chapter of the plan.

#### Analysis of Governmental Relationships

##### Pulaski Community School District

As discussed in the Utilities and Community Facilities Chapter, the entire Village of Pulaski is contained within the Pulaski Community School District. The district often cooperates with the village in terms of joint utilization of school facilities for village-wide activities, such as the visioning session for this comprehensive plan. Additionally, the middle school pool is open for public use.



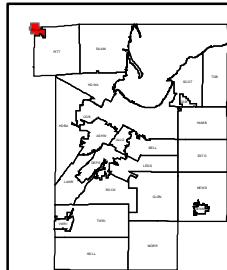
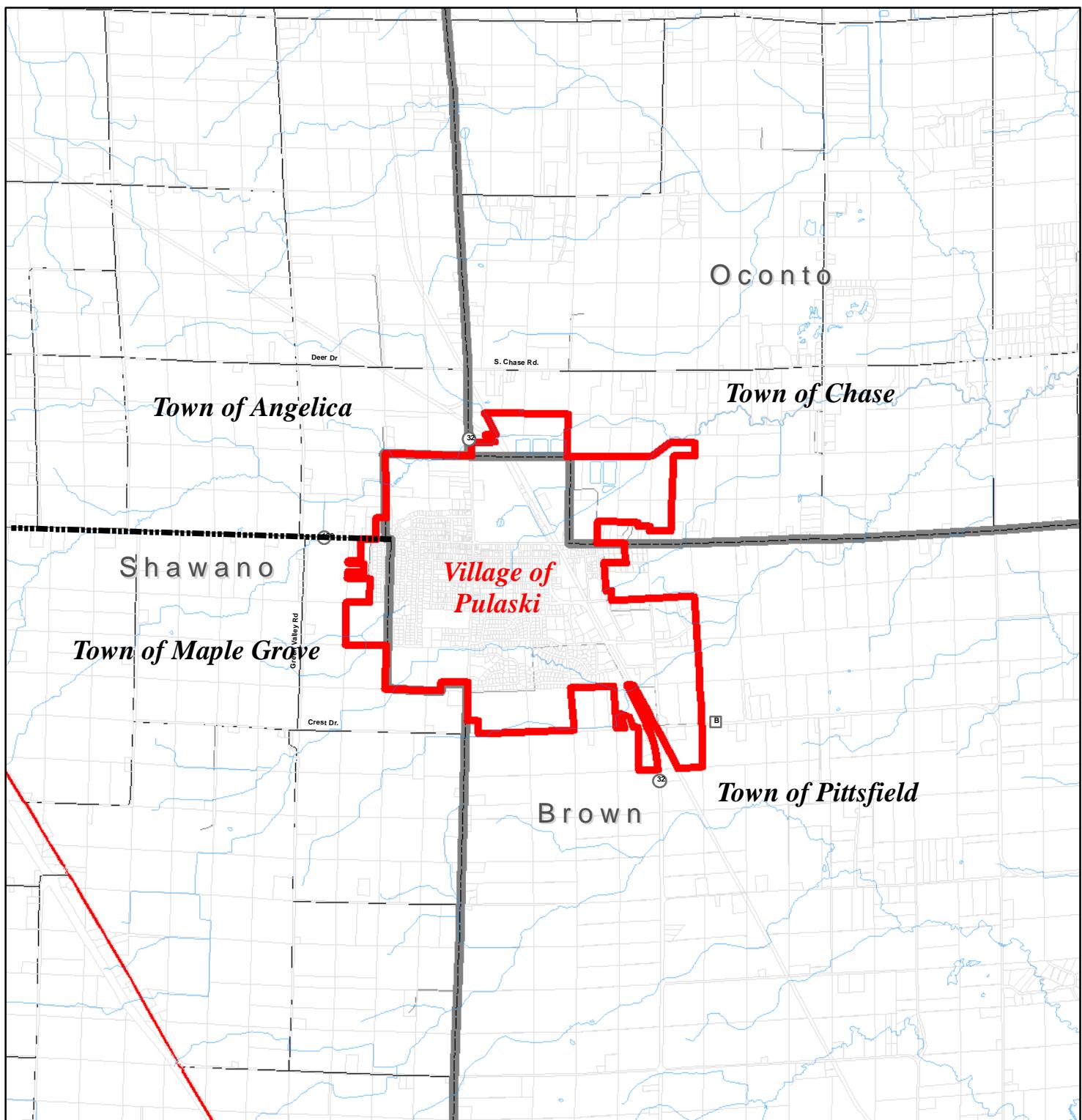
It is anticipated that student population in the Pulaski Community School District will continue to modestly increase, placing modest pressure on existing school buildings.

Based on school district projections and building capacity, the school district is confident that school district populations will not exceed building capacity within the next five years. However, in five years, a thorough study of school district population projections

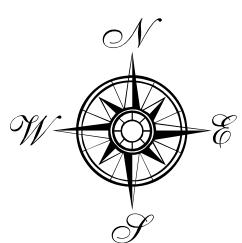
Figure 8-1

## Jurisdictional Boundaries

*Village of Pulaski, Brown, Oconto, and Shawano Counties, WI*



- County Boundary
- Town Boundary (Where no county boundary)
- Pulaski Municipal Boundary



This is a compilation of records and data located in the Brown County office and is to be used for reference purposes only. The map is controlled by the field measurements between the corners of the Public Land Survey System and the parcels are mapped from available records which may not precisely fit field conditions. Brown County is not responsible for any inaccuracies or unauthorized use of the information contained within. No warranties are implied.

Map prepared by PALS, Brown County Planning Department. February 2007.

Source: PALS, Brown County Planning Commission

should be completed in order to ensure adequate capacity for a growing student population, particularly at the elementary level. With a reputation of having a very good school system, the school district continues to draw in new students, which is a good problem to have, however, it makes projecting future populations more problematic.

The safety of students walking to and from school is paramount for the school district. Therefore, the school district is strongly supportive of Pulaski developing a comprehensive sidewalk network to provide for safe school to home walk routes for its students.

It is critical that the village and school district maintain an open line of communication, particularly when expanding existing schools or identifying future school sites. Pulaski should encourage the school district to locate new schools, if needed in the future, in areas that can be easily and safely reached by young pedestrians and bicyclists by means of sidewalks, bicycle routes, and/or off-street trails. Additionally, in order for the school district to adequately plan for future enrollment and bus routes, Pulaski should notify school district officials of any planned large residential developments in the village as early in the process as possible.

## **Adjacent Communities**

On the evening of January 22, 2007, the Pulaski Village Board hosted an intergovernmental meeting at the NEW Paramedic Rescue Building in Pulaski. In attendance were representatives of the Towns of Angelica, Chase, Maple Grove, and Pittsfield and Shawano County. The meeting was held in order to begin a dialogue among the various governmental entities and identify issues or opportunities for intergovernmental cooperation.

### **Town of Angelica**

At the meeting the Town of Angelica, located adjacent to the northwestern border of the Village of Pulaski, identified the following issues/opportunities:

- Annexation of parts of the town to the Village of Pulaski.
- Continuing cooperation with the NEW Paramedic Rescue Squad.
- Identifying the repayment of property taxes from the village to the town following annexation.
- The town encouraging more growth near Pulaski and in the Krakow and Angelica areas.
- Continued use of the town's "A-290" zoning district to maintain larger blocks of land in the interior of 40-acre parcels.
- Existing businesses losing access to STH 29 during its conversion from an expressway to a freeway.

### **Town of Chase**

At the meeting the Town of Chase, located adjacent to the northeastern border of the Village of Pulaski, identified the following issues/opportunities:

- Annexation of parts of the town to the Village of Pulaski.
- Commercial development along the STH 32 corridor.
- Interest in a joint municipal court system with Pulaski, if it occurs.
- Cooperation with the Town of Angelica regarding public sewer and water expansion for new development in the Krakow area.

### **Town of Maple Grove**

At the meeting the Town of Maple Grove, located adjacent to the southwestern border of the Village of Pulaski, identified the following issues/opportunities:

- Annexation of parts of the town to the Village of Pulaski.
- The town's agricultural focus conflicting with growth from adjoining communities.
- Commercial growth pressures along the STH 29 corridor.
- The town has an aging population.
- Continued use of the town's AG-2 Exclusive Agriculture Zoning to protect farmland.

### **Town of Pittsfield**

At the meeting the Town of Pittsfield, located adjacent to the southeastern border of the Village of Pulaski, identified the following issues/opportunities:

- Annexation of parts of the town to the Village of Pulaski.
- Continued cooperation with the Tri-County Volunteer Fire Department and NEW Paramedic Rescue Squad.
- Potential cooperation with Pulaski in setting up a joint municipal court.
- Potential for the town providing public sewer and water along the STH 32 corridor.
- Cooperation with the Oneida Tribe of Indians of Wisconsin.

### **Summary of Village/Towns Cooperation Issues and Opportunities**

The following list of issues and opportunities are those brought up at the meeting that either have the most potential for intergovernmental cooperation or are already functioning well through intergovernmental cooperation efforts.

#### **Annexation**

As is the case across the state, annexation is the primary contentious issue between the Village of Pulaski and its neighboring towns. This is a power that the State of Wisconsin has granted to incorporated communities; however, it is important to note that the village has been very conservative in growing through annexations. The village has grown in a very efficient, compact manner for many years. However, for Pulaski to continue to grow in the future it is likely that annexations will need to occur from the surrounding towns. Annexations are initiated by property owners through a petition to a village typically to provide eligibility for their property to be served by public sewer and water and facilitate future development. The village should continue to listen to annexation proposals from property owners and review each annexation on its own

merits. Considerations Pulaski should review when deliberating potential annexations include:

- Consistency with the village's comprehensive plan.
- Degree of contiguity to Pulaski.
- Degree of compactness.
- Ability to be efficiently served by public utilities and community services from the Village of Pulaski.
- Potential for employment creation or retention opportunities.
- Potential for major economic development opportunity.

The Village of Pulaski and its surrounding towns could consider the development of boundary agreements whereby the village identifies areas it would like to grow into in the towns in exchange for agreeing to not accept annexations from other areas outside of the agreed-upon boundary. Boundary agreements are typically identified for a set number of years at which point they may be renegotiated. Through boundary agreements, communities ensure that a developer will not be able to play one community off of another in exchange for a better deal. However, for boundary agreements to be created, all parties involved in the negotiations need to be clear and upfront about future plans.

Regardless of the situation, the village should continue its policy of requiring property to be annexed into Pulaski prior to extending public sewer and water to the property. It is critical for the surrounding towns to keep in mind that a healthy, growing Village of Pulaski will benefit them by having a nearby village for shopping, recreating, socializing, primary health care, a range of housing types, and employment opportunities for their residents.

### **Municipal Court**

- There have been preliminary discussions between the Village of Pulaski and the Town of Pittsfield regarding an opportunity for creating a multi-jurisdictional municipal court. The other towns in attendance agreed that this may be worth pursuing in the future. This would provide a much more efficient venue for enforcing municipal violations. However, for a multi-jurisdictional municipal court to work, all communities will need to pay their fair share of the costs involved in operating a municipal court. This would need to be worked out in detail prior to beginning a multi-jurisdictional municipal court.

### **NEW Paramedic Rescue Squad**

Ambulance service is provided by the NEW Paramedic Rescue Squad to the Village of Pulaski and the Towns of Pittsfield, Maple Grove, Angelica, Chase, and Lessor. It is a municipally owned operation with representatives and funding from each participating community. The administrative structure and emergency services provided by NEW Paramedic Rescue illustrate a service that is provided through multi-jurisdictional coordination and may provide a framework for other cooperative services.

## **Tri-County Volunteer Fire Department**

The Tri-County Volunteer Fire Department provides fire protection services to the Village of Pulaski and the Towns of Pittsfield, Maple Grove, Angelica, and Chase. Elected officials from each of the five municipalities served by the fire department are members of the department's board of directors. The board of directors approves the department budget. A formula determines the amount of money paid by each municipality to operate the department. The administrative structure and firefighting services provided by Tri-County Volunteer Fire Department also illustrate a service that is provided through multi-jurisdictional coordination and may provide a framework for other cooperative services.

## **Other Entities**

### **Brown County**

#### **Highway Department**

The Brown County Highway Department's activities in Pulaski are limited to CTH B leading up to its intersection with STH 32. However, it has been noted in committee discussions that even with a signalized intersection, this intersection continues to be very dangerous for vehicles and pedestrians. WisDOT, Brown County Highway, and the Village of Pulaski should begin discussions regarding methods to improve safety at this critical entryway into the village. A roundabout of sufficient diameter to accommodate industrial park traffic should be considered in order to create a safer, more efficient intersection and entryway into Pulaski.

#### **Library**

The Pulaski Branch of the Brown County Library is located on the west side of downtown on STH 160. The branch library serves an important service to the village and surrounding area. It enjoys tremendous support from the village in terms of activity and should continue to serve Pulaski residents well into the future.

#### **Parks and Facility Management Department**

The Mountain-Bay Trail, which traverses the eastern part of the village, is owned by the Wisconsin Department of Natural Resources, but managed and operated by the Brown County Parks and Facility Management Department. Although there are no current issues related to the Mountain-Bay Trail, the village and Parks and Facility Management Department should remain in contact to quickly and efficiently address any issues that may come up.

#### **Planning and Land Services Department**

The Planning and Land Services Department, of which the Brown County Planning Commission is part of, provides local assistance to Brown County communities in the areas of planning, ordinance writing/revision, and general consultation. Pulaski should remain in contact with the Brown County Planning Commission following completion of their comprehensive plan should the village have a need for professional assistance in updating their zoning code or subdivision ordinance, neighborhood planning, or staff review of rezones, subdivision plats, and site plans in a manner consistent with the village's comprehensive plan.

### **Oconto County**

Oconto County administers general purpose zoning in the Town of Chase, and therefore, should be informed of any annexations or development that may impact the Town of Chase.

### **Shawano County**

Shawano County participated in the intergovernmental meeting on January 22, 2007, with the Village of Pulaski and its surrounding towns. Shawano County administers a number of county-wide ordinances including a wireless telecommunications ordinance, non-metallic mining ordinance, wind turbine ordinance, shorelands ordinance, and a waste management ordinance. Of particular concern was the proliferation of large billboards along STH 29.

Should Pulaski annex additional lands within Shawano County that have navigable waterways, Pulaski will need to ensure that at a minimum the village administers the standards set forth in Shawano County's shoreland ordinance as required by state statute.

### **Bay-Lake Regional Planning Commission**

Since the early 1970s, the Bay-Lake Regional Planning Commission (BLRPC) has helped communities apply for and obtain economic development grants and other financial assistance, performed surface evaluations of local roads, and provided several other services. Pulaski has utilized the services of BLRPC in the past for contracted planning services and grant writing/administration services.

### **State of Wisconsin**

#### **Wisconsin Department of Transportation**

The Village of Pulaski is centered on two state highways (STH 32 and 160) which are managed by the Wisconsin Department of Transportation (WisDOT). Therefore, any development or redevelopment along either highway should involve WisDOT early in the discussion. In order to open lines of communication, the Village of Pulaski, in coordination with the Brown County Planning Commission, met with WisDOT staff to discuss the planned reconstruction of STH 32 through the Village of Pulaski. As part of the meeting, the village, county, and WisDOT walked along STH 32 and 160 to identify potential opportunities to reconstruct the highways in a manner that is conducive to Pulaski's downtown. As the reconstruction project moves closer to starting, it is critical for Pulaski to remain in close contact with WisDOT to ensure the project is done in a manner that is sensitive to the context of Pulaski's downtown.

#### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources owns the Mountain-Bay State Recreational Trail, extending on a former rail bed from the Village of Howard in Brown County, through the Village of Pulaski, and continuing west to the City of Wausau in central Wisconsin. The trail provides outdoor recreation opportunities for bicyclists and hikers in the summer and snowmobilers and cross-country skiers in the winter.

The WDNR administers the Knowles-Nelson Stewardship fund, which provides grant funding to eligible applicants to primarily purchase lands for preservation and/or outdoor recreation. In addition to the Stewardship program, the WDNR has a number of programs that could assist the village in attaining the goals and objectives contained in this comprehensive plan including programs for brownfield redevelopment, park and recreation facility development, natural resource and habitat preservation, and stormwater management. The Implementation Chapter contains a listing of potential WDNR-administered programs that may be applicable to Pulaski.

## **Summary of Recommendations**

### **Pulaski Community School District**

- Support the development of a comprehensive sidewalk system, particularly on school to home walk routes.
- Encourage the school district to locate new schools, if needed in the future, in areas where young pedestrians and bicyclists can easily reach them.

### **Town of Angelica**

- Pulaski should inform the town early in the process of any submitted annexation petitions.
- Research the development of a comprehensive boundary agreement between the two communities.
- Encourage Angelica to focus its development efforts in the Angelica and Krakow areas.
- Continue cooperation with Tri-County Volunteer Fire Department and the NEW Paramedic Rescue Squad.

### **Town of Chase**

- Pulaski should inform the town early in the process of any submitted annexation petitions.
- Research the development of a comprehensive boundary agreement between the two communities.
- Should a joint municipal court between Pulaski and Pittsfield be developed and it is proven to be cost-effective, consider including the Town of Chase as a participant.
- Work with Chase and Oconto County to ensure commercial development along the STH 32 corridor north of Pulaski lends itself to a favorable impression of the area.
- Continue cooperation with Tri-County Volunteer Fire Department and the NEW Paramedic Rescue Squad.

### **Town of Maple Grove**

- Pulaski should inform the town early in the process of any submitted annexation petitions.

- Research the development of a comprehensive boundary agreement between the two communities.
- Continue cooperation with Tri-County Volunteer Fire Department and the NEW Paramedic Rescue Squad.
- Recognize that Maple Grove is an agricultural community and understand the sights, sounds, and smells that go along with it.

#### **Town of Pittsfield**

- Pulaski should inform the town early in the process of any submitted annexation petitions.
- Research the development of a comprehensive boundary agreement between the two communities.
- Continue cooperation with Tri-County Volunteer Fire Department and the NEW Paramedic Rescue Squad.
- Work with Pittsfield to ensure commercial development along the STH 32 corridor south of Pulaski lends itself to a favorable impression of the area.
- Continue discussions with Pittsfield regarding the potential for a multi-jurisdictional municipal court.

#### **Bay-Lake Regional Planning Commission**

- Pulaski should contact the Bay-Lake Regional Planning Commission to explore additional grant opportunities and to utilize Bay-Lake staff to complete grant applications as appropriate.

#### **Brown County Highway Department**

- Begin discussions with the Brown County Highway Department and WisDOT regarding improving the safety of the STH 32/CTH B intersection.

#### **Brown County Planning and Land Services Department**

- Contact the Brown County Planning Commission when there is a need for ordinance updates or assistance with rezones, conditional use permits, subdivision plat approvals, etc.

#### **State of Wisconsin**

##### **Wisconsin Department of Transportation**

- Communicate to WisDOT Pulaski's desired image for a reconstructed STH 32 and 160 through the downtown.
- Contact WisDOT to begin discussions regarding safety improvements to the STH 32/CTH B intersection.

### **Wisconsin Department of Natural Resources**

- Continue to utilize the WDNR as a resource for financial assistance, particularly with regard to brownfields, park and recreation facility development, and natural habitat protection.

### **General Recommendations**

- Pulaski should cooperate with Brown County, Advance, Bay-Lake Regional Planning Commission, and other public, non-profit, and private agencies to develop coordinated strategies to enhance the economic vitality of the village, Brown County, and the region as a whole.

## **CHAPTER 9**

### **Implementation**

The completion of this comprehensive plan should be celebrated as a significant milestone in providing guidance for the future development of the Village of Pulaski. However, the key to the success of a comprehensive plan is its implementation. There are several land use regulatory tools, as well as administrative mechanisms and techniques that can be utilized as implementation tools for the plan. While the Implementation Chapter does not include all of the recommendations of the comprehensive plan, it does summarize the various implementation tools and related action steps toward its implementation that the village has at its disposal. The following matrices identify the primary action steps for the village to take in order to implement this comprehensive plan with a high, medium, or low priority identified for each action step. It should be noted that even though an action step may be identified as "medium" or "low", the fact that it is identified as an action step at all indicates that it is still a very important component in implementing this comprehensive plan, however, there may not be a pressing need to address the issue immediately.

As noted previously, adoption of a comprehensive plan is a significant milestone. However, Wisconsin Statute 66.1001 requires that ordinances used to implement the plan, including zoning, land division, official map, and shoreland zoning are consistent with the direction in the comprehensive plan. Therefore, following adoption these ordinances should be reviewed and updated as necessary to ensure consistency between the plan and the ordinances to implement it.

#### **Downtown Redevelopment**

As discussed throughout the comprehensive plan, one of the top priorities for Pulaski is to continue to improve the "heart and soul" of the village in the downtown. The reconstruction of STH 32 and STH 160 provides an opportunity for the village to directly impact the ability of residents and visitors alike to walk around downtown in a pleasant setting and set the stage for revitalization through burying of the overhead powerlines along STH 160, enhanced streetscaping, and traffic calming. In order for this plan to be placed into action, there are a number of steps the village will need to take with regard to the village's ordinances and procedures. As noted in the timeframe component of the matrix, decisions regarding this corridor will have to be made quickly in order to implement the recommendations in the comprehensive plan.

**Action Steps:**

| Priority | Action Step   | Responsible Party/Dept.                      | Other Partners/Resources         | Timeframe |
|----------|---|--|----------------------------------|-----------|
| High     | Coordinate with WisDOT to ensure plans for the STH 32 and STH 160 reconstruction are consistent with the pedestrian-friendly themes in the plan including enhanced streetscaping, lighting, bumpouts, and colored crosswalks. | Village Engineer, and Village Board          | WisDOT and Brown County Planning | 2008-2013 |
| High     | Work with WisDOT and the Pulaski School District to identify intersection designs that allow for students to safely cross STH 32, particularly at the STH 160 intersection.   | Village Engineer and Pulaski School District | WisDOT                           | 2008      |
| High     | Coordinate with the appropriate electrical utility and WisDOT to bury the powerlines along STH 32 north of STH 160 during reconstruction.   | Village Board                                | WPS and Brown County Highway     | 2008      |
| Medium   | Continue to enforce building codes throughout the downtown to improve its overall image.  | Building Inspector and Village Board         | Fire Department                  | Ongoing   |

**Zoning Ordinance**

Zoning is the most common regulatory device used by municipalities to implement plan recommendations. The major components of zoning include a written zoning ordinance and a zoning district map. The zoning ordinance includes specific language for the administration of the regulations. Included in the text are definitions, district use requirements, administrative procedures, sign and parking regulations, and other elements. The companion zoning district map defines the legal boundaries of each specified zoning district of the zoning ordinance.

It is important to note that the Future Land Use Map (Figure 2-7) does not take the place of the village's official zoning map. Instead, the Future Land Use Map is to be utilized as a reference when reviewing proposed rezoning applications to ensure consistency between rezoning actions and the comprehensive plan. In addition to the Future Land Use Map, the plan's goals, objectives, and recommendations should also be reviewed and those that the planning commission and village board based their recommendation/decision on noted in the minutes of the meetings. Identifying the

rationale for the decision based on the comprehensive plan provides for much more defensible position, should the decision be challenged.

| Priority      | Action Step  | Responsible Party/Dept.                      | Other Partners/Resources  | Timeframe |
|---------------|--|--|---|-----------|
| <b>High</b>   | Create a GIS-based zoning map utilizing Brown, Oconto, and Shawano County parcel data.   | Planning Commission and Zoning Administrator | Village Board, Zoning Board of Appeals, and Brown County Planning | 2008      |
| <b>Medium</b> | When the village considers future rezoning, conditional use, or variance requests, it is important that the various comprehensive plan goals, objectives, and recommendations are considered and used as a guide in the rezoning determination process. Whenever a decision is reached either approving or disapproving rezoning requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record. | Planning Commission and Village Board        | Zoning Administrator, Zoning Board of Appeals                     | 2007      |
| <b>Medium</b> | Develop a new zoning category that would permit the mixture of business and industry desired for the North Industrial Park.  | Planning Commission and Zoning Administrator | Village Board, Brown County Planning                              | 2008      |

| Priority      | Action Step   | Responsible Party/Dept.                      | Other Partners/Resources             | Timeframe |
|---------------|---|--|--------------------------------------|-----------|
| <b>Medium</b> | Review the zoning ordinance for consistency with the comprehensive plan.  | Planning Commission and Zoning Administrator | Village Board, Brown County Planning | 2008      |
| <b>Low</b>    | Revise the village's parking requirements to ensure the parking standards take into account downtown limitations. | Zoning Administrator, Planning Commission    | Village Board                        | 2009      |

## Land Division Ordinance

Land division regulations govern the process by which lots are created out of larger tracts of land. These regulations seek to ensure that the land divisions appropriately relate to the geography of the site and existing and future public facilities. New land divisions must also be consistent with the community vision as outlined by the comprehensive plan.

| Priority    | Action Step  | Responsible Party/Dept.                   | Other Partners/Resources  | Timeframe |
|-------------|--|---|---|-----------|
| <b>High</b> | Comprehensively revise the land division ordinance to ensure that new development is consistent with the comprehensive plan. The subdivision ordinance should be revised to also contain design standards for conservation subdivisions, narrower street widths and connectivity standards, required sidewalks in new subdivisions, trails, street trees, stormwater management, and other components of the comprehensive plan. | Planning Commission, Zoning Administrator | Village Board, Brown County Planning Commission, Village Engineer | 2008      |

| Priority | Action Step  | Responsible Party/Dept.               | Other Partners/Resources | Timeframe |
|----------|--|---------------------------------------|--------------------------|-----------|
| High     | The village should review the comprehensive plan components and recommendations and use them as a guide in the review process when considering land divisions. Whenever a decision is reached either approving or disapproving land division requests, the specific goals, objectives, policies, or other comprehensive plan concepts that the decisions are based upon should be noted as part of the record. | Planning Commission and Village Board | Zoning Administrator     | 2007      |

## Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements. It is commonly used to identify existing streets and planned improvements, but an Official Map can also be utilized to identify planned school sites, recreation areas, and municipal facilities. Once an area is identified on an Official Map, no building permit for a use other than the proposed use on the Official Map may be issued for that site unless the map is amended.

| Priority | Action Step  | Responsible Party/Dept.               | Other Partners/Resources    | Timeframe |
|----------|--|---------------------------------------|-----------------------------|-----------|
| Low      | An Official Map should be developed to reflect the recommendations of the village's comprehensive plan. Items that should be mapped include transportation improvements (future street extensions and connections), future park sites, trails, utility rights-of-way, schools, and other facilities. | Planning Commission, Village Engineer | Public Works, Village Board | 2010      |

| Priority | Action Step  | Responsible Party/Dept.            | Other Partners/Resources | Timeframe |
|----------|--|------------------------------------|--------------------------|-----------|
| Low      | Future amendments to the Official Map should be reviewed to determine if they are consistent with the recommendations of the comprehensive plan. | Planning Commission, Village Board | Zoning Administrator     | 2011      |

## Capital Improvements Program

Another important device for comprehensive plan implementation is the development of a Capital Improvements Program (CIP). The program is designed to annually schedule public works projects within a specified period of time, which usually encompasses a period of five to ten years. A CIP that is consistent with the comprehensive plan will provide a monitoring tool to ensure that public works projects are located and scheduled with thorough consideration of each of the plan's chapter recommendations.

| Priority | Action Step   | Responsible Party/Dept.                          | Other Partners/Resources | Timeframe |
|----------|---|--|--------------------------|-----------|
| Medium   | Based on the comprehensive plan's recommendations, the village should update and review the priorities and schedules for public works projects, such as road construction and maintenance, park development and acquisition, sewage system upgrades, and water supply improvements. | Public Works, Village Engineer, Village Board    | WisDOT                   | 2008      |
| Medium   | Annual updates to the Capital Improvements Program should occur, and these updates should be in compliance with the recommendations of the comprehensive plan.  | Public Works, Planning Commission, Village Board | Village Engineer         | 2009      |

## Building and Housing Codes

A building code is a set of regulations that describes standards for the construction of new buildings or the remodeling of existing buildings. A housing code defines standards for how a dwelling unit is to be used and maintained after it is built.

| Priority | Action Step  | Responsible Party/Dept.                     | Other Partners/Resources                    | Timeframe |
|----------|--|---|---|-----------|
| High     | The village should develop a property maintenance code to address concerns regarding substandard buildings and dwellings and their impact on surrounding properties. These codes should address concerns regarding dangerous buildings, blighting influences, neighborhood nuisances, crowding, health issues, sanitation, yard maintenance, weeds, and building deterioration on surfaces, such as paint, siding, and broken windows. | Building Inspector/<br>Zoning Administrator | Village Board                               | 2008      |
| Low      | Review the comprehensive plan to identify opportunities to use the enforcement of the building code as a mechanism to implement the goals and objectives of the comprehensive plan.  | Building Inspector                          | Zoning Administrator and Building Inspector | 2008      |
| Low      | Contact Green Bay-based Options for Independent Living to obtain information regarding visibility improvements to new homes and provide the information to builders and developers.  | Building Inspector                          | Village Administrator                       | 2008      |

## Outdoor Recreation Facilities

The comprehensive plan identifies new park sites and trail locations within the Village of Pulaski. The village should continue to cooperate with the Wisconsin Department of Natural Resources to seek funding for new facilities and lands.

| Priority | Action Step  | Responsible Party/Dept.                                   | Other Partners/Resources         | Timeframe |
|----------|--|---|----------------------------------|-----------|
| High     | Update the village's comprehensive outdoor recreation plan a minimum of every five years to maintain eligibility for WDNR grant funds. | Park and Recreation Committee, Village Board              | Brown County Planning, WDNR      | 2008      |
| High     | Coordinate with the non-profit organizations that run Polka Days to develop a joint-use trailhead and restroom facility.               | Park and Recreation Committee, Village Board, Non-profits | WDNR                             | 2008      |
| Low      | Investigate the feasibility of a park impact fee to fund new park acquisitions.  | Park and Recreation Committee, Village Board,             | Village Clerk, Village Treasurer | 2009      |
| Low      | Utilize the Future Land Use Plan map to site future neighborhood parks throughout the community.                                       | Village Board, Park and Recreation Committee              | WDNR, Planning Commission        | 2009      |

## Erosion and Stormwater Control Ordinances

Communities can adopt erosion and stormwater control ordinances to control the impact of development on runoff, groundwater recharge, and overall water quality. The ordinance should include standards for compliance and guidelines to assist developers in choosing appropriate stormwater management techniques. In order to provide a basis for the formulation of the ordinance, a stormwater management plan is typically developed first. The ordinance should also identify how smaller management practices can be designed to be compatible with the overall plan. The erosion control ordinance primarily addresses the reduction of sediment runoff associated with construction.

| Priority      | Action Step  | Responsible Party/Dept.         | Other Partners/Resources        | Timeframe |
|---------------|--|---------------------------------|---------------------------------|-----------|
| <b>Medium</b> | Update the village's stormwater management plan.   | Village Engineer                | Public Works                    | 2009      |
| <b>Medium</b> | Create a stormwater utility to fund operations and maintenance of the stormwater facilities. | Village Engineer, Village Board | Public Works, Village Treasurer | 2010      |

### **Multifamily, Commercial, and Industrial Site Plan and Design Review Ordinance**

Site plan and design review ordinances are developed so that the village has review authority over new construction to ensure that it contributes positively to Pulaski's overall identity. Pulaski's current ordinance is contained in Section 51.29 of the Pulaski Code of Ordinances. The ordinance informs developers of what types of design treatments are required for approval prior to starting the process to ensure consistent decision-making by the village, as well as provide assurances to developers that new buildings and sites will meet or exceed the standards already in place, thereby maintaining or enhancing the value of the existing ones.

| Priority      | Action Step   | Responsible Party/Dept.                   | Other Partners/Resources                        | Timeframe |
|---------------|---|---|---|-----------|
| <b>High</b>   | Revise the village's site plan and design review ordinance to provide specific guidance to developers on what Pulaski expects for new buildings and site plans. | Zoning Administrator, Planning Commission | Village Board, Brown County Planning Commission | 2008      |
| <b>Medium</b> | Distribute the village's site plan and design review ordinance to surrounding towns.  | Village Clerk                             | Village Board                                   | 2009      |

## Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process developed the base contacts for communication among the many different governmental agencies and bodies that have an interest in the future of Pulaski. It is necessary for the village to continue to maintain those contacts and keep everyone apprised of information pertinent to each stakeholder.

| Priority      | Action Step   | Responsible Party/Dept.            | Other Partners/Resources               | Timeframe |
|---------------|---|------------------------------------|--|-----------|
| <b>High</b>   | Work with WisDOT to reconstruct STH 32 and STH 160 in a manner consistent with the comprehensive plan.  | Village Board,<br>Village Engineer | Public Works,<br>Brown County Planning | 2008      |
| <b>Medium</b> | Meet annually with the Pulaski School District superintendent to discuss future school needs and possible cooperative ventures in terms of combination school/park sites and programming opportunities. | Village President                  | Village Board                          | 2008      |
| <b>Medium</b> | Hold an annual meeting with the surrounding Town Boards to discuss any potential concerns or opportunities.   | Village Board                      | Village Clerk                          | 2008      |
| <b>Low</b>    | Send/ email village board meeting agendas and minutes to the surrounding Town Clerks to improve communication and provide opportunities for input.  | Village Clerk                      |  | 2008      |

| Priority   | Action Step  | Responsible Party/Dept. | Other Partners/Resources                           | Timeframe |
|------------|--|-------------------------|--|-----------|
| <b>Low</b> | Notify WisDOT of any large development activity along STH 32 and STH 160.                            | Village Board           | WisDOT   | Ongoing   |
| <b>Low</b> | Stay informed of current events at the county, region, and state levels that may impact the village. | Village President       | Village Board, Brown County Planning, Bay-Lake RPC | Ongoing   |

### Floodplain-Shoreland and Wetland Zoning

The Village of Pulaski maintains these ordinances in Chapter 52 of the Pulaski Code of Ordinances. As an incorporated community, it is the village's responsibility to enforce these standards in the parts of the village annexed since 1984. With the three branches of the Little Suamico River traversing the village, there are many areas identified as floodway and floodplain on the preliminary FEMA maps, but few areas of wetlands. As new development occurs and areas are annexed to the village, it is important that the regulations associated with floodplains, shorelands, and wetlands are known and enforced.

| Priority      | Action Step   | Responsible Party/Dept.                | Other Partners/Resources          | Timeframe |
|---------------|---|--|-----------------------------------|-----------|
| <b>Medium</b> | Review the preliminary FEMA maps to determine their accuracy.                   | Village Engineer                       | Public Works, Brown County Zoning | 2008      |
| <b>Low</b>    | Keep informed of upcoming potential changes to the state shoreland regulations. | Village Engineer, Zoning Administrator | Brown County Zoning, WDNR         | 2007      |

## Comprehensive Plan

With adoption of this comprehensive plan, the village will meet the requirements of Section 66.1001 Wis. Stats. which requires all communities that have a zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place by January 1, 2010. The comprehensive plan is to be used as a reference when contemplating difficult decisions, as well as a vision of what Pulaski can be. In order for the plan to continue to be useful, the plan should be amended and updated at a minimum in accordance with the following matrix.

| Priority      | Action Step  | Responsible Party/Dept.            | Other Partners/Resources               | Timeframe |
|---------------|--|------------------------------------|--|-----------|
| <b>Medium</b> | Set aside one planning commission meeting per year to review the comprehensive plan. | Planning Commission                |  | 2008      |
| <b>Low</b>    | Update the comprehensive plan at least once every five years.                        | Planning Commission, Village Board | Brown County Planning Commission       | 2012      |
| <b>Low</b>    | Rewrite the comprehensive plan at least once every ten years.                        | Planning Commission, Village Board | Brown County Planning Commission, WDOA | 2017      |

## Potential Funding Sources

Some of the recommendations in the plan may be implemented with the help of various sources of funds besides local property taxes. There are a number of grant programs administered by local, state, and federal agencies, including the Brown County Planning Commission, Wisconsin Department of Administration, Wisconsin Department of Commerce, Wisconsin Department of Natural Resources, and Wisconsin Department of Transportation. At the federal level, the Environmental Protection Agency, Department of Agriculture-Rural Development, and the (U.S.) Department of Commerce-Economic Development Agency all provide sources of funding.

Typically, the grant programs require a local match. However, the local match may include a combination of local tax dollars, in-kind services, and/or private donations. Each grant program has its own set of guidelines regarding eligible projects, as well as financing mechanisms, and should be reviewed before applying.

In addition to the following sampling of programs, the State of Wisconsin Department of Administration maintains the Wisconsin Catalog of Community Assistance (WCCA), which provides a comprehensive list of state aid programs. The WCCA can be found at [http://www.doa.state.wi.us/dhir/wcca\\_catalog\\_all.asp](http://www.doa.state.wi.us/dhir/wcca_catalog_all.asp).

Identified on the following pages are a number of programs that may be particularly applicable to the Village of Pulaski. However, this is just a sample, and a comprehensive list can be found with the link to the Wisconsin Catalog of Community Assistance.

### **Brown County Planning Commission**

The Brown County Planning Commission administers the Brown County Economic Development Revolving Loan Fund Program for businesses seeking reduced interest loans for a business start up or expansion that will result in job creation or retention opportunities in Brown County. Additional information regarding the revolving loan fund may be found at [http://www.co.brown.wi.us/Planning/econ\\_devel.html](http://www.co.brown.wi.us/Planning/econ_devel.html).

### **Wisconsin Department of Administration**

Most of the programs administered by the Wisconsin Department of Administration (WDOA) would not apply particularly well to the Village of Pulaski. However, the village will again be eligible for a comprehensive planning grant from WDOA ten years following adoption of this plan.

Detailed information regarding other programs offered through the Wisconsin Department of Administration can be found at [www.doa.state.wi.us](http://www.doa.state.wi.us) or the Bay-Lake Regional Planning Commission at [www.baylakerpc.org](http://www.baylakerpc.org).

### **Wisconsin Department of Agriculture, Trade, and Consumer Protection**

The Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) administers the Agricultural Development and Diversification (ADD) Grant. According to the Wisconsin Catalog of Community Assistance, "The objective of the program is to provide grants to fund demonstration projects, feasibility analysis, and applied research toward new or alternative products, technologies, and practices that will stimulate agricultural development and diversification of economic activity within agriculture." Applicants may include private individuals, businesses, or other organizations involved in Wisconsin agriculture. Additional information regarding the ADD program can be found at [www.datcp.state.wi.us](http://www.datcp.state.wi.us).

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (Commerce) has a broad range of financial assistance programs to help communities undertake economic development. Commerce maintains a network of area development managers to offer customized services to each region of Wisconsin (Brown County is located in Region 3).

Commerce-administered programs include:

- **Brownfields Initiative** - Provides grants to individuals, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.
- **Community-Based Economic Development Program (CBED)** - Designed to promote local business development in economically distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The

program helps the community or community-based organizations plan, build, and create business and technology-based incubators, and it can also capitalize an incubator tenant revolving loan program.

- **CDBG-Blight Elimination and Brownfield Redevelopment Program** - Can help small communities obtain money for environmental assessments and remediate brownfields.
- **CDBG-Emergency Grant Program** - Can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.
- **CDBG- Public Facilities (CDBG-PF)** - Helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low-moderate income residents.
- **CDBG-Public Facilities for Economic Development (CDBG-PFED)** - Offers grants to communities to provide infrastructure for a particular economic development project.
- **CDBG-Economic Development (CDBG-ED)** - Provides grants to communities to loan to businesses for startup, retention, and expansion projects based on the number of jobs created or retained.
- **Community Development Zone Program** - A tax benefit initiative designed to encourage private investment and job creation in economically distressed areas. The program offers tax credits for creating new fulltime jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone.
- **Wisconsin Main Street Program** - A comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. Communities are selected to participate on an annual basis and are judged on a submitted application. These communities receive technical support and training needed to restore their main streets to centers of community activity and commerce.
- **Rural Economic Development Program (RED)** - Designed to provide working capital or fixed asset financing for businesses with fewer than 50 employees and that are located in cities, towns, or villages with a population of less than or equal to 6,000. Applicants may include for-profit businesses or cooperatives.

Additional information regarding the brownfields or CDBG programs can be found at <http://www.commerce.state.wi.us/MT/MT-COM-4200.html>. Information regarding the Wisconsin Main Street Program can be found at <http://commerce.state.wi.us/CD/CD-bdd-overview.html>. The Wisconsin Department of Commerce Area Development Manager (Region 3 in Brown County) or Bay-Lake Regional Planning Commission can also answer questions about these programs.

#### **Wisconsin Department of Natural Resources**

The Wisconsin Department of Natural Resources offers a number of grant programs that can be used to provide additional recreational opportunities to residents of the Village of Pulaski. The village should contact the Northeast Region Office of the WDNR to determine eligibility and availability if Pulaski decides to pursue any of the following grant programs:

### **Stewardship – Aid for the Acquisition and Development of Local Parks (ADLP)**

The ADLP program funds are available to acquire land, rights in land, and develop public outdoor recreation areas for nature-based outdoor recreation purposes. Funds are allocated on a DNR regional basis so applicants compete only against other applicants located in their region.

### **Stewardship – Urban Rivers**

Funds are available to acquire land, rights in land, or develop shoreline enhancements on or adjacent to rivers that flow through urban or urbanizing areas in order to preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature-based outdoor recreation activities. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

### **Stewardship – Urban Greenspace**

Funds are available to acquire lands to provide natural space within or near urban areas, protect scenic or ecological features, and provide land for nature-based outdoor recreation, including noncommercial gardening. Funds are allocated statewide so applicants compete against other applicants statewide in the project selection process.

### **Acquisition of Development Rights**

Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development would enhance nature-based outdoor recreation.

### **Land and Water Conservation Fund (LAWCON)**

LAWCON is a federal program administered through the WDNR. However, projects funded under LAWCON are not restricted to nature-based outdoor recreation projects as the Stewardship program funds are. Eligible projects include:

- Land acquisition.
- Development of recreational facilities.
- See eligibility list on WDNR website for ADLP program eligible projects.

### **Recreational Trails Act (RTA)**

Recreational Trails Act (RTA) is a federal program administered through the WDNR. RTA funds may only be used on trails that have been identified in or which further a specific goal of a local, county, or state trail plan included or referenced in a statewide comprehensive outdoor recreation plan required by the federal LAWCON program. Eligible projects in order of priority are maintenance and restoration of existing trails, development and rehabilitation of trailside and trailhead facilities and trail linkages, construction of new trails (with certain restrictions on federal lands), and acquisition of easements or property for trails.

Additional information regarding community assistance programs can be found at the following WDNR Bureau of Community Financial Assistance (CFA) website: <http://www.dnr.state.wi.us/org/caer/cfa/bureau/programs.html>.

## **Wisconsin Department of Transportation**

In addition to the Local Road Aids Program, which the village already participates in, the Wisconsin Department of Transportation has additional programs to help fund transportation activities in Pulaski.

- **Local Roads Improvement Program (LRIP)** – Assists local governments in improving seriously deteriorating county highways, town roads, and city streets. As a reimbursement program, LRIP pays up to 50 percent of total eligible costs, with local governments providing the balance.
- **Surface Transportation Program-Rural (STP-R)** – Allocates federal funds to complete a variety of improvements to rural highways eligible for federal aid (primarily county highways classified higher than rural minor collectors).
- **Flood Damage Aids** – Assist local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding. The program helps defray the costs of repairing major flood damage to any public highway, street, alley, or bridge not located on the State Trunk Highway System.
- **Wisconsin Information System for Local Roads (WISLR)** – Ongoing effort that provides WisDOT and local governments convenient and secure access to comprehensive geographic information system data on Wisconsin's road network. Local units of government and counties are required to submit pavement ratings to WisDOT on a biennial basis.

Additional information regarding grant programs and other resources administered by the Wisconsin Department of Transportation can be found at the Programs for Local Governments web page: <http://www.dot.state.wi.us/localgov/index.htm>.

## **U.S. Department of Agriculture – Rural Development (USDA-RD)**

The USDA-RD has a number of programs available to aid rural communities located outside of urbanized areas. Programs include grants and low-interest loans for housing rehabilitation, economic development, and public facilities or infrastructure. Additional information regarding USDA-RD programs is available from the USDA-RD Wisconsin office at [www.rurdev.usda.gov/wi](http://www.rurdev.usda.gov/wi).

## **Comprehensive Plan Review and Update**

Planning is not static. It is a continuous, ongoing process that is subject to change. It is also at the mercy of many forces over which a municipality has very little or no control (economic conditions, weather, birth rates, mortgage rates, etc.). Therefore, if the village's comprehensive plan is to remain a useful document, the plan should be reviewed on an annual basis to ensure that it reflects the conditions present at the time and any changes and developments that may have occurred over the last year.

### **Action Steps:**

1. The public will be notified and provided an opportunity to comment on proposed amendments to the comprehensive plan. The village should consider neighborhood opinion, while keeping in mind the goals of the village as a whole in evaluating how a proposed amendment would meet the goals and objectives of the comprehensive

plan. Options for soliciting public opinion could include direct mail survey forms, neighborhood meetings, and open house meetings.

2. Criteria should be adhered to when considering amendments to the comprehensive plan. Amendments should be approved only if they are determined to be in the public's best interest, and this determination should be based on a review of all applicable principles from the following:
  - a. How the proposal is more consistent with applicable policies of the comprehensive plan than the existing designation.
  - b. How the proposal is more consistent with each of the following objectives than the existing designation. Consistency is not required where the objective is clearly not applicable to the type of proposal involved.
    - Encourage the development of distinct neighborhoods served by commercial nodes and discourage urban sprawl and strip commercial development.
    - Provide uses that are functionally integrated with surrounding areas and neighborhoods in terms of local shopping, employment, recreational, or other opportunities.
    - Provide development that is compatible and integrated with surrounding uses in terms of scale, orientation, pedestrian enhancements, and landscaping.
    - Conserve or enhance significant natural and historical features that help maintain the village's small-town character.
    - Provide adequate transportation, water, sewer, and other public services.
    - Provide significant economic development opportunities and broadening of the village's economy.
    - Provide for the formation and enhancement of neighborhoods.
    - Amendments should demonstrate that a substantial change in circumstances has occurred since the original designation.
  - c. Scope of Review. The review and evaluation of proposed comprehensive plan changes should consider both the likely and possible future use of the site and associated impacts.
  - d. Cumulative Impacts. The review of individual comprehensive plan amendments should consider the cumulative transportation, land supply, and environmental impacts of other plan amendments proposed within the same annual cycle.
3. The Village of Pulaski Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and how community circumstances have changed which have necessitated recommendations for appropriate comprehensive plan amendments by the Village Board.
4. The village should consult annually with other governmental agencies and neighboring communities to obtain their input regarding how their community activities relate to the recommendations of the comprehensive plan.
5. The village should complete a formal review and update of the entire comprehensive plan at least once every five years. Updated information should include, at minimum, new statistical information, existing land use, population projections, five-year service increments, and a Future Land Use Map. Based on this review, revisions should be made to sections of the plan determined to be out of date and sections that are not serving their intended purpose.
6. At a minimum of once every ten years, the plan should be comprehensively rewritten using the formal process prescribed by the State Comprehensive Planning Law, including the maximum amount of public input, notification of

neighboring/overlapping jurisdictions, 30-day review period, public hearing, and ordinance adoption.

## APPENDIX A

### Calculations for Sidepath Suitability Analyses

#### Example 1 Calculations

##### 1. Intersection Traffic Score

R = Number of residential driveway intersections: **0**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **3**

B = Number of major street/major commercial driveway intersections ( $\geq$  1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street ( $\leq$  30 mph = 1, 35-40 = 2,  $\geq$  45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street ( $\leq$  2,000 = 1, 2,000-10,000 = 2,

$\geq$  10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (R+[2A]+[4B])/M$$

$$\begin{aligned} \text{ITS} &= 2 \times 3 \times (0 + 6 + 8)/1 \\ &= (6 \times 14)/1 \\ &= 84/1 \\ &= 84 \end{aligned}$$

| Int. Traffic Score (ITS) | 0 | 1-40 | 41-80 | 81-<br><b>120</b> | 121-<br><b>160</b> | 161-<br><b>200</b> | 201-<br><b>240</b> | $\geq$ 240 |
|--------------------------|---|------|-------|-------------------|--------------------|--------------------|--------------------|------------|
| Suitability Points       | 0 | 1    | 2     | <b>3</b>          | 4                  | 5                  | 6                  | 7          |

Number of suitability points = 3

##### 2. Path Continuity

No pavement gaps exist along the sidepath.

Number of suitability points = 0

##### 3. Curb Cuts

All of the intersecting streets have curb cuts.

Number of suitability points = 0

#### 4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

| <u>Low Pedestrian Use</u>                      | <u>Medium Pedestrian Use</u>  | <u>High Pedestrian Use</u>  |
|--|---|---|
| Path 0' – 5' = 1 point<br>Path > 5' = 0 points | Path 0' – 5' = 2 points<br>Path 6' – 7' = 1 point<br>Path > 7' = 0 points | Path 0' – 5' = 4 points<br>Path 6' – 7' = 2 points<br><b>Path &gt; 7' = 1 point</b> |
|  |   |   |
|  |   |   |

*Number of suitability points = 0*

#### 5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

*Number of suitability points = 0*

#### 6. Separation Between Intersections and Sidepath

The path is brought close to the parallel road at each street/driveway crossing.

| <b>Crossing Condition</b>  | <u>Points</u> |
|--|---------------|
| Crossings go through stopped traffic at intersecting streets/driveways | 5             |
| Crossings not "close enough" to the parallel streets                   | 3             |
| <b>Crossings brought close to the parallel streets</b>                 | <b>1</b>      |

*Number of suitability points = 1*

#### **Total Suitability Score**

| <u>Sidepath<br/>Suitability</u> | <u>Most Suitable</u> | <u>Somewhat<br/>Suitable</u> | <u>Least<br/>Suitable</u> | <u>Not Suitable</u> |
|---------------------------------|----------------------|------------------------------|---------------------------|---------------------|
| Points                          | 0-7                  | 8-9                          | 10-11                     | 12 or more          |

Total number of suitability points = 4  
**Sidepath Suitability Rating = Most Suitable**

## Example 2 Calculations

### 1. Intersection Traffic Score

R = Number of residential driveway intersections: **2**

A = Number of minor street/minor commercial driveway intersections (< 1,000 ADT): **12**

B = Number of major street/major commercial driveway intersections ( $\geq$  1,000 ADT): **2**

M = Street segment length (in miles): **1 mile**

Spd = Posted speed limit on parallel street ( $\leq$  30 mph = 1, 35-40 = 2,  $\geq$  45 = 3): **35 mph**

Vol = Average daily traffic (ADT) on parallel street ( $\leq$  2,000 = 1, 2,000-10,000 = 2,  $\geq$  10,000 = 3): **11,000**

$$\text{Intersection Traffic Score (ITS)} = \text{spd} \times \text{vol} \times (R+[2A]+[4B])/M$$

$$\text{ITS} = 2 \times 3 \times (2 + 24 + 8)/1$$

$$= (6 \times 34)/1$$

$$= 204/1$$

$$= 204$$

| <u>Int. Traffic Score (ITS)</u> | <u>0</u> | <u>1-40</u> | <u>41-80</u> | <u>81-120</u> | <u>121-160</u> | <u>161-200</u> | <u>201-240</u> | <u>&gt;240</u> |
|---------------------------------|----------|-------------|--------------|---------------|----------------|----------------|----------------|----------------|
| Suitability Points              | 0        | 1           | 2            | 3             | 4              | 5              | 6              | 7              |

*Number of suitability points = 6*

### 2. Path Continuity

No pavement gaps exist along the sidepath.

*Number of suitability points = 0*

### 3. Curb Cuts

All of the intersecting streets have curb cuts.

*Number of suitability points = 0*

#### 4. Pedestrian Use

The path has a moderate amount of pedestrian use and is 10' wide.

| <u>Low Pedestrian Use</u> | <u>Medium Pedestrian Use</u> | <u>High Pedestrian Use</u>    |
|---------------------------|------------------------------|-------------------------------|
| Path 0' - 5' = 1 point    | Path 0' - 5' = 2 points      | Path 0' - 5' = 4 points       |
| Path > 5' = 0 points      | Path 6' - 7' = 1 point       | Path 6' - 7' = 2 points       |
|                           | Path > 7' = 0 points         | <b>Path &gt; 7' = 1 point</b> |

*Number of suitability points = 0*

#### 5. Crosswalks

The crosswalks along the segment are prominent at each street intersection.

*Number of suitability points = 0*

#### 6. Separation Between Intersections and Sidepath

The path is not brought close to the parallel road at each street/driveway crossing.

| <u>Crossing Condition</u>  | <u>Points</u> |
|--|---------------|
| Crossings go through stopped traffic at intersecting streets/driveways | 5             |
| Crossings not "close enough" to the parallel streets                   | 3             |
| Crossings brought close to the parallel streets                        | 1             |

*Number of suitability points = 5*

#### **Total Suitability Score**

| <u>Sidepath<br/>Suitability</u> | <u>Most Suitable</u> | <u>Somewhat<br/>Suitable</u> | <u>Least<br/>Suitable</u> | <u>Not Suitable</u> |
|---------------------------------|----------------------|------------------------------|---------------------------|---------------------|
| Points                          | 0-7                  | 8-9                          | <b>10-11</b>              | 12 or more          |

Total number of suitability points = 11  
**Sidepath Suitability Rating = Least Suitable**

## **APPENDIX B**

**RESOLUTION #976-07  
VILLAGE OF PULASKI PLANNING AND  
ZONING COMMISSION**



RESOLUTION #976-07

VILLAGE OF PULASKI PLANNING AND ZONING COMMISSION

WHEREAS, the Village of Pulaski Citizens Advisory Committee has developed the Village of Pulaski Comprehensive Plan to guide and coordinate decisions and development within the village in accordance with Wis. Stat. 66.1001; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Village of Pulaski and State of Wisconsin; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan, and these meetings included a public visioning session on July 26, 2006, monthly citizens advisory committee meetings, an open house meeting on August 22, 2007, and a public hearing on September 4, 2007.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Pulaski Planning and Zoning Commission recommends to the Village of Pulaski Board the adoption of the Village of Pulaski Comprehensive Plan.

Approved this 19<sup>th</sup> day of September, 2007



Keith Chambers, Chairman  
Village of Pulaski Planning and Zoning Commission



## **APPENDIX C**

**ORDINANCE #466-07**  
**ORDINANCE TO ADOPT THE**  
**VILLAGE OF PULASKI COMPREHENSIVE PLAN**



ORDINANCE # 466-07

**ORDINANCE TO ADOPT THE VILLAGE OF PULASKI COMPREHENSIVE PLAN**

The Village Board of the Village of Pulaski, Wisconsin, does ordain as follows:

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

**Section 2.** The Village Board of the Village of Pulaski, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

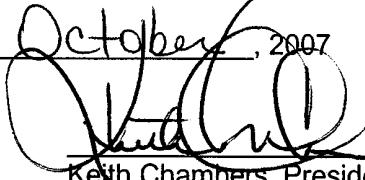
**Section 3.** The Village of Pulaski Planning Commission has adopted a resolution recommending to the Village Board the adoption of the document entitled "Village of Pulaski Comprehensive Plan," which contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.

**Section 4.** The Village of Pulaski has held at least one public hearing on this ordinance in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

**Section 5.** The Village Board of the Village of Pulaski, Wisconsin, does by enactment of this ordinance formally adopt the document entitled "Village of Pulaski Comprehensive Plan" pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

**Section 6.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and upon publication as required by law.

Adopted this 1st day of October, 2007

  
Keith Chambers, President  
Village of Pulaski

  
Karen Ostrowski, Clerk  
Village of Pulaski

Date of publication:

October 13, 2007