

Village of Pulaski

2017 Comprehensive Plan Update



Adopted October 2, 2017

Brown County Planning Commission
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Village of Pulaski Comprehensive Plan Update

Adoption Date: October 2, 2017

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CHAPTER 1

Issues and Opportunities

Introduction

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 business 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. Very recent development trends include a mixture of higher density residential and commercial retail and service growth south of the CTH B (Crest Drive) and STH 32 intersection. With the completion of STH 29 as a limited access expressway, the Village continues to experience growth in the number of residents commuting to the Green Bay Metropolitan Area from Pulaski.

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 (Smart Growth) Law. It is intended that the recommendations reflect the 14 local comprehensive planning goals prescribed in state statute and listed below:

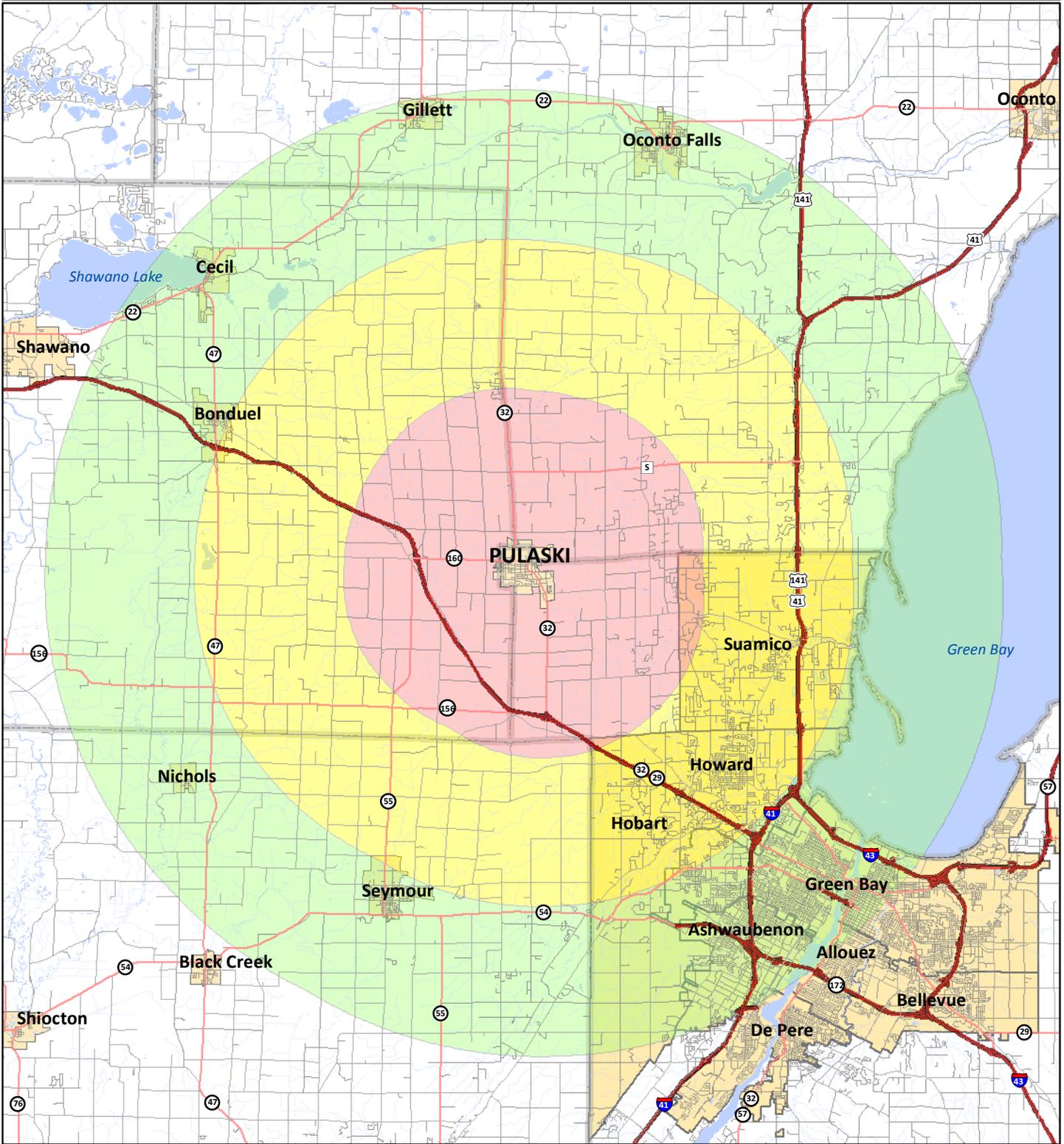
1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural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



Figure 1-1

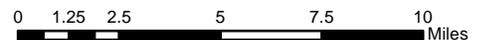
Regional Location

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



Mileage Buffers

- 5 Miles
- 10 Miles
- 15 Miles
- Incorporated Municipality



Source: Brown County Planning Commission, 5/2016

The Village of Pulaski Comprehensive Plan is adopted by ordinance and should be used by Village officials when revising and administering its zoning and subdivision ordinances and official map. The plan provides a consistent policy and vision based upon sound planning principles and residents' thoughts for how they want their community to develop over the next 20 years.

Comprehensive Planning Process

This document is comprised of nine elements reflecting the requirements in the comprehensive planning law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural 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 as well. 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 a vision of how the Village of Pulaski could look 20 years from now. The land use plan contains recommendations regarding the location, density, and design of future development and is 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 municipal ordinances (such as the zoning ordinance) to control and guide development consistent with the plan.

It is important to note that 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. Just as this plan replaces the 2007 Village of Pulaski Comprehensive Plan, planning within the Village must continue to evolve to reflect new trends and concepts.

Community Goals and Objectives

A major element of the comprehensive planning process is the identification and development of community goals and objectives. Goals and objectives act as the foundation for a comprehensive plan and set the overall direction for recommendations contained in each chapter. The recommendations include measures to move Pulaski toward its identified goals and objectives. The identification of an agreed-upon set of goals and objectives for a diverse community like the Village of Pulaski can be difficult because the values held by its citizens are complex and people vary widely in their values and the degree to which they will accept differing attitudes.

In order to identify the Village's priorities for community development, as well as key issues and concerns to be addressed in the comprehensive plan, the Brown County Planning Commission staff facilitated a public visioning session, which utilized the nominal group method, on March 16, 2016, at the Pulaski Village Hall. The visioning session was advertised using a village-wide mailer to all households in Pulaski. Thirty-three residents attended the visioning session to provide their initial thoughts about the future of the Village and twenty surveys ranking the results of the visioning session were returned. The following are the top ten issues resulting from the visioning session and follow-up survey:

Rank

1. Continue to maintain the streets and plan out infrastructure improvements.
2. Promote additional higher wage business and industrial job creation/growth.
3. Be open to new ideas and businesses.

4. Develop the North STH 32 business/industrial park (not storage sheds).
5. Encourage development throughout the Village; not just one area.
6. Add a one-stop shop retail store location in Pulaski.
7. Enforce building/yard codes in the downtown and entryways to ensure blighted buildings are improved and businesses, apartments, etc. are maintained.
8. Budget money for economic development initiatives, including business attraction.
9. Determine ways for small businesses to thrive even with the close proximity to Green Bay.
10. Encourage additional growth and businesses along STH 32 and Mountain-Bay Trail area.

Appendix C contains the complete listing of nominal group workshop and survey results.

The nominal group workshop and survey along with input from the Village of Pulaski Planning and Zoning Commission and sound planning and engineering principles form the basis for the development of the following goals and objectives.

Goals and Objectives

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 (recommendations), is discussed in each chapter specific to that comprehensive plan element.

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

Land Use Goal

Promote land use development throughout the Village that supports a diverse economy and business growth opportunities while retaining Pulaski's small town identity.

Objectives

- Engage Village residents, business owners, and other stakeholders to build momentum for the revitalization of the downtown.
- Promote downtown redevelopment efforts that include a mixture of pedestrian-oriented residential, commercial, recreational, and institutional uses.
- Strive for a compact, efficient land use pattern by promoting infill development of existing vacant and underutilized lots.
- Consistently enforce design standards for new developments that promote the Village's unique, small-town character.
- Promote development of new housing options and businesses throughout Pulaski in a planned manner.
- Actively promote business and industry expansion in the north business park.
- Identify financing mechanisms to support new growth and redevelopment.
- Ensure compatibility of adjoining land uses for both existing and future residential development.
- Coordinate the layout of new developments with the need for traffic circulation and pedestrian facilities.
- Provide for a mix of housing types, parks/natural areas, and other compatible uses within new neighborhoods.

- Require the inclusion of neighborhood amenities such as neighborhood parks, street trees, and sidewalks within new developments.
- Actively enforce building and yard maintenance codes, specifically in the Village’s gateways.

Transportation Goal

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

Objectives

- Ensure the Village’s long-term street maintenance, repair, and improvement plan is kept current and adequately funded.
- Promote the redevelopment of the downtown with site planning techniques that make walking and bicycling viable transportation options.
- Utilize well-connected street patterns to distribute traffic evenly and maximize mobility and accessibility for all residents.
- Maximize safety and accessibility at the Village’s intersections through the use of traffic calming techniques as warranted.
- Continue to develop a pedestrian system in the Village by installing sidewalks in new neighborhoods and providing connections to schools and other pedestrian traffic generators.
- Utilize narrow streets to slow traffic through residential neighborhoods, minimize construction, stormwater, and maintenance costs, and maximize safety for all residents.
- Work with the surrounding communities, Brown County, Shawano County, Oconto County and WisDOT to plan the STH 32 and 160 corridors.
- Enhance the appearance of the Village’s gateways and thoroughfares.
- Leverage outside funding sources to assist the Village in paying for transportation improvements.

Housing Goal

Provide a range of quality of housing opportunities for all segments of the Village’s population.

Objectives

- Promote reinvestment into the existing housing stock in order to maintain property values and strong neighborhoods.
- Promote an adequate supply and mix of housing types for individuals of all life stages, physical abilities, and income levels.
- Identify residential development areas next to existing neighborhoods to take advantage of existing utilities and public services.
- Promote traditional neighborhood developments (TND) as a mixed-use development option.
- Support the rehabilitation, redevelopment, or conversion of rental units in former commercial buildings within the downtown.
- Identify appropriate areas in the Village for well-designed multi-family developments that fit the character of the community.
- Promote the rehabilitation of architecturally unique and/or historic residential buildings when possible.

- Identify and utilize governmental, private, and non-profit programs to improve aging housing units.

Economic Development Goal

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

Objectives

- Encourage new businesses to locate in Pulaski that meet local needs, such as retail stores, service businesses, entertainment options, and restaurants.
- Encourage new or expanding industrial/manufacturing operations to locate in the STH 32 north business park to grow the Village’s property tax and employment base.
- Address ways to improve the appearance of downtown and gateways to the Village in order to attract new businesses, visitors, and residents.
- Encourage commercial development in smaller neighborhood centers, the downtown, and near the STH 32/CTH B intersection rather than in long strips along main thoroughfares.
- Support revitalization of the downtown to help foster community identity and to serve as a focal point for local economic development efforts.
- Encourage entrepreneurialism among Pulaski’s residents and business owners.
- Work with businesses and industries already in the Village to ensure they are able to expand and remain in Pulaski.
- Continue the mix of compatible residential and commercial uses within the downtown.
- Encourage the utilization of economic development programs to aid in the growth of new, retention of existing, and the attraction of new industrial or commercial activities.
- Promote the redevelopment of underutilized, vacant, or brownfield commercial and industrial areas.
- Work with the Pulaski Area Chamber of Commerce, local real estate professionals, Brown County, Shawano County, Oconto County, and state agencies to promote the Village’s economic development opportunities.

Intergovernmental Cooperation Goal

Work with the surrounding communities, school district, Brown County, Shawano County, Oconto County, and State of Wisconsin to cooperatively plan and develop the Village and region.

Objectives

- Enhance Village outreach efforts to Pulaski citizens and neighboring communities.
- Work with the surrounding communities to resolve boundary issues, coordinate municipal services, and address other issues of mutual concern.
- Maintain open lines of communication with the Pulaski School District regarding future facility needs.
- Work with the surrounding communities, counties, and WisDOT to plan the STH 32, STH 160, and county trunk corridors.
- Coordinate with the WDNR, WisDOT, and Brown, Oconto, and Shawano Counties regarding bicycle network linkages.

- Identify existing conflicts with the surrounding communities and work with the communities and counties to resolve these conflicts.
- Work with the Wisconsin DNR and applicable counties to identify park and recreation needs and opportunities within the Village.

Agricultural, Natural, and Cultural Resources Goal

Utilize the Village’s natural features to enhance the small-town character of Pulaski and the quality of life of its residents.

Objectives

- Utilize the existence of significant natural resources as a key factor when identifying locations for future parks and trail connections.
- 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.
- Encourage the creation of neighborhood parks within residential developments.
- Coordinate future parks, recreation facilities, and trail linkages with the adjoining communities’ and counties’ park and open space plans.
- Enhance the appearance and community identity of the Village through the enforcement of design standards, landscaping, streetscaping, and attractive signage.
- Promote the rehabilitation of potentially historic buildings within the Village when possible.
- Maintain existing agricultural areas outside the Village for as long as possible by promoting infill development and orderly expansion of growth areas.
- Ensure stormwater runoff is properly treated for quantity and quality prior to entering the Village’s surface waters.
- Build Pulaski’s identity by holding community events in the downtown.

Community Facilities Goal

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

Objectives

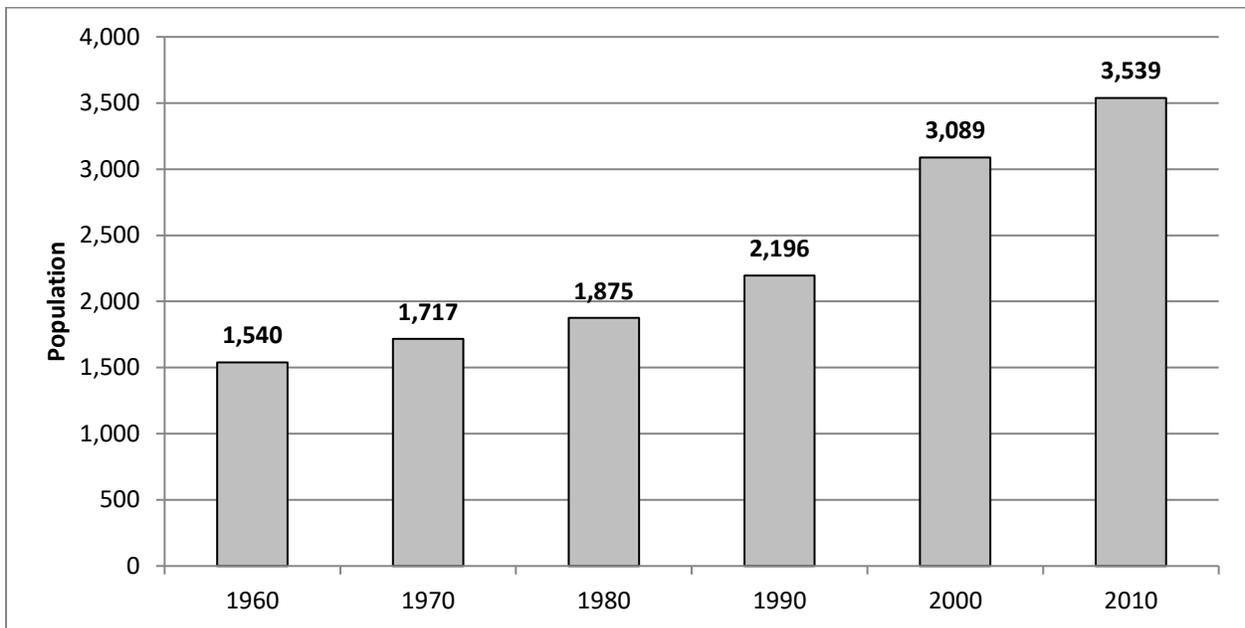
- Ensure the Village’s public physical infrastructure is adequate to handle additional growth.
- Continue coordination with the Pulaski School District regarding existing facilities and future needs.
- Evaluate Pulaski’s existing park and recreation facilities and determine future needs based on community trends.
- Maintain the Village’s existing public facilities and replace aging/obsolete infrastructure and equipment in a coordinated fashion.
- Promote the cost-effective use of existing community facilities, such as streets, sewers, and water, through infill development and planned outward expansion.
- Review the Village’s stormwater management plan to ensure it continues to meet the needs of the Village, its waterways, and regulatory agencies.

- Ensure adequate levels of staffing, services, and facilities to meet the needs of a growing community.

Demographic Trends

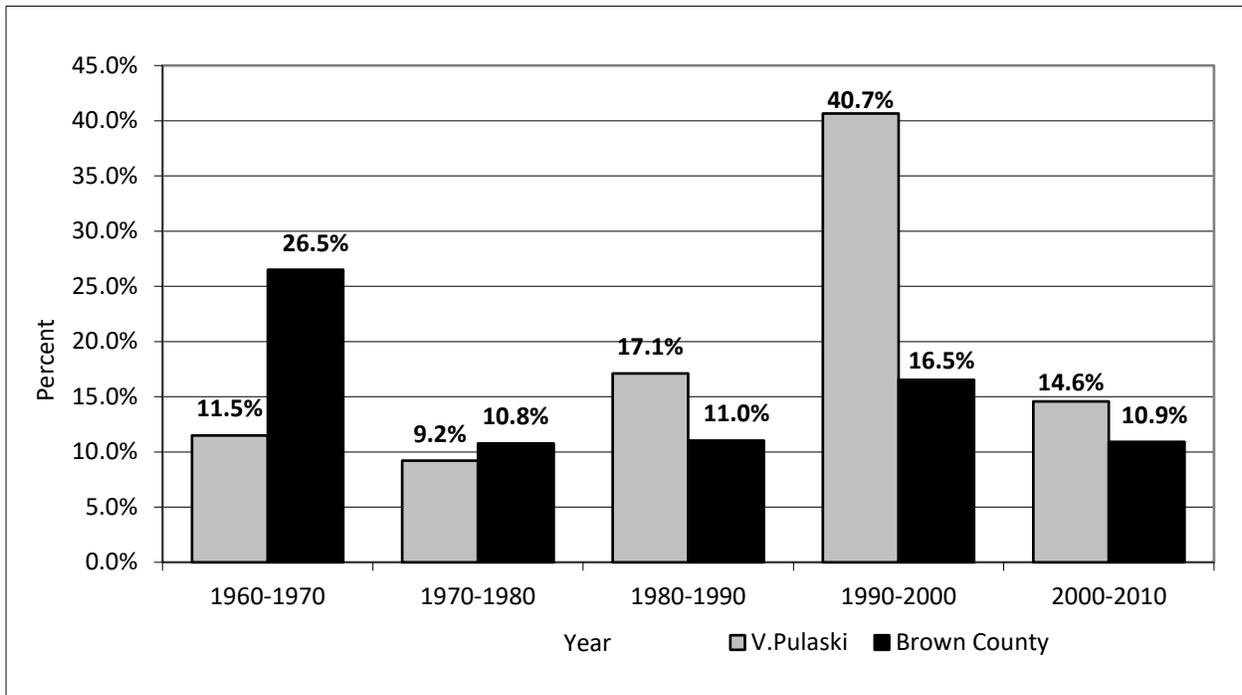
From 1960 to 2010, the Village of Pulaski’s population increased from 1,540 residents to 3,539 residents. More recently, between the years of 2000 and 2010, the Village’s population increased by 450 residents, or 14.6 percent. However, more recent information may indicate a slight slowing of population growth in the Village. The Wisconsin Department of Administration (WDOA) develops annual population estimates based on past and current trends in each community across the State. WDOA estimates the 2015 population for the Village of Pulaski to be approximately 3,519 residents, which would be a 20 person decrease from the 2010 census total. Considering the current new residential development trends in the Village, this decrease is likely to more of an aberration with future growth more consistent with past trends. Figures 1-2 and 1-3 depict the historic population growth trends in the Village.

Figure 1-2: Village of Pulaski Historic Growth Trend, 1960-2010



Source: U.S. Census of Population, 1960-2010.

Figure 1-3: Village of Pulaski and Brown County Percent Population Change, 1960-2010



Source: U.S. Census of Populations, 1960-2010.

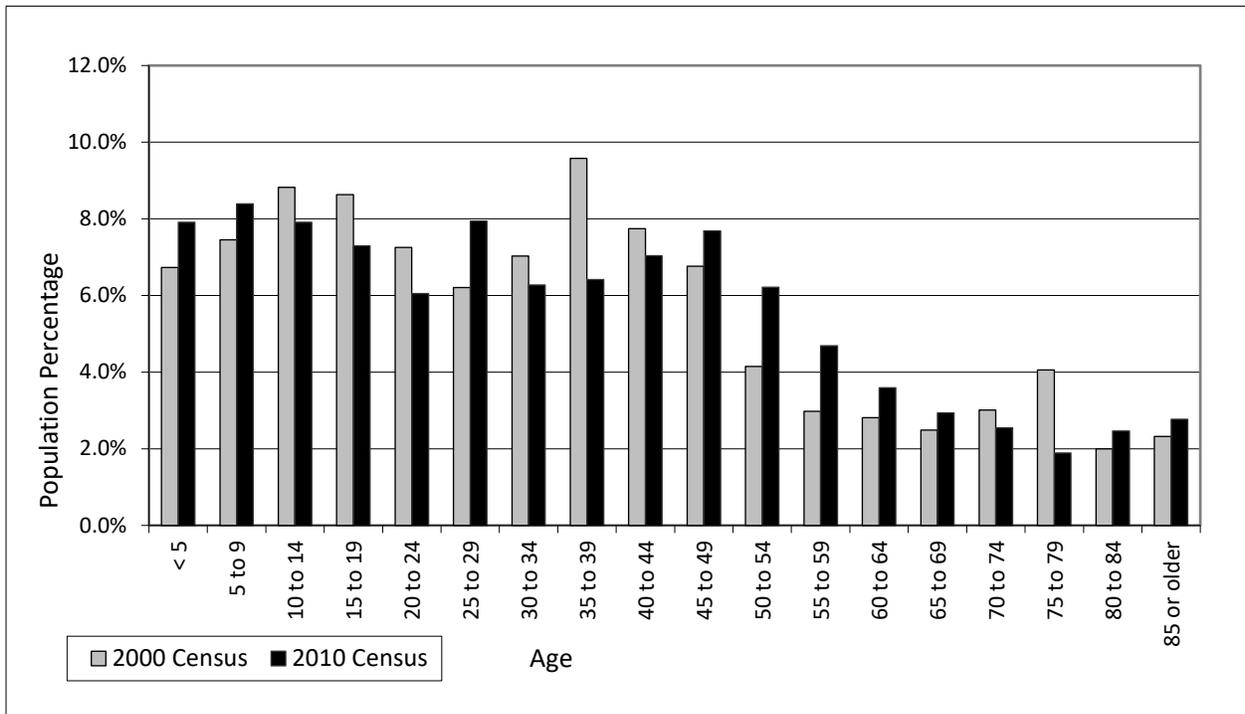
Age Distribution

Figure 1-4 compares the percentages of Pulaski residents within 5-year age ranges in 2000 and 2010. The graph depicts a rather balanced population without many large spikes in population changes. The most noticeable changes are the percentage decrease in 35 to 39 year olds and the percentage increases in those greater than 45 years of age. Although there appears to be a general percentage increase in the numbers of older residents, Census figures indicate the 2010 median age of the Village of Pulaski was 33.6, as compared to the 2000 median of 35.3.

The decrease in median age runs counter to recent trends both in the state and nationally, which has experienced an increasingly older population due to an aging of the “baby boom” generation and lengthening life expectancies. This is reflected somewhat in the increasing percentages of those aged greater than 45 in 2010. However, Village-wide, this trend has been offset by larger and increasing populations of those aged less than 9 and those aged 25 to 29 in 2010. The generally younger population of the Village of Pulaski should serve the Village well in filling jobs as the baby boomer generation reaches retirement age.

It is important to note that many of the rural areas surrounding the Village are experiencing a much faster aging of their respective populations. As a commerce and social center for the rural areas, the Village may experience an increase in demand for senior housing and age-related support services as elderly residents of the surrounding towns are no longer able to live on their own, but desire to remain in the area. Figure 1-4 indicates how the Village of Pulaski has aged over the past decade with the age ranges as a percentage of the overall population of the Village of Pulaski.

Figure 1-4: Village of Pulaski Age as a Percentage of Population, 2000 and 2010



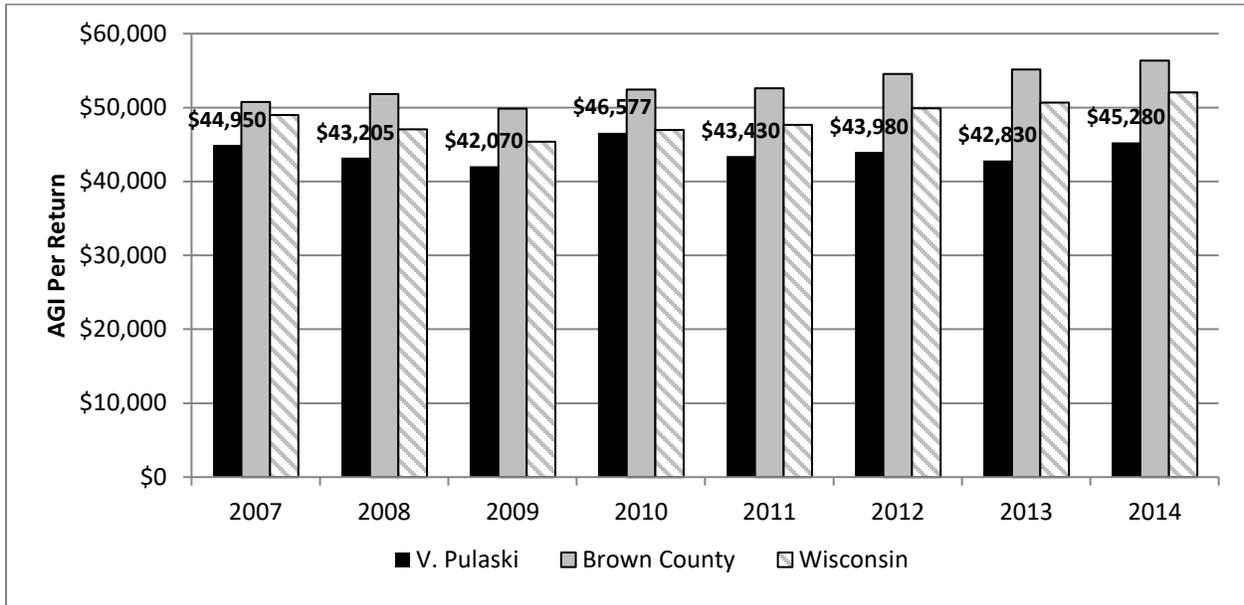
Source: U.S. Census of Population, 2000 and 2010

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 has remained rather flat, generally between \$42,000 and \$46,500 over the past eight years. The most recent year for which information is available lists the year 2014 AGI for the Village of Pulaski at \$45,280, as compared to Brown County at \$56,360 and the State of Wisconsin at \$52,020. AGI per tax return for the Village of Pulaski has been consistently lower than both Brown County and the State of Wisconsin for the past eight years.

When reviewing this data it is important to note that Wisconsin adjusted gross income per tax return includes only income subject to tax and income of persons filing tax returns. Second, income per return is not necessarily indicative of income per household because tax filings may not necessarily correspond with households. This is because several members of a single household may file individual tax returns, and the very high or very low (negative) income of a few tax filers may distort the total income and income per return of a given municipality. Figure 1-5 depicts the AGI trend for the Village of Pulaski, Brown County, and State of Wisconsin since 2007.

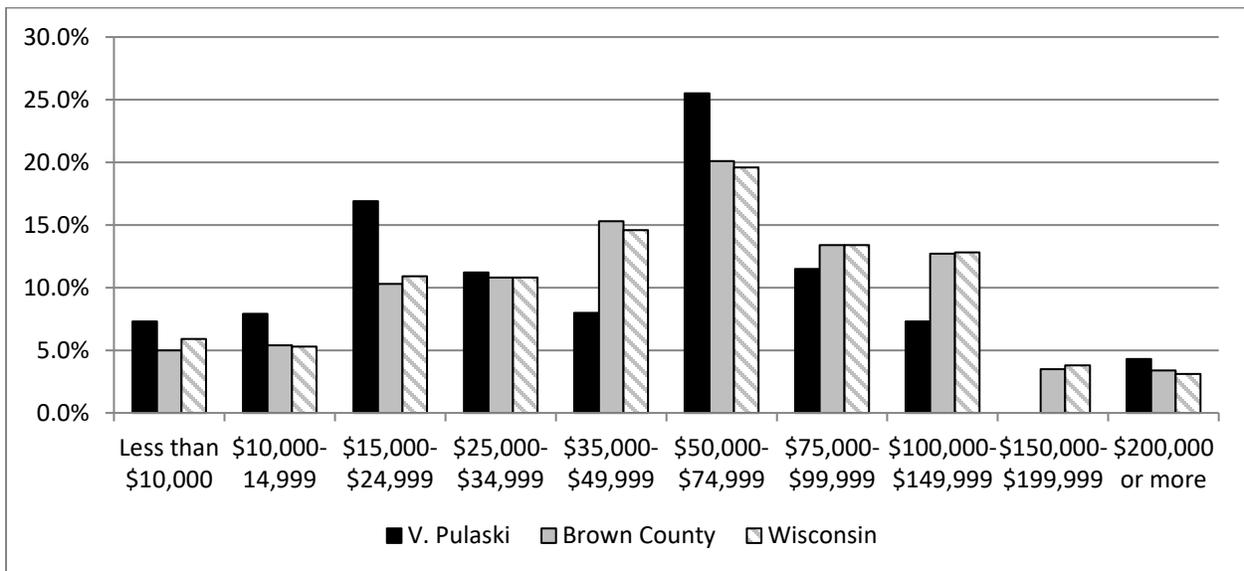
Figure 1-5: Adjusted Gross Income per Tax Return, 2007-2014



Source: Wisconsin Department of Revenue-Division of Research and Analysis, Wisconsin Municipal per Return Income for 2007-2014.

The 2010 Census also provides ranges for income levels. Similar to the state and Brown County, the largest percentage of household income is within the \$50,000-\$74,999 range with 25.5 percent of Pulaski households being within this range. As compared to the state and Brown County, the Village has generally higher percentages of households in the lower income ranges and lower percentages of households in the higher income ranges. Figure 1-6 depicts the percentage of households within identified income ranges for the Village of Pulaski, Brown County, and the State of Wisconsin.

Figure 1-6: Household Income Percentages in 2014 Inflation-Adjusted Dollars

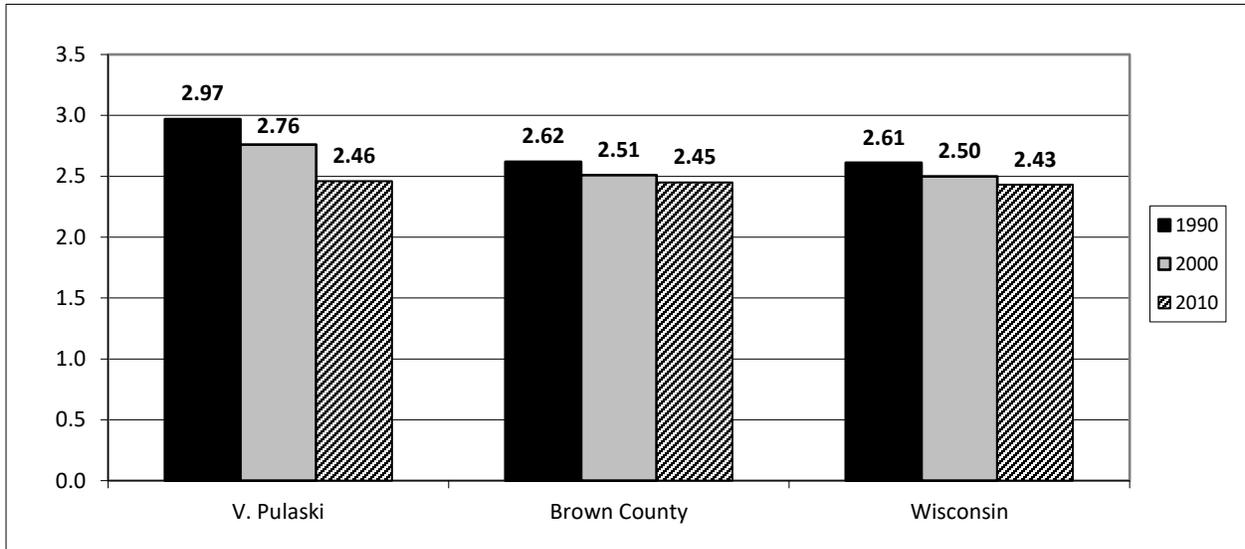


Source: U.S. Bureau of the Census, Selected Economic Characteristics, 2010-2014 American Community Survey 5-Year Estimates.

Housing Characteristics

As depicted in Figure 1-7, the Village of Pulaski has mirrored a trend experienced in Brown County and the State of Wisconsin. The average household size (persons per household) has generally trended downward for the past 40 years as families become smaller, more empty-nesters remain in their homes, and the number of single-parent families increased. All of these trends have generally pushed the average number of persons per household lower. Figure 1-7 identifies the 1990-2010 trends in persons per household for the Village, county, and state. Chapter 5 – Housing provides additional background, detail, and recommendations regarding housing within the Village of Pulaski

Figure 1-7: People Per Household, 1990, 2000, and 2010

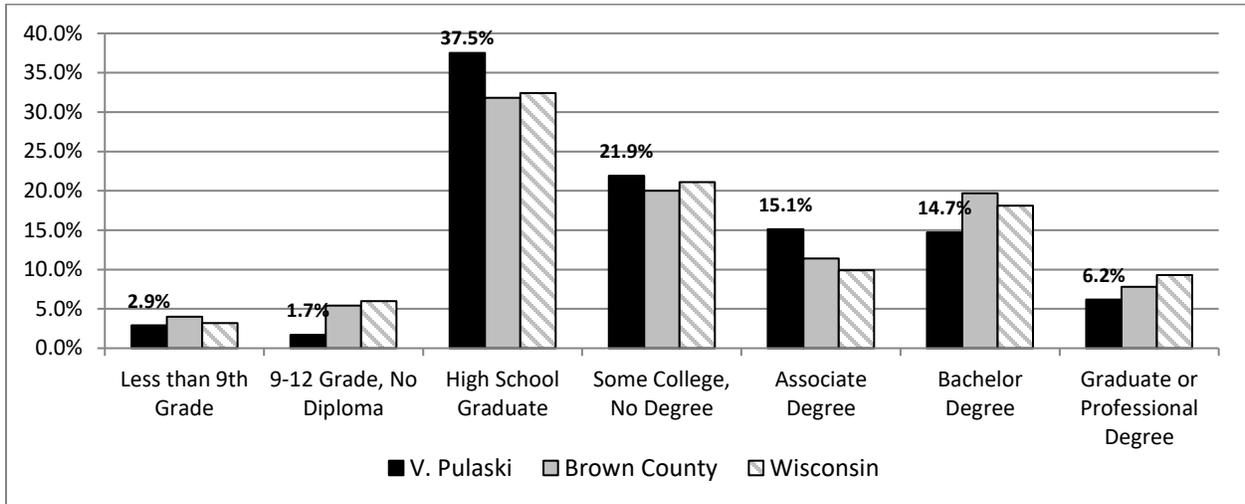


Source: U.S. Bureau of the Census, 1990, 2000, and 2010 Census.

Education Levels

As is evident from Figure 1-8, similar to Brown County and the State of Wisconsin, the largest percentage of Village of Pulaski residents' highest level of educational attainment is a high school diploma. The Village also has a higher percentage of residents with some college and those with an associate degree than either Brown County or State of Wisconsin.

Figure 1-8: Educational Attainment



Source: U.S. Bureau of the Census, Census 2010-2014 American Community Survey 5-Year Estimates

According to the U.S Bureau of Labor Statistics Current Population Survey, higher educational attainment is directly correlated to lower unemployment rates and higher median income¹. For example, according to the survey, a person with a high school diploma had median 2012 weekly earnings of \$652 and an average unemployment rate of 8.3 percent as compared to a person with a baccalaureate degree holder’s weekly earnings of \$1,066 and an average unemployment rate of 4.5 percent. The median weekly incomes for advanced degrees, such as a master’s degree, professional degree, or doctoral degree similarly increase and average unemployment decreases as one attains a higher degree. Increasing overall educational attainment is one proven way to increase overall income and decrease unemployment in the Village.

Employment Characteristics

According to the 2010-2014 American Community Survey, of the estimated 2,635 people considered to be of working age (16 years and older), 1,826 people, or 69.3 percent, are considered to be in the labor force. Of those who are currently not working, an estimated 120 residents, or 4.6 percent, are considered to be unemployed. This compares with the estimated 809 (30.7 percent) residents who are also not working but consider themselves to be out of the labor force (student, stay-at-home parent, retired, etc.).

As depicted in Figure 1-9, industry sector employment, the largest industry sector for Pulaski residents is the educational, health, and social services; manufacturing; and retail trade sectors. These sectors are very typical for small communities where the school district employs a number of people and there is a solid manufacturing base.

¹ United States Bureau of Labor Statistics, Current Population Survey, 2012
http://www.bls.gov/emp/ep_chart_001.htm.

Figure 1-9: Industry Sector Employment

Industry	Percent
Educational, Health, and Social Services	30.5%
Manufacturing	21.9%
Retail Trade	16.9%
Finance, Insurance, Real Estate, and Rental and Leasing	9.0%
Construction	6.8%
Other Services (except Public Administration)	3.9%
Wholesale Trade	3.2%
Transportation and Warehousing and Utilities	2.7%
Arts, Entertainment, Recreation, Accommodation, and Food Services	2.1%
Professional, Scientific, Management, Administrative, and Waste Management Services	1.9%
Information	1.0%
Public Administration	0.1%
Agriculture, Forestry, Fishing and Hunting, and Mining	0.0%

Source: U.S. Bureau of the Census, Census 2010-2014 American Community Survey 5-Year Estimates

Employment Forecast

In October 2013, the Wisconsin Department of Workforce Development produced a long-term employment projection for the Bay Area Workforce Development Area which includes Brown, Door, Florence, Kewaunee, Manitowoc, Menominee, Oconto, Shawano, and Sheboygan Counties. The profile identifies projected job increases or decreases by industry for the 10-year period between 2012 and 2022 and factors in macro-economic conditions experienced by the area through October 2013.

According to the profile, total employment is projected to increase by 24,782 new jobs (7.66 percent) by the year 2022. Construction is projected to experience the greatest percentage of new job growth at 18.74 percent (2,005 jobs), while educational and health services, including state and local government is projected to increase by 8,207 new jobs (13.4 percent). The significant increase in total new jobs in the educational and health services, including state and local government is likely due to the general aging of the region's population generating increased demand for health care and social assistance services.

The education and health service, including state and local government industry (69,444 jobs) is projected to overtake manufacturing (68,837 jobs) as the largest industry employer within the Bay Area Workforce Development Area by 2022. Job growth and economic development strategies are discussed in much more detail in the Economic Development Chapter of this plan. Figure 1-10 displays total non-farm industry employment projections for the Bay Area Workforce Development Area.

Figure 1-10: Industry Projections for Bay Area Workforce Development Area, 2012-2022

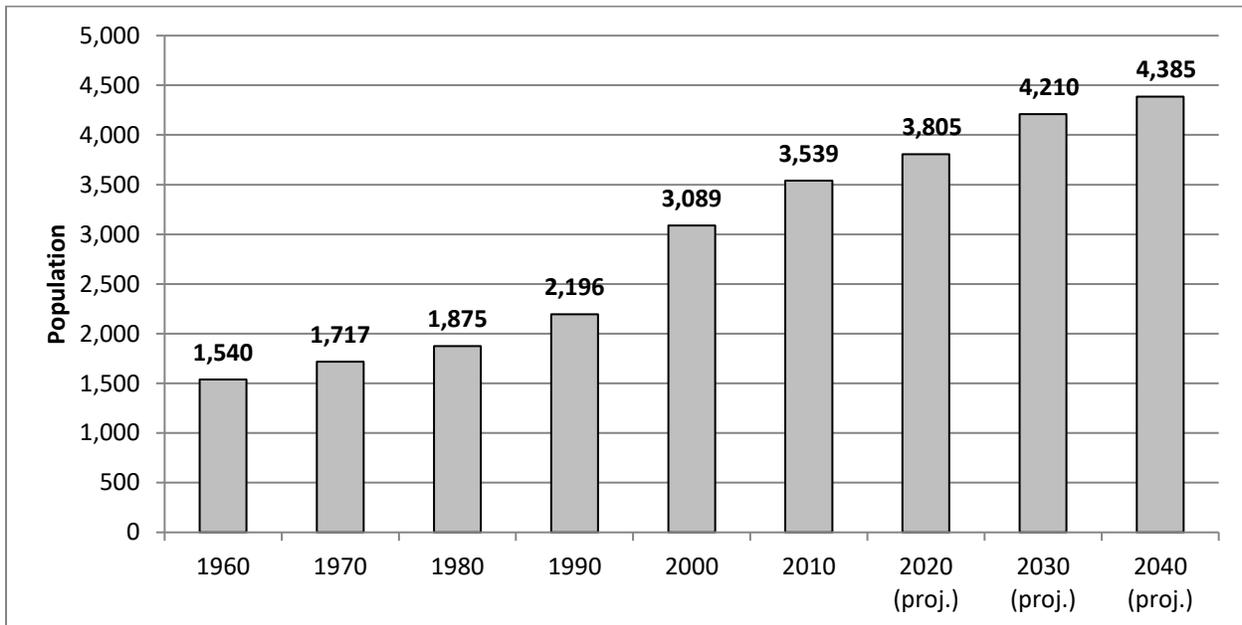
Industry Title	Employment		Ten-Year Change	
	2012 Annual Employment	2022 Projected	Numeric	Percent
Total Employment	323,664	348,446	24,782	7.66%
Construction	10,700	12,705	2,005	18.74%
Professional and Business Services	27,659	32,241	4,582	16.57%
Education and Health Services, including State and Local Government	61,237	69,444	8,207	13.4%
Financial Activities	16,123	17,420	1,297	8.04%
Mining and Natural Resources	8,255	8,862	607	7.35%
Information	2,879	3,084	205	7.12%
Leisure and Hospitality	30,300	32,236	1,936	6.39%
Other Services (Except Government)	8,197	8,691	494	6.03%
Trade, Transportation, and Utilities	55,602	58,517	2,915	5.24%
Government	17,188	18,085	897	5.22%
Self-Employed and Unpaid Family Workers	17,824	18,324	500	2.81%
Manufacturing	67,700	68,837	1,137	1.68%

Source: Wisconsin Department of Workforce Development, Long Term: 2012-2022 Industry Employment – Bay Area Workforce Development Area.

Population and Housing Forecasts

In 2014, the Wisconsin Department of Administration (WDOA) released updated population projections for Wisconsin municipalities through the year 2040. The projections take into account births, deaths, in-migration, out-migration, and other general demographic trends. The process is intended to smooth out small increases or decreases in population and provides a comprehensive projection based on the previously discussed trends. According to the projection for the Village of Pulaski, the population of the Village of Pulaski is forecasted to increase from the 2010 census population of 3,539 by 846 persons to a 2040 population of 4,385. Population growth is projected for the Village even though the 2015 population estimate for the Village from the Wisconsin Department of Administration is 3,519, which is less than the 2010 census of population. The historic and projected population for the Village of Pulaski is displayed in Figure 1-11.

Figure 1-11: Village of Pulaski Historic and Projected Populations



Source: U.S. Census Bureau 1960-2010; Wisconsin Dept. of Administration, 2014

Based upon this information, a baseline projection of the housing units required for the 2040 design year of this comprehensive plan may be determined. According to the 2009-2013 American Community Survey (ACS), the Village of Pulaski had an average household size of 2.46 persons per household. Dividing this amount into the 4,385 people projected to live in the Village by 2040 yields a result of 1,783 total housing units required for the future population. Subtracting the 1,525 existing (2010 Census) housing units results in a projected need of approximately 258 additional housing units in the Village by 2040, provided the persons per household average or population projection does not significantly change over time.

Summary

As demonstrated in the data gathered for this chapter, the Village of Pulaski continues to a growing community with projected continued population growth. Since the last comprehensive plan was adopted in 2007, the Village has/is:

- According to the Wisconsin Department of Administration, added 113 residents (3.3 percent increase).
- Moved Village administrative services into a newly remodeled building.
- Adding on to Village Hall to accommodate the police department.
- Worked with WisDOT to reconstruct STH 32 and 160 in the downtown.
- Experienced a large fire in the downtown.
- Experiencing significant residential and commercial development activity in the southern part of the Village.

The goals and objectives for the Village of Pulaski Comprehensive Plan attempt to build upon the development momentum in the Village to expand Pulaski's tax and employment base, while trying to maintain the small-town feel that long-time residents cherish and brought many new residents to Pulaski.

The goals and objectives identified in this 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 retain its small town character, identifying ways for pedestrians and bicyclists to circulate through the Village, and developing a comprehensive economic development and redevelopment strategy, are all concepts that will be further discussed with specific policy recommendations within the plan.

CHAPTER 2

Land Use

As presented in the Issues and Opportunities chapter, the Village of Pulaski’s land use goal is to, “Promote land use development throughout the Village that supports a diverse economy and business growth opportunities while retaining Pulaski’s small town identity.” Among others, specific land use objectives to attain this goal include striving for a compact development pattern; promoting downtown redevelopment, new housing options, and business opportunities throughout the Village; and ensuring compatibility of adjoining land uses for existing and future development. This section of the plan identifies the Village’s existing land uses, and based on Pulaski’s identified goals and objectives, the chapter provides recommendations for the Village to implement in order to attain its desired future land uses and patterns.

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. The Brown County Planning Commission conducts a countywide land use inventory every decade. Fieldwork for the most recent county-wide inventory was completed in October 2010 and updated in summer 2014. The Village of Pulaski and its surrounding planning area was further updated during the summer of 2016. The following land use table provides the Village’s existing (2016) land use tabulations as compared to 2006. Figure 2-2 identifies the location of the various 2016 land uses within the Village and Figure 2-3 also depicts the surrounding planning area land uses.

Figure 2-1: Village of Pulaski July 2016 Land Use Acreage

Land Use	2006 Total Acres	2006 Percent of Total	2016 Total Acres	2016 Percent of Total
Single-Family	328.1	19.12%	342.8	18.49%
Two-Family	25.8	1.50%	35.4	1.91%
Multi-Family	31.7	1.85%	31.7	1.71%
Mobile Home Park	25.0	1.46%	25.1	1.35%
Residential Land Under Development	43.7	2.54%	34.3	1.85%
Total Residential	454.3	26.47%	469.3	25.31%
Retail Sales	33.3	1.94%	34.3	1.85%
Shopping Centers ¹	15.3	0.89%	N/A	N/A
Retail Services	13.5	0.79%	21.6	1.16%
Commercial Land Under Development	1.5	0.09%	21.1	1.14%
Total Commercial	63.6	3.71%	77.0	4.15%
Manufacturing	114.6	6.68%	108.7	5.86%
Wholesaling	19.5	1.14%	9.3	0.50%
Storage	6.5	0.38%	16.2	0.87%
Industrial Land Under Development	6.6	0.38%	52.1	2.81%
Total Industrial	147.2	8.58	186.3	10.04%

¹ The 2006 Land Use Inventory classified all of the Mountain-Bay Plaza lands (including undeveloped) as “Shopping Center”. This classification was not used in the 2016 Land Use Inventory. The developed portion of Mountain-Bay Plaza was split between retail sales and services and commercial land under development.

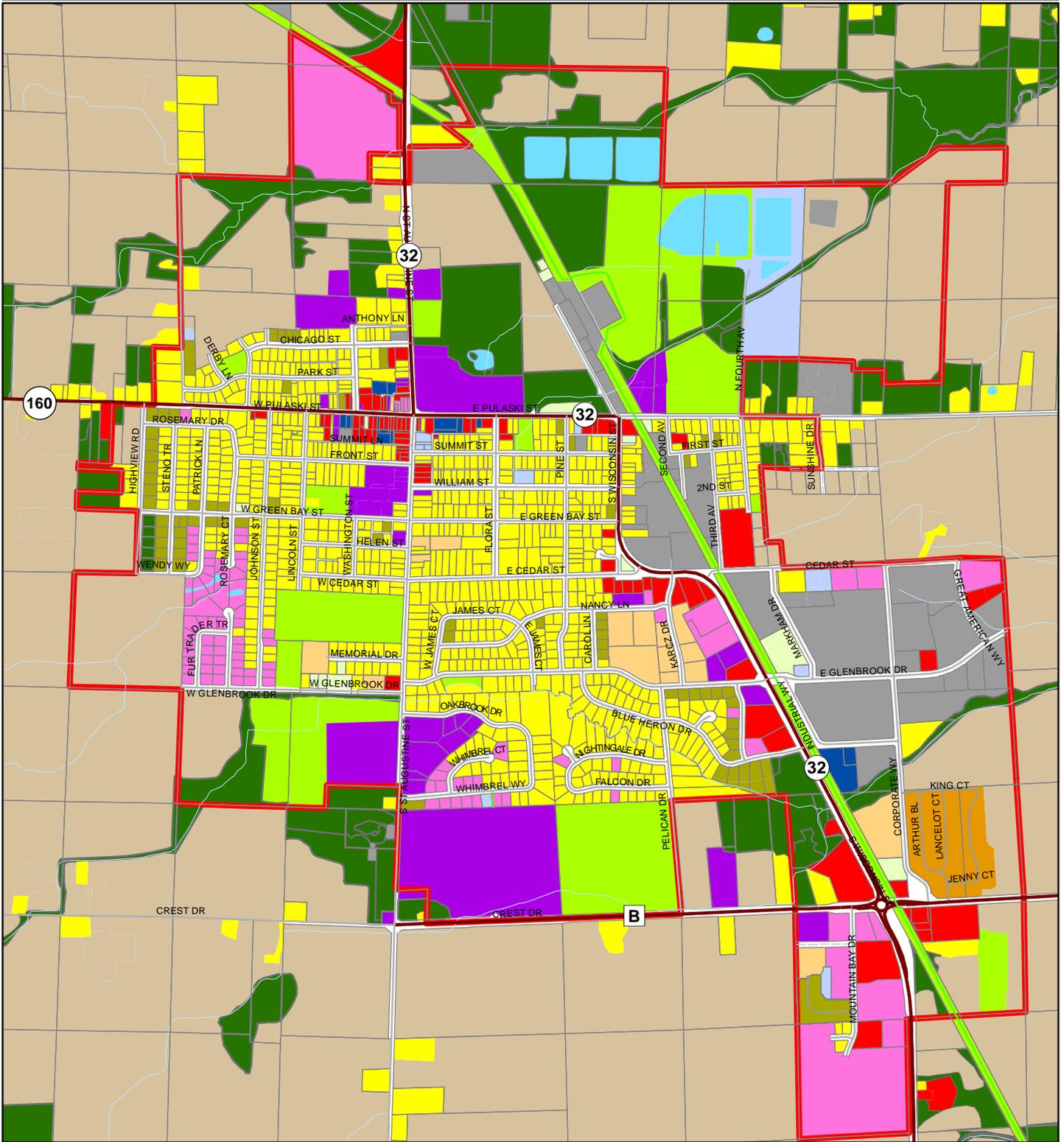
Land Use	2006 Total Acres	2006 Percent of Total	2016 Total Acres	2016 Percent of Total
Streets and Highways	186.6	10.87%	200.9	10.83%
Off-Street Parking	0.7	0.04%	3.7	0.20%
Bus Terminals	3.7	0.22%	3.7	0.20%
Total Transportation	147.2	11.71%	208.3	11.23%
Generation/Processing of Comm./Util.	2.5	0.15%	3.8	0.20%
Transmission of Comm./Util.	3.7	0.21%	2.1	0.11%
Waste Processing/Disposal	17.7	1.03%	20.7	1.12%
Total Communication/Utilities	23.9	1.39%	26.6	1.43%
Government Administration	6.0	0.35%	6.1	0.33%
Safety Institutions	1.9	0.11%	2.4	0.13%
Educational Institutions	61.3	3.57%	70.5	3.80%
Health-Institutions	10.8	0.63%	10.5	0.57%
Assembly Institutions	3.3	0.19%	2.8	0.15%
Religious and Related Facilities	34.6	2.02%	29.7	1.60%
Total Institutional/Governmental	117.9	6.87%	122.0	6.58%
Parks/Parkways/ Campgrounds	55.7	3.24%	70.4	3.80%
Playfields	28.7	1.67%	52.5	2.83%
Trails	27.0	1.57%	32.0	1.73%
Athletic Fields	35.3	2.06%	38.4	2.07%
Golf Course Driving Range	N/A	N/A	7.0	0.38%
Total Outdoor Recreation	146.7	8.54%	200.3	10.81%
Undesignated Open Space	5.8	0.34%	12.2	0.66%
Cropland/Pasture	348.7	20.32%	305.3	16.46%
Total Open Space /Agricultural	355.6	20.73%	317.5	17.12%
Water Features	37.5	2.18%	39.6	2.14%
Woodlands	144.7	8.43%	121.5	6.55%
Other Natural Areas	23.8	1.39%	54.3	2.93%
Total Natural Areas	206.0	12.00%	215.4	11.62%
Land Under General Development (includes lands that are subdivided, not developed, and use may not have been determined)	N/A	N/A	31.6	1.71%
GRAND TOTAL*	1,716.2	100.00%	1,854.3	100.00%



Figure 2-2

Land Use

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



- | | | |
|---------------------------|----------------------------|-------------------------|
| Municipal Boundary | Commercial | Parks/Recreation |
| Single Family Residential | Industrial | Agricultural |
| Two Family Residential | Transportation | General Open Space |
| Multi-Family Residential | Communications/Utilities | Rivers/Ponds |
| Mobile Homes | Governmental/Institutional | Woodlands/Natural Areas |
| Land Under Development | | |

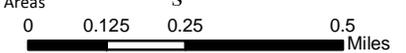
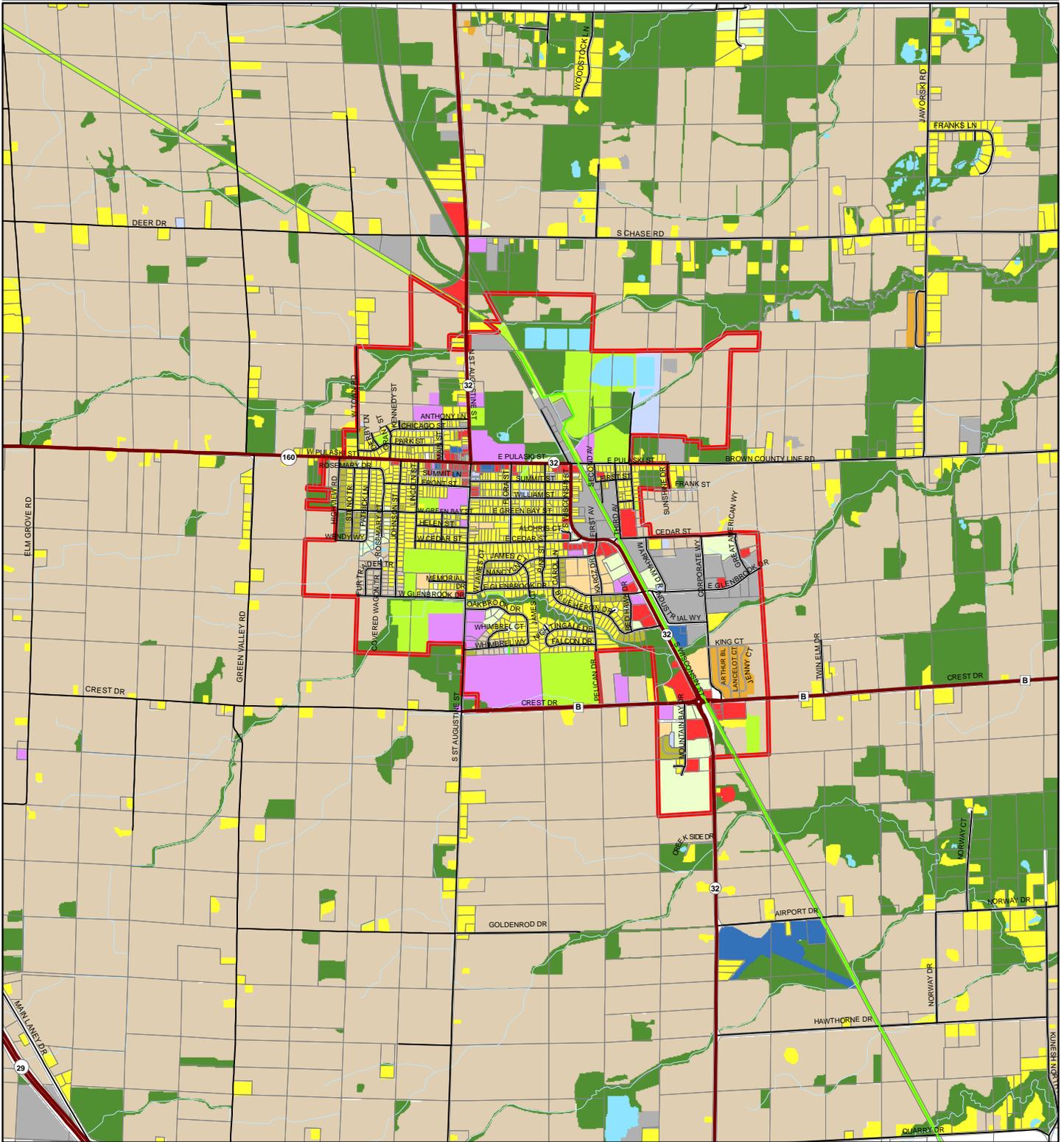




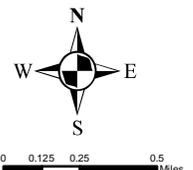
Figure 2-3

Planning Area Land Use

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



- | | | |
|---------------------------|----------------------------|-------------------------|
| Municipal Boundary | Commercial | Parks/Recreation |
| Single Family Residential | Industrial | Agricultural |
| Two Family Residential | Transportation | General Open Space |
| Multi-Family Residential | Communications/Utilities | Rivers/Ponds |
| Mobile Homes | Governmental/Institutional | Woodlands/Natural Areas |



When comparing the 2006 and 2016 land uses it is important to note that there may be discrepancies in acreages due to mapping in geographic information systems (GIS). A small change in how a land use is delineated from 2006 to 2016 can result in a seemingly increase (or decrease) in acreage when there may not have actually been any change. In comparing the land uses, one should look for large changes in land uses or percentages that may indicate significant changes in land use trends over the past ten years.

Residential Land Uses

Residential land uses include single-family homes, two-family homes, multi-family apartment buildings, mobile home parks, and lands that are subdivided for new residential development. Within the Village of Pulaski, 469.3 acres of land are identified as residential in 2016 as compared to 454.3 acres in 2006. Approximately 25.3 percent of the Village's land uses are classified as residential.

Single family residential land uses are by far the largest subcategory, account for 342.8 acres of land, or approximately 73.0 percent of all land classified as residential. Primarily single-family residential land uses are found south and west of the downtown with smaller areas northwest and east of downtown. Homes within this area are generally well-maintained older single-family homes on smaller lots. Newer single-family residential neighborhoods are found in the southwestern part of the Village in the vicinity of Patricia Lane, Covered Wagon Trail, and Whimbrel Way. The newest single-family homes in the Village may be found south of the Mountain-Bay Plaza shopping center on Joanna Way. It can be reasonably expected that the majority of new single-family residential development will continue to infill on existing lots near Patricia Lane, Covered Wagon Trail, and Whimbrel Way, and new lots will be developed south of the Mountain-Bay Plaza shopping center.



In addition to the large single-family component, the Village of Pulaski has a well-diversified mixture of residential uses, including two-family, multi-family, and mobile homes. Two-family homes are generally scattered around the Village, while multi-family units are concentrated in the area of Karcz Drive and Corporate Way. New multi-family and two-family units are planned south of Mountain-Bay Plaza. In addition, Pulaski has a well-maintained mobile home park located in the southeastern part of the Village, along CTH B and Corporate Way.

Commercial Land Uses

Commercial land uses are those that can typically be divided into retail and service-oriented businesses. Retail businesses may include grocery stores, department stores, or other similar uses where the patron is actually purchasing a good. Service-oriented commercial enterprises, such as accounting offices and dry cleaners, provide a service to a patron in exchange for payment.

Commercial uses in the Village occupy approximately 77.0 acres of land, or 4.15 percent of the total area of Pulaski, are generally located in two distinct areas of the Village. The historic center of commercial activity in Pulaski is located in the vicinity of the East/West Pulaski Street and North/South St. Augustine Street



(STH 32 and STH 160) intersection. This area historically served as the central business district of the Village, providing goods, services, and entertainment to the Village and surrounding areas. Today, there are a number of small retail, service, and entertainment businesses remaining, although there are also a number of vacant or underutilized storefronts as well. A fire in 2011 destroyed five buildings on the northwest side of the downtown intersection, which remains as a series of small, vacant lots. Commercial uses in the downtown help to build the tangible identity and sense of place for Pulaski and therefore remain a critical component to the future of the Village.

Commercial uses extend intermittently south along STH 32 from the downtown through the Village until the second area of intensive commercial development extending from roughly Cedar Street south to the vicinity of the STH 32 and Crest Drive (CTH B) intersection. Businesses within this area tend to be much more auto-oriented than in the downtown, including a number of fast-food restaurants, small retail businesses, general merchandise store, gas station/convenience stores, hardware/automotive store, financial institution, construction yard, Mountain-Bay Plaza shopping center, and recently opened hotel. Recent commercial development has focused on the area of the Mountain-Bay Plaza and STH 32 south of CTH B (Crest Drive).



Industrial Land Uses

Industrial land uses occupied 186.3 acres of land or 10.04 percent of the Village of Pulaski in 2016. Industrial uses are heavily concentrated on the east side of STH 32 and in the Village's industrial park. The industrial park includes a mixture of large and small manufacturing enterprises, and is close to capacity in terms of available acreage. In order to address this issue, the Village of Pulaski purchased and annexed approximately 34 acres of land on the west side of STH 32 in the far northern part of the Village. Although still farmed, public sanitary sewer and water are available to the property to accommodate future development.



Transportation Land Uses

Transportation-related land uses in Pulaski are generally limited to the state, county, and local street network. Other very minor transportation uses include off-street parking and school bus terminal. These uses account for approximately 208.3 acres of land, or 11.23 percent of the land uses in Pulaski.

Communication/Utilities

The Pulaski Wastewater Treatment Plant and yard waste site remain the largest land uses within this classification. Other communication/utility land uses include two electrical substations, the Village water tower, and a telecommunications firm near downtown. Communication/Utilities land uses account for 26.6 acres, or 1.43 percent of the total Village.

Institutional/Governmental Land Uses

Public educational institutions (Glenbrook Elementary, Pulaski Middle, and Pulaski High School) located along South St. Augustine Street accounted for the majority of the land uses within this classification at 70.5 acres or 3.80 percent of the Village. Religious and related facilities, including Assumption B.V.M. Parish and School, accounted for 29.7 acres, or 1.60 percent of the total Village. Other institutional/governmental uses include the village hall, clinics, fire station, and similar uses.

Outdoor Recreation Uses

The 2016 land use update indicates Pulaski had 200.3 acres (10.81 percent of the Village) within outdoor recreation categorized land uses. Of this acreage, the vast majority is associated with the Community Park, located in the northeastern part of the Village, and Memorial Park, located in the southwestern part of the Village. Additional significant outdoor recreation classified lands include the Pulaski Middle School and High School athletic fields, and Mountain-Bay State Recreational Trail. A detailed inventory and analysis of outdoor recreation uses can be found in Chapter 8.



Agricultural/Open Space Land Uses

Although an incorporated community, the Village of Pulaski's second largest land category is associated with agricultural production at 317.5 acres or 17.12 percent of the Village. Agricultural land uses are most pronounced along the fringes of the Village's municipal boundaries. With the uptick in development activity following the recession, it can be reasonably expected that these areas will be converted to other uses over the course of this comprehensive plan, provided utilities can be cost-effectively extended.

Natural Areas

Natural areas include woodlands, wetlands, stream corridors, ponds, and other areas that are not farmed or developed and are largely in a natural state. Natural areas in Pulaski total 215.4 acres, or 11.62 percent of the Village. The majority of this acreage is associated with the Assumption B.V.M. woods and pond and Pulaski Community Park. Other natural areas can be found in wetlands and stream corridors associated with the three branches of the Little Suamico River.

Land Use Trend Analysis

Supply and Demand

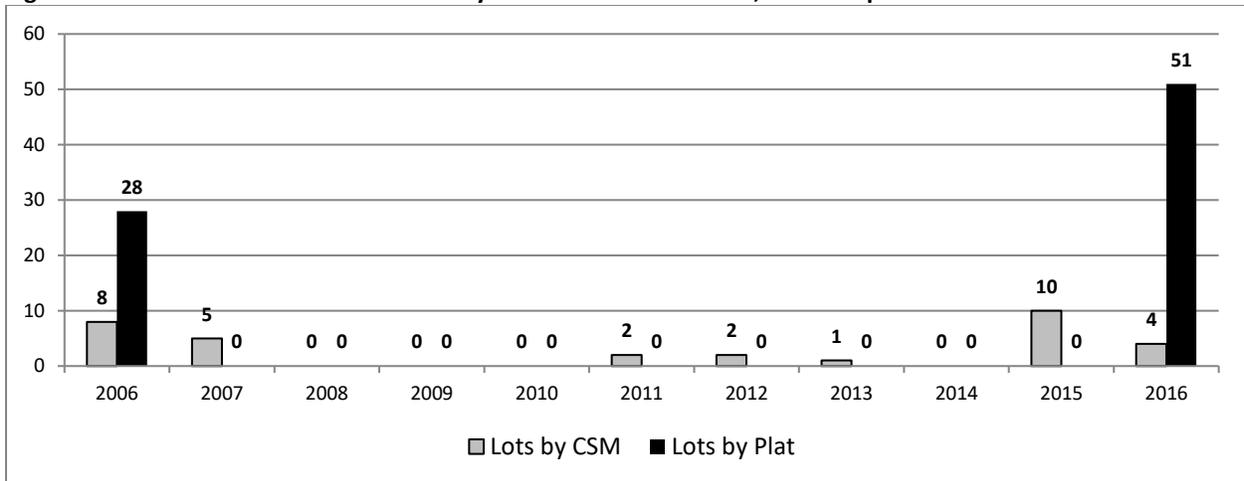
Since 2006, there have been a total of 111 new lots created by certified survey map (CSM) or subdivision plat in the Village of Pulaski. As depicted in Figure 2-4, new lots by both subdivision plat and certified survey map have occurred in a rather sporadic nature. The intermittent pattern is likely a local reaction to the national recession and housing market crisis in the late 2000's, and subsequent demand for new housing lots when the economy and housing market returned to more normal times in 2015 and 2016. Although the creation of a new lot does not necessarily lead to new residential development, it may serve as an indicator of new development, and by extension, demand for new lots.

Specific areas of the Village of Pulaski where new residential lots exist include the southwest part of the Village along Covered Wagon Trail and Rosemary Court. In addition, the area south of Mountain-Bay Plaza is experiencing strong residential development growth with a new senior housing complex being recently built, and a number of two-family and apartment buildings currently being constructed. The Whispering Winds First Addition Subdivision Plat is currently under review and, provided it is approved, will add another 46 single-family residential lots and one large

multi-family lot. The recently approved and plat under review should address some of the demand for new residential lots within the Village. However, as the Village continues to add residents, additional residential development will be necessary.

The Village of Pulaski has one remaining parcel of land for development within its industrial park. The 3.5 acre parcel is located at the terminus of Great American Way and is ready for development. Also, as previously discussed, the Village of Pulaski owns approximately 34 acres of land on the northern part of the Village for industrial and business development. Although streets are not developed and lots are not subdivided, public sewer and water utilities are available for any prospective business or industry.

Figure 2-4: Number of New Lots Created by CSM or Subdivision Plat, 2006 - September 2016.



Source: Brown County Planning Commission, 2016.

Land Prices

According to the real estate website Zillow.com, vacant residential lots served by public sewer and water range in sale price from \$30,000 to \$38,000, depending on location. The listed lots are primarily located along Covered Wagon Trail and Whimbrel Way. With the number of new residential lots coming into the market, there may be some lessening of the upward pressure on new lots.

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

There are a few commercial buildings in the downtown that have been extensively renovated by their owners and should serve as models for other downtown buildings. Specifically, the Country Pride Real Estate Office and State Farm Insurance Office buildings are good examples of renovations and the impact they can have on the overall impression of the downtown. The downtown continues to transition from a retail-based center to more of a service-oriented downtown. As retail commercial continues to expand near the STH 32/ CTH B intersection and to the south, it is expected this trend will continue into the future.

The 2011 fire in downtown Pulaski that destroyed five buildings at the intersection of STH 32 and STH 160 shone a spotlight on the downtown and perhaps could serve as a catalyst to redevelopment and rehabilitation efforts, provided redevelopment on the site is done correctly. As this site is one of two primary intersections in the Village, it is highly visible to residents and visitors alike. Redevelopment on the site must be context-sensitive in that a new building will need to be built with a zero setback, most likely two stories, and accommodate parking either in the rear and/or on the street.



There are a number of commercial buildings likely constructed sometime between 1900 and 1950 that are currently vacant or underutilized and are showing signs of age. Without extensive rehabilitation, some of these structures may be beyond repair in the not too distant future. If these buildings are to remain an important component of Pulaski's character, building and property maintenance codes will need to continue to be evenly enforced. Without even enforcement, it is likely the buildings will fall even further into disrepair, increase their blighting effect on surrounding properties, and further dampen revitalization efforts downtown.

General Housing Rehabilitation

As discussed in the Housing Chapter, the Village has a good supply of well-maintained older housing. Maintaining these older homes in Pulaski should be utmost importance to the Village. 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 Brown County Planning, the Wisconsin Housing and Economic Development Authority, and working with homeowners to consistently enforce the housing code (Chapter 55 Village Code of Ordinances) are critical to ensuring a healthy and well-maintained housing stock is continued into the future.

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, as 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 close proximity to a recreational or natural area, or a home occupation in a single-family residential area that has outgrown its space. 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, such as along First Street and Third Avenue. 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 a large number of duplex or multifamily structures being concentrated in one location, as is the case in the Karcz Drive area. 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. Furthermore, it is incumbent on the Village to ensure owners, managers, and rental companies utilize responsible rental practices and building maintenance efforts through enforcement of the Village's housing code.

Agriculture and Residential Development

A common land use conflict experienced by many developing rural Villages is dealing with the sights, smells, and other activities that characterize active farming operations both within and adjacent to the Village. The Village should continue to work with the farmers and the surrounding Towns to ensure that future development, either agricultural or residential, does not negatively impact existing Village residents or town farms. This can be accomplished through setting facilitated yearly meetings to discuss issues, such as farming and residential development, and to try to work toward a compromise or solution that both sides find agreeable. The Intergovernmental chapter provides additional policies and programs that Pulaski can utilize to help minimize or resolve conflicts between the Village and towns.

Sensitive Natural Areas and Development

The Village of Pulaski has three branches of the Little Suamico River that pass through its municipal boundary and is therefore responsible for ensuring development (existing or new) does not negatively impact these resources. When development is proposed in close proximity to these surface waters, wetlands, 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 5-Year Increments

Past Land Use Trends

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 5-year increments. In order to provide a historical perspective on land uses in Pulaski, the land use acreages from 2006 were compared to the 2016 update. Figure 2-5 identifies the changes in land uses over this 10-year period.

As is evident from the chart, residential, commercial, and industrial acreage in the Village of Pulaski have all increased over the past ten years. In terms of percentage growth, industrial development has experienced the greatest proportional rate of growth. Considering the very recently approved residential subdivision plats in the southern part of the Village, it can be reasonably expected that residential acreage will increase significantly within the next one to two years.

Figure 2-5: Changes in Pulaski Land Use, 2006–2016

Land Use	2006 (Total Acres)	2016 (Total Acres)	Difference 2006-2016	Percent Change
Residential	454 acres	469 acres	+15 acres	+3.3%
Commercial	64 acres	77 acres	+13 acre	+20.3%
Industrial	159 acres	186 acres	+27 acres	+17.0%
Agricultural	356 acres	318 acres	-38 acres	-10.7%

Source: Brown County Planning Commission, 2006 and 2016

While the population of the Village has increased from 3,362 residents in 2005 to an estimated 3,519 in 2015 (increase of 4.7 percent), the amount of land consumed by residential development over this same approximate time period has increased only 3.3 percent. This indicates that the Village has done a relatively good job of infill development and utilization of smaller residential lots, which creates for efficiencies in the provision of public utilities and services, increased tax base, as well as in the overall efficient utilization of the Village’s land base.

The significant increases in percentages of commercial and industrial lands are primarily a result of the continued development of the Mountain-Bay Plaza area (commercial) and availability of the North Business Park for industrial development. It can be reasonably expected that absent any large annexations, agricultural lands within the Village will continue to decrease as these areas are converted to developed uses.

Future Land Use Projections

The following acreage analysis and projection is not intended to be a strict determination of exactly how much land will be needed in Pulaski over the next 20 years. Rather, it is an estimate based on past trends and population projections to give the Planning Commission and Village Board an idea of future growth in Pulaski. This information should be used to guide policies that will assist the Village of Pulaski in striving toward its stated goals and objectives in Chapter 1 over the next 20 years.

Based on the population projections provided by the Wisconsin Department of Administration in the Issues and Opportunities chapter, the Village’s population is expected to increase by 846 people between 2015 and 2040, resulting in a projected 2040 population of 4,385 residents. Therefore, Pulaski will need approximately 258 additional housing units in the Village by 2040 to account for the projected population increase. It is important to note that this is only an estimate based on current trends and population projection. Considering the significant increase in development of, and demand for, new housing units in the Village during 2016, it is likely that the projected 258 increase is on the lower side of what can be expected.

A review of new parcels created in the Village over the past ten years, indicates that the majority of new lots created in the Village are generally 0.26 acres to 0.73 acres in size, with most being around 0.32 acres. Therefore, an average lot size of 0.32 acres will be used to provide a base forecast of the acreage required for future residential development in the Village of Pulaski. Multiplying the average 0.37-acre lot size with the projected 258 housing units needed for the next 20 years of growth results in approximately 83 acres of land needed for additional homes in Pulaski, should all new residential development be single-family residential. If multi-family units and duplex units are factored in, or smaller average lot sizes are used, the required acreage will accordingly decrease.

Based on the 2016 land use inventory, the total developed residential (469 acres), commercial (77 acres), and industrial (186 acres) uses in the Village account for a total of approximately 732 developed acres of land (excluding

streets). Breaking these totals into percentages of the total developed acres of land results in 64.1 percent residential, 10.5 percent commercial, and 25.4 percent industrial. Applying these percentages to the projected 128 required acres of residential land results in an additional 14 acres of commercial land and 33 acres of industrial land for a total of 175 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 147 acres of residential lands, 16 acres of commercial lands and 38 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 201 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 develop their land, an additional 10 percent of the required acreage was added for a grand total of an additional 162 acres of residential lands, 18 acres of commercial lands, and 42 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 222 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

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. It is important to note that the projections are based upon past trends and therefore may not accurately represent the respective acreages required should a large industrial complex or residential development be located in the Village over the next 20 years.

Should a development be proposed that is not contiguous to existing development and public utilities need to be extended across vacant land, Pulaski will need to strongly evaluate the short and long-term costs, benefits, and risks associated with such a development pattern. 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. 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: Five-Year Growth Increments for the Village of Pulaski

Use	Year				
	2016	2020	2025	2030	2035
Residential	469 acres	510	550	590	631
Commercial	77 acres	81	86	90	95
Industrial	186 acres	196	207	217	228
Agricultural	318 acres	263	207	152	96

Source: Brown County Planning Commission, 2016

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 and redevelopment should further the Village’s unique, small town character. To accomplish this vision, 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 and areas contiguous to developments currently served by public sewer and water be given priority and developed first to ensure efficient usage of public utilities and services.

Future development and redevelopment decisions should be integrated with the other elements and recommendations of the comprehensive plan, such as 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.

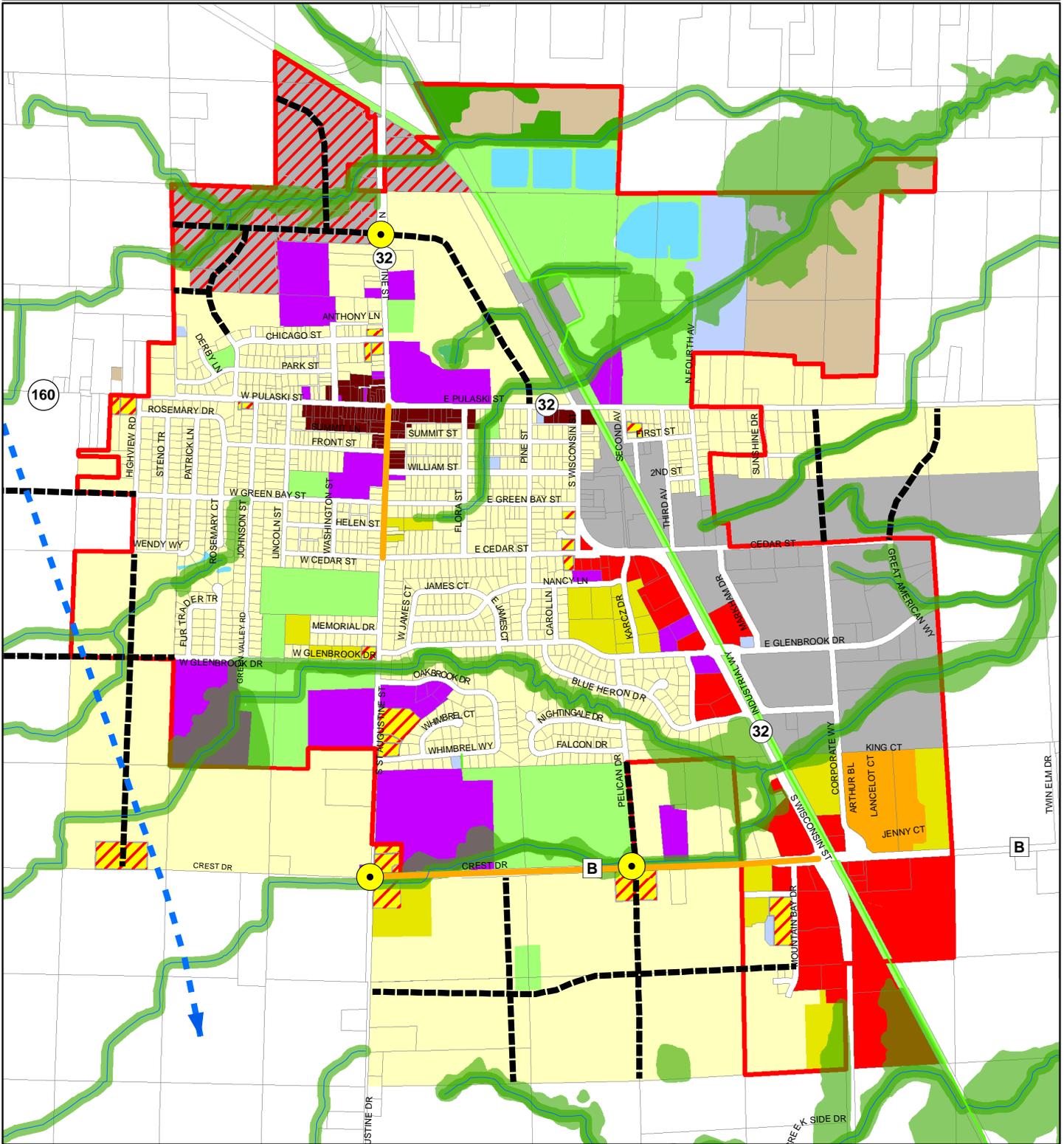
In addition, the Village’s development policies should focus more on mixing and joining compatible land uses than the conventional method of separating residential, commercial, and other land uses from one another. For example, the plan’s residential recommendations support the development of neighborhoods with mixed housing types and compatible, varied uses rather than single-use residential subdivisions. This type of development pattern creates opportunities for incidental interaction with neighbors, business owners, and other residents to continue to enhance Pulaski’s small-town character. The following sections identify the various planned land uses in the Village and how they could develop over the next 20 years. Figure 2-7 depicts the future land use plan for the Village of Pulaski.



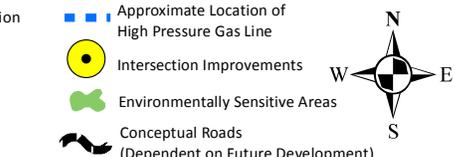
Figure 2-7

Future Land Use

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



- Mixed Residential
- Multifamily
- Manufactured Home Park
- Neighborhood Commercial
- Downtown Commercial
- General Commercial
- Business Park
- General Industrial
- Utilities
- Parks and Recreation
- Agricultural
- Natural Areas
- Water Features
- Traffic Calming
- Approximate Location of High Pressure Gas Line
- Intersection Improvements
- Environmentally Sensitive Areas
- Conceptual Roads (Dependent on Future Development)



Source: Brown County Planning Commission, 4/2017

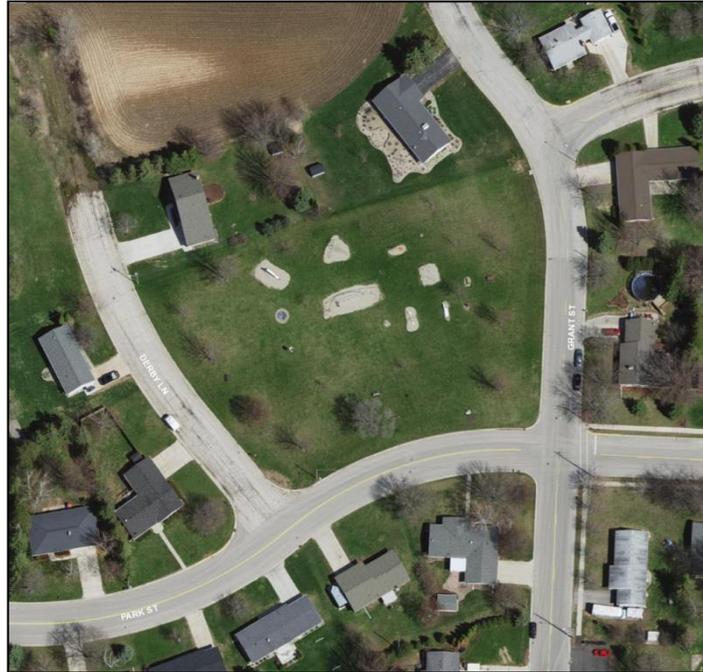
General Development Recommendations

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. Future neighborhoods should mirror Pulaski's existing neighborhoods and 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.



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 include, or at a minimum have access to, 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 one to five acres to serve the recreational needs of the residents, similar to Behrendt or Dr. V.J. Shippy Parks. These parks complement the larger community parks (Veterans Memorial Park and Pulaski Community Park) that serve the entire Village.



The recommendations for future land use within the Village emphasize characteristics that can help make neighborhoods walkable, livable, and varied. In addition to the concepts discussed in this chapter, the review of future development proposals should support 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 as well as allowing 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 future new residential development is to encourage variation and a mixing of residential types. Townhouses, duplexes, and apartment buildings should be strategically interspersed with single-family residences. The Village’s design standards for multifamily and commercial buildings and the creation of open space through stormwater management facilities, parks, and other buffers can help integrate different uses and residential intensities. In terms of residential redevelopment, Pulaski’s historic downtown provides opportunities for a mixing of uses not typically available to communities Pulaski’s size. New two to three story buildings with commercial uses on the first floor and residential uses on the second and third floors built to the front property line would provide a unique housing option that other communities don’t have. 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 large 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. In Pulaski, the presence of small streams, wetlands, and existing development can, in some instances, preclude neighborhoods from having much street connectivity. Natural areas do, however, provide areas for potential pedestrian and bicycle paths. Pedestrian and bicycle connections utilizing the natural drainage ways 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 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. The Future Land Use Map identifies how future streets could connect parts of the Village.



Pedestrian Network

The pedestrian network, including sidewalks and trails, is generally limited to the downtown and near downtown residential areas of the Village, except for the sidewalks extending south along S. St. Augustine Street. As discussed in the Transportation Chapter, the Village now requires sidewalks 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 along primary school to home walk routes or other higher traffic streets. Sidewalks provide an opportunity

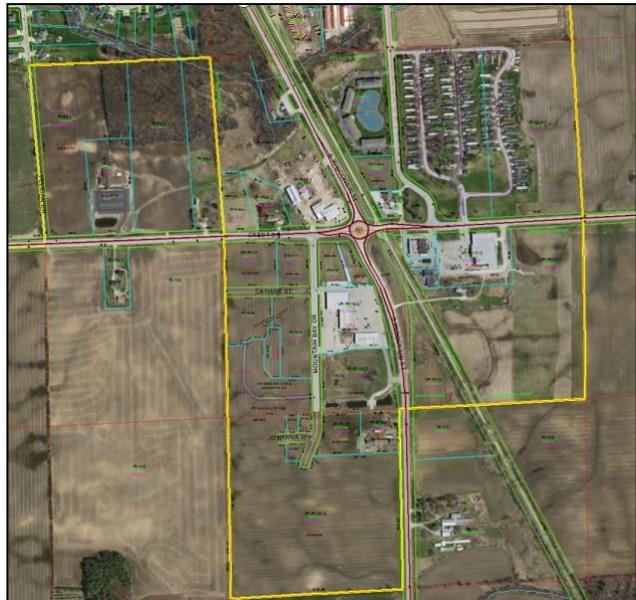
for a safe, convenient option for children, elderly, disabled, and anyone else who wishes to walk for exercise or as a means of transportation.

Specific Planning Area Recommendations

The following recommendations were developed specific to the nine “planning areas” in the Village first identified in the 2007 comprehensive plan. 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 primary gateway to the Village of Pulaski and should therefore be developed in a manner that is conducive to a positive first impression of the Village. Site plans and proposed building designs should be reviewed closely for compliance with the Village’s site plan and design review ordinance to ensure attractive building design, appropriate parking facilities, pedestrian amenities, lighting, landscaping, and appropriately sized signage. Uses should include higher-value, well-designed commercial developments near the intersection, transitioning to residential uses west of Mountain Bay Drive. The former Village Auto site on the northeastern quadrant of the intersection should be cleared and redeveloped.



The Village should limit additional development south of the current extent of the Village’s municipal boundary along CTH 32. Continuing to develop in a linear fashion further along STH 32 can create negative impacts, specifically in terms of public water service when the water lines cannot be looped. Contiguous growth to the west along Crest Drive (CTH B) should be encouraged first, before promoting additional Village growth to the south.

Preferred Uses

- New commercial uses including:
 - Additional retail businesses.
 - Banquet hall.
 - Larger pub/restaurant facility.
 - General merchandise store.
- Transition to residential uses west of Mountain-Bay Drive.
- New neighborhood park west of STH 32 and south of Crest Drive.

Recommended Improvements

- Urbanize this section of STH 32 and Crest Drive when reconstructed with curb and gutter, pedestrian scale street lighting, and sidewalks on both sides to enhance pedestrian connections to the rest of the Village.
- Evaluate the development of a gateway boulevard with landscaping and turn bays rather than a continuous center turn lane on STH 32 where there is no direct driveway access, particularly from Crest Drive to Blue Heron Drive.

- Work with developer(s) in the Mountain-Bay Drive area to implement a regional stormwater management facility.
- Work with the owner of the former Village Auto property to clear the property and ready it for redevelopment.

Administrative Processes

- Open a dialogue with the Town of Pittsfield regarding future development in this area and the potential for a long-term boundary agreement.
- 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.
- Keep in close contact with the Wisconsin Department of Transportation and Brown County Public Works – Highway Department regarding development proposals that could impact their highway facilities.
- Promote the Mountain-Bay State Recreational Trail for economic development and tourism potential.
- Evaluate any proposed annexations within the context of the comprehensive plan.
- Work with the Town of Pittsfield on a long-term boundary agreement.

STH 32 Corridor North of Crest Drive (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 yacht 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 existing industrial uses and future commercial uses should be encouraged to utilize extensive landscaping and ground signage to promote a positive first impression of the Village for potential residents and entrepreneurs.



Preferred Uses

- New/redeveloped commercial uses including:
 - Additional retail businesses.
 - Banquet facility.
 - Larger pub/restaurant facility.
 - General merchandise store.

Recommended Improvements

- Urbanize this section of STH 32 when reconstructed with curb and gutter, pedestrian scale street lighting, and sidewalks on both sides to enhance pedestrian connections to the rest of the Village.
- Evaluate the development of a gateway boulevard with landscaping and turn bays rather than a continuous center turn lane on STH 32 where there is no direct driveway access to East Glenbrook Drive. Transition to a center turn lane north of East Glenbrook Drive.
- Add landscaping around industrial uses.
- Promote the use of ground signs to minimize visual clutter along the STH 32 corridor.

Administrative Processes

- Keep in close contact with WisDOT regarding proposed reconstruction of STH 32.
- Review the Village’s sign ordinance to promote ground signage along the corridor.

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. STH 32 and STH 160 were reconstructed in a manner that is sensitive to Downtown Pulaski with curb extensions, defined parking areas, colored concrete, and street lighting improvements.



The Village should build on the momentum created by these public improvements by maintaining a physical and regulatory environment within which redevelopment thrives. This means ensuring Village development review processes and requirements are clearly defined, timelines are followed, and decisions are made that are consistent with this comprehensive plan. Specific items to review include the minimum parking standards, site plan and design review requirements, and zoning code dimensional requirements all support the Village’s efforts in downtown revitalization.

The former Franciscan Printing building sits in the heart of downtown and provides a prime redevelopment opportunity. The building is very solid with concrete floors on the first and second levels to support a multitude of potential uses for the property. The Pulaski Branch of the Brown County Library is evaluating a move to the building, which would be beneficial to the library, its patrons, and the general downtown area. The Village should continue to work with Brown County to facilitate this potential move.

The vacant northwest corner of STH 32 and STH 160 create a unique opportunity for the Village of Pulaski. This is the primary corner of Downtown Pulaski with extensive visibility, traffic flow, and pedestrian access. A building on this corner should be a catalyst toward additional development in the downtown area. Therefore, the Village may need to evaluate supporting appropriate redevelopment of this site through various developer incentive packages available through the tax increment district supporting this area. A building on this site should be a minimum of two

and preferably three stories with first floor commercial use and upper floors residential. A concept mixed-use commercial building is depicted in Figure 2-8.

Figure 2-8 Conceptual STH 32/160 Corner Development



Preferred Uses

- New/retain commercial uses including:
 - Retail businesses.
 - Service businesses.
 - Banquet hall.
 - Larger pub/restaurant facility.
 - Eating/drinking establishments.
- Residential uses on upper floors.
- Bed and breakfasts.
- Administrative governmental facilities, such as the library and post office.

Recommended Improvements

- Improve the streetscaping in the downtown area including:
 - Working with the appropriate utility company to replace the wooden light poles along North and South St. Augustine Street with black metal ones similar to East and West Pulaski Street.
 - Encourage business owners to utilize planters to brighten the downtown.
 - Strategically place street benches in the downtown.
 - Utilize banners on the light poles to promote Downtown Pulaski.

Administrative Processes

- Promote the classic architecture of the buildings available downtown, as well as the very reasonable rents for businesses.
- Continue to work with Brown County and the Franciscans regarding redevelopment of the former printing building.
- 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.
- 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.
- Evaluate developer incentives for redevelopment opportunities in the downtown.
- Support efforts at creating additional programming with the Pulaski Area Chamber of Commerce, such as the farmers’ market, downtown.



North Business Park

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 manufacturing or intensive commercial development in order to continue to build the property tax base of the Village and provide employment opportunities in Pulaski. 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.

Preferred Uses

- High value manufacturing or intensive commercial uses.

Recommended Improvements

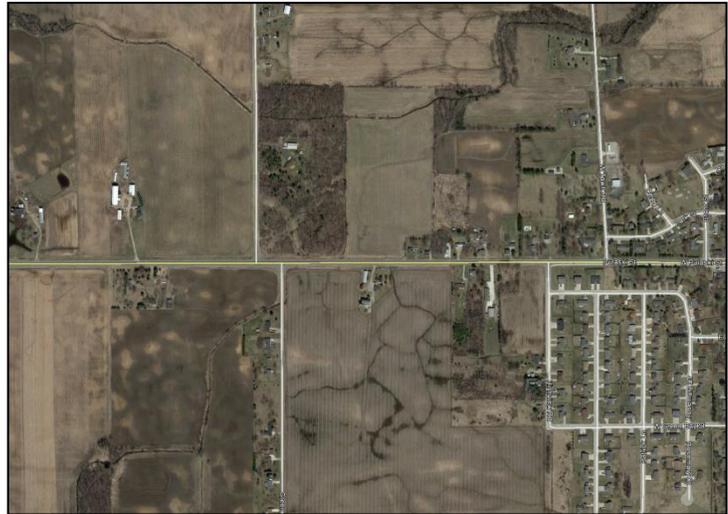
- Install professionally designed signage to help market the business park.
- Develop the first segment of an entrance road and a parcel on either side to demonstrate the business park is open and ready for businesses.

Administrative Processes

- 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.
- 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 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.
- Proactively rezone the site to the new or redefined zoning district to ensure new development on the site meets Village expectations.

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 uses.
- Limited multifamily.

Recommended Improvements

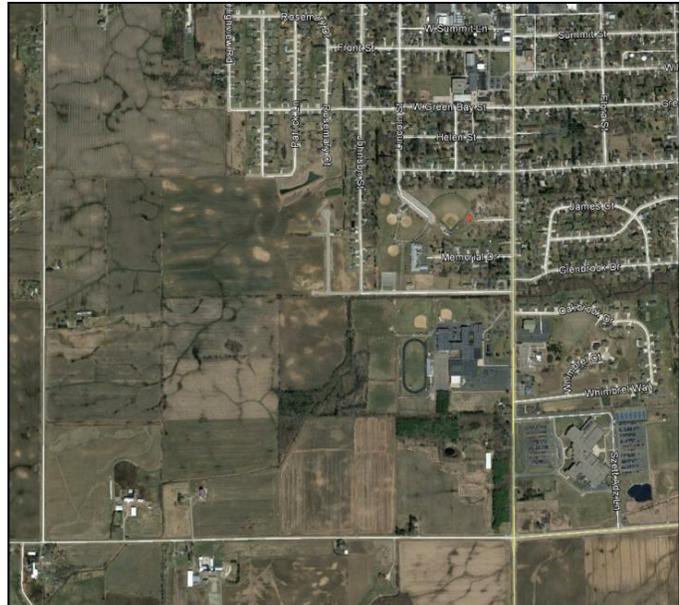
- Urbanize STH 160 to Green Valley Road.
- In partnership with WisDOT, realign the intersection of Green Valley Road and STH 160, possibly with the addition of a roundabout.
- Develop an internal street network that would allow truck traffic to access STH 32 through the planned business park.
- Install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

Administrative Processes

- Hear annexation requests from property owners.
- 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.
- Work with the Town of Angelica on a long-term boundary agreement.

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 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 and Middle Branches of the Little Suamico River.
- Work with the Town of Maple Grove on a long-term boundary agreement.

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 new residential development is being developed south 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 the future extension of 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 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 future flooding issues.

Preferred Uses

- Neighborhood commercial uses at intersections.
- Mixed residential uses, including some limited multifamily development.
- Reverse frontage or rear access to the residential uses along Crest Drive 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.

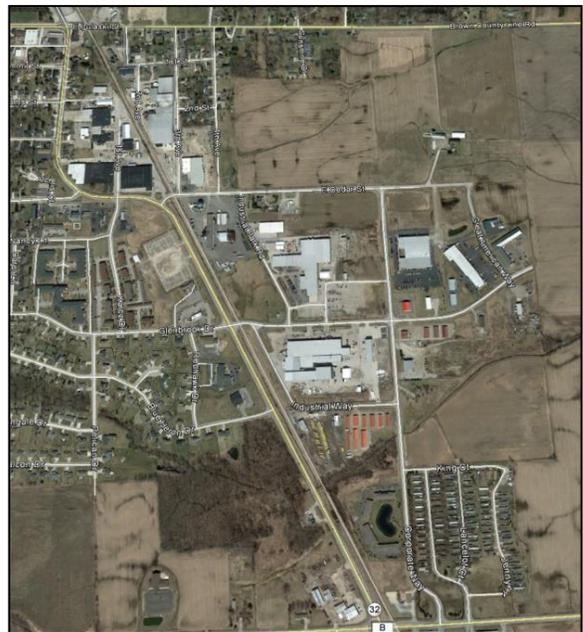
- Create a new north-south connection to Crest Drive midway between Pelican Drive extended and South St. Augustine Street.
- Create an east-west street from the end of Mountain Bay Drive to S. St. Augustine Street.
- Extend West Green Bay Street west to Green Valley Road.
- Extend West Glenbrook Street to Green Valley Road.
- Obtain land through dedication or purchase for a neighborhood park.

Administrative Processes

- Coordinate with Brown County Public Works Department – Highway regarding future plans for Crest Drive (CTH B).

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 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 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.

Preferred 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.
- Review the Village's zoning ordinance to determine if additional requirements regarding providing adequate screening for outdoor storage of equipment is needed.

Brown County Line Road / Northeast Pulaski

This part of Pulaski is primarily rural in nature and has not experienced growth pressures like the southern part of the Village. Although some residential development is expected along Brown County Line Road, areas to the east of the wastewater treatment plant are expected to remain generally agricultural in nature. Additionally, Pulaski Community Park, located north of Brown County Line Road, is expected to become a much greater part of the Village's recreational options with the addition of restrooms to the KC shelter and potential facility improvements over the next few years as discussed in Chapter 8 of this comprehensive plan. Much of the park area along the Middle Branch of the Little Suamico River is considered floodplain and, if any facility development does occur in this area, a detailed flood study should be completed prior to any grading or filling activity.



Preferred Uses

- Mixed residential uses along Brown County Line Road.
- Continued agricultural and light industrial uses east of the wastewater treatment facility.
- Passive and active recreation opportunities with the fishing pond, disc golf course, and Polka Grounds.
- Continued facility development in Pulaski Community Park.

Recommended Improvements

- Extend Corporate Way north to Brown County Line Road.
- Extend Great American Way north to Brown County Line Road.
- Extend a sidewalk along both sides of Brown County Line Road to Pulaski Community Park.
- Improve Pulaski Community Park facilities as described in Chapter 8.

Administrative Processes

- Commission a business plan to evaluate the potential for a campground at Pulaski Community Park.

CHAPTER 3

Transportation

The transportation network of a community includes roads, streets, and highways, but also includes sidewalks, bike lanes, off-street trails, and mass transportation. How a community develops its transportation network, and for whose benefit, can have a dramatic impact on the overall development pattern of the community. This section of the comprehensive plan reviews the existing transportation facilities and recommends methods of creating a safe and efficient multi-modal transportation system in the Village of Pulaski.

Existing Transportation System

Streets and Highways

Pulaski currently contains two state trunk highways (STH 32 and STH 160), one county trunk highway (CTH B), and many Village streets as depicted in Figure 3-1. These streets and highways are the primary means of reaching most of the Village's residential, commercial, industrial, and institutional destinations by motor vehicle.

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. Roads which are functionally classified as collector or higher are eligible for Surface Transportation Program (STP) Rural road aids to partially offset improvement costs. The program is discussed in more detail at the end of the chapter.

The four general functional classifications for roads 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. STH 29 from the CTH FF interchange to the east is an 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, STH 160, and CTH B east of STH 32 are classified as rural minor arterials.

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 (CTH B) west of STH 32 and S. St. Augustine Street north of Crest Drive are classified as rural minor collectors.

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.

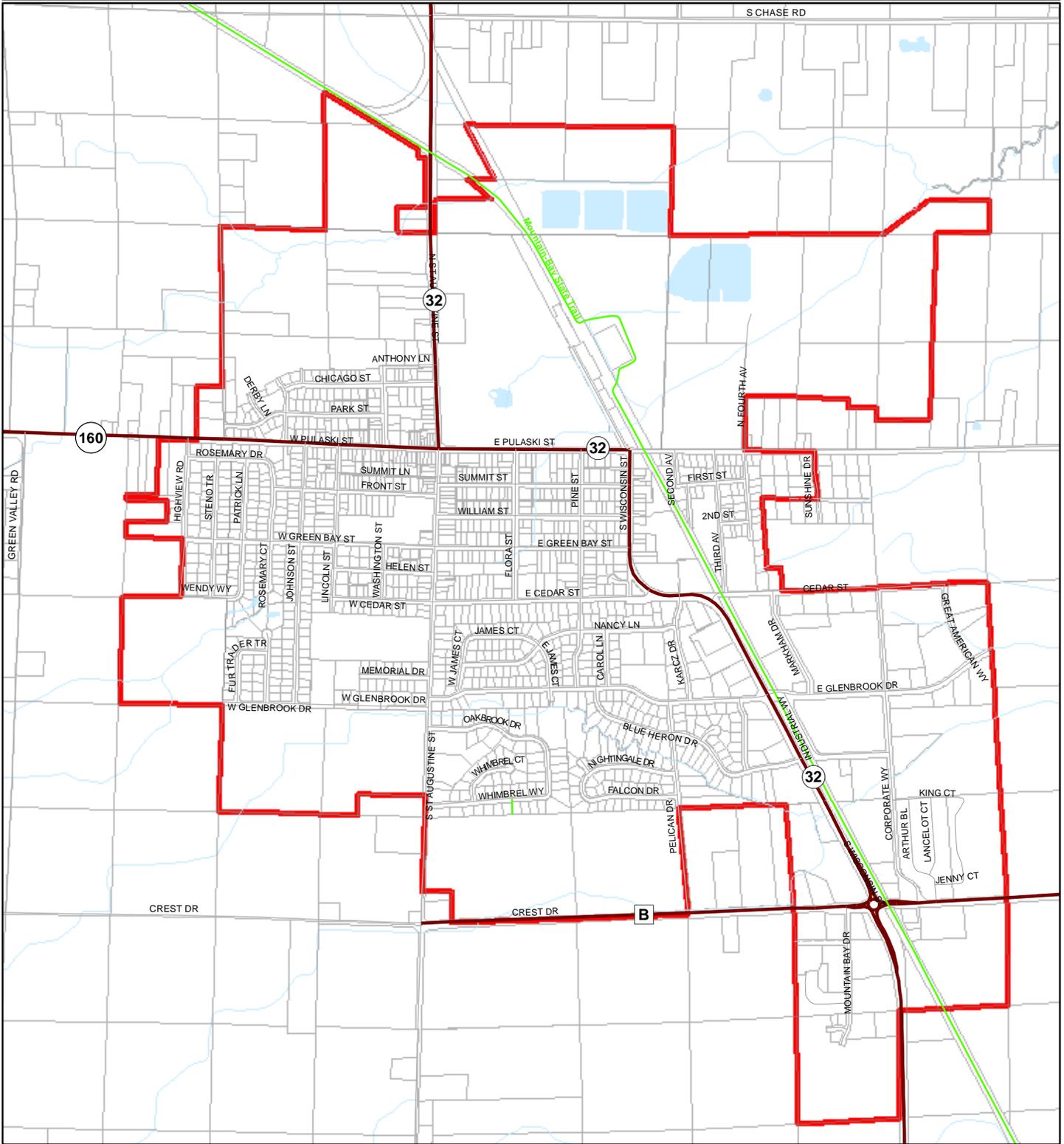




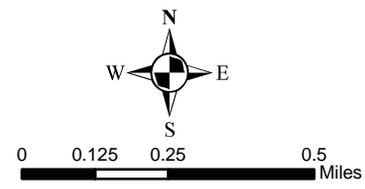
Figure 3-1

Street Network

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



- Highway (Federal, State, or County)
- Local Road or Street
- Private Road or Street
- Municipal Boundary



Source: Brown County Planning Commission, 10/2016

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 in order to disburse vehicular traffic over a number of streets. Figure 3-2 depicts the Village’s existing functional classification system.

A review of Wisconsin Department of Transportation (WisDOT) traffic counts for the Village of Pulaski indicates generally stable to slightly increasing traffic on STH 32 (East Pulaski Street) east of S. St. Augustine Street during the last three traffic count periods. Traffic has slightly increased from 6,500 average daily trips (ADT) in 2009 to 7,400 ADT in 2015; however, traffic on STH 32 (S. Wisconsin Street) at Williams Street has remained largely stable from 5,800 in 2009 to 5,600 in 2015.

Maintenance/Reconstruction/Construction

Wisconsin’s Pavement Surface Evaluation and Rating (PASER) System

An accurate assessment of Pulaski’s pavement maintenance and improvement needs is dependent on a good understanding of pavement conditions on the Village’s roads and highways. The Wisconsin Department of Transportation (WisDOT) maintains the pavement ratings for state highways, Brown County is responsible for assessing county highways, and the Village of Pulaski is responsible for rating Village roads.

Pulaski uses WisDOT’s PASER system to evaluate the current conditions of asphalt and concrete roads on a scale of 1 to 10, with one being “failed” and ten being “excellent”. The roads in Pulaski were last reviewed in 2015. According to the WisDOT database that holds the PASER data (WISLR), the Village of Pulaski has a total of 19.54 miles of Village jurisdiction local streets. State and county highways are not included in the tabulation, since the Village does not have direct authority over those facilities. Of the total 23.68 miles of local streets in Pulaski (excluding county and state highways), 2.30 miles (9.71 percent of total streets) are rated as “very poor” or “failing”. Village roads that rated as “very poor” or “failing” in the WISLR database include:

Street	From Street	To Street	Rating	Feet
Johnson	W. Green Bay	Front	Failing	686
Johnson	Front	STH 160	Failing	528
Karcz	STH 32	Nancy	Failing	370
Karcz	Nancy	E. Glenbrook	Failing	950
Kennedy	Chicago	Terminus	Failing	211
Pine	Nancy	E. Cedar	Failing	370
4 th Ave.	N. 4 th Ave.	1 st Street	Failing	370
4 th Ave.	1 st Street	2 nd Street	Failing	475
4 th Ave.	2 nd Street	E. Cedar Street	Failing	211
Chicago	Main	Kennedy	Failing	1,003
Chicago	Kennedy	Grant	Failing	264
Derby	Park	Terminus	Failing	370
E. Green Bay	W. Green Bay	Flora	Very Poor	1,003
E. Green Bay	Flora	Pine	Very Poor	792
E. Green Bay	Pine	STH 32	Very Poor	581
Lincoln	W. Green Bay	Front	Very Poor	686

Lincoln	Front	Summit	Very Poor	158
Lincoln	Summit	STH 160	Very Poor	370
2 nd Street	4 th Ave.	3 rd Ave.	Very Poor	370
N. 4 th Ave.	4 th Ave.	Terminus	Very Poor	1,742
Chicago	STH 32	Main	Very Poor	634
TOTAL				12,144

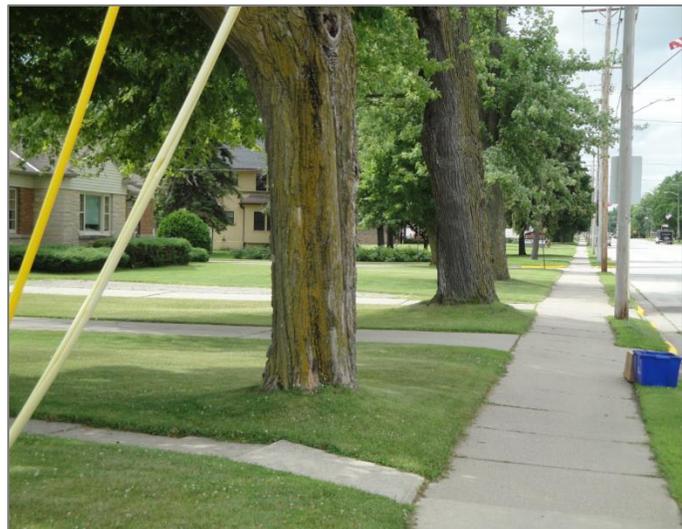
Although the identified streets are listed as being in either very poor or failing condition, they are not in the worst shape, nor nearly as many, as compared to other communities with similarly rated streets or roads. The Village of Pulaski should continue to use the information from the WISLR database to prioritize street repair, resurfacing, and reconstruction projects in coordination with an updated Capital Improvements Plan (CIP) that lays out major infrastructure projects for the Village over a five to ten year period.

In addition to Village administered street projects, the Brown County Public Works Department – Highway Division administers a six year plan that identifies planned county highway improvements for budgetary purposes. According to the current 6-year capital improvements plan (2017-2022) for the Brown County Public Works Department, there are no scheduled improvements to CTH B.

Pedestrian and Bicycle Facilities

Sidewalks

Sidewalks provide safe areas for people of all ages and abilities to walk and serve as a visual cue for both motorists and pedestrians to watch out for each other. Sidewalks in Pulaski are generally limited to the downtown and near downtown neighborhoods, although the new development south of Mountain-Bay Plaza has sidewalks on one side of certain streets. Not having a continuous sidewalk system on both sides of streets can lead to an uncomfortable and potentially unsafe environment for pedestrians when they have to share the road with vehicles. This is particularly the case with children, senior citizens, and persons with disabilities. The Village of Pulaski proactively addresses this situation by



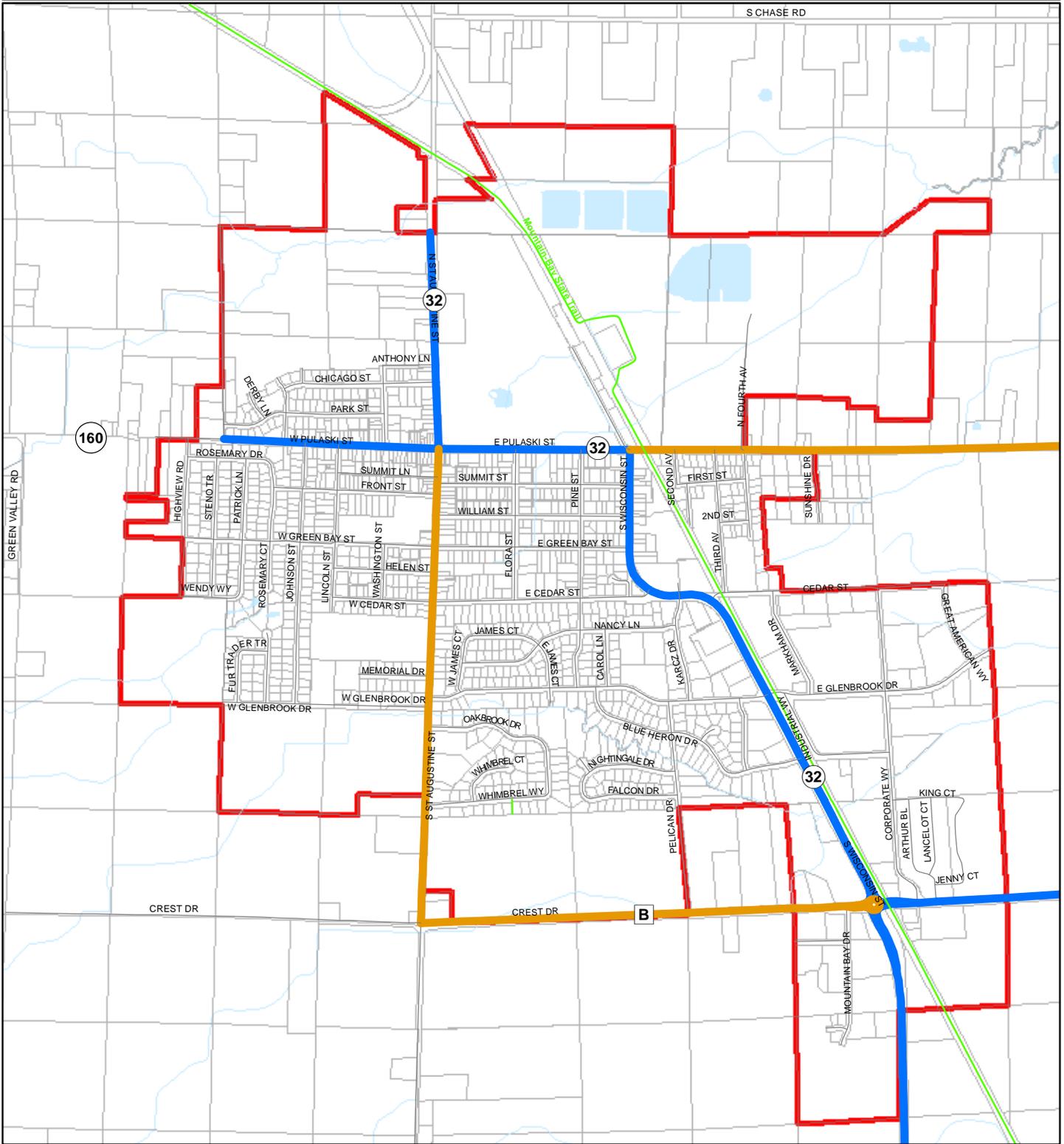
requiring sidewalks to be constructed on both sides of all new streets in the Village under Chapter 53.08(j) Table 1 Subdivision and Platting Regulations of the Village Code of Ordinances. As new developments are approved, it is critical any new roads, private or public, have sidewalks in accordance with the Village code.



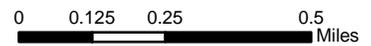
Figure 3-2

Functional Classification

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



-  Rural Minor Arterial
-  Rural Minor Collector
-  Local Street
-  Municipal Boundary



Source: Brown County Planning Commission, 10/2016

Bicycle Lanes

Although there are no formal signed bicycle facilities such as bike lanes, bicycles are permitted to utilize all public streets in Pulaski, provided they follow the rules of the road as a vehicle, such as stopping at stop signs and riding in the same direction as vehicular traffic. The residential streets in Pulaski have low enough traffic volumes to allow bicyclists of all abilities to comfortably ride even without any formal bicycle lanes or paths. The higher volume streets, such as East and West Pulaski Street, South Wisconsin Street, and North and South St. Augustine Street also do not have any formal bicycle facilities, but due to the higher traffic volumes, are not as comfortable to ride for many bicyclists. As previously discussed the Mountain-Bay State Recreational Trail serves as an off-street bicycle facility during the warm weather months and connects Pulaski to the Green Bay Metro Area to the east and the City of Shawano and eventually Wausau Metro Area to the west.

Multi-Use Trails

The Mountain-Bay State Recreational Trail serves as an off-street pedestrian and bicycle facility during the warm weather months, and is located generally along the east side of STH 32 as it enters the Village and continues on a northwesterly direction through Village as it continues into Shawano County. The Mountain-Bay State Trail also serves as a snowmobile trail and is therefore not plowed or maintained for pedestrians or bicyclists during the winter months. The multi-use Nicolet State Recreational Trail is located approximately 15 miles north of Pulaski, starting in the City of Gillett.



The location of existing sidewalks, crosswalks, and off-street trails are depicted in Figure 3-3.

Mass Transit

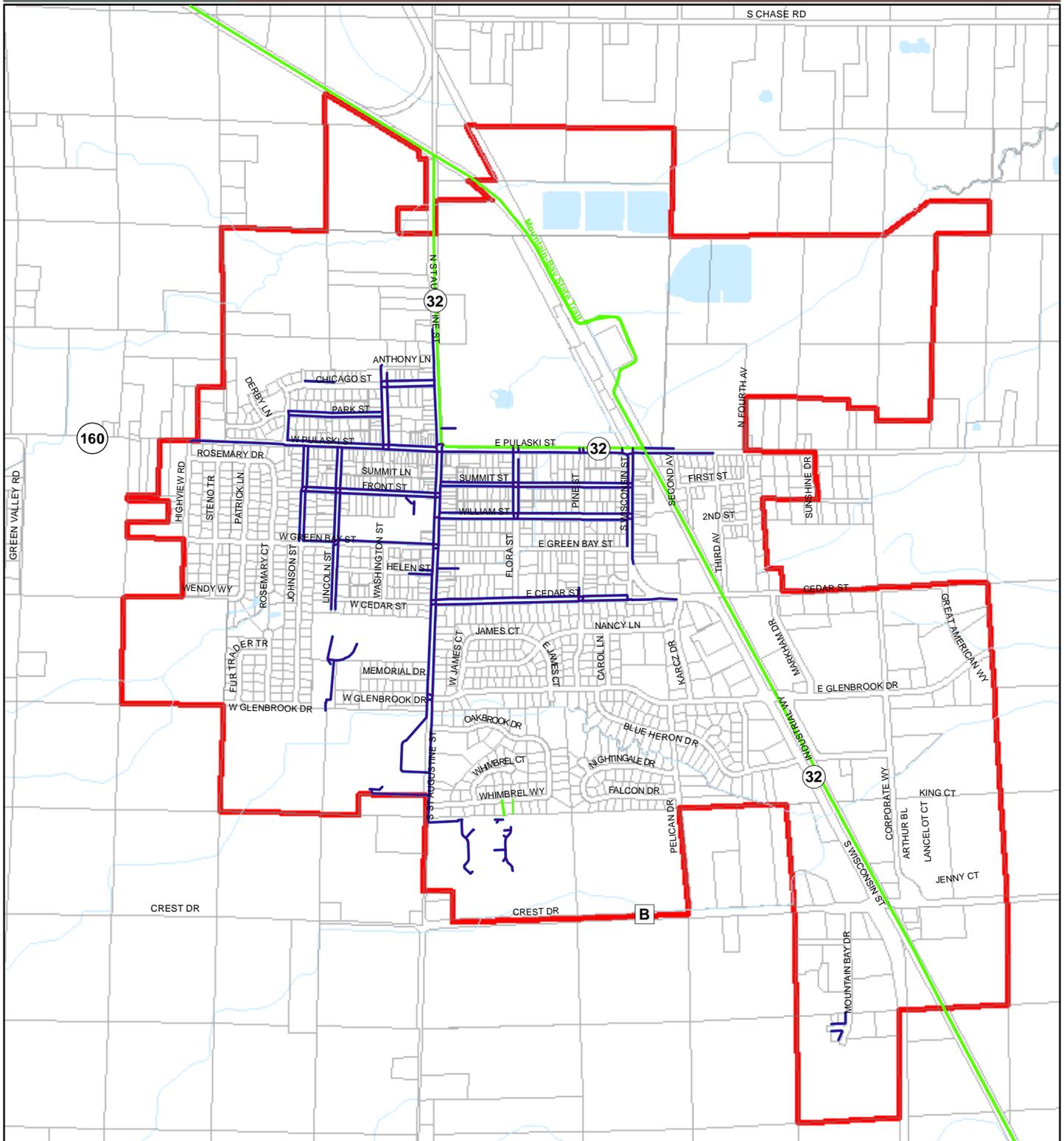
Pulaski is not currently included within the Green Bay Metro bus service area, and it is unlikely that fixed route service will be provided to Pulaski within the 20-year planning horizon. Private providers are available for contract for individual events.



Figure 3-3

Pedestrian and Bicycle Facilities

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



-  Existing Sidewalk
-  Existing Multi-Use Trail
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

Specialized Transportation Services for the Elderly and Disabled

Village of Pulaski elderly and disabled residents within Brown County are eligible for origin-destination services provided through Curative Connections. Curative Connections provides demand-response services via sedan or mini bus within Pulaski and to/from the Green Bay Metro area for qualified residents.



Village of Pulaski elderly and disabled residents within Shawano County are eligible for the regularly scheduled mini bus transportation services for shopping trips to the Green Bay Area through the Menominee Indian Tribe of Wisconsin Department of Transportation Services. Demand response service primarily for medical appointments is also available through the Shawano County driver escort program.

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 within the 20-year planning horizon.

Truck/Heavy Vehicle Transportation

Trucking activities in Pulaski are currently concentrated in the industrial park in the southeast portion of the Village, but some heavy 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. The Village has designated streets and parts of streets for heavy truck traffic in Section 38.05(b) of the Pulaski Code of Ordinances; however the ordinance identifies a section of Industrial Way from East Glenbrook Drive to Cedar Street that does not exist. The ordinance should be revised to address this issue and updated to include any additional streets, such as Crest Drive. The heavy truck traffic streets are depicted in Figure 3-4.

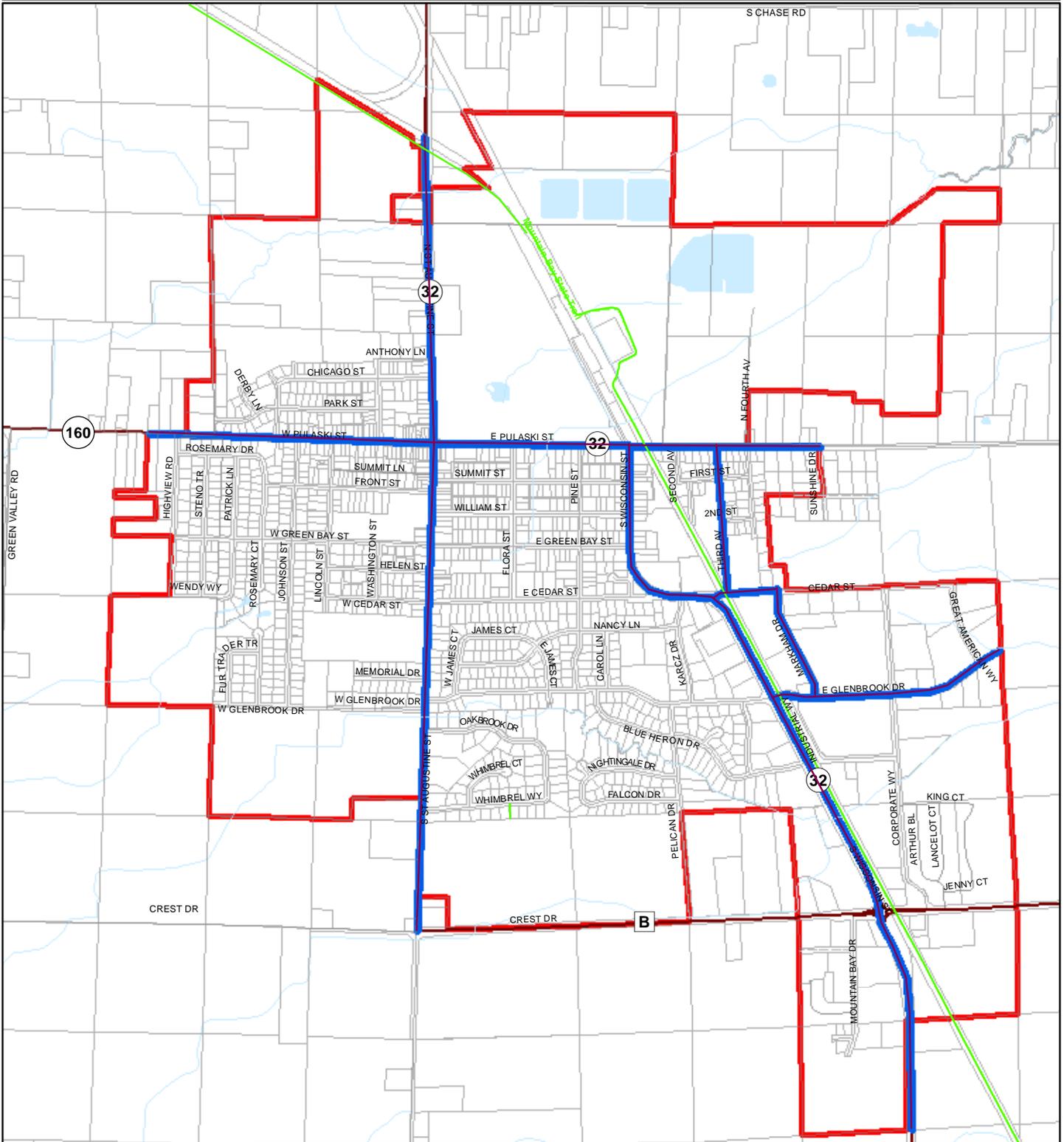
2013 Wisconsin Act 377 made several changes to the way agricultural vehicles may operate on the public roadway. The most significant changes include updates to definitions, creating a new class of vehicles, increasing the weight limit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV), and creating a no-fee agricultural vehicle permit to operate greater than the new legal weight and length limits. The Village of Pulaski should review the requirements for the permit and evaluate the need for the Village to require a permit for Implements of Husbandry and Agricultural Commercial Motor Vehicles traveling on Village roads. A no-fee permit is required from the Brown County Public Works – Highway Department when traveling on county highways.



Figure 3-4

Heavy Truck Routes

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



-  Heavy Truck Route
-  Municipal Boundary



Air Transportation

Close freight and passenger air service is available to Pulaski residents at Green Bay -Austin Straubel International Airport (GRB) located approximately 13 miles south of the Village. Commercial passenger service is currently provided to GRB by American Airlines, United Airlines, and Delta Airlines. Charter service is provided by Frontline Aviation and Priester Aviation. Green Bay - Austin Straubel International Airport is also a regional base of operations for the Transportation Security Administration serving the Northern half of Wisconsin and the Upper Peninsula of Michigan. GRB is also a U.S. Customs Port of Entry and recently completed the International Arrivals Terminal to accept direct international flights.

Carter Airport is a private, general purpose airport located approximately three-quarters of a mile south of the Village. Carter Airport hosts general aviation services for local and itinerant small airplanes. No commercial passenger or air freight services are available. The location of GRB and Carter Airport relative to the Village of Pulaski is depicted on Figure 3-5.

Water Transportation

Water-borne freight transportation is available to businesses in the Village of Pulaski via private shippers within the Port of Green Bay, located approximately 15 miles southeast of Pulaski. The Port of Green Bay is connected to world-wide shipping lanes via the Great Lakes and St. Lawrence Seaway. The location of the Port relative to the Village of Pulaski is depicted on Figure 3-5.

Future Transportation System

Although Pulaski's newer developments and streets are largely oriented toward motorized vehicles, the Village contains a walkable downtown, several established neighborhoods with sidewalks, and a STH 32 corridor with significantly improved and new pedestrian accommodations. The challenge for the Village is to ensure new transportation facilities and neighborhoods capitalize on the new and improved pedestrian facilities to make walking and bicycling viable transportation options.

To achieve the plan's transportation goal of creating a safe and efficient multi-modal transportation system that serves all Pulaski residents, the Village will need to continue the progress from the STH 32 corridor project. Specifically this includes the development of pedestrian and bicycle facilities to create linkages within and outside of Pulaski and encouraging a land use pattern that supports walking and bicycling as part of a healthy lifestyle. 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

The Village streets in Pulaski typically have two lanes for free-flow of traffic and space for parking on both sides. Although wide streets have room for parking and free-flow vehicular traffic, streets that are too wide create issues in terms of higher vehicle speeds, increased stormwater management requirements, create barriers for children and senior citizens to cross, and increased maintenance costs for resurfacing or reconstruction.

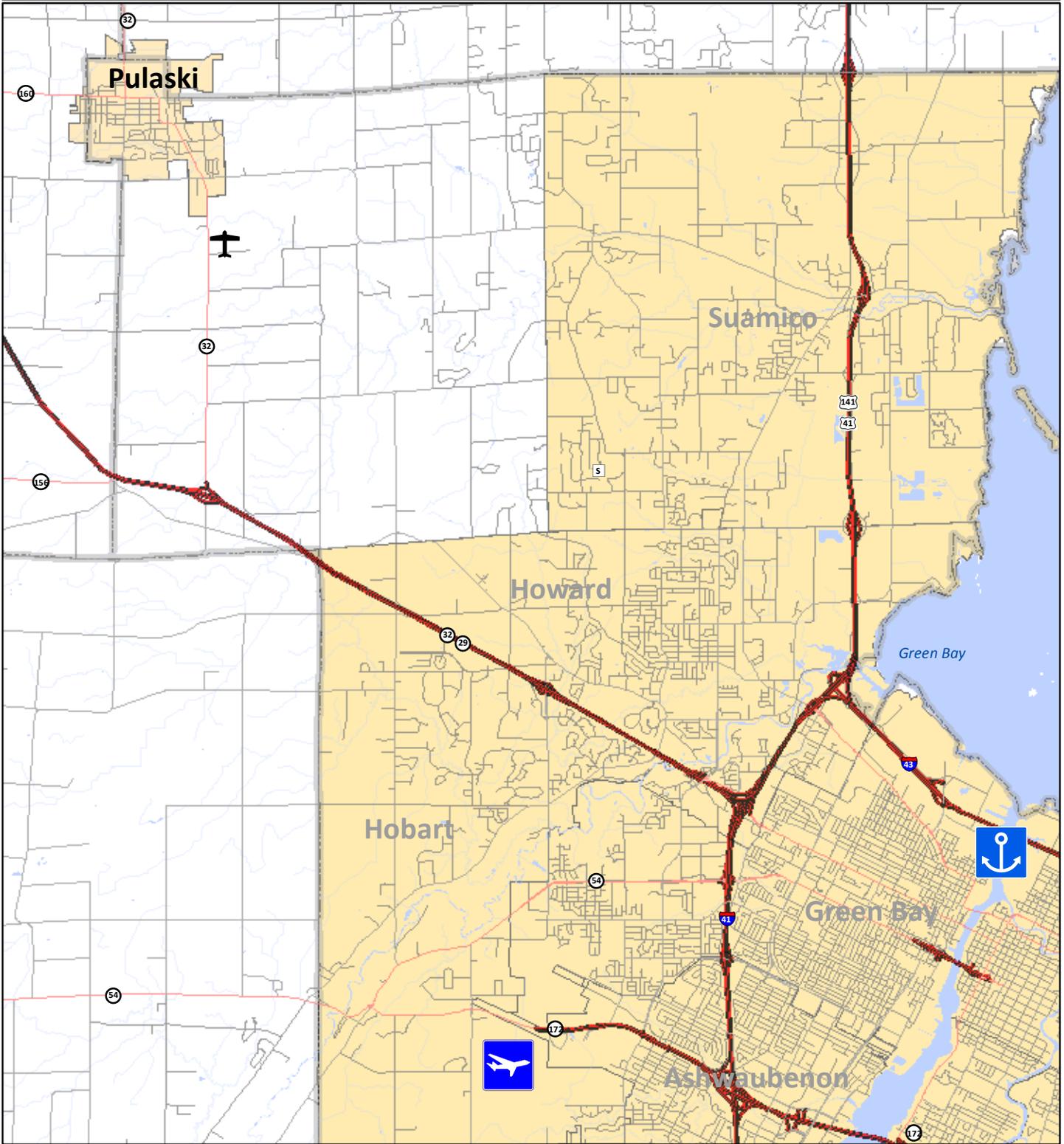
As depicted in Figure 3-6, total stopping sight distance (SSD) increases substantially as speeds increase. SSD includes the distance necessary to identify the problem, take action by stepping on the brake, and the distance necessary for an average vehicle to come to a complete stop. For instance, a vehicle driving 25 mph needs approximately 150 feet from problem recognition to complete stop, while a vehicle driving 35 mph needs another 100 feet of distance (250 feet total) to come to a complete stop.



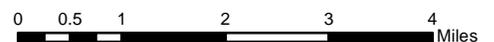
Figure 3-5

Port and Airport Facilities

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

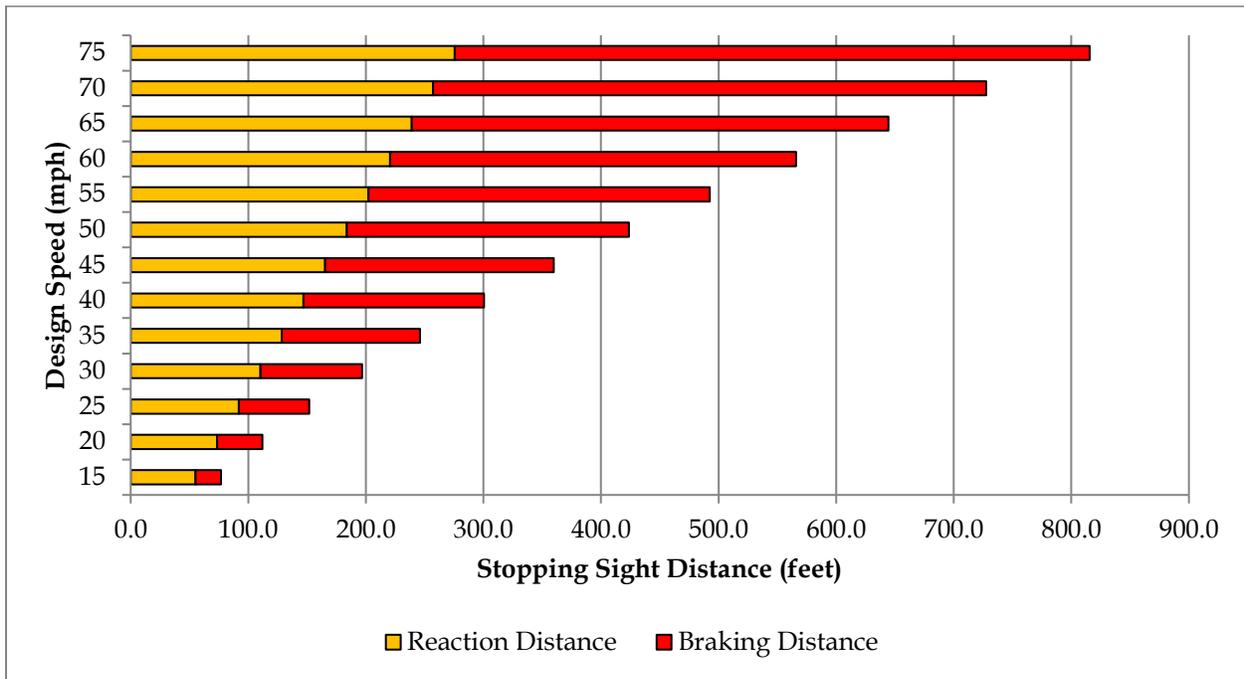


-  Port of Green Bay
-  Carter Airport
-  Green Bay - Austin Straubel International Airport
-  Incorporated Municipality



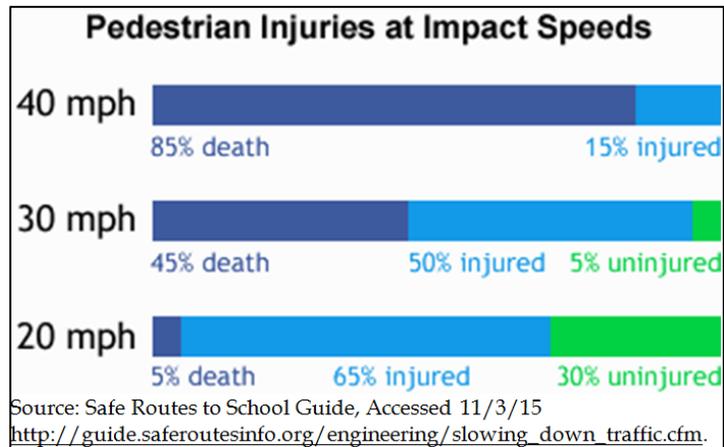
Source: Brown County Planning Commission, 10/2016

Figure 3-6: Reaction and Braking Distances by Speed



Source: AASHTO: A Policy on Geometric Design of Highways and Streets, 2001

It is important to keep in mind that absent external forces (traffic calming, poor weather, traffic, etc.) drivers will typically drive at a speed they feel comfortable based upon the street design. The wider the street, the more comfortable drivers feel at higher speeds, while narrower streets typically result in lower speeds, and therefore shorter stopping sight distances. Designing streets for lower speeds are especially important in areas with pedestrian and bicyclists, such as around schools and residential neighborhoods, particularly when there are no off-street pedestrian (sidewalk) or bicycle (off-street path) facilities. As depicted in the following graphic, the likelihood of pedestrian injuries and/or death goes up substantially as speeds increase. Therefore street design standards need to take into account the surrounding land uses to ensure the street design supports the people living in the neighborhood, rather than strictly viewed as a means for vehicles to quickly travel through the area.



The Village of Pulaski’s street design guidelines are found in Section 53.08 Design Standards (Table 1) of the Subdivision and Platting Regulations of the Village Code of Ordinances, which identify a 36 foot minimum street width for arterial streets, 34 foot minimum street width for collector streets, and 32 foot minimum street width for local streets. The listed street widths and travel lanes balance reasonable vehicular accommodations with pedestrian accessibility and should be maintained into the future. The adopted Village of Pulaski Street Standards are identified in Figure 3-7.

Figure 3-7 Village of Pulaski Street Standards

Street Type	Right-of-Way Width	Pavement Width (Curb Face to Curb Face)	Driving Lane Width	Parking Area		
				On-Street Parking	Defined By Curbs?	Sidewalks
Arterials	70 feet	36 feet	12 – 14 foot travel lane	Limited	Yes	Both Sides
Collectors	60 feet	34 feet	11 - 12 foot travel lane	Both Sides	Yes	Both Sides
Local Streets						
Parking on both sides	60 feet	32 feet	10 - 12 foot travel lane	Both Sides	Yes	Both Sides
Alleys	16 feet	12 feet	---	---	---	---
Cul-De-Sacs	60 feet	28 feet	10 - 12 foot travel lane and 1,000 foot maximum length	Both Sides	Yes	Both Sides
Bulb	130 feet	50 foot radius				

Source: Village of Pulaski Code of Ordinances, 10/2016.

Define the Parking Areas of Village Streets

The previous comprehensive plan included a detailed review of the downtown, and specifically, STH 32 and STH 160 in preparation for the upcoming reconstruction project. The review included a walking tour with representatives of the Village and Wisconsin Department of Transportation to identify existing issues and determine how those issues could be addressed through the reconstruction project. One of the major issues on STH 32 in particular was cars passing at high speeds on the parking lane, when westbound cars were turning south onto Flora or Pine Streets. This created a very dangerous situation for motorists, pedestrians, and bicyclists. Due to both 32 and 160 being state highways and the need to allow for heavy truck traffic, narrowing the entire roadway was not feasible.

An alternative to narrowing the width of STH 32 and 160 was to utilize curb extensions and mid-block bump outs in order to prevent cars from passing in the parking lanes of STH 32 and 160. In accord with the recommendations of the comprehensive plan, WisDOT installed curb extensions and mid-block bump outs at Pine and Flora Streets to slow traffic entering the downtown area, prevent drivers from using the parking lanes as passing or turning lanes, create shorter pedestrian crossing distances, create improved visibility for pedestrians, and define the on-street parking areas. The curb extensions have proven to be a very effective means of slowing traffic and creating a safer environment for pedestrians and the



surrounding neighborhood and should be utilized by the Village in areas where vehicular speeds or turning actions create conflicts.

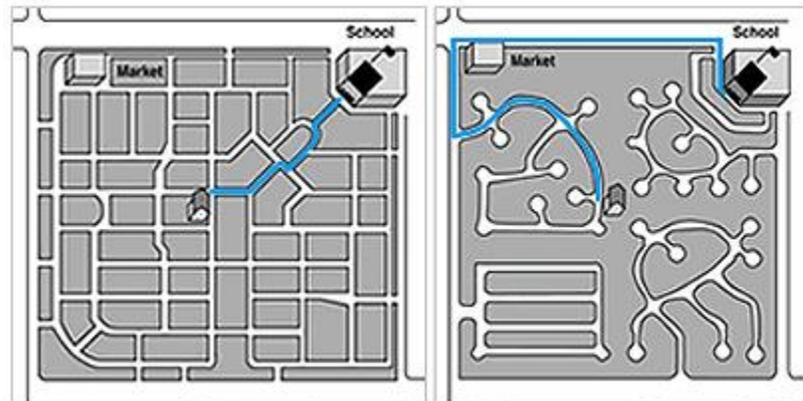
The second special emphasis area within the previous comprehensive plan was S. St. Augustine Street from East/West Pulaski Street south to Pulaski High School. South St. Augustine Street is a primary route for the schools, Memorial Park, and the surrounding residential neighborhoods, but the street is relatively wide and the parking areas are not well defined. The recommendations in the previous comprehensive plan regarding bump-outs for South St. Augustine Street still hold true and should be strongly considered should South St. Augustine Street be scheduled for reconstruction.

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 STH 29. Since South St. Augustine Street is functionally classified as a rural minor collector, reconstruction of the street may be eligible for federal funding through the Rural Surface Transportation Program (STP-Rural). The Village should also work with the Brown County Planning Commission to investigate the availability of transportation enhancement funds and local matching funds for the project early in the planning stages.

Continue to Develop Well-Connected Road Patterns

To enable and encourage people to walk and bicycle throughout Pulaski, the Village should continue to require the development of well-connected street patterns that have frequent connections to the existing street system. These kinds of street patterns also provide motorists and emergency vehicles with several route options and avoid concentrating traffic on relatively few streets.

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.



Transportation and Growth Management Oregon Guide for Reducing Street Widths

If such constraints preclude street

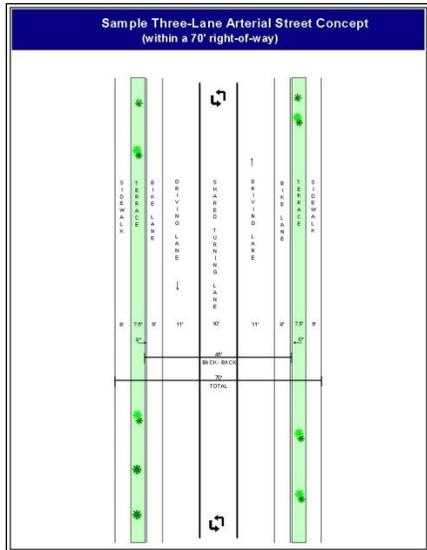
connections, the Village should allow the development of cul-de-sacs near the constraints. However, to maximize connectivity in these neighborhoods, Pulaski should continue to require cul-de-sacs have public rights-of-way or easements reserved at the bulbs to enable pedestrians and bicyclists to travel throughout the area.

An example of a planned street extension that would greatly foster much improved connectivity is the extension of Pelican Drive from its current terminus south of Falcon Drive to the south

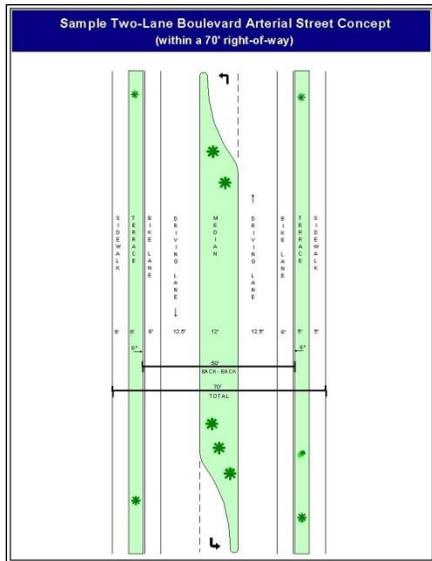
Avoid Expanding Streets to Four or More Lanes

Although it is unlikely that most of the village's streets will be considered for widening in the future, some two-lane roads such as STH 32 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 utilize an alternative to general road capacity expansion.



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.

Should WisDOT determine STH 32 south of East Green Bay Street to the southerly Village boundary needs to be reconstructed, it should be done in a manner consistent with an entryway to an urbanized, growing community. The Village should work with WisDOT to ensure the new roadway has curb and gutter, well-designed street lights, sidewalks, curb extensions, and other streetscaping treatments to slow traffic, foster bicycle and pedestrian access, and create a welcoming entryway to the community.

Design Intersections to Maximize Safety and Accessibility

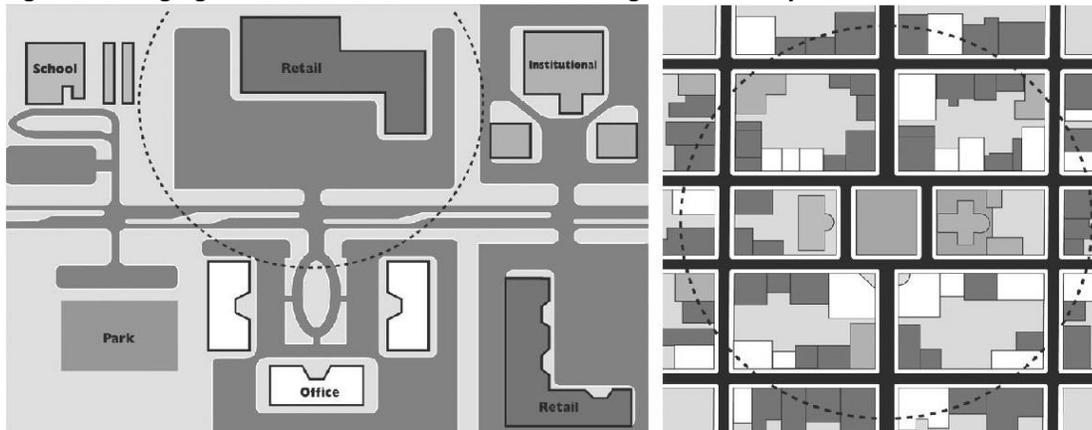
The Village should utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance traveler awareness to maximize pedestrian, bicyclist, and motorist safety and accessibility at the Village’s intersections. Techniques that should be used include roundabouts, curb extensions at intersections, and other street design features.

Mixing Land Uses Throughout the Village

To enable and encourage people to make additional walking and bicycling trips in Pulaski, the Village should encourage the mixing of appropriate land uses to create destinations that can be easily reached by pedestrians and bicyclists. The mixing of appropriate 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 continuing to utilize the Village’s current street standards 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: Continue to require sidewalks in all new subdivisions. The Village should continue the process of creating its comprehensive sidewalk system by requiring developers to install sidewalks on both sides of all streets in new subdivisions as required under Village code.

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 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, neighborhoods, and other destinations within the Village.

An expanded sidewalk (or off-street trail, as appropriate) network within the Village would provide for a safe location for the elderly and others out for a stroll and children walking to school to safely walk out of the path of vehicle traffic. In some instances sidewalks are recommended on county or state highways. In these instances, the Village of Pulaski will need to coordinate with the county of jurisdiction or state in addition to the local property owners. Specific priority areas to install sidewalks or off-street trails include:

- S. Wisconsin Street (STH 32) from E. Green Bay Street to south Village Boundary

Extend sidewalks from E. Green Bay Street on both sides of S. Wisconsin Street (STH 32). Installing sidewalks along this section of South Wisconsin Street (STH 32) will allow for a direct pedestrian connection between the downtown and the rapidly growing Mountain-Bay Plaza Area. Installation of sidewalks along STH 32 will likely have to be done when STH 32 is reconstructed by the State.



- Crest Drive (CTH B) from east Village Boundary to S. St. Augustine Street

It is likely that development within this area will continue over the course of the 20-year planning horizon. Providing a pedestrian connection along CTH B as development occurs will be critical to link the Mountain-Bay Plaza and Super Ron's areas to the high school, athletic fields, and new residential neighborhoods. Installation of sidewalks will need to be done in coordination with Brown County Public Works, since Crest Drive is also CTH B.

- Brown County Line Road from Polka Grounds east to Community Park Driveway

The existing sidewalks end at 2nd Avenue on the north side and 3rd Avenue on the south side, leaving an approximately 800' gap before the Community Park driveway on the north side of Brown County Line Road. Filling in this gap would allow for much improved pedestrian access to the Community Park for young children, persons with disabilities, and senior citizens.

Developing a Connected Bicycle System

The State of Wisconsin Bicycle Transportation Plan states, "As Wisconsin moves into the 21st century, it is likely that an even greater number of people will be bicycling for utilitarian, social, recreational, or exercise purposes. However,

people are more likely to bicycle if cycling is made safer and more convenient.”¹ As an implementation measure, WisDOT installed a multi-use trail on the east side of STH 32 north of Pulaski Street to the Mountain-Bay State Recreational Trail when STH 32 was reconstructed. Brown County prepared the Brown County Bicycle and Pedestrian Plan in 2016. The plan recommends five foot paved shoulders on CTH B from S. St. Augustine Street to the east and connecting to the Village of Suamico. The Mountain-Bay State Recreational Trail also serves as an important regional bicycle facility by connecting Pulaski to the Green Bay and Wausau Urbanized Areas. The Village of Pulaski should continue to be supportive of the addition of bicycle facilities that tie into the Mountain-Bay State Trail and bring bicyclists to Pulaski. The Village should work with Brown County Public Works to ensure the planned 5-foot paved shoulders, or off-street bicycle trail, are installed when CTH B is urbanized in the future. The existing and recommended bicycle facilities are identified on Figure 3-9

Mass Transit

Since the population densities and other factors necessary to support mass transit will not likely be present and the Village is several miles from the existing Green Bay Metro service areas, absent any unforeseen circumstances, it is safe to assume that public mass transit will not be extended to Pulaski in the next 20 years. Greyhound bus service is available from the Green Bay Metro Transportation Center located at 901 University Avenue, Green Bay.

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 foreseeable future.

Water Transportation

As discussed in the Economic Development Chapter the Port of Green Bay is available to Pulaski businesses for the transport of bulk and breakbulk goods.

Air Transportation

Green Bay 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 could increase the demand for air freight service at the airport. 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.

Funding to Help Develop the Village’s Transportation System

To help the Village fund the development of its transportation system, it should apply for transportation grants from various sources over the next several years. Some examples of these programs are identified in this section.

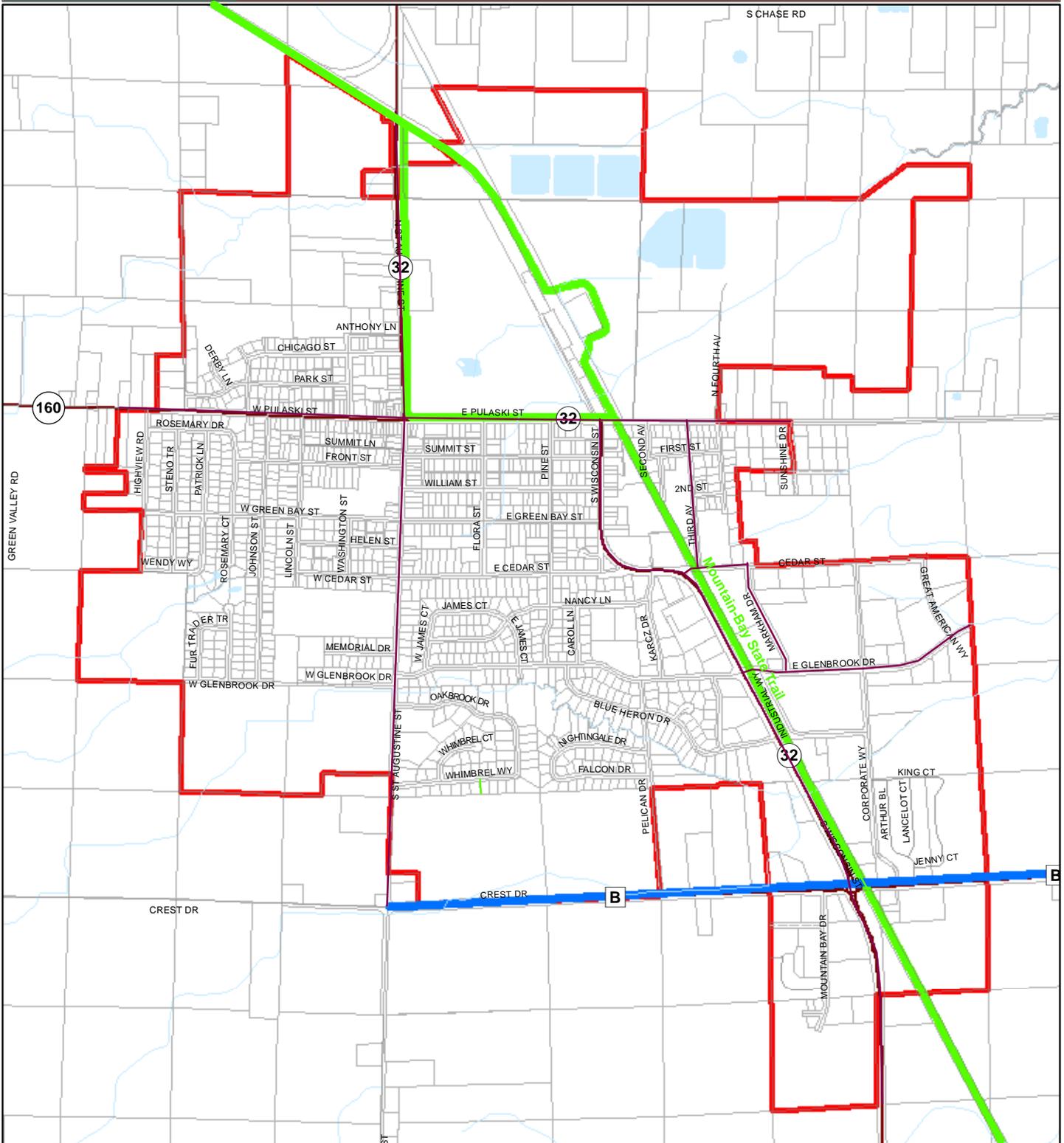
¹ Wisconsin Bicycle Transportation Plan 2020, p. 5. <http://wisconsin.gov/Documents/projects/multimodal/bike/2020-plan.pdf>



Figure 3-9

Existing and Proposed Bicycle Facilities

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



-  Existing Bicycle Facility
-  Proposed Bicycle Facility
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

Rural Surface Transportation Programs (STP-Rural)

The Rural Surface Transportation Programs (STP-Rural) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads in rural areas. The objective of the STP-Rural program is to improve federal-aid-eligible highways and roads that are functionally classified as collector or higher (see Figure 3-2 for functionally classified roads). More information on STP funding can be found on the WisDOT web page by searching “Surface Transportation Program”.

Transportation Alternatives Program (TAP)

The Village should apply for grants from Wisconsin’s Transportation Alternatives Program (TAP), which includes the former Transportation Enhancements and Safe Routes to School Programs, to help fund the development of the recommended bicycle and pedestrian system. Information about the TAP can be obtained from the Brown County Planning Commission or WisDOT.

Highway Safety Improvement Program (HSIP)

The Village should apply for grants from the Highway Safety Improvement Program (HSIP) administered by WisDOT to correct existing documented 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.

Summary of Recommendations

This chapter recommends the following policies:

- To enable and encourage people to walk and bicycle throughout Pulaski, the Village should require well-connected street patterns within new subdivisions and connections to existing neighborhoods.
- Evaluate the need for the Village to require a permit for Implements of Husbandry (IoH) and Agricultural Commercial Motor Vehicle (Ag CMV) to operate greater than the new legal weight and length limits on Village streets.
- Continue to use the information from the WISLR database to prioritize street repair, resurfacing, and reconstruction projects.
- When South St. Augustine Street is due for reconstruction, include curb extensions and mid-block crossings as applicable.
- Continue to utilize street design techniques that reduce vehicle speeds, minimize the possibility of conflicts, and enhance non-motorized accessibility at the Village’s intersections. Techniques that should continue to be utilized include narrow streets, roundabouts, curb extensions at intersections, mid-block pedestrian refuges, and other applicable street design features.



- Investigate the availability of STP-Rural funding to help finance improvements to functionally classified streets within the Village, specifically including South St. Augustine Street.
- Coordinate with WisDOT to create a welcoming entryway on STH 32 with an urbanized roadway, sidewalks, well-designed street lights, and traffic calming techniques.
- To enable and encourage people to make walking and bicycling trips in Pulaski, the Village should support the mixing of compatible land uses in Pulaski to create destinations that can be easily reached by pedestrians and bicyclists.
- Continue to require sidewalks on both sides of all new streets as required in the Village's Code of Ordinances and work to retrofit those streets with sidewalks as identified in this chapter.
- 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.
- Promote the Mountain-Bay State Recreational Trail as an important transportation linkage for pedestrians, bicyclists, and snowmobilers.
- Revise the Village's Heavy Truck Route Ordinance to remove the section of Industrial Way that does not exist and potentially add other appropriate routes, such as Crest Drive (CTH B).
- Update Pulaski's Capital Improvements Plan (CIP) with proposed infrastructure improvements for the next five to ten year period.

CHAPTER 4

Economic Development

Local governments play an increasingly important role in promoting private sector economic development because economic strength is critical to the vitality and financial sustainability 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 promote entrepreneurship. 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 sustainable 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 about being the lowest-cost place to do business. Today, it is understood that physical and cultural amenities are a critical component of a community's economic development strategy to attracting and retaining people to fill positions within businesses. A successful transition into the information-based economy will be supported through cooperative partnerships among government, businesses, and nonprofit organizations.



One key to a municipal 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. The following chapter will provide an overview of the Village's labor market, economic base, and a series of recommendations.

Labor Force Analysis

Figure 4-1 identifies the estimated labor force status of Village residents 16 years of age and older. As is evident from the figure, the Village of Pulaski labor force participation rate is estimated to be slightly lower than the county and state, while the unemployment rate is estimated to be slightly higher than the county or state. As both statistics are very close to the state and county averages, neither is cause for alarm; however, the long-term trend should be monitored.

Figure 4-1: Estimated Employment Status by Percentage of Population 16 Years and Older

Status	Wisconsin	Brown County	Village of Pulaski
In the labor force	67.2%	69.7%	65.1%
Civilian labor force	67.1%	69.7%	65.1%
Employed	62.9%	65.4%	60.4%
Unemployed	4.2%	4.2%	4.7%
Armed Forces	0.1%	0.0%	0.0%
Not in the labor force	32.8%	30.3%	34.9%

Source: 2011-2015 American Community Survey 5-Year Estimates. Table DP03 Selected Economic Characteristics

In reviewing the occupation profile for the Village of Pulaski as compared to the State of Wisconsin and Brown County, it is evident that the major differences are within the service occupations and production, transportation, and material moving occupations. The lower percentage of service occupations may be due to the relatively few retail service businesses operating in the Village, while a higher percentage of production, transportation, and material moving occupations are typical for a more rural community. As noted in Chapter 1 – Issues and Opportunities, the two largest industries for employment in Pulaski are education/health/social services and manufacturing, which encompass over fifty percent of the workforce.

Figure 4-2: Employed Civilian Population Occupation as a Percentage of People 16 Years and Above

Occupation	Wisconsin	Brown County	Village of Pulaski
Management, business, science, and arts occupations	34.5%	33.4%	31.3%
Sales and office occupations	23.1%	24.6%	27.8%
Production, transportation, and material moving occupations	16.9%	17.1%	22.4%
Natural resources, construction, and maintenance occupations	8.5%	8.0%	9.9%
Service occupations	17.0%	16.9%	8.6%

Source: 2011-2015 American Community Survey 5-Year Estimates.

Economic Base Analysis

The Village of Pulaski is within relatively close proximity to 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 product manufacturing; 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.

In terms of economic analysis, 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, employment is considered non-basic, meaning that local industry is potentially 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 potential 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 are considered to be basic sector employment. The Location Quotient Analysis for Brown County is displayed in Figure 4-3.

Figure 4-3: 2015 Percentage of Employment by Industry Group; Brown County Location Quotient

Industry	United States	Brown County	Brown County Location Quotient
Agriculture, forestry, fishing, and hunting	1.06%	0.65%	0.62
Mining, quarrying, and oil and gas extraction	0.64%	0.05%	0.08
Utilities	0.47%	0.37%	0.80
Construction	5.43%	4.88%	0.90
Manufacturing	10.39%	18.79%	1.81
Wholesale Trade	4.97%	5.44%	1.10
Retail Trade	13.22%	11.10%	0.84
Professional and technical services	7.29%	4.71%	0.65
Management of companies and enterprises	1.86%	4.26%	2.29
Administrative and waste services	7.43%	5.15%	0.69
Educational services	2.29%	0.90%	0.39
Health care and social assistance	15.53%	14.98%	0.96
Transportation and warehousing	3.89%	5.04%	1.30
Information	2.33%	1.37%	0.59
Finance and insurance	4.85%	7.51%	1.55
Real estate and rental/leasing	1.77%	0.92%	0.52
Arts, entertainment, and recreation	1.83%	2.05%	1.12
Accommodations and food services	10.94%	8.80%	0.80
Other services, except public administration	3.64%	3.03%	0.83
Unclassified	0.20%	0.00%	0.00
Total	*100.03%	100.00%	

* Does not equal 100.00% due to rounding.

Source: U.S. Department of Labor 2015 Quarterly Census of Employment and Wages Online Location Quotient Tool.

According to the LQ analysis, there are a total of six industries in Brown County that may be considered to be basic employment sectors:

- Management of companies and enterprises (2.29)
- Manufacturing (1.81)
- Finance and insurance (1.55)
- Transportation and warehousing (1.30)

- Arts, entertainment, and recreation (1.12)
- Wholesale Trade (1.10)

The Village should continue to develop, retain, and recruit those businesses that contribute to existing basic industrial “clusters” within the Green Bay and greater Northeastern Wisconsin region which are basic employment in nature. The Wisconsin Economic Development Corporation (WEDC) defines clusters as “...geographic concentrations of interconnected companies, specialized suppliers, service providers, and associated institutions in a particular field.”¹ 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 generally include the paper, food products/processing, logistics, printing, and plastics industries, among others. As is evident in the Village of Pulaski, yacht building has made a strong comeback following the recession and is a growing cluster in Northeastern Wisconsin. The Village should actively develop, retain, and recruit those industries within the aforementioned clusters that take advantage of advanced technologies in the manufacturing and 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 fill critical supply chain needs for existing industries. In terms of priorities for the Village of Pulaski, retention of existing businesses and new business development should be most important, with recruitment of businesses to fill supply chain needs second.

Opportunities and Potential Issues 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.

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 and STH 160 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 Interstate 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

¹ Wisconsin Economic Development Corporation – Forward Wisconsin Website, <http://forwardwi.org/category44/Industry-Clusters> accessed 5/14/2015

jobs in the Green Bay Metropolitan Area or for persons to commute to Pulaski from points west. Additionally, Pulaski has access to Green Bay -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.

Economic Development Assessment and Recommendations

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, being able to respond in a nimble fashion at the speed of business when working on economic development projects, and maintaining 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 setting, opportunities, and recommendations for specific "economic opportunity areas" within the Village.

Economic Opportunity Areas

An economic opportunity area is an area of existing or future general economic activity that contributes or will contribute to the community's tax base, employment, 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. For purposes of the Village of Pulaski Comprehensive Plan, the identified economic opportunity areas discussed in the following section include:

- Downtown Pulaski
- STH 32 Corridor/CTH B Intersection Area
- Pulaski Industrial Park
- North Business Park

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. The mixture of uses within Pulaski's downtown and intersection of two state highways serve to create times of high traffic, pedestrian, and commercial activity. 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 small, local businesses to succeed in providing goods or services in a smaller community such as Pulaski, it is necessary for local residents to choose to patronize them, rather than always traveling to the Green Bay metropolitan area. Local business owners and employees typically live in the community and reinvest their earnings in the community, while providing a needed good or service. In order to encourage this mindset, Pulaski should coordinate with the Pulaski Area Chamber of Commerce on a “Buy Pulaski” campaign to inform residents about the businesses in Pulaski and the local benefits of patronizing them.

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



Pulaski has a housing maintenance code (Chapter 55 of the Pulaski Code of Ordinances) that requires certain minimum standards of repair be maintained for housing units. 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. The Village of Pulaski and Wisconsin Department of Transportation worked together to reconstruct STH 32 and STH 160 in a manner that is sensitive to the context of a downtown. Both STH 32 and STH 160 include curb extensions to shorten the street crossing distance for pedestrians, calm traffic, and define on-street parking areas. The curb extensions and street terrace areas consist of stained concrete, which create a more visually appealing streetscape. The street improvements along with the decorative street lamps set the stage for redevelopment within the downtown area.



Within many downtowns, parking is an actual or perceived issue that may inhibit businesses from locating there. The Village of Pulaski's off-street parking requirements, which can be found in Chapter 51.22 of the Code of Ordinances, currently has a very high threshold for off-street parking requirements, typical of more suburban areas with space available for large parking lots. For instance, if a new restaurant was to build in downtown Pulaski, it would be required by Village ordinance to have off-street parking equal to one space per 150 square feet plus 1 space per two employees. This means a 5,000 square foot restaurant (approximately the size of the restaurant on East Glenbrook Drive next to Village Hall) would need an off-street parking lot of approximately 40 spaces, which is not realistic in a downtown setting. Surface parking lots, and in particular large surface parking lots, break up the pedestrian scale of a downtown environment and provide very little return in terms of property taxes. They also serve as a disincentive for new development when unrealistic parking requirements are in place, particularly in downtown settings.

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 West Pulaski Street or an alley on the west side of South 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.

Rather than use a one-size fits all parking requirement for the downtown, the Village should look at similar communities to see how they have addressed the need for parking in their downtown areas. The Village may want to consider incorporating some of the on-street parking into the formula, create a separate downtown business parking code, or simply eliminate the off-street parking requirement in the downtown altogether in order to incentivize new development. There are a number of existing on-street parking spaces along STH 32, STH 160 and South St. Augustine Street, as well as in the Village-owned lot. In addition, on-street parking is available along all the intersecting streets.

This may mean that parking may not be available immediately in front of the business a customer would like to patronize. As some walking may be necessary to reach downtown businesses from on-street parking, it is critical that the pedestrian environment within downtown areas be as comfortable as possible, with wide sidewalks, slow traffic, and a human-scale development pattern (little to no building setback, street furniture, pedestrian-scale lighting and signage). Examples of buildings in the downtown that demonstrate a human-scale development pattern include Classic's Saloon and Hotel, Country Pride Realty, and Plants of Distinction. Any new development proposed for the northwest corner of STH 160 and STH 32 will also need to meet this pedestrian-scale requirement, and considering the importance of the corner to the Village as a whole, should be a minimum of two stories. A concept of how a building could be developed at a pedestrian scale on the corner of STH 160 and STH 32 follows.

Figure 4-4: Conceptual STH 160/STH 32 Corner Building



Source: Brown County Planning Commission, 1/27/2017 and Google Earth.

STH 32 and CTH B (Crest Drive) Intersection Area

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 fast-food restaurant/convenience store, hotel, general merchandise store, grocery store, used 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 minimize 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 Marquis Yachts, which operates a number of facilities in the park. Corporate Way is the primary north/south road connecting CTH B, E. Glenbrook Drive, and East Cedar Street. There is one remaining vacant 3.6 acre Village-owned parcel located at the northern end of Great American Way.

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 East 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.

North Business Park

The Village of Pulaski owns an approximately 33 acre parcel of land on the west side of STH 32, south of the Mountain-Bay State Recreation Trail for new industrial and business development. The property has direct access to STH 32, and has ready access to public sewer and water utilities and high-speed fiber optic communications. The vision for the property is to include a mixture of high-value, well-designed large manufacturing and office uses.



The property is currently still zoned A-1-Agricultural. In order to promote development in the North Business Park, the Village should consider proactively rezoning the site to either an existing industrial district (I-1 or I-2) or creating a new zoning district that would more appropriately prescribe desired uses within the business park. Any new zoning district or repurposed existing district should have a minimum gross first floor area for the principal structure on a lot to maximize the Village's return on its investment. Furthermore, site plan and design review will be a critical component of the permitting process. In order to encourage the quality of buildings the Village desires, Pulaski should strengthen its current site plan and design review ordinance (Chapter 51.29) with clear, concise language and standards for development.

The business park 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 as development progresses, Pulaski should plan for an eventual south and west connection to STH 160, which could alleviate at least some truck traffic from the downtown.

Commercial and Industrial Design Standards

Site Plan and Design Review

The Village of Pulaski currently has a site plan and design review ordinance (Chapter 51.29) in place for the review of new development, expansion of existing development or to facilitate a change in use. Exceptions to the ordinance include

- Residential buildings having four or fewer dwelling units,
- Accessory structures less than 200 square feet in size in residential districts,
- General maintenance and repair of existing structures provided that there are no structural additions or subtractions and/or the use of the structure does not change,
- Off-premise signs,

A site plan and design review ordinance helps to promote quality design to maintain a “unique sense of place” that is critical in continuing to retain existing and attract new businesses and residents, as well as protect the investments made in existing buildings. As new business development is proposed, it is critical that the site plans and designs meet the clear requirements and processes in Chapter 51.29 to protect the investments of nearby buildings and to continue to build the Village’s identity.

Sensitivity to Natural Areas

Natural areas and other green spaces should be incorporated into newly developed areas as amenities. 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 (or create negative impacts on) 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.

Stormwater Management

Although stormwater management requirements are discussed in much more detail in the Natural, Cultural, and Agricultural Resources Chapter and Community Facilities and Utilities Chapter of this comprehensive plan, stormwater management facilities are critically important to site plans. Properly designed stormwater management facilities can serve as visual amenity to a property as well as help to improve the water quality of the three branches of the Little Suamico River that flow through Pulaski. Facilities should be incorporated into the site plan through such features as stormwater ponds, rain gardens, and other “green infrastructure” approaches to stormwater management.

Brownfield Redevelopment

Brownfields are vacant or underutilized buildings and lands that are, or are perceived to be, contaminated with petroleum-based or industrial pollutants. Brownfield redevelopment takes advantage of existing municipal infrastructure and services and eliminates blight created by vacant and dilapidated buildings and parcels. Municipalities may be eligible to obtain state and federal grants or low-interest loans to clean up the sites, which may then be sold to encourage infill development and redevelopment opportunities.

According to the WDNR Bureau for Remediation and Redevelopment Tracking System (BRRTS), there are currently seven open remediation activity sites 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 municipalities 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 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 and development. The three types of programs of business development most relevant to the Village are business retention, new business creation, and business attraction.

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 single point of contact to answer business questions and solicit information from business leaders regarding local development issues or opportunities.

New Business Creation

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 work and live. 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 entrepreneurs 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.

Business Attraction

Business attraction involves letting existing businesses outside the community 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.

The Village should actively market available properties for business development through the Wisconsin Economic Development Corporation web portal, Village website, and local real estate professionals.

Pulaski Area Chamber of Commerce

The Pulaski Area Chamber of Commerce (PACC) serves as an effective interface between Pulaski governmental entities (village government, school district, etc.) and the Pulaski business community. It is important that the Village continue collaboration and engagement with the PACC to ensure business needs are met and the Village contributes to developing a business-friendly environment. An example of the PACC contributing to the sustainability and growth of local businesses is their partnership with the mobile phone application, Save Local Now (SLN), which pushes Pulaski business listings, events, and specials to potential customers.



Tax-Increment Financing (TIF)

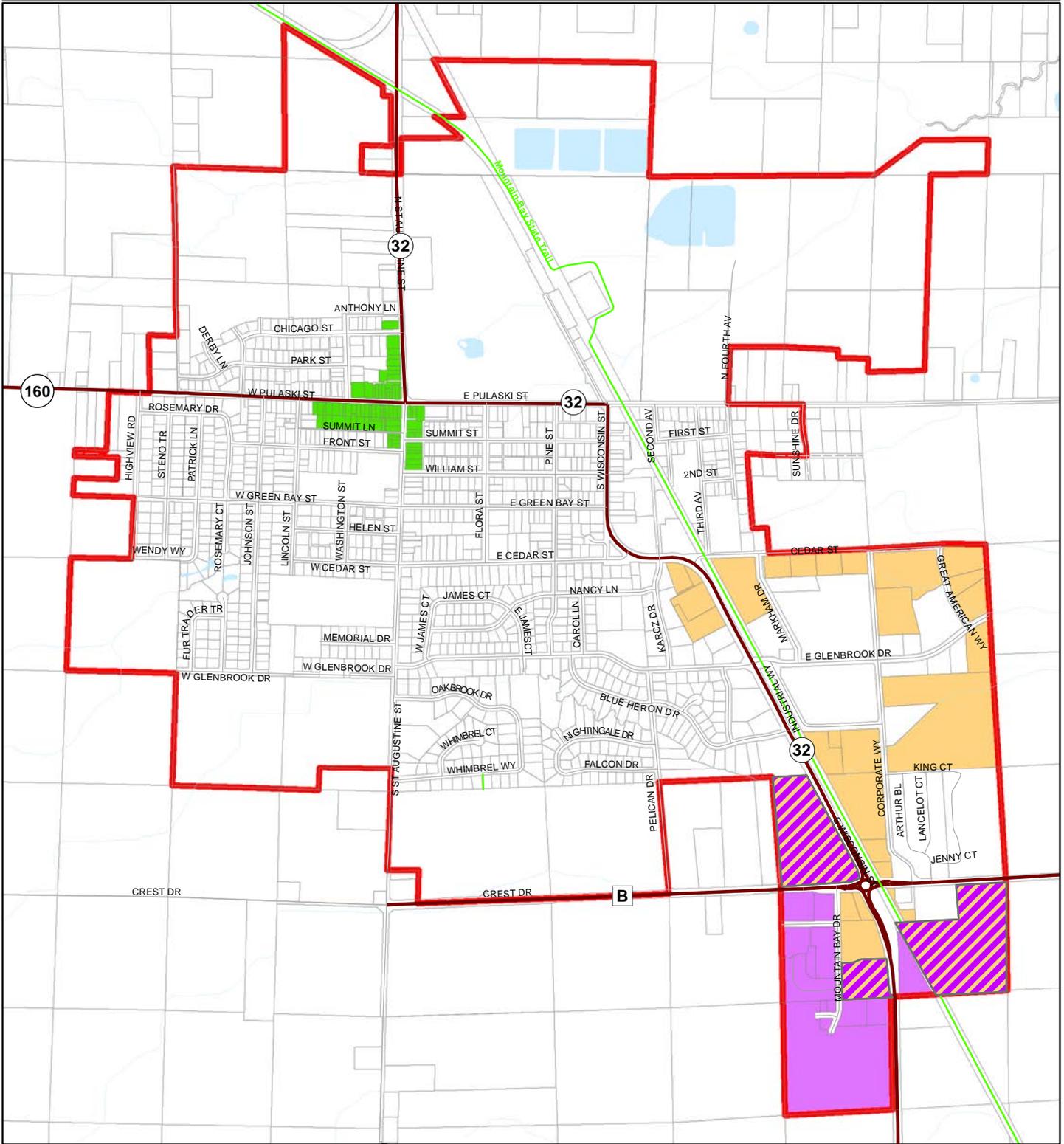
TIF is an important tool for municipalities to fund infrastructure improvements for redevelopment or new development that utilizes revenue from the new development within the tax increment district (TID) to pay off the debt from the improvements over a period of generally 20 years. Under Wisconsin State Statutes, the value of the property in all combined TIDS may not exceed twelve percent of the equalized value of the municipality. According to the Wisconsin Department of Revenue Bureau of Equalization, as of 2016, the Village of Pulaski has a total of 4.32% of its equalized value within its three TIDS, which is well below the twelve percent maximum. The Village of Pulaski has three active TIDs, including TIDs 2, 3, and 4 as depicted on Figure 4-5.



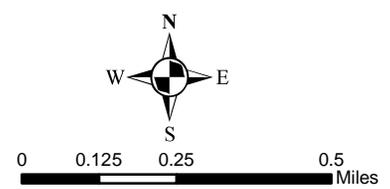
Figure 4-5

Tax Increment Districts

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



-  TID #2
-  TID #3
-  Municipal Boundary
-  TID #4
-  TID #4 Parcels Overlay TID #2



Village of Pulaski TID #2 has a base year of 2005 and includes portions of the Pulaski Industrial Park, Mountain-Bay Plaza, and STH 32 corridor south of East Cedar Street. Since TID #2 was formed, it has added approximately \$5.07 million in TID value increment through new development such as Mountain Bay Plaza and large expansions of manufacturing firms within the Pulaski Industrial Park. Equalized valuation growth in TID #2 continues to increase and is in sound financial shape as the increment in 2016 is a positive \$5,068,200. TID #2 is anticipated to close in 2025.

Village of Pulaski TID #3 encompasses much of the downtown from South St. Augustine Street to the west. TID #3 was formed in 2014 and due to the devaluation of property since the base year, currently has an equalized value deficit of approximately \$920,000. This is not uncommon in the early years of a TID in an area of a community that is in need of reinvestment. However, Wisconsin Statutes provide an opportunity for a municipality to redetermine the base value of a TID under Section 66.1105 Wis. Stats if the TID annual equalized value is at least 10 percent below the current base value of the TID for two consecutive years. According to the Wisconsin Department of Revenue Bureau of Equalization TIF Value Limitation Report for 2015 and 2016, Pulaski's TID #2 equalized value dropped from the base value of \$6,000,000 in 2014 to \$5,535,300 (-7.75% from base value) in 2015 and to \$5,078,300 (-15.36% from base value) in 2016, resulting in a 2016 decrement of -\$921,700. Although TID #2 does not currently meet the statutory requirement of being at least 10 percent below the base year 2014 equalized value for two consecutive years, absent a major redevelopment project within the next year, it likely will meet this criterion when the 2017 TID equalized values are determined. At such time, the Village will need to evaluate whether the costs (real, political, and perceived) of redetermining the base value of TID #3 are less than the financial benefits to TID #3. Should the Village decide to move forward with redetermining the base value of TID #3, the statutory process is similar to a regular TID amendment.

Village of Pulaski TID #4 was formed in 2015 as a mixed-use district, based on a finding that at least 50 percent, by area, of the real property within the district is suitable for a combination of industrial, commercial, and residential uses as defined within Wisconsin Statutes. TID #4 consists of approximately 107 acres of land in the Village's southeast corner. TID #4 overlays four parcels that are also in TID #2 and includes most of the new development in this part of the Village. Since the creation of TID #4 in 2015, the district has already added over \$3.5 million in increment value, according to the Wisconsin Department of Revenue. TID #4 is anticipated to close in 2035.

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, the business owners within the district must be 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.

Redevelopment Authority

Under Section 66.1333(3) Wisconsin Statutes, municipalities may create a redevelopment authority (RDA) for the purpose of, "...carrying out blight elimination, slum clearance, and urban renewal programs and projects as set forth in this section." According to a working paper from the UW-Milwaukee Department of Urban and Regional Planning, *"In Wisconsin, RDAs are separate and independent bodies that are responsible for their own debt, loans, bonds, and other contracts that they enter into. Since they operate independently from a municipality, they do not take away funding for any other city departments."*² Although the Village of Pulaski Planning and Zoning Commission currently handles some of the duties associated with redevelopment, having a redevelopment authority would allow for the

² Ouchakof, Peter. "The Legal and Social Framework of Wisconsin Redevelopment Authorities" Working Paper 2013-04 University of Wisconsin – Milwaukee Department of Urban and Regional Planning. Accessed 1/25/2017. <https://urpl.wisc.edu/sites/urpl.wisc.edu/files/images/The%20Legal%20and%20Social%20Framework%20of%20Wisconsin%20Redevelopment%20Authorities%202013-04.pdf>.

RDA to have a specific focus on downtown redevelopment, help facilitate redevelopment negotiations, and acquire and hold title to lands until an appropriate redevelopment opportunity arises. The Village of Pulaski should evaluate the potential costs and benefits associated with creating a redevelopment authority that focuses on downtown redevelopment.

Brown County, Oconto, and Shawano Counties

Depending on the part of the Village of Pulaski that a proposed economic development project is proposed, it may have access to programs offered from Brown, Oconto, or Shawano Counties

Brown County Economic Development Revolving Loan Fund (RLF)

Businesses may use the Brown County Economic Development Revolving Loan Fund administered through Brown County to obtain low-interest loans that will generate new employment opportunities for persons of low and moderate incomes and encourage expansion of the tax base.

Program loans are available to eligible applicants for the following activities:

- Acquisition of land, buildings, and fixed equipment.
- Site preparation and the construction or reconstruction of buildings or the installation of fixed equipment.
- Clearance, demolition, or the removal of structures or the rehabilitation of buildings and other such improvements.
- The payment of assessments for sewer, water, street, and other public utilities if the provision of the facilities will directly create or retain jobs.
- Working capital (inventory and direct labor costs only).

Additional information on the Brown County Economic Development RLF may be found at: <http://www.co.brown.wi.us/planning> and clicking on the "Economic Development" link.

Oconto County Economic Development (OCEDC)

Although only a portion of the Village of Pulaski is within Oconto County, should development occur within the Oconto County part of the Village, OCEDC could be a valuable resource for new businesses. OCEDC acts as a clearinghouse of data and information for new and existing Oconto County businesses. OCEDC offers an economic development revolving loan fund that provides loans to Oconto County businesses that create or retain jobs for low and moderate income persons. Loans range from a minimum of \$20,000 to a maximum of \$200,000. In addition to the economic development revolving loan fund, OCEDC offers a micro loan program (\$1,000 to \$5,000) to new and expanding Oconto County businesses, but is not tied to job creation requirements. Additional information on OCEDC may found at:



Shawano County Economic Progress, Inc. (SCEPI)

Although only the far western part of the Village of Pulaski is within Shawano County, Shawano County Economic Progress, Inc. (SCEPI) is a resource for potential new or expanding businesses within the Shawano County portion of Pulaski. SCEPI acts as a clearinghouse of data and information for new and existing Shawano County businesses. SCEPI offers an economic development revolving loan fund that provides loans to Shawano County businesses that create or retain jobs for low and moderate income persons. Eligible loan amounts are dependent upon the application. In addition to the economic development revolving loan fund, SCEPI offers a micro loan program (less than \$10,000) to new and expanding Shawano County businesses that will create an additional one to three new jobs and retain two to five existing jobs per loan. Additional information on SCEPI may be found at: <http://www.shawanoecondev.org/>.



Advance

Advance is the economic development division of the Green Bay Area Chamber of Commerce committed to improving and diversifying the economy of Brown County. Advance provides confidential site selection assistance, in-depth statistical and demographic data, and administers a microloan program geared to small businesses and entrepreneurs. Additionally, Advance manages the Business & Manufacturing Center Incubator on the Northeast Wisconsin Technical College (NWTC) campus which provides support services (clerical, legal, accounting, mentoring, etc.) within a flexible space for business and non-profit start-ups. Information regarding Advance and the business incubator may be found at: <http://www.titletown.org/programs/economic-development>.

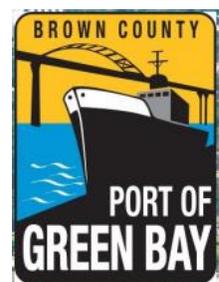


Advance is also part of the Brown County Culinary Kitchen, which is a non-profit collaborative effort among NEW Curative Rehabilitation, The Farm Market Kitchen, and NWTC. The Brown County Culinary Kitchen provides a fully equipped, commercially-licensed, shared use kitchen for food-based business start-ups. Additional assistance includes classes, an on-site manager, technical assistance, business coaching, classroom space, and Internet access. Information regarding the Brown County Culinary Kitchen may be found at: <http://bcculinarykitchen.org/>.



Port of Green Bay

The Port of Green Bay is a designated Foreign Trade Zone (FTZ), and therefore, foreign and domestic merchandise may be moved into the foreign trade zones for operations not otherwise prohibited by law, generally including storage, exhibition, assembly, manufacturing, and processing. Within a foreign trade zone (or sub zone) typical customs and border patrol entry procedures and payments of duties are not required on foreign merchandise unless and until it exits the Foreign Trade Zone for domestic consumption. Considering the increasingly global nature of business, accessing utilizing the FTZ could provide a locational advantage for Pulaski businesses. Foreign Trade Zone #167 is administered by Advance and additional information regarding the FTZ may be found at: <http://www.titletown.org/programs/economic-development/international-business/foreign-trade-zone>.



Regional

The New North

The New North is a 501(c)3 non-profit organization that promotes collaboration between the private and public sectors to promote the 18-county Northeastern Wisconsin region for increasing economic development. According to the New North website, their key initiatives include:



- Attract, develop, and retain diverse talent.
- Foster targeted industry clusters and new markets.
- Support an entrepreneurial climate and small businesses.
- Encourage educational attainment.
- Elevate sustainability as an economic driver.
- Promote the regional brand.

As Pulaski recruits businesses to move to the Village, particularly those from out of the area, should utilize The New North to demonstrate the variety of cultural, recreational, and business linkages available within the region to these potential recruits. The New North also maintains an online database and mapping application of available business sites and buildings within the region that may be helpful to Pulaski in marketing the Village. More information regarding the New North may be found on their website at <http://www.thenewnorth.com>.

Wisconsin Public Service

Wisconsin Public Service Corporation (WPS), a subsidiary of Wisconsin Energy Corporation (WEC), contributes a number of economic development services that may be of assistance to the Village of Pulaski for businesses within the WPS service area. The WPS economic development webpage provides a number of programs and resources for communities interested in expanding economic development opportunities. More information about WPS economic development services can be found at:

<http://www.wisconsinpublicservice.com/business/economic.aspx>.



State of Wisconsin

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 Pulaski should strongly consider, and they are discussed in this section. The Wisconsin Economic Development Corporation (WEDC) Region 2 Community Account Manager would be a good resource for the following programs.

Connect Communities

Connect Communities is administered through WEDC and offers technical assistance and networking opportunities to local leaders interested in revitalizing their downtown or urban commercial districts. The program provides immediate access to resources that will help launch a commercial revitalization effort. Additional information on the Connect Communities program can be found at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.

Community Development Investment Grant Program

The Community Development Investment Grant Program is administered by WEDC and supports redevelopment efforts by providing financial incentives for shovel-ready projects with emphasis on, but limited to, downtown community driven efforts. Successful recipients demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. Additional information on the Community Development Investment Grant Program may be found at: <http://inwisconsin.com/community-development/programs/community-development-investment-grant/>.

Wisconsin Certified Sites Program

The Certified Sites Program is administered by WEDC and provides consistent standards for industrial site certification for sites with at least 50 contiguous, developable acres. Certification means key approvals, documentations, and assessments for industrial uses are already in place. Specific developer and community benefits include:

- Delivery of a development ready site for major industrial attraction or expansion projects.
- Leverages the state’s resources and contacts for site marketing.
- Achieves credibility for the developer and community through a globally-recognized site selection practice.
- Involves local officials in the site selection process.
- Educates community leaders on site development best practices.

This may be an option the Village should evaluate for the North Business Park if additional lands are added to the west of the current business park boundaries to meet the fifty acre minimum threshold. Additional information on the Certified Sites Program may be found at:

<http://inwisconsin.com/community-development/programs/certified-sites/>.

Federal

U.S. Department of Agriculture – Rural Development

The U.S. Department of Agriculture – Rural Development (USDA-RD) maintains a number of programs geared toward rural areas of the country. Since the Village is located outside of the Green Bay Metropolitan Area, applicable projects may be eligible for certain USDA-RD programs. The USDA-RD website should be reviewed for additional details at: <http://www.usda.gov/wps/portal/usda/usdahome?navid=rural-development>.

Additional federal grant opportunities (including community development) for municipalities may be found on the federal grants.gov website: <http://www.grants.gov>.

Recommendations

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

General Recommendations

Downtown

1. Adopt and enforce a commercial building maintenance code to ensure commercial buildings in the downtown are properly maintained.
2. Continue the Village’s efforts at improving the streetscaping of the downtown through enhanced lighting, planters, and banners.
3. New buildings constructed in the downtown should have minimal setbacks and parking in the rear, underground, or on-street to reaffirm the pedestrian orientation of the downtown.

4. Continue to market and offer the downtown façade improvement loan program.
5. Revise the Village’s parking ordinance to ensure downtown businesses are not subject to unreasonable minimum parking requirements.
6. Provide better advertisement of the public downtown parking lot.
7. Encourage the development of a mixture of service- and retail-type businesses with residential or office use on second and third floors to serve Pulaski area residents.
8. New buildings in the downtown should be a minimum of two stories and be of complementary architecture to create a unifying theme.
9. Work with downtown business and property owners to obtain their input into downtown redevelopment opportunities and challenges.

STH 32/CTH B (Crest Drive) Intersection Area

1. Require new development to meet the submittal, timeline for review, and site design requirements of the Village of Pulaski Site Plan and Design Review Ordinance (Chapter 51.29 of the Pulaski Code of Ordinances).
2. Ensure development in this area contributes to a positive first impression of the Village of Pulaski.
3. Work to minimize the large pedestal type signs in favor of ground-mounted signs to minimize visual clutter in the area.
4. Avoid the appearance of a continuous strip of commercial development along STH 32 to maintain the Village’s small-town character and compact downtown.
5. Encourage the Town of Pittsfield to adopt similar site plan and design review requirements to ensure development in the Town’s portions of STH 32 meets or exceeds the standards set by the Village.
6. Work with WisDOT and Brown County to urbanize STH 32 and CTH B (Crest Drive) with curb, gutter, sidewalks and bicycle facilities to improve pedestrian and bicyclist accessibility to the Mountain-Bay Plaza and future development from the rest of the Village.
7. Improve the sightlines of STH 32 by burying overhead power and telephone lines.

Pulaski Industrial Park

1. Require detailed site plans be submitted and approved, consistent with Village requirements, prior to any development activity to address such issues as signage, exterior appearance, landscaping, parking, and traffic flow.
2. Minimize large signage to prevent visual clutter.
3. Ensure stormwater management is addressed early in the commercial or industrial development process.
4. Continue to evaluate the potential to expand the existing industrial park to the east and north, should an agreeable price per acre of land be found.
5. Revise the Village’s zoning ordinance to clearly identify the requirements for outdoor storage and industrial building/site maintenance in the industrial park.

North Business Park

1. Create a professionally-designed sign for the North Business Park to help market its availability.
2. Develop a new zoning district that would support the mix of large office and manufacturing businesses desired for the North Business Park.
3. Create a minimum first floor area ratio in the new zoning district to ensure new development is of a scale that meets Village expectations.
4. Proactively rezone the North Business Park to the new zoning district to facilitate quicker turnaround of development on the property.
5. Encourage new development that will utilize Village sewer and water.
6. Ensure stormwater management is addressed early in the development process, if not as part of a larger stormwater management plan for the entire business park.
7. If additional acreage is added to the west side of the North Business Park, evaluate the opportunity to apply to the Wisconsin Certified Sites program through the Wisconsin Economic Development Corporation.
8. Plan for a long-term connection to STH 160 to create an alternative route for heavy truck traffic from the business park to STH 29.

Economic Development Funding/Programming

1. Link the Village's website to the NEW North website's economic data generator to allow potential businesses to find up to date information.
2. Maintain a comprehensive list of potential economic development funding mechanisms through the counties, state, and federal governments.
3. Focus the Village's economic development efforts on business creation and business retention programs.
4. Continue meeting with major employers in Pulaski to discuss their future needs or potential issues.
5. Ensure retention of existing industries while encouraging new businesses within the information or professional, scientific, and management industries.
6. Recruit, retain, and encourage the development of businesses that utilize advanced technologies within regional cluster industries to locate in the Village.
7. Review TID #3's performance to determine if there may be a need to redetermine the base value due to the declining equalized values.
8. Evaluate the potential benefits of creating a Redevelopment Authority for the Village of Pulaski.

Site Planning for Economic Development

1. Promote future development that supports a high quality community that is attractive to existing and new businesses.
2. Businesses 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, especially along STH 32.
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. Incorporate appropriate stormwater management facilities into the site plans of new businesses.
7. 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 a 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 this 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: Estimated Age of Housing Units in the Village of Pulaski

Year Structure Was Built	Pulaski	%	Brown County	%	Wisconsin	%
2010 or later	0	0.0%	1,294	1.2%	18,477	0.7%
2000 to 2009	284	16.5%	15,873	15.0%	345,837	13.1%
1990-1999	452	26.2%	17,444	16.5%	369,051	14.0%
1980-1989	289	16.8%	12,361	11.7%	260,008	9.9%
1970-1979	201	11.7%	18,021	17.0%	390,810	14.8%
1960-1969	20	1.2%	11,213	10.6%	256,480	9.7%
1950-1959	156	9.1%	11,184	10.6%	299,037	11.3%
1940-1949	46	2.7%	4,769	4.5%	155,230	5.9%
1939 or earlier	274	15.9%	13,708	12.9%	540,672	20.5%
Total	1,722	100.0%	105,867	100.0%	2,635,602	100.0%

Source: U.S. Census Bureau, 2010-2014 5-Year American Community Survey Estimates

Figure 5-1 shows the 2010-2014 American Community Survey (ACS) estimates 42.7 percent of the housing units in the Village of Pulaski were 25 or fewer years old, as compared to 32.7 percent for Brown County and 27.8 percent for the State of Wisconsin. As identified in the chart, an estimated 16.5 percent of the housing units in the Village were constructed since 2000, 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 in neighborhoods 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. 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.

One item Pulaski residents with homes built prior to 1978 should understand is that their homes may contain lead-based paint. As lead-based paint ages both inside and outside the home, it cracks, peels, chips, and powders, creating a chance for children and adults to ingest it either via mouth or nose and enter the blood stream. According to the Mayo Clinic, a few of the signs and symptoms of lead poisoning in children and/or infants include:

- Developmental delays
- Learning difficulties
- Slowed growth
- Irritability
- Abdominal pain
- Fatigue

Lead poisoning in adults includes signs and symptoms such as:

- High blood pressure
- Abdominal pain
- Joint pains
- Declines in mental functioning
- Pain or numbness/tingling in extremities
- Memory loss
- Mood disorders
- Miscarriage or premature birth in women



If renovations are to be started in or on a home that was constructed prior to 1978 that will disturb existing painted surfaces, lead-safe renovation practices should be followed to protect the persons living in the home. The U.S. Environmental Protection Agency prepared the document “[The Lead-Safe Certified Guide to Renovate Right](#)”¹ which provides basic information on lead paint hazards and the proper techniques and resources to deal with this hazard as a home is renovated.

Structures

The Village of Pulaski has a lower percentage of 1-unit detached structures (typically single-family homes) estimated at 48.0 percent than either Brown County or the State of Wisconsin at 63.9 percent and 66.6 percent, respectively. The Village has a proportionately larger percentage of 2-unit structures and 20 or more unit multi-family structures. Examples of multi-family units in Pulaski generally include senior housing and apartment complexes. While 1-unit detached homes are located throughout the Village, large apartment complexes are generally located in the southern part of the Village along Karcz Drive and Corporate Way. Much smaller individual multi-unit buildings are located in and around the downtown area.

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 dispersed around the Village and be incorporated into the general neighborhood. This includes such features as the buildings fronting on the street(s), garages (if not attached) located behind the buildings, and usage of quality building materials. Continuing to develop a diverse range of housing in Pulaski ensures that the Village will be well-positioned to withstand 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.

¹ [The Lead-Safe Certified Guide to Renovate Right](http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf). U.S. Environmental Protection Agency, September, 2011. <http://www2.epa.gov/sites/production/files/documents/renovaterightbrochure.pdf>.

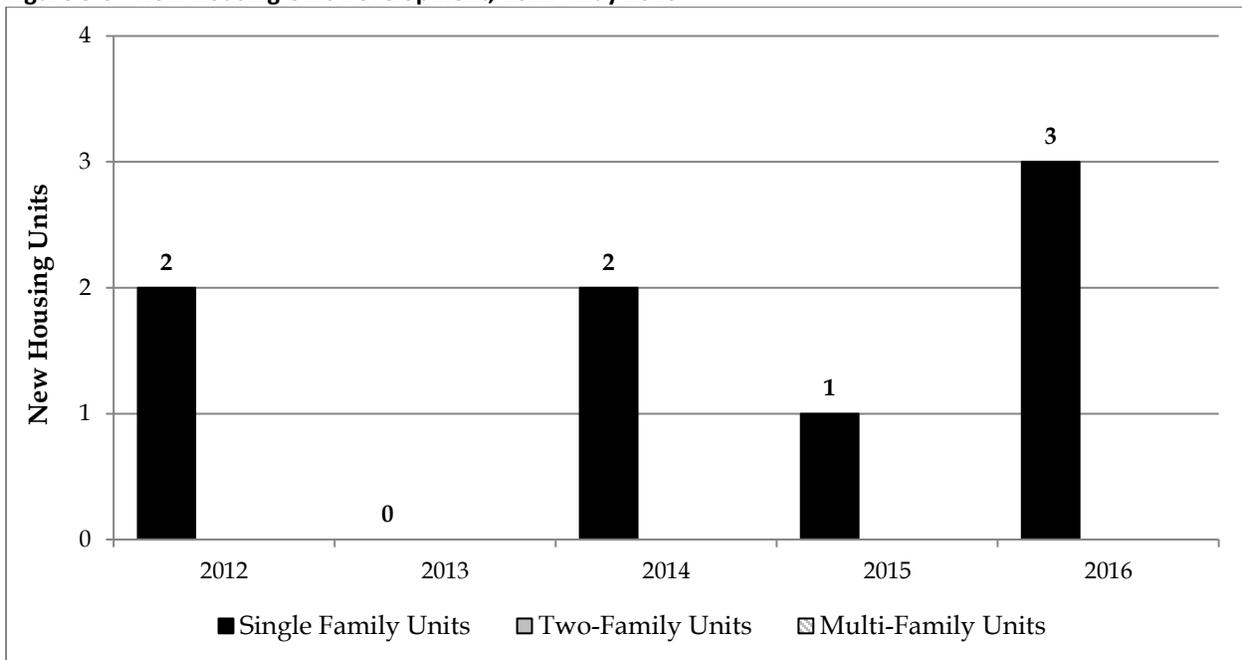
Figure 5-2: Estimated Units in Structure for Pulaski, Brown County, and Wisconsin

Units in Structure	Pulaski	%	Brown County	%	Wisconsin	%
1-Unit Detached	827	48.0%	67,657	63.9%	1,756,056	66.6%
1-Unit Attached	90	5.2%	5,478	5.2%	114,455	4.3%
2 Units	214	12.4%	7,784	7.4%	173,219	6.6%
3 or 4 Units	45	2.6%	3,408	3.2%	99,791	3.8%
5 to 9 Units	19	1.1%	8,443	8.0%	128,744	4.9%
10 to 19 Units	88	5.1%	4,996	4.7%	88,529	3.4%
20 or More Units	347	20.2%	6,768	6.4%	178,570	6.8%
Mobile Home	92	5.3%	1,324	1.3%	95,799	3.6%
Boat, RV, Van, etc.	0	0.00%	9	<0.1%	439	<0.1%
Total	1,722	100.00%	105,867	100.00%	2,635,602	100.00%

Source: U.S. Census Bureau, 2010-2014 5-Year American Community Survey Estimates

As depicted in Figure 5-3 below, the recent trend in housing unit development in the Village of Pulaski has been relatively slow, with a total of eight new units developed over the past four and a half years. However, recent trends in subdivision platting activity and planned residential development, including single family, two-family, and multi-family housing units indicate an expected significant increase in residential development over the next one to two years. New residential development is expected to be particularly active in the area south of Crest Drive and west of STH 32.

Figure 5-3: New Housing Unit Development, 2012- May 2016



Source: Village of Pulaski Building Permit Data, 2012-May 2016.

Occupancy

According to the 2000 U.S. Census, there were a total of 1,254 housing units within the Village of Pulaski. This compares with 1,525 units in 2010, which is an increase of 271 units (21.6 percent) over the ten-year period. The breakdown of housing units into owner-occupied and renter-occupied shows that owner-occupied units accounted

for 60.4 percent of the Village’s dwelling units in 2000, and this percentage decreased to 58.0 percent owner-occupied housing by 2010.

Pulaski increased its owner-occupied housing stock by 107 units and renter-occupied units by 126 units between 2000 and 2010. Although the vacancy rate appears to increase rather dramatically, this is reflective of the national housing crisis and recession during this time period. Considering the significant vacancy rates across the country during this time, an increase from 5.5 percent to 7.0 percent in the Village of Pulaski is not a major concern unless this vacancy rate does not moderate over time.

The Village of 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 and respond to market demand. Figure 5-4 summarizes the changes that occurred between 2000 and 2010.

Figure 5-4: Change in Housing Occupancy Characteristics in Pulaski, 2000 and 2010

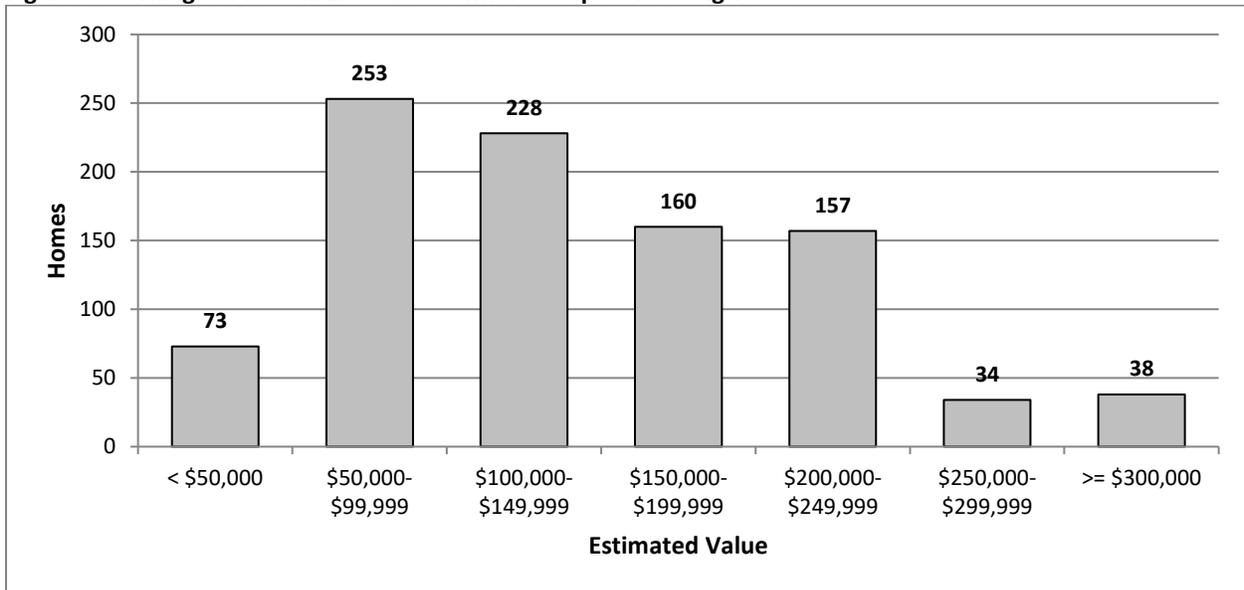
	2000 Census	% of Total	2010 Census	% of Total	Increase or Decrease	Percent Change 2000- 2010
Total Housing Units	1,254	100.0%	1,525	100.0%	271	21.6%
Occupied Housing Units	1,185	94.5%	1,418	93.0%	233	19.7%
Owner-Occupied	716	60.4%	823	58.0%	107	14.9%
Renter- Occupied	469	39.6%	595	42.0%	126	26.9%
Vacant Housing Units	69	5.5%	107	7.0%	38	55.1%

Source: U.S. Census Bureau, 2000 and 2010

Value

As estimated in the 2010-2014 American Community Survey (ACS), the largest segment of the Village’s owner occupied homes was valued between \$50,000 and \$99,999 (26.8 percent), while 24.2 percent of the homes were valued between \$100,000 and \$149,999 (See Figure 5-5). 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 smaller, less expensive homes. As the Village continues to grow, continuing to develop a wide range of housing options will ensure Pulaski is able to withstand changes in the housing market and overall economy.

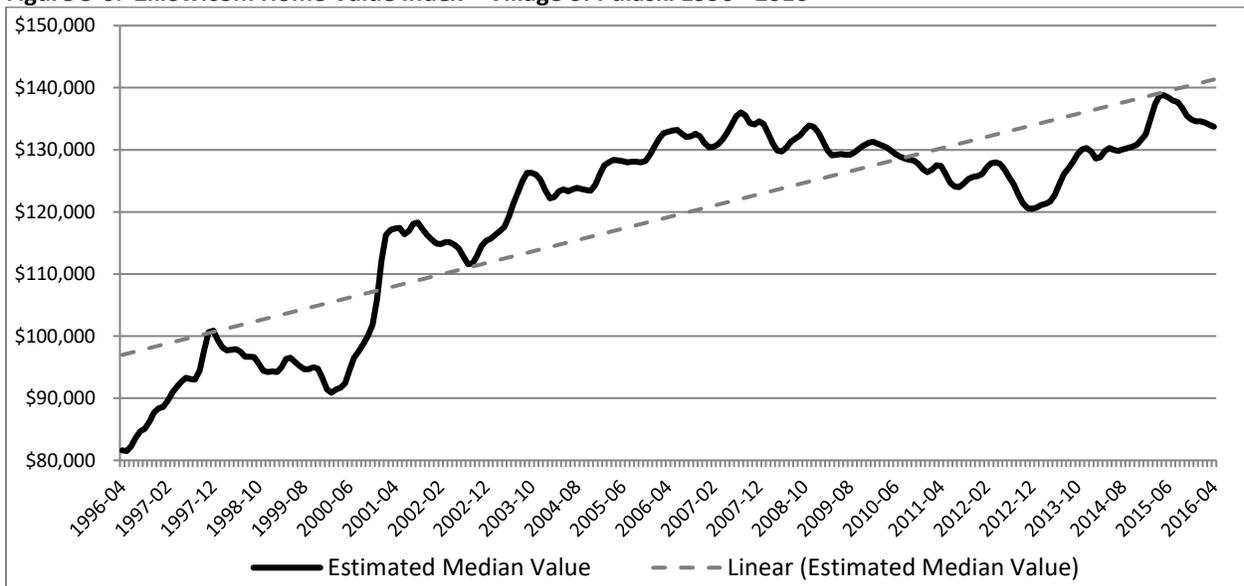
Figure 5-5: Village of Pulaski Estimated Owner-Occupied Housing Values



Source: U.S. Bureau of the Census, 2010-2014 American Community Survey 5-Year Estimates

Figure 5-6 depicts data on estimated median home values for the Village of Pulaski from 1996 through 2016 from the national real estate website Zillow.com. The median home value in 1996 was estimated to be approximately \$82,300, with the peak value of \$138,800 in May 2015. As depicted below, estimated median home values in Pulaski have largely recovered the value lost during the national housing crisis during the late 2000's and early 2010's. The dashed line in Figure 5-6 depicts a linear trend line based upon the data points, indicating likely continuing increases in future home values.

Figure 5-6: Zillow.com Home Value Index – Village of Pulaski 1996 - 2016



Source: Zillow.com Zillow Home Value Index – Village of Pulaski, WI 1996 – 2016 <http://www.zillow.com/research/data/> accessed 6/1/2016.

Housing Affordability

Rent

The 2010-2014 American Community Survey (ACS) estimates the median gross rent in the Village of Pulaski is approximately \$710 per month. The ACS further estimates a total of 533 rental units with rent ranges varying widely from a low of \$300-\$349 per month to a high of \$1,000-\$1,249 per month. The wide range of rent charged provides a variety of options for persons looking to rent within the Village of Pulaski.

Mortgage

According to the aforementioned 2010-2014 ACS, an estimated 67.7 percent of the owner-occupied housing units in the Village of Pulaski have a mortgage, with a median monthly homeowner cost (including mortgage) of \$1,204. This is somewhat lower than either the county or state, at \$1,356 and \$1,431 per month, respectively, and is likely indicative of the generally more affordable homes in Pulaski.

Housing Expense Analysis

One metric to determine whether or not a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of a household's income. Homeowners or renters paying 30 percent or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The 2010-2014 ACS estimates approximately 34.5 percent of Pulaski renters paying 30 percent or more of their household incomes for housing, which is significantly less than Brown County (41.7 percent) and the State of Wisconsin (45.6 percent), respectively. The comparatively low rental costs is an advantage for the Village of Pulaski as it tries to attract and retain young people as well as provide options for retired and elderly residents. In order to maintain this competitive advantage, it is important for the Village to continue to consider well-designed rental housing developments in order to maintain a well-balanced range of housing options for existing and new residents.

Additionally, the 2010-2014 ACS estimates approximately 34.5 percent of Pulaski homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is higher than Brown County (27.2 percent) and the State of Wisconsin (30.9 percent), respectively. The relatively high estimated percentage of homeowners with mortgages exceeding 30 percent of household incomes in Pulaski is a concern. In cooperation with its local lending institutions, the Village will need to monitor the level of distressed home sales and identify potential homebuyer assistance programs to lower monthly mortgage costs.

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, a person should spend no more than 30 percent of their gross income on housing costs. The following analysis compares the average cost of a home and the average annual income of selected occupations.

According to data obtained from the real estate website Zillow.com, the average January 2016 home price in the Village of Pulaski was \$136,200². To afford such a home, a person would need an annual income of approximately \$40,000, depending on assumptions about the down payment, interest rates, insurance, and property taxes, and further assuming that no more than 30 percent of income is devoted to housing costs³. Listed below in Figure 5-7

² Zillow.com Green Bay Area Market Overview: <http://files.zillowstatic.com/research/public/realestate/ZHVI.Green%20Bay.394646.pdf>, January 2016. Accessed 3/15/2016.

³ Zillow.com Home Affordability Calculator: <https://www.zillow.com/mortgage-calculator/house-affordability/> accessed 6/1/2016.

are selected occupations with their median Brown County and State of Wisconsin annual incomes and May 2014 employment estimates as obtained from the Wisconsin Department of Workforce Development (DWD).

Figure 5-7: Brown County and State of Wisconsin Occupational Income

Occupation	Median Annual Income		Number Employed	
	Brown County	Wisconsin	Brown County	Wisconsin
Waiters and Waitresses	\$18,003	\$18,152	2,000	45,950
Bartenders	\$18,352	\$18,328	1,290	24,120
Retail Salespersons	\$19,413	\$20,242	4,720	85,160
Childcare Workers	\$20,604	\$20,102	530	12,300
Assemblers and Fabricators	\$22,645	\$24,502	240	8,110
Tellers	\$24,273	\$24,219	640	12,830
Nursing Assistants	\$25,741	\$26,478	1,550	35,450
Landscapers and Groundskeepers	\$27,805	\$25,521	480	15,050
Meat, Poultry, and Fish Cutters/ Trimmers	\$28,169	\$28,090	750	2,740
Team Assemblers	\$28,593	\$28,697	930	35,940
Packaging and Filling Machine Operators	\$29,692	\$28,866	1,170	18,780
Teacher Assistants	\$31,334	\$26,605	740	20,510
Light Truck or Delivery Drivers	\$31,436	\$28,233	1,060	17,450
Production Workers	\$32,889	\$28,335	370	7,120
Customer Service Representatives	\$33,023	\$32,466	4,380	56,310
Construction Laborers	\$35,667	\$37,143	650	13,070
Automotive Service Techs and Mechanics	\$37,934	\$35,145	660	12,400
Maintenance and Repair Workers	\$38,447	\$37,675	1,380	27,120
Structural Metal Fabricators and Fitters	\$39,722	\$37,880	320	3,950

Source: Wisconsin Department of Workforce Development Worknet web site (<http://worknet.wisconsin.gov>) County Wages and Occupation dataset. Accessed 3/15/2016.

Range of Housing Choices

In order for Pulaski to continue to grow, working in partnership with residential developers to create a range of housing choices for existing and future Village residents will continue to be necessary. A diverse range of housing choices, over time, allows a 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 also continuing to provide a range of housing options.

Residential Lot Sizes

Figure 5-8 identifies the current residential zoning classifications for the Village of Pulaski, including permitted uses, minimum lot size, minimum frontage, and minimum setback from the street:

Figure 5-8: Village of Pulaski Residential Zoning Districts

Zoning District	Max Density (dwelling units per acre)	Permitted Residential Uses	Min. Lot Size	Min. Frontage	Min. Front Setback
R-1 Single-Family Residential	2.7 du/acre	Single-family dwellings with attached garages.	16,000 sq. ft.	100'	25'
R-2 Single-Family Residential	4.0 du/acre	Single-family dwellings with attached garages, Community living arrangements with a capacity for 8 or fewer persons.	11,000 sq. ft.	90'	20'
R-3 Single-Family Residential	5.2 du/acre	Single-family dwellings with attached garages, Community living arrangements with a capacity for 8 or fewer persons.	8,400 sq. ft.	75'	15'
R-4 Two-Family Residential	10.4 du/acre	Two family dwellings with attached garages, Single-family dwellings with attached garages, Community living arrangements with a capacity for 8 or fewer persons.	8,400 sq. ft. and not less than 4,200 sq. ft. per dwelling unit	120'	10'
R-5 Multi-Family District	None identified	Multi-family dwellings, Two family dwellings with attached garages, Community living arrangements, Group day care centers, Family day care centers.	3,630 sq. ft. per dwelling unit or 1,815 sq. ft. per dwelling unit if 25% of lot is green space and 1 parking stall per unit is underground or in parking structure	120'	30'
R-6 Mobile Home Park Residential District	Specific to Mobile Home Park				

Source: Village of Pulaski Code of Ordinances, 2016.

The R-1 zoning district lot requirements of 16,000 square feet and 100 feet of frontage are large requirements not typically found in compact, traditionally developed communities such as the Village of Pulaski. Additionally, the R-4 zoning district frontage requirement of 120 feet seems excessive for a minimum lot size of 8,400 square feet (or 4,200 square feet per dwelling unit). Relatively smaller lot sizes and frontages help to keep housing costs down and 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. The Village of Pulaski

should encourage the development of lots large enough to adequately meet the size of the desired homes in developments, but also small enough to create efficiencies in the delivery of public services.

Accessory Dwelling Units on a Residential Parcel

As residents continue to age, there often comes a time when they might not wish to maintain a separate home but do not want or cannot afford to live in a retirement or elderly care home. An alternative would be to allow small, attached or detached accessory dwelling units on one residential parcel. These “granny flats,” or “backyard cottages” as they are sometimes called, allow the elderly to maintain their own independent living quarters for sleeping and washing, while also being able to easily interact with their extended family for meals and socializing in the principal residence.



Mixed Uses in Residential Developments

Nationwide, the majority of residential subdivisions developed over the past 70 years consist almost exclusively of single-family detached homes separated from any other housing types, 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 focal point, gathering place, and identity for the neighborhood and its residents. In Pulaski, neighborhood mixed uses could include such uses as group day cares, senior living arrangements, small service businesses (clinic, office) or retail services (family restaurant, ice cream shop).

One development technique that is being used more often in Wisconsin and across the country to create more well-rounded communities is the Traditional Neighborhood Development. Traditional neighborhood developments (TNDs) emphasize the neighborhood as a functional unit rather than the individual parcel or home. Typical TND 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 5-minute walking distance (about a quarter-mile) from the edge to the center and a 10-minute walk (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

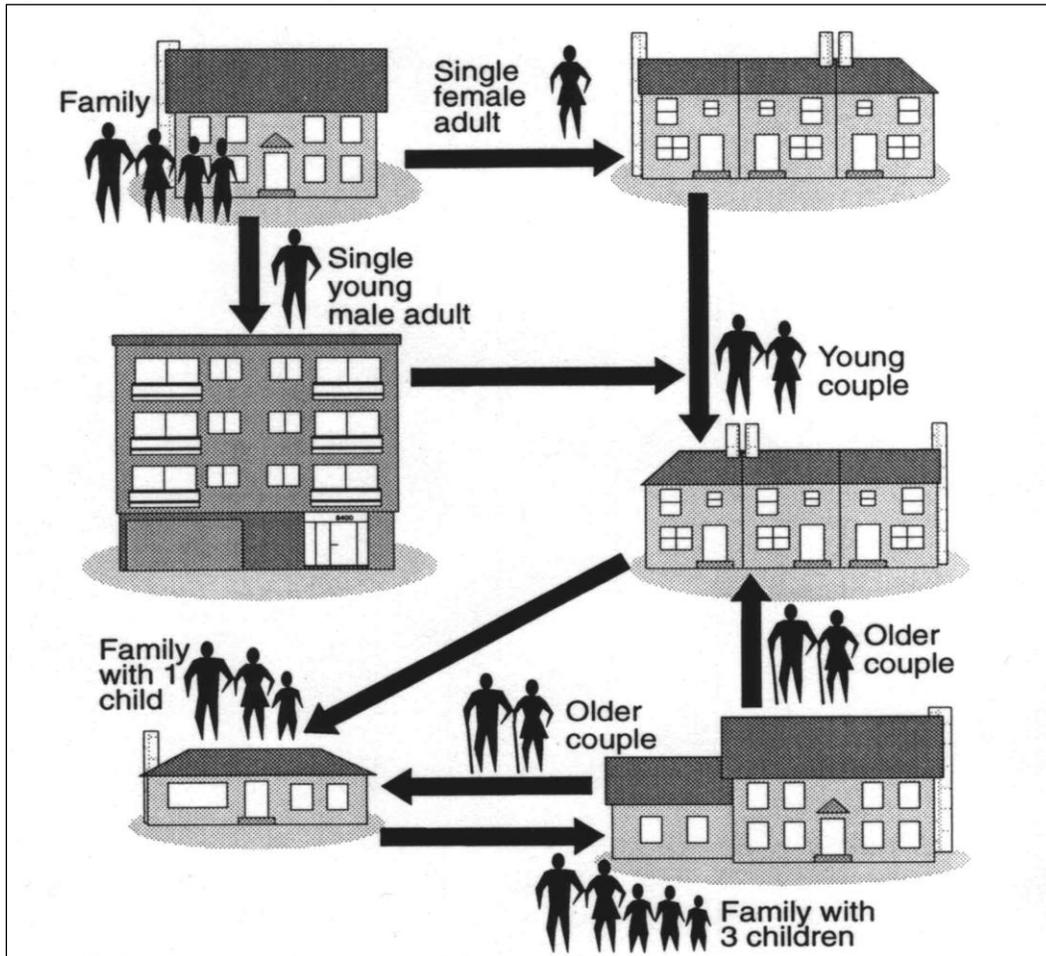
provides many ways of getting to, through, and between it and other parts of the neighborhood by driving, walking, and bicycling.

Forms of housing within a traditional neighborhood are mixed so that people of different ages and income levels have opportunities to live in various parts of the neighborhood, without leaving their 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. This housing mix 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 within the same neighborhood, as depicted in Figure 5-9.



In order for uses and development types other than single-family detached homes to be palatable to surrounding property owners, the non-residential uses 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, clear design standards should be employed. The design standards would let the developer know ahead of time what standards the neighbors would expect, and the neighbors would know that the development would meet their expectations, as well.

Figure 5-9: Change in Housing Preferences Over Time



Source: Local Government Commission, 2003

Provide Information Regarding Home “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.

Reinvestment in Existing Housing Stock

Although 42.2 percent of Pulaski’s housing stock was constructed since 2000, conversely 57.8 percent of the housing stock was built prior to 2000 and is now at least 15 years old and could need repairs. In 2013, the Brown County

Planning and Land Services Department began to administer a housing rehabilitation loan program, funded from the Wisconsin Department of Administration and U.S. Department of Housing and Urban Development for a 10-county region of Northeastern Wisconsin, including the Brown County part of the Village of Pulaski. The Shawano and Oconto County parts of the Village are administered through a separate housing region located in Antigo.

Funds from Brown County's program may be utilized to provide 0 percent interest, deferred payment loans to low- and moderate-income homeowners (making not more than 80 percent of the gross county median income depending on household size) for home repairs, including such projects as the replacement of roofs, siding, windows, heating and ventilation, private utility laterals, electrical, plumbing, handicapped accessibility, and lead paint and asbestos abatement. Loan payments are deferred until such time as the home is no longer the principal place of residence for the applicant (typically when the home is sold), at which time the loan becomes payable in full. Repaid funds may then be re-loaned through a revolving loan program for new projects. Additionally, Brown County administers a similar program for rental properties, except that the terms of the loan are 0 percent interest for five years with required monthly payments. The Village of Pulaski should advertise this program to homeowners in the Village to ensure potentially eligible residents are aware of this opportunity.

The Wisconsin Housing and Economic Development Agency (WHEDA) is a public agency that partners with local financial institutions to provide a number of unique fixed-rate financing options for purchasing and refinancing a home to qualified applicants. Specific loan programs to qualified applicants include:

- WHEDA Advantage – Allows for a home buyer to have a lower down payment at loan closing.
- WHEDA FHA Advantage – Allows for a buyer to leverage down payment assistance from other programs to buy a home.
- WHEDA Easy Close Advantage – Provides a 10-year low-cost loan for WHEDA Advantage borrowers to help pay for down payment, closing costs, and homebuyer education expenses.
- WHEDA Tax Advantage – Provides a tax credit to qualified borrowers to reduce their federal income tax liability over the life of the mortgage.
- WHEDA First-Time Homebuyer Advantage – Provides a preferred, fixed interest rate for qualified first time homebuyers.

Financial institutions that provide access to WHEDA products may be found at:
<http://apps.wheda.com/LenderList2/Content/LenderList.aspx>.

Residential Redevelopment in Downtown

There are a few former commercial buildings in the downtown that have been converted to residential uses. Although new residential development in the downtown should be encouraged, the conversion of commercial buildings, particularly the first floor of the commercial building should be discouraged. First floor commercial activity is a vital component to any downtown area, and second floor residential uses provide potential customers to the businesses and activity in the downtown 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 the downtown, but do not wish to deal with the maintenance issues associated with a single-family home and yard. People in these age groups are typically looking for a place where they can live, work, and recreate, all within a relatively short distance.

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 goal and objectives, the following recommendations were developed based on the input received from the Village-wide visioning session, Village Planning Commission, and sound planning principles:

- Continue to encourage the development of a range of new housing types, styles, and designs, for the many life stages of Village residents.
- Review the Village's residential zoning classifications to determine if there is a need for the large minimum lot size and/or street frontage required for the R-1 and R-4 districts.
- 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 typical single-family 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 "visitability" 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 promote Brown County's Housing Rehabilitation Loan Program and other government-backed loan programs for the rehabilitation of owner-occupied and rental units for low-moderate income residents.

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 important to the residents of a community, while sewer and water capacity, power supply, and power transmission capabilities are examples of utilities that are often 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 public services. This means that the Village should periodically evaluate its existing services to ensure their continued provision in the most efficient, cost-effective manner possible consistent with the community's long-term goals, trends, and projections. Additionally, communities need to 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 site specific engineering studies, facility plans, and capital improvement programs.



Challenges and Opportunities

Challenges associated with a village's utilities, facilities, and other public services are typically 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, fiscal constraints, and new legislation and regulations. Opportunities include a growing 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. The recommendations are also summarized at the end of this chapter.

Sanitary Sewer Service

Of the infrastructure most incorporated 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 have imposed subsequently greater restrictions upon the discharge of pollution into our surface waters. With the passage of the 1972 Clean Water Act, all discharges of pollution require a permit, the use of best practicable pollution control technologies is required,

and billions of dollars were provided for the construction of sewage treatment plants. This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For Brown County and the Village of Pulaski, this planning is currently contained in the *Upper Green Bay Basin Integrated Management Plan*, prepared in September 2001 by the Wisconsin Department of Natural Resources (WDNR), and the *2040 Brown County Sewage Plan*, which was most recently updated and approved by the Brown County Planning Commission and endorsed by the Wisconsin Department of Natural Resources in September of 2015.

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 (NEW Water) 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 NEW Water treatment. As a regional facility, the NEW Water Green Bay WWTP provides wastewater treatment 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.

NEW Water's Green Bay WWTP has a design hydraulic loading capacity of 49.2 mgd (million gallons per day) and received an average monthly flow rate of 27.42 mgd in 2015. The treatment plant also has a design biochemical oxygen demand (BOD) loading limit of 103,110 lbs/day (pounds per day) and received an average monthly loading of 36,523 lbs/day in 2015. This accounted for approximately 56 percent of the design hydraulic loading capacity and about 35 percent of the design BOD loading capacity of the treatment plant. In addition, NEW Water is continually upgrading equipment and facilities to create increased efficiencies in energy usage and improvements in pollutant capture.



The Village of Pulaski has a few areas of old, undersized sewer lines, specifically on East Green Bay Street from South Wisconsin Street to South St. Augustine Street and William Street from South Wisconsin Street to Flora Street. These lines should be priorities for replacement with adequate sizes, optimally during the timeframe of reconstruction of both East Green Bay Street and William Street.

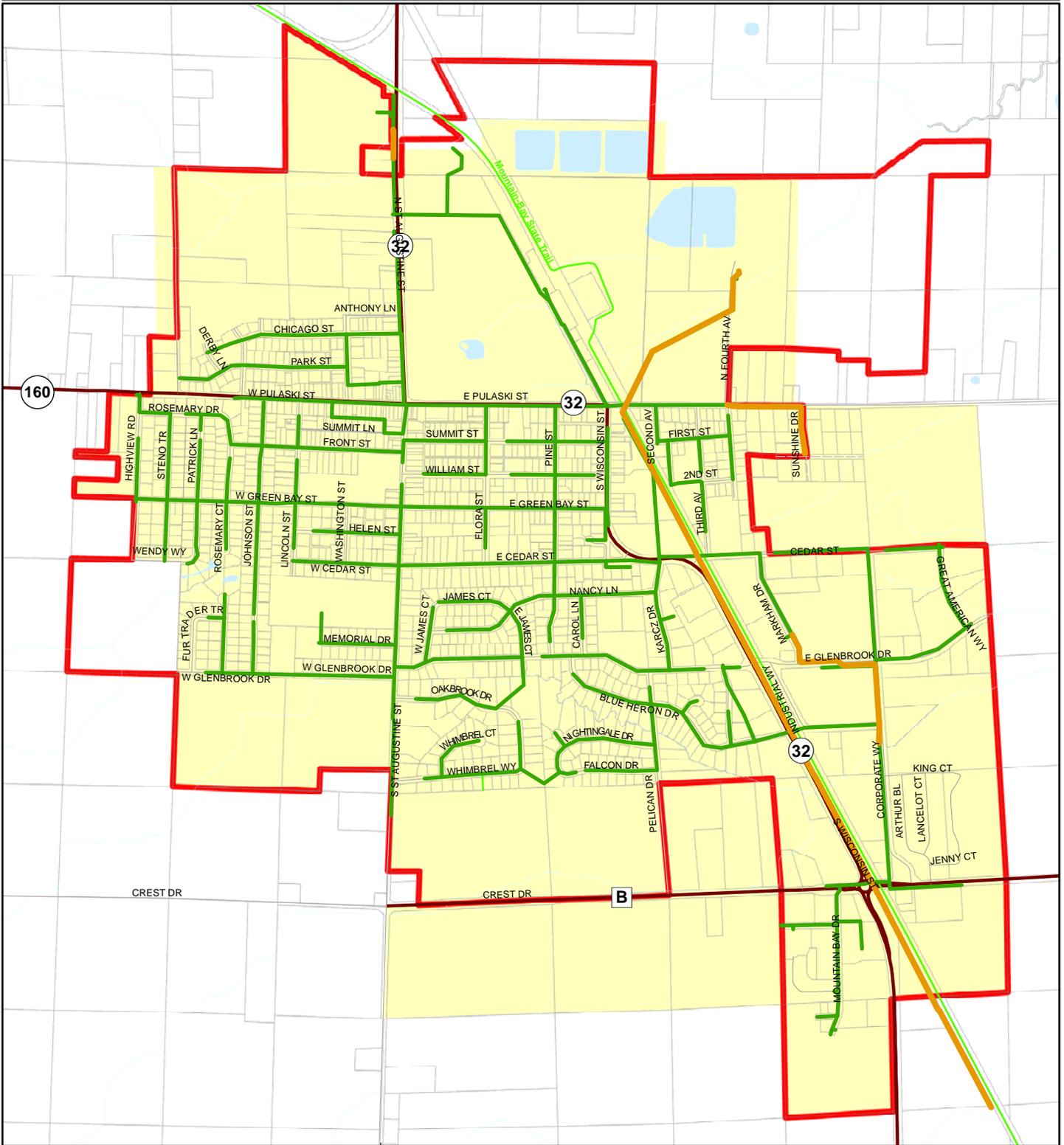
To ensure the most efficient and cost-effective sewerage system possible, replacement, rehabilitation, and new construction should continue to take place in a planned and coordinated manner. Whenever possible, sanitary system modifications within a specific area should continue to be undertaken at the 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 areas served by public sewer and water, 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 as identified in this comprehensive plan. Additionally, in order to minimize the expense and maintenance associated with lift stations, areas of the Village that can be served through gravity flow of effluent should be priorities for development. As Pulaski is a customer of NEW Water which has more than adequate capacity in its WWTP, industrial, commercial, and residential growth in the Village will not be hindered due to wastewater treatment plant capacity constraints.



Figure 6-1

Sewer Service Area and Sanitary Sewer System

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



-  Pressurized Sewer Mains
-  Gravity Sewer Mains
-  Sewer Service Area
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

Source: Robert E. Lee & Assoc.
Brown County Planning Commission, 12/2016

Pulaski Sewer Service Area

Sewer service area planning is a state water quality program administered by the Wisconsin Department of Natural Resources (WDNR) pursuant to the Federal Clean Water Act. Wisconsin Administrative Code sections NR 121, NR 110, NR 113, and SPS 383 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. This means that planned sanitary sewer extensions must be located within an approved “sewer service area”. The Brown County Planning Commission (BCPC) is the designated areawide water quality management agency for sewer service area planning within Brown County and areas outside the county, but tributary to wastewater treatment plants within Brown County, such as the Oconto and Shawano County portions of the Village of Pulaski. In coordination with the Village of Pulaski, the BCPC identifies sewer service areas, subject to approval by the DNR. See Figure 6-1 for a map of the 2040 Pulaski Sewer Service Area and existing sanitary sewer lines.

The Brown County Sewage Plan identifies the extent of sewer service areas in Pulaski and the rest of Brown County. The current sewage plan was adopted in September 2015 by both the Brown County Planning Commission and Wisconsin Department of Natural Resources, following two years’ of review by the local municipalities, Brown County, and WDNR. When determining sewer service areas, environmental protection and cost-effective provision of sewer and water services are key considerations to accommodate compact, efficient, publicly sewer growth. The delineated sewer service area represents the area that should be sufficient to accommodate the community’s projected growth for a rolling 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 a formula that takes into consideration average lot size, average number of people per household, and various market and development 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 ten years during a countywide update of the county sewage plan in concert with the decennial Census. Additionally, municipalities may request interim amendments to the sewer service area to address changing conditions, trends, or development opportunities, provided they have adequate sewer service area acreage. Sewer Service Area amendments must be reviewed and approved by the municipality, BCPC, and the DNR.

The 2040 Brown County Sewage Plan shows that most of the lands within the current municipal boundaries of the Village of Pulaski are eligible for the expansion of public sewer service. Only small areas in the far northeast and far southwest portions of the Village are not included within the sewer service area. Additional areas outside of the current municipal boundaries are also identified for sewer service by the Village of Pulaski along the south side of Brown County Line Road east of the Village and along the south side of Crest Drive south of the Village, likely in anticipation of future development of these areas.

In addition to the acreage applied through the updated sewage plan, the Village of Pulaski currently has an additional 73 acres of sewer service area available for future development that the Village may identify. The Village may want to identify locations for these additional acres consistent with the projected growth areas in this Comprehensive Plan’s Land Use Chapter.

The Village of Pulaski requires that all new development be connected to public sewer and water. This policy will continue to serve the Village 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 past lands zoned within a certified farmland preservation district 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 annexation to the Village first. 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 Village 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.

Public Water Supply

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 6-2.

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 2015 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 Pulaski Waterworks Consumer Confidence Report (CCR) on the Village of Pulaski website.

One issue that has been brought to the forefront of public concern across the nation is that of lead pipes serving public water to private homes. If water is not properly treated, lead from pipes may leach into the water and increase the likelihood of lead poisoning, which can cause developmental delays in children and damage to the brain, kidneys, red blood cells, and nervous system in children and adults. Considering the dangers associated with lead contamination, the Village should inform homeowners of ways they can check their water pipes to determine if they still have lead piping within their home. One technique is to scratch the surface of the water pipe. If the surface becomes shiny, it is potentially a lead pipe. If the pipe is gray, and the homeowner is not sure if the scratched surface

is shiny, the homeowner should see if a magnet attaches to the pipe. If the pipe is gray, the scratched area is shiny, and a magnet does not attach to the pipe, there is a good chance it is a lead pipe. Replacement of lead pipes is an eligible project expense under the Brown County CDBG-Housing Rehabilitation Loan Program for homeowners whose total gross income is below 80 percent of the county median income. Residents should contact the Brown County Planning Commission for additional information regarding the program.



Although there are no known pressing issues related to Pulaski's water system, to ensure the most efficient and cost-effective public water system possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. It was noted that as development continues in the southern part of the Village, there may be a need for a third well and possibly a second water tower in the future. Additionally, replacement of old, transite concrete water mains along Johnson Street and in the Park Street / Chicago Street areas continues to be a priority of the Village due to breakage issues. Major projects such as the installation of a third well or a second water tower should be included as part of a five-year capital improvements plan (CIP). A CIP provides transparency to the public as to where and how their dollars are being spent, and it helps plan out future municipal budgets in terms of required local funding, grant/loan applications, and bonding processes.

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 administers a wellhead protection ordinance under Chapter 21.36 of the Village Code of Ordinances. The wellhead protection ordinance regulates minimum distances certain land uses and activities must be located away from the Village's two wellheads. In addition to the specific uses and distances, the ordinance includes a 500 foot zone of influence that prohibits the storing, placing, dumping, spreading, spraying, burying, or depositing of any hazardous substances or solid wastes. These same actions with regard to hazardous substances or solid wastes are subject to a "five year time of travel zone" in order to establish a secondary zone of wellhead protection extending up gradient from the wellheads which could enable such contaminants to infiltrate the water system over a five year timeframe.

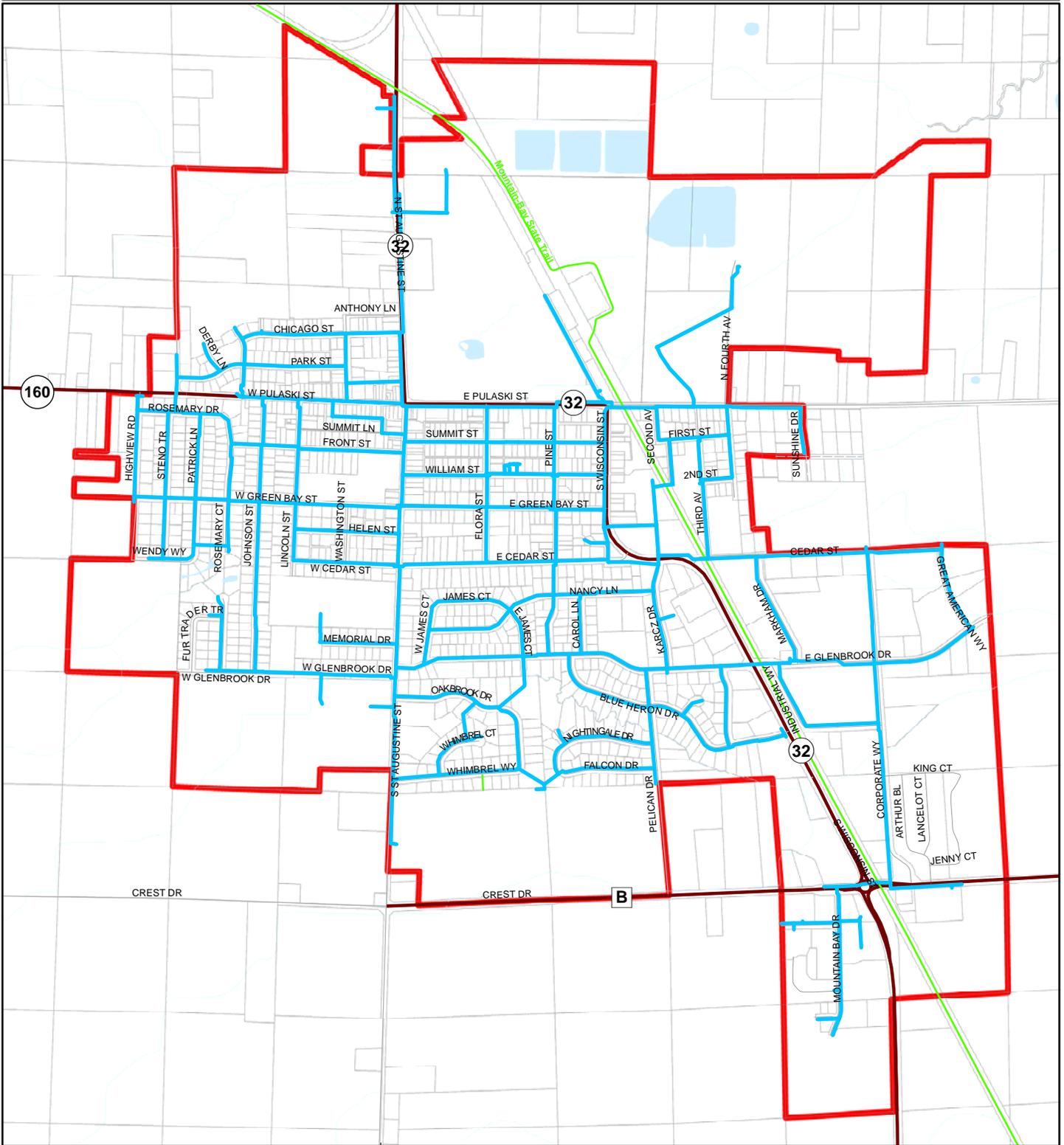
In developing a public water system, it is important to loop water mains whenever possible in order to limit dead-end pipes where water may stagnate or pressure may be reduced. One of the major water projects on the near-term horizon for the Village is to loop the water main from Pelican Drive to Crest Drive and the new development along STH 32. Extension of water and sewer along Crest Drive could provide an impetus to additional development activity in this area. Figure 6-2 depicts the Village's public water system.



Figure 6-2

Public Water System

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



-  Water Mains
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

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 services provided by many communities to protect the health, welfare, and safety of its citizens. The benefits of recycling are numerous and include reducing the impact on natural resources, conserving energy, reducing the need for landfill space and incineration, reducing pollution, and reducing local solid waste management costs.

The Village of Pulaski contracts with a private hauler for solid waste and single-stream recycling collection, which includes household garbage and mixed recyclables. 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. The current system serves the Village well, however, as with all contracted services; both garbage and recycling should be reviewed prior to contract renewal to ensure continued efficient and economical service to Village residents.

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, ditches, 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 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 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.



In order to most efficiently utilize the existing stormwater management facilities and plan out future improvements, the Village should undertake the development of a comprehensive stormwater management plan. A stormwater management plan would identify the Village’s drainage basins, and plan out stormwater facilities necessary to store, treat, and convey stormwater in an efficient and environmentally sound manner. A stormwater management plan could also identify locations for regional stormwater ponds thereby making more efficient use of lands within the Village.

The Village of Pulaski’s stormwater management requirements for new development are contained within Chapter 53 Subdivision and Platting and Chapter 51 – Site Plan and Design Review of the Village of Pulaski Code of Ordinances. The stormwater management components of these ordinances address the development of stormwater management facilities during the subdivision plat / certified survey map review and the site plan and design review processes. The Village may want to consider the development of a stand-alone stormwater management ordinance to address both new facilities, as is currently accomplished through the Chapters 51 and 53 of the Village Code, and also address any maintenance or functionality issues with previously constructed stormwater management facilities.

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 most equitably born by all contributors to the stormwater system, rather than just the property taxpayers.

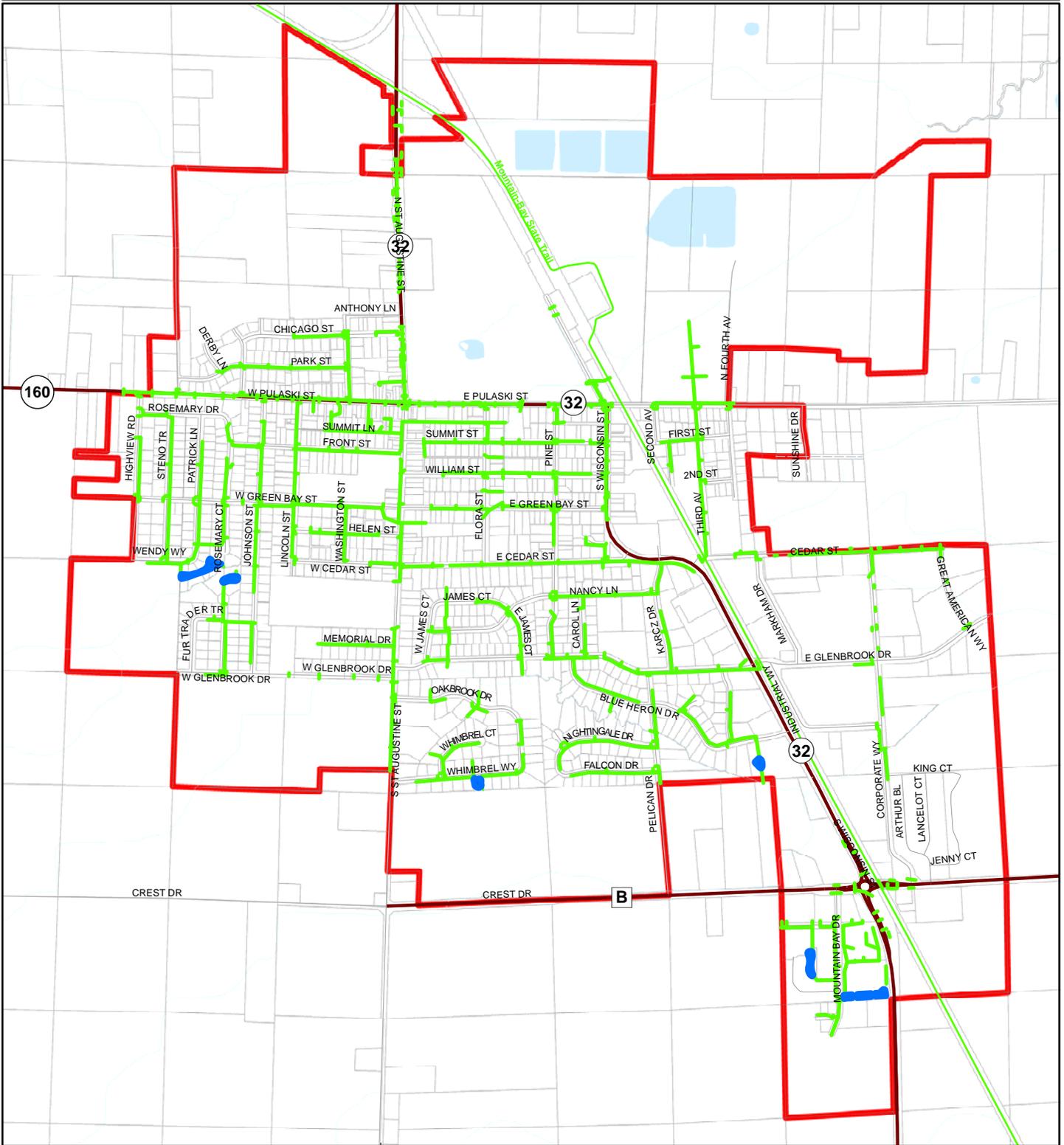
In order to maintain the storm water system in an equitable manner, the Village of Pulaski administers a storm water utility under Chapter 26 of the Village Code of Ordinances. The storm water utility ordinance sets forth a fee schedule based upon impervious surfaces which contribute to the Village’s storm water management system. Properties are classified by their land uses, including residential single-family, residential duplex, residential multi-family and condominium, non-residential, and undeveloped. The storm water fee is calculated based upon an average of 4,100 square feet of impervious surface for residential single-family properties. The additional classification fee rates are then calculated based upon multipliers in the ordinance. Figure 6-3 depicts the Village’s current stormwater management facilities.



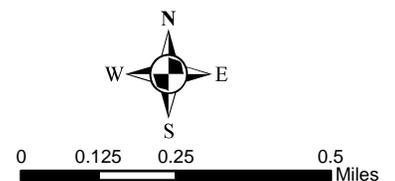
Figure 6-3

Stormwater Management System

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



-  Storm Sewer Mains and Culverts
-  Stormwater Detention Ponds
-  Municipal Boundary



Parks and Recreation

The presence of outdoor recreation sites and open spaces add to a community's quality of life. They enhance the attractiveness of the community and foster a sense of civic pride and identity. Furthermore, even small green spaces, playgrounds, or parks create a sense of social cohesion and focal point for the surrounding neighborhood. Within Pulaski, Behrendt Park and Dr. V.J. Shippy Park are excellent examples of parks that are an integral component and focal point of the surrounding neighborhoods.

The Village of Pulaski Parks and Outdoor Recreation Plan was developed in conjunction with this comprehensive plan and is included as Chapter 8. The Parks and Outdoor Recreation Plan includes a detailed inventory and analysis of Pulaski's existing parks and potential future park and outdoor recreation needs to accommodate a growing population.

Telecommunications

Private companies provide fee-based telecommunications services (television, phone, and data) to the Village of Pulaski via both landline and wireless technologies. The Village is well-served with fiber optic available in many parts of Pulaski, including the Village's current industrial park and planned north business park.

Although there are adequate levels of services available, current trends in the telecommunications industry point to a continually greater demand for wireless communications, which may lead to more companies wanting to provide services to residents of the Village of Pulaski. Wireless telecommunication towers are regulated under Section 206-15(B) of the Pulaski Code of Ordinances, which was adopted to reflect the severe restrictions placed on local units of government to regulate the siting and expansion of wireless telecommunication towers by 2013 Wisconsin Act 20 and subsequently codified in State Statute 66.0404.

Power Generation

Natural gas is provided to the Village of Pulaski by Wisconsin Public Service Corporation (WPS), while electricity is provided by WE Energies, both of which are fully owned subsidiaries of WEC Energy Group. The electrical and natural gas supply in the Village of Pulaski has more than adequate 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

There are two cemeteries located within the Village of Pulaski - Assumption B.V.M Parish Cemetery and the Franciscan Cemetery. The Assumption B.V.M. Parish Cemetery is located in the northwestern part of the Village at the terminus of Main Street. The Franciscan Cemetery is located immediately north of Assumption B.V.M. School. 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 located near downtown Green Bay. A fourth full-service hospital is also located relatively close in Shawano. 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 currently two elderly residential facilities located within the Village of Pulaski. 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 service providers or facilities wanting to locate in the Village should be encouraged to do so to help serve the needs of local residents. Additional services are also available to residents of the Village from the Pulaski AddLife Center and the Brown County, Oconto County, and Shawano County Aging and Disability Resource Centers.

Child Care

After school childcare for students grades 4K-5 is available at Glenbrook Elementary School. Before and after school care for students grades 4K-5 is also available at Hillcrest Elementary School in Hobart and Sunnyside Elementary School in Pittsfield. The relative lack of additional licensed child care facilities in Pulaski outside of school-provided services is a concern. Many Pulaski families are forced to utilize childcare providers in Hobart or Suamico. It is likely that demand for additional childcare providers will continue to increase in the Pulaski area as it is likely the trend of both parents/caregivers working outside of the home will continue. Additional childcare facilities, whether group centers or in-home family daycares, should be encouraged now and in the future to provide options for families living in Pulaski and/or working in Pulaski. 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 Village should encourage additional childcare providers to locate in Pulaski to accommodate a growing population and support local economic development.

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 a newly constructed addition to the Village Hall at 585 East Glenbrook Drive and is staffed by one full-time sworn police chief, six full-time sworn police officers, three part-time sworn officers, and one K-9 in partnership with the school district. The number of police vehicles includes two patrol vehicles, one K-9 vehicle, and one administrative vehicle. The Pulaski Police Department provides 24 hours of service, seven days a week.

It is critical that the Village continually replaces worn or outdated equipment as needed and ensures that the officers have up-to-date training. Current goal is to replace the police cruisers on a rolling three-year timeframe, subject to the yearly budget process. Although the current level of staffing and protection should serve the Village over the timeframe of this plan, staffing levels should increase commensurate with population increases.

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 a 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

Emergency services are vital to the welfare and safety of the community and are equally important to both residents and businesses. The level of this service varies greatly from community to community, based in part upon its physical

size, availability of public water for fire hydrants, and population level. It is common that the level of this service changes as the community grows.

The Pulaski Tri-County Volunteer Fire Department, located at 600 East Glenbrook Drive, provides fire coverage to the Village of Pulaski, as well as the Towns of Pittsfield, Angelica, Maple Grove, and Chase. The fire station is currently adequately sized for the department's equipment and personnel. Mutual aid agreements are also in place with all surrounding fire departments. The Pulaski Fire Department is organized as a non-profit entity governed by a board of directors with one representative from each of the participating communities. The department is comprised entirely of 40 trained volunteers. Recruiting adequate numbers of volunteers continues to be an ongoing challenge, similar to many other volunteer fire departments in the area. As the Village and surrounding towns grow in both residents and businesses, it is critical the fire department staffing and training increases accordingly. This is particularly the case for manufacturing firms utilizing hazardous, flammable, or explosive materials.

Rescue service is provided for the entire Village by NEW Paramedic Rescue Service, which has two emergency medical technicians on call at all times; however, local first responders affiliated with the Pulaski Fire Department also serve the Village and provide initial stabilization and treatment until the NEW Paramedic Rescue ambulance arrives. It is recommended that the Village of Pulaski periodically review these services to ensure that they continue to meet the needs of the Village.

Libraries

The Pulaski Branch of the Brown County Library is currently located in a leased space at 222 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 and surrounding area as it serves as a gathering place for residents of all ages and acts as an anchor use to the downtown area. According to the most recent statistics compiled by the Brown County Library, circulation at the Pulaski Branch was trending downward from 89,477 checkouts in 2011 to 69,181 checkouts in 2014. Circulation has begun to rebound with 72,580 checkouts in 2015. The downward trend in circulation corresponds to the same years of street reconstruction associated with STH 32 and STH 160 in the downtown, which may be the reason circulation numbers were depressed over that timeframe.



The Village library's current leased location is very small and not particularly energy efficient. Brown County, in partnership with the Village of Pulaski and the Franciscans, are currently evaluating the potential move of the library from its current location to the former Franciscan Publishing building on East Pulaski Street. Relocating the library to the publishing building would accomplish many goals, including reactivating a vacant building in the downtown, creating the potential for synergies with other non-profit or for-profit ventures, and serving as a catalyst for additional investment into the downtown. The Village of Pulaski should continue to collaborate with its partners to promote and implement this opportunity.

Schools

The Village of Pulaski is entirely within the Pulaski Community School District. The district encompasses 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 176 square miles in parts of Brown, Oconto, and Shawano Counties. Figure 6-4 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. In addition to the public schools, Assumption B.V.M. School is located in the Village of Pulaski on North St. Augustine Street (STH 32).



Five-year projections for school district enrollment depict steady student growth; however, much of the past enrollment growth has been occurring from communities outside of the Village of Pulaski. It was noted that much of the recent housing development within Pulaski has not been geared toward families with school-aged children; however future planned residential development will likely focus on this demographic. Considering the steady growth projected into the future, there are no anticipated school building expansions on the horizon. However projects such as a pool renovation and additional improvements at the new athletic complex at the high school are in the planning stages.

The school district has historically provided recreation opportunities to the Village and surrounding area residents through its PACE (Pulaski Area Community Education) program in partnership with local community sports groups and enrichment classes through Northeastern Wisconsin Technical College. Types of recreation and enrichment opportunities include youth sports, before and after school childcare programs, hunter education, swim classes, dog obedience classes, technology training, cooking classes, gardening classes, bus tours, and educational seminars. Through the PACE program, the school district maximizes usage of school and community facilities for community recreation programming at no direct cost to the Village of Pulaski. This is a very unique arrangement as it is typically the case that the local unit of government provides these recreational opportunities to its residents. As both school and village budgets continue to be impacted by state mandates and statutory fiscal constraints, it is critical that recreation opportunities continue to be available to Pulaski residents. The Village President and School District Superintendent should try to meet at least once every six months to discuss partnerships, cost-sharing, and other potential opportunities to create efficiencies in operations.

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.

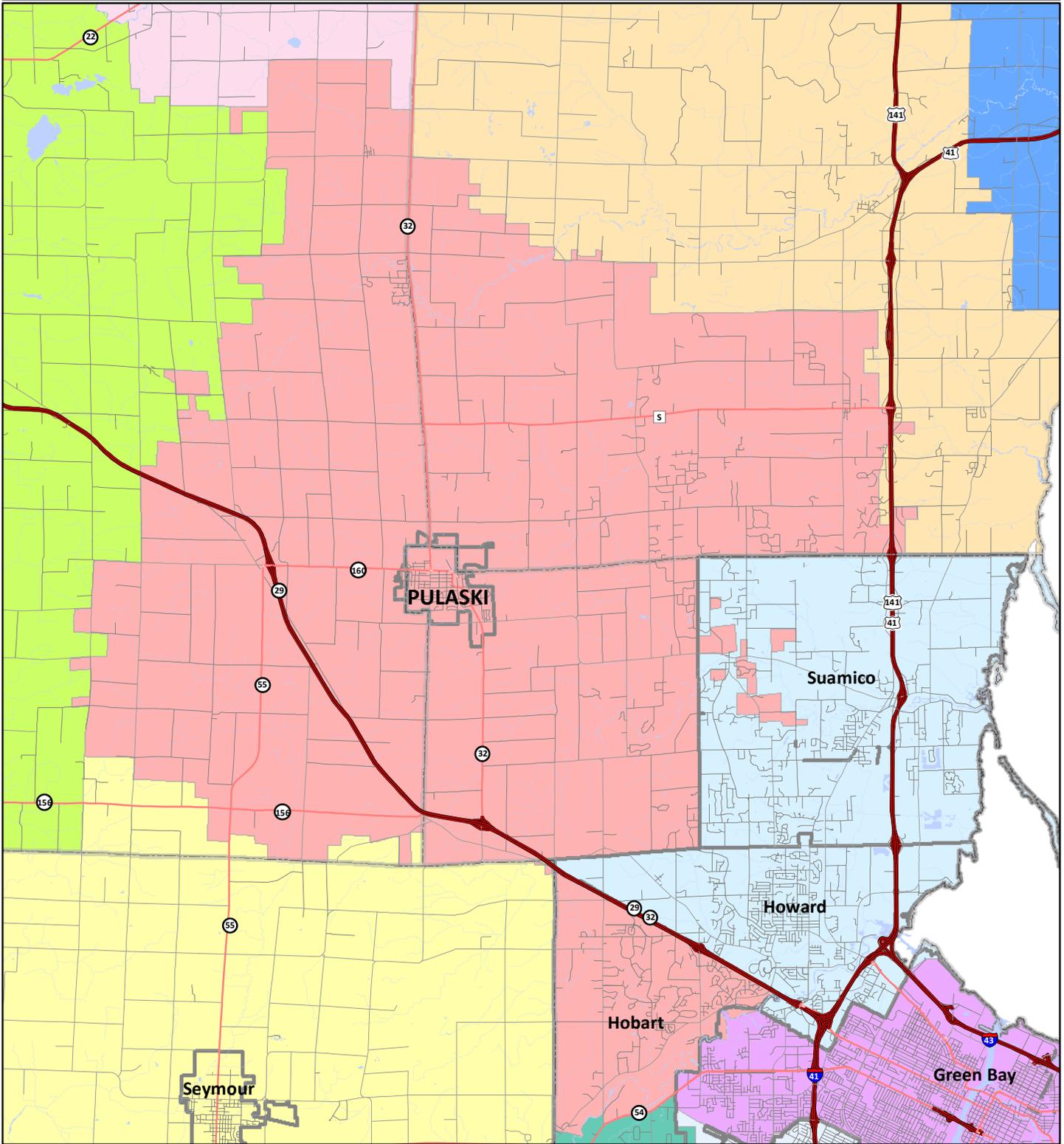




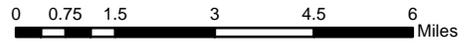
Figure 6-4

Pulaski Community School District

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



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



Source: Brown County Planning Commission, 1/2017

General Village Government

Following recommendations contained within the 1990 and 2007 comprehensive plans, the Pulaski Village Hall relocated to an existing office building at 585 East Glenbrook to replace a building that was inadequately sized to house village governmental functions and the Pulaski Police Department. The new Village Hall provides a large meeting room for Village Board meetings, an addition for the Police Department and adequate office spaces and meeting rooms for Village administrative functions. The current Village Hall should serve Pulaski well into the future.



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 understanding that increased services result in increased expenses. 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 associated with state-imposed spending restraints and increasingly tight local property tax revenues.

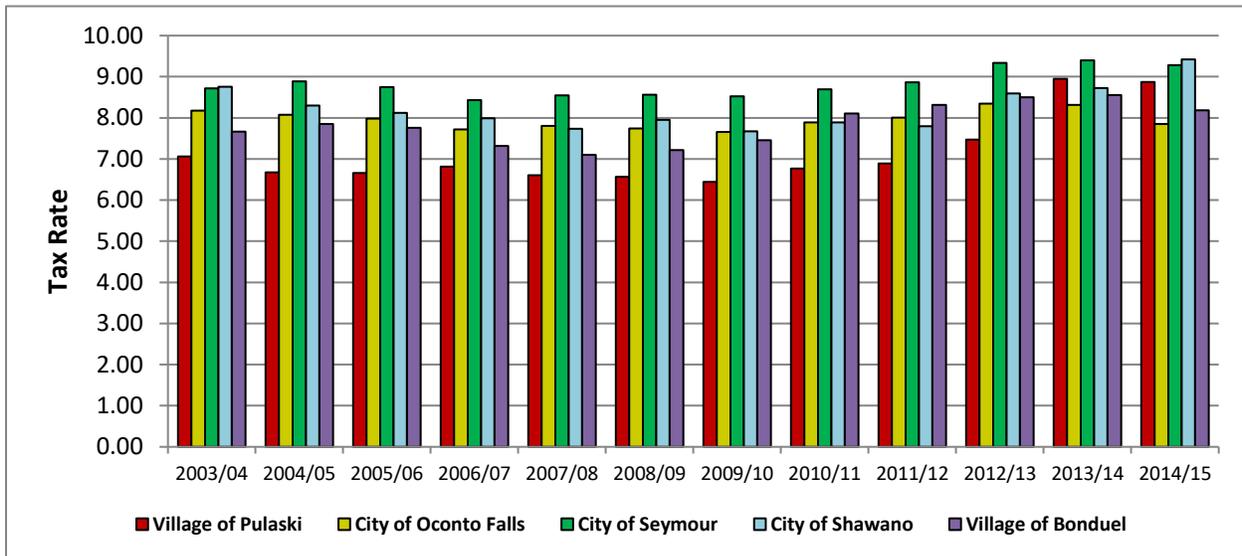
As governmental operations become increasingly complex and the Village adds businesses and residents, it may become necessary at some point in the future to consider appointing a full-time village administrator. The Village of Pulaski historically had an administrator; however, due to very tight budgetary constraints, this position has not been funded for a number of years. Without a village administrator, the respective village presidents have served as de-facto village administrators and chief elected officials. Although this level of commitment is admirable, the amount of time and effort required to serve both roles is considerable, and in the event of a change in the elected president, there can be gap in continuity in terms of governmental administration, economic development, human resources issues, and community planning efforts. Hiring a village administrator is not an inexpensive proposition, and therefore must be evaluated in terms of current and future budgets, as well as the potential opportunities by having an administrator as a single point of contact for economic development projects. In order to properly evaluate the potential need for an administrator, Pulaski should develop a study that objectively determines if there is a need for a village administrator, identifies potential stable funding sources, and determines the potential advantages and disadvantages to the Village.

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.

An issue many municipalities confront is a concern regarding the amount of property taxes paid by its residents in comparison to other municipalities. In performing a comparison of tax rates by municipality it is critically important to compare municipalities which provide similar services, such as levels of police protection, snowplowing, street maintenance, and other typical municipal services.

In order to evaluate where the Village of Pulaski stands in addressing this issue, the totality of the governmental services provided must be weighed against the cost to provide these services. The Village property tax rate for the years of 2003/04 through 2014/15 was compared to incorporated communities within the general area that provide similar municipal services. Figure 6-5 depicts the yearly tax rate for the Village of Pulaski as compared to the peer communities of the Cities of Oconto Falls, Seymour, Shawano, and Village of Bonduel.

Figure 6-5: Village of Pulaski and Peer Communities Municipal Tax Rates, 2003/2004-2014/15



Source: Wisconsin Taxpayers Alliance, 2016. <http://wistax.org/facts/municipalities>

The key question for any community to ask in terms of property taxes is, “Are we providing our citizens and businesses with the services (police, fire, recreation programs, administration, etc.) and facilities (parks, playgrounds, wastewater treatment plant, stormwater management, public water supply, etc.) they need and want at a reasonable cost?” As depicted in Figure 6-6, the Village of Pulaski’s municipal property tax rate (in red), depending on the year, ranges from lower to middle among the communities, generally varying between six and nine percent. This indicates that Pulaski is providing the full range of public services at a cost consistent with its peer communities. It is also important to keep in mind when comparing the Village of Pulaski tax rate to surrounding rural towns, that although those towns will likely have a lower tax rate, residents of those towns do not receive all the public services the Village provides, such as a full-time police department, full-time professional staff, rapid snowplow response, park facilities, and a public water and sewer system.

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

- Replacement of the sanitary sewer in East Green Bay Street between from South Wisconsin Street to South St. Augustine Street and William Street from South Wisconsin Street to Flora Street should be priorities.
- Encourage development in areas of the Village where there is an ability to serve it by means of gravity flow to minimize the use and cost of lift stations.
- 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 this plan and promote infill development to create efficient and cost-effective growth patterns.
- 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

- Maintain the Village's policy of prohibiting new unsewered development in Pulaski.

Water Supply

- Continue to replace old, transite concrete water mains in older parts of the Village.
- Inform homeowners about the potential dangers associated with lead piping and solder and encourage them to check their homes.
- Whenever possible, undertake water main improvements concurrently with sewer, stormwater and other utility replacement.
- Work to loop the water line from Pelican Lane to Crest Drive and Mountain-Bay Drive.
- Continue the Village's long-range planning, maintenance, and funding mechanisms for its water supply.
- Evaluate the potential long-term need for a second water tower in the southeastern part of the Village.
- Continue to maintain close communication with the Pulaski Tri-County Fire Department to ensure adequate capacity and pressure for firefighting before, during, and after fire events.

Solid Waste Disposal

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

Stormwater Management

- Develop a comprehensive stormwater management plan to proactively plan stormwater management facilities, including ponds and mains.
- Stay up to date on any stormwater management requirements as a result of any potential changes in state or federal regulations.

Power Generation

- Inform WPS and WE Energies of any new development proposals so that they may plan for natural gas or 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 housing and service facilities to allow an increasing number of senior citizens to remain in Pulaski.

Child Care

- Work with the school district and local businesses to recruit additional child care providers to locate within the Village.

Emergency Services

- Consider the formation of a police commission to relieve the Village Board of overseeing the day-to-day operations of the police department.
- Continue to replace equipment and vehicles on a regular schedule, while taking into account budgetary realities.
- Monitor the ability to recruit new volunteers for the fire department to ensure adequate staffing.
- Continue mutual aid agreements with neighboring communities.
- Monitor population growth and increase services, training, and equipment as necessary.

Library

- Maintain open lines of communication with Brown County and the Library Board to demonstrate continued strong support for the Pulaski Branch library.
- Continue to evaluate the potential to move the library to the former Franciscan Publishing building or other cost-effective options.

Schools

- The school district should closely monitor the student population numbers and proactively discuss any potential future facility improvements with the Village.
- Ensure any new or expanded facilities are located in a manner and with the supporting facilities that encourage students to walk or bicycle to school.
- Maintain open lines of communication with the school district and inform them when large residential developments are proposed for the Village of Pulaski.
- Along with other school district municipalities, evaluate the need to provide additional financial or in-kind support to the PACE program's recreational programming as the Village's population grows.
- The Pulaski Village President and Pulaski School Superintendent should try to meet at least twice a year to discuss partnerships, cost-sharing, and other potential opportunities to create efficiencies in operations.

Post Office

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

General Government

- Develop a capital improvements plan (CIP) to plan out and coordinate infrastructure improvements with budget cycles.
- 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.
- Evaluate potential costs and benefits associated with hiring an appointed, full-time village administrator.

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 and structures, wet basements, excessive operation of sump pumps, excessive clear water infiltration into sanitary sewers, and poor stormwater drainage.

Due to the relatively flat topography within and immediately outside of the Village, the few natural features that exist in Pulaski, such as North, Middle, and South Branches of the Little Suamico River and the Assumption B.V.M. 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 relationship between soil and agriculture is obvious. However, the relationships between soil and other land uses, while almost as important, are often less apparent. In most places little attention is generally given to soils in regard to the location and type of future development. Among the reasons for this is that modern engineering technology can typically overcome most problems associated with soils; however, the financial and environmental costs associated with overcoming certain soil limitations can be prohibitive.

According to the Soil Surveys of Brown, Oconto, and Shawano Counties, the dominant soil types are Solona loam (0-3 percent slopes) and Onaway loam (2-6 percent slopes). Solona loam soils are typically found in depressions and drainageways on glacial till plains where stormwater runoff is slow and leads to wet soils. Onaway loam soils are found on glacial till plains with some poorly drained areas.

Oshkosh silt/silty clay loams are deep (typically greater than 80 inches deep) well-drained, with generally no frequencies of flooding or ponding. Winneconne silty clay loams are also deep (typically greater than 80 inches deep) well-drained, with generally no frequencies of flooding or ponding. Both soil types are considered to be prime farmland, and have very few to no limitations for development.

Agricultural Lands

The agricultural land use classification accounts for 22.5 percent (1,653 acres) of the total land area within the Village of Pulaski. Active agricultural areas are located in many areas within and outside of the Village, as identified in Figure 7-1. The agricultural lands surrounding Pulaski contribute to the Village's small-town character and therefore, the transition of these properties to developed uses should only occur following annexation into the Village, consistent with this comprehensive plan.



Considering the importance agricultural lands have to the Village's identity, it is recommended that the Village focus its new development efforts upon those farmlands that are immediately adjacent to current development and infrastructure to maximize the return on the Village's investment in utilities in these areas. Low impact, conservation-oriented farming practices within and adjacent to the Village should be encouraged to try and minimize the conflicts between the farm operations and adjacent 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.

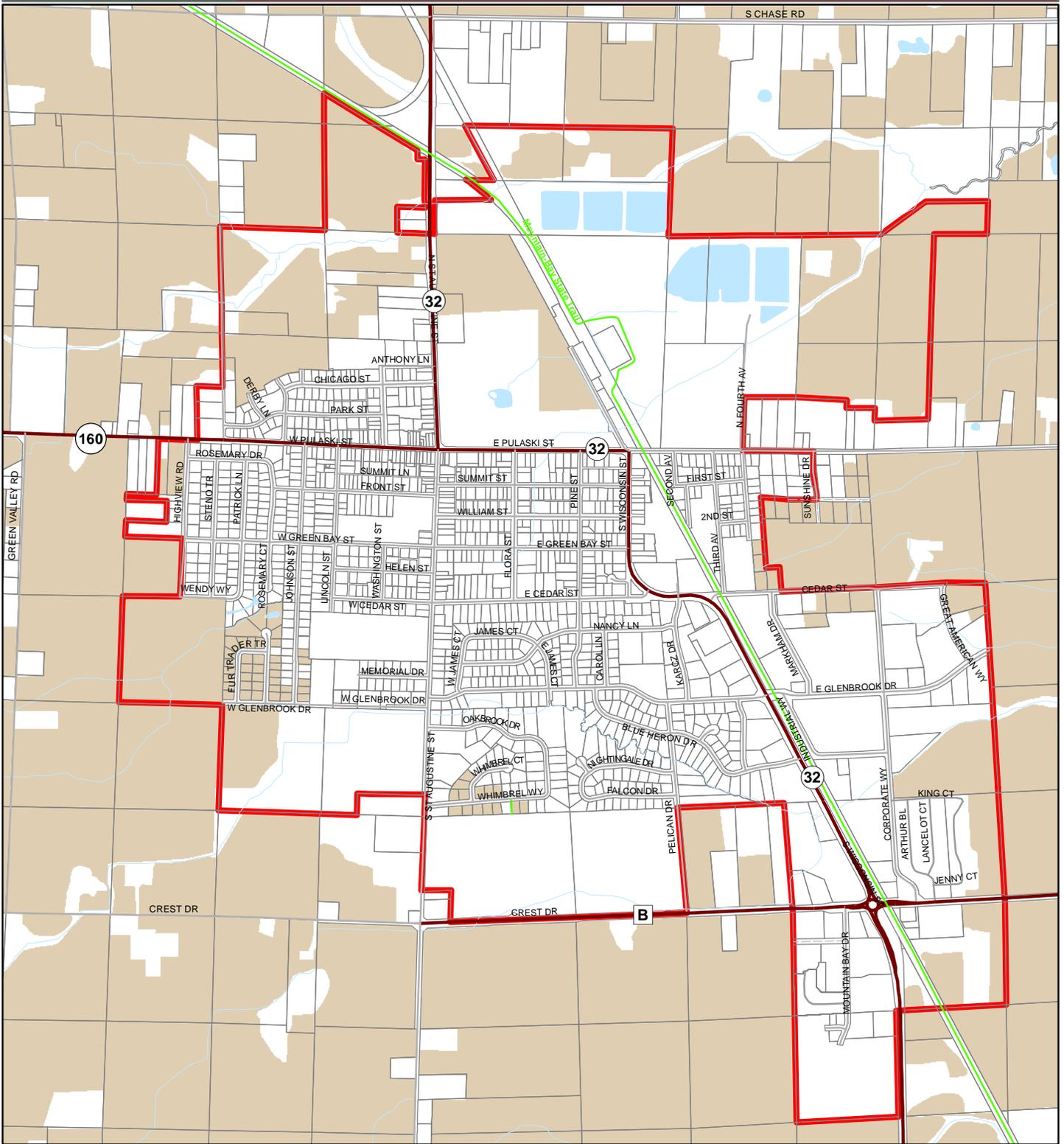
One item of note is that under Wisconsin's Use-Value Assessment law, agricultural lands are assessed for property tax purposes at its existing agricultural use value, and not its proposed use value. Therefore, even if property is divided and zoned for development and has utilities in place, as long as the property is used for agricultural purposes, it continues to be assessed at the significantly lower agricultural use rate.



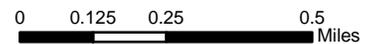
Figure 7-1

Agricultural Lands

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



-  Agricultural Lands
-  Municipal Boundary



Surface Waters

Within the State of Wisconsin, waterways are generally governed as a component of the State's Public Trust Doctrine, as described in Article IX Section 1 of the Wisconsin Constitution and interpreted over time by Wisconsin Courts and the State Attorney General's office. According to the Wisconsin Department of Natural Resources (WDNR), the public trust doctrine declares that all navigable waters are "common highways and forever free", and are held in trust by the WDNR for the public¹. As a result of subsequent citizen action and court decisions, the public interest, once primarily interpreted to protect public rights to transportation on navigable waters, has been broadened to include protected public rights to water quality and quantity, recreational activities, and scenic beauty².

Wisconsin's Public Trust Doctrine requires the state to intervene to protect public rights in the commercial or recreational use of navigable waters. The WDNR, as the state agent charged with this responsibility, can do so through permitting requirements for water projects, through court action to stop nuisances in navigable waters, and through statutes authorizing local zoning ordinances that limit development along navigable waterways.³ The court has ruled WDNR staff, when they review projects that could impact Wisconsin lakes and rivers, must consider the cumulative impacts of individual projects in their decisions. In the 1966 Wisconsin Supreme Court Case, *Hixon V. PSC*, the justices wrote in their opinion the following: "A little fill here and there may seem to be nothing to become excited about. But one fill, though comparatively inconsequential, may lead to another, and another, and before long a great body may be eaten away until it may no longer exist. Our navigable waters are a precious natural heritage, once gone, they disappear forever."⁴



Surface water is one of the most important natural resources available in a community. Lakes, rivers, and streams offer enjoyment, peace, and solitude. Surface waters provide recreational and tourism opportunities to anglers, boaters, hunters, water skiers, swimmers, sailors, and casual observers alike. Additionally, surface waters provide an end source for drainage after heavy rains, provide habitat for countless plants, fish, and animals, are a source of drinking water for many communities, and are 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. For all these reasons and more, surface waters are typically the most important natural resource a community contains.

Because of this importance, numerous federal, state, and local laws and regulations have been created to protect surface waters. Such laws 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 "navigable." All lakes, rivers, flowages, ponds, and streams, no matter how small, should be assumed to be navigable until determined otherwise by the Wisconsin Department of Natural Resources (WDNR). According to

¹ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

² Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

³ <http://dnr.wi.gov/waterways/shoreland/doctrine.htm>

⁴ Quick, John. 1994. *The Public Trust Doctrine in Wisconsin*. *Wisconsin Environmental Law Journal*, Vol. 1, No. 1.

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.”*

The Village of Pulaski contains four significant areas of surface water, including the North, Middle, and South Branches 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 Assumption B.V.M. property, and Village-owned natural areas until it reaches 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 to flashy flows of water due to storm or melting snow runoff events. Because of the 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, before it reaches and after 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. Although a fishing pier is located along the shoreline, it is currently in disrepair due to high water levels and ice action during winter. There are ample opportunities for shore fishing, with anecdotal reports of walleyes and panfish being caught. The pond is aerated throughout the winter to provide a minimum level of dissolved oxygen. A formal fish survey should be undertaken to determine the actual composition of fish in the pond and provide proper guidance for any stocking or management efforts.
- 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 into the North Branch of 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 generally 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 also 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.

Thick vegetative buffers along waterways can serve to help filter out sediments, pollutants, and nutrients prior to sheet flow entering the waterway. Studies have indicated that vegetative buffers of varying width can remove up from 60 to 90 percent of sediments⁵, as well as significant levels of nitrogen and phosphorus which promote harmful algae growth and deplete dissolved oxygen. Vegetative buffers also serve as shade for waterways which help keep the water cooler, thereby maintaining dissolved oxygen levels necessary for aquatic life, and serve as critical microhabitats for butterflies, songbirds, reptiles, and amphibians.

In order to improve the quality of the water in Pulaski's waterways, and in particular the North, Middle, and South Branches of the Little Suamico River, the Village should avoid cutting vegetation along these waterways on Village property. Specific portions of waterways that could benefit would be the South Branch along Glenbrook Park and the Middle Branch in Dr. V.J. Shippy Park. An educational component explaining the benefits of not cutting these areas should also be developed in order to inform Village residents. The Village's surface water features are depicted in Figure 7-2.

Floodplains

Floodplains are natural extensions of waterways. All surface waters possess them, but the size of the floodplain can vary greatly, and it may or may not be mapped. Floodplains store floodwaters, reduce flood peaks and velocities, and reduce sedimentation. They also provide critical habitat for wildlife and serve as filters for pollution. Floodplains generally consist of two parts – the floodway and flood fringe. The floodway is the area of a river or stream, which during a flood, typically contains moving water, and accordingly has the most restrictions for development. The flood fringe is the area outside the floodway where floodwaters may rise, but typically serve as storage areas and do not contain fast moving water. Development may be permitted within the flood fringe; however, strict engineering and design requirements must be met prior to any construction activity.

Figure 7-3 presents a basic diagram of a floodplain and identifies its constituent parts, including both the floodway and flood fringe, and Figure 7-4 depicts the mapped 100-year floodplains for the Village of Pulaski.

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.

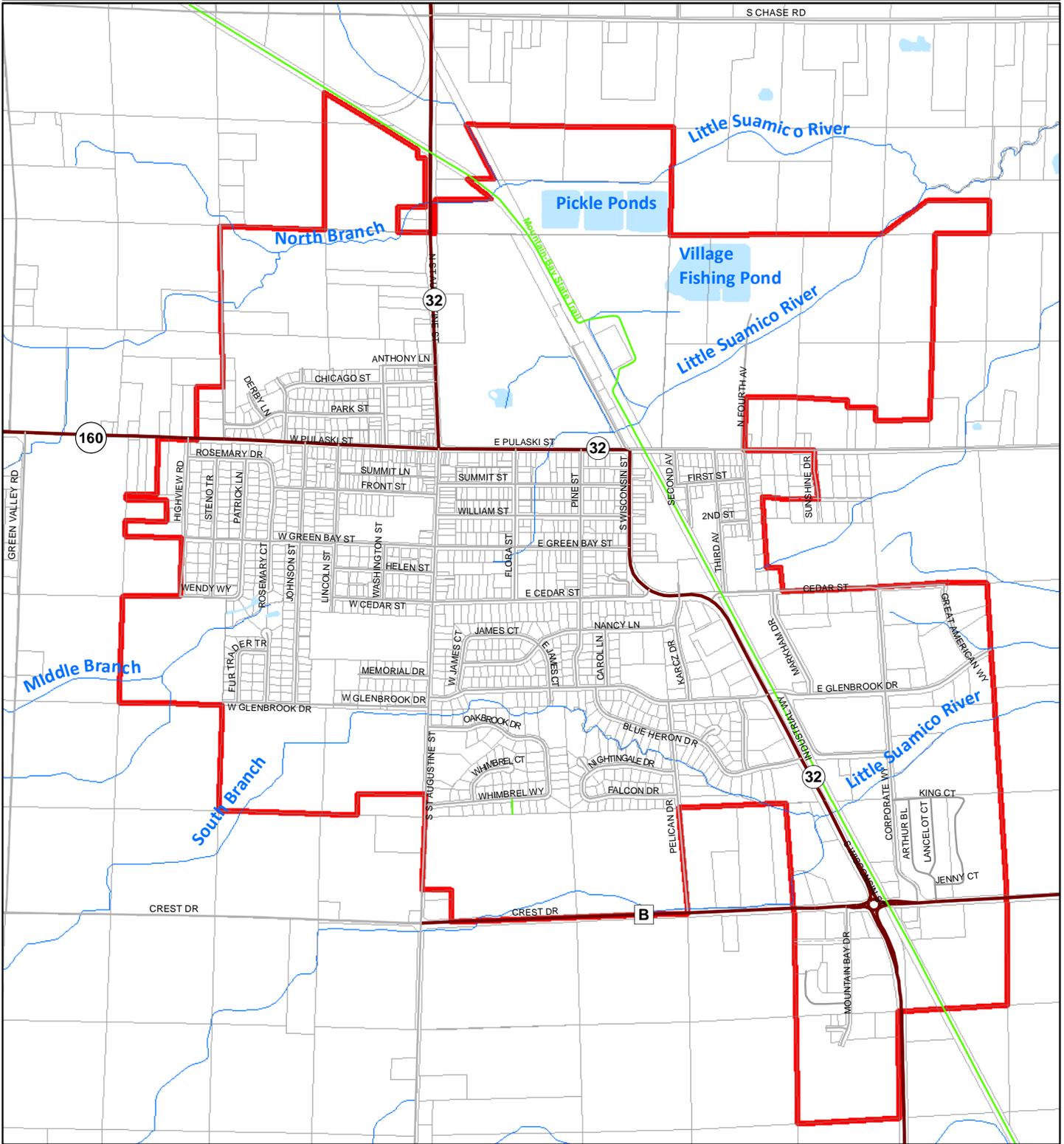
⁵ Daniels, R.B. and J.W. Gilliam. 1996. Sediment and chemical load reduction by grass and riparian filters. *Soil Science Society of America Journal* 60:246-251.



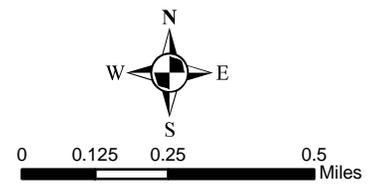
Figure 7-2

Surface Water Features

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



-  Streams / Rivers
 -  Ponds
 -  Municipal Boundary
- 124



Source: Brown County Planning Commission, 9/2016

- **Grading**, which can degrade the resource functions of floodplains, such as filtering pollutants or providing habitat.
- **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.

Like surface waters, the importance of floodplains is also recognized and 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.

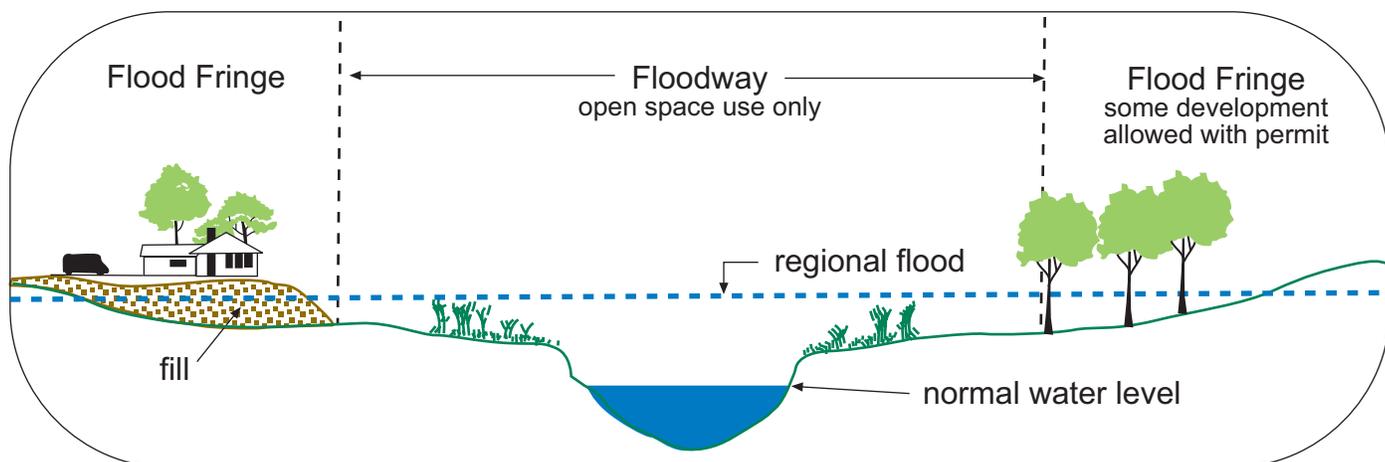
For regulatory, insurance, and planning purposes, the 100-year recurrence interval flood hazard area (also referred to as the regional flood) is most often used. This is the land that is estimated to have a one percent chance of being flooded in any given year based upon historic trends. The Federal Emergency Management Agency (FEMA) maintains maps depicting the floodways and floodplains for most major rivers and streams across the United States. FEMA floodplain maps were updated for all of Brown County, including the Village of Pulaski in 2009. The updated maps showed large portions of the Village that were previously outside of the floodplain as being within the floodplain. The Village subsequently worked with an engineering firm to perform a detailed flood study to determine more accurately where the 100-year floodplain is located based upon elevation surveys. The results of the detailed flood study significantly reduced the amount of land within the floodplain, and are reflected in an approved "Letter of Map Revision" or LOMR from FEMA, effective July 5, 2011.

Within Pulaski the primary floodplain/floodway areas are associated with the three branches of the Little Suamico River. The South Branch of the Little Suamico River has a rather extensive floodway and floodplain area as it flows generally west to east through the southern part of the Village. The Middle Branch of the Little Suamico River floodplain is much narrower; however, it flows through the center of the Village. The North Branch of the Little Suamico River floodplain flows through the far northern part of the Village, which is generally undeveloped.

Pulaski regulates floodplains within its municipal boundaries through its Floodplain, Shoreland, and Wetland Zoning ordinance 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. By virtue of the Village of Pulaski having a floodplain zoning ordinance that meets Wisconsin Department of Natural Resources and FEMA standards, Pulaski residents are eligible to purchase flood insurance through the National Flood Insurance Program.

Figure 7-3

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

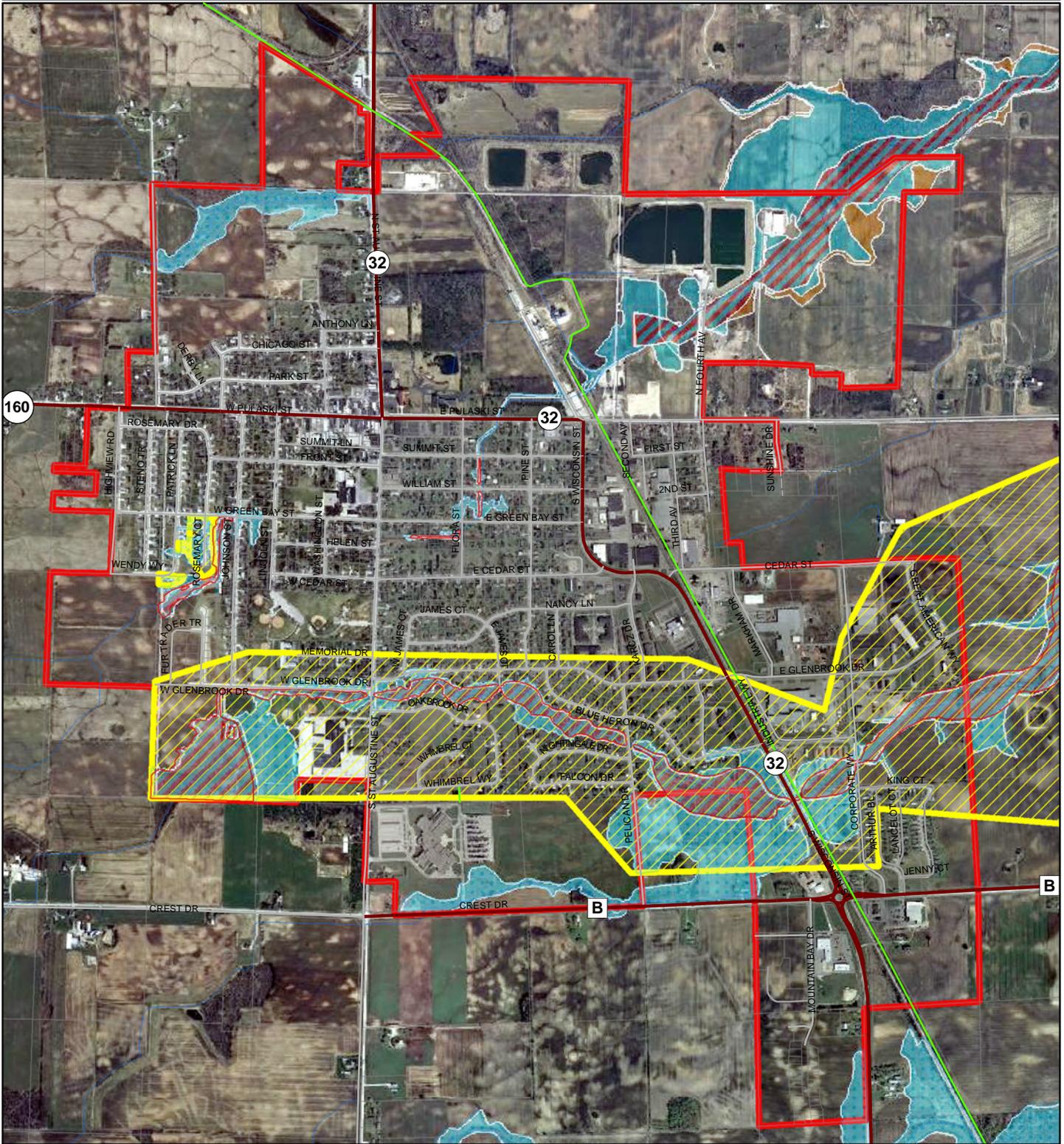


Village of Pulaski

Figure 7-4

Floodplains

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



-  Streams / Rivers
-  Regulatory Floodway
-  1% Annual Chance Flood Hazard
-  0.5% Annual Chance Flood Hazard

-  LOMA/LOMR
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

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

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 into standard grassed lots down to the water's edge, this vegetation is lost, and fish, wildlife, and water quality are damaged. As shorelands are closely related to floodplains, so are the threats to the resource values shorelands represent. Like floodlands, the importance of shorelands around navigable lakes, ponds, flowages, streams, and rivers is recognized and is regulated by state and local governments through shoreland zoning.

Shoreland zoning is primarily intended to control the intensity of development and to create a protective buffer around navigable lakes, rivers, and streams in the unincorporated areas of the State of Wisconsin. The buffer is intended to remain an undeveloped, natural strip of land that protects the water from the physical, chemical, hydrological, and visual impacts of nearby development. Since May 7, 1982, any unincorporated areas that were annexed into a Village or city, or incorporated into a new Village or city after April 30, 1994, had to at least maintain the existing county shoreland zoning requirements. Areas subject to shoreland zoning generally include lands within 300 feet or to the landward side of the 100-year floodplain of any navigable stream or river; or within 1,000 feet of a lake, pond, or flowage. Historically, incorporated communities, such as the Village of Pulaski were required to administer either their own shoreland zoning ordinance that was at least as restrictive as the county's or continue to administer the county's ordinance within areas that were annexed after May 7, 1982.



Wisconsin 2013 Act 80 required cities and Villages to enact their own shoreland zoning ordinances by July 1, 2014 (if they did not already have one) that apply to any shoreland area annexed by a city or Village after May 7, 1982, and any shoreland area that was subject to a county shoreland zoning ordinance prior to being incorporated as a city or village. At a minimum, such municipal shoreland ordinances must contain a provision establishing a shoreland setback area of at least 50 feet from the ordinary high water mark. There is an exception for averaging the setbacks of existing principal structures that are located closer than 50 feet to the ordinary high water mark. It is important to note, that in most instances, a 75 foot setback from the ordinary high water mark is required under Brown County's environmentally sensitive area regulations.

In addition to Wisconsin 2013 Act 80, Wisconsin 2015 Act 55 made substantial changes to how shoreland zoning ordinances are administered. The Village currently enforces shoreland zoning through Chapter 52 – Floodplain, Shoreland, and Wetland Zoning. However, considering the substantial changes from 2013 Act 80 and 2015 Act 55, the Village should review its Chapter 52 and make any necessary changes to remain compliant with Wisconsin Administrative Codes NR 115 – Shoreland Protection and NR 117 – City and Village Shoreland Wetland Protection, as applicable.

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. As depicted on Figure 7-5, the Wisconsin Department of Natural Resources Wetlands Inventory Map identifies wetlands within the Village, primarily associated with the Middle Branch of the Little Suamico River. It is important to note, however, that just because an area is not identified as a wetland on the map, it does not mean the area is not a wetland. If there is any potential that an area could be a wetland, it is critical the property owner obtain a wetland delineation from a qualified wetland delineator to avoid potential fines and restorative requirements when developing property.

The primary threat to wetlands is filling, either directly through the placement of fill within the wetland, or indirectly from sediments washing into the wetland. Although an array of federal, state, and local regulations help protect them, wetlands (especially smaller ones) are still lost to road construction and other development activities. The draining of wetlands can also occur through tilling and rerouting of surface water. Even if wetlands are not directly filled, drained, or developed, they still can be impacted by adjacent uses. Siltation from erosion or pollutants entering via stormwater runoff can destroy the wetland. Previously healthy and diverse wetlands can be severely degraded to the point at which only the hardiest plants like cattails can survive. Invasive plant species, such as phragmites and purple loosestrife can also have a significant negative effect on wetlands by overrunning the native wetlands species and creating monocultures of unusable wetland habitat. Where such invasive exotic plant species are found in wetlands, they should be removed using WDNR recommended methods, and these areas then replanted with native species.



Under current regulatory requirements, all wetlands are off limits to development unless appropriate permits and approvals are obtained. In the Village of Pulaski wetlands five acres or larger within the shoreland zone of navigable waterways, as identified on the Wisconsin Wetland Inventory maps are also protected by the Floodplain, Shorelands, and Wetlands Ordinance (Chapter 52) of the Village of Pulaski Code of Ordinances. Wetlands within this zone are generally unavailable for development unless a wetlands zoning map amendment is reviewed and approved by the Village of Pulaski and the State of Wisconsin Department of Natural Resources. In order to have a viable case for a rezoning, a property owner would need to hire a certified wetland delineator to identify the wetland boundaries, submit the delineation to the WDNR, and then document that the proposed development activity would not take place within the identified wetland.

Wetlands within the Village of Pulaski are also regulated by the Brown County Planning Commission through Chapter 21 of the Brown County Code of Ordinances (Land Divisions) and the Brown County Sewage Plan. In addition to the wetland itself, a 35' environmentally sensitive area (ESA) setback from the wetland boundary is required to ensure the ecological functions of the wetland remain intact. Within the wetland ESA setback, no filling, cutting, grading, or development may occur. The wetland and ESA setbacks are identified on the recorded land division map (certified survey map or subdivision plat map) to make future owners of the parcel aware of the building limitations on the site. In addition to the Brown County requirements, potential developers and land owners should be aware that the Wisconsin Department of Natural Resources and U.S. Army Corps of Engineers also regulate activity in wetlands.

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.” 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 (including portions of the Village in Oconto and Shawano Counties), as well as the Brown County Land Division and Subdivision Ordinance. ESAs include lakes, rivers, streams, wetlands, floodways, and any locally designated significant and unique natural resource features. ESAs also include a setback or buffer from the natural feature, as well as areas of steep slopes (slopes 20 percent or greater) when located within or adjacent to any of the surface water/wetland features previously noted (see Figure 7-6 for ESAs in the Village of Pulaski). 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 ESAs when considering dividing land for sale. The Village zoning administrator should also contact the Brown County Planning Commission about enforcement and regulation of ESAs that appear on subdivision plats and certified survey maps.

Development and associated filling, excavation, grading, and clearing are generally prohibited within ESAs unless an amendment to the ESA is prepared and approved by the Brown County Planning Commission staff, and depending on the size of the amendment, the WDNR. Farming and natural landscaping are allowed within ESAs and certain non-intensive uses, such as public utilities and passive public recreation, are often allowed within these areas. Research and experience indicate that the potential exists for significant adverse surface water quality impacts if these areas are developed, such as increased levels of nutrients, sedimentation, and resultant algae blooms in surface water features. Additionally, development in these areas often leads to surface or ground water infiltration in basements.

Threats to ESAs are similar to those of floodplains and shorelands. The quality and effectiveness of ESAs can be severely reduced should adjacent development change drainage patterns or native vegetation be removed from the lands within or immediately adjacent to the ESAs. Such disturbances may also introduce invasive plant species to the ESAs, which results in loss of native vegetation, diversity, and wildlife habitat. In conjunction with proper erosion control and stormwater management practices, protection of the ESAs provides 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 micro-climates.
- 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.

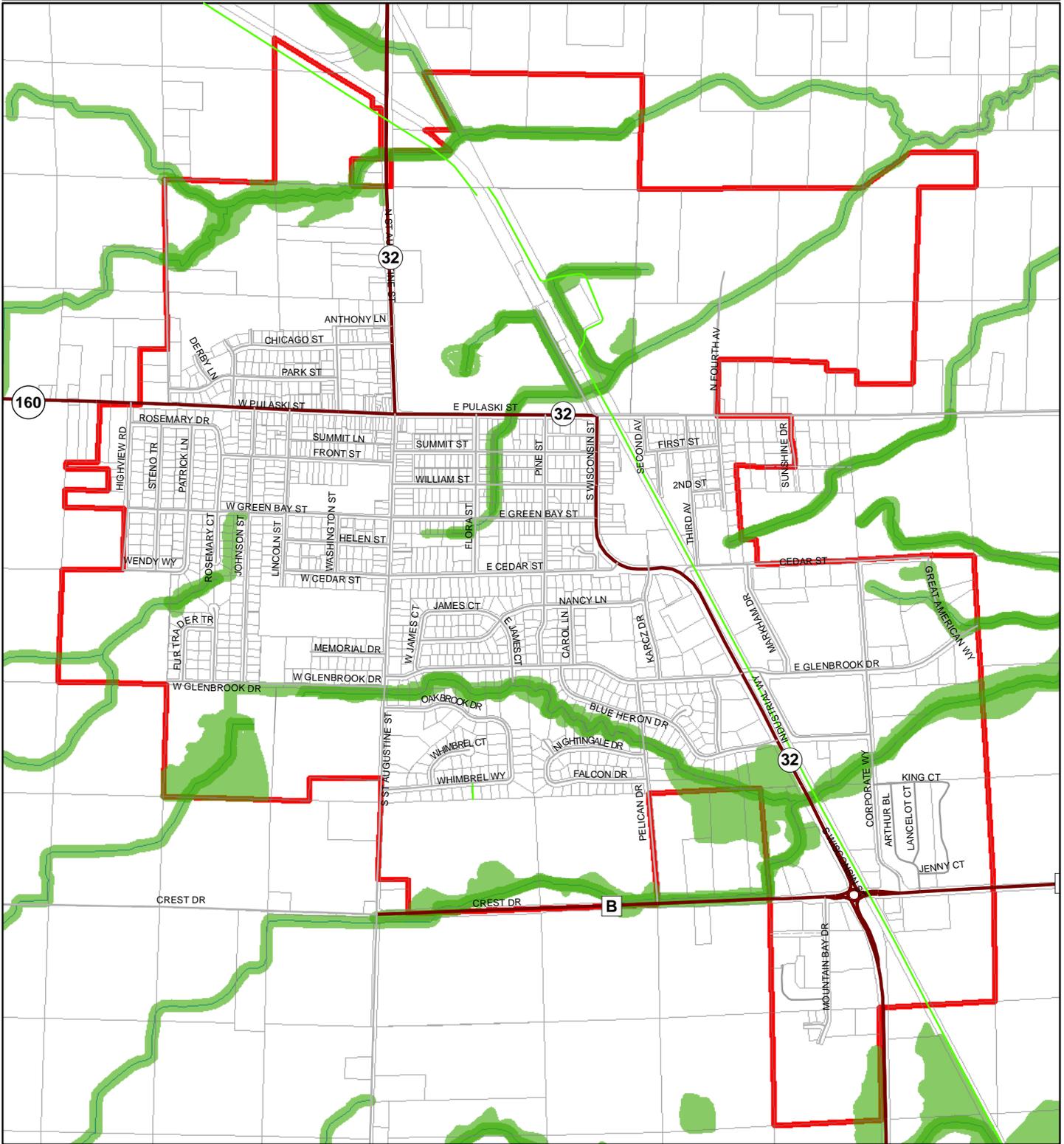




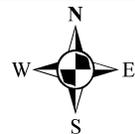
Figure 7-6

Environmentally Sensitive Areas

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



-  Streams / Rivers
-  Environmentally Sensitive Areas
-  Municipal Boundary



0 0.125 0.25 0.5 Miles

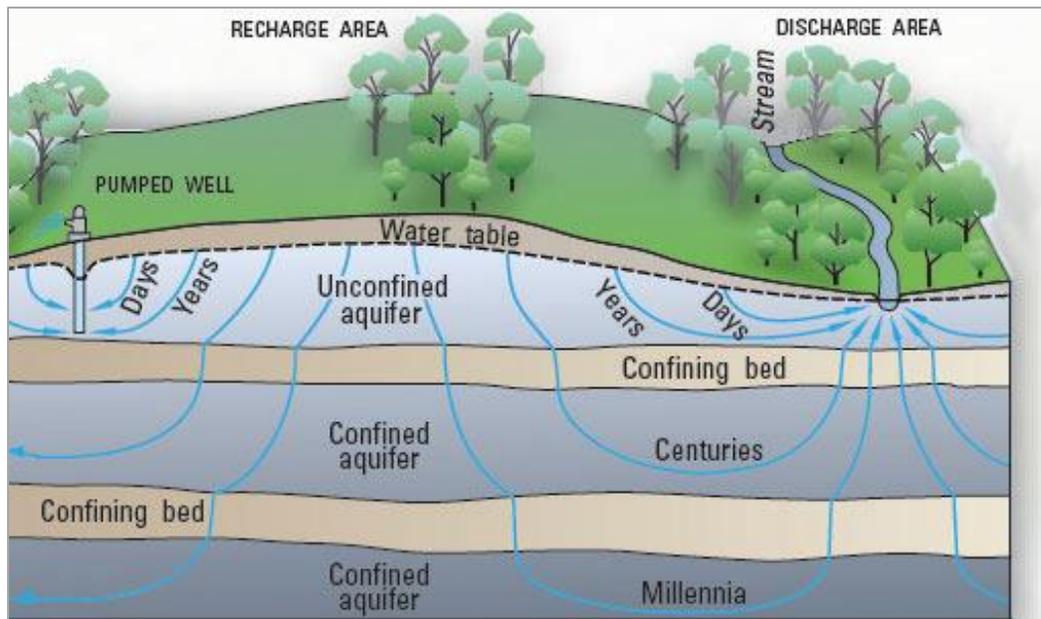
Source: Wisconsin Dept. of Natural Resources, Shawano County Land Information Office, Brown County Planning Commission, 9/2016

In addition to regulation of ESAs by Brown County, components of ESAs, including floodways/floodplains, wetlands, and navigable waterways are regulated by various other governmental agencies, including the Wisconsin Department of Natural Resources, Federal Emergency Management Agency (FEMA), and U.S. Army Corps of Engineers. In order to assist local municipalities with protection of ESAs and to coordinate efforts among the agencies, Brown County produced large-scale Shoreland Zone / ESA maps for each Brown County community through a Wisconsin Coastal Management Grant in 2012. These maps are available online and should be utilized by the Village’s zoning administrator/building inspector to assist in making determinations as to whether a proposed development would impact an ESA or shoreland area. The maps are located on the Brown County Zoning Office website under the “Shorelands, Wetlands, and Floodplains” link.

Groundwater

Groundwater begins as precipitation (rain or snow) that falls upon the land (see Figure 7-7). Some of it runs off into lakes, rivers, streams, or wetlands, some evaporates back into the atmosphere, and some is absorbed by plants. Groundwater results from the 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.

Figure 7-7: Groundwater



Source: United States Geological Survey

Groundwater currently serves as the source of drinking water for all Village of Pulaski residents, and is supplied through the municipal wells and distribution system.

Woodlands

Woodlands within and around the Village are generally small in size and fragmented from larger stands. The largest area of contiguous woodlands is located on the Assumption B.V.M. Parish grounds and is approximately 20

acres in size. Other wooded areas in Pulaski include the South Branch Little Suamico River corridor, the wetland complex 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 are present in Dr. V.J. Shippy Park, Glenbrook Acres Park, or in other isolated pockets of the Village, provide vital habitat for songbirds and small mammals, as well as enjoyment for the general public. Figure 7-8 depicts the woodlands in the Village of Pulaski.

Wildlife Habitat

Since much of the land in Pulaski is already developed or actively farmed, the best remaining wildlife habitat within the Village is generally located in the northern portion of Pulaski, including the Assumption B.V.M Woods, the Village Fishing Pond, and former Pickle Ponds. These three natural areas include a mixture of upland woodlands (Assumption B.V.M Woods), open water (Village Fishing Pond), and emergent wetlands (Pickle Ponds), each providing a necessary component of large, contiguous wildlife habitat for a variety of flora and fauna. These areas should be protected from development, and invasive exotic species such as phragmites removed, to continue to provide this critical range of habitat into the future.

Endangered and Threatened Species

Federal and state law protects endangered and threatened species. Both levels of government prepare their own separate lists of such plant and animal species but do so working in cooperation with one another, as well as with various other organizations and universities. An endangered species is one that is in jeopardy and may become extinct. A threatened species is one that is likely, within the foreseeable future, to become endangered. A special concern species is one about which some problem of abundance or distribution is suspected but not yet proven. The main purpose of the special concern category is to focus attention on certain species before they become endangered or threatened.

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). This program maintains data on the general locations and status of rare species in Wisconsin by township/range. The locations are purposefully vague to prevent the disturbance of threatened or endangered resources. According to the NHI, there are two threatened animal species, the Slippershell Mussel (*Alasmidonta viridis*) and Wood Turtle (*Glyptemys insculpta*). They both are potentially found in Pulaski wetlands and streams. Should either animal be found on a potential development site, it is critical the developer of the site contact the WDNR Bureau of Endangered Species prior to beginning any cutting, filling, or grading activity.

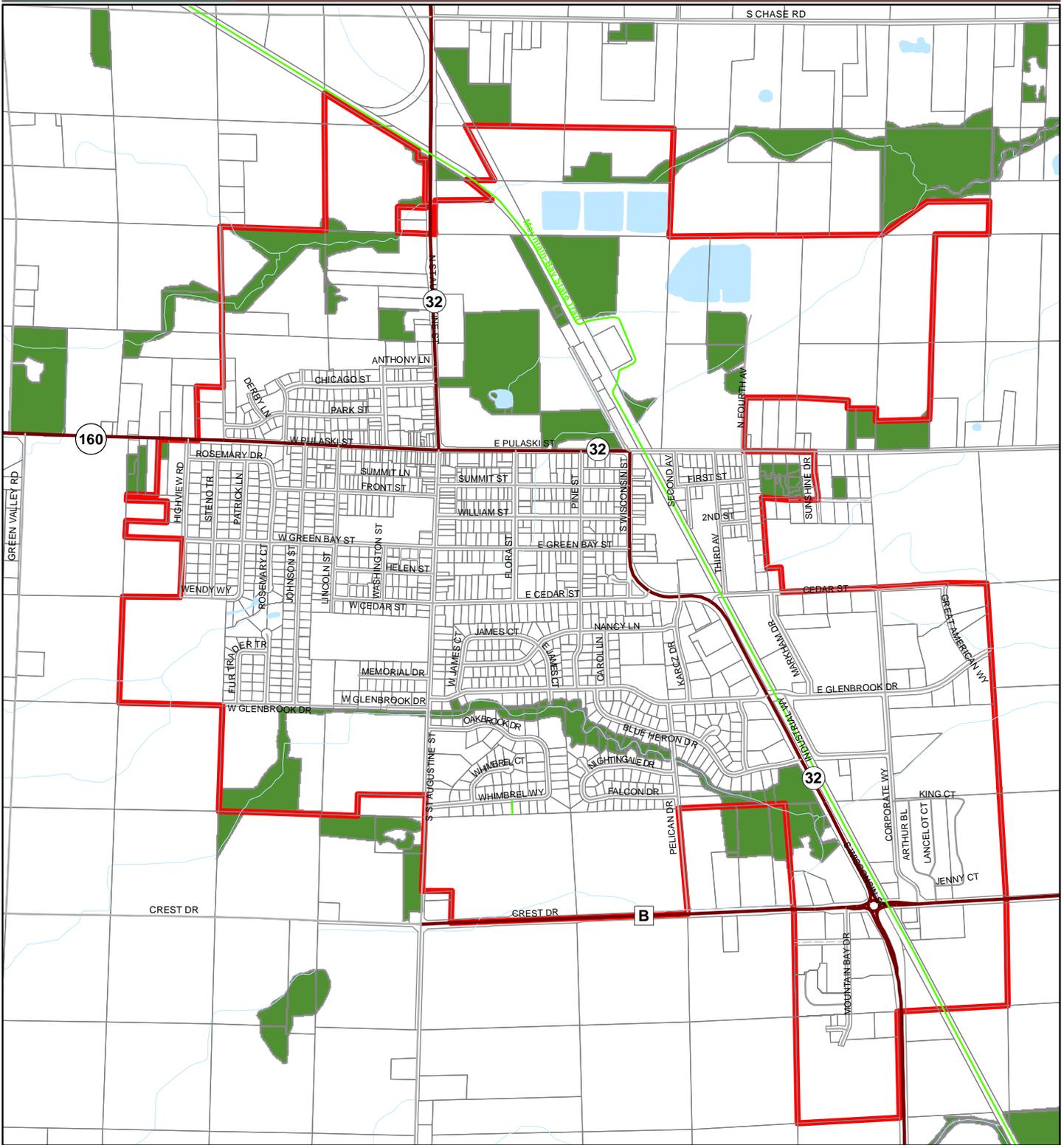




Figure 7-8

Woodlands

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



-  Woodlands
-  Municipal Boundary



Scenic Resources and Topography

The Village's topography is exceptionally flat, with a very gentle slope from approximately 824 feet above sea level on the far west side of the Village, decreasing to approximately 780 feet on the far east side, which accounts for the west to east flow direction of the three branches of the Little Suamico River. Topography within the planning area becomes more diverse as one continues east into the eastern part of the Town of Pittsfield.

Mineral Resources

There are no metallic or non-metallic mines/quarries within or near the Village boundaries, and no new mines/quarries are expected to be developed in the Village over the course of this comprehensive plan.

Historic Buildings

Historic sites are those sites or places worthy of preservation and determined to be significant to the nations, states, or local community's heritage in terms of history, architecture, archaeology, engineering, and/or culture. To be listed on a national or state registry of historic sites, the site or place must be nominated, and it must meet applicable federal and/or state requirements. Although listing does not place any restrictions on the site or place, it does enable it to become eligible for special income tax credits for rehabilitation and for other grant and aid programs. However, special restrictions to the site or building may apply if a unit of government owns it.

The Wisconsin Architecture & History Inventory (AHI) is an official inventory maintained by the Wisconsin Historical Society (WHS) for tracking historically significant structures, sites, or objects. These structures collectively display Wisconsin's unique culture and history and, therefore, should be noted and protected/preserved when feasible. There are 49 records listed in the AHI for the Village of Pulaski, although none are listed on the State or National Historic Registers. AHI listed structures are generally located within and in close proximity to downtown, and include a mixture of residential and commercial buildings.



Many communities in Wisconsin have a historic preservation ordinance to identify the process for historic buildings and/or sites, and a level of protection afforded to such buildings and/or sites. A historic preservation ordinance is tool for Pulaski to consider as a means to protect the numerous potentially historic buildings within the Village, and build the community's identity. Both the State of Wisconsin and the federal government provide income tax credits for rehabilitating structures listed on the State or National Register of Historic Places. Increasing the ability of property owners to access these tax credits for building rehabilitation through nomination to the State or National Register should be a priority for the Village.

Archeological Resources

Archeological sites provide a window to the past. They provide information and insight as to the culture, activities, and beliefs of the previous residents of the Village of Pulaski. Current state law gives protection to all human burial sites, in addition to a number of 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.

In the Village of Pulaski there are two identified cemeteries, including the Franciscan Fathers' Cemetery and St. Mary's (Assumption B.V.M) Cemetery. If archeological artifacts are found during development activities, all work should stop, and the Neville Public Museum or Wisconsin Historical Society should be notified.

Community Identity and Design

Issues related to community identity and design generally pertain to maintaining or enhancing the Village's identity and utilizing design elements, such as signage, landscaping and architecture to reinforce Pulaski's desired character. One of the top ten issues from the visioning session related directly to community identity and design:

#7 – Enforce building/yard codes in the downtown and entryways to ensure blighted buildings are improved and businesses, apartments, etc. are maintained.

One trend 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 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 within which it is located. In order to attain the ideals from the visioning session, Pulaski will have to utilize the tools at its disposal, such as its site plan and design review ordinance to enhance its own unique history and character.



At this time, the Village of Pulaski's downtown has its own distinctive identity. For instance, street trees, sidewalks, and flags line the streets, and buildings are close to street. When State Highways 32 and 160 were reconstructed, the resultant design is conducive to pedestrian activity by defining on-street parking and including curb extensions at many intersections. All of these features contribute to a comfortable pedestrian experience. However, these features do not extend out of the downtown. Therefore, Pulaski loses its unique identity and pedestrian-friendly environment as one continues south on STH 32 past East Green Bay Street. When STH 32 south of East Green Bay Street is reconstructed in the future, 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.

The following community design recommendations are intended to reinforce Pulaski's distinctive small-town identity.

- The Village's entrance corridors should continue to be a focal point of Pulaski's efforts to set the tone for the Village's identity and provide a "welcome mat" to potential new residents and entrepreneurs.
 - Work with WisDOT to extend 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 along STH 32 north and south of downtown.

- Work with the local businesses to minimize excessive or unappealing signage, particularly monopole pedestal type signage in favor of monument style signs.
- Encourage the business owners adjacent to the STH 32/CTH B intersection to increase landscaping to screen outdoor storage.
- Minimize future building setbacks near the STH 32 and CTH B intersection to reduce the “thoroughfare” feel of the area.
- Reapply stain to the supports and trim the vegetation around the “Welcome to Pulaski” sign along STH 32 on the north side of the Village.
- As the North Business Park develops, utilize site plan and design review standards to specify quality building materials and layouts.



- Downtown Pulaski should be a focal point for building the identity of the Village.

- Continue to enforce existing building and maintenance codes to ensure all structures are kept safe, weathertight, and attractive.
- Ensure vacant lots are kept clear of clutter and weeds or otherwise screened from view.
- Provide improved and additional signage to inform visitors to the downtown where public parking is available.
- Continue to utilize flags or decorative banners on utility poles to provide color and identity to Pulaski.
- Require development on the vacant lots at the northwest corner of STH 32 and STH 160 to be consistent with a walkable downtown – front of the building built to the right-of-way, or very minimal setback, parking in the rear or side, and preferably two stories.



- Inclusion of parks and passive or active recreation areas within residential neighborhoods, such as Behrendt Park, are cultural resources that add value to neighborhoods and should be continued. New developments should contain small neighborhood parks or recreation areas by setting aside small areas for neighborhood parks, recreation, or stormwater management areas.

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. The recommendations from this chapter are summarized in this section.

Agricultural Resources Recommendations

- Focus the Village’s new development efforts upon those farmlands that are immediately adjacent to current development and infrastructure to maximize the return on the Village’s investment.
- Low impact, conservation-oriented farming practices within and adjacent to the Village should be encouraged to minimize the conflicts between the farm operations and adjacent development.
- Encourage 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.

Natural Resources Recommendations

- Identify important natural resources, such as the three branches of the Little Suamico River, to protect when planning for future park or conservancy locations.
- Allow for the growth of vegetated buffers along the banks of waterways to help filter our sediments and pollutants and improve wildlife habitat.
- Utilize green infrastructure to assist in managing stormwater runoff.
- Require flood studies where development is proposed near waterways without mapped floodplain or floodway to protect the environmental integrity of the waterway and protect improvements from flood damage.
- Work with property owners, conservation organizations, school groups, and the WDNR to remove invasive exotic plant species, such as phragmites, when they appear in wetland or shoreland areas.
- Coordinate with the Brown County Planning Commission regarding the identification and protection of environmentally sensitive areas (ESA’s) early in the development planning process.
- Review Chapter 52 of the Village’s Code of Ordinances to ensure it is consistent with recent state statute changes.



Cultural Resources Recommendations

- Continue to utilize banners, floral plantings, and street trees to soften the hardscapes associated with STH 32 and STH 160 in the downtown.
- The Village’s entrance corridors should be a focal point of Pulaski’s efforts to set the tone for the Village’s identity and provide a “welcome mat” to potential new residents and entrepreneurs.
- Downtown Pulaski should be a focal point for building the identity of the Village.
- 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.
- Encourage owners of potentially historic buildings to apply for state and federal tax credits to assist in rehabilitating these buildings.

CHAPTER 8

Parks and Outdoor Recreation Plan

Introduction to Parks and Outdoor Recreation

Outdoor recreation and open spaces lend form and function to the Village of Pulaski, enhancing the attractiveness and sense of civic pride. By establishing areas, facilities, and activities that accommodate public recreational needs, the general health and well-being of the Village residents and visitors is enhanced.

The Village of Pulaski has a number of well-designed and equipped park and recreation facilities ranging from neighborhood parks such as Behrendt and Kazimierz Parks, to heavily utilized Pulaski Veterans Memorial park, to the Mountain-Bay State Trail. However, as the Village experiences additional residential growth, new and improved parks will need to be considered.



To provide recreational services in an efficient and cost-effective manner, planning principals and guidelines are often included as an integral element of park and recreation programs. That process is formalized in this Parks and Outdoor Recreation Plan, which is adopted as a chapter within the Village of Pulaski Comprehensive Plan.

Purpose

The purpose of the Village of Pulaski Parks and Recreation Plan is to provide a planning document to establish and guide future park and recreation needs. The Plan provides a goal, objectives, and policies for recreational opportunities to meet the current and future recreational requirements. The Plan also includes a description of the primary service area and the level of service the community may require. With an adopted Plan, the Village becomes eligible to apply for grants from the State of Wisconsin and federal government for acquisition, preservation and development of park lands and natural open spaces. The Village should continue planning efforts for the provision of park and recreational opportunities due to Pulaski's continued population growth, as identified in Chapter 1 of this Plan, over the next 20 years.

Existing parks and the need for park development was identified within the Village's 2007 Comprehensive Plan and 2008-2013 Parks and Recreation Plan. Elements of the new 2017 Comprehensive Plan that support this Parks and Outdoor Recreation Plan, such as population projections and land use acreages, were not repeated in this Plan chapter to minimize redundancy. The goal, objectives, and policies of the Park Plan reflect the need for the improvement of park facilities and protection of publicly owned natural areas as the Village of Pulaski continues to grow over the next twenty years.

Philosophy

The Village of Pulaski should strive to provide high quality, safe and accessible recreational facilities, link natural areas with trail connections and wildlife passages, and protect the community's natural resources, such as the three branches of the Little Suamico River.

The Plan establishes concepts and strategies for the provision of parks, open space and recreational opportunities. The following are key concepts:

- Provision of park facilities and recreational opportunities for residents of all ages and abilities.
- Development of park and recreation facilities that support Village economic development efforts.
- Enhancement of environmentally sensitive areas within existing and planned park areas.
- Development of park and recreation facilities and programming for year-round activities.

This Parks and Outdoor Recreation Plan is the culmination of a cooperative effort undertaken by the Village of Pulaski and the staff of the Brown County Planning Commission. The plan is intended to serve as a guide for the Village in its provision of park, outdoor recreation, and nature based tourism, and open space sites and facilities with a vision horizon of approximately twenty years. However, review and updating of the plan should take place every five years to ensure continued eligibility for state and federal recreation grant programs.

The Village has many opportunities to promote its cultural, historical, and natural amenities through its park and recreation facilities and programming. It is important that the Village and its partners, such as the Pulaski Community School District and non-profit community groups, actively plan and support the acquisition, development, and improvement to the park and recreation facilities, programs, and environmental areas for the benefit of current and future generations.

Goal and Objectives

The Village of Pulaski has a number of park and recreation facilities available within the community for its residents and visitors. As identified in Chapter 1 of this Comprehensive Plan, the population of the Village is expected to continue to grow and place additional pressure on these existing facilities. It is critical that in addition to continually maintaining and improving the current park facilities, the Village also plan and implement new park and recreation areas into newly developed areas.

As stated earlier in the Comprehensive 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 (recommendations), is discussed in each chapter specific to that comprehensive plan element.

The Village of Pulaski Comprehensive Plan and future development of the Village is based on the following goals and objectives.

GOAL: Provide a high quality, varied parks system that provides natural resource protection and recreation options for Pulaski residents of all ages and abilities.

Objective: Acquire land for future parks, trails, and trail connections and natural open space when such lands are available and affordable in order to meet future community and user demand and needs.

Objective: Ensure the development of parks is balanced with environmental protection, promoting and protecting environmental quality, open space, wildlife habitat, and multi-use recreational opportunities.

Objective: Preserve and enhance the beauty of Pulaski natural areas within its parks.

Objective: Make the Village of Pulaski park system easily accessible for as many recreational users year-round as possible.

Objective: Ensure that the Village of Pulaski park facilities are safe and well maintained.

Objective: Build upon existing and create new partnerships with other units of government, Pulaski Community School District, local businesses, non-profit organizations, and volunteers.

Objective: Support recreational programs and facilities that promote a healthy, active lifestyle.

Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2011-2016

The Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2011-2016 (SCORP) provides broad direction to state agencies, counties, and local municipalities in terms of statewide recreation needs over a five year period. The SCORP should be reviewed when the Village of Pulaski is considering large-scale park improvements or purchases to determine how the proposed improvement(s) fit within the overall state framework. The SCORP provides a wealth of statewide trend data related to recreation activities that could assist the Village in prioritizing local park and recreation improvements or programs.

Inventory of Public and Private Recreation Facilities in Pulaski

Park inventories are developed in order to determine what recreation facilities exist, the quality of the facilities, and to provide a basis for the analysis and recommendations section of this chapter. The detailed parks inventory was performed on July 15, 2016 and included all six village-owned parks. In addition to the village parks, Pulaski has the Mountain-Bay State Recreational Trail and a number of school-related recreation facilities that will also be factored into the analysis.

Village of Pulaski Parks

Behrendt Park

Behrendt Park is a 1.7 acre park in the northwestern part of the Village, bounded on three sides by Derby Lane, Park Street, and Grant Street and includes the following facilities:

- Toddler swing set
- Swing set
- Two climbing structures
- Two slides
- Teeter-totter
- Merry-go-round
- Funnel ball
- Two spring riders
- Bench
- Garbage receptacle
- Water fountain
- Bike rack
- Grill
- Large grassed play area



Kazimierz Park

Kazimierz Park is a 0.7 acre park located on the eastern part of the Village at southern end of Fourth Avenue, and includes the following facilities:

- Swing set with toddler swing
- Merry-go-round
- Spring-style teeter-totter
- Spring rider
- Geodesic dome climbing structure
- Garbage receptacle
- Picnic table
- Grassed play area
- Mature trees



Glenbrook Park

Glenbrook Park is an approximately 1.9 acre passive park located near the center of the Village on East Glenbrook Drive. The park is bisected by the South Branch of the Little Suamico River and is wooded on the south side of the river. Facilities at Glenbrook Park include:

- Grassed play area
- Wooded areas
- Grill
- Picnic bench
- Park bench
- Access to the South Branch of the Little Suamico River
- Garbage receptacle



Dr. V.J. Shippy Park

Shippy Park is an approximately 1.6 acre park located between East Pulaski Street (STH 32) and Summit Street, just east of the downtown. The wooded park is bisected by the Middle Branch of the Little Suamico River, and includes the following facilities

- Grassed play areas
- Grill
- Slide
- Small jungle-gym
- Bike rack
- Two spring riders
- Picnic benches
- Pedestrian bridge over the Middle Branch of Little Suamico River and paved path
- Mature trees
- Garbage receptacle
- Swing set with toddler swings
- Large, modern climbing apparatus/ playground
- Portable restroom



- Hand washing station
- Water fountain

Pulaski Community Park

Pulaski Community Park is an approximately 137 acre park in the northeastern part of the Village, bounded on the west by the Mountain-Bay State Trail and south by East Pulaski Street. The park is largely undeveloped, except for the Polka Fest grounds along East Pulaski Street, Village of Pulaski Public Works Department, disc golf course, walking trail, and fishing pond dock. The park includes a mixture of open spaces, cultivated farmland, woods, open water, and wetlands. The Middle and North Branches of the Little Suamico River pass through the park. Recreation facilities within the park include:

- Pulaski Polka Fest structures and restrooms
- Large grassed play area/ camping area
- Disc golf course
- Fishing dock and pond
- 1.6 mile hiking trail
- Access to the Mountain-Bay State Recreational Trail
- Large parking lot



- Large enclosed park pavilion with restrooms

Pulaski Veterans Memorial Park

Pulaski Veterans Memorial Park is an approximately 22.7 acre park in the southwestern part of the Village, bounded on the east by South St. Augustine Street, with additional access from Lincoln Street on the north and West Glenbrook Drive on the south. The park is very developed with athletic fields and other active recreation facilities. The location of the park provides relatively easy access from most parts of the Village. Recreation facilities within the park include:

- Three softball/little league baseball diamonds with bleachers and benches
- One sand infield baseball diamond with bleachers and benches
- One grass infield baseball diamond with bleachers and dugouts
- One sand infield t-ball field
- Two concession stands with covered pavilions
- Two restroom buildings
- Two batting cage lanes
- Storage sheds
- Basketball court with synthetic surface
- Picnic tables
- Four horseshoe pits
- Grills
- Sand volleyball court
- Paved and gravel paths
- American Legion veterans memorial
- Sandbox
- Pea-gravel play area
- Teeter-totter
- Large swing set with ADA accommodation
- Combination swing set and large slide
- Large, modern climbing apparatus/ playground
- Picnic tables
- Combination climbing structure and slide
- BMX bike course
- Mature and young trees
- Spring rider
- Bike rack
- Three large parking lots
- Monkey bars
- Water fountain
- Portable restroom



State Recreation Facilities

Mountain-Bay State Recreational Trail

The Mountain-Bay State Recreational Trail is a multi-use facility built atop an abandoned railroad grade that runs 83 miles from the Village of Howard in Brown County at its eastern terminus to the Village of Weston in Marathon County at its western terminus. The trail is owned by the Wisconsin Department of Natural Resources and maintained by the counties within which it is located. The trail bisects the Village of Pulaski in a north-south direction along the eastern part of the Village. A trailhead is located adjacent to the Pulaski Polka Grounds and Pulaski Community Park, with restrooms and parking for trail users. The portion of the trail in Pulaski may be used for hiking and bicycling in the warm weather months and snowmobiling during winter months when adequate snowpack is present. An annual state trail pass is required for bicyclists to use the trail.



Pulaski Community School District Facilities

The Pulaski Community School District is an important partner in providing recreation opportunities to Village of Pulaski residents. The District includes three schools, a community pool, and a community fitness facility. The District also provides recreational programming through its Pulaski Area Community Education (PACE) program. The following section will identify outdoor recreation facilities in the Village of Pulaski owned by the Pulaski Community School District that may be available to Pulaski residents outside of school-related functions.

Glenbrook Elementary School

Glenbrook Elementary School is located at the southwestern corner of the intersection of South St. Augustine Street and Front Street, just south of downtown. Recreation facilities include:

- Four basketball hoops
- Asphalt play area
- Soccer field with goals
- Two swing sets
- Two wood-chip play areas
- Two large, modern play structures with slides
- Plastic rock climbing wall
- Two soccer fields with goals
- Jungle gym
- Multiple balance and climbing structures
- Sandbox
- Tire swing
- Benches
- Spring teeter-totter



Pulaski Middle School

Pulaski Middle School is located at the southwestern corner of the intersection of South St. Augustine Street and West Glenbrook Drive. The middle school includes athletic fields immediately across West Glenbrook Drive from Veterans Memorial Park. It is important to note the Red Raider Field of Dreams effort currently underway will likely change the composition of recreation facilities in the near future. Recreation facilities currently include:

- Softball field
- Baseball field
- Two batting cages
- Asphalt running track
- Shot put and discus areas
- Soccer / Football Field
- Jumping track
- Practice soccer fields
- Concession stand
- Community indoor pool

Pulaski High School

Pulaski High School is located at the northeastern corner of Crest Drive (CTH B) and South St. Augustine Street. The athletic fields are located generally immediately east of the high school. It is important to note the Red Raider Field of Dreams effort currently underway includes Phase I (completed) and Phase II (in process) components. Existing and planned recreation facilities include:



- Football / Soccer field with synthetic turf
- Concession stand
- Practice football field
- Soccer field
- Community fitness center
- Asphalt running track
- Seven asphalt tennis courts
- Discus/shot field
- Triple/long jump track
- Pole vault track
- Three asphalt tennis courts (planned)
- Two baseball fields (planned)
- Two softball fields (planned)
- Two practice football fields (planned)
- Practice soccer field (planned)

Private Recreation Facilities

Private recreation facilities typically include such facilities as golf courses and private school playgrounds. These facilities are typically not open to the public without a fee or the express authorization of the owner.

Assumption BVM Catholic Parish School

Assumption BVM Catholic Parish School is located on North St. Augustine Street (STH 32), just north of East Pulaski Street. The playground facilities are generally located behind the school, while the ball field is located north of the school on North St. Augustine Street (STH 32). Recreation facilities include:

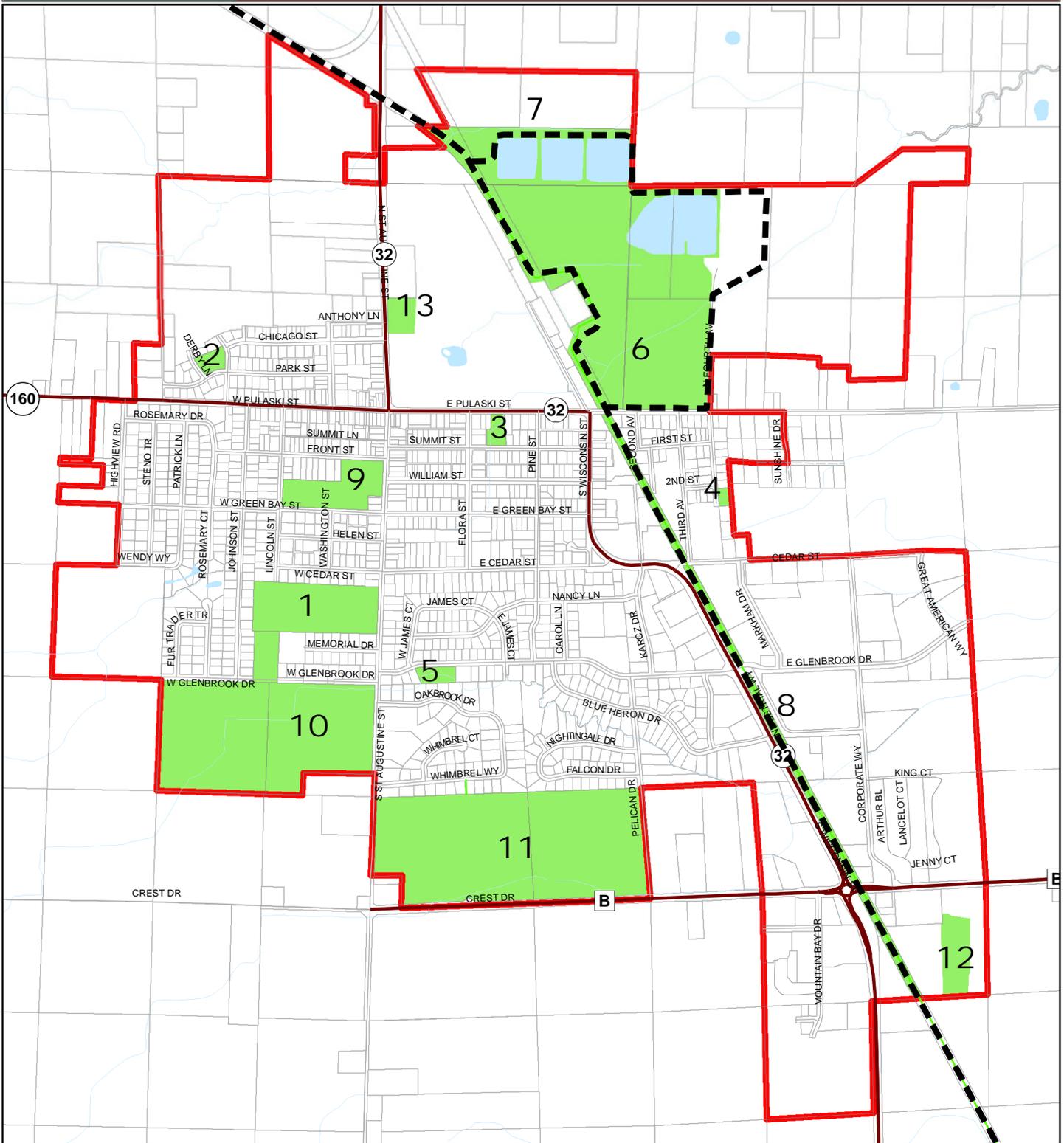
- Two playgrounds with modern play structures
- Two basketball hoops
- Asphalt play area
- Grassed play area
- Softball / little league baseball field



Figure 8-1

Park and Recreation Facilities

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



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



0 0.125 0.25 0.5 Miles

Golf Driving Range

A privately operated golf driving range is located on the south side of Crest Drive (CTH B), just south and east of Super Ron’s grocery store. The driving range has nine stations available for use by paying customers.

Park and Recreation Facility Summary

The following summaries identify the available recreation facilities by public park and school within the Village of Pulaski. It should be noted that the school facilities may only be available during non-school hours when there are no school-based team practices or games. As is evident from the tables, Pulaski Veterans Memorial Park provides the most comprehensive set of active recreation facilities, while other parks, such as Behrendt Park and Kazimierz Park provide activities focused on supporting the surrounding neighborhoods.

Figure 8-2: Village of Pulaski Public Park Facilities Summary

Park Name	Baseball/ Softball	Basketball	Volleyball	BMX Bike Area	Parking Lot	Pavilion/Shelter	Playground	Restrooms	Horseshoes	Soccer	Trails	Picnic Benches / Grills	Waterways	Woodlands	Grassed Open Area
Behrendt Park							X					X			X
Kazimierz Park							X					X			X
Glenbrook Park												X	X	X	X
Dr. V.J. Shippy Park							X				X	X	X		X
Pulaski Community Park					X	X		X		X	X	X	X	X	X
Pulaski Veterans Memorial Park	X	X	X	X	X	X	X	X	X		X	X			
Mountain-Bay State Recreational Trail											X				

Pulaski residents also have access to Pulaski Community School District facilities within the Village during non-school hours. Glenbrook Elementary School provides playgrounds, basketball courts, small soccer fields, and other recreation facilities typical of an elementary school. Pulaski Middle School provides athletic fields, track, and a community pool, and Pulaski High School is in the midst of a large expansion of its athletic facilities.

Figure 8-3: Pulaski Community School District Facilities Summary (During non-school hours)

School Name	Baseball/ Softball	Basketball	Historic Site	Open Space	Parking Lot	Tennis	Playground	Restrooms	Asphalt Play Area	Soccer	Track	Picnic Benches / Grills	Indoor Pool	Woodlands	Grassed Open Area
Glenbrook Elementary		X	X	X	X		X		X	X					X
Pulaski Middle School	X			X	X				X	X	X		X	X	X
Pulaski High School	X				X	X				X	X				X

Planning for the Growth of the Village of Pulaski

As discussed in Chapter 1: Issues and Opportunities, the Village of Pulaski has experienced slow, steady population growth over the past 50 years from a 1960 population of 1,540 residents to 3,539 residents in 2010. According to the Wisconsin Department of Administration population projections, Pulaski can reasonably be expected to add another 846 residents by the year 2040 for a total population of 4,385 residents. The following section classifies the parks based upon national standards and then calculates the level of service provided based on population, acreage, and recreational amenities available.

Needs Assessment

As Pulaski's population continues to grow, there will be increased demand for recreational facilities and programs. The Plan's 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. There are instances where certain parks, due the variety of facilities available, are classified as multiple types of parks. Only public park and recreation (including public school district) 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 Behrendt Park, Kazimierz Park, Dr. V.J. Shippy Park, Pulaski Veterans Memorial 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 open play fields and basketball or tennis courts, in addition to playground equipment. 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. Behrendt Park, Dr. V.J. Shippy Park, Pulaski Veterans Memorial Park, and Glenbrook Elementary School can also be considered to be neighborhood parks.



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 the 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/river access, and opportunities for winter activities. By virtue of its size and variety of activities, Pulaski Veterans Memorial Park can be considered to be a community park, in addition to the other two categories.



In addition to Veterans Memorial Park, Pulaski Community Park (including the Polka Grounds) should be considered a community park. This is due to the number of activities available at the park, including Polka Days, enclosed park shelter, disc golf, fishing pond, and cross-country trail. Furthermore, there are large areas for more passive recreation activities, including bird watching, hiking, and cross-country skiing. The development of a playground or athletic fields would solidify its status in the community park classification.

This analysis focuses on only those developed active public park and recreation facilities that are located within the Village of Pulaski, and are not considered “specialty facilities”, as noted in Figure 8-4. Therefore only Behrendt Park, Kazimierz Park, Dr. V.J. Shippy Park, Pulaski Veterans Memorial Park, Pulaski Community Park, and Glenbrook Elementary School playground facilities. However, it is understood that Pulaski has additional opportunities for existing or future passive or special use recreational activities by means of Glenbrook Park, Pulaski Middle School and High School athletic fields, Assumption B.V.M. facilities, Mountain-Bay State Recreational Trail, and golf driving range.

For purposes of the needs assessment, the playground areas at Behrendt Park, Kazimierz Park, Dr. V.J. Shippy Park, Pulaski Veterans Memorial Park, and Glenbrook Elementary School were counted toward the playground/mini-park totals. All of Dr. V.J. Shippy Park, Pulaski Veterans Memorial Park, and Glenbrook Elementary School can also be considered to be neighborhood parks because of their neighborhood locations and green space areas. All of Pulaski Veterans Memorial Park and Pulaski Community Park were counted toward the community park total.

Figure 8-4: Village of Pulaski Park and Recreation Facility Classifications

Map Number	Park/ Recreation Facility	Acreage	Community Park	Neighborhood Park	Children's Playgrounds	Specialty Facility
1.	Pulaski Veterans Memorial Park	22.7	X	X	X	
2.	Behrendt Park	1.7		X	X	
3.	Dr. V.J. Shippy Park	1.6		X	X	
4.	Kazimierz Park	0.7			X	
5.	Glenbrook Park	1.9				Open Space
6.	Pulaski Community Park/ Polka Days Grounds	137.0	X			
7.	Cross-Country Trail	n/a				Trail
8.	Mountain-Bay State Recreational Trail	n/a				Trail
9.	Glenbrook Elementary School	10.7		X	X	
10.	Pulaski Middle School	69.3				Athletic Fields, Pool
11.	Pulaski High School	87.7				Athletic Fields
12.	Golf Course Driving Range	7.0				Golf
13.	Assumption B.V.M. Ballfield and Playground	3.1		X	X	

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 identified, the Village includes within its boundaries a number of park and recreation lands that are not counted toward the analysis because they do not fit within the definitions of a playground/tot lot, neighborhood park, or community park, or are not considered to be public uses. When reviewing the following analysis, one should keep in mind the total 193.3 acres of public park and recreation lands (not including the private golf course driving range) areas located within the Village.

As is evident from the park land acreage analysis in Figure 8-5, the Village of Pulaski far exceeds the minimum standards for the provision of public parklands, both now and projected through 2040. The most dramatic exceedance of the minimum standard is in the community park classification, as both Pulaski Veterans Memorial Park and Pulaski Community Park are included within the total acreage. Pulaski Veterans Memorial Park has a very diverse range of activities and provides by far the most recreation options for Pulaski residents. Although Pulaski Community Park encompasses a very large area, it is relatively undeveloped, with much of its acreage still actively farmed or as large grassed areas. With this amount of land available for park and recreation development over time, the Village of Pulaski is well-positioned to serve its residents and surrounding areas for many years. It is, however, important to note that this analysis is very subjective and even slight changes in acreage inputs may have dramatic changes on the relative surplus or deficit of parklands. For instance, all of Pulaski Community Park was included in the analysis, even though a large portion of it is actively farmed and not currently available for recreational activities.

Figure 8-5: Village of Pulaski Park Land Acreage Analysis

Public Park Type	Existing Acreage	Recommended Acres per 1,000 People	Minimum Acres Recommended for 3,516 residents in 2016	2016 Surplus or Deficit Acreage	Minimum Acres Recommended for 4,385 residents in 2040	2040 Surplus or Deficit Acreage
Playground/Mini-Park	11.5	1.5	5.3	+6.2	6.6	+4.9
Neighborhood	27.4	2.0	7.0	+20.4	8.8	+18.6
Community	159.7	6.5	22.9	+136.8	28.5	+131.2

Source: Adapted from Planner’s Estimating Guide, Arthur C. Nelson, FAICP, APA Planner’s Press, 2004; Brown County Planning Commission, 2017.

These acreages and standards must be viewed in the context of the many acres of other park/recreation lands (private school facilities, high school athletic fields, and golf course driving range) that do not fit within the standardized categories, but nonetheless do or could provide Pulaski residents with additional park and recreation opportunities. It is also important to keep in mind that Village of Pulaski parks serve many residents of other communities through Pulaski Area Community Education (PACE) programs such as youth baseball, softball, football, and soccer. Therefore, the usage of parks with these facilities, specifically Pulaski Veterans Memorial Park, is much higher than would be the case if used only by Pulaski residents. Although non-residents utilize the parks through the PACE recreation program, the Village is also relieved of the expenses of running its own park and recreation program, and non-Pulaski residents bring outside dollars into the community to be spent on concessions and other activities while they are in Pulaski. The identified surplus acreage for community parks in Figure 8-5 may therefore be significantly lower if the surrounding communities’ populations are added in and only “developed” portions of these parks are used for the surplus/deficit calculation. Considering the demand for ballfields at Pulaski Veterans Memorial Park, there may be a need for additional ballfields in the Village.

As was depicted in Figure 8-1, there is a generally good distribution of park and recreation facilities across the Village of Pulaski. Most neighborhoods are served by a park within a relatively short walk or bike ride. As residential development continues south of CTH B/Crest Drive, there will likely be a need to develop a small neighborhood park, similar to Behrendt Park, that contains a small playground area and open grassed area. Regardless of where any new parks are located, they should be placed in a manner that allows residents to 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 and Crest Drive where vehicles travel at higher speeds or streets without sidewalks, to typical park users (young children, pre-teens, teens in recreation programs, elderly, etc.) and locate new parks accordingly or retrofit transportation facilities to make them more pedestrian accessible.

Park and Outdoor Recreation Facility Recommendations

The Village of Pulaski maintains a wide range of parks and outdoor recreation facilities, including quiet, natural areas such as is found in Pulaski Community Park, to the active Pulaski Veterans Memorial Park, to small neighborhood-focused parks such as Behrendt, Kazimierz, and Shippy. With such a range of options, new park areas will likely not be priority for the Village over the next twenty years. Rather, the focus should be on the maintenance and improvement of existing park and recreation facilities to meet a steadily growing population. The following section will provide specific recommendations for each Pulaski park.

Behrendt Park Analysis and Recommendations

Behrendt Park serves the surrounding neighborhood and acts as a focal point and gathering place, thereby supporting neighborhood cohesion. The facilities are generally geared toward younger children. The playground equipment, and particularly the climbing structures, are older and may not meet modern safety standards. Most of the playground equipment is in need of paint and/or general maintenance. Consideration should be given to replacing the existing equipment with a modern play structure that meets modern safety standards and includes climbing and sliding activities for children of all abilities. Additionally, the sidewalk stops at Grant Street rather than continuing to Behrendt Park. At a minimum, a curb cut and ramp should be installed, or optimally paved path for access to the park and playground equipment by strollers and persons who are mobility impaired. A small open-air shelter with picnic tables could also improve usage of the park.



Specific Recommendations

- Replace old climbing structures with modern climbing structure that meets safety standards.
- Repaint worn playground equipment.
- Install a curb cut and ramp from Park Street to the park.
- Install a paved path from the new curb cut to the playground equipment.
- Build a small, open air shelter with picnic tables.

Kazimierz Park Analysis and Recommendations

Kazimierz Park is somewhat isolated from the majority of the Village as it is not located on a through street; however, it serves as an important amenity to the small residential neighborhood located in the vicinity of Fourth Avenue, Third Avenue, First Street, and Second Street. Similar to Behrendt Park, the facilities are generally geared toward younger children and the equipment is in need of updating to modern safety standards and activities. Most of the playground equipment is older and in need of paint and/or general maintenance, if not replacement. The large grassed play areas provide more than adequate room for most informal activities.



Specific Recommendations

- Replace old climbing structure with modern climbing structure that meets safety standards.
- Repaint worn playground equipment.

Glenbrook Park Analysis and Recommendations

Glenbrook Park provides a quiet passive park area within a residential neighborhood and access to the South Branch of the Little Suamico River. Some consideration could be given to installing a small play structure for usage by the surrounding neighborhood to make the park a greater focal point of the neighborhood. Currently the grass at the park is cut to the stream bank which allows for pollutants to enter the waterway without any filtering. The streambank in the park is also experiencing erosion from the flashy nature of the waterway during storm events. A minimum 20-foot buffer of native plantings should be established to aid in pollution filtration and preventing additional streambank erosion. Following installation of the vegetative buffer, informational signage should be installed to describe the benefits of vegetative buffers to the waterway and shoreland area. A small climbing structure would also likely benefit the neighborhood.



Specific Recommendations

- Establish a 20-foot buffer of native plantings to filter sediments and pollutants from the South Branch of the Little Suamico River.
- Install informational signage regarding the benefits of vegetative buffers.
- Install a small climbing structure and park bench.

Dr. V.J. Shippy Park Analysis and Recommendations

Dr. V.J. Shippy Park is a prime example of a centrally located neighborhood park with a wide variety of activities for children of all abilities. The park has a very good mixture of modern and older playground equipment, although some of the older playground equipment should be evaluated to determine if it has an appropriate ground level surface to adequately protect children from falls. The Middle Branch of the Little Suamico River has some vegetation that helps to stabilize the streambank, but could be extended out a few feet on either side to further filter stormwater runoff from the grassed park areas. The asphalt path that runs through the park is very cracked and has a number of heaves from years of freeze/thaw cycles. The path will likely need to be repaved at some point in the near future.



Specific Recommendations

- Review older playground equipment and surfaces to determine if it meets modern safety standards.
- Add a few feet of vegetated buffer to the Middle Branch of the Little Suamico River.
- Repave the asphalt path through the park.

Pulaski Community Park Analysis and Recommendations

Pulaski Community Park provides the Village of Pulaski with an almost blank slate for outdoor recreation activities. Much of the 137 acres is either undeveloped open space or under active agricultural cultivation. The fishing pond provides wildlife and waterfowl viewing and fishing opportunities to an area without any major natural lakes or rivers. Although placement of the fishing dock at the pond was done with good intentions, it has not held up well to the varying water levels and winter ice conditions over the years and should be removed as it is unsafe for usage. If a fishing pier is a facility the village would like to continue to offer, it should be one that floats to adjust to the varying water levels during the warm weather months and then removed during the winter months to avoid ice damage. The shoreline of the fishing pond does not contain much in terms of habitat for young fish and/or prey fish (minnows). Planting a few trees along the shoreline would provide some shade during the warm weather months and eventually shoreline structure when the trees age and fall into the pond. A small, open air shelter near the fishing pond could also improve usage of the area for family gatherings and picnics.



Access to Pulaski Community Park is rather difficult unless arriving by vehicle. The sidewalk on the north side of Brown County Line Road stops approximately 800 feet west of the entry road to the park. A sidewalk does exist on the south side of Brow County Line Road, but stops approximately 425 feet west of the park entry road. Once a pedestrian reaches the park entry road, it is very narrow with little room for pedestrians to comfortably walk. As Pulaski Community Park becomes more developed, accommodations for pedestrians will become increasingly important to avoid conflicts between vehicles, bicycles, and pedestrians on the park entry road.

Considering the large amount of land available for park and outdoor recreation development, if there is a need for any additional baseball or softball fields or any other athletic fields they should be developed within Pulaski Community Park. Any new recreation facility development should be performed in a manner that preserves the existing woodlands and creates a vegetated buffer along the banks of the Middle Branch of the Little Suamico River. The “pickle” ponds on the north side of the park provide vital wetlands habitat for waterfowl, amphibians, and reptiles.

The Village of Pulaski and numerous non-profit groups contributed to the building of the large enclosed park shelter at Community Park. The addition of restrooms to the building will certainly make renting the building by the public more attractive. However, in addition to the building and restrooms, certain recreation facilities should also be installed to provide activities for the parties renting the building. Specific facilities Village should consider include a large playground (similar to the new structure at Dr. V.J. Shippy Park), sand volleyball court, and horseshoe pits for usage by guests while the park shelter is rented. Longer term, a splash pad could be considered as another amenity for the site.

The part of Pulaski Community Park nearest to the new shelter and extending along Brown County Line Road to the Park entrance road is used for camping during Pulaski Polka Days. There has been some expressed interest to evaluate the potential for expanding camping in this area to all of the warm weather months to take advantage of the Mountain-Bay State Recreational Trail. Prior to investing into infrastructure necessary for an expanded camping area, the Village of Pulaski should develop a business plan that would evaluate the potential demand, identify potential competing campgrounds, identify the types of camping anticipated (tent, group, trailers, recreational vehicles), estimate the up-front costs to prepare the sites for camping (electrical and water connections, concrete or gravel pads, campfire rings, driveways, etc.), and evaluate the types of amenities required by potential campers (camp store, trees, playground equipment, organized activities, etc.). These costs should then be weighed against

the potential direct revenue generated from renting the sites, as well as the indirect revenue from potential increases in economic activity at Pulaski businesses.

Specific Recommendations

- Remove the existing fishing dock, and if necessary, replace it with a floating pier that is removed for the winter months.
- Plant trees along the shoreline to shade some of the water during the summer months and create habitat structure for young and prey fish.
- Improve pedestrian accessibility on the park access road and Brown County Line Road.
- Evaluate options for placement of new little league/softball fields within the community park.
- Avoid development within the existing woodlands on site and create a vegetated buffer along the banks of the Middle Branch of the Little Suamico River.
- Support efforts to keep the “pickle ponds” as critical natural habitat areas.
- Develop a large playground, sand volleyball court, and horseshoe pits for guests that rent out the park shelter.
- Evaluate the potential for a splash pad near park shelter.
- Prior to investing into capital improvements to develop a campground at the Community Park, the Village should prepare a business plan to evaluate its potential direct and indirect costs and benefits.

Pulaski Veterans Memorial Park Analysis and Recommendations

Pulaski Veterans Memorial Park is used extensively during the spring, summer, and fall months for its playgrounds, baseball, and softball fields. Memorial Park is well-located to allow most Pulaski residents to easily walk, bike, or drive to access the park. The Village is in the process of several improvements to Memorial Park, including improving the drainage of the softball fields, improving the backstop of the baseball field, and replacing the easternmost park shelter/ restrooms with a new park shelter, warming kitchen, and restroom facility. In addition to the new shelter and restrooms, park facilities could use general maintenance such as painting and roofing. Americans with Disability Act (ADA) improvements should be made to improve access to the playground and swingset from the eastern parking lot.

Specific Recommendations

- Repaint the wooden bleachers and picnic tables.
- Cover raised/exposed concrete footings in the playground areas.
- Repaint worn playground equipment
- Resink any raised/bent screws on Red Raider Court.
- Work up and fill the sand volleyball court and tighten the net.
- Reroof and repaint the accessory sheds and dugouts.
- Lower the fences along the first and third base lines and outfield on the baseball and softball fields where there are gaps between the fence and ground.
- Develop a wheelchair accessible path to access playground equipment where pea gravel exists.
- Fill and seed low spots that hold water after rain storms.



Considering the level of baseball and softball activity that occurs at Pulaski Veterans Memorial Park, there may be a need to create additional softball/little league baseball fields in the Village.

New Park and Recreation Development

As Pulaski continues to experience new residential development south of Crest Drive (CTH B) and west of STH 32, there will be a need over the long-term to create a new neighborhood park. The park should be of the scale of a Behrendt or Kazimierz Park of approximately one to two acres and include a playground, picnic benches, and planted trees. A park in this area will help to create a neighborhood focal point where one does not currently exist. The Village should initiate discussions with the landowner and/or developer early in the platting process to indicate Village interest in developing a park in the area. The park location could be sited in conjunction with the determination of appropriate areas for village-owned stormwater management facilities.



Administrative Processes

In addition to the aforementioned physical improvements to Pulaski parks and recreation facilities, there are certain administrative processes that should be undertaken. One of the most important administrative processes is to review the Village's older playground equipment against the public playground safety standards from the U.S. Consumer Product Safety Commission. The Public Playground Safety Handbook¹ is published by the U.S. Consumer Product Safety Commission and provides a clear identification of best practices for local municipalities to evaluate their playground equipment.

In order to qualify for Wisconsin Department of Natural Resources Knowles-Nelson Stewardship Grant program, a community must have an outdoor recreation plan that is updated at least once every five years. The Village will need to start the process to update this plan in four years to ensure Pulaski's eligibility for the Stewardship program does not lapse.

Implementation

This section identifies the recommended action plan for implementing recreational facility needs, and priorities identified in the previous section of this Plan. The implementation plan is based on the analysis of community needs, as well as the inventory of existing facilities. Combined with Level of Service standards, the implementation plan reaffirms the strategies for the improvement of future parks and recreation facilities for the Village of Pulaski. Many of the identified recommendations (repainting, reroofing, etc.) could be completed within a summer provided adequate time and funding is allocated. Other recommendations may take a couple of years to establish, such as the planting of vegetative buffers along the Middle Branch of the Little Suamico River, replanting dead or dying evergreens in Pulaski Veterans Memorial Park, or replacing old playground equipment with equipment that meets modern safety standards.

The Village is already in the process of updating its park facilities. Specific projects include adding restrooms to the Knights of Columbus Shelter at the Polka Grounds, replacing the enclosed shelter and restrooms on the east end of Pulaski Veterans Memorial Park, and improving the drainage and backstops at the baseball and softball fields also at Pulaski Veterans Memorial Park. The Village should be commended for undertaking these much needed improvements.

¹ Public Playground Safety Handbook. U.S. Consumer Product Safety Commission, 2015. <https://www.cpsc.gov/s3fs-public/325.pdf>.

Over the next twenty years, the Village of Pulaski is projected to add almost another 850 residents to its population, which alone will increase activity within its existing parks. However, it is important to keep in mind that not just Pulaski residents utilize the Village’s parks. Through the school district’s PACE program, children and adults of many of the surrounding communities also use Pulaski’s parks and recreation facilities, thereby significantly increasing the overall population of park and recreation users. The impacts of new residents combined with growing populations in the surrounding communities means the Village of Pulaski must ensure its existing and planned park and outdoor recreation facilities remain up to date and adequate to meet the anticipated increased demand.

Priority Implementation Recommendations

Figure 8-6 is a matrix that identifies priority implementation activities recommended within this Plan. The implementation activities are assigned to each park as high, medium, or low priorities. However, even though an activity may be labeled as low, the fact that it is specifically identified indicates its importance. The section following the implementation matrix indicates potential funding sources outside of village property tax levy for park and outdoor recreation improvements.

Figure 8-6: Park and Outdoor Recreation Plan Implementation Matrix

Park	Priority	Recommendation
Behrendt Park	High	Install a curb cut and ramp from Park Street to the park.
	Medium	Replace old climbing structures with modern climbing structure that meets safety standards.
	Medium	Install a paved path from the new curb cut to the playground equipment.
	Low	Build a small, open air shelter with picnic tables.
	Low	Repaint worn playground equipment.
Kazimierz Park	Medium	Replace old climbing structure with modern climbing structure that meets safety standards.
	Low	Repaint worn playground equipment.
Glenbrook Park	High	Establish a 20-foot buffer of native plantings to filter sediments and pollutants from the South Branch of the Little Suamico River.
	High	Install informational signage regarding the benefits of vegetative buffers.
	Medium	Install a small climbing structure and park bench.
Dr. V.J. Shippy Park	Medium	Repave the asphalt path through the park.
	Medium	Review older playground equipment and surfaces to determine if it meets modern safety standards.
	Low	Add a few feet of vegetated buffer to the Middle Branch of the Little Suamico River.

Park	Priority	Recommendation
Pulaski Community Park	High	Remove the existing fishing dock, and if necessary, replace it with a floating pier that is removed for the winter months.
	Medium	Improve pedestrian accessibility on the park access road and Brown County Line Road.
	Medium	Evaluate options for placement of new little league/softball fields within the community park.
	Medium	Evaluate potential areas of the community park for future little league/softball fields.
	Medium	Prepare a business plan to determine the direct and indirect costs and benefits associated with the development of a campground.
	Low	Plant trees along the shoreline to shade some of the water during the summer months and create structure habitat for young game fish and prey fish.
	Low	Avoid development within the existing woodlands on site and create a vegetated buffer along the banks of the Middle Branch of the Little Suamico River.
	Low	Support efforts to keep the “pickle ponds” as critical natural habitat areas.
Pulaski Veterans Memorial Park	High	Cover raised/exposed concrete footings in the playground areas.
	High	Develop a wheelchair accessible path to access playground equipment where pea gravel exists.
	High	Resink any raised/bent screws on Red Raider Court.
	Medium	Repaint the wooden bleachers and picnic tables.
	Medium	Reroof and repaint the accessory sheds and dugouts.
	Medium	Repaint worn playground equipment
	Medium	Lower the fences along the first and third base lines and outfield on the baseball and softball fields where there are gaps between the fence and ground.
	Low	Fill and seed low spots that hold water after rain storms.
	Low	Work up and fill the sand volleyball court and tighten the net.
New Parks	Medium	Evaluate potential locations for a new 1-2 acre-park south of Crest Drive (CTH B) and west of STH 32 to serve newly developing neighborhoods.

Park	Priority	Recommendation
Administrative Processes	High	Review older playground equipment against U.S. Consumer Product Safety Commission Public Safety Handbook standards.
	Medium	Evaluate the potential need and administrative effort necessary for a park impact fee to provide park and recreation opportunities in concert with new development.
	Low	Maintain an open line of communication with the Pulaski Community School District and PACE program to ensure Pulaski residents continue to have opportunities for recreational programming.
	Low	Survey Pulaski residents regarding existing and future park and outdoor recreation opportunities.
	Low	Coordinate with neighboring communities regarding joint use or funding of park and recreation facilities and/or programming.
	Low	Review the Wisconsin Statewide Comprehensive Outdoor Recreation Plan for broad recreation trends.

Funding Options

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 foundations and state, and federal agencies that could assist the Village of Pulaski with park land acquisition or development. Typically grant programs require a local match. However, the local match may usually 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, financing mechanisms, and application deadlines and should be carefully reviewed before applying. Identified on the following pages are a number of programs that may be particularly applicable to the Village of Pulaski for park land acquisition and/or development.

Wisconsin Department of Natural Resources

The Wisconsin Department of Natural Resources offers a number of grant programs through the umbrella of the Knowles-Nelson Stewardship Program that can be used to provide additional recreational opportunities to residents of the Village of Pulaski. The Stewardship program is broken down into three state subcategories and two federal subcategories on the same application. Both the state and federal programs listed below are heavily weighted toward the acquisition of environmentally significant areas, as opposed to the purchase of playground equipment or other development activities. The Village should contact the Northeast Region Office of the WDNR to determine eligibility and availability if the Village decides to pursue any of the following grant programs. The application deadline is typically May 1 of each year, depending upon funding being provided within the biannual state budget. The subcategories are listed below:

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 sensitive 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.

Stewardship -Acquisition of Development Rights

Funds are available to acquire development rights (easements) in areas where restrictions on new residential, industrial, or commercial development would enhance nature-based outdoor recreation.

Land and Water Conservation Fund (LAWCON)

LAWCON is a federal program funded through the WDNR on the same application form as Stewardship Program grants. 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)

RTA is a federal program funded through the WDNR on the same application form as Stewardship Program grants. 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.

Other Sources

Local Park Impact Fees

According to the UW-Extension Center for Land Use Education, *“An impact fee is a financial tool available to Wisconsin cities, villages, and towns to pay for anticipated capital costs associated with new development. Capital costs refer to the one-time cost of construction, expanding, or improving physical, public facilities...”*² An impact fee is typically charged as a fee on new development to pay for the impacts, in this case park and recreation facility impacts, of that new development. However, in order to create a park impact fee, the Village must first prepare a needs assessment and adopt an ordinance that meets the requirements of Chapter 66.0617 Wis. Stats. The needs assessment must document the rational basis for the need for new, expanded, or improved park facilities resulting from new development. According Chapter 66.0617(6), impact fees:

- Shall bear a rational relationship to the need for new, expanded, or improved park facilities that are required to serve land development;
- May not exceed the proportionate share of the capital costs that are required to serve land development, as compared to existing uses of land within the municipality;
- Shall be based upon actual capital costs or reasonable estimates of capital costs for new, expanded or improved park facilities;
- Shall be reduced to compensate for other capital costs imposed by the municipality with respect to land development to provide or pay for park facilities, including special assessments, special charges, land dedications, or fees in lieu of land dedications under Chapter 236 Wis. Stats or any other items of value;
- Shall be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the park facilities for which the impact fees are imposed.
- May not include amounts necessary to address existing deficiencies in park facilities;

² *Planning Implementation Tools – Impact Fees.* UW-Extension Center for Land Use Education, 2008. Accessed 2/1/2017. https://www.uwsp.edu/cnr-ap/clue/Documents/PlanImplementation/Impact_Fees.pdf.

- Shall be payable by the developer or the property owner to the municipality in full upon the issuance of a building permit by the municipality.

Once a park impact fee ordinance is in effect and the local municipality has started collecting the fee, each fee must be spent within ten years of its collection, or it must be refunded to the payee with interest. A municipality may extend the deadline by three years if the municipality adopts a resolution with detailed findings that specifies extenuating circumstances or hardships that led to the need for the extension. Should the Village of Pulaski decide to implement a park impact fee, it is critically important the Village has a detailed tracking system in place to account for the funds received and the timeline within which they must be spent.

Private and Non-Profit Partners

There are a number of national organizations and private foundations that provide funding and/or expertise to assist communities in getting their residents, and in particular kids, more active. Since the programs are national in scope, the grants are highly competitive, and should be well-thought out prior to preparing an application. One organization that specializes in helping communities build playgrounds is KaBOOM! – According to their website, (<https://kaboom.org/>) KaBOOM! is a national non-profit organization dedicated to bringing balanced and active play into the daily lives of all kids, particularly those growing up in poverty in America. KaBOOM! offers a range of options for communities, including financial and technical assistance with playground design and community build programs.

Donations

As traditional governmental funding sources become increasingly scarce, it is imperative that the Village search for creative and dynamic methods of financing projects identified in the Park Plan. These can include donations, endowment funds, foundations, volunteer support, and partnerships with community businesses, organizations and residents.

CHAPTER 9

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 school district, surrounding communities, Brown, Shawano, and Oconto Counties, the state, and other units of government. Working cooperatively is especially important since many issues, such as transportation improvements and stormwater runoff, do not recognize municipal boundaries.

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

The Village of Pulaski is located entirely within the boundaries of the Pulaski Community School District. The district has three schools within the Village of Pulaski: Glenbrook Elementary School, Pulaski Middle School, and Pulaski High School. As discussed in the Utilities and Community Facilities chapter, the student population of the district is growing at a slow, but steady pace. There is adequate space within the existing buildings to accommodate this growth for the near future.



Considering the anticipated growth in residential development within the Village of Pulaski, it is critical that the School District and Village Board maintain an open line of communication. The Village should inform the School District administration of any relatively large residential developments as early in the review and approval process as possible to allow the School District adequate time to assess the potential impact on its facilities and prepare any options necessary to handle an increase in student population. An open line of communication is also necessary to address any roadwork that could impact school bus routes.

Should the School District need to expand existing facilities or build new facilities in the future, 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 lots on the sides or behind the buildings to ensure the buildings provide a presence along the street and create a safe walking or biking path to the school.

The Pulaski Area Community Education (PACE) program is a very unique partnership between a municipal unit of government and a school district. Through the PACE program, the School District provides recreation programming for community members at both school district and village-owned buildings and facilities thereby maximizing usage of these resources. The Village and School District should continue this cooperative effort to provide recreation opportunities for their residents.

Adjacent Communities

The Village of Pulaski is located within three counties (Brown, Shawano, and Oconto), and adjoins the Towns of Angelica, Chase, Maple Grove, and Pittsfield. Figure 9-1 depicts the Village of Pulaski and the neighboring town and county jurisdictions.

Brown County Town of Pittsfield

The Town of Pittsfield is adjacent to all the Village of Pulaski's municipal boundaries that are in the Brown County portion of the Village. Many Town residents utilize businesses, services, religious institutions, recreation facilities, and schools that are located within the Village of Pulaski, and therefore depend on a healthy, growing Village to continue to meet their daily needs. As discussed in the Land Use chapter, annexation by Pittsfield landowners into the Village of Pulaski is a possibility as the Village continues to grow, particularly along Crest Drive.

The Town of Pittsfield Comprehensive Plan identifies the area around the Village of Pulaski as a "Primary Residential Development Area" with planned business development south of what was then the Village boundary along STH 32. Since the Plan was adopted, the property owner within this area has annexed to the Village of Pulaski, and experienced additional commercial and residential growth. If new residential development is allowed by the Town in this area, it should be sited in such a manner that will allow for the efficient connection to public sewer and water utilities, should it be annexed in the future. Specific recommendations would include locating homes relatively close to the roads to minimize lateral lengths, positioning homes in a manner that would allow for the existing lot to be split into smaller lots, and ensuring new lot splits are consistent with a planned future development pattern.

For both communities to be able to reach their development goals, the Town of Pittsfield and the Village of Pulaski should consider discussions regarding a comprehensive boundary agreement that encourages efficient growth for the Village and long-term stability for the Town. Even if a boundary agreement cannot be reached, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved. Development in the Town will continue to impact the Village, and future annexations and development in the Village will continue to impact the Town. Therefore, both communities must work together in order to minimize the negative impacts and accentuate the positive impacts that development could have on each other.

Shawano County Towns of Angelica and Maple Grove

The Shawano County Towns of Angelica and Maple Grove adjoin the western municipal boundary of the Village of Pulaski. STH 160 serves as the boundary between the two towns. Similar to residents of the Town of Pittsfield, many residents of the Towns of Angelica and Maple Grove utilize businesses, services, religious institutions, recreation facilities, and schools that are located within the Village of Pulaski, and therefore depend on a healthy, growing Village to continue to meet their daily needs. As discussed in the Land Use chapter, annexation by Angelica and Maple Grove landowners into the Village of Pulaski is a possibility as the Village continues to grow, particularly along Crest Drive and through planned expansions of the North Business Park.

The Town of Angelical Comprehensive Plan Future Land Use Map identifies the lands between Deer Drive and STH 160 from the wester Village boundary to approximately STH 29 as "Agricultural Transition". The Town of Maple Grove Comprehensive Plan Future Land Use Map identifies the area of the Town northeast of the intersection of Crest Drive and Green Valley Road also as Agricultural Transition. The comprehensive plans further define Agricultural Transition areas as, "...an overlay category designed to identify certain lands in proximity to developed areas, to be preserved in mainly agricultural and open space uses until such time as more intensive development may be appropriate."¹ The Angelica Plan identifies potential cooperation with the Village of Pulaski on planning the area and possibility of joint industrial development, while the Maple Grove Plan focuses more on ensuring non-farm

¹ 2008 Town of Angelica Comprehensive Plan, Page 55, Vandewalle & Associates.
http://www.co.shawano.wi.us/j_shawano/pu/adopted_comprehensive_plan.pdf

development in the area not impede the orderly development of the area when more intensive development is planned.

The Towns of Angelica and Maple Grove should consider discussions with Pulaski regarding a comprehensive boundary agreement that encourages efficient growth for the Village and long-term stability for the Towns. Even if a boundary agreement cannot be reached, the three communities should try to meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved. Activities in the Towns will continue to impact the Village, and future annexations and development in the Village will continue to impact the Towns. Therefore, all three communities must work together in order to minimize the negative impacts and accentuate the positive impacts that development could have on each other.

Oconto County Town of Chase

The Oconto County Town of Chase adjoins the northeastern part of the Village of Pulaski from STH 32, around the Village boundary to Brown County Line Road in the east. The portion of the Village that is in Oconto County is primarily agricultural or natural areas associated with the Pulaski Community Park. There are no Village of Pulaski residents residing in the Oconto County portion of the Village. Similar to residents of the Towns of Angelica, Maple Grove, and Pittsfield, many residents of the Town of Chase utilize businesses, services, religious institutions, recreation facilities, and schools that are located within the Village of Pulaski, and therefore depend on a healthy, growing Village to continue to meet their daily needs.

The Town of Chase Comprehensive Plan, adopted in 2008, identifies future residential growth northeast of the Village to South Chase Road and continuing east to the Town of Little Suamico. Similar to planned residential growth in the Town of Pittsfield adjacent to the Village of Pulaski, as new residential development is allowed by the Town in this area, it should be sited in such a manner that will allow for the efficient connection to public sewer and water utilities, should it be annexed in the future. Specific recommendations would include locating homes relatively close to the roads to minimize lateral lengths, positioning homes in a manner that would allow for the existing lot to be split into smaller lots, and ensuring new lot splits are consistent with a planned future development pattern.

The Town of Chase Comprehensive Plan also identifies an area for future commercial development immediately north of the Village boundary along STH 32 to the South Chase Road intersection. A significantly larger area of future commercial development is planned along Yurek Road to CTH S. In order to ensure quality commercial development within the Town as well as in the Village, site plan and design review standards consistent with the Village of Pulaski should also be utilized by the Town of Chase.

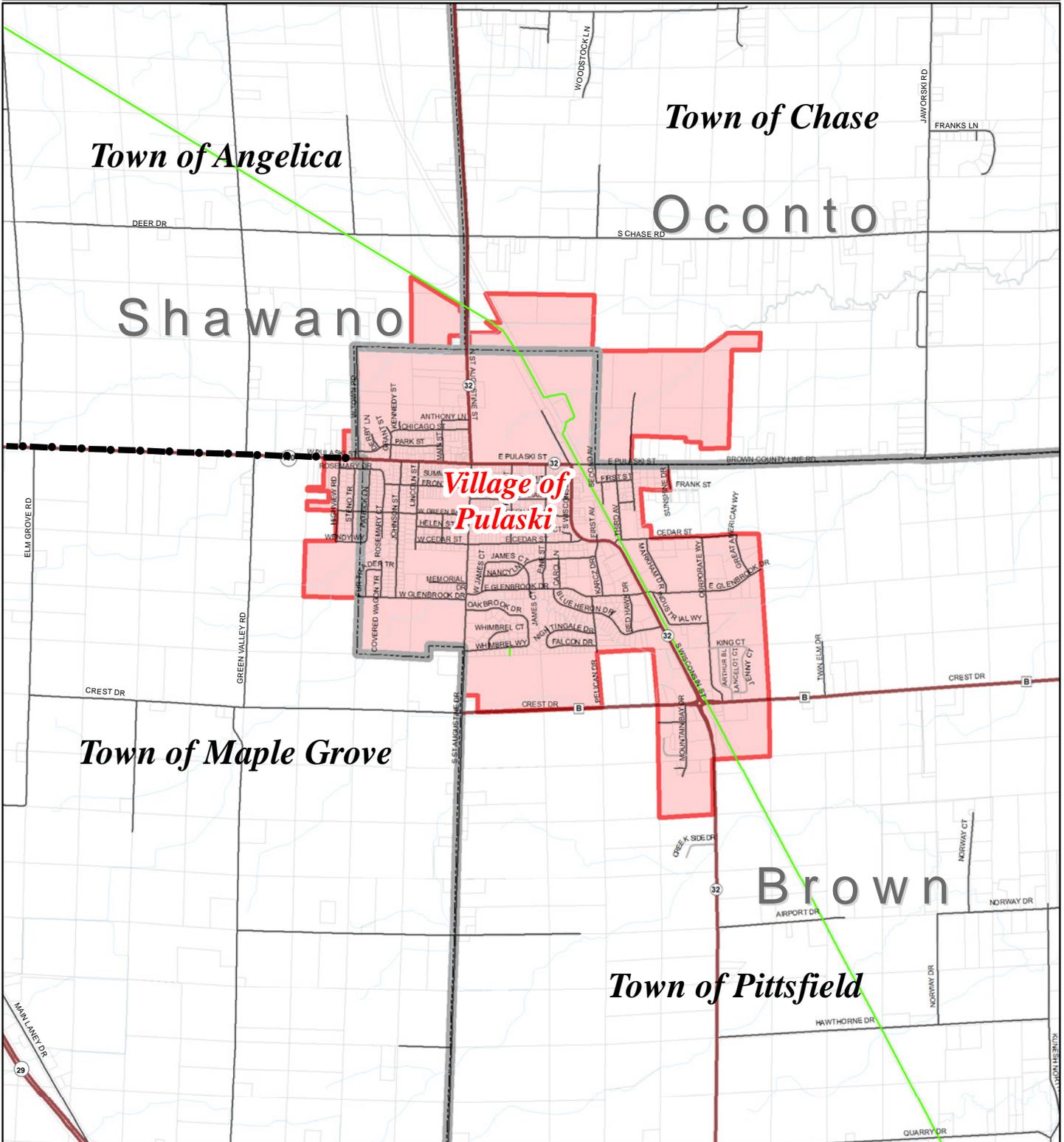
For both communities to be able to reach their development goals, the Town of Chase and Village of Pulaski should consider discussions regarding a comprehensive boundary agreement that encourages efficient growth for the Village and long-term stability for the Town. Even if a boundary agreement cannot be reached, the two communities should meet at least once a year to discuss other opportunities for cooperation or issues that could be resolved. Development in the Town will continue to impact the Village, and future annexations and development in the Village will continue to impact the Town. Therefore, both communities must work together in order to minimize the negative impacts and accentuate the positive impacts that development could have on each other.



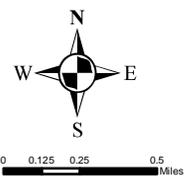
Figure 9-1

Jurisdictional Boundaries

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



-  Village of Pulaski
-  County Boundary
-  Town Boundary (Where no county boundary)



Other Entities

Brown County

The four Brown County departments that currently have the most significant presence in the Village are Brown County Public Works Department, Brown County Library, Brown County Parks Management, and Brown County Planning and Land Services Department.

Public Works

The Brown County Public Works Department's activities are generally limited to CTH B (Crest Drive) along the south side of the Village. CTH B serves as an important route for many students traveling to and from Pulaski High School. With the increasing development activity south of CTH B, and the development of the athletic fields on the north side of CTH B, it can generally be expected that traffic will continue to increase, as well the potential for conflicts between vehicles, bicyclists, and pedestrians.

As CTH B is scheduled for maintenance and eventual reconstruction, it is important that early in the design process the Village conveys to Brown County Public Works specific attributes of the street the Village wants to see in a completed project. The streets should be reconstructed in a manner that is sensitive to the existing and planned land uses within the area. This may include such facilities as a roundabout at CTH B and South St. Augustine Street, sidewalks, multi-use trails, bicycle lanes, crosswalks, and curb bump-outs as identified in this Comprehensive Plan. Any facility improvement will need to be coordinated with Brown County, the Town of Pittsfield and potentially the Town of Maple Grove, as well as the Village of Pulaski.

Brown County 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 its Comprehensive Plan should the Village have a need for professional assistance in updating its zoning code or subdivision ordinance, or other project-based planning efforts.

Brown County Parks Management

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.

Brown County 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. The Village should continue to coordinate with the Brown County Library Board to evaluate the potential for moving the library into the former Franciscan Publishing building, should adequate funding be available.

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 administers the Shawano County shoreland ordinance, and should any lands be annexed into the Village of Pulaski, Pulaski will at a minimum continue to administer the standards set forth in the Shawano County shoreland zoning ordinance.

State of Wisconsin

Wisconsin Department of Transportation (WisDOT)

The Village and Wisconsin Department of Transportation have been working closely to determine the appropriate design for STH 32 from the downtown to the southern Village boundary. As discussed extensively in the Transportation and Land Use chapters, STH 32 should be urbanized in a manner consistent with the Village's small-town character. This would include an urbanized cross section with sidewalks, pedestrian-scale lighting, and a street facility that is able to move vehicular traffic while still being comfortable for residents to walk or bike. As the reconstruction project moves closer to starting, it will be critical for the Village to remain in close contact with WisDOT.

Wisconsin Department of Natural Resources (WDNR)

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.

Intergovernmental Issues/Opportunities

Annexation/Boundary Agreements

As is the case across the state, annexation is the most likely contentious issue between the Village of Pulaski and its neighboring towns. Absent a boundary agreement, it is important to note that annexation is a power that the State of Wisconsin has granted to incorporated communities. In order for the Village of Pulaski to continue to grow, it is possible that annexations will need to occur from the surrounding towns in the future. Annexations are generally initiated by property owners through a petition to an incorporated municipality 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 request on its own merits. Considerations Pulaski should review when deliberating potential annexations include:

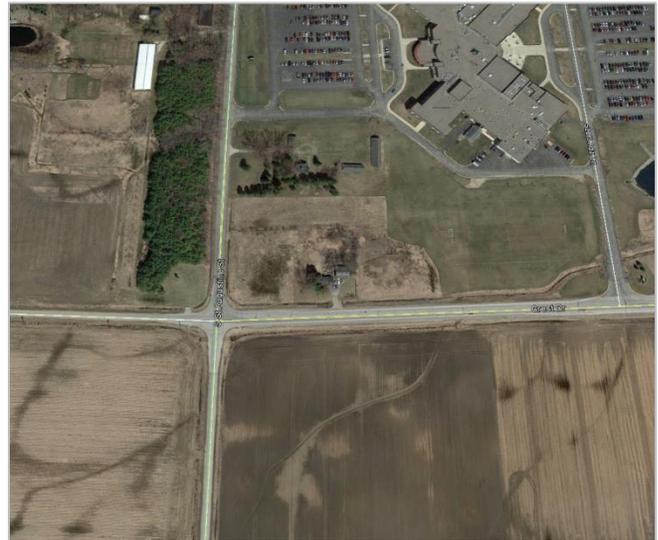
- Consistency with the Village's Comprehensive Plan.
- Degree of contiguousness to the Village.
- Degree of compactness.
- Ability to be efficiently served by public utilities and community services from the Village.
- Potential for employment creation or retention opportunities.
- Potential for major economic development opportunity.

The Village of Pulaski and its neighboring Towns should 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, as well as willing to give certain things up.

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 neighboring 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 multiple employment opportunities for their residents.

Crest Drive (CTH B) and South St. Augustine Street Intersection

The intersection of Crest Drive (CTH B) with South St. Augustine Street experiences heavy traffic flow during high school start and end times, as well as before and after sporting events at Pulaski High School. The future land use map for the Village identifies this intersection as needing safety improvements. However, the intersection is located outside of the Village boundaries in the Towns of Pittsfield and Maple Grove, and split between Brown and Shawano Counties. Therefore, in order to come to any agreement on improvement design and financial responsibilities will take a significant amount of intergovernmental coordination among the various units of government. The Village should initiate discussions with Brown County Public Works, Pulaski Community School District, the Town of Pittsfield, and the Town of Maple Grove to determine a future vision for the intersection, and then start to discuss options for financing the improvement.



Intergovernmental Cooperation Tools

A guide produced by the Wisconsin Department of Administration, “Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan²,” identifies a number of tools that the Village of Pulaski has at its disposal to improve intergovernmental cooperation. The document groups the many cooperation tools into four general categories. The categories are:

1. Cooperating with Services.
2. Cooperating with Regulations.
3. Cooperating by Shared Revenue.
4. Cooperating with Boundaries.

Although not all of the tools identified in the sections are applicable to the Village of Pulaski, the guide describes a number of options that the Village could utilize to promote intergovernmental cooperation with neighboring communities or districts and potentially generate cost savings for each participant. Cooperation and efficiencies

² A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan, Wisconsin Department of Administration, June, 2002. <http://www.doa.state.wi.us/documents/DIR/Comprehensive%20Planning/Element-Guides/Intergovernmental-Cooperation.pdf>

gained with neighboring communities and overlapping jurisdictions has become increasingly important as municipalities continue to deal with very constrained budgets.

Summary of Recommendations

Pulaski Community School Districts

- Support PACE sponsored recreational programming by coordinating Village park facility availability.
- Support the development of sidewalks on primary 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.
- Begin discussions regarding the intersection of Crest Drive (CTH B) and South St. Augustine Street.

Neighboring Towns of Angelica, Chase, Maple Grove, and Pittsfield

- Maintain open lines of communication regarding development activity and opportunities for coordination.
- Evaluate the potential for comprehensive boundary agreements.
- Develop similar site plan and design review ordinances to ensure quality new development within and outside of the Village.
- Begin discussions regarding the intersection of Crest Drive (CTH B) and South St. Augustine Street.

Brown County

- Work closely with Brown County Public Works regarding future urbanization of CTH B (Crest Drive) from South St. Augustine Street to STH 32.
- Continue to utilize Brown County Planning Commission staff as a resource for project-based planning, zoning, and land division projects.
- Coordinate with Brown County Parks Management regarding the need for any potential improvements to the Mountain-Bay State Recreational Trail.
- Continue to work with the Brown County Library Board on the potential relocation of the library into the former Franciscan Publishing building.
- Begin discussions regarding the intersection of Crest Drive (CTH B) and South St. Augustine Street.

Oconto County

- Inform Oconto County early in the process of any proposed annexations into the Village.

Shawano County

- Inform Shawano County early in the process of any proposed annexations into the Village.

Wisconsin Department of Transportation (WisDOT)

- Continue to coordinate with WisDOT regarding the urbanization of STH 32 from the downtown to the southern Village limits.

Wisconsin Department of Natural Resources (WDNR)

- Submit Chapter 8 – Park and Outdoor Recreation Plan of this document to the WDNR for certification as the Village’s park plan for purposes of applying for Knowles-Nelson Stewardship Grants.

CHAPTER 10

Implementation

The completion of this Comprehensive Plan update should be celebrated as a significant milestone in providing guidance for the future 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 the Village of Pulaski 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 it is identified as an action step at all indicates 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.

Land Use

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. Within the Village of Pulaski Code of Ordinances, the Zoning Ordinance is found in Chapter 51 and also includes subsections related to parking, fences, outdoor storage, and site plan/design review.

It is important to note that the Future Land Use Map 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 Planning Commission and Village Board should utilize the Plan’s goals, objectives, and recommendations to formulate a sound basis for zoning decisions. Identifying the rationale for the decision based on the Comprehensive Plan provides for much more defensible position, should the decision be challenged.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	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.	Zoning Administrator, Village Planning Commission, Village Board	Board of Appeals	Ongoing
High	Revise the Village's sign ordinance to reflect the limitations on sign regulations created by the 2015 U.S. Supreme Court's Reed v. Town of Gilbert decision.	Zoning Administrator, Planning Commission	Brown County Planning Commission	2017
Medium	Reduce or eliminate the Village's parking standards for the downtown to reflect the realities of limited parking in these areas, and maximize the value associated with developed parcels of land in the downtown.	Zoning Administrator, Village Planning Commission	Village Public Works Team Leader, Brown County Planning	2019
Medium	Develop a new zoning district that would permit the mixture of businesses and industry desired for the North Business Park	Zoning Administrator, Village Planning Commission, Village Board	Brown County Planning	2018

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Develop a commercial and industrial buildings maintenance code to maintain surrounding property values.	Zoning Administrator, Building Inspector, Village Planning Commission	Village Board, Business Leaders	2020
Low	Develop a build-to line within the B-1 Central Business District to avoid new buildings being setback from the street.	Zoning Administrator, Village Planning Commission	Brown County Planning	2020
Low	Review the Village’s zoning code to determine if there continues to be a need for three different single family residential districts, or the need for permitted/conditional use modernization.	Zoning Administrator, Village Planning Commission	Village Board, Brown County Planning	2021

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. The Village of Pulaski Chapter 53 – Subdivision and Platting and Chapter 21 – Land Division and Subdivision Ordinance of the Brown County Code of Ordinances govern land divisions within the Village of Pulaski. Brown County Code Chapter 21 only applies to the portion of the Village within Brown County. Oconto and Shawano Counties do not regulate land divisions within incorporated municipalities.

Action Steps:

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.	Zoning Administrator, Village Planning Commission, Village Board	Brown County Planning	Ongoing
Low	Review the Village’s land division ordinance to ensure it continues to meet the needs of the Village of Pulaski.	Village Planning Commission	Zoning Administrator, Village Engineer	2022

Site Plan and Design Review Ordinance

The Village of Pulaski regulates site plans and design in Chapter 51.29 of the Code of Ordinances. As described in Section 51.29, the ordinance applies to situations when a building permit is required for a proposed new building or additions to a building. The ordinance serves as method of ensuring new development meets minimum site planning and design guidelines in addition to all applicable zoning, stormwater management, utility, signage, and related requirements.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Review the ordinance as currently listed in the online Chapter 51 to ensure it is the most recently adopted ordinance.	Village Clerk	Zoning Administrator	2017
Low	Review the site plan and design review ordinance to ensure it is consistent with the direction of the Comprehensive Plan and continues to meet the goals of the Village.	Village Planning Commission	Zoning Administrator, Village Public Works Director, Village Engineer	2018

Official Map

An Official Map is a regulatory tool utilized by a community to project and record future municipal improvements, authorized under Chapter 62.23(6) of the Wisconsin Statutes. It is commonly used to identify existing and planned streets, 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. The Village of Pulaski does not currently have an adopted official map, although an official map would be useful if the Village decides to identify future collector street connections.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Develop an official map to identify future road connections.	Village Board, Village Planning Commission	Village Engineer, Village Public Works Team Leader	2020

Capital Improvements Program

Another important device for comprehensive plan implementation is development and utilization 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 Pulaski's 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.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Low	Review the Comprehensive Plan for major public works projects and incorporate them into a 5-10 year CIP.	Village Public Works Team Leader, Village Board	Village Treasurer, Village Engineer	2018

Building Regulations

The Village of Pulaski enforces building regulations through Chapter 54 and Chapter 55 of the Code of Ordinances. Ensuring buildings are properly maintained is critical to keeping Pulaski a visually welcoming destination for its residents and visitors.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Develop a property maintenance code to address substandard buildings and such issues as sanitation, yard maintenance, weed control, and building deterioration	Building Inspector, Village Board	Village Administrator, Village Attorney	2018
Medium	Provide information to Village residents regarding Brown County's Housing Rehabilitation Loan Program for low and moderate income households.	Building Inspector, Village Clerk	Brown County Planning Commission	Ongoing
Low	Contact Green Bay-based Options for Independent Living to obtain information regarding visitability improvements to new homes and provide the information to builders and developers.	Building Inspector		2019

Outdoor Park and Recreation Facilities

The Comprehensive Plan includes the Village of Pulaski Park and Outdoor Recreation Plan as Chapter 8. The Plan identifies a number of maintenance and improvement projects, as well as the development of a new park west of Mountain-Bay Trail. In order to fund such improvements, the Village should work with the developers at time of subdivision of the future residential areas, evaluate the implementation of a park impact fee, utilize Internet crowdsourcing and local non-governmental fundraising, and investigate charitable foundations as potential outside sources of funding for development of existing parks.

In terms of future parks, the Wisconsin Department of Natural Resources provides matching grants through the Knowles-Nelson Stewardship program to help fund park and recreation land purchases, provided the proposed project is identified in a locally adopted park and recreation plan. A park and recreation plan must be updated at least once every five years for a community to be eligible to apply for Stewardship funds.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
High	Continue to coordinate with WDNR and Brown County regarding the Mountain-Bay State Recreational Trail.	Public Works Team Leader	WDNR, Brown County Parks Management	Ongoing
Medium	Continue coordination and communication with the Pulaski Community School District regarding park and recreation facility usage and programming.	Village Board	School District Board and Superintendent	Ongoing
Low	Update the Village's Outdoor Recreation Plan and submit to the WDNR to renew Village eligibility for WDNR Stewardship grants.	Village Planning Commission	Brown County Planning, local service groups	2022
Low	Evaluate the implementation and administration of a park impact fee.	Village Attorney	Public Works Team Leader, Village Clerk, Village Treasurer	2018

Erosion and Stormwater Control Ordinances

Communities adopt erosion and stormwater control ordinances to limit the impact of development on stormwater 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. Stormwater management requirements for new development are discussed briefly in Chapter 53 – Subdivision and Platting and Chapter 51 – Site Plan and Design Review of the Pulaski Code of Ordinances.

As discussed in Chapter 6 – Utilities and Community Facilities of this Plan, the Village of Pulaski should consider the development of a stand-alone stormwater management ordinance to address both new facilities, as is currently accomplished through Chapters 51 and 53 of the Village Code, and also address any maintenance or functionality issues with previously constructed stormwater management facilities. Furthermore, as with all services, there is a cost to the Village to properly maintain these facilities. The Village should continue to utilize the stormwater utility to capture fees from all properties that contribute stormwater to the Village’s stormwater collection and treatment system.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Develop and adopt a standalone stormwater management plan and ordinance that addresses new and existing facilities.	Village Board	Village Engineer, Public Works Team Leader	2020
Low	Keep abreast of potential changes to state and federal laws pertaining to stormwater management.	Village Engineer	Village Board	Ongoing

Intergovernmental Cooperation

Intergovernmental cooperation is a hallmark of the comprehensive planning law. The planning process identified 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.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Open discussions with the neighboring Towns to discuss ongoing boundary issues and opportunities for cooperative efforts.	Village Board	Village Attorney	2018
Low	Continue to maintain open lines of communication with surrounding communities and the school district to discuss issues or opportunities of common concern.	Village Board	School District Superintendent, School Board	Ongoing
Low	Stay informed of current events at the county, region, and state levels that may impact the Village.	Village Board	Brown County Planning	Ongoing

Comprehensive Plan

With adoption of this Comprehensive Plan update, the Village will continue to meet the requirements of Section 66.1001 Wis. Stats., which requires all communities that have zoning, land division, official map, or shoreland zoning regulations to have a comprehensive plan in place that is updated at least every ten years. 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.

Action Steps:

Priority	Action Step	Responsible Party/Dept.	Other Partners/Resources	Timeframe
Medium	Set aside one Planning Commission meeting every other year to review the Comprehensive Plan and make sure it continues to meet the Village's vision and needs.	Village Planning Commission	Zoning Administrator	2018
Low	Update the Comprehensive Plan as warranted and completely revise it at least once every 10 years.	Village Planning Commission	Village Board, Brown County Planning	2026

Funding

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 and loan programs administered by local and state agencies, including the Brown County Planning Commission, Wisconsin Department of Administration (WDOA), Wisconsin Economic Development Corporation (WEDC), Wisconsin Department of Natural Resources (WDNR), and Wisconsin Department of Transportation (WisDOT). At the federal level, the Environmental Protection Agency (EPA), Department of Agriculture–Rural Development (USDA-RD), and the Department of Commerce–Economic Development Agency (EDA) all provide various sources of funding that may be applicable to the Village of Pulaski

Most state and federal grant programs require a local match. However, the local match may typically 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. The WEDC maintains a comprehensive list of state aid programs, which may be found at <http://inwisconsin.com/community/assistance/>.

Additionally, the Wisconsin Department of Administration facilitates the federal Community Development Block Grant (CDBG) program for communities within the State of Wisconsin. This funding is for communities (non-entitlement) that do not already receive a pre-determined allocation of federal CDBG funding from the U.S. Department of Housing and Urban Development (HUD). Specific CDBG grant programs include those dedicated to public facilities (CDBG-PF), economic development (CDBG-ED), public facilities for economic development (CDBG-PFED), and planning (CDBG-PLNG). The CDBG program has very strict income, application, and administration requirements that may require the utilization of a consultant. The Village of Pulaski should contact WDOA staff to discuss the possibility of utilizing CDBG funding prior to hiring a consultant or preparing an application.

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, etc.). Therefore, if the Village's Comprehensive Plan is to remain a useful document, the Plan should be regularly reviewed to ensure it reflects the conditions present at the time and any changes and developments that may have occurred over the last year. The following section identifies the process by which the Village of Pulaski may amend the Comprehensive Plan.

Action Steps:

1. The public should be notified and provided an opportunity to comment on proposed amendments to the Comprehensive Plan. The Village will consider neighborhood opinion in evaluating how a proposed amendment would meet the amendment criteria. Options for soliciting public opinion could include such actions as direct mail survey forms, neighborhood meetings, public notices, website postings, 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 interest, based on a review of the 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 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 strip commercial development.

- Provide uses that are consistent with the small town character of the Village.
 - Create 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.
 - Provide adequate transportation, waste disposal, or other public services.
 - Provides a significant economic development opportunity and broadening of the Village's economy.
- c. Changes demonstrate that a substantial change in circumstances has occurred since the original designation.
 - d. Scope of Review. The review and evaluation of proposed Comprehensive Plan map changes consider both the likely and possible future use of the site and associated impacts.
 - e. Cumulative Impacts. The review of individual Comprehensive Plan map or policy amendments also evaluates 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 may prepare a brief annual report. If prepared, the 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 with other governmental agencies and neighboring communities to get their input regarding how their community activities relate to the recommendations of the Comprehensive Plan.
 5. The Village should complete a formal review of the entire Comprehensive Plan at least once every five years. 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 least once every ten years, the plan should be reviewed and updated using a formal process that may include a full citizens advisory committee in addition to the Village Planning Commission.

APPENDIX A

Village of Pulaski Citizens Participation Plan

CITIZEN PARTICIPATION PLAN FOR THE VILLAGE OF PULASKI COMPREHENSIVE PLAN AND PARK PLAN UPDATE

The 2016 Village of Pulaski Comprehensive Plan and Park Plan Update process will include several public participation components. These components are summarized below:

Press Release

The Brown County Planning Commission (BCPC) will prepare a sample press release and provide it to the Village of Pulaski for dissemination to applicable traditional and social media.

Village-Wide Visioning Session

At the beginning of the process, a Village-wide invite will be prepared and sent to Village residents to invite them to a visioning session to obtain their input into how the Village should develop over the next 20 years. The visioning session will be facilitated by BCPC staff with tables of 8-10 residents per staff member.

Pulaski Planning Commission

The Pulaski Planning Commission (Planning and Zoning) will serve as the primary steering committee for the comprehensive plan update. The planning commission will review data, draft chapters, and other materials for inclusion into the updated comprehensive plan. All comprehensive plan update agenda items will be discussed during publicly posted meetings. All meetings are open to the public and the public is encouraged to attend.

Public Open House Meeting

When the draft plan update has been compiled, at least one public open house meeting will be held to present the key updated sections and findings of the plan. Meeting participants will also have the opportunity to discuss the recommendations with planning staff and planning/zoning members and suggest modifications to be considered during the statutory review period.

Service Group Meetings

Upon request, Brown County will present the process and findings of the comprehensive plan update to Pulaski-area service groups, trade associations, or other governmental agencies.

Village of Pulaski Website

All draft chapters will be placed on the Village of Pulaski website for public review.

Other Locations for Draft Chapters

Additional draft chapters will be available upon request from the Brown County Planning Commission. Please call (920) 448-6486.

Public Hearing

Following the open house meeting and a recommendation of approval from the Pulaski Planning Commission (Planning and Zoning), a public hearing will be held at the Village Hall to receive additional input on the comprehensive plan update.

Adjacent Governmental Jurisdictions

Neighboring governmental jurisdictions will receive via email or notice of posting on the Village's website, all agendas and minutes of the meetings, when the comprehensive plan is on the agenda.

Village Board Meeting for Adoption

Following the public hearing, the draft plan update and feedback from the public hearing will be presented to the Village Board for action at a regular Village Board meeting.

APPENDIX B

Village of Pulaski Planning Commission Resolution

PULASKI PLANNING AND ZONING COMMISSION RESOLUTION # 1181-17

RECOMMENDING ADOPTION OF THE
2017 VILLAGE OF PULASKI COMPREHENSIVE PLAN UPDATE

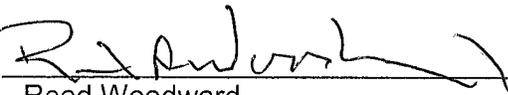
WHEREAS, the Village of Pulaski Planning and Zoning Commission has developed the 2017 Village of Pulaski Comprehensive Plan Update to guide and coordinate decisions and development within the Village in accordance with Chapter 66.1001 of the Wisconsin Statutes; and

WHEREAS, the comprehensive plan was prepared by the Brown County Planning Commission in accordance with the contract with the Village of Pulaski; and

WHEREAS, several public meetings were held to obtain public input during the development of the comprehensive plan during 2016 and 2017, and these meetings included a Village-wide visioning session, monthly planning and zoning commission meetings, and a future open house meeting and public hearing to be held prior to Village Board consideration.

NOW, THEREFORE, BE IT RESOLVED, that the Village of Pulaski Planning and Zoning Commission recommends to the Pulaski Village Board the adoption of the 2017 Village of Pulaski Comprehensive Plan Update.

Approved this 16th day of August, 2017

By 

Reed Woodward

Village of Pulaski Planning and Zoning Commission Chair

Ayes: 7

Nays: 0

Absent: 1

APPENDIX C

Pulaski Village Board Adoption Ordinance

Village of Pulaski
Brown, Shawano and Oconto Counties, Wisconsin

Ordinance No. #556-17

ADOPTING THE 2017 VILLAGE OF PULASKI COMPREHENSIVE PLAN UPDATE

WHEREAS, Secs. 62.23(2) and (3), Wis. Stats., authorize the Village of Pulaski to adopt or amend a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2), Wis. Stats.; and

WHEREAS, the Village Board of the Village of Pulaski, Brown, Shawano and Oconto Counties, Wisconsin adopted written procedures designed to foster public participation in every stage of the preparation of its comprehensive plan update as required under Sec. 66.1001(4)(a), Wis. Stats; and

WHEREAS, the Village of Pulaski Planning Commission adopted, by majority vote, a resolution recommending Village Board adoption of the document entitled "2017 Village of Pulaski Comprehensive Plan Update," containing all of the elements specified in Sec. 66.1001(2), Wis. Stats.; and

WHEREAS, the Village of Pulaski Planning Commission held an open house meeting to obtain public input into the draft plan on September 20, 2017; and

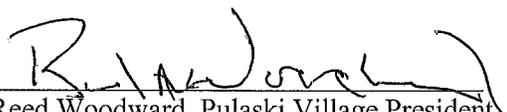
WHEREAS, the Village of Pulaski held a public hearing on October 2, 2017, regarding the adoption of the comprehensive plan update in compliance with Sec. 66.1001(4)(d), Wis. Stats.

NOW THEREFORE, the Village Board of the Village of Pulaski, Brown, Shawano and Oconto Counties, Wisconsin, does hereby, by adopting this ordinance, adopt the document entitled "2017 Village of Pulaski Comprehensive Plan Update" pursuant to Sec. 66.1001(4)(c), Wis. Stats.; and

NOW THEREFORE, FURTHERMORE, this ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and on the day after its publication pursuant to Sec. 60.80 (3), Wis. Stats.

Adopted this 2nd day of October, 2017

APPROVED:



Reed Woodward, Pulaski Village President

ATTEST:



Karen Ostrowski, Pulaski Village Clerk

Ayes: 7

Nays: 0

Date of publication: October 11, 2017