

# VILLAGE OF OSCEOLA PLAN COMMISSION MEETING

**Date:** September 3, 2024  
**Time:** 6:00 p.m.  
**Place:** Large Conference Room (Rm 205), 310 Chieftain Street, Osceola WI 54020

## AGENDA

1. Call the meeting to order
2. Approval of agenda
3. Approval of minutes
  - a. August 6, 2024
4. Public input and ideas (Limit 3 minutes per speaker)
5. Discussion and possible action re:
  - a. November 5<sup>th</sup> meeting date to be moved – Election Day
  - b. Chapter 9 Comp Plan Discussion
  - c. Pinnacle Development Concept Plan
  - d. Impact Fees and Needs Assessments
6. Future agenda items and updates
7. Adjourn

**NOTE:** It is possible that members of other governmental bodies of the municipality may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility. No action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice.

Please note that, upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, contact Village Hall at (715) 294-3498.

# PLAN COMMISSION MEETING PROCEEDINGS

## August 6, 2024

The Plan Commission of the Village of Osceola met on August 6, 2024, to hold a regular monthly meeting. Brad Lutz called the meeting to order at 6:00 p.m.

Present: Brad Lutz, Kim O'Connell, Chelsea Kruse, Dennis Tomfohrde, Mike Sine, Rob Bullard and

Absent: Bill Chantelois V

Others present: Devin Swanberg, Tanya Batchelor and several others from public.

Motion to approve the agenda was made by Sine, second by Bullard.

Motion passed 6-0

Motion to approve the minutes of the previous meeting, July 2, 2024, as presented, was made by O'Connell, second by Tomfohrde.

Motion passed 6-0

### **Presentation of Comprehensive Plan – Emily Herald, MSA**

Emily gave a brief review of the Comprehensive Plan.

### **Public Comment period and Plan Commission Review**

O'Connell asked if the Village has extra-territorial agreements in place outside the village 1.5 miles. If not, he suggested looking into that. He also had concerns that no overlay districts are shown. Chapter 9, Land Use still needs heavy review. The future land use map isn't quite right south of town. Compatibility standards listed, he felt do not make sense.

Other Commission members made comments and asked questions.

Tom Killilea of 401 River Street read several comments regarding the Comprehensive Plan.

Sam Schillace of 407 Ridge Road – asked the Planning Commission to consider the mine in Farmington Township.

Holly Walsh of 405 Ridge Road – voiced concerns about high density residential in her area. Apartment buildings are fine, but not 40 units.

### **Discussion and possible action re:**

#### **Ridge Road Concept Development by CE Wurzer**

Swanberg explained the proposed development and staff has reviewed and given their recommendations to the developer. Justin Wurzer answered questions about the development. The project includes 6 additional 12 plexes. There is a potential for use of TID funds for the road and infrastructure. Motion by Sine to recommend the Village board enter into discussions with CE Wurzer for a purchase and development agreement for PID#165-00582-0300, seconded by Kruse.

Motion passed 5-0 O'Connell Abstained

#### **Easement off 8<sup>th</sup> Ave – Shane Twohy**

Shane Twohy explained that he owns 892 Maple Drive and has a house on that lot. He also owns the lot behind 892 Maple Drive and has access to it thru an easement on Schilberg Park property. He would like to improve access in anticipation of development. Shane presented an old plat showing an easement for East 8<sup>th</sup> Avenue that the Village has no intention of building. Other property owners abutting this 8<sup>th</sup> Street easement have personal items located on village property. Shane has checked into having a gravel

road constructed to his property, which would need to be engineered so it doesn't affect the drainage in that area. The Planning Commission directed Devin to locate the survey pins or property perimeter for the 8<sup>th</sup> Avenue easement.

### **Cemetery Survey and Discussion**

Ron Jaspersen, President of Mount Hope Cemetery Association, read a letter to the Commission. The recent survey found that .33 acres of cemetery property is being used by the Village and they would like to sell it to us. The surveyor has not set the pins so lines could be adjusted. The survey company will set the pins when we decide the final lines. Discussion followed. Motion by Lutz to recommend Village Board enter negotiations with Mount Hope Cemetery Association to purchase .33 acres the Village is currently using, seconded by Bullard. Motion passed 5-0 Lutz abstained

### **Future Agenda Items**

O'Connell requested to have Impact Fees and needs assessment on the September agenda. These would be effective January 1, 2025.

The meeting was adjourned at 7:47 p.m.

Minutes Respectfully submitted by Tanya Batchelor, Village Treasurer

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**To:** Osceola Plan Commission  
**From:** Brian Wiedenfeld, Comprehensive Plan Lead Planner  
**Subject:** September 3<sup>rd</sup> Plan Commission Meeting – Comprehensive Plan Update  
**Date:** August 29, 2024

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MSA will be attending your September 3<sup>rd</sup> meeting to provide an update on Osceola’s Comprehensive Plan. At the meeting we intend to review the following items:

1. **Land Use Chapter Revisions.** A copy of the revised comprehensive plan land use chapter is included in your packet along with the draft land use map exhibits of the plan. Please review the contents of this document and note any edits to discuss during the meeting; if any questions arise after the meeting, **please email [bwiedenfeld@msa-ps.com](mailto:bwiedenfeld@msa-ps.com)**. Important discussion items to cover regarding revisions include but are not limited to:
  - a. Wisconsin Zoning Enabling Act and Smart Growth Law
  - b. Discussion on Compatibility Standards
  - c. Expectations of the St. Croix Riverway Management Zones
2. **Next Steps.** MSA will finalize the draft comprehensive plan document, incorporating any feedback from this meeting. After a final public hearing draft version is produced, the Village will post a digital copy of this draft to its website as well as send the draft to neighboring jurisdictions as noted in the Public Participation Plan. The Village will also be responsible for posting a Class 1 notice at least 30 days prior to the Public Hearing held for review of the comprehensive plan draft and recommendation of the plan by the Plan Commission for approval by the Village Board. MSA will attend the public hearing meeting virtually on **November 5<sup>th</sup>**.



# CHAPTER 9

## LAND USE



## INTRODUCTION

The Land Use chapter outlines the Village of Osceola's vision for sustainable development and community well-being through effective land use planning. It aims to strike a balance between residential, commercial, industrial, and recreational land uses while preserving open spaces and protecting environmentally sensitive areas.

### Issues and Opportunities

- **Downtown Revitalization:** The Downtown is the center of the community. Renewed investment is needed to improve the area's aesthetic, business climate, and community feel.
- **Balanced Neighborhoods:** The Village is seeking healthy, balanced neighborhoods that feature a mix of housing types and community amenities like shops, daycare facilities, public spaces, and other businesses.

### Voices from the Community

- The importance of preserving natural resources was heard throughout the engagement process. Osceola residents desire development that preserves natural and agricultural resources while providing ample space needed for residential, commercial, civic, and industrial uses.
- There is a desire for new dining, shopping, and entertainment opportunities within the Village. At the same time, new development and redevelopment projects should respect the existing architectural character of the community.
- While the future of the former Osceola Medical Center property is yet to be determined, many respondents would like to see the site utilized and serve the Downtown area.



## LAND USE GOAL #1

**Promote balanced neighborhoods throughout the Village.**

### Strategies

1. Provide a mix of housing types that accommodate every stage of life (see also Housing goals and strategies).
2. Use the Village development review processes to promote land use compatibility.
3. Develop and implement design standards that encourage efficient development patterns, interconnected streets, and limited use of cul-de-sac streets.
4. Encourage the use of passive solar heating and photovoltaic power generation in building and neighborhood design.
5. Explore opportunities to develop more housing through public-private partnerships, TIF funds, and other state and federal housing incentives.



## LAND USE GOAL #2

**Encourage development through effective collaboration and efficient development review.**

### Strategies

1. Foster collaboration between property owners and developers to encourage successful property development and investment. Provide support and resources when necessary to ensure sustainable and beneficial outcomes for both the community and developers.
2. Ensure the development review process for new land uses complies with design standards and safety standards for all modes of transportation. Streamline the process to enhance efficiency, effectiveness, and consistency in reviewing and approving new development proposals.
3. Provide up-to-date online guidance materials outlining the Village's development and application process for residents and developers.
4. Regularly update the development review process and factor in feedback from stakeholders, including developers, residents, and professionals involved in the planning and construction industry.
5. Simplify application procedures, reduce processing timeframes, and enhance clarity in design standards and traffic safety requirements.
6. Complete a full review and update of the Village's zoning code and establish an interactive GIS database to track zoning districts and parcel information.

## LAND USE GOAL #3

**Create places that are vibrant, attractive, and unique, especially along the Chieftain and Cascade Street Corridors and Downtown.**

### Strategies

1. Continue the collaboration between the Village, Osceola Area Chamber and Main Street Organization, local businesses, and the Downtown BID to strengthen and enhance downtown.
2. With Downtown BID and Village support, implement streetscaping improvements, wayfinding signage, placemaking, and connectivity strategies to make Downtown Osceola and other commercial areas unique, memorable, and attractive.
3. Encourage the development of compact, carefully planned, mixed-use activity centers that include shopping, employment, housing, recreation, and community gathering opportunities.
4. Encourage infill development of vacant or underutilized lands or buildings, including at the former Osceola Medical Center site.
5. Develop a marketing plan to aid in the recruitment of downtown businesses and visitors. Program additional community activities for all ages to attract residents to events year-round.
6. Evaluate current zoning policies to ensure that traditional design concepts are promoted and sites, buildings, and structures with architectural, historical, and cultural significance within the Village are preserved.
7. Identify potential funding sources to help implement downtown improvements, such as the Polk County Economic Development Corporation programs, West Central Wisconsin RPC programs, TIF funds, Main Street Bounceback, CDI, or Vibrant Spaces Grants (WEDC), Housing Loan Programs (WHEDA), and public/private partnerships.

## LAND USE GOAL #4

**Ensure new development is consistent with community character and vision and protects important natural and cultural resources.**

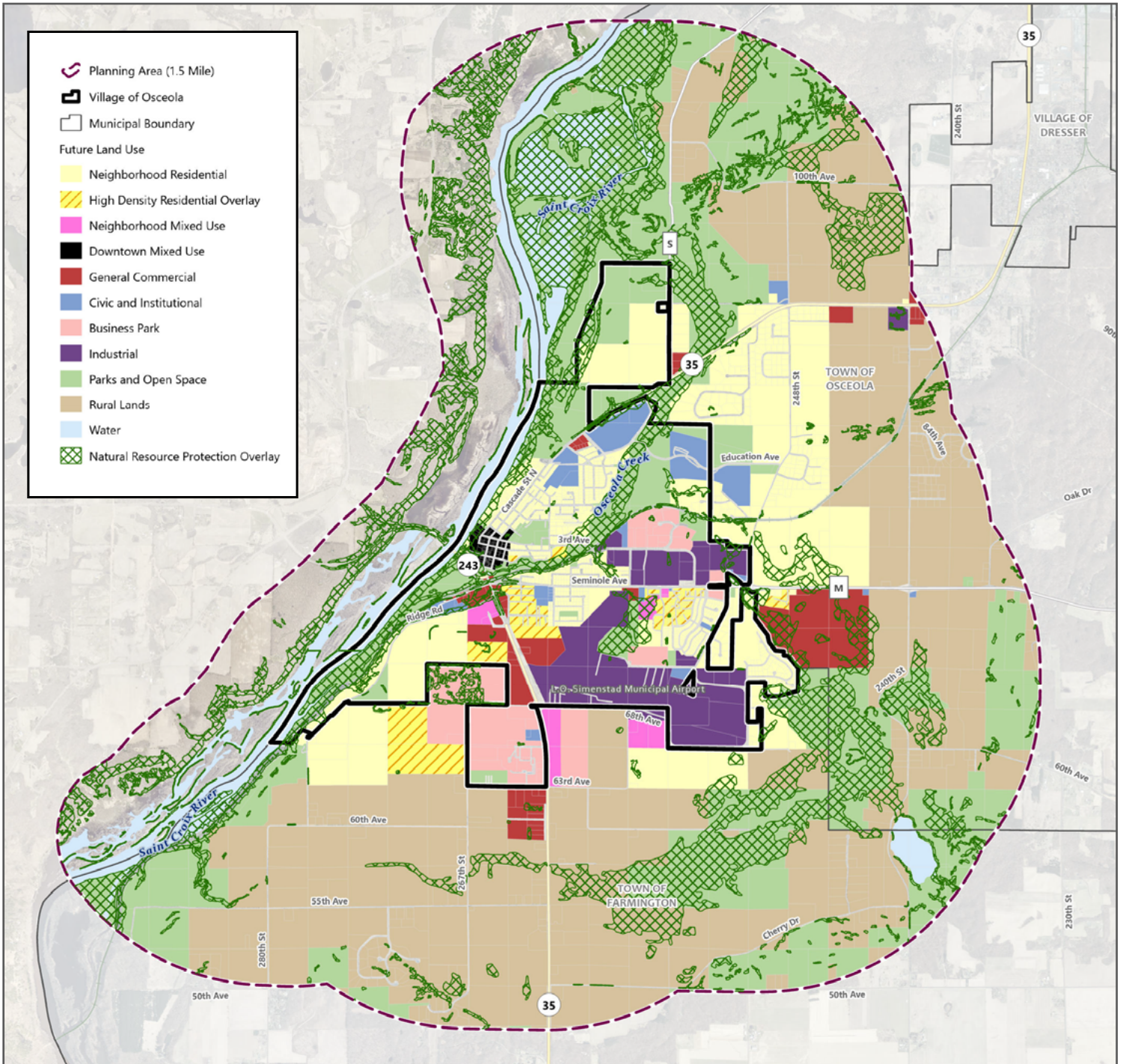
### Strategies

1. Adopt policies to promote a safe and efficient network of pedestrian routes between new neighborhoods and existing Village amenities.
2. Ensure new development within the Village's jurisdiction efficiently use public services and infrastructure.
3. Encourage development formats and building designs that support adaptive reuse as markets shift and demand changes.
4. Protect and respect natural resources and systems in all development decisions. Create landscaping and stormwater management guidelines for future development that responsibly considers natural resources.
5. Work cooperatively with surrounding jurisdictions (Town of Osceola, Village of Dresser, Town of Farmington) to manage future growth along the Village's fringe.





## FUTURE LAND USE MAP



## USING THE FUTURE LAND USE MAP

The Future Land Use Map contains different land use categories that together illustrate the Village’s land use vision. These categories, including explanation of the Village’s intent, zoning, design, and development strategies for each, are described in this section.

The Future Land Use Map presents recommended future land uses for the Village of Osceola and its extraterritorial jurisdiction. This map and the associated policies form the basis for land development decisions and are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map and the corresponding plan text.

## STATEMENT OF INTENT & TYPICAL USE

The future land use categories identify areas by their primary intended uses, character, and densities (herein described as “Statement of Intent & Typical Uses”). These classifications are not zoning districts they do not establish binding performance criteria for land uses (i.e. setbacks, height restrictions, etc.) nor are they intended to list every possible use that may be permitted within the future land use class classification. Parcels on the Future Land Use Map are identified by their primary intended uses; however, some of the parcels on the map have yet to be platted or subdivided. The Village recognizes that detailed site planning to identify precisely how larger unplatted parent parcels (herein referred to as “unplatted new development areas”) may be subdivided, zoned, and developed is outside of the scope of this plan.

The Village may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development with-in these areas. The Village may also require that developers create neighborhood plans and parks for these areas prior to submitting requests for rezonings or preliminary plats.

## POTENTIALLY ACCEPTABLE ZONING DISTRICTS

The future land use classifications identify those existing Village of Osceola Zoning Districts that are “consistent” within each future land use category (herein described as “Potentially Acceptable Zoning Districts”). The list of potentially acceptable zoning districts will be used by the Village to confirm whether requests for rezoning of property are generally consistent with this plan.

## EFFECT ON ZONING

Land use and design policies in this plan should be considered during all development processes, especially in land division and rezoning or zoning ordinance amendment processes when consistency with the plan is a statutory requirement. Where development is proposed under existing zoning regulations, including any Planned Unit Development districts, the regulations of existing zoning supersede policies in this plan.

## OVERLAY & MANAGEMENT ZONES

Osceola has a number of overlay zones which further restrict existing zoning ordinances, including the Airport Overlay Zone and the St. Croix Riverway Management Zone: Conservation, River Town, and Small Town Historic Management Zones. These areas are presented in Appendix D and described in the Osceola Village Ordinances. New developments must adhere to these overlay districts that supersede both suggested land use policies and zoning ordinances.

## BEST PRACTICE DESIGN STRATEGIES

The Best Practice Design Strategies listed within each category are provided to help developers and Village officials make design decisions during the development process consistent with the intent of the future land use category and the general desire for high quality site and building design. These strategies may be used to help determine whether to approve rezoning, conditional use permit, site plan, or planned unit developments. The illustrations and photos are not an exhaustive list of best planning practice and do not constitute the whole means by which high quality site and building design can occur.

The identification of future land use categories and potentially acceptable zoning districts does not compel the Village to approve development or rezoning petitions consistent with the future land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, its potential effect on Village transportation infrastructure, Village resources and ability to provide services to the site, and the phasing of development, before any development applications are approved. In addition, it is not anticipated that all areas suggested for future (re) development on the Future Land Use Map will develop or be rezoned for development immediately following adoption of this Comprehensive Plan. In some cases it may be years or decades before (re) development envisioned in the plan occurs due to market conditions, property owner intentions, and Village capability to serve new (re)development.

## AMENDING THE FUTURE LAND USE MAP

It may, from time to time, be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See Implementation section for a description of the procedural steps for amending any aspect of this plan. The following criteria should be considered before amending the map:

### Compatibility

The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing residential neighborhoods.

### Natural Resources

The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. The proposed development will not result in undue water, air, light, noise pollution or soil erosion.

### Transportation

The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety concerns for motorists, bicyclists, or pedestrians.

### Ability to Provide Services

The provision of public facilities and services will not place an unreasonable financial burden on the Village.

### Public Need

- There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change.
- The proposed development is likely to have a positive social and fiscal impact on the Village.
- The Village may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

### Adherence to Other Portions of this Plan

The proposed amendment/development is consistent with the general vision for the Village, and the other goals and strategies of this plan.



## FUTURE LAND USE CATEGORIES

This section includes a description of each of the Future Land Use Plan categories. These categories include recommended land uses (e.g. residential, commercial, industrial), and land use densities (i.e. dwelling units per net acre). All zoning decisions, land divisions, utility extensions, capital improvement projects, and related land development activities and decisions should be consistent with the recommendations of the Future Land Use Plan.

### FLU CATEGORIES:

- Neighborhood Residential (NR)
- High-Intensity Residential Overlay (HIR)
- Neighborhood Mixed-Use (NMU)
- Downtown Mixed-Use (DMU)
- General Commercial (GC)
- Civic & Institutional (CI)
- Industrial (I)
- Business Park (BP)
- Parks & Open Space (POS)
- Rural Lands (RL)
- Natural Resource Protection Overlay (NRP)

### NEIGHBORHOOD RESIDENTIAL (NR)

**Potentially Acceptable Zoning Districts:** Residential Districts (R-1 through R-3 and RU), Public Institution District (PI), and General Commercial District (B-1).

**NR** areas provide a mix of housing types, civic uses (e.g., place of worship, social service clubs, etc.), existing neighborhood commercial, and daycare facilities. Most of the area designated as **NR** is or will be used for single family homes, but a variety of other housing types are appropriate within this designation, including duplex, town home, and small multi-unit apartments/condos. Mixed use areas often serve as a buffer between residential neighborhoods and higher intensity commercial, industrial, or transportation areas. The purpose of the **NR** designation is to achieve balanced neighborhoods while also ensuring compatibility between differing housing types and forms. The following policies include design guidelines to ensure compatibility:



*Example of Single Family Housing  
Source: Realtor.com*

1. Housing will be one to two-and-a-half stories in height with residential densities in most places of up to 8 units per net acre (excluding streets, parks, outlots, etc.).
2. In new neighborhoods, the creation of a detailed neighborhood plan and/or Planned Unit Development Zoning is strongly encouraged to identify specific locations for various housing types and densities.
3. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.
  - a. **Accessory dwelling units** should be permitted in any single-family housing district.
  - b. **Duplex units** are appropriate for a neighborhood under the following conditions:
    - i. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.



- ii. In the middle of a block between single family detached homes, if substantially similar to other homes along the street in massing, architectural character, total garage doors, and driveway width.
  - iii. As a transitional use when facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.
- c. Townhomes or rowhouses with up to 4 contiguous units** are appropriate in any neighborhood, as follows:
- i. When facing or adjacent to a commercial use, large institutional use, or residential use of equal or greater intensity.
  - ii. When facing a public park or permanent green space.
- d. Small multi-unit buildings with up to 4 units per building or Cottage Cluster** may be appropriate in any neighborhood, evaluated on a case-by-case basis, if ALL the following apply:
- i. As a transitional use, if any of the facing or adjacent uses are commercial, large institutional, or residential of equal or greater intensity.
  - ii. Where facing or adjacent to single-family homes along the same street, the setbacks will be no less than the minimum allowed in the facing or adjacent single-family zoning district and the buildings will employ architectural techniques to reduce the apparent size of the building.
  - iii. There must be off-street parking consistent with City ordinance and on-street parking adjacent to the lot to accommodate visitors.
  - iv. If approved either through the Planned Unit Development (PUD) zoning process or Conditional Use Permit (CUP) process.



*Example of Cottage Cluster housing*

- e. **Larger multi-unit buildings exceeding 4 units or 10 units per net acre** have a place in balanced neighborhoods. These more intensive forms are generally most appropriate close to major streets, mixed-use areas, or commercial areas to provide convenient, walkable access to shopping, restaurants, and other amenities. This plan identifies specific sites for such housing. Properties that are either already intensely developed, or are suitable for more intensive development, have been identified as High-Intensity Residential (HIR) Overlay on the Future Land Use Maps, and additional policies apply.

## HIGH INTENSITY RESIDENTIAL OVERLAY (HIR)

### Potentially Acceptable Zoning Districts:

Multifamily Residential District (R-3)

**HIR** Overlay identifies properties or areas in the Neighborhood Residential (NR) future land use areas that are suitable for higher-intensity residential development. The objective is to provide a mix of housing types to provide for balanced neighborhoods, while mitigating negative impacts to existing or planned low-intensity residential areas. For the purposes of this overlay, low-intensity residential includes single-family and duplex. In general, higher-intensity residential use consists of townhomes, cottage clusters, and small multi-unit buildings. It is closer to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to shopping, restaurants, and other amenities.

1. This classification is intended to function as an overlay district with Neighborhood Residential as the underlying future land use classification.
2. High-intensity residential development in the NR areas are expected to range from 8-40 units per net acres (excluding streets, parks, outlots, etc.).
3. Intensive residential development will require special attention to the design where the use adjoins less intense residential development per the recommended Residential Compatibility Standards outlined below, or as required in the City's zoning ordinance (should the ordinance be amended to include standards). Standards identified in the zoning ordinance shall supersede those outlined below.

### Compatibility Standards

**A. Purpose.** These standards provide a proper transition and compatibility between low-intensity residential development and more intense multi-unit residential and mixed-use development. For purposes of this section, low-intensity residential development shall mean single-family, duplex, and townhome / small multi-unit buildings (4 or less units).

**B. Applicability.** These residential compatibility standards should apply to all new multi-unit residential and/or mixed-use development of three-stories or larger and/or any development requiring a Planned Development (PD) zoning approval located on land abutting or across a street or alley from low-intensity residential. These standards do not apply to development governed by an existing General Development Plan (GDP), but they may be considered if a GDP is amended, especially as they pertain to aspects of the development that are proposed for revision in the amendment.

**C. Compatibility Standards.** All development subject to this section should comply with the following standards:

1. **Use Intensity.** In developments with multiple buildings/uses with varying intensities, the development should locate buildings/uses with the least intense character (e.g., lower heights,

fewer units, parks) nearest to the abutting low-intensity residential development.

2. **Building Height.** The height of the proposed structure(s) should not exceed thirty-five (35) feet in height adjacent to a low-intensity lot for a distance of:
  - a. Fifty (50) feet of a single-family or duplex lot.
  - b. Twenty-Five (25) feet of any other low-intensity residential lot (i.e., structures with 3+ units).
3. **Bulk and Mass.** Primary facades abutting or across a street or alley from low-intensity residential development should be in scale with that housing by employing the following strategies:
  - a. Varying the building plane setback, a minimum of two (2) feet at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable facade should vary its building plane, at a minimum, every 50 feet.
  - b. Providing a gable, dormer, or other change in roof plane at an interval equal or less than the average lot width of the applicable low-intensity residential uses. For example, if a block of single-family lots is across the street from the development with an average lot width of 50 feet, the applicable roofline should vary, at a minimum, every 50 feet (measured at the roof eave).
4. **Architectural Features.** The following features should be encouraged in street-facing facades:
  - a. Porches or porticos
  - b. Balconies
  - c. Dormers
  - d. Gables
  - e. Bay Windows
  - f. Door and Window Ornamentation which may include surrounds, pediments, lintels and sills, hoods, and/or shutters.

5. **Garages.** Attached garages should not face or open towards the street. If this is not attainable, garages should be sufficiently screened and face the street with the highest intensity of adjacent uses (if on a corner lot).
6. **Parking.** Parking areas that are visible from the street and located in the building front lot setback should provide buffering at a minimum height of thirty-six (36) inches above the parking surface. Buffering can consist of landscaping, berms, fences/walls, or a combination of these.
7. **Refuse Areas.** Dumpsters should be placed behind the building with opaque or semi-opaque screening (at a minimum, a chain link with fabric screening). If the refuse area cannot be placed behind the building, a wood fence or wall, at least six (6) feet in height, should be required. Additional landscaping around trash enclosures is encouraged.

## NEIGHBORHOOD MIXED USE (NMU)

**Potentially Acceptable Zoning Districts:** Residential Districts (R-1 through R-3 and RU), General Commercial District (B-1), Community Business District (C-2), Public Institution District (PI), and Conservancy District (CD).

**NMU** areas are intended to provide a unique mix of neighborhood commercial, medium- to higher-density residential, institutional and park uses. Areas identified as **NMU** often serve as a buffer between residential neighborhoods and higher intensity commercial, industrial, or transportation areas. Residential is also a component of the **NMU** district - both in mixed use developments and as stand-alone multi-unit residential developments. These parcels usually are located along or adjacent to a local arterial or collector street. The purpose of the **NMU** category is to provide flexibility in determining the most appropriate mix of complementary land uses near single-family neighborhoods.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with adjacent neighborhoods. Typically, residential densities in NMU areas will be 12-40 units per net acre (excluding streets, parks, outlots, etc.) but can fall below this range with single-family and duplex homes.
2. While both residential and nonresidential uses are accommodated within this mixed-use district, not every building in a mixed-use district needs to include both residential and non-residential uses. Nonresidential development within NMU areas should be service and retail to support surrounding residential use.
3. A building footprint should not be more than 15,000 square feet, except buildings providing a community use (e.g., library). When larger commercial uses are present, the building should still be designed with extra care to ensure compatibility with the surrounding neighborhood. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.
4. Uses requiring heavy semi-truck deliveries or those that would generate significant traffic, odor, or noise nuisances for surrounding properties, particularly during early mornings, evenings or weekends, should be prohibited.

5. New buildings in NMU areas are expected to be one to four stories in height with a preference towards multi-story buildings.
6. Gas stations are discouraged in NMU areas. If proposed, the development should be designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area (e.g., placing gas canopy behind the building, substantially screening parking and paved areas, etc.).
7. Buildings in NMU areas should be oriented towards streets with minimal setback from the public sidewalks.
8. Private off-street parking should be located primarily behind buildings, underground, or shielded from public streets by liner buildings or substantially landscaped.
9. Outdoor storage of raw materials should be prohibited, and outdoor display of retail merchandise should be minimized.



## **DOWNTOWN MIXED USE (DMU)**

### **Potentially Acceptable Zoning Districts:**

Multifamily Residential District (R-3), Urban Single-Family District (RU), General Commercial District (B-1), Community Business District (C-2), Public Institution District (PI), and Conservancy District (CD).

**DMU** category represents the entirety of Downtown Osceola, and accommodates a wide variety of employment, service, retail, government, entertainment, and residential uses mostly in multi-story buildings. Much of the DMU area is inclusive of the Wisconsin Main Street District identified in Appendix D. The general intent of the **DMU** area is to preserve the architectural character of the historic commercial district, while providing higher density and intensity of uses befitting the central commercial district. The core blocks fronting on the main street should continue to maintain buildings with their front facades built to the edge of the public sidewalk.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with other relevant plans/documents.
2. Typically, residential densities in DMU areas will be 20-40 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to four stories tall. This density recommendation excludes homes on lots of record within the original plat of the Village.
3. DMU is best suited for mixed use developments with first-floor retail, service and office users, and destination businesses (e.g., restaurants, bars, and entertainment venues). Office users may locate on the street level; however, upper-level office use is preferred on the main street.
4. Continue to require the architecture of any new development in the downtown to be compatible in terms of architectural character and materials within the corresponding block face.



## GENERAL COMMERCIAL (GC)

**Potentially Acceptable Zoning Districts:** Highway Commercial District (B-2) and Community Business District (C-2).

**GC** areas provide the Village's population with a wide range of retail goods and services, including professional offices and daycare facilities. Commercial areas include highway-oriented uses and "heavy" commercial uses with appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.).

1. Commercial areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. While commercial areas tend to be auto-oriented, changes to commercial development that improve walking, biking, and transit access are encouraged.
3. Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping.
4. There is no limit on the size of establishments that may be constructed within a Commercial area, but all uses should be compatible with the density and scale of the surrounding development.
  - a. For example, areas along an arterial roadway or near a highway intersection are generally better suited for larger retail uses. Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. Such uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.



## CIVIC & INSTITUTIONAL (CI)

**Potentially Acceptable Zoning Districts:** Public Institution District (PI)

*Permitted or Conditional use in most of the Village's residential and commercial zoning districts.*

**CI** areas include schools, community centers, cemeteries, government facilities, railroads, utilities, and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

1. Larger uses should be located on or near an arterial or collector street and be designed so that high volumes of traffic will not be drawn through local neighborhood streets.
2. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages adjacent to and within larger public & institutional areas.
3. If a parcel planned for Institutional use is vacated by that use and another use is proposed, the Village may approve an alternative use without amending this plan if the proposed use is similar to and compatible with adjacent uses.

## BUSINESS PARK (BP)

**Potentially Acceptable Zoning Districts:** General Commercial District (B-1), Community Business District (C-2), and Light Industrial District (I-1).

**BP** areas provide the Village’s population with a wide range of employment opportunities, including heavy commercial and light industrial uses. These include corporate offices, business offices, research facilities, laboratories, medical clinics/hospitals, light manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. Though not considered detrimental to the surrounding area or to the community as a whole, they are high-traffic areas that are not generally compatible with residential or small-scale commercial activities.

1. Business Park areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.
2. Business Park areas are high-traffic, including freight vehicles, but generally lack the nuisance odors, sounds, etc. that are typical of I land uses. As such, they can often be buffered from less-intense uses through large yards and landscaping. Entrance, parking, loading, and storage areas should be screened from public streets and directed away from residential and other less-intense land uses.
3. There is no limit on the size of establishments that may be constructed within a Business Park area, but all uses should be compatible with the density and scale of the surrounding development.

## INDUSTRIAL (I)

**Potentially Acceptable Zoning Districts:** Light Industrial District (I-1) and General Industrial District (I-2).

**I** areas accommodate manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include “nuisance” uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The Industrial designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the BP designation, I areas generally have a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.).

1. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.
2. Architectural, site design, and landscaping features within I areas may be less extensive than in BP areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets.

## PARKS & OPEN SPACE (POS)

### Potentially Acceptable Zoning Districts:

Conservancy District (CD), Public Institution District (PI), and General Commercial District (B-1).

**POS** category includes public parks, conservation areas, recreation areas, private recreation uses (e.g., golf courses), stormwater management facilities, greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation.

1. These uses allowed uses in all other land use categories, regardless of whether the area is mapped as Parks and Open Space. As the Future Land Use Map is general in nature, smaller parks may be shown as an adjoining land use.
2. Parks often serve as important community gathering places and should be designed to have frontages on public streets that make them both visible and accessible by local residents.
3. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections.

## RURAL LANDS (RL)

**Potentially Acceptable Zoning Districts:** Rural Residential District (R-4) and Conservancy District (CD).

**RL** areas are within the Village's 1.5-mile extraterritorial area that likely will not develop in the present 20-year planning period. Typical uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and limited rural residential on well and septic systems. Premature exurban development and premature utility extensions should not be promoted in these areas. Even if urban development eventually reaches these areas, some of the land in this designation may be appropriate for consideration as permanent agricultural-related uses.

1. Recommended land uses in the rural area land use district are long-term agriculture and related agribusiness uses and existing non-farm residential uses with private, on-site septic systems.
2. The development of residential subdivisions is prohibited in areas designated as RL. Proposals for residential subdivisions should require an amendment to the Future Land Use Map.



## NATURAL RESOURCE PROTECTION OVERLAY (NRP)

**NRP** overlay classification identifies sensitive lands that may be subject to development restrictions enforced by City, County, State, or Federal agencies. Mapped NRP areas include lands that meet one or more of the following conditions: water bodies and wetlands mapped as part of the WDNR Wetland Inventory, 100-Year Floodplains based on FEMA maps and areas with slopes averaging 20% or more based on USDA-NRCS Soils data.

Areas shown as NRP on the Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the City's planning area. Mapped NRP areas are derived from third party sources and are generally considered accurate enough to identify the possible presence and approximate location of those features. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development approval. The NRP areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing, and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for outdoor recreation. A majority of the NRP represents areas that are vital to the region's ecosystem and are key ingredients of the character and image in Osceola. Thus, development in areas designated NRP should be limited based on underlying local, county, state or federal environmental regulations.

1. This classification is intended to function as an overlay district, such that the underlying future land use classification (e.g., General Commercial) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.
2. Landowners and developers are advised that land within NRP areas may be restricted from building development, site grading, or vegetation clearing under local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged.
3. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

## AIRPORT OVERLAY ZONING & HEIGHT LIMITATION MAP (AO)

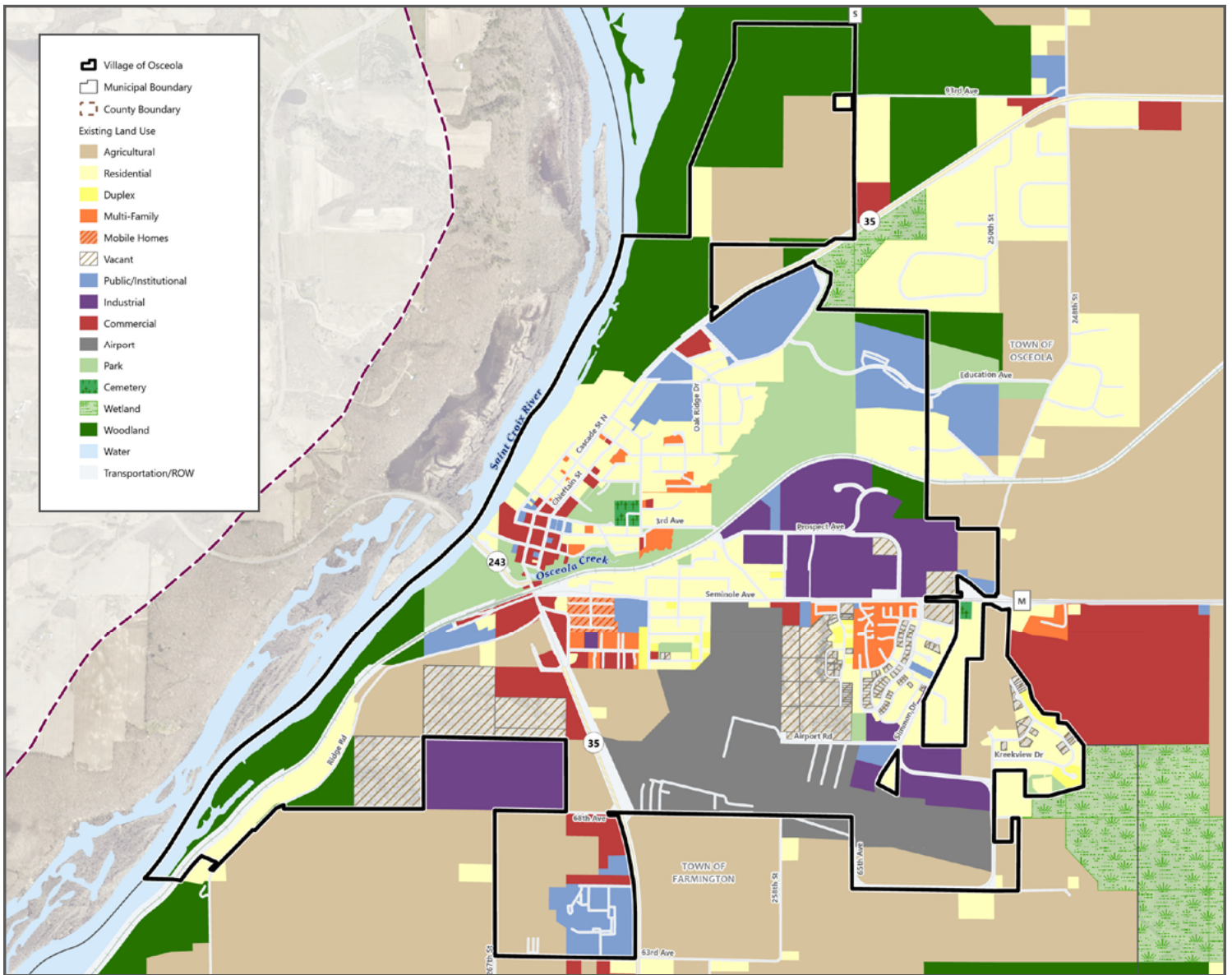
AO zoning ordinance regulates uses of property within the designated vicinity of the L.O. Simenstad Airport in order to protect the approaches, airspace, and physical areas of the airport and to ensure the compatibility of surrounding land uses and development to the greatest extent possible.

1. Any proposed land use changes within the overlay zone must first adhere to the requirements set forth in the overlay ordinance (§ 69-3 Airport Overlay Zoning and Height Limitation Map) before considering the general land use recommendations.



## SNAPSHOT LAND USE

### EXISTING LAND USE



### KEY STATISTICS

**480** - The adjusted projection of population growth between 2020 and 2040.

**16%** - The percentage of Village land area not in development, including vacant/undeveloped areas, agricultural land, and woodlands. This translates to 354 acres within the Village’s jurisdiction available for future development opportunities; however, preserving natural resources must be considered.

**35%** - The percentage of land area developed as Single Family Residential in the Village of Osceola. This is the largest developed land use type in the Village.

**207** - The number of undeveloped acres of land within the Village projected to be needed for development by 2040.

**Table 9.1** Total land use distribution

LAND USE	COMMUNITY LIMITS	
	AREA (ACRES)	%
Agriculture	28.4	1%
Industrial (plus, Airport)	146.8	7%
Commercial	161.6	7%
Public/Institutional	155.4	7%
Single-Family Residential	787.4	35%
Multi-Family Residential	445.4	20%
Transportation	32.2	1%
Vacant/Undeveloped	260.7	12%
Parks/Rec/Open Space	148.9	7%
Water Features	6.4	0.3%
Woodlands	64.5	3%
<b>TOTALS</b>	<b>2,237.7</b>	<b>100%</b>

\*The official area of the Village is approximately 3.50 sq. miles. There is some discrepancy due to limitations within the available parcel layers in GIS.

### KEY FINDINGS:

1. Single family residential is the largest land use category in terms of the number of acres.
2. There do not appear to be significant conflicts between land uses.
3. Based on the projected population growth through 2040, 207 additional acres of developable residential, commercial, and industrial land is projected to be needed over the life of this plan. This plan identifies much more acreage than that which could be developed, but significant increases in the projected population should trigger an update to this Comprehensive Plan.

The acreage of the areas shown as future residential, commercial, and industrial on the Future Land Use Map may differ from the projected acreage. Where and how much development will actually occur will depend on the market for the land uses and the developers and property owners that choose to respond to the market demand.

**Table 9.2** Projected future land demand

PROJECTED LAND DEMAND*	2020	2025	2030	2035	2040	20 YR CHANGE
Population	2,765	3,020	3,185	3,255	3,245	<b>480</b>
Household Size	2.18	2.16	2.15	2.12	2.11	<b>-0.07</b>
Housing Units	1,356	1,398	1,481	1,535	1,538	<b>182</b>
Residential (acres)	1,232.8	1,271.1	1,346.7	1,395.8	1,398.1	<b>165.4</b>
Commercial (acres)	161.6	166.6	176.5	182.9	183.2	<b>21.7</b>
Industrial (acres)	146.8	151.4	160.4	166.3	166.5	<b>19.7</b>

\*These projections use current land use percentages and projected new housing demand to estimate land needed for other uses

# What is a Future Land Use Map?

---

## Map of a Community's Desired Future

The FLU map shows a community's preference for how it wants to use its public and private lands within a given timeframe, commonly 25 or more years. The map shows the community's shared vision regarding where houses and businesses should be built, where farmland and other open spaces should persist, and where recreational opportunities should expand, among others (see Figure 1).

## Not an Exact Prediction

The FLU map is not an exact prediction of future land use patterns, although planners do use forecasting and analysis tools to allocate land uses in probable locations. FLU mapping instead estimates what the community may look like if population, housing, and employment forecasts prove true, and if land policies, implemented to reach the desired future, are successful. Human behaviors are difficult to predict because they are not dictated by biophysical factors alone (i.e., food, water, shelter). The ways humans make decisions, hold values, develop culture, and use technology influence how land is allocated and make accurate forecasting difficult. For example, it is unlikely that planners could, with any accuracy, predict the closing of a large corporate plant over a 20-year time span.

## Guide for Policy Making

The FLU map is not a policy, but rather a guide for land use policy making. Planning officials should aim to develop land policies that work to achieve the desired future land use pattern delineated on the FLU map.

Since the FLU map is the community's collective vision of their preferred future, it becomes the local governing body's responsibility to implement policies that help to make the community's vision a reality.

## Not an Official Map or a Zoning Map

The future land use map should not be confused with an official map or a zoning map. Whereas a FLU map is used as a guide for policy making, official and zoning maps are actual policy documents designed to achieve a preferred future. An official map may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad right-of-ways, waterways, and public transit facilities. A zoning map displays where zoning district boundaries are located. The zoning map accompanies text that describes what uses are permitted or conditionally permitted within each zone.

## Indicator of Policy Performance

The adopted FLU map can be used as a measurable indicator of land policy performance. As land uses change subsequent to planning, changes can be monitored in comparison to the adopted FLU map. Local planners and commissioners use the comparison to identify if land uses are changing in the locations and in the amounts desired, according to the plan. If land uses are not changing as planned, local officials must reconsider land policies or reassess planning goals and objectives.





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Printed By: bwriedenfeld File: \\msa-ps.com\GIS\Project\00\00523\00523020\GIS\00523020\_Osceola\_COMP\_Figures.aprx 5\_LandUse\_Existing\_PlanningArea

# Existing Land Use

Comprehensive Plan  
Update (2024)

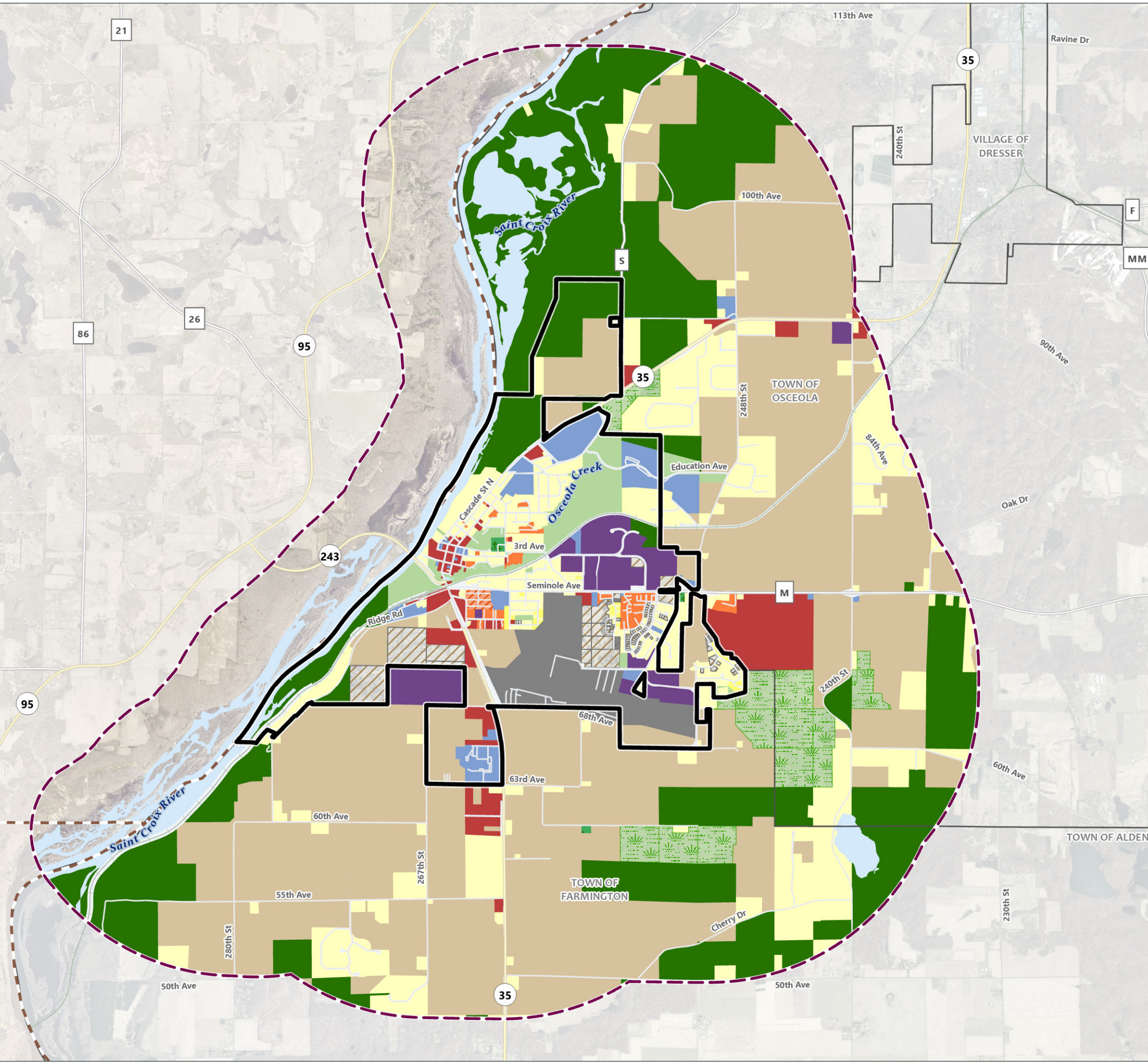
**Village of Osceola**  
Polk County, Wisconsin

- Village of Osceola
- Municipal Boundary
- County Boundary

### Existing Land Use

- Agricultural
- Residential
- Duplex
- Multi-Family
- Mobile Homes
- Vacant
- Public/Institutional
- Industrial
- Commercial
- Airport
- Park
- Cemetery
- Wetland
- Woodland
- Water
- Transportation/ROW

Data Sources:  
Polk County GIS (2023)  
Chisago County GIS (2023)  
Aerials (2022 MN & WI)  
WI DNR Hydrology









# Existing Land Use

Comprehensive Plan Update (2024)

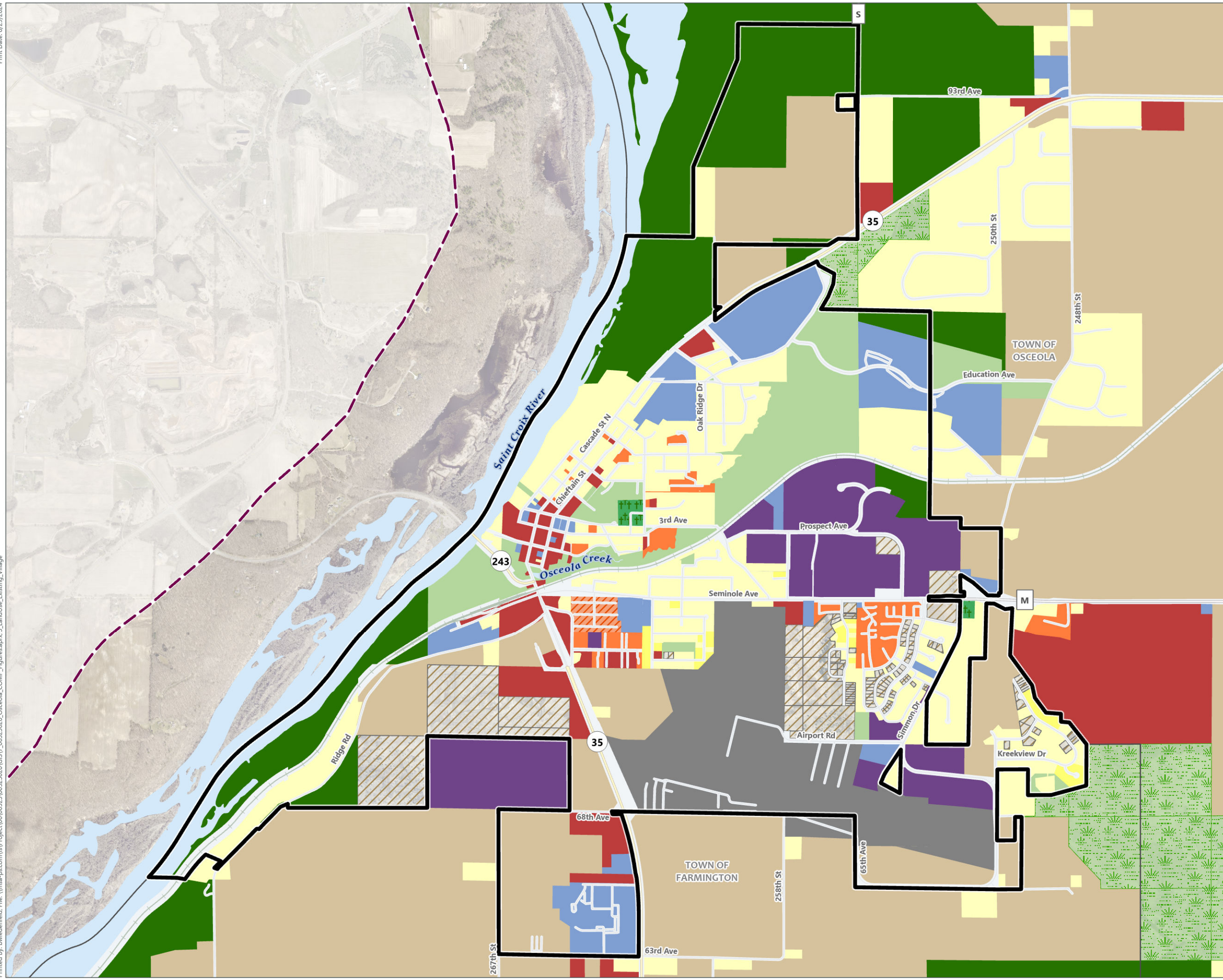
Village of Osceola  
Polk County, Wisconsin

-  Village of Osceola
-  Municipal Boundary
-  County Boundary

### Existing Land Use

-  Agricultural
-  Residential
-  Duplex
-  Multi-Family
-  Mobile Homes
-  Vacant
-  Public/Institutional
-  Industrial
-  Commercial
-  Airport
-  Park
-  Cemetery
-  Wetland
-  Woodland
-  Water
-  Transportation/ROW

Data Sources:  
 Polk County GIS (2023)  
 Chisago County GIS (2023)  
 Aerials (2022 MN & WI)  
 WI DNR Hydrology







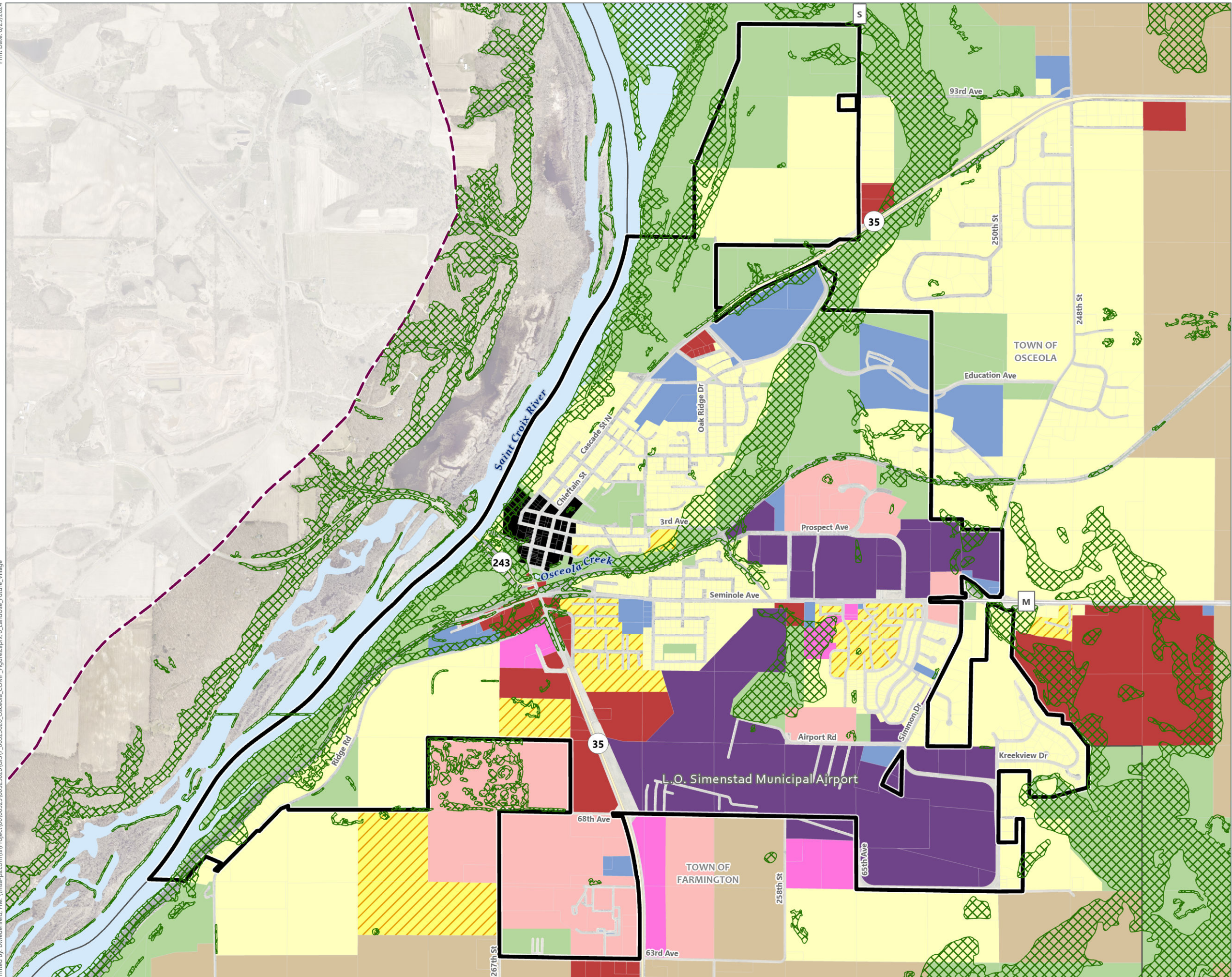


# Future Land Use

Comprehensive Plan Update (2024)

**Village of Osceola**  
Polk County, Wisconsin

-  Village of Osceola
-  Municipal Boundary
- Future Land Use**
-  Neighborhood Residential
-  High Density Residential Overlay
-  Neighborhood Mixed Use
-  Downtown Mixed Use
-  General Commercial
-  Civic and Institutional
-  Business Park
-  Industrial
-  Parks and Open Space
-  Rural Lands
-  Water
-  Natural Resource Protection Overlay

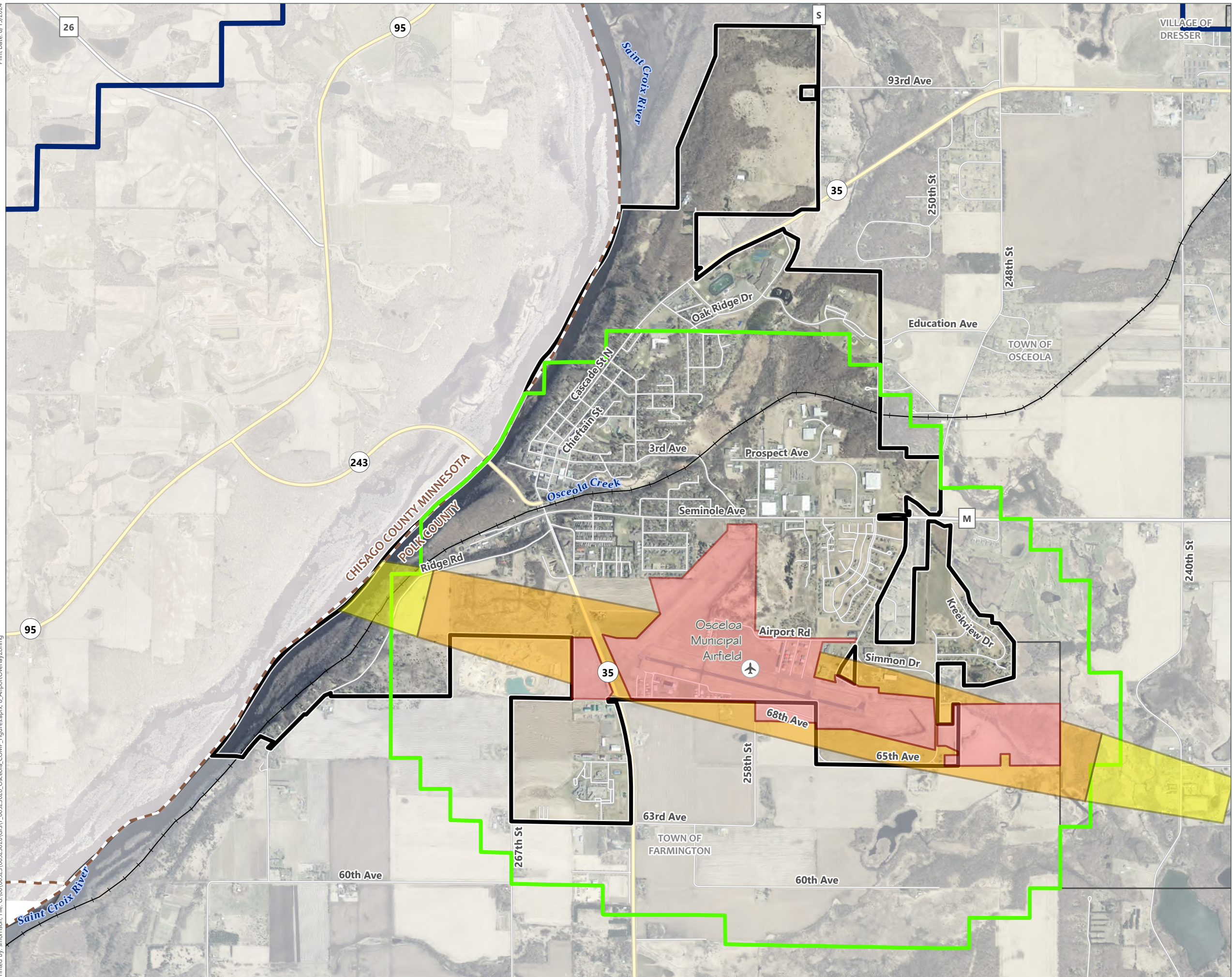


Data Sources:  
 Polk County GIS (2023)  
 Chisago County GIS (2023)  
 Aerials (2022 MN & WI)  
 WI DNR Hydrology





Print Date: 8/15/2024  
Printed By: smorrison, File: G:\00\00523\00523020\GIS7\_00523020\_Osceola\_COMP\_Figures.aprx, 8\_AirportOverlayZoning



# Airport Overlay Zoning

Comprehensive Plan & CORP Study

Village of Osceola  
Polk County, Wisconsin

- Village of Osceola
- Municipal Boundary
- County Boundary
- Zone 1 - Airport District
- Zone 2 - High Impact Approach & Departure District
- Zone 3 - Moderate Impact Approach & Departure District
- Zone 4 - Noise Control/Overflight District
- Zone 5 - Height Limitation Overlay District

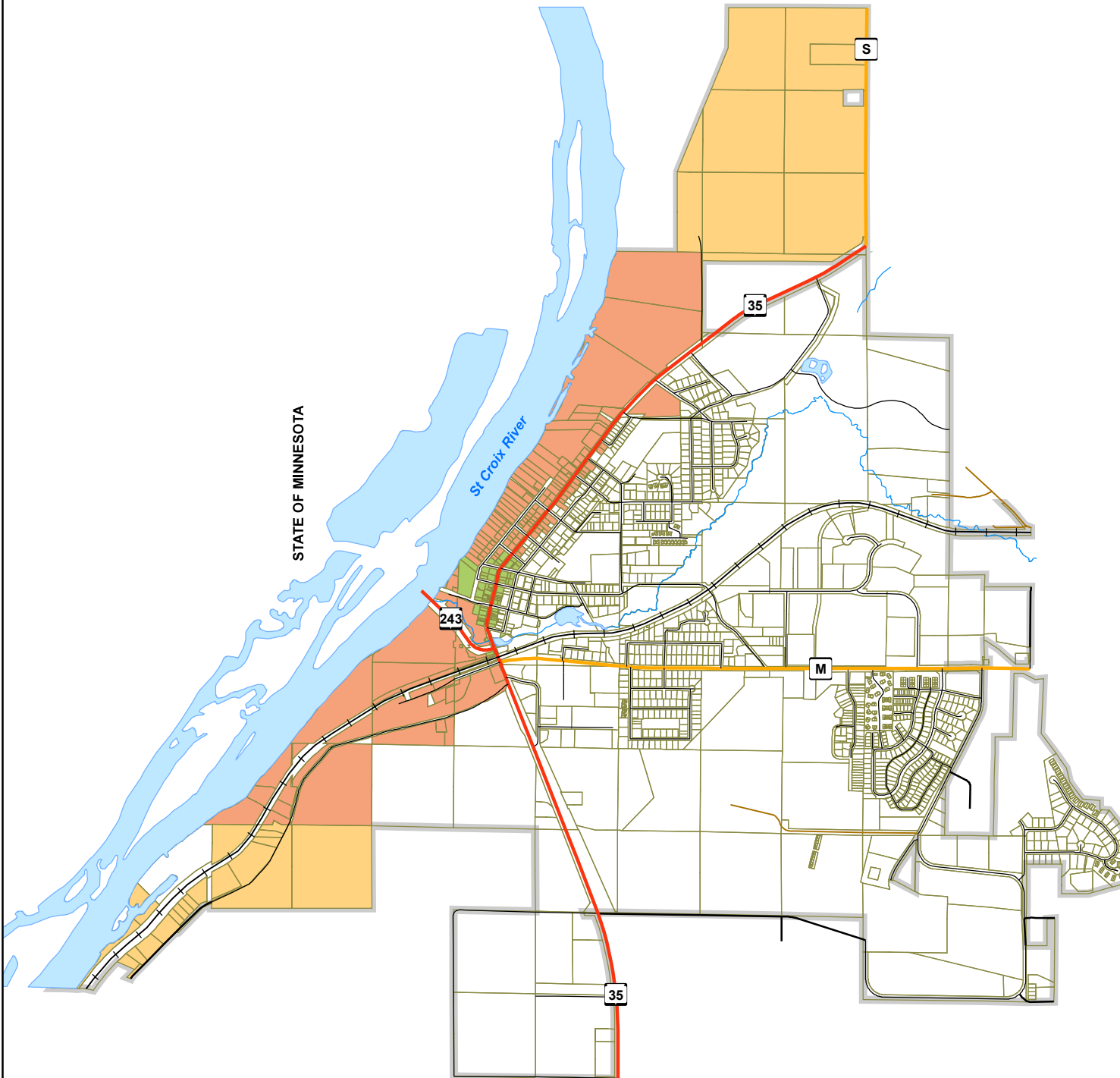


Data Sources:  
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Chisago County GIS (2023)  
Aerials (2022 MN & WI)  
WI DNR Hydrology



TOWN OF OSCEOLA

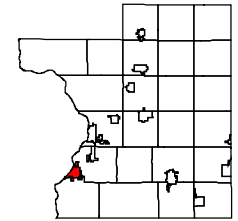
STATE OF MINNESOTA



TOWN OF FARMINGTON

# MAP 8-3 ST CROIX DISTRICT MANAGEMENT ZONE

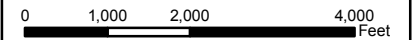
Village of Osceola  
Polk County  
Wisconsin



Polk County

- STATE HIGHWAY SHIELD
- COUNTY HIGHWAY SHIELD
- STATE HIGHWAY
- COUNTY ROAD
- TOWNSHIP ROAD
- VILLAGE ROAD
- PRIVATE ROAD
- RAILROAD
- HYDRO STREAM
- HYDRO BODY
- PARCELS
- CONSERVATION MANAGEMENT ZONE
- RIVERTOWN MANAGEMENT ZONE
- SMALL TOWN HISTORIC MANAGEMENT ZONE
- VILLAGE BOUNDARY

District Source: Village of Osceola

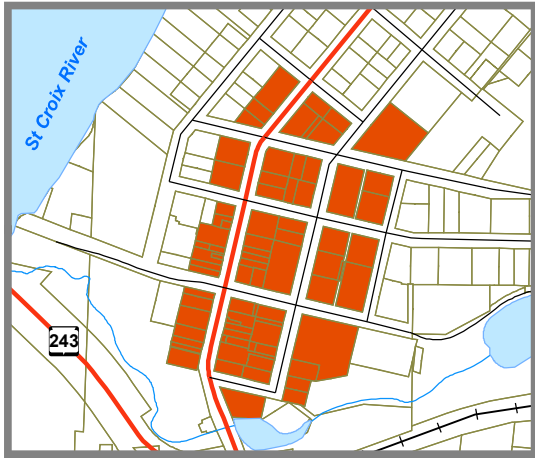


Created by:  
Polk County Land Information Department  
Geographic Information Systems Division  
100 Polk County Plaza, Suite 130  
Balsam Lake, WI 54810  
Ph: 715.485.9279  
Fax: 715.485.9246  
www.co.polk.wi.us

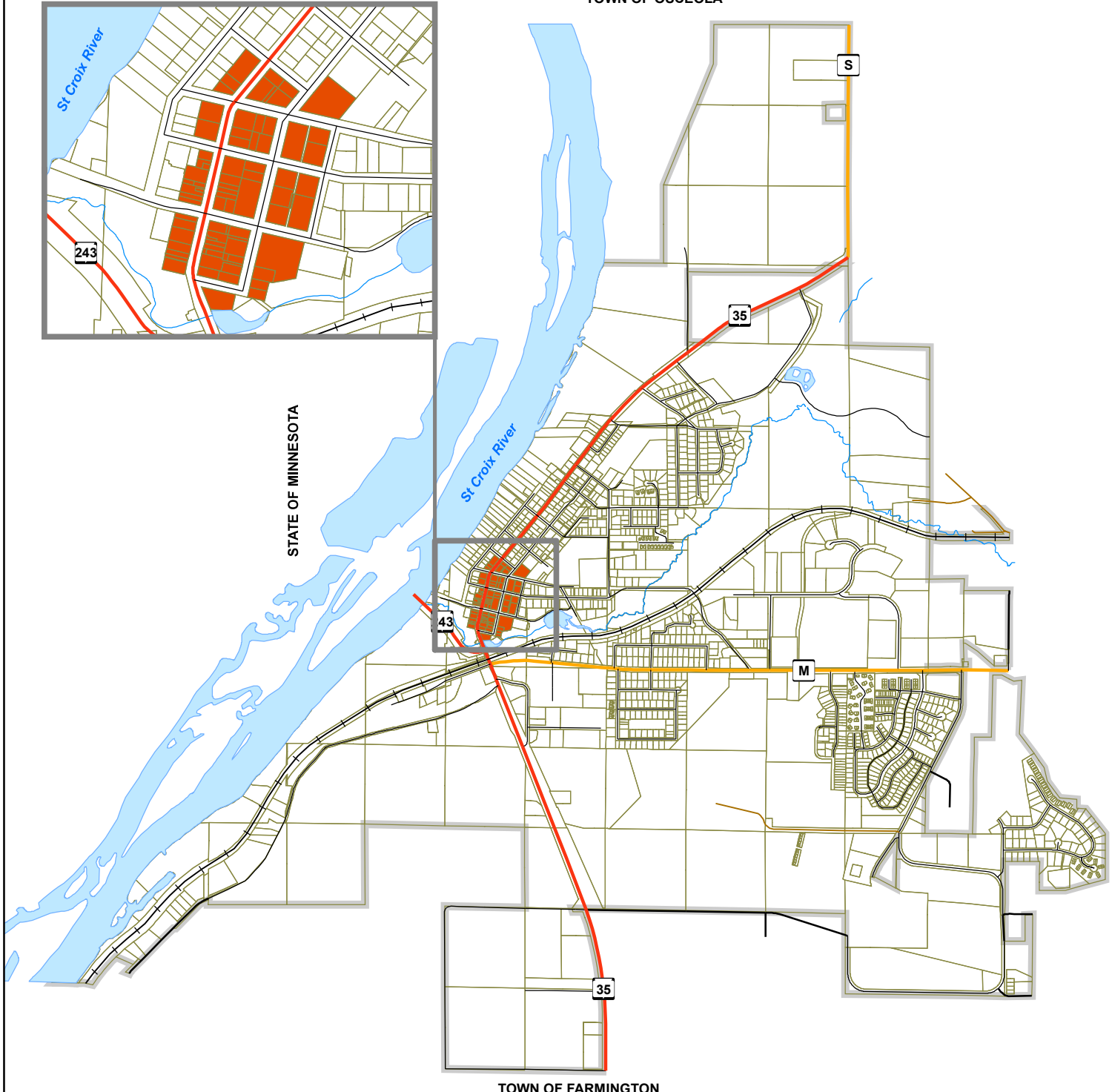


12/31/08

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TOWN OF OSCEOLA

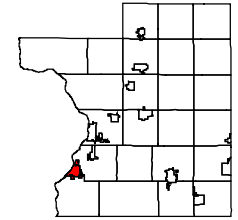


# MAP 5-18

## WISCONSIN MAIN STREET DISTRICT


### Village of Osceola

#### Polk County Wisconsin

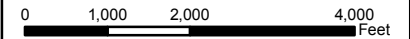


Polk County

TOWN OF OSCEOLA

-  STATE HIGHWAY SHIELD
-  COUNTY HIGHWAY SHIELD
-  STATE HIGHWAY
-  COUNTY ROAD
-  TOWNSHIP ROAD
-  VILLAGE ROAD
-  PRIVATE ROAD
-  RAILROAD
-  HYDRO STREAM
-  HYDRO BODY
-  PARCELS
-  WISCONSIN MAIN STREET
-  VILLAGE BOUNDARY

District Source: Village of Osceola



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 Polk County Land Information Department  
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 100 Polk County Plaza, Suite 130  
 Balsam Lake, WI 54810  
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 Fax: 715.485.9246  
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TOWN OF FARMINGTON



# Memo

To: Planning Commission  
From: Devin Swanberg Village Administrator  
CC: Village Board  
Date: August 30<sup>th</sup>, 2024  
Re: Pinnacle Development

---

## Overview

Pinnacle, in collaboration with Cedar Corp as the engineering firm, is proposing a new residential development south of the Village of Osceola. The development is designed to offer a diverse range of housing options to meet the needs of various demographics in the community. This memo outlines the key aspects of the proposed development, which will be subject to a petition for annexation should it receive positive feedback from the Planning Commission and Village Board.

## Development Details

The proposed development will be structured as an open-build community with guidelines established through a Planned Unit Development (PUD). The key components of the development are as follows:

- **Single-Family Homes:**
  - **Number of Lots:** 61
  - **Lot Width:** 60 feet
  - **Description:** These lots are intended for traditional single-family homes, providing ample space for families and individuals looking for a suburban lifestyle.
- **Twin Homes:**
  - **Number of Lots:** 42
  - **Lot Width:** 80 feet
  - **Description:** Twin homes will cater to those seeking a semi-detached living arrangement, offering the benefits of a single-family home with a slightly smaller footprint and shared wall.
- **Villa-Style Homes:**
  - **Number of Lots:** 34

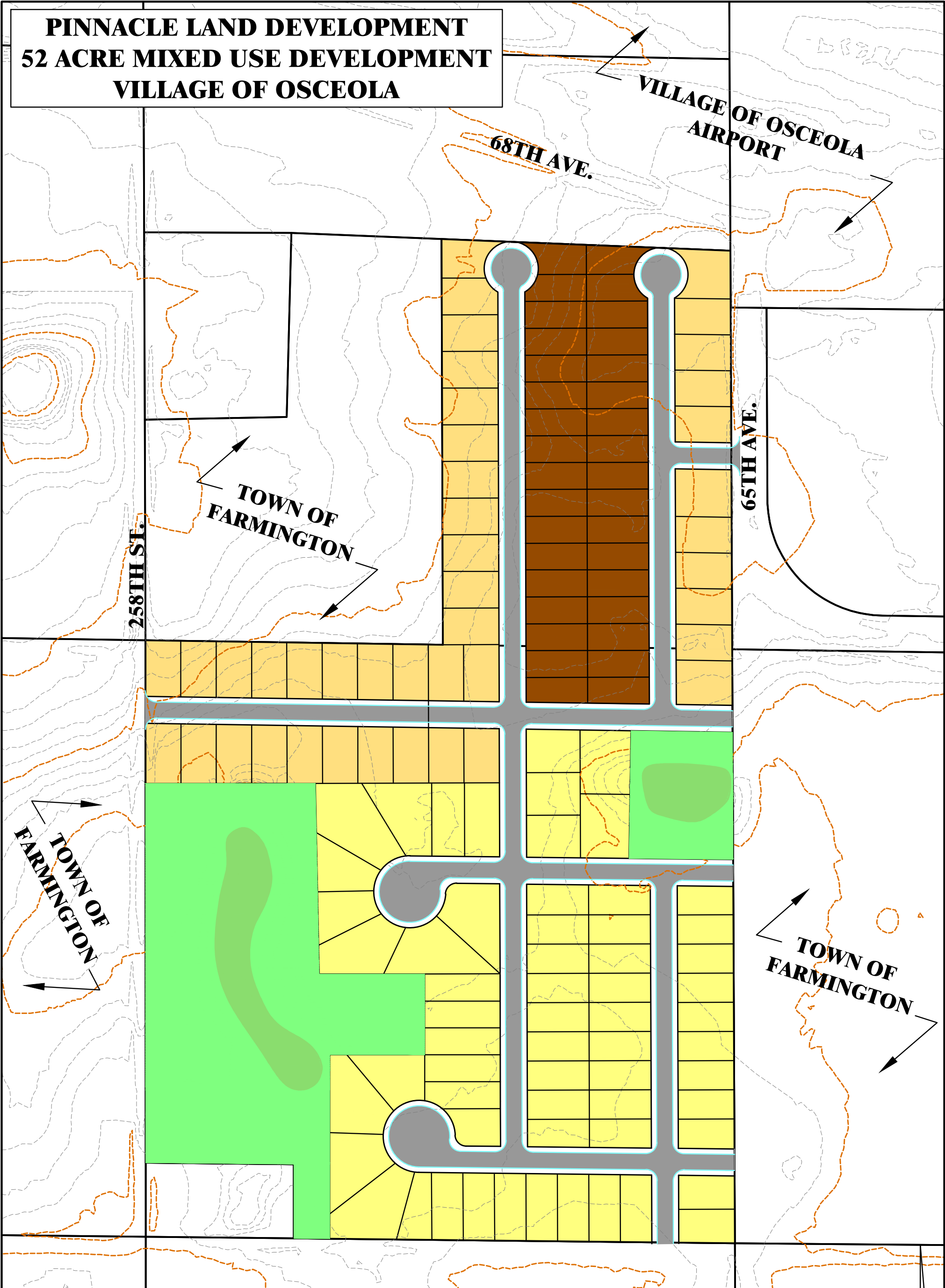
- **Lot Width:** 55 feet
- **Description:** Villa-style homes are designed for those looking for lower-maintenance living, often appealing to empty nesters or retirees. These homes will provide a comfortable and manageable living space with the convenience of smaller lots.

### **Next Steps**

If the Planning Commission and Village Board respond positively to this concept, Pinnacle will proceed with the formal petition for annexation. The annexation would bring the development area under the jurisdiction of the Village of Osceola, allowing for the necessary zoning and infrastructure planning to move forward.

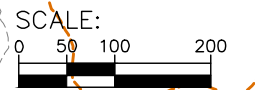
We are eager to receive your feedback and are prepared to make any necessary adjustments to align with the Village's vision for growth and development.

**PINNACLE LAND DEVELOPMENT  
52 ACRE MIXED USE DEVELOPMENT  
VILLAGE OF OSCEOLA**



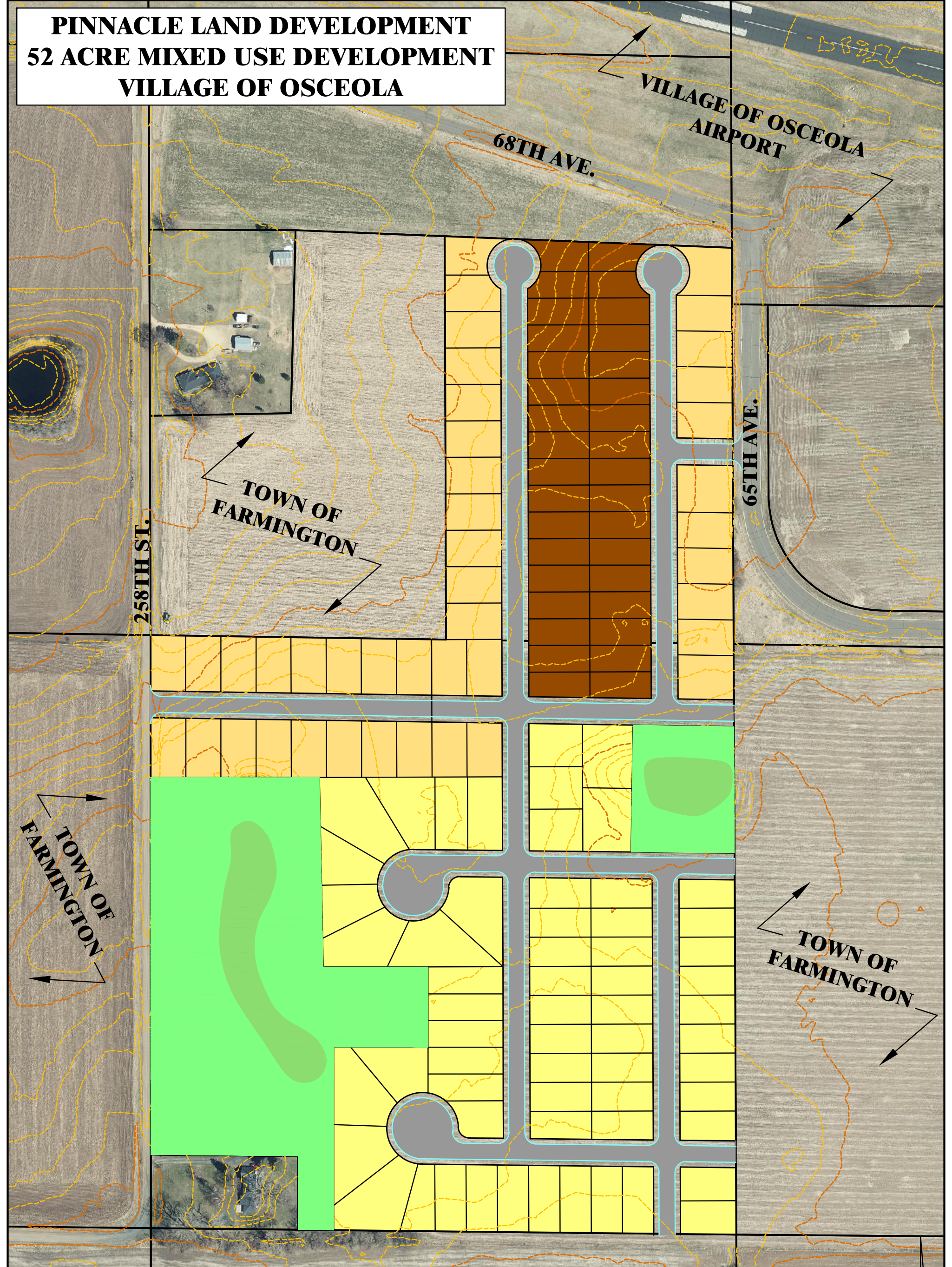
**LEGEND**

- 61 LOTS - SINGLE FAMILY RESIDENTIAL - 60' WIDTH (TYP)
- 42 LOTS/84 UNITS - TWIN HOME RESIDENTIAL - 80' WIDTH (TYP)
- 34 LOTS - VILLA HOME RESIDENTIAL - 55' WIDTH (TYP)
- WETLANDS
- STORM WATER/PARKLAND








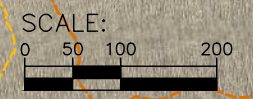


**PINNACLE LAND DEVELOPMENT  
52 ACRE MIXED USE DEVELOPMENT  
VILLAGE OF OSCEOLA**



**LEGEND**

	-	<b>61 LOTS - SINGLE FAMILY RESIDENTIAL - 60' WIDTH (TYP)</b>
	-	<b>42 LOTS/84 UNITS - TWIN HOME RESIDENTIAL - 80' WIDTH (TYP)</b>
	-	<b>34 LOTS - VILLA HOME RESIDENTIAL - 55' WIDTH (TYP)</b>
	-	<b>WETLANDS</b>
	-	<b>STORM WATER/PARKLAND</b>







**VILLAGE OF OSCEOLA, WI**

**NEEDS ASSESSMENT AND IMPACT FEE UPDATE**

August 28, 2024

Prepared for:  
Village of Osceola, WI

Prepared by:  
Angela Popenhagen P.E., Senior Project  
Manager

Project Number:  
193810004

The conclusions in the Report titled “Needs Assessment and Impact Fee Update” are Stantec’s professional opinion, as of the time of the Report, and concerning the scope described in the Report. The opinions in the document are based on conditions and information existing at the time the scope of work was conducted and do not take into account any subsequent changes. The Report relates solely to the specific project for which Stantec was retained and the stated purpose for which the Report was prepared. The Report is not to be used or relied on for any variation or extension of the project, or for any other project or purpose, and any unauthorized use or reliance is at the recipient’s own risk.

Stantec has assumed all information received from Village of Osceola, WI (the “Client”) and third parties in the preparation of the Report to be correct. While Stantec has exercised a customary level of judgment or due diligence in the use of such information, Stantec assumes no responsibility for the consequences of any error or omission contained therein.

This Report is intended solely for use by the Client in accordance with Stantec’s contract with the Client. While the Report may be provided by the Client to applicable authorities having jurisdiction and to other third parties in connection with the project, Stantec disclaims any legal duty based upon warranty, reliance or any other theory to any third party, and will not be liable to such third party for any damages or losses of any kind that may result.

Prepared by: \_\_\_\_\_  
Signature  
  
Angela Popenhagen, P.E.  
\_\_\_\_\_  
Printed Name

Reviewed by: \_\_\_\_\_  
Signature  
  
\_\_\_\_\_  
Printed Name

Approved by: \_\_\_\_\_  
Signature  
  
\_\_\_\_\_  
Printed Name



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# Executive Summary

The Village of Osceola is currently operating under impact fees calculated in March of 2006. Since this time, there have been amendments and clarifications to the Wisconsin impact fee laws and updated population projections. The Village hired Stevens Engineers (now Stantec) to update the needs assessment and impact fee to comply with current law and current population and growth projections. This data was used to calculate the maximum amount for impact fee rates for the Village. The Village Board, at their discretion, may adopt a lower amount than calculated.

In the state of Wisconsin, impact fees can be used for the following public facilities:

- Highways, as defined in s. 340.01 (22),
- Facilities for collecting and treating sewage,
- Facilities for collecting and treating storm and surface waters,
- Facilities for pumping, storing, and distributing water,
- Parks, Playground and land for athletic fields
- Solid waste and recycling facilities,
- Fire protection facilities,
- Law enforcement facilities
- Emergency medical facilities, and
- Libraries.

This report updates the impact fees to satisfy the requirements of Wisconsin State Statute §66.0617. The calculations properly allocate the capital costs for the facilities between existing development and new development and used as the basis for the recommended impact fees.

**Table 1: Impact Fees - Existing vs. Recommended**

	Current Impact Fee	Recommended Updated Impact Fee
<b>Water Impact Fee</b>	\$420	\$579
<b>Sanitary Sewer Impact Fee</b>	\$1150	\$2,857
<b>Library Impact Fee**</b>	\$185	\$51
<b>Village Hall**</b>	\$135	No longer allowed
<b>Police Station**</b>	\$120	-
<b>Fire Station**</b>	\$50	-
<b>Community Center**</b>	\$55	No longer allowed
<b>Public Works Impact Fee**</b>	\$50	\$483
<b>Roadway Impact Fee</b>	-	\$3,035
<b>Parks and Recreation Impact Fee</b>	\$440	\$87
<b>TOTAL</b>	<b>\$2,605</b>	<b>\$7,092</b>

*\*\* Note: Library, Village Hall, Police Station, Fire Station, Community Center, and Public Works were all combined in the previous impact fee schedule as “Municipal Buildings”. Total impact fee for Municipal Buildings was \$595. This “Municipal Buildings” category is no longer allowed under Wisconsin State Statute and only allows for the categories shown in the table unless noted with “No longer allowed”.*



# 1 Introduction

## 1.1 Introduction

Impact fees are financial contributions imposed by communities to pay for capital improvements within the community, which are necessary to serve or accommodate new development. State law requires that impact fees must bear a rational relationship to the need for new, expanded or improved public facilities. This means that impact fees should not be charged to new development if that development is not likely to create a demand for a specific type of facility for which an impact fee is imposed. For example, most communities that charge an impact fee for libraries do not impose them on non-residential development. It also means that the amount of the impact fee should be based on a reasonable estimate of the demand that a new development will create for public facilities. For services that serve both residential and non-residential properties, such as water and sewer service, this requires finding a reasonable basis for determining the amount of capital costs of facilities are required for residential versus non-residential development.

State law also dictates that impact fees cannot exceed the proportionate share of the capital costs required to serve new development as compared to existing development. Each facility must be analyzed to determine the share of the facility that is needed to provide the established service level to the existing development versus the excess facility space that is available to serve new development. The same service level should be applied to both existing and new development when determining if there is a portion of facilities that are needed to provide the desired service level to existing development.

The Needs Assessment and associated impact fees must meet the following criteria:

- Maintain a rational relationship to the need for new, expanded or improved public facilities that are required to serve land development.
- Cannot 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.
- Be based upon actual capital costs or reasonable estimates of capital costs for new, expanded or improved public facilities.
- Be reduced to compensate for other capital costs imposed by the municipality with respect to land development to provide or pay for public facilities, including special assessments, special charges, land dedications or fees in lieu of land dedications under Ch. 236 or any other items of value.
- Be reduced to compensate for monies received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed.
- Cannot include amounts necessary to address existing deficiencies in public facilities.
- Be payable by the developer or the property owner to the municipality in full upon issuance of a building permit by the municipality.
- May be held for 8 years after they are collected, or in the case of impact fees that are collected for capital costs related to lift stations or sewage treatment, 10 years from the time collected plus 3 years longer if the municipality finds due to extenuating circumstances or hardship a longer time to hold the impact fees is needed.



# Needs Assessment and Impact Fee Update

## Introduction

In the state of Wisconsin, impact fees can be used for the following public facilities:

- Highways, as defined in s. 340.01 (22),
- Facilities for collecting and treating sewage,
- Facilities for collecting and treating storm and surface waters,
- Facilities for pumping, storing, and distributing water,
- Parks, playgrounds and land for athletic fields,
- Solid waste and recycling facilities,
- Fire protection facilities,
- Law enforcement facilities,
- Emergency medical facilities, and
- Libraries.

## 1.2 Background

The Village of Osceola is expecting population growth and commercial and industrial development in the future. The existing Needs Assessment was last updated in March 2006. This was around the time where the regional area was seeing a significant housing boom and anticipating very large growth percentages. Not anticipated was the recession in 2007-2009 when development seemed to stop. Therefore, many of the growth projections and assumptions did not come to fruition. As a result, the Village's need to recoup cost for newly constructed well and wastewater treatment plant was not fulfilled by the calculated impact fees. Also, with the continuing expansion of the economy, additional facilities will be needed to meet the anticipated demands of future development.

The Village has retained Stantec to update the Public Facilities Needs Assessment and Impact Fees. The study included evaluating of all possible impact fees, determining fair and equitable ways to calculate sewer and water usages, and update to reflect new population values.

This report updates the impact fees to satisfy the requirements of Wisconsin State Statute §66.0617. The calculations properly allocate the capital costs for the facilities between existing development and new development and used as the basis for the recommended impact fees.

Presently, the Town uses the general tax base or general obligation bonds and impact fees to help pay for infrastructure improvements. As the cost of providing services and infrastructure continues to increase along with the pressure to control property taxes, impact fees provide an equitable means for both existing and new development to pay for portions of public infrastructure projects. Wisconsin Statutes 66.0617 with revisions from 2005 Wisconsin Act 477, 2005 Wisconsin Act 203, 2007 Wisconsin Act 44, 2007 Wisconsin Act 96, 2009 Wisconsin Acts 180 and 2017 Wisconsin Acts 243 allows local governments to charge impact fees for public improvements. These fees can be used to recover costs to construct, expand, or improve public facilities necessary to accommodate land development and to maintain current levels of service within the Village.



## **1.3 Summary**

Wisconsin impact fee law contains specific requirements for the process of adopting or amending an impact fee ordinance, for determining the amount that can be charged for an impact fee, and for managing and spending impact fee revenues. Impact fees may only be used to fund capital costs of public facilities, which are defined as the cost to construct, expand or improve public facilities. Eligible costs may include land, legal, planning, engineering and design costs. The amounts calculated in this report are the maximum amounts that may be charged for impact fees. The Village Board, at their discretion, may adopt a lower amount than calculated.

Impact fees may not be used for operation and maintenance costs or to correct existing deficiencies in the public facilities for which they are imposed. Existing deficiencies may include:

- Facilities or portions of facilities that need to be replaced due to age or obsolescence.
- Improvements made to existing facilities to meet state or federal requirements or utilize improved technology.
- Facilities or portions of facilities that result in an improved design standard, or the difference between the future design standard, as it would apply to current population, and the actual existing facility.

The impact fee will be based on Equivalent Residential Unit (ERU). Thus, the fee relates to the “*impact*” each user has on the public infrastructure system.





## **2 Population and Projected Growth Analysis**

### **2.1 Introduction**

An important element of determining appropriate impact fees is projecting the amount of future development that will occur in the village during the selected planning period. These projections are important for planning for the facilities needed to serve new development as well as calculating the proportionate cost of facilities per unit of development.

The planning period for the previous study was 20 years, from 2005-2025. The projected growth rate of 4.92% per year from the previous impact fee report was not realized, partially due to the unforeseen recession in 2007-2009. The table below includes data and projections from the original impact fee study compared to actual population figures and growth rates.

**Table 2: Comparison of Projected vs. Actual Growth**

2005 Population – from original report	2,589
2005 Households – based on 2.38 persons/household	1088
<b>2010 Projections</b>	
2010 Population – based on original 4.92% annual growth	3,292
2010 Population - Actual	2,568
2010 households – based on original report 2.38 persons/household	1,383
2010 households – Actual (2.25 people/household)	1,142
<b>2020 Projections</b>	
2020 Population – based on original 4.92% annual growth	5,321
2020 Population - Actual	2,765
2020 households – based on original report 2.38 persons/household	2,236
2020 households – Actual (2.18 people/household)	1,238
<b>Annual Growth Rates</b>	
Projected annual growth rate, 2005 – 2025	4.92%
Actual annual growth rate, 2010 – 2020	0.28%
Actual % change in population from 2010 – 2020	5.1%

Growth rate was determined by analyzing the data from the previous table to determine actual growth from 2005-2020 and comparing with historic trends shown below. The effect of picking an inaccurate growth rate results in slight overestimation at the 2010 population, but projects nearly double the population and households than occurred in 2020. The people/household figure also decreased from 2.25 in 2010 to 2.18 in 2020 and is projected to continue decreasing through 2040. A figure of 2.18 people/household will be used in this assessment to average the household size over the study period.



**Needs Assessment and Impact Fee Update  
Population and Projected Growth Analysis**

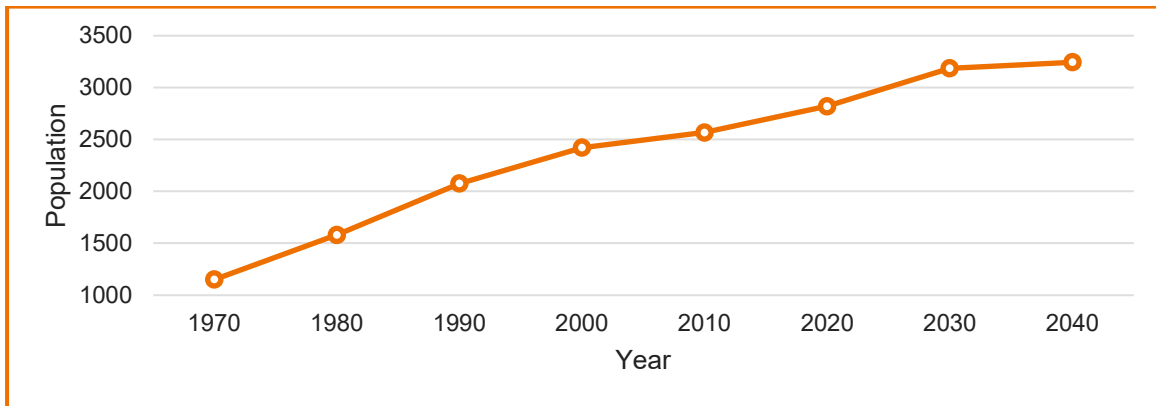
Overall growth trend of the village was analyzed to help determine an appropriate projected growth rate. Past population trends and future population projections were analyzed to determine an appropriate population growth. Table 3 and Figure 1 display the % change in population for the Village of Osceola and total population.

**Table 3: % Change in Population**

1950 - 1960*	1960 - 1970*	1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	2010 - 2020	2020 - 2030 **	2030 - 2040 **
35%	22%	37%	31%	17%	6%	5%	13%	2%

\* Data from original impact fee report.

\*\* Projected population numbers from WI Demographic Services Center.



**Figure 1: Village of Osceola Population Trends**

Overall trends show increased growth rates prior to 1990, with downward trend in the growth rate from 1990 – present. 2030 and 2040 population numbers are projections, so the increased growth from 2010-2020 to 2020-2030 is likely non-representative for the ultimate trend. Anticipating a 5% growth going forward will provide a conservative growth estimated based on past data trends and future projections.

Table 4 displays the projected growth during the planning period for this study, 2020-2040, using a 5% growth over the entire planning period, and a household size of 2.18 people/household:

**Table 4: Population & Growth Analysis**

2020 Population	2,765
2020 Households – at 2.18 people/household	1,268
<b>2040 Projected Additional</b>	
2040 projected additional population	138
2040 projected additional households	63
<b>2040 Projected TOTAL</b>	
2040 Projected TOTAL Population	2,903
2040 Projected Households	1,332



## Needs Assessment and Impact Fee Update Population and Projected Growth Analysis

Besides the existing 245 acres of land currently used for industrial/commercial purposes, the Village has the following land committed to future development:

- Osceola Business Park: 11 acres
- Airport Business Park: 52 acres
- Gateway: 10 acres
- Osceola Heights: 51 acres
- **TOTAL: 124 acres**

Commercial/industrial development includes non-profit institutional uses that are similar to commercial and other non-residential development, such as churches, schools, and government buildings. Existing and future industrial/commercial land will be converted to Equivalent Residential Units (ERU's) in each impact fee analysis to determine utility demand based on land type.



### **3 Water System Needs Assessment**

#### **3.1 Inventory of Existing Facilities**

The water supply for the Village of Osceola is/was provided by three wells:

Well #2 has been abandoned.

Well #3 is located south of on CTH M at Cottage Drive. The well was drilled in 1986, is 600-feet deep, and a 6-inch casing diameter with a 75-hp motor. Actual pumping capacity of this well is 550 gallons per minute.

Well #4 was constructed to accommodate future growth of the Village. It is located south of Seminole Street near the eastern village limits and was drilled in 2005. The well is 600 ft deep, 10-in casing diameter with a 250 hp motor. Capacity of this pump is 1500 gallons per minute.

#### **3.2 Water Impact Fee Calculation**

The original impact fees report attributed the entire well #4 construction to future growth. However, due to a report dated 7/1/2019, 45% of the cost of well #4 was to serve existing customers and 55% was needed for future growth. Total cost of the well was \$871,193, so the cost associated with future growth is \$479,156.

Cost of well and pumphouse due to future growth:	\$479,156
\$\$ Collected by impact fees to date:	<u>(\$83,128)</u>
<b>Cost remaining to be collected by impact fees:</b>	<b>\$396,028</b>

Impact fees are calculated based on ERU (Equivalent Residential Units) for new users. On average, the average water use per equivalent residential unit is 300 gallons per day (GPD). That is 1 ERU for the water system. Commercial/Industrial property uses approximately 1,500 GPD per acre. Assuming 124 acres of industrial and commercial development at 1,500 GPD per acre, equates to 620 ERU's. See Table 5 for summary ERU and calculation of impact fee:

**Table 5: Calculation of Water System Impact Fee**

Industrial/Commercial ERU	620
Additional households 2020-2040	63
Total additional users (ERU)	683
Total Cost/Total Additional Users per ERU	\$579.84



**Needs Assessment and Impact Fee Update  
Water System Needs Assessment**

One ERU is considered to be a user with a single meter of either 5/8" or 3/4", with equivalent meter size ratios applied to meters larger than 3/4". Table 6 breaks down the costs per meter size:

**Table 6: Schedule of Recommended Fees**

<b>Meter Size</b>	<b>Ratio</b>	<b>Water Impact Fee</b>
5/8" and 3/4"	1	\$579
1"	2.5	\$1,447
1 1/4"	3.75	\$2,171
1 1/2"	5	\$2,895
2"	8	\$4,632
3"	15	\$8,685
4"	25	\$14,475
6"	50	\$28,950
8" or larger	80	\$46,320

***The revised impact fee for the water system is recommended to be \$579 per Residential ERU based on meter size. The total impact fee will be based on the sum of all meters per building.***





## **4 Sewer System Needs Assessment**

### **4.1 Inventory of Existing Conditions**

The Village of Osceola owns and operates a wastewater treatment plant with a service area that encompasses both the Villages of Osceola and Dresser. The Village of Osceola constructed a new wastewater treatment plant in 2006 to accommodate future loadings. Future loadings were determined using population growth estimates for design year 2025, and a consensus from both Dresser and Osceola officials.

### **4.2 Sewer Connection Fee Calculation**

Based on costs listed in the original study, the total construction cost of the Wastewater treatment plant is \$6,122,000. Because the Village of Dresser shares approximately 30% of the cost of the treatment plant, 30% of the total cost has been deducted for calculation of impact fees.

Cost of wastewater treatment plant:	\$6,122,000
Deduct Village of Dresser Share (30%):	(\$1,836,600)
Deduct \$\$\$ collected by impact fees to date:	<u>(\$210,298)</u>
<b>Treatment plant cost remaining:</b>	<b>\$4,075,102</b>

On average, a household uses 300 GPD per unit, which is 1 ERU of sanitary sewer usage. Commercial/Industrial property uses approximately 1,000 GPD per acre of land.

At the time of design, the treatment plant utilized 214,000 GPD for existing users. That equals 713 ERU. Osceola has collected an additional 223 ERU since plant construction, leaving an additional 490 ERU capacity for the additional growth for a total system capacity of 1,426 ERU. As a check, the additional demand based on future growth was calculated below to determine the system can adequately provide for future growth. Impact fee calculation is based on treatment plant cost / total system capacity.

See Table 6 for ERU calculation for confirmation of system capacity for additional growth and calculation of impact fee:

**Table 7: Calculation of Sanitary System Impact Fee**

Industrial/Commercial ERU	413
Additional households 2020- 2040	63
Total users (ERU)	476
Treatment Plant Cost / Total System ERU (1,426)	\$2,857.71



**Needs Assessment and Impact Fee Update  
Sewer System Needs Assessment**

One ERU is considered to be a user with a single meter of either 5/8" or 3/4", with equivalent meter size ratios applied to meters larger than 3/4". Table 6 breaks down the costs per meter size:

**Table 8: Schedule of Recommended Fees**

<b>Meter Size</b>	<b>Ratio</b>	<b>Sewer Impact Fee</b>
5/8" and 3/4"	1	\$2,857
1"	2.5	\$7,142
1 1/4"	3.75	\$10,713
1 1/2"	5	\$14,285
2"	8	\$22,856
3"	15	\$42,855
4"	25	\$71,425
6"	50	\$142,850
8" or larger	80	\$228,560

***The revised impact fee for the sanitary sewer system is recommended to be \$2,857 per Residential ERU based on meter size. The total impact fee will be based on the sum of all meters per building.***



## 5 Library Needs Assessment

### 5.1 Inventory of Existing Conditions and Identification of Future Needs

The Village recently completed construction of a new public library in 2018. The new public library currently has 11,000 people in the service area and 5,000 cardholders. The new public library is 14,138 SF and meets the existing needs of the facility while providing for future growth.

### 5.2 Library Impact Fee

With the construction of the new building, the cost of the library will be divided by TOTAL PEOPLE IN THE SERVICE AREA divided by projected household size since the facility meets existing and future needs of the community. Commercial/industrial facilities will not be used in the calculation since they do not contribute to the use of the library.

Cost of Library:	\$3,997,765
Donations/Payments:	(\$3,067,981)
CDBG Award:	(\$428,749)
Library Sale Adjustment:	(\$200,000)
Deduct \$\$\$ collected by impact fees to date**:	<u>(\$41,865)</u>
<b>Library cost remaining:</b>	<b>\$259,128</b>
Total service area (people):	11,000
Projected household size:	2.18
Total households in the service area:	5,046
<b>Total cost/household:</b>	<b>\$51.35</b>

***The revised library impact fee cost is recommended at \$51 per residential ERU.***

*\*\*Note that the library cost was included in the original needs assessment category “municipal buildings”. The library comprised 31% of the total “municipal buildings” impact fee, so the total collected to date was calculated for the library portion using that percentage.*



## 6 Public Works Needs Assessment

### 6.1 Inventory of Existing Conditions and Identification of Future Needs

The existing public works building is located adjacent to the wastewater treatment plant. The Village has outgrown that facility. Equipment is parked outside and there is no room to perform equipment maintenance or house public works staff. Therefore, an expansion to the public works facility is being proposed in the unused space at the west end of the new fire station. Improvements needed to transform that space into usable space for public works is estimated at \$1.3 million.

### 6.2 Public Works Impact Fee

The new building along with the existing space will meet existing and future needs of the community; therefore, the cost will be divided by total future ERU since the proposed facility meets existing and future needs of the community as a whole. Furthermore, demand will be split between residential and commercial based on acreage, as public works (road maintenance, plowing, etc) is needed regardless of land usage on the streets.

Commercial acreage includes a total of 369 acres (current and future development acreage). To convert commercial/industrial to residential equivalent, the land will be calculated as if it were residential housing. The zoning for a single family residential requires a minimum 12,000 sf lot size which equals 3.63 residential units per acre. 369 acres would be equivalent to 1,339 residential units. 2040 projected households is 1,332. Therefore, calculating the percentage of residential (1,332) versus commercial/industrial (1,339) gives 50% of the demand will be due to residential properties, and the remaining 50% to commercial/industrial properties.

Cost of the public works building:	\$1,300,000
Deduct \$\$\$ collected by impact fees to date**:	(\$11,314)
Total Public works building cost remaining:	\$1,288,686

#### RESIDENTIAL

Residential share of the building:	\$644,343
2040 projected households:	1,332
<b>Total cost/household:</b>	<b>\$483.74</b>

#### COMMERCIAL

Commercial/Industrial share of the building:	\$644,343
Total commercial/industrial acreage:	369
<b>Total cost/acre:</b>	<b>\$1,746.19</b>



**Needs Assessment and Impact Fee Update  
Public Works Needs Assessment**

***The revised impact fee for the public works facility is \$483 per residential unit and \$1,746 per commercial acre.***

*\*\*Note that the public works building was included in the original needs assessment category “municipal buildings”. Public Works comprised 8% of the total “municipal buildings” impact fee, so the total collected to date was calculated for the public works portion using that percentage.*





## **7 Roadway Needs Assessment**

### **7.1 Inventory of Existing Conditions and Identification of Future Needs**

A transportation plan is incorporated into the Village of Osceola's Comprehensive Plan. It shows all existing roads and their proposed functional classifications. The functional classification of a roadway is based on the standard guidelines of the Wisconsin Department of Transportation's Facilities Development Manual (FDM).

The proposed roads included in the impact fees are currently classified as local roadways; however, with proposed development in the vicinity of these roadway, we anticipate the need to increase the classification to a minor collector roadway. Minor collectors provide connection between neighborhoods and the county and state highway system. To safely accommodate the projected increased traffic and provide a reasonable level of service, the roadways must be expanded from local road standards to minor collector standards. The proposed roads are listed below; however, please note that this list of roadways is not meant to be exclusive. Development may occur along other roadways within the Village which may require the improvement of those roadways to accommodate new development. Any impact fees ultimately approved by ordinance passed by the Village Board based on this Needs Assessment shall therefore also apply to development along any such unlisted roadways. The proposed roads are:

- 3<sup>rd</sup> Avenue and River Street from STH 35 to 4<sup>th</sup> Avenue
- 68<sup>th</sup> Avenue from STH 35 to 258<sup>th</sup> Street

Based on current traffic volumes, existing local roads are adequate to support the current traffic levels. However, additional traffic generated by expected growth will affect the level of service and traffic patterns of these roadways. Therefore, improvements to these roadways will be necessary to adequately serve the increase in traffic caused by new development. The improvements include the increase of roadway width from the Village of Osceola standard roadway of 32-feet from backs of curbs for urban or 24-feet with 3-foot shoulders for rural to Wisconsin Department of Transportation's FDM guidelines per classification and traffic count, and additions of bypass and turn lanes, if needed.

### **7.2 Roadway Impact Fee**

Roadway impact fees will be applied to residential and commercial/industrial properties because the proposed roads to be upgraded serve these land uses. The amount to charge for impact fees is based on the percentage of trips generated for each land use. Impact fees for residential development are imposed on each new residential unit, or residential equivalent unit (REU) based on a typical trip generation rate for single family homes. If more dense housing – duplexes, townhomes, apartments, etc. – is anticipated or proposed, associated typical trip generation rates for each of those uses are assigned. Impact fees for commercial/industrial development, including non-profit uses such as churches, schools, and government buildings, are also based on trips generated with two adjustments. Fees are based on the trips generated by the development, adjusted first for pass-by or share trips, and then weighted according to their



**Needs Assessment and Impact Fee Update  
Roadway Needs Assessment**

anticipated location within the Village. The weighting factor reduces the trip impact to 5% of the estimated trips generated.

Cost estimates have been prepared to expand roads from current road width to minor collector roadway standards. The cost estimates are based on recent bids for roadway reconstruction projects in western Wisconsin. The cost estimate for 3<sup>rd</sup> Avenue has been adjusted to account for the proportional amount of the 2024-2025 LRIP MSID grant. The impact fee for roads is calculated by first dividing the expanded roadway improvement cost by a percentage of trips attributed to residential uses and a percentage attributed to commercial/industrial uses.

**Table 9: Calculation of Road Impact Fee**

Land Use Type	Average Trips per Day*	2020-2040 Additional Projections		
		Quantity	Trips per Day	% of Total
Residential – Single Fam	9.57/unit	63 New Units	603	49.4%
Commercial/Industrial	4.98/acre	124 Acres	617	50.6%
TOTAL			1,220	100.0%

\* Based on ITE Trip Generation Manual and trip generation rates for residential, commercial, and industrial land uses. The commercial/industrial trip rates are adjusted for pass-by or shared trips and weighted for location within the Village to 5% of the calculated trips. The calculated trips for C/I uses per ITE rates are 12,349 trips but are reduced to 617 weighted trips in the table above, considering the 5% location factor. Percentages are rounded.

The total cost eligible to be recovered through impact fees is \$387,166. The table above identifies the proportionate share of costs that can be imposed on residential impact fees is about 49.4%. The tables below calculate the impact fee for new residential development and commercial development within the village. The dollar amount to be divided among all future C/I development was weighted using the 5% location factor to arrive at about 50.6% of roadway costs to be allocated to this future C/I development. Within that amount, each new use will be assessed on a per trip basis, using each new use’s share of the actual 12,349 trips calculated.

**Table 10: Roadway Impact Fee**

Total Estimated Expansion Cost	<b>\$387,166</b>
Percentage of Cost for residential land use	49.4%
Subtotal	<b>\$191,260</b>
2020-2040 Additional Residential Units	63
<b>Impact Fee per REU</b>	<b>\$3,035.87</b>
(Percentages are rounded)	



**Needs Assessment and Impact Fee Update  
Roadway Needs Assessment**

**Table 11: Commercial / Industrial Road Improvement Impact Fee**

Total Estimated Expansion Cost	<b>\$387,166</b>
Percentage of Cost for com./industrial land	50.6%
<b>Subtotal</b>	<b>\$195,906</b>
Projected Commercial/Industrial Acres	124
Projected Commercial/Industrial Trips	12,349
<b>Impact Fee per C/I Trip</b>	<b>\$15.86</b>
(Percentages are rounded)	

Roadway impact fees for some typical uses are under these formulas are as follows:

- Light Industrial/Storage, 10,000 square feet: \$786
- Retail Use, 10,000 square feet: \$4,919
- Office, 10,000 square feet: \$1,544
- Gas Station/Convenience Store, 8 gas pumps: \$16,367
- Restaurant, 6,5000 square feet: \$9,829

***The impact fee for Roadways is recommended to be \$3,035 per Residential ERU.***



## **8 Parks and Recreation Needs Assessment**

### **8.1 Inventory of Existing Conditions and Identification of Future Needs**

Currently, the Village of Osceola has numerous existing parks and recreation facilities, as identified in the Village of Osceola Outdoor Recreation as approved by the Village Board on September 9, 2014. Table 7 shows the acreage of all parks within the Village based on the Outdoor Recreation plan:

**Table 12: Acreage of All Parks Within the Village**

<b>Park</b>	<b>Size (ac)</b>
Third Avenue Triangle Park	0.52
10th Avenue Triangle Park	0.005
Smith Park	2.61
Gateway Meadows	3.11
Ladd Memorial Park	0.63
Eric Park	0.75
Oakey Park	12.32
Millpond Park	2.55
Gristmill Park	0.27
Geiger Brewery Park	1
Schillberg Park	92
Cascade Falls, Wilke Glen	4.1
Osceola Eagle Bluff	17.54
Pheasant Run Parks	3.99
<b>Total Acreage</b>	<b>141.4</b>

This parkland listed does not include acreages at the school campuses, soccer fields, or nearby state/federal facilities.

The number and total acreage of parks within the Village of Osceola exceed the National Recreation and Park Association (NRPA) guidelines for number of parks per 1,000 population, and park acreage per 1,000 population for both current and projected population numbers. The Outdoor Parks and Recreation identifies several future expansion opportunities to the park system, but none are appropriate for impact fee assessment.

The Village did identify some proposed improvements attributed to new Village growth including:

- Schillberg Park Playground
- Gateway Park Development & Construction
- Park Signage and Wayfinding
- Smith Park Development & Construction



## 8.2 Parks and Recreation Impact Fee

Impact fee assessment for Parks and Recreation is determined using Total Households. Commercial/Industrial ERU's are not calculated, as those properties do not use Parklands.

**Table 13: Parks and Recreation Impact Fee**

Total Estimated Cost	\$185,000
Less Impact Fee Balance to-date	(\$67,944.96)
Total additional cost	\$117,055
<b>2040 Projected Households</b>	
	1,332
<b>Impact Fee per ERU</b>	<b>\$87.88</b>

*The revised impact fee for Parks and Recreation is recommended to be \$87 per Residential ERU.*





## **9 Recommended Fees and Implementation**

### **9.1 Summary**

The purpose of this study was to analyze and update the impact fees for the Village of Osceola by reviewing the previous Needs assessment document created March 2006. The same general methodology was utilized in the new study as the previous study, while figures and numbers were updated to reflect actual growth and usage. The report fulfills the public facilities needs assessment procedural requirement under Wisconsin Statutes §66.0617.

In order to determine the appropriate amount of the fees, the following analysis was performed:

- The previous Needs assessment document from March 2006 was reviewed.
- Facility inventory displayed in the previous document was verified and updated.
- Usage forecasts were updated regarding future demands in the Village.
- Costs of recommended projects were allocated to the proportionate share of facilities that are needed to serve new development during the planning period. ERU was used as a basis of comparing users for consistency with the previous Needs Assessment.
- Fees were calculated based on the analysis in the previous steps.

### **9.2 Recommended Impact Fee Schedule**

Based on the analyses described above, this study recommends that the Village revise its impact fee ordinance and impose impact fees for facilities as shown in the table below. These amounts recommend the maximum amount that the Village could impose, based on the application of Wisconsin Statutes 66.0617. The Village may choose to impose lesser amounts as a matter of policy.

Single-Family residential users will be charged based on the numbers in the table below. Water and Sanitary Sewer will be based on the sum of all meter sizes based on Table 6 and Table 8 in this report.

**Table 14: Recommended Impact Fees**

	<b>Equiv. Residential Unit (ERU)</b>	<b>Commercial / Industrial</b>
<b>Water Impact Fee</b>	\$579	\$579/ERU/meter size
<b>Sanitary Sewer Impact Fee</b>	\$2,857	\$2,857/ERU
<b>Library Impact Fee</b>	\$51	N/A
<b>Public Works Impact Fee</b>	\$483	\$1,746/acre
<b>Roadway Impact Fee</b>	\$3,035	\$15.86/trip
<b>Parks and Recreation Impact Fee</b>	\$87	N/A



### 9.3 Impact on the Availability of Affordable Housing

One of the requirements of Wisconsin Statute §66.0617 is to estimate the cumulative effect of all proposed and existing impact fees on the availability of affordable housing within the municipality. Although the fees are similar to the fees from the previous needs assessment, they may have an effect on affordability to those in the low-income brackets. The Village may wish to reduce or waive the impact fees for those units that can prove low-income benefit.

Per Table 9, the total impact fee for each REU is \$7,092. The following table outlines the effect of this fee on affordable housing based on a mortgage for a median home value in Osceola of \$270,000 and a median household income of \$45,691, assuming the entire cost of the fees is added to the home price. For a 30-year mortgage at 6% interest rate, adding the impact fee results in roughly 1.1 percent increase of household income that goes towards housing – from 54.3% of median household income to 55.4% of median household income. For lower cost housing and lower income households, the fees would be a proportionally larger share of the home price and the household income. See calculations in the following table.

**Table 15: Effect of Impact Fee on Affordable Housing**

Median House Value	\$270,000	
Median Household Income	\$45,691	
<b>Annual Cost of Housing:</b>		
Annual Mortgage Payment	\$19,615.21	30 years @ 6%
Estimated Property Taxes	\$3,186.00	
Estimated Insurance	\$2,000.00	
<b>Total Payment</b>	<b>\$24,801.21</b>	
<b>Impact Fee Added to Mortgage</b>		
Impact Fee Added to Mortgage	\$7,092	
Median Housing Value + Impact Fee	\$277,092	
Annual Mortgage Payment w/Impact Fee	\$20,130.43	30 years @ 6%
<b>Total Payment incl taxes and insurance (T/I)</b>	<b>\$25,316.43</b>	
<b>Mortgage Payment as % of Income</b>		
Mortgage Payment as % of Income	54.3%	
Mortgage Payment + impact fee as % of income	55.4%	
<b>Increase in % of income for housing</b>	<b>1.1%</b>	



## **9.4 Enacting the Impact Fee Ordinance**

Prior to amending a local ordinance to update impact fees on new development, a municipality must comply with the following procedural requirements:

1. Prepare a needs assessment for the public facilities for which it is anticipated that impact fees may be imposed. The public facilities needs assessment shall include the following:
  - a. An inventory of existing public facilities, including identification of any existing deficiencies in those public facilities, for which it is anticipated that an impact fee may be imposed.
  - b. An identification of new, improved or expanded public facilities that will be required because of new development, or the identification of excess capacity in existing public facilities that are used by new development. This shall be based upon an explicit level of service and standards.
  - c. A detailed estimate of the capital costs of providing or constructing the new, improved or expanded public facilities, including an estimate of the cumulative effect of all proposed and existing impact fees on the availability of affordable housing within the municipality.
2. Hold a public hearing prior to enacting or amending an ordinance to impose impact fees. The public facilities needs assessment must be available for public review for at least 20 days before the date of the hearing.

In order to implement the recommendations contained in this report and amend the impact fees for public facilities in the Village of Osceola, the following remaining steps must be taken:

- Present the findings of this report to the Village Board.
- Revise the existing impact fee ordinance to include the recommended changes to the impact fees.
- Publish a Class 1 notice in the Village newspaper prior to the public hearing as required under Wisconsin Statutes §66.0617(3). The needs assessment must be available for public inspection and copying at least 20 days prior to the public hearing as required under Wisconsin Statutes §66.0617(4)(b).
- Conduct a public hearing prior to amending the impact fee ordinance.
- After the public hearing, the Village Board may adopt the amended impact fee ordinance as recommended or adopt it with additional amendments.

## **9.5 Imposition and Collection of Fees**

Impact fees may be imposed on persons developing land, where development is defined as the creation of additional residential dwelling units or nonresidential uses that create the need for new, expanded or improved public facilities. In other words, development can mean the construction of a new residential or nonresidential building, or the expansion or remodeling of an existing residential or nonresidential building that results in a use that requires a higher demand for public services than the previous use.



## **Needs Assessment and Impact Fee Update Recommended Fees and Implementation**

The impact fees collected must be reduced to compensate for other capital costs imposed by the municipality to provide or pay for public facilities due to new land development. For example, if a developer is required to contribute land, facilities, or other items of value to provide a facility that a municipality would otherwise fund with impact fees, then the impact fee charged to the developer must be reduced proportionately.

### **9.6 Managing Impact Fees**

Impact fees must be placed into segregated accounts, meaning each type of fee has its own account. The impact fees and any interest earned on the account balance must be expended only for the facilities for which the fees have been imposed. Impact fees may be used to pay directly for project costs or may be used to pay for the debt service on bonds issued to finance a capital project.

In order to ensure that impact fees are not used to pay for more than the proportionate share of capital costs for facilities needed to serve new development, the public facilities needs assessment should be referenced when determining the amount of impact fee revenues to apply to facility funding. If a project is modified from what is detailed in the needs assessment, it may be necessary to review and update the needs assessment and impact fee ordinance.

Impact fees that are collected but are not used within a reasonable period of time after collection must be refunded to the property owner at the time of refund for which the impact fee was imposed. The current time limits are as follows:

1. Impact fees collected prior the adoption of this revised impact fees report must be spent in the timeline imposed under the original impact fee report.
2. Impact fees must be spent within 8 years of collection.

Once the Village adopts an ordinance amending the impact fees, the time limits for expending fees collected after the effective date of the amendment would be governed by that date.

It is recommended that the Village continue to take the following steps to ensure that impact fees are expended within the statutory time limits and that fees are properly applied to the projects shown in the public facilities needs assessment:

- Maintain a spreadsheet or other list of the amounts collected, showing the date paid, tax key, property owner, number of units, fee per unit, and total amount paid for each type of fee.
- Maintain a spreadsheet showing the projects funded through impact fees, by type of fee. At a minimum, it should show the year of the project, a brief description, total cost (including construction and legal, engineering, etc), the amount cash financed from impact fees, the amount borrowed, a debt service schedule and the share of debt service to be paid from impact fees. Ideally, this spreadsheet would also be linked to a sheet showing the balance of impact fee funds by account, showing payments made from each impact fee fund for cash financing and debt service payments.



## **9.7 Periodic Review**

It is further recommended that the Village increase the amount of the fees each year by an inflationary factor to make the fees more inter-generationally equitable, in that the amount of the fee paid by any new development is approximately equal to the amount paid in any other year, adjusted for inflation. The impact fees calculated in this report were based on numerous assumptions and forecasts in future development and service levels provided by the Village. The exact specifications of public facilities' design and costs may vary from the estimates developed through the analysis of this report. Therefore, it is recommended that the impact fees be reviewed on a consistent basis to adjust for changes in inflation, development trends or major changes in project plans, ideally on a schedule of every three to five years.





## APPENDIX A - ROADWAY EXPANSION COSTS

### 3RD AVENUE AND RIVER STREET STH 35 to 4th Street Minor Collector Roadway 575 L.F.

Item	Unit	Quantity	Unit Price	Total Price
Common Excavation	CY	256	\$15.00	\$3,833
8" Aggregate Base - Extra 8'	TN	259	\$15.00	\$3,879
3.5" Asphaltic Surface - Extra 8'	TN	118	\$90.00	\$10,646
1/2" Asphaltic Surface over 36'	TN	76	\$90.00	\$6,844
Storm culvert extension	LF	24	\$100.00	\$2,400
<b>Subtotal</b>				\$27,603
15% Contingency				\$4,140
10% Engineering and Admin				\$3,174
<b>TOTAL ESTIMATED COST</b>				<b>\$34,917</b>
*2024-2025 LRIP MSID grant: \$400,000 based on total length of 1,848 LF				
<b>Proportionate Amount:</b> 575 LF/1,848 LF = 0.31 x \$400,000 = \$124,000 x 22% extra width (8'/36')				<b>-\$27,280</b>
			<b>TOTAL</b>	<b>\$7,637</b>

### 68TH AVENUE STH 35 to 258th Street Minor Collector Roadway 4,400 L.F.

Item	Unit	Quantity	Unit Price	Total Price
Common Excavation	CY	3178	\$15.00	\$47,667
8" Aggregate Base - Extra 13'	TN	3216	\$15.00	\$48,239
3.5" Asphaltic Surface - Extra 13'	TN	1471	\$90.00	\$132,382
1/2" Asphaltic Surface over 39'	TN	630	\$90.00	\$56,735
Storm culvert extension	LF	150	\$100.00	\$15,000
<b>Subtotal</b>				\$300,023
15% Contingency				\$45,003
10% Engineering and Admin				\$34,503
<b>TOTAL ESTIMATED COST</b>				<b>\$379,529</b>

<b>TOTAL EXPANSION COST OF ROADWAYS</b>	<b>\$387,166</b>
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## **APPENDIX B: COMMERCIAL / INDUSTRIAL LAND USE TRAFFIC IMPACT**

Based on currently zoned commercial and industrial property in the Village of Osceola, it is anticipated that there will be 124 acres of commercial and industrial development. The breakdown is assumed as follows:

*Industrial:*

63 acres – General Light Industrial

*Commercial:*

35 acres – commercial retail

26 acres – general office uses

These assumed land uses are for estimating purposes only. Impact fees will be based on a formula tied to the traffic generation of each use and future development projects will be assessed based on their actual use and trip generation.

### **Background – Market Demand**

Development of land for commercial and industrial uses is closely tied to the accessibility of businesses to the markets they serve. Because the existing transportation system serving the Village of Osceola consists mostly of rural two-lane highways, access to sizable markets is limited. Therefore, commercial and industrial development within the Village of Osceola has been mostly related to serving the needs of the local population. Furthermore, because Osceola's household base is relatively small (under 1,300), the types of businesses that can be supported tend to be small as well.

The presence of mostly small businesses supported by the local population support the pass-by theory. Trips are adjusted to account for pass-by trips, where a trip going to a given destination passes by another use and turns in. Many commercial uses will have a pass-by factor, reducing their trip numbers compared to the raw ITE rates.

The roadway impact fees will be based on the proportion of traffic that can be assigned to various land uses. The accepted basis for estimating traffic is the Institute of Transportation Engineers (ITE) Trip Generation Manual, which assigns trip generation rates to various types of land use.

### **Background – Traffic Impact**

The size and construction of roadways is closely related to the amount of traffic on them. The roadway impact fees will be based on the proportion of traffic that can be assigned to various land uses. The accepted basis for estimating traffic is the Institute of Transportation Engineers (ITE) Trip Generation Manual, which assigns trip generation rates to various types of land use. We have used ITE figures in the analysis on the attached spreadsheet, with further adjustment to account for pass-by trips, where a trip going to a given destination passes by another use and turns in. Many commercial uses will have a pass-by factor, reducing their trip numbers compared to the

raw ITE rates.

In addition to the pass-by factor, a weighting factor was also applied to the trip numbers. This weighting factor is based the proximity of the available land to residential and other existing commercial and industrial properties.

**Traffic Impact / Trips Calculation**

Land Use	Units	Acres	Anticipated Sq. Ft.	Trip Rate*	Pass-by Trip Factor	Adjusted Trip Rate	Adjusted Trips (rounded to the nearest whole number)
Industrial	Varies	63	548,856	4.96	1.00	4.96	2,722
Specialty Retail	Varies	25	107,500	44.32	0.70	31.02	3,334
General Office	Varies	26	169,000	9.74	1.00	9.74	1,646
Gas/convenience**	Pump	5	Varies	322.50	0.40	129.00	1,548
Restaurant, high turnover		5	32,500	112.18	0.85	95.35	3,099
Single Family Resid.***	63			9.57	1.00	9.57	603

\* Trip rate for Specialty Retail, General Office and restaurant per 1,000 sq. ft.

Assumptions: Specialty Retail – 4,300 sf per acre  
 General Office – 6,500 sf per acre  
 Restaurant – 6,500 sf per acre

\*\*Trip rate for Gas/convenience per gas pump.

\*\*\* Trip rate for Single Family Residence per unit.

Weighting Factor (assumed reduction in impact of C-I trips on roadway projects)

	Trips	Weighting Factor	Weighted Trips	Percent of Wtd. Trips
C-I trips	12,349	5%	617	50.6%
Resid. trips	603	100%	603	49.4%
Total			1,220	