



City of Stoughton Comprehensive Plan

Adopted:
May 31, 2005

Amended:
June 26, 2012

Planning Assistance by:

 **VANDEWALLE &
ASSOCIATES INC.**
Shaping places, shaping change

ORDINANCE OF THE COMMON COUNCIL	
An Ordinance Amending the Comprehensive Plan to Incorporate the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan	
Committee Action:	Recommend approval 4 - 0
Fiscal Impact:	None
File Number:	O- 8 -2012
Dates Introduced:	April 24, 2012 June 26, 2012

The Common Council of the City of Stoughton, Wisconsin, does ordain as follows:

Section 1. Pursuant to §62.23(2) and (3) for cities, villages, and towns exercising village powers §60.22(3) of the Wisconsin Statutes, the City of Stoughton is authorized to amend its comprehensive plan as defined in §66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Common Council of the City of Stoughton, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of the plan amendment as required by §66.1001(4)(a) of the Wisconsin Statutes.

Section 3. The Planning Commission of the City of Stoughton by a majority vote, recorded in its official minutes, has adopted a resolution recommending adoption of certain amendments to the City's Comprehensive Plan as reflected in Attachment A and the inclusion of the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan as detailed components of the City's Comprehensive Plan.

Section 4. The City Common Council has held at least one public hearing on this ordinance, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Common Council of the City of Stoughton, Wisconsin, does, by enactment of this ordinance, ordain that the text and map amendments set forth in Attachment A are hereby adopted as amendments to the City's Comprehensive Plan and the Linnerud Detailed Neighborhood Plan and the 51-138 Westside Detailed Neighborhood Plan are hereby adopted as detailed components of the City's Comprehensive Plan, pursuant to §66.1001(4)(c) of the Wisconsin Statutes.

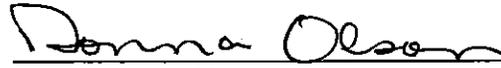
Section 6. This ordinance shall take effect upon passage by a majority vote of the members of the Common Council as required by law.

Council Adopted: ✓ 11-0

Mayor Approved: ✓

Published: _____

Attest: _____



Donna Olson, Mayor



Nick Probst, City Clerk

- Attachment A: Recommended City of Stoughton Comprehensive Plan Amendments
- Attachment B: Linnerud Detailed Neighborhood Plan
- Attachment C: 51-138 Westside Detailed Neighborhood Plan

ACKNOWLEDGEMENTS

CITY COUNCIL:

Thomas Majewski	Eric Olstad
Ron Christianson	Larry Peterson
Greg Jenson	Tricia Suess
Paul Lawrence	Tim Swadley
Michael Engleberger	David Kneebone
Eric Hohol	Elvin Swangstu (Sonny)

PLAN COMMISSION:

Mayor Donna Olson
 Scott Truehl
 Eric Hohol
 Ron Christianson
 Eric Olstad
 Todd Krcma
 Rollie Odland

2005 SMART GROWTH STEERING COMMITTEE:

Jim Peterson	Paul Lawrence
Bob Diebel	Pat Schneider
Bob McGeever	Melissa Lampe
Gerald Olsen	Helen Johnson
Jim Griffin	Dan McGlynn
Rollie Odland	Mary Lou Fendrick
Denise Duranczyk	Roger Nietzsche
Kathleen Kelly	Maura Beresky
Gary Locke	Peter Nelson
Ron Christianson	Ralph Baumbach
Sonny Swangstu	Pat Lund
Dave McKichan	Norman Sime

Planning and Design Assistance by:

Vandewalle & Associates
 Michael Slavney, FAICP, Principal Planner
 Jessica Schmiedicke, AICP, Associate Planner
 Dan Eckberg, GIS Technician

City of Stoughton Staff:

Rodney Scheel, Planning Director
 Michael Stacey, Zoning Administrator/Assistant
 Planner
 Nick Probst, City Clerk

120 East Lakeside Street
 Madison, WI 53715
 (608) 255-3988
 (608) 255-0814 (FAX)
www.vandewalle.com

© VANDEWALLE & ASSOCIATES 2012. All rights reserved.

The party to whom this document is conveyed (“Client”) from VANDEWALLE & ASSOCIATES is granted the limited, non-transferable, non-exclusive right to copy this document in its entirety and to distribute such copies to others.

In no event shall VANDEWALLE & ASSOCIATES be liable to Client or any third party for any losses, lost profits, lost data, consequential, special, incidental, or punitive damages, delays, or interruptions arising out of or related to the recommendations contained in this document.

VANDEWALLE & ASSOCIATES shall not be liable or otherwise responsible for any future modifications to this document or their effect on the results of the implementation of the recommendations contained herein. In the event that Client modifies this document, the following disclaimer applies:

This document is based on copyrighted materials of VANDEWALLE & ASSOCIATES. This document contains modifications that have not been reviewed or approved by VANDEWALLE & ASSOCIATES. As a result, VANDEWALLE & ASSOCIATES expressly disclaims any and all warranties associated with, or liability resulting or arising in any way from, this modified document.

AMENDMENTS

This Plan was originally adopted on May 31, 2005.

This Plan was subsequently amended on:

- June 26, 2012

TABLE OF CONTENTS

PURPOSE OF THIS PLAN 1

A. PLAN DEVELOPMENT PROCESS..... 2

B. GENERAL REGIONAL CONTEXT 2

C. SELECTION OF THE PLANNING AREA..... 2

CHAPTER ONE: ISSUES AND OPPORTUNITIES.....5

A. POPULATION TRENDS AND PROJECTIONS 7

B. DEMOGRAPHIC TRENDS 8

C. HOUSEHOLD TRENDS AND FORECASTS 9

D. EMPLOYMENT TRENDS AND FORECASTS..... 10

E. KEY PLANNING ISSUES AND OPPORTUNITIES 11

F. OVERALL GOALS, OBJECTIVES AND POLICIES..... 20

CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES 21

A. AGRICULTURAL RESOURCES INVENTORY 23

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES 24

C. AGRICULTURAL RESOURCE RECOMMENDATIONS 24

D. NATURAL RESOURCE INVENTORY..... 24

E. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES..... 31

F. NATURAL RESOURCE RECOMMENDATIONS 31

G. CULTURAL RESOURCE INVENTORY 32

H. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES 34

I. CULTURAL RESOURCE RECOMMENDATIONS 34

CHAPTER THREE: LAND USE 37

A. EXISTING LAND USE INVENTORY & PATTERN 39

B. LAND USE GOALS, OBJECTIVES, AND POLICIES 53

C. PLANNED LAND USE RECOMMENDATIONS 55

D. COMMUNITY CHARACTER PLANNING 83

CHAPTER FOUR: TRANSPORTATION 91

A. EXISTING TRANSPORTATION NETWORK..... 93

B. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES 100

C. TRANSPORTATION RECOMMENDATIONS..... 101

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES 109

A. EXISTING UTILITY AND COMMUNITY FACILITIES..... 111

B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES 116

C. UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS..... 116

CHAPTER SIX: HOUSING 121

A. EXISTING HOUSING FRAMEWORK 123

B. HOUSING GOALS, OBJECTIVES AND POLICIES..... 126

C. HOUSING RECOMMENDATIONS..... 131

CHAPTER SEVEN: ECONOMIC DEVELOPMENT 135

A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK..... 137

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES..... 141

C. ECONOMIC DEVELOPMENT RECOMMENDATIONS 142

CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION 151

A. EXISTING REGIONAL FRAMEWORK 153

B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES..... 155

C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS 156

CHAPTER NINE: IMPLEMENTATION..... 159

A. PLAN ADOPTION 161

B. PLAN ADMINISTRATION, PLAN MONITORING, AMENDMENTS, AND UPDATES 161

C. PLAN IMPLEMENTATION RECOMMENDATIONS..... 164

APPENDIX A: LINNERTUD DETAILED NEIGHBORHOOD PLAN.....A-1

APPENDIX B: 51-138 WESTSIDE DETAILED NEIGHBORHOOD PLAN..... B-1

TABLE OF FIGURES

Map 1: Jurisdictional Boundaries..... 3
 Table 1: Population Trends..... 7
 Table 2: Population Projections 8
 Table 3: Demographic Characteristics, 1990 - 2000..... 9
 Table 4: Household Characteristic Comparisons, 2000..... 10
 Table 5: Labor Force Characteristics, 2000 10
Map 2: Natural Resources Map 27
 Figure 1: Historic Districts 33
 Table 6: City of Stoughton Existing Land Use Totals 42
 Table 7: Land Development Trends, 1993 – 2003..... 42
Map 3: Existing Land Use Map..... 43
Map 4: Historic Growth Areas Map..... 45
 Table 8a: Land Use Projections by DCRPC for the Stoughton Urban Service Area..... 47
 Table 8b: Preferred Land Use Projections Selected by Planning Committee for City of Stoughton 48
Map 5: Peripheral Growth Analysis Map 51
 Figure 2: Downtown Design Guidelines Illustration..... 59
Map 6a: Planned Land Use Map: Central Area 63
 Figure 3: Sample Detailed Neighborhood Plan: Green Tech Village, Fitchburg, Wisconsin..... 68
 Figure 4: Undesirable vs. Desirable Design..... 69
 Figure 5: Traditional Neighborhood Design Illustration 73
 Table 9: Stoughton Urban Development Area Acreage Totals 77
Map 6b: Planned Land Use Map: Stoughton Peripheral Area 79
Map 7: Community Character Map 89
Map 8: Existing Transportation Map 97
Map 9: Transportation and Community Facilities Plan Map..... 107
 Table 10: Stoughton Area School District Enrollment, 1993 - 2003 115
 Table 11: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities 119
 Table 12: Housing Types, 1990-2000 123
 Table 13: Housing Development, 1993-2002 123
 Table 14: Comparison of Housing Stock Characteristics, 2000..... 124
 Table 15: Age of City of Stoughton Housing as a Percent of the Total 2000 Housing Stock 124
 Table 16: Need for Assisted Rental Housing in Stoughton, 1999 125
 Table 17: Affordable Housing Analysis, 2000..... 126
 Figure 6: Planned Neighborhood Illustration 129
 Figure 7: Multi-Family Residential Development Guidelines..... 133
 Table 18: Comparison of “White” and “Blue” Collar Jobs, 1990 - 2000 137
 Table 19: Comparison of Median Household Incomes, 2002..... 138
 Table 20: Place of Residence Data, 2000 139
 Table 21: Stoughton’s Strengths & Weaknesses for Economic Development..... 140
 Figure 8: Desired New Commercial Project Layout 143
 Figure 9: Desired New Industrial Project Layout..... 144
 Figure 10: Mixed-Use Development Design Standard Illustration..... 145
 Figure 11: Redevelopment Planning and Implementation Process 148
 Table 22: Implementation Strategies Timetable..... 165

PURPOSE OF THIS PLAN

This *City of Stoughton Comprehensive Plan* is intended to serve as a blueprint for the short- and long-range growth and development of Stoughton for the next 20 years. It is designed to be used by City officials and citizens as a policy guide to:

- Direct community development and land use decisions;
- Assist with community facility budgeting; and
- Focus and stimulate private housing, business, and industrial investment in the community.

As a long range comprehensive planning tool concerned with a wide variety of environmental, economic, and social factors, this *Plan* examines and provides recommendations for areas both within the City's corporate limits and beyond, within the City's extraterritorial jurisdiction.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a plan must go through a formal public hearing and review process. The city Plan Commission adopts by resolution a public hearing draft of the plan and recommends that the Common Council enact an ordinance adopting the plan as the city's official comprehensive plan. Following Plan Commission approval, the Council holds a public hearing to discuss the proposed ordinance adopting the plan. Copies of the public hearing draft of the plan are forwarded to a list of local and State governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the plan as the city's official comprehensive plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the plan's recommendations.

This *Comprehensive Plan* was prepared under the State of Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. This legislation requires that a comprehensive plan include the following nine elements 1) **Issues and Opportunities** (providing the basis for goals, objectives, policies, and programs to guide future development over a 20-year planning period), 2) **Housing**, 3) **Transportation**, 4) **Utilities and Community Facilities**, 5) **Agricultural, Natural and Cultural Resources**, 6) **Economic Development**, 7) **Intergovernmental Cooperation**, 8) **Land Use** and 9) **Implementation**. This legislation also describes how a comprehensive plan must be prepared and adopted (see sidebar).



This *Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element, followed by an outline of the City's goals, objectives, and policies related to that element, and ends with a series of detailed recommendations. The final chapter (Implementation) provides strategies and timelines to ensure that this *Plan* is implemented in the future.

A. PLAN DEVELOPMENT PROCESS

In addition to providing sound public policy guidance, a comprehensive plan should incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval is critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as community opinion surveys, public workshops and meetings.

At the outset of this planning process, the City of Stoughton Common Council adopted by resolution its public participation plan to ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of its residents. This public participation plan reflects the dedicated commitment of Stoughton's Smart Growth Steering Committee, Plan Commission, Common Council, and City staff, and input from Stoughton citizens, community and special interest groups, and representatives from neighboring jurisdictions. Due to this extensive public participation process, the recommendations of this *Plan* are generally consistent with other adopted local and regional plans, long-standing State and regional policies, and sound planning and development practices.

B. GENERAL REGIONAL CONTEXT

The City of Stoughton is located in southeastern Dane County, Wisconsin along U.S. Highway 51, State Trunk Highway 138 and County Trunk Highways B and N. The City is located approximately 10 miles south-east of Madison, 85 miles west of Milwaukee, 135 miles north of Chicago, 100 miles east of Dubuque, and 270 miles south of Minneapolis. The City shares borders with the Towns of Dunkirk, Pleasant Springs and Rutland. The Town of Dunn is located to the northwest. Map 1 shows the relationship of Stoughton to neighboring jurisdictions in the region.

Many of the communities in Dane County are experiencing strong population growth, due to their location in the Madison Metropolitan Area, widely considered one of the most desirable regions in the country. The outlying cities and villages in the region are struggling with how to maintain and enhance their community character and individual identity in the face of suburban growth pressure and commuting patterns. This challenge is particularly critical for Stoughton, which has perhaps the strongest community identity in the region.

C. SELECTION OF THE PLANNING AREA

The Planning Area for this *Plan* has been selected to generally include all lands in which the City of Stoughton has both a short-term and long-term interest in planning and development activity. The Planning Area includes all lands currently within Stoughton's municipal limits *and* within the City's adopted 1½-mile Extraterritorial Jurisdiction (ETJ) boundary. (With a 2003 population of over 10,000 residents, the City of Stoughton is eligible for "City of the Third Class" status and, under State statutes, could officially extend its ETJ boundary to 3 miles). The City's 1½-mile ETJ boundary extends into the Towns of Dunkirk, Pleasant Springs, Rutland and Dunn). Map 1 depicts both the City's adopted 1½-mile and potential 3-Mile ETJ areas.

Within the ETJ, State statutes enable the City to plan, review subdivisions, enact extraterritorial zoning, and implement an Official Map. During this *Plan's* 20 to 25 year planning period, much of the land within the City's ETJ will remain outside the corporate limits (i.e., not annexed). Therefore, the City has an interest in assuring that development activity within the entire ETJ area does not negatively affect the capacity for logical urban growth within and beyond the planning period.

Map 1: Jurisdictional Boundaries

CHAPTER ONE: ISSUES AND OPPORTUNITIES

CHAPTER ONE: ISSUES AND OPPORTUNITIES

This chapter gives an overview of the important demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in Stoughton. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household and employment forecasts, age distribution characteristics and employment trends. It also includes a section on overall goals, objectives and policies to guide the future preservation and development in the City over the 20-year planning period.

A. POPULATION TRENDS AND PROJECTIONS

Stoughton's population has doubled over the past thirty years. The City experienced its most rapid rate of population growth during the 1990s. According to U.S. Census data, the City grew from 8,786 residents in 1990 to 12,354 residents in 2000, which represents a 40.6 percent increase (see Table 1). This growth increase compares to 66 percent for Oregon, 52 percent for Waunakee, 22 percent for McFarland, and 13 percent for Fort Atkinson. The Town of Dunkirk lost 3.2 percent of its population during the 1990s. Dane County as a whole grew by about 16 percent during the past decade. The City's estimated 2004 population is 12,654.

Table 1: Population Trends

	1970	1980	1990	2000	Population Change*	Percent Change*
City of Stoughton	6,096	7,589	8,786	12,354	3,568	40.6%
Village of Oregon	2,553	3,876	4,519	7,514	2,995	66.3%
Village of Waunakee	2,181	3,866	5,897	8,995	3,098	52.5%
Village of McFarland	2,386	3,783	5,232	6,416	1,184	22.6%
City of Fort Atkinson	9,164	9,785	10,213	11,621	1,394	13.6%
Town of Dunkirk	2,139	2,098	2,121	2,053	-68	-3.2%
Dane County	290,272	323,545	367,085	426,526	+59,441	16.2%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+471,906	9.6%

Source: U.S. Census of Population and Housing, 1970 – 2000

* 1990 to 2000 population change

Public participation during this Comprehensive Planning Process indicated a strong preference for steady and modest population growth. Population projections were carefully evaluated to serve as the basis of this *Plan*. A wide variety of techniques are available to project population. This *Plan* examined projections provided by several agencies, and made several additional projections based on historic growth trends.

Table 2, on the following page, shows the City's projected population in five-year increments over the next 20 years based on State and regional projection methods and historic growth trends.

- The Wisconsin Department of Administration's population forecast (produced in 2003) shows a population of 16,798 residents by the year 2025. This forecast does not use a constant rate, but is instead based on many demographic factors. The resulting forecast is equivalent to projection using an annual increase of 1.237 percent.
- The Dane County Regional Planning Commission projects a slightly higher rate of population growth over the next two decades (1.616 percent annual increase), resulting in a population of 17,023 by the year 2020. If projected on to 2025, a population of 18,444 persons would result.

For the purpose of this *Plan*, the Steering Committee directed VANDEWALLE & ASSOCIATES to prepare three alternative projections based on historic *actual* growth trends in the City. These trends use higher rates of population growth for Stoughton than those used in the official agency projections.

- From 1980 to 2000, the City grew by an average rate of 2.466 percent each year. If this historic 20-year growth rate continues, the City’s population would grow to 22,714 residents by 2025.
- During the 1990s, the City grew by an average rate of 3.47 percent each year. If this trend continues, the City’s population would grow to 28,964 residents by 2025.
- From 1980 to 2000, the “first tier metro” communities around the Madison area (generally equivalent to Stoughton’s location in the region) grew by an average rate of 3.90 percent each year. If Stoughton was to follow this trend, the population would grow to 32,151 residents by 2025.

These five population projections vary widely – with the resulting 2025 projected populations ranging between 16,799 and 32,151. Actual future population will depend on market conditions, attitudes and policies about growth, and development regulations – usually applied in incremental decisions about annexation, zoning and platting.

Table 2: Population Projections

	2000 (Actual)	2005	2010	2015	2020	2025
Wisconsin Department of Administration ¹	12,354	13,370	14,229	15,019	15,867	16,798
Dane County Regional Planning Commission ²	12,354	<i>(13,385)</i>	14,927	<i>(15,712)</i>	17,023	<i>(18,444)</i>
1980-2000 Historic Growth Rate Trend ³	12,354	13,954	15,762	17,803	20,110	22,714
1990-2000 Historic Growth Rate Trend ⁴	12,354	14,649	17,371	20,598	24,426	28,964
First Tier Metro Historic Growth Rate Trend ⁵	12,345	14,958	18,112	21,930	26,553	32,151
Blended Projected Growth Rate (+1.773%)⁶	12,345	13,489	14,728	16,080	17,557	19,170

¹ Source: Official Municipal Population Projections, 2000 – 2020 (2003). (Equivalent to an annual growth rate of 1.237%, compounded annually.)

² Source: 2002 Dane County Regional Trends equivalent to an annual growth rate of 1.616% compounded annually. Populations provided in italics for the years 2005, 2015 and 2025 are interpolated from numbers provided for the years 2010 and 2020.

³ Source: VANDEWALLE & ASSOCIATES, based on 1980 to 2000 average annual growth rate (2.466%) compounded annually.

⁴ Source: VANDEWALLE & ASSOCIATES, based on 1990 to 2000 average annual growth rate (3.467%) compounded annually.

⁵ Source: VANDEWALLE & ASSOCIATES, based on 1980 to 2000 average annual growth rate (3.90%) for the “First Tier Metro” communities of Cottage Grove, DeForest, McFarland, Oregon, Stoughton, Sun Prairie, Verona, and Wausaukee, compounded annually.

⁶ Source: VANDEWALLE & ASSOCIATES, based on the average of the WISDOA, DCRPC and 20-Year growth rates (1.773%).

Finally, this *Plan* examined the use of a blended growth rate of 1.773 percent—resulting in about 19,170 residents by 2025. This rate represents a mid-point between the WisDOA and DCRPC projections, and the actual twenty-year growth rate. It also reflects the desire of the community expressed throughout the planning process to keep growth steady and modest. This projection is used throughout this *Plan* to determine future land use, housing, and community facility needs.

B. DEMOGRAPHIC TRENDS

Table 3 shows trends in the City’s age and sex distribution from 1990 to 2000, and compares these trends with Dane County and the State as a whole. In 1990, the City’s median age was older than both the county and State. By 2000 the City’s median age was still older than the county, but slightly younger than the State as a whole. Following nationwide trends, the Stoughton’s median age has grown somewhat older in the past thirty years. In 1980, the City had a median age of 31.4, in 1990 it was 33.6, and by 2000 it was 35.2. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period—particularly as the “baby boom” generation reaches retirement age. This will affect the City’s decision-making on community facility planning related to senior citizens. An emphasis on providing for a more diverse range of housing and neighborhood services will be needed to accommodate this important trend.

In 2000, Stoughton had a higher percentage of residents under age 18 than in the county and State, which has implications for school facility planning. Stoughton also had a higher percentage of its residents aged 65 and older than the county or State. However, the percentage of Stoughton's residents aged 65 and older dropped from 17.4 percent in 1990 to 14.3 percent in 2000. This statistic reflects the growing role of Stoughton as the home for young families.

Table 3: Demographic Characteristics, 1990 - 2000

	City of Stoughton		Dane County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
Median Age	33.6	35.2	30.7	33.2	32.9	36.0
% under 18	27.4	28.3	22.7	22.6	26.4	25.5
% over 65	17.4	14.3	9.3	9.3	13.3	13.1
% Female	52.5	52.8	50.0	50.5	51.1	50.6

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

Females accounted for about 53 percent of Stoughton's population in 2000. This compares to 50.5 percent for the county and 50.6 percent for Wisconsin. The racial composition of Stoughton in 2000 was 96.7 percent white, non-Hispanic, 1.2 percent Hispanic or Latino, 0.9 percent black, 0.7 percent Asian, and 0.3 percent American Indian.

C. HOUSEHOLD TRENDS AND FORECASTS

Selected household characteristics in 2000 for the City of Stoughton with surrounding towns, the county, and the State are compared and shown on Table 4. The City's average household size was lower than most surrounding communities, but higher than Dane County and the State as a whole. The percent of households occupied by a single resident in the City was higher than most surrounding communities, but lower than the percent for Dane County and the State. The City's average household size has been declining over the past three decades. The number of persons per household dropped from 2.63 in 1980 to 2.55 in 1990, and continued to drop to 2.52 in 2000. The average household size in all of Dane County in 2000 was 2.37, down from 2.46 in 1990.

The accelerated rate of decline in the City's average household size since 1980 is not projected to continue over the next twenty years. Instead, average household size is forecasted to level off to around 2.50 in 2005, 2.48 in 2010, 2.46 in 2015, and 2.44 in 2020 and 2.40 by 2025. This is consistent with the DCRPC's projected average household size of 2.40 for Stoughton by 2025. These projected household sizes will be used in projecting future housing unit demand in the community over the next 20 to 25 years.

The proportion of the City's elderly population (22.5 percent) is higher than the surrounding villages, towns, and county, but about the same as the State as a whole.

Table 4: Household Characteristic Comparisons, 2000

	City of Stoughton	Village of McFarland	Village of Oregon	Village of Waunakee	City of Fort Atkinson	Town of Dunkirk	Dane County	State of Wisconsin
Total Housing Units	4,890	2,481	2,895	3,271	4,983	776	180,398	2,321,144
Total Households	4,734	2,434	2,796	3,203	4,760	760	173,484	2,084,544
Household Size	2.52	2.63	2.66	2.76	2.40	2.70	2.37	2.50
% Single-person household	26.2	21.5	20.4	20.2	29.4	16.3	29.4	26.8
% With individuals 65 years and older	22.5	15.7	15.2	16.9	24.7	17.0	15.8	23.0

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

D. EMPLOYMENT TRENDS AND FORECASTS

According to the 2000 census, about 72 percent of Stoughton’s total potential labor force (age 16 and older) was employed. In 1990, about 93 percent of the City’s total labor force was employed. The median household income in Stoughton (as reported in the 2000 census) is \$47,633. Income information from the 1990 census showed that Stoughton’s median household income was \$27,308. About 89 percent of Stoughton’s population age 25 and older have attained a high school level education, and about 28 percent of this same population have attained a college education, according to 2000 census data. In 1999, 3.1 percent of families in Stoughton were living in poverty, equaling five percent of total City residents. The number of families in poverty with a female householder and no husband present was 12.7 percent in 1999. A complete description of Stoughton’s economic characteristics is provided in Chapter Seven.

Stoughton’s primary economic activities are in the manufacturing, education, health, and social services industries. Major employers in Stoughton include Stoughton Trailers with roughly 800 employees, Stoughton Area School District with roughly 475 employees, and Fleetguard/Nelson with about 450 employees. According to 2000 census data, the single largest employment sector for Stoughton residents was education, health, and social services. Manufacturing was the second largest employment sector. The percentage of the City’s labor force employed by sector in 2000 is shown below in Table 5.

Table 5: Labor Force Characteristics, 2000

Industry	Percentage of Labor Force
Education/Health/Social Services	22.9%
Manufacturing	18.4%
Retail Trade	10.5%
Finance/Insurance/Real Estate	10.0%
Construction	6.8%
Arts/Entertain./Rec./Accommodation/Food Service	6.0%
Professional/Scientific/Management/Administrative	5.2%
Public Administration	4.8%
Transportation/Warehousing/Utilities	3.6%
Wholesale Trade	3.2%
Information	2.5%
Agriculture/Forestry/Mining	0.6%
Other Services	5.6%

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

More current employment data is available at the county-level. According to Department of Workforce Development (WisDWD), total employment in all sectors increased in Dane County by about 13 percent from 1996 to 2001. Jobs in the service sector increased the most, from 64,819 jobs in 1996 to 78,701 jobs in 2001. The county's service jobs are often relatively skilled professional or technical positions. The county also experienced significant growth in jobs related to the transportation, communication, and utilities and the manufacturing sectors.

Forecasting employment growth for the City of Stoughton is difficult because of the community's comparatively small labor force. Employment forecasts have been provided, however, for Dane County. Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm—shows total employment in Dane County growing at an annual rate of 1.5 percent from 1998 to 2003. The finance, insurance and real estate employment sector is expected to have the highest annual growth rate during this five-year period. In the longer term, total employment in Dane County is projected to increase 25 percent over the next 20 years, from approximately 334,810 workers in 2000 to a projected 417,370 workers in 2020. Jobs in the service and government sectors are projected to experience the highest growth during this time period. Jobs in the manufacturing sector are projected to grow 9 percent from 2000 to 2020.

E. KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the City's Smart Growth Steering Committee directed a number of efforts to ensure that this *Plan* is based on a vision shared by Stoughton residents. These efforts were outlined in the City's public participation plan adopted by the Common Council at the outset of this planning process. The results of this public participation effort are summarized below.

1. Community Survey

To gather general perceptions of the City and its future growth from local residents, a written survey was sent to all City household addresses (approximately 4,800) in February 2003. The 14-page survey included questions to learn local attitudes on existing conditions in Stoughton and opinions on how the community should grow in the future. A total of 1,001 completed surveys were returned, representing a response rate of about 21 percent. Each survey included questions requesting basic demographic data from the respondent:

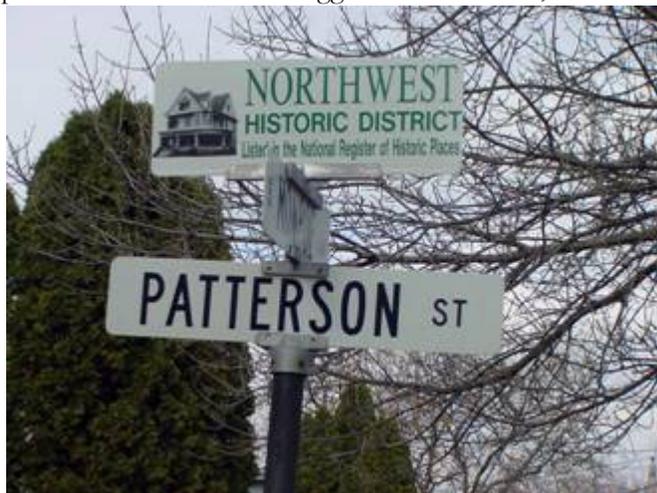
- Nearly 86 percent of all responding households owned their own home, while 13 percent rented their home or apartment. According to 2000 census data, the City's ratio of owners to renters is 65 percent owner-occupied to 35 percent renter-occupied.
- More than half (55 percent) of all respondents have resided in Stoughton for at least 10 years, and 35 percent have lived in Stoughton more than 20 years.
- Most respondents (68 percent) were 30 to 64 years old. (For comparison, the 2000 census reports that 36 percent of the City's total population falls within the ages of 35 to 64). Nearly 8 percent of the respondents were age 18 to 29, and 13 percent were older than 75.

In summary, the respondent population appears to be over-represented by residents who are older, own their home and have lived in the community longer than the overall population in Stoughton. The following is a summary of the survey results:

- **Reason for Living in Stoughton:** Respondents were asked to rank the three most important reasons for choosing to live in Stoughton. Stoughton's "small city atmosphere" was ranked highest with 56 percent of respondents listing this as one of their top three reasons. The second most popular choice (37 percent) was Stoughton's proximity to "relatives and friends". "Affordable house or lot" (33 percent), "self-contained, full-service City" (25 percent), and "good schools" (17 percent) were other common choices. Many respondents who selected the "Other" category listed the City's proximity to Janesville and its senior housing opportunities as other reasons for living in Stoughton. These responses suggest that Stoughton is a community generally focused

around family, friends, schools, and community services—all contributing to the City’s character and way of life.

- **Community Vision:** Some questions were designed to get the respondents to think about a future vision for Stoughton. One question asked respondents to give their desired future growth rate for Stoughton, which grew by 63 percent since 1980. Very few respondents indicated a desire to see the City grow by this much over the next 20 years. Nearly one-third of the respondents indicated a desired growth rate of 20 percent over the next two decades, which would result in a City population of about 14,800 residents by 2020. About 25 percent of the respondents desired a 10-percent growth rate (resulting in a population of 13,600 by 2020). About 11 percent indicated a zero percent growth rate (or “no growth” rate) over the next two decades. Overall, these results indicate a general desire for lower growth rates in Stoughton over the next two decades than what was experienced during the 1980s and 1990s. When asked to select from five choices their top vision for Stoughton, the most commonly chosen was “a full-service city where all work, shopping, service, housing, health care, and educational needs can be met”.
- **Attractive and Unattractive Places:** Respondents were given a chance to identify “the good, the bad, and the ugly” sites or features in Stoughton. When asked an open-ended question to identify a favorite place in the City, respondents offered various suggestions. However, common responses included the community’s historic residential districts and downtown, the Yahara River, bike and walking trails, City Hall building and library, and several parks. Respondents were then asked to identify any unattractive features in Stoughton—places that make a negative impression on visitors. Common responses included the east entrance into the City, the Highway 51 commercial area, the dam, homes along Main Street under continuous renovation, and clusters of multi-family development.
- **Community Services and Facilities:** Attitudes about community services and facilities were mainly positive. City residents were particularly satisfied with street maintenance, park facilities, recycling services, snow removal, the library, senior care services, trash collection, and health care services. A service receiving a comparably poor rating (more than 10 percent) was the City’s leaf and clippings drop-off service. Respondents were asked more specific questions regarding their attitudes on park and recreational facilities. When asked to rank the top five types of parks or facilities needed in the community, 36 percent of the respondents indicated the need for passive park space (including nature trails, wildlife viewing, etc.), and 15 percent indicated more bicycle and pedestrian trails and routes. Approximately 5 percent of the respondents felt that all of the community’s park and recreational needs are currently being met.
- **Housing:** When asked about the perceived availability of housing in Stoughton, many respondents felt there is a “good supply” of single family homes, duplexes, townhomes, and apartment units. About 20 percent felt there is a “good supply” of housing in the downtown area, and about 42 percent felt there is a “good supply” of senior housing. Many respondents felt there is “not enough” owner-occupied affordable housing (20 percent) or renter-occupied affordable housing (13 percent) in Stoughton. When asked what the City’s housing mix should look like in



Survey respondents identified the City’s historic districts as positive attributes to Stoughton’s image and character.

- the future, respondents indicated a general desire to maintain Stoughton's primarily single-family residential character. Still, there was some interest in including other types of housing, particularly elderly housing, townhomes and condominiums.
- **Location for New Housing:** Respondents were asked where in the region they would prefer building a new home if the opportunity presented itself. More than half of the respondents (58 percent) indicated that they would build in the City, while another third (36 percent) indicated that they would build in a rural area near the City. Those indicating a preference to build in the City gave many reasons, most common were the available utilities and services, proximity to shops, schools, and services, and smaller residential lot sizes. Common reasons for preferring to build in a rural area near the City included lower property taxes, larger residential lot sizes, more privacy and open space, and proximity to natural surroundings. When asked where in the City they would like to see future residential development, respondents favored the northwest, northeast, and southeast quadrants of the community.
 - **Design of Residential Development:** Respondents were asked about their preferences on the future design and character of residential development in the community. Many respondents (24 percent) felt that the City's current minimum lot size of 8,700 square feet is an appropriate size for future residential lots created in the community. About 22 percent felt that a slightly larger lot size of 10,400 square feet is appropriate. Approximately 30 percent of the respondents indicated support for a variety of well arranged lot sizes in residential plats. There is very little support for larger lot sizes ranging between 13,000 and 16,250 square feet. Another open-ended question asked respondents to indicate their preference for suburban-type neighborhoods with segregated land uses, or traditional-type neighborhoods with a blend or mix of land uses reminiscent of the older neighborhoods in Stoughton. Most respondents (roughly 60 percent) indicated a preference for traditional-type development.
 - **Economic Development:** Respondents were generally positive about Stoughton's economy. A majority of respondents considered the local economy as "healthy" and "growing" (26 percent) or "stable" (62 percent). About 12 percent of the respondents felt the local economy is "declining". Nearly 43 percent of the respondents indicated that the existing business or shopping districts in Stoughton are "well distributed", while 18 percent felt these districts are "too centralized". Respondents were asked to rate various features of the downtown area. The downtown's cleanliness, sidewalk system, overall design and layout, and street landscaping all received favorable ratings. Features getting comparably negative ratings included the diversity of businesses, traffic circulation, and availability of parking. Respondents were then asked to rate these same features for the U.S. Highway 51 commercial area on the west side of the community. This area's cleanliness, lighting, availability of parking, and street signage all received favorable ratings, while the sidewalk system, overall design and layout, street landscaping, and traffic circulation received negative ratings.
 - **Desired Types of New Commercial Development:** When asked to indicate the types of new non-residential development most desired in the community, 27 percent of the respondents indicated additional neighborhood commercial and office uses (for example, convenience stores, bakeries, video stores, hardware stores, doctor's offices, etc.), 22 percent indicated community commercial uses such as a supermarket or auto dealer, and 16 percent indicated regional-serving commercial uses like large discount chain-stores.
 - **Location of New Commercial/Industrial Development:** When asked where new commercial development is appropriate in Stoughton, the most commonly chosen quadrant was the northeast portion of the City, followed by the southeastern portion. The least chosen quadrant was the southwest portion of the City. When asked where new industrial development is appropriate, the overwhelming response was the northeast quadrant of the community, followed by the southeast.

- **Transportation:** About 70 percent of respondents believe that the City has a safe and adequate sidewalk system. When asked to identify areas in the City most in need of sidewalks, the most common responses were along both sides of West Main Street, in the USH 51 commercial area, and along streets near the high school campus. When asked to identify areas in the City that need improvements to streets or intersections, the most common responses were the intersections of Roby Road and USH 51, King Street and Main Street, 5th Street and Main Street, and Jackson Street and USH 51.
- **Environment:** Residents were asked to indicate their level of support in keeping the Yahara River clean and beautiful. A question provided five strategies to accomplish this effort, and respondents were asked to check all of the strategies they were willing to support. The most common strategy selected was “cleaning the streets more frequently to reduce the amount of garbage and debris running into the river,” followed closely by “encouraging the City of Stoughton to acquire more riverfront property for parkland.” The least chosen strategy was “having narrower streets with less pavement, therefore reducing storm water runoff into the river.”

2. Vision Setting Workshop

The City held two Vision Setting Workshops in early April 2003. The purpose of these workshops was to identify a shared future vision for the City, and somewhat more detailed strategies for achieving that vision. A combined total of nearly 80 people attended these workshops to identify Stoughton’s opportunities and challenges for future growth and development. Participants were asked to express their opinions about what they value most about Stoughton, what they see as emerging trends in the area, and their hopes and dreams for the community’s future.

Some common responses included:

- **Stoughton’s Strengths:** Great schools, historic downtown and neighborhoods, safe place to raise a family, quality community facilities and services, Opera House, senior center, Yahara River, quality health care services, churches, proximity to Madison yet far enough to maintain own identity, full-service community, sense of heritage, great civic pride and volunteerism, and local parks.
- **Stoughton’s Weaknesses:** Not enough industry and employment opportunities, unattractive highway commercial development, rapid growth without thoughtful planning, traffic congestion, lack of diversity in the local population, storm water control problems, no public transportation, escalating property taxes, lack of coordinated planning between City, school district, and surrounding towns, not enough youth activities, and lopsided growth on the northwest side of the community.
- **Stoughton’s Opportunities:** Developing the riverfront area to make it more of a destination, commuter rail, room to direct growth to the east, enhance community entryways, tourism, redevelop tobacco warehouse district and depot area, expand recreational opportunities, nurture small business, better embrace diversity, and still time to properly manage growth.
- **Stoughton’s Threats:** Uncontrolled and unplanned growth, large-scale retail development competing with downtown businesses, becoming a “bedroom community”, industrial pollution, de-



Vision workshop participants shared their hopes and desires for Stoughton’s future with their neighbors.

velopment on City's edge in neighboring townships, loss of community identity and becoming just another Madison suburb, increased traffic, loss of surrounding agricultural base, not enough diversity of local jobs, escalating cost of housing, inadequate zoning rules, lack of cooperation with neighboring jurisdictions, crowded schools, and developers driving growth decisions rather than community leaders.

Through discussion and consensus on the issues summarized above, small groups were asked to establish community planning goals, or vision elements, to guide the City's comprehensive planning process. The following statements were chosen as the top visions at the two workshops:

- **“Preserve Stoughton’s character as a complete small City by promoting the downtown, maintaining City services, and maintaining civic pride and participation”.** Strategies for achieving this vision statement included making sure growth does not outpace the ability to provide community services, work with the City’s landmark committee to continue preserving Stoughton’s historic character, work to ensure that the downtown is a convenient location for businesses and services, encourage small businesses and companies to locate in Stoughton, encourage new businesses to utilize existing and historic sites and structures.
- **“Have planned controlled development that preserves small town character”.** Strategies for achieving this vision statement included developing and enforcing property owner maintenance guidelines, prohibit large-scale (or big box) retailers and encourage more local businesses, encourage more community-wide activities, transform empty buildings for art studios, continue downtown revitalization and improvement efforts, adopt an ordinance that allows traditional-style neighborhood development, coordinate long-range planning goals with neighboring townships, slow the overall pace of growth in the community, hold more public listening sessions concerning small town character, limit “cookie-cutter” neighborhood development, disperse low-income housing throughout the City, promote restoration of older structures, utilize the riverfront and expand river trail system, and encourage tourism development.

3. Focus Groups

Five focus group discussions were held in May and June 2003 to provide more detailed consideration to some of the key visions and strategies identified in the vision setting workshop. The focus groups included affordable housing and elderly interests; neighborhood organizations and historic preservation interests; downtown business owners and economic development interests; local developers and builders; and school officials. The main recommendations from each of these groups are summarized below:

- **Affordable Housing and Elderly Interests:** There is a need for more affordable senior housing to accommodate local “homegrown” seniors rather than market rate housing for seniors moving into the community. There is a need for Residential Care Apartment Complexes (RCAC). The number of nursing home beds in the community is declining. The City could do a better job dispersing affordable and elderly housing across the community. The plan should identify appropriate areas for new neighborhoods where affordable and senior housing could be appropriately integrated. This type of housing should also be considered when evaluating redevelopment opportunities, particularly on sites on the east side of downtown. The City should consider designating space for a community garden, possibly along the river or in downtown. Commercial development, particularly a grocery store, on the east side would serve elderly residents. The demand for senior housing (both affordable and market rate) will increase in Stoughton. Senior housing is easy to convert to other living units, so the City should think about the long term use of a building when considering where future senior housing is located. The City should consider a policy that would require “inclusionary zoning,” or policies that require a certain number or portion of low-income family housing opportunities in new development. A Fair Housing policy in Stoughton should also be considered.

- Neighborhood Organizations/Historic Preservation:** The City should do a better job involving the Landmarks Commission of projects that may not require their review, but impact an historic district's overall character. Keep the downtown a viable place where landowners will continue to see the benefit in property investment. The City should encourage living opportunities in the downtown area. The community should not get "gimmicky" in devising a unique design theme (i.e., avoid trolls and painted pigs on street corners). The City should amend its downtown zoning district so that all new development meets zero setbacks and certain heights so that it is compatible with adjacent properties. There is a need to work with the hospital in pursuing a strategy where the hospital's parking needs can be met without tearing down homes in the adjacent neighborhood (a parking ramp and a satellite parking lot with shuttle service). The historic residential districts are threatened by absentee ownership, poor property maintenance, and homes being converted into rental units. Commercial signs for new development are often "garish" and the City should require shorter, attractive signs. Sandwich boards should be allowed in the downtown area if the signs meet certain material and location requirements. The City should consider prohibiting all temporary banners and billboards in the downtown area. The City should have incentives for those who fix up their properties. There are opportunities to convert the Uniroyal property into a green space/park to enhance downtown and surrounding neighborhoods. The Farmers Market should return to downtown. There should be high quality design standards for new development (e.g., materials, signage, landscaping, setbacks, and site design). There is no consensus on what "Scandinavian or Norwegian" architecture looks like, other than the old homes and downtown buildings found in Stoughton that were built by Norwegians or Scandinavians.



Accommodating the hospital's parking needs without impacting the surrounding residential area was identified as a neighborhood planning issue.

- Downtown Businesses and Economic Development Interests:** There is a lack of interest and participation among downtown business owners in efforts geared toward helping downtown businesses succeed. The City should plan for and recruit commercial development on the east side (particularly grocery stores, bagel and coffee shops, and possibly big box retail stores) that would balance development on both sides of Stoughton and increase cross-traffic and downtown exposure. The City has done an excellent job improving Main Street and encouraging historic preservation, but it needs to do a better job marketing its business park through advertising in business journals, providing information on the website, actively meeting with prospective industries that might be re-locating. The City's north side business park would be more marketable if it was located on a state highway. There are too many bars in Stoughton, which impacts the community's image. Downtown business owners feel that a big box retail store will negatively impact their business. There are some who feel that downtown businesses will be affected whether a big box retail store is located inside or outside the City (within easy driving distance), so it might as well be located within the City. Some downtowns in Wisconsin have been able to maintain their viability after a big box retail store moves in by changing their store hours, focusing on niche goods and services, and other strategies. If big box retail stores are wanted, the City should plan for them so residents are not surprised when one is proposed in their backyard. A

- pattern is emerging that many Stoughton residents commute up to the Madison area for employment, which creates an employment “vacuum” that is filled by residents in outlying communities such as Janesville, Beloit and Edgerton. There is a perceived lack of office space in the community.
- **Local Developers:** There is a pent-up demand for all types of housing in Stoughton, particularly for two- or four-unit condominium buildings. There is a demand throughout Dane County for smaller lots (1/4 acre, 80 feet x 130 feet), and that demand will likely be seen in Stoughton over the planning period. The City should not be afraid of reviewing a large development with a mix of units that will be built out over time. It seems that the City only wants to review and approve a handful of lots at a time, and therefore it doesn’t consider the “big picture” of how an entire area will develop. The City should consider changing its subdivision ordinance that requires developers to complete their approved final plats within 2 years because this is too restrictive and results in developers only submitting small plats with a handful of lots at a time. The plan should show areas where a mix of neighborhood uses is appropriate and then let the individual developer propose a specific land use pattern and demonstrate how their project will meet that desired mix, rather than having a plan that tries to predict exactly where multi family, duplex, and non-residential development should be located. The City should have clear procedures and process so that it doesn’t take 5 to 10 years to get from concept plan to final platting and construction. The comprehensive plan should show enough room for growth and not designate a select few parcels or areas to accommodate this growth. There is a segment of the population that wants this type of traditional development, usually people who are attracted to a growing, vibrant, energetic community. The City may have a tough time encouraging traditional-type development while at the same time discouraging growth. If the City wants to truly achieve affordable housing, it should limit the excess fees it charges on residential development. Developers can use land more effectively if they were allowed to get through the platting process easier and there were fewer hurdles with neighboring townships. The City should follow its plan, but still have the foresight to amend it if situations change.
 - **School Officials:** The three elementary schools and the middle school are operating at or near capacity. There is a growing interest among many in the district for lower class sizes to improve educational opportunities. Lower class sizes would necessitate more facility space. Development within the City of Stoughton is the primary “engine” for district enrollment growth. The City and school district should decide how large a development should be before requiring a school impact analysis. In the past, private developers have contacted the school district directly about their project and potential enrollment impacts. Most residents support the Stoughton school district (as shown in each passed referendum) and feel that schools are an integral part of the community. The City should promote more lower-cost housing developments that would attract younger families with children, which will help maintain the district’s enrollment base; developments with only expensive homes do not generate enough kids to sustain enrollment. More low-cost housing would also allow more teachers to live in Stoughton, rather than commuting from someplace else. According to a recent informal survey, about 40 percent of all district teachers lived outside of the district, presumably because of high home costs in the area. The City should explore the feasibility of asking developers to dedicate land for school sites. The City should plan for more affordable housing that is dispersed throughout the community (as well as across school attendance areas). The school district anticipates the need for a future school site, but has not identified a general location. The district is interested in the City’s updated land use plan to guide them in any future site selection process. There is a growing interest to improve some of the district’s existing facilities (e.g., football field, track), but not much discussion about acquiring sites for new facilities. There is a limited supply of soccer fields in the community. Under the State’s current funding formulas, rapid population growth in the future will put a strain on the district while a no-growth policy will also hurt the district. A growth rate “somewhere in-

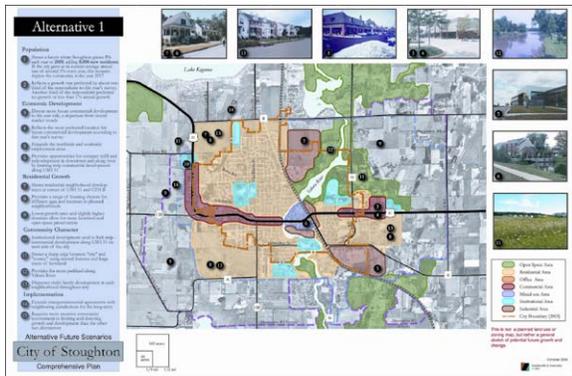
between” that continues the City’s steady but moderate growth rate is the best outcome for the district.

4. Future Alternatives Open House

In Summer 2003, the City’s Smart Growth Steering Committee began to discuss and develop alternative growth scenarios that depicted various ways that development over the next 40 years might be arranged in and around the City of Stoughton. The geographic arrangement of each scenario was depicted on a map, the quantitative impacts (e.g., population, housing, traffic, school enrollment) of each scenario was depicted in charts and graphs, and the aesthetic impacts of each scenario were presented in photographs.

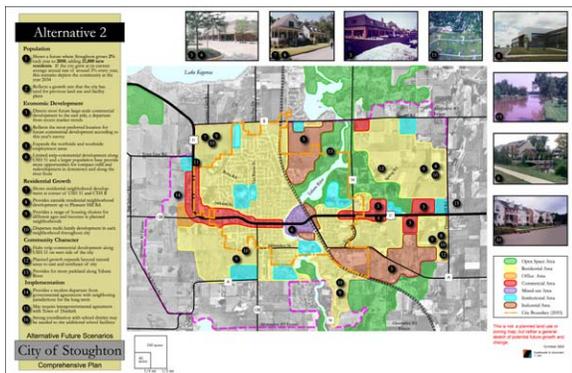
The City held two open house sessions during the fall of 2003 (October 22 and November 12) to gather input on these alternative future scenarios. There was a combined total of 180 people who attended these open house sessions, which consisted of two presentations of the scenarios, followed by a question and answer period and individual examination of graphic materials presenting information on the scenarios. The first open house session presented three scenarios for consideration, and the second open house added a fourth scenario. The scenario presentation materials were also on display in the Stoughton Public Library in the weeks leading up to and following the open houses. The scenarios presented for public comment were:

Alternative Growth Scenario #1



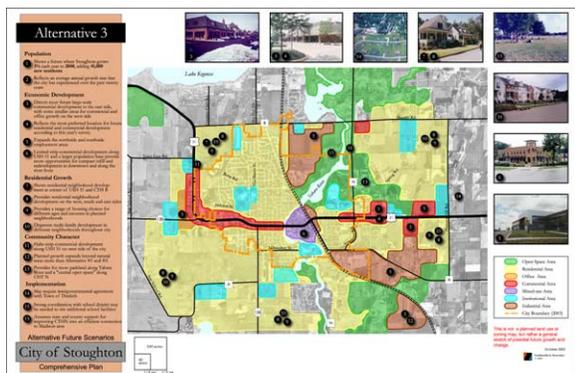
Alternative #1 showed a future where Stoughton’s population grows by about 1 percent each year to the year 2050, adding about 8,000 new residents to the community. Highway commercial development ends at Town Line Road, with future large-scale commercial uses directed to the City’s east side. It showed moderate expansion to the business and industrial parks, and promoted traditional-style neighborhood development with a mix of housing choices at slightly higher densities than currently found in the City. Planned growth stays within the area’s natural edges.

Alternative Growth Scenario #2



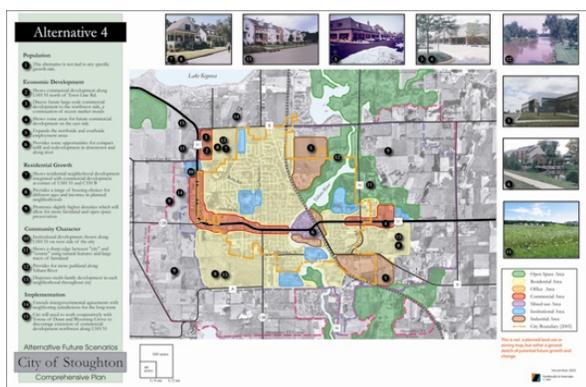
Alternative #2 showed a future where Stoughton’s population grows by about 2 percent each year to the year 2050, adding about 21,000 new residents to the community. Highway commercial development ends at Town Line Road, with future large-scale commercial uses directed to the City’s east side. It showed larger expansion to the business and industrial parks, and promoted traditional-style neighborhood development with a mix of housing choices at slightly higher densities than currently found in the City. Planned growth extends beyond the natural edges.

Alternative Growth Scenario #3



Alternative #3 showed a future where Stoughton's population grows by about 3 percent each year to the year 2050, adding about 41,000 new residents to the community. Highway commercial development ends at Town Line Road, with much more future large-scale commercial uses directed to the City's east side. It showed large expansions to business and industrial parks, and promoted traditional-style neighborhood development with a mix of housing choices at slightly higher densities than currently found in the City. Planned growth extends well beyond natural edges.

Alternative Growth Scenario #4



Alternative #4 showed a future where Stoughton's population grows by about 1 percent each year, similar to Alternative #1, but with the major difference being that highway commercial development extends north of Town Line Road up to CHT B. It showed larger expansion to the business and industrial parks, and promoted traditional-style neighborhood development with a mix of housing choices at slightly higher densities than currently found in the City. Planned growth stayed within the natural edges.

Interested persons were allowed to provide written reactions and comments on each scenario in an evaluation form provided at the open house sessions and at the library. In total, there were 183 evaluation forms turned in during this process. The following is a breakdown of the results:

- 96 forms (or 52 percent) indicate a preference for only Alternative #1
83 City of Stoughton respondents preferred only this alternative
13 Town residents preferred only this alternative
- 34 forms (or 18 percent) indicate a preference for only Alternative #2
20 City of Stoughton respondents preferred only this alternative
14 Town residents preferred only this alternative
- 2 forms (or 1 percent) indicate a preference for only Alternative #3
- 9 forms (or 5 percent) indicated a preference for only Alternative #4
- 13 forms indicate a preference for a combination of Alternative #1 and #2
- 9 forms indicate a preference for a combination of Alternative #2 and #3
- 6 forms indicate a preference for a combination of Alternative #4 and #2
- 1 form indicated a preference for all three alternatives
- 13 forms indicated a preference for none of the alternatives or provided no answer.

5. Draft Plan Open House

The public open house on the full Draft Comprehensive Plan was held at the Stoughton Senior Center on February 23, 2005. Approximately 100 persons attended, many from the adjoining Towns. Two formal presentations of the Draft Plan were given, followed by opportunities for questions and comments. Most comments indicated concern with planned City growth areas to the west of USH 51 and for the desirability of coordinating with the comprehensive plans of the adjoining Towns.

Following the Open House, a special Plan Commission meeting was held on March 23, 2005. Substantial discussion centered on the planned City growth areas located on the west side of USH 51 and on the proposed senior housing area designed for Institutional development between the Yahara River and CTH N north of CTH B. Map corrections to reflect recent annexations and development approvals were also identified. The central redevelopment area was extended north of Main Street, along the rail corridor. Following this discussion, the Plan Commission voted to recommend the draft Plan to the Common Council for consideration following distribution of the Plan and public hearing notification to affected jurisdictions and agencies, the required waiting period, and the public hearing.

6. Public Hearing

The Common Council held the public hearing on the proposed Comprehensive Plan on May 31, 2005. Many public comments reflected concerns about the planned City growth areas located on the west side of USH 51. Following the public hearing, the Council considered and defeated motions to eliminate those areas from the plan. Motions were made and approved to update the Plan to reflect information provided by the City Utilities Director, to make several additional small scale map corrections, and to insert sections related to interpreting and implementing the Plan. The Council ultimately voted to approve the Plan.

During the 2012 Plan update process, the Common Council held a public hearing on the proposed amendments on June 12, 2012.

F. OVERALL GOALS, OBJECTIVES AND POLICIES

Through the public participation process described above, a set of overall goals was articulated for the City of Stoughton. These overall goals provide the framework on which the City will build its more specific recommendations. Each chapter of this *Plan* includes goals, objectives and policies which provide the vision and policy guidance that the Plan Commission, Common Council, residents, and other interested groups will need to guide local land use decision-making over the next 20 years. Goals, objectives and policies are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the City should approach preservation and development issues. These goals are based on key issues, opportunities and problems that affect the community.
- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- **Policies** are rules, courses of action, or programs used to ensure *Plan* implementation and to accomplish the goals and objectives. City decision makers should use policies on a day-to-day basis. Success in achieving policies is usually measurable.

Overall Planning Goals

- Promote an efficient and sustainable development pattern
- Preserve and enhance Stoughton's "small city" character and heritage
- Strengthen and diversify the local job and tax base, and retail opportunities
- Provide safe, affordable housing and attractive neighborhoods
- Protect the natural resources in the Stoughton planning area
- Coordinate transportation and utility planning with land use decisions
- Maintain quality community facilities and services
- Establish mutually beneficial intergovernmental relations

CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

CHAPTER TWO: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

This chapter contains a compilation of background inventory data, goals, objectives, policies, and recommendations to guide agricultural preservation, natural resource conservation, and cultural resource protection in Stoughton over the next 20 years, as required by §66.1001, Wisconsin Statutes.

A. AGRICULTURAL RESOURCES INVENTORY

Farming and agricultural activities have played a critical role in propelling Stoughton's historic development as a location for milling, tobacco warehousing, manufacturing and commerce for the surrounding countryside. Farming remains the dominate land use in the towns that surround Stoughton. Farm commodities produced in the planning area include beef, dairy, corn, tobacco, oats, alfalfa, soybeans, and canning crops.

All four of these towns have adopted land use plans that have been incorporated into Dane County's *Farmland Preservation Plan*. The Town of Dunkirk adopted its most recent plan update in 2000, Rutland in 1994, Dunn in 1998, and Pleasant Springs in 2002. These four towns have also adopted the county's exclusive agricultural zoning ordinance, which limits non-farm development in rural areas. The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. As of the mid 1990s, more than 40 percent of each town's farmland acreage was enrolled under this program.

In 1996, the Town of Dunn established a Purchase of Development Rights (PDR) program when town residents approved a property tax increase to fund the program.

This tax increase raises roughly \$160,000 a year for the town's PDR program. As of April 2003, the town has used these funds to purchase development rights from 15 landowners and protect over 2,060 acres of land for permanent farmland and open space uses. The town has accomplished this in partnership with several land protection organizations including the Wisconsin Department of Natural Resources (WisDNR), U.S. Department of Agriculture, Dane County Parks, and Dane County Natural Heritage Foundation.

The agricultural landscape surrounding Stoughton enhances the community's aesthetic appeal and reinforces the City's separation from the Madison metropolitan area. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural landscape surrounding the City. An important goal of this *Plan* is to help preserve the extent of integrity of this resource as long as possible, while also accommodating well-planned, high-quality, compact urban development.



Farmland surrounds the City of Stoughton, as shown in the aerial view of the planning area near the intersection of CTH B and USH 51.

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Protect agricultural resource areas in Stoughton's planning area, until such time as development is warranted.

Objectives:

- a. Maintain agriculture as a significant economic activity within Stoughton's ETJ area.
- b. Protect productive agricultural lands from premature development.
- c. Preserve prime agricultural land as a resource for the use and benefit of current and future generations, unless its use for higher density contiguous development can be justified.

Policies:

1. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves agricultural resources and minimizes conflicts between urban and rural uses.
2. Use the City's extraterritorial jurisdiction to control the development of land in the planning area.
3. Encourage the use of agricultural land within the City for agricultural production until a development plan for the land is approved.

C. AGRICULTURAL RESOURCE RECOMMENDATIONS

This *Plan* recognizes the importance of the agricultural industry to the local economy and seeks to preserve the extent and integrity of this agricultural resource in the planning area as long as possible. This *Plan* intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension (within or adjacent to the City's current municipal boundaries) and away from areas that are distant from current municipal services. In general, this *Plan* recommends strong limits on large-lot, septic residential development in areas surrounding the City or within the City's long-term growth area. The *Plan* also recommends the following strategies to preserve the surrounding agricultural resource:

- The City encourages neighboring townships to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (1 dwelling unit per 35 acres) residential development, and protection of natural resources in areas within the City's extraterritorial jurisdiction, but outside the City limits. The City can advance this recommendation as it reviews each surrounding Town's Smart Growth Comprehensive Plan as required under State law.
- The City discourages the creation of subdivisions not served by public water and sanitary sewer within the Stoughton's extraterritorial jurisdiction.

D. NATURAL RESOURCE INVENTORY

The relationship between the City and its natural surroundings provides a valuable point of reference. It sets up a framework for analysis and explains the community's historic development pattern, suggests possible locational advantages for future development, and hints at the link between the City and the rest of the region. The natural resource base, especially the environmentally sensitive areas with respect to floodplains, soils, steep slopes, and wetlands are critical factors in local planning decision making. Long term preservation of these natural features is important for both the visual attractiveness of Stoughton, as well as preventing severe development or environmental problems that may be difficult and costly to correct in the future. Map 2 depicts the planning area's key natural features and environmentally sensitive areas, some of which are described in more detail below.

1. Environmental Corridors

Environmental corridors are located throughout the planning area (see sidebar for a definition of Environmental Corridors). Within the City, the dominant environmental corridor follows the Yahara River flowage. All environmental corridors shown on Map 2 have been a primary determinant of the recommended land use and transportation patterns. Environmental corridors are, in effect, a composite of the most important individual elements of the natural resource base and have immeasurable environmental, ecological, and recreational value. These corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat. Protection of these corridors from additional intrusion by incompatible land uses should be an essential planning objective for the preservation of open natural spaces.

2. Landforms/Topography

The planning area's topography is characteristic of the rolling morainal terrain found in the central portion of Dane County east of Wisconsin's Driftless Area—an area that was bypassed by glaciers during the Ice Age. The City lies within the Yahara River valley which, except for the area south of Lake Kegonsa, is a ground moraine area consisting of relatively flat or undulating glacial deposits, including many wetlands formed by glaciers. Topographic relief in the City ranges from about 980 feet above sea level at its highest point at Furseth Road, down to 834 feet in Mandt Park.

3. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high water tables. As defined by the U. S. Department of Agriculture, the soils in the Stoughton area are of two major soil associations:

- The *Batavia-Houghton-Dresden* association covers most of the City. These soils are characterized by both well-drained and poorly-drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines. Outside of the City, this soil type is mostly cultivated, with corn being the most common crop.
- The *Plano-Ringwood-Griswold* association is found in the northwest and southwest portions of the City. This association is characterized by moderately well-drained and well-drained soils that have deep silt loams and loams subsoil and are underlain by sandy loam glacial till. Outside of the City, most areas with this soil association are cultivated, with common crops being corn, oats, alfalfa, and canning crops.

Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. These corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodplains and shorelands are contained within these corridors. In Stoughton, environmental corridor features include:

- Surface waters and their undeveloped shorelands.
- DNR mapped wetlands and 100-year floodplains.
- Steep slopes greater than 12 percent.
- Woodlands and areas of unique vegetation or geology.
- County, state, and federal public lands.
- Existing and proposed greenways and stormwater management areas.

Map 2: Natural Resources Map

Hydric soils within the Yahara River floodplain include Houghton mucks and Waucosta silty clays. Both of these soil types have very severe limitations to development due to high compressibility, low bearing capacity, seasonal high water table and occasional flooding. Development on these soil types should be prohibited. Troxel silt loams are located near the Yahara River and along the City's major drainageways. These hydric soils have severe limitations to development due to occasional flooding.

4. Surface Waters

The original townsite of Stoughton was platted along the Yahara River in the 1840s to take advantage of the river's power source to generate flour mills and factories. The City has grown up along the river and, today, it remains the primary surface water feature in Stoughton. The Yahara River runs north to south through the community, draining Lake Kegonsa and the entire Dane County chain of lakes (Mendota, Monona, Waubesa and Wingra) and emptying into the Rock River to the south. The Yahara River is prone to occasional flooding, especially during times of high snow melt or large amounts of rain.

Lake Kegonsa, covering 2,716 acres in area, is another prominent surface water feature north of the City. The lake was formed when glacial moraines dammed the Yahara River Valley. It is relatively shallow, with a maximum depth of 31 feet, and supports a diverse warm water fishery including bass, blue gill, crappie, perch, walleye and rough fish.



The Yahara River has played an important role in Stoughton's historic development and growth pattern.

5. Floodplains

Much of the land along the Yahara River in the northeast portion of Stoughton lies within the 100-year floodplain. These areas have been identified and mapped by the Federal Emergency Management Agency (FEMA) for risk management purposes. The 100-year floodplain—where the flooding probability is greater than 1 percent in any given year—is generally restricted to no development by State Statute-authorized local zoning. Floodplains are included within the environmental corridor boundaries shown on Map 2. However, all areas of the City subject to flooding are not necessarily reflected in mapped floodplains. Refer to the National Flood Insurance Program maps produced by FEMA for official delineation and elevation of mapped floodplain boundaries. The local floodplain ordinance and map is available for examination and review at City Hall.

6. Wetlands

Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. In the Stoughton area, wetlands are primarily associated within the floodplain areas. These wetlands have been identified and mapped by the Wisconsin Department of Natural Resources and are included within the environmental corridor boundaries shown on Map 2. The largest wetland areas are located on City-owned lands on the north and south sides of Stoughton. Some minor wetlands exist within the floodplain on the City's west side. Refer to the WisDNR Wisconsin Wetland Inventory maps for official delineations of wetland boundaries.

7. Drainage Basins

Stoughton lies within the Lower Yahara River watershed. The Yahara River provides the predominant surface drainage within this watershed. Southwest of the City lies the Badfish Creek watershed,

and to the southeast lies the Lower Koshkonong Creek watershed. Map 5 shows major watershed boundaries in the area.

8. Groundwater

The City of Stoughton's source for municipal water is groundwater. Five wells tap into the aquifers from 210 to 1,136 feet below the surface. The water table level in Stoughton ranges from 820 feet above sea level at the Yahara River to 880 feet above sea level in the northwest part of the City. The Mount Simon aquifer, consisting of sandstone, is the most important aquifer in much of Dane County. This aquifer serves as the source for nearly all of the County's deep municipal wells, including Stoughton's wells.

Dane County and Stoughton's groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the county's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil, thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, silage juice and decaying plant debris. Atrazine has been the most commonly used corn herbicide in Wisconsin for the past 30 years. This chemical, and the byproducts of its breakdown, are often found in groundwater in agricultural areas of Wisconsin. The entire City of Stoughton is located in an area of prohibited atrazine use, in an attempt to reduce amount of atrazine in groundwater. According to the *Dane County Groundwater Protection Plan* of 1999, areas of groundwater contamination risk from surface activities range from extreme along the Yahara River to low in the western and eastern portions of the City's planning area. To protect the City's municipal water supply and areas from which the municipal wells draw water, the City adopted both a *Wellhead Protection Plan* and a wellhead protection ordinance in 1996.

9. Woodlands

Woodlands play an important role in protecting water resources, reducing surface runoff and erosion, and improving air quality. Woodlands also accommodate outdoor recreation and educational opportunities, provide wildlife habitat, enhance scenic beauty and shape urban form. The planning area contains several areas that have significant woodland cover. Most of these are located on the steepest slopes of the drumlins in the northern and western part of the City, and along the Yahara River corridor in the central portion of the community. The woodlands in and around the City are valuable contributors to the area's character and beauty.

10. Steep Slopes

Like woodlands, steep slopes also enhance a community's visual appeal and shape urban development patterns. Protecting steep slopes from disturbance reduces erosion and water runoff into local rivers and streams, thereby improving the quality of area water resources. Disturbance of steep slopes by development or construction can render the slope unstable, which could cause landslides resulting in expensive and extensive damage to buildings, roads, and utilities. For all these reasons, protecting steep slopes through proper planning is very important. Generally, the planning area is predominated by gently rolling or flat areas. Steep slopes (exceeding 12 percent) occur very infrequently and only for very short runs. These areas are scattered throughout the planning area (see Map 2) and are generally associated with either directly adjacent waterways or drumlin systems.

11. Hilltops and Ridgetops

Hilltops and ridgetops are important natural features that are often overlooked in comprehensive planning efforts. Within the City, these features are particularly noticeable on the northern and western edge of the community. Hilltops and ridgetops serve to define the horizon—and provide a “natural edge” for a community. Large structures constructed on top of them tend to be visually promi-

ment—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style.

12. Rare Species Occurrences/Natural Areas

WisDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory and site checks. Map 2 shows general areas, by section, in the planning area that were identified in the Natural Heritage Inventory in 1999 as places containing rare plants and animals or animal species. More specific information on location and types of species is available from the Bureau of Endangered Resources office of WisDNR.

E. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Protect natural resource features in Stoughton’s Planning Area.

Objectives:

- a. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, woodland areas, and other natural features.
- b. Protect surface water and ground water quality.
- c. Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains.
- d. Cooperate with other units of government on resources under shared authority.

Policies:

1. Preserve environmental and open space corridors by prohibiting new buildings in wetlands, stream banks, floodplains, and on slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils outside of wetlands. Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available.
2. Require natural resource features to be depicted on all site plans and preliminary plats and certified survey maps in order to facilitate preservation of natural resources.
3. Use the City’s zoning, subdivision, and official mapping powers to protect waterways, shorelines, wetlands, and floodplain areas within the current City limits and extraterritorial area.
4. Require the clean up of contaminated sites that threaten the public health, safety and welfare.
5. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural uses.

F. NATURAL RESOURCE RECOMMENDATIONS

This *Plan* recognizes the importance of natural resource management in the comprehensive planning process. It recommends zoning regulations that preserve environmental corridor features such as waterways, floodplains, wetlands, ground water recharge areas, steep slopes, wildlife habitat, scenic vistas and woodlands. It recommends the following strategies to preserve the planning area’s natural resource base:

- Provisions in the City’s zoning and subdivision regulations should be added that would require all natural resource features be depicted on site plans, preliminary plats, or certified survey maps in order to facilitate the preservation of natural resources.
- The City should use public acquisition, dedication, or conservation easements to preserve critical natural resource areas, particularly areas along the Yahara River.

- The City should require new development projects to include City-approved stormwater management facilities. To minimize erosion control and stormwater runoff impacts on local water quality, the City should work with private landowners and developers to incorporate Best Management Practices (BMPs) rather than simply conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff (e.g., rain gardens), bio-infiltration systems, residential roof runoff directed to pervious yard areas, maximum impervious surface ratios for development sites, and narrower street cross-sections.



The Yahara River

- The City should utilize its official mapping authority to protect environmental corridors within the City limits and its extraterritorial area. A complete description of how to map environmental corridors and make changes to existing corridors is provided in the City's 2002 *Park and Open Space Plan*.

G. CULTURAL RESOURCE INVENTORY

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. Historic preservation can also provide economic benefits to property owners and communities.

1. Historic Resources

Like many pioneer settlements in southern Wisconsin, Stoughton has grown from a succession of uses: an early mill town to a growing railroad and agricultural trade center and eventually to the City it is today. The City was platted in 1847 along the Yahara River (then known as the Catfish River). It became an incorporated village in 1862 and an incorporated City in 1882. A large wave of Norwegian immigrants populated Stoughton in the 1880s and 1890s to work in the City's expanding wagon and tobacco industries. Early development consisted of home sites, flour mills, wagon factories, machine shops, tobacco warehouses, and other mercantile establishments. By 1905, when the City's population reached 4,200, the Norwegian language and culture were evident throughout the community and became one of the most "Norwegian" communities in the United States. That heritage is reflected today in local place names, festivals and customs. In 2000, nearly 30 percent of Stoughton's residents reported Norwegian ancestry (German was the most common ancestry reported with 38.6 percent).

Much of Stoughton's history is captured in the buildings constructed during the City's boom from 1880 to 1910. There are several buildings and districts in the City of Stoughton listed in the National Register of Historic Place (NRHP) and the State Register of Historic Places (SRHP).

The City's Historic Districts include: Northwest Side Historic District (labeled "A" on Figure 1), Southwest Side Historic District ("B"), Main Street Commercial Historic District ("C"), and the East Side Historic District ("D"). The Depot Hill Historic District is eligible for listing but not labeled on Figure 1.

Figure 1: Historic Districts

A complete listing of all national and State registered buildings can be obtained at the Stoughton Historical Society which, along with the Stoughton Landmarks Commission, publishes brochures, maps, walking tours and maintains a website highlighting the City's historic buildings and districts. The City of Stoughton is also listed as a Certified Local Government (CLG) by the Wisconsin State Historic Preservation Officer and the U.S. Department of the Interior. Municipalities designated as CLGs must demonstrate the following: enforcing appropriate local ordinances for the designation and protection of historic properties; establishes a qualified historic preservation commission by local ordinance; maintains a system for the survey and inventory of historic properties; and provides for public participation in the local historic preservation program. CLGs such as Stoughton are able to apply for Wisconsin Historic Preservation Fund subgrants to be used for eligible CLG activities. CLGs are also able to officially comment on National Register of Historic Places nominations.

In addition to State and nationally-designated landmarks, the State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the State—such as round barns, cast iron bridges, commercial buildings, school houses, and homes—that create Wisconsin's distinct cultural landscape. The AHI includes nearly 1,300 documented structures in the City of Stoughton.

2. Archeological Resources

According to the State Historic Society, there are 62 archaeological sites and cemeteries identified in the Stoughton planning area as of January 2003. This includes only those sites that have been reported to the Society, and does not include all of the sites that might be present in the planning area. The types of sites that have been identified in the planning area include cemeteries (burial mounds and unmarked graves), historic campsites, cabins, and early homesteads. Many of these archaeological sites are located along the Yahara River. Few of these sites have been evaluated by the Society for their importance, or their eligibility for listing on the State or National Register of Historic Places. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Dane County ordinances require a 25-foot building setback from Native American burial mounds.

H. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: *Protect cultural resource features in the Stoughton area.*

Objectives:

- a. Promote the historic downtown area and surrounding historic neighborhoods.
- b. Identify and protect unique historic and archeological areas within the City and planning area.

Policies:

1. Work with the Landmarks Commission to protect resources that contribute to Stoughton's character.
2. Support community events and programs which celebrate the history and culture of Stoughton, in collaboration with the Stoughton School District, Chamber of Commerce, churches, clubs, recreational leagues, and other groups.

I. CULTURAL RESOURCE RECOMMENDATIONS

Stoughton has done a commendable job promoting its historic and architecturally significant buildings through exhibits, brochures and self-guided walking tours. A local façade improvement program has helped finance several historic building renovations in the downtown area. There are several buildings in Stoughton listed in the National Register of Historic Places.

The City should consider developing an historic preservation plan for the downtown district. Historic preservation plans articulate the goals of historic preservation for the community and provide an organized framework for efforts to preserve historic properties. The plan could prioritize individual buildings and districts for preservation and reinvestment, identify specific areas and opportunities for rehabilitation and redevelopment, and provide design guidelines that promote appropriate development and rehabilitation in a manner compatible with Downtown Stoughton's historic character. The plan might also identify strategic amendments to the Central Business (B-1) zoning district to help preserve the historic character of the downtown area.



To encourage preservation projects in Stoughton's historic downtown area and surrounding neighborhoods, economic incentives may be offered to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits. Property owners can qualify for a 20 percent federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5 percent ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's *Standards for Historic Building Rehabilitation*.

At the State level, another tax relief program provides a 25 percent Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the

historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

There are over 60 archaeological sites and cemeteries in the Stoughton planning area identified in the Wisconsin Archeological Site Inventory (ASI). Many of these archaeological sites are burial sites located along the Yahara River drainage basin. Interested individuals who own property where archeological sites have been listed on the State or National Register of Historic Places, or believe that the site could be eligible for the State and national register, can take advantage of some tax breaks. If a site is listed, and if the owner signs a protective covenant, the land included under the covenant can be made exempt from general property taxes. Depending on the size of the site and the local tax rate, signing a covenant can provide substantial savings for the land owner.

To avoid disturbing any known archeological site during development, this *Plan* advises that the City make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent.

CHAPTER THREE: LAND USE

CHAPTER THREE: LAND USE

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the City of Stoughton. The chapter includes three inventory maps that show existing land uses, historic growth patterns, and environmental factors that influence Stoughton's future growth and expansion. It also includes maps showing recommended future land uses, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING LAND USE INVENTORY & PATTERN

An accurate depiction of the City's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City's consultant conducted an inventory of existing land uses in November 2002 using data from Dane County, aerial photography, and spot field checks. City officials and members of the Smart Growth Steering Committee had an opportunity to review and suggest corrections to existing land use maps before they were finalized.

Historically, plans for the City were based on distinguishing between the type and intensity or density of development, but did not explore issues of community character. This *Plan* is specifically designed to address issues of land use, development density and intensity, *and* community character on a more comprehensive basis. As such, Map 3 divides existing land uses in the City of Stoughton into several categories. These categories include:

- **Agriculture/Rural:** agricultural uses, farmsteads, open lands, vacant parcels and single-family residential development with densities at or below 1 dwelling per 35 acres;
- **Exurban Residential:** single-family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- **Single Family Residential:** sewerred single-family residential development at densities up to 4 dwelling units per acre;
- **Two-Family Residential:** two-family and attached single-family residential development (duplexes, town homes, flats), generally at densities up to 8 dwelling units per acre;
- **Mixed Residential:** a variety of residential units at densities averaging 8 dwelling units per acre;
- **Central Mixed Use:** pedestrian-oriented indoor commercial, office, institutional and residential uses with streetscaping and low-key signage typically associated with downtowns;
- **Planned Mixed Use:** high-quality commercial, office, institutional and residential uses planned for areas outside of the downtown area;
- **Planned Office:** high-quality office, institutional and office-support land uses with very generous landscaping and limited signage;
- **Neighborhood Office:** neighborhood-related professional office and office-supporting uses which preserve neighborhood residential character through building scale, building appearance, landscaping and signage;
- **Planned Business:** high-quality indoor commercial, office and institutional land uses, with generous landscaping and limited signage;
- **Neighborhood Business:** residential, office, and neighborhood supporting institutional and commercial uses which preserve the residential character through building scale, building appearance, landscaping and signage;
- **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- **Planned Industrial:** high-quality indoor manufacturing, assembling and storage uses with generous landscaping and limited signage;

- **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- **Landfill/Extraction:** sites either in current or previous uses as a landfill; quarries, gravel pits, clay extraction, peat extraction and related uses.
- **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories
- **Public Open Space:** park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities;
- **Stormwater Management:** continuous systems of open space needed for stormwater management;
- **Surface Water:** lakes, rivers and perennial streams;
- **Rights-of-Way:** publicly-owned land for transportation uses, including roads, highways, and railroads.

The City's existing land use pattern has been primarily shaped by major transportation corridors and natural features; namely the Yahara River, the railroad, and USH 51. In general, the City has been expanding over the past decade primarily to the north and west—toward the Madison metropolitan area (see Map 4 for the City's historic growth patterns over the past 25 years). Table 6 summarizes the amount, type and intensity (or percentage) for each land use category within the City's municipal limits. The following is a summary of the development patterns depicted on the existing land use map.

1. Residential Development

The City of Stoughton is predominately a single-family development area, with nearly 820 acres of its total land area dedicated for such use. The density of single family development ranges from three to four homes per gross acre and is served by sanitary sewer and water. According to the DCRPC, the density of single family residential development in the Stoughton Urban Service Area in 2000 was 3.8 units per acre (calculated by dividing 43,560 square feet in an acre by the average lot size of 11,463 square feet). This is relatively compact for Dane County – surpassed only by density in the Cities of Madison and Monona. Most of the older single family residential development and relatively small lots are located around the downtown area on both sides of the river. Several properties in these neighborhoods are included in the City's designated historic districts.

Most of Stoughton's older neighborhoods reflect the linear street design pattern. This traditional grid pattern of rectangular blocks with individual lots fronting parallel streets is common in many Wisconsin settlements. This design was popular in the early years of community development because it efficiently accommodated sewer, water, utility and street network extensions. As Stoughton expanded to the north and west, more contemporary residential development design patterns emerged (see Map 4). Much of the City's residential development from the 1960s to the present reflects the curvilinear design, where streets and lots follow the natural contours of the land. This pattern respects the local topography but often results in longer, odd-shaped blocks as opposed to the traditional grid pattern. In general this type of development design encourages slower vehicle speeds, but it can also make it more difficult to provide municipal and emergency services. Public participation throughout the comprehensive planning effort indicated strong support for new patterns of neighborhood design that combine the efficiencies and connected feeling of the grid pattern with a sensitivity to site features and gentle transitions of land uses within and on the edges of neighborhoods.

Most of the Planning Area's *Exurban Residential* development is found outside of the City's municipal limits. These developments include several subdivisions along Lake Kegonsa and the Yahara River north of the City, and large rural development areas such as Riverwood Estates to the south, Rolling Acres North to the north, and Pleasant Hill Heights to the west of the City. Much of the development around Lake Kegonsa is within the Kegonsa Limited Service Area (LSA) where sanitary sewer service is provided to 2,228 people.

The City's *Two-Family Residential* development includes renovated flats in older homes around the downtown area, and newer duplex development built near the City's edges. *Mixed Residential* devel-

opment, averaging about ten to twelve units per acre, is located on scattered sites throughout the community—with the newest development emerging along the USH 51 commercial corridor.

2. Commercial/Office Development

There are approximately 95 acres in Stoughton used for commercial or office development. This includes the downtown area, shown as *Central Mixed Use* on the map, which straddles both sides of Main Street. This historic downtown area contains specialty shops, services, offices, restaurants, entertainment uses, offices and residential uses.

General Business areas are generally found along USH 51 on both the east and west sides of the City. Most of the recent commercial development has occurred on the City's west side (see Map 4). A few individual projects on the west side have *Planned Business* characteristics with more landscaping, architectural design and modest signage. Located outside of the City limits, the Deer Point Business Park is located in the USH 51 corridor on the northwest edge of the City. Fleetguard-Nelson, an international corporation that includes designing and manufacturing products for heavy-duty diesel powered equipment, is shown as *Planned Office* along USH 51 on the west side of the City. There are some *Neighborhood Business* uses interspersed in the City's residential areas.



Commercial development under construction along USH 51.

3. Industrial Development

Stoughton has three main industrial/business park areas, totaling 299 acres:

- The North Industrial and Business Park located off of Williams Drive, where large tenants include Nestle USA-Ortega and Zalk Josephs Fabricators, LLC.
- The South Industrial Park located along Academy Street, where the largest tenant is also the City's largest employer: Stoughton Trailers.
- The downtown area along the Yahara River and the railroad tracks where large tenants include Uniroyal Engineered Products, shown as a *General Industrial* area on the existing land use map.

4. Other Land Uses

Key *Institutional* land uses in Stoughton include the Stoughton High School, River Bluff Middle School, and the several elementary schools (Kegonsa, Yahara, Fox Prairie, and Sandhill). The Stoughton Hospital, waste treatment facility, and several churches and cemeteries are also shown as existing *Institutional* land uses on the map.

Table 6: City of Stoughton Existing Land Use Totals

Land Use	Acres	Percent
Agriculture/Rural/Vacant	865	24%
Exurban Residential	0	0%
Single Family Residential	845	23%
Two-Family Residential	118	3%
Mixed Residential	55	2%
Central Mixed Use	13	<1%
Planned Mixed Use	0	0%
Planned Office	17	<1%
Neighborhood Office	3	<1%
Planned Business	27	1%
Neighborhood Business	2	<1%
General Business	52	1%
Planned Industrial	61	2%
General Industrial	246	7%
Landfill/Extraction	70	2%
Institutional	221	6%
Public Open Space	193	5%
Stormwater Management	149	4%
TOTAL	2,937	
Right-of-Way	487	13%
Surface Water	198	5%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2012

5. Land Development Trends

From 1993 through 2003 there were 1,054 parcels created in the City of Stoughton through either subdivision platting or through a certified survey map. In 1994, there were 460 new lots created in the City, while two years later there were only 15 new lots. In 2002 there were only six lots created. Over the past five years, there have been, on average, 69 new lots created each year.

Table 7: Land Development Trends, 1993 – 2003

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Parcels created by subdivision	38	446	84	0	54	11	47	47	12	0	179
Parcels created by certified survey map	5	14	17	15	12	13	13	19	21	6	1
Total number of parcels	43	460	101	15	66	24	60	66	33	6	180

Sources: Dane County Regional Planning Commission and Stoughton Department of Planning and Development

Map 3: Existing Land Use Map

Map 4: Historic Growth Areas Map

6. Existing Land Use Conflicts

There are areas in and around Stoughton where existing land uses conflict with adjoining land uses. This includes uses along the Academy Street corridor where industrial plants operate across the street from residential uses, and around the Stoughton Hospital where parking and traffic at times conflict with neighboring residential uses. Other areas identified as existing land use conflicts were the industrial development on East South Street abutting downtown residential, commercial, office, and institutional uses; noise and smells emitting from uses in the North Industrial Park and conflicting with neighboring homes, and foot-traffic and “after-school” traffic generated around the Stoughton High School. Potential land use conflicts might arise in the future as residential development follows USH 51 east of the City near Academy Street. This *Plan* seeks to minimize these types of potential conflicts through thoughtful planning and implementation.

7. Land Use Projections

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the planning period. This *Plan* examined several different methodologies to meet this requirement.

In 2004, the DCRPC prepared land use projections for Stoughton’s Urban Service Area to the year 2030, (see Table 8a). Note that the Urban Service Area includes some development located beyond the City limits. These land use projections from the DCRPC assume that the City’s population will grow by approximately 1.616 percent each year, on average, from 2000 to 2030.

Table 8a: Land Use Projections by DCRPC for the Stoughton Urban Service Area

	2000	2005	2010	2015	2020	2025	2030
Population ¹	12,354	13,610	14,866	15,989	17,111	18,435	19,759
Residential Land Use Area (acres) ¹	953	1,053	1,150	1,237	1,324	1,426	1,528
Commercial Land Use Area (acres) ¹	77	79	86	93	99	107	114
Industrial Land Use Area (acres) ¹	200	266	291	313	335	361	387

¹ Source: Dane County Regional Planning Commission, 2004

The DCRPC did not project agricultural land uses for the City. After factoring in needed land for recreation, utilities, community facilities, street right-of-ways, and environmental corridors, the DCRPC projects the need to add approximately 1,283 acres for development within the City’s Urban Service Area by 2030.

As an alternative to the DCRPC projections, VANDEWALLE & ASSOCIATES developed land use projections based on the blended population growth rate of 1.773 percent and the detailed land use inventory done in 2002 in conjunction with this *Plan*. This projection method yielded slightly higher projected population and acres needed for development. This increase stems from both the higher population projection, and the fact that the amount of commercial and industrial land per capita has been expanding in the community. This *preferred* land use projection is presented in Table 8b, on the following page.

To account for market inefficiencies, it is common practice to produce a planned land use map that provides double (2.0 times) the projected amount of land. The Planning Committee was not comfortable with this approach. Specifically, the Planning Committee determined that the City’s role as a sub-regional center for shopping and professional services will likely, *and should*, expand. Furthermore, the Planning Committee wanted to ensure that adequate and appropriate lands were planned for residential, commercial and industrial development. Therefore, the Planned Land Use Maps 6a and 6b actually depict approximately 2.5 times the number of acres for residential, commercial and industrial development as projected in Table 8b.

Table 8b: Preferred Land Use Projections Selected by Planning Committee for City of Stoughton

	2000	2005	2010	2015	2020	2025
Population ¹	12,354	13,489	14,728	16,080	17,557	19,170
Residential Land Use Area (acres) ¹	971	1,060	1,158	1,264	1,380	1,507
Commercial Land Use Area (acres) ¹	95	104	113	124	135	148
Industrial Land Use Area (acres) ¹	299	327	356	389	425	464

Source: Based on Blended Population Projection: VANDEWALLE & ASSOCIATES, 2004. (See Table 2 for population and Table 6 for year 2002 land use.)

8. Peripheral Growth Analysis

Before determining where all of the projected land uses shown in Table 8 should be located in and around Stoughton, it is important to analyze the various factors that influence where the community can logically expand its urban services. The Planning Area’s topography, natural features, public lands, lands subject to conservation easements, and utility service areas all pose certain factors that will determine Stoughton’s future growth. Map 5 depicts these peripheral growth factors.

Communities typically want to extend sanitary sewer lines uphill from treatment plants and lift stations, and keep water services under the same pressure to create efficient utility networks. Extending services beyond a ridgeline or up into a hilltop area will result in higher utility (e.g., lift stations) and road infrastructure costs. As time passes, the equipment needed to overcome topographic obstacles needs to be maintained and eventually wears out. Growth patterns that are guided by efficient utility network considerations keep public costs down.



Looking northeast across Downtown Stoughton, where Map 5 identifies potential growth areas east of the Yabara River.

Map 5 shows the major watershed boundaries and drainage divides within the Stoughton planning area. These drainage basins represent logical urban service expansion areas in the future. Those drainage basins which are most efficiently served by public sanitary sewer service are shown as “Short-Term Urban Growth” areas. They generally extend beyond the City’s current limits (except along CTH B, which is located on the Lake Kegonsa drainage basin boundary) because the City has not quite expanded *yet* into the entire drainage basin. Once the short-term growth areas are developed, the next outlying basins shown as “Mid-Term Urban Growth” and “Long Term Urban Growth” areas would be logical for urban development.

Map 5 shows the location of publicly-owned lands in the planning area, including City-, town-, county-, and State-owned parks and open space areas in the region. The map also shows lands under the Town of Dunn’s Purchase of Development Rights (PDR) program.

Map 5 shows the City's 2003 Urban Service Area (USA) Boundary. This boundary, which includes the City and portions of the Towns of Dunkirk and Pleasant Springs, depicts the area planned for urban development with a full range of services including public sanitary sewer, public water supply and distribution systems, higher levels of fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems. Delineating an urban service area allows the City to plan for the orderly extension of utilities and public services. Map 5 also shows the Lake Kegonsa 2003 Limited Service Area (LSA) Boundary, which encompasses primarily lakeshore development in the Towns of Dunn and Pleasant Springs. Homes within this LSA are served by a public sanitary sewer system. In Dane County, LSAs are intended to provide a specific urban service to areas of *existing* development and additional urban development is not anticipated.

Map 5 clearly identifies efficient sanitary sewer network expansion areas in all directions, with modest areas shown north up to CTH B and west to about one-half mile west of USH 51, moderate areas shown about 4,000 feet to the south of CTH A; and substantial areas to the east – northeast and east beyond Skaalen and Tower Roads.

Map 5: Peripheral Growth Analysis Map

B. LAND USE GOALS, OBJECTIVES, AND POLICIES

Goal: Enhance and maintain the City's unique neighborhoods.

Objectives:

- a. Promote redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- b. Design livable neighborhoods in Stoughton that are pedestrian oriented and are generally located within a ten minute walk (approximately 1/3 mile) of a public park or open space area.
- c. Discourage high traffic volumes and speeds in residential neighborhoods.
- d. Develop and enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
- e. Design new neighborhoods so that they are centered around civic spaces such as parks, schools, churches, monuments, and similar features.
- f. Prohibit incompatible land uses (e.g. high traffic generators, noisy or unaesthetic uses) from locating within or next to residential neighborhoods.
- g. Encourage the preservation of historically and architecturally significant structures in Stoughton.
- h. Protect and enhance Stoughton's economic independence.

Goal: Enhance and maintain the City's downtown area.

Objectives:

- a. Provide for mixed use development in the downtown area.
- b. Encourage rehabilitation, redevelopment, and infill development of older areas in the downtown in a manner which respects Stoughton's character, is compatible with surrounding uses, and improves overall appearance.
- c. Provide for continued public access along the Yahara River.
- d. Protect the unique quality of the downtown by requiring buildings to be two- to four-story with a zero lot line setback requirement.

Goal: Maintain the City as a predominantly single family community.

Objectives:

- a. Incorporate general neighborhood design standards to provide for a minimum of 65 percent single family dwelling units, a maximum of 20 percent multiple family apartment dwelling units, and a maximum of 15 percent attached single family, duplex, two-flat, townhouse, and condo dwelling units in each new "planned neighborhood".

Goal: Preserve and establish visually attractive development.

Objectives:

- a. Preserve and re-establish attractive gateways and entryways into the community.
- b. Establish high design standards in the City's Zoning Ordinance for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.

Goal: Create an efficient and sustainable development pattern.

Objectives:

- a. Ensure that conflicts between neighboring land uses are minimized with logical land use transitions and bufferyards.
- b. Ensure that a desirable balance and distribution of land uses is achieved.

- c. Use existing public facilities to serve new development whenever possible.
- d. Require all new development within Stoughton's long-term growth area to be served with the full array of municipal services, including sanitary sewer, storm sewer, municipal water, police, and fire, and garbage collection service.
- e. Encourage collaboration between the City, Dane County, and neighboring jurisdictions with regard to planning initiatives and development policies.
- f. Coordinate land development with transportation system improvements.

1. Urban and Rural Development Policies

- a. With the exception of rural homes at a maximum density of one new dwelling unit per 35 acres, all non-agricultural development on lands located within Stoughton's extraterritorial jurisdiction should be prohibited until it can be served with the full array of municipal services. Unsewered development is strongly discouraged within the City's extraterritorial jurisdiction because large unsewered lots can not be efficiently served with essential public services including sanitary sewer and water, storm sewer, sidewalks, high levels of police and fire service, street maintenance, parks and schools/bus routes. Unsewered development is also discouraged because it allows for scattered development and land speculation that often results in premature conversion of productive agricultural land. Finally, over time, unsewered development tends to create complications and physical barriers to logical City expansion.
- b. The City encourages neighboring townships to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (1 dwelling unit per 35 acres) residential development, and protection of natural resources in areas within the City's extraterritorial jurisdiction, but outside the City limits.
- c. The City discourages the creation of subdivisions and non-agriculturally related office, commercial and industrial development not served by public water and sanitary sewer within its Extraterritorial Jurisdiction.

Land Use Policies

Policies are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives of this plan element. The following policies are intended to be used by City decision-makers on a day to day basis. For example, the Planning Commission should use these policies as it considers proposals to rezone property, review site plans, or issue conditional use permits. Site plans, Development Agreements and Intergovernmental Agreements may be used to refine these policies on a site-by-site bases, in instances where the overall public benefit prevails.

The policies listed in this *Plan* should provide guidance to the City as it revises development-oriented ordinances such as the Zoning Ordinance, Subdivision Ordinance, and Official Map. City staff can use these policies to develop capital improvement plans. Finally, the private sector should be familiar with these policies so that it knows what the City expects in terms of the location, timing, and quality of development over the planning period.

2. Detailed Development Plan Policies

- a. Piecemeal, unplanned development is strongly discouraged by the City. New urban developments shall be designed in the context of a detailed development plan for the subject area and its environs.
- b. The City shall require that detailed development plans be prepared and adopted by the City Planning Commission and Common Council prior to the zoning, platting, and development of City expansion areas as defined in the *Comprehensive Plan*. These detailed development plans shall include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, location of necessary municipal utilities, locations of parks, open space and

- civic or institutional buildings, and the proposed street system that will serve the area. The plans shall also provide a development phasing timetable so the City can coordinate capital improvements with the development of the area.
- c. Where appropriate in *Planned Neighborhood* areas, the City encourages the utilization of traditional neighborhood design concepts as new neighborhoods are platted and developed. Traditional neighborhoods typically include a full range of housing types (single family, duplex, multi-family, townhouse); parks, plazas and public squares; civic buildings and civic art; bicycle and pedestrian paths/walkways; institutional uses (churches, schools, community centers, etc.) that serve as neighborhood focal points; and neighborhood scale commercial, service and office uses. The City shall work with property owners and developers to create traditional neighborhood plans. It should be understood that in traditional neighborhoods, different types of land use, such as single family and multi-family residences, are not interspersed in a random manner, but instead are located in a logical, compatible manner.
 - d. The City should consider the creation of a special traditional neighborhood zoning district to allow for implementation of the traditional neighborhood design concept.

3. Land Use Planning Policies

- a. The City shall strive for compatibility of adjacent land uses by requiring site plan review for all multi-family residential, commercial, office, industrial, recreational, and institutional land uses.
- b. Incompatible land uses shall be buffered from each other through the strategic use of plant materials, decorative fences, walls, or berms.
- c. The City intends to require new development and redevelopment projects to include high quality building design, landscaping, and signage. Existing ordinances shall be amended as needed to ensure that this policy is implemented in a fair and consistent manner.
- d. Major activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas shall be oriented away from less intensive land uses to the greatest degree possible.
- e. The City shall utilize the site plan review process to require that the outdoor lighting of parking and storage areas be designed in such a manner that it shall not shine onto adjacent properties or public rights of way.
- f. The City strongly encourages shared driveway access, shared parking spaces, and coordinated site plan designs in order to avoid the creation of new commercial strips.
- g. The City should protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.

4. Downtown Development Policies

- a. The City should amend its central business area zoning district to address building setbacks, strict sign requirements, and architectural standards.
- b. The City should require that new and renovated buildings adjacent to the river or those undergoing major renovation have two fronts (street side and riverside), with both fronts meeting the aesthetic standards for the downtown.
- c. The City encourages public-private partnership as a way to promote investment in the downtown area and to spur downtown revitalization.

C. PLANNED LAND USE RECOMMENDATIONS

This section of the *Plan* is intended to guide the land use development of the City over the next 20 years and beyond. The Planned Land Use Map presented in this chapter was determined by a number of factors, including overall development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development (see Maps 3 and 4), and environmental, soil,

topographic, drainage and other development constraints (see Maps 2 and 5). The Planned Land Use Map and following detailed written recommendations also reflect the extensive public input the City received at several meetings and events held throughout the planning process, as described in Chapter One.

Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the City to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads and drainage facilities. Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and currently outside their municipal boundaries.

Although this *Plan* has been designed to accommodate a larger population than what is projected by official State forecasts, it does not assume that all areas depicted on the Planned Land Use Map will develop during the next 20 years. Instead, the Planned Land Use Map shows those areas in and around the City that are the most logical development areas, regardless of the absolute timing of development. The City advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities.

The Planned Land Use Maps, included as Maps 6a and 6b and described below, may be used as a basis to update the City's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. However, the identification of growth areas or land use types does not imply that any area is immediately appropriate for rezoning or annexation. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential. Chapter Nine, Plan Implementation, provides more detailed text on administering and implementing the land use recommendations of this *Plan*.

The land use recommendations cover a large geographic area. To provide an organized approach to this chapter, recommendations for lands within the current (2003) municipal limits are presented first. Next, recommendations are presented for areas of planned growth on the *periphery* of the City, between the current municipal limits and the City's 1½-mile extraterritorial jurisdiction.

The land use categories used in presenting this information are the same as the categories used to present the Existing Land Use Map, with the following two additional categories:

- **Planned Neighborhood:** a carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family/townhouse residential, mixed residential, neighborhood office, neighborhood business, institutional, and public open space. This category is intended to accommodate both conventional and Traditional Neighborhood Design (TND) forms of “full-service” neighborhood development. To implement a key City objective, development within these neighborhoods should contain a minimum 65 percent single-family detached homes, a maximum 15 percent two-family and/or single-family attached dwellings, and a maximum 20 percent multi-family dwellings.
- **Environmental Corridors:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features. This overlay category is further described in Chapter Two: Agricultural, Natural, and Cultural Resources.

1. Land Use Recommendations within the Current City Limits

This *Plan* generally proposes minor changes to the existing land use pattern within the City's current (2004) municipal limits. This *Plan* does, however, propose detailed land use recommendations for the undeveloped portions within the City limits. In addition, this *Plan* identifies opportunities for redevelopment and rehabilitation within the Downtown area, infill development on parcels previously passed over, and reuse of key properties located along the gateway corridors into the community.

Central Mixed Use Area (Downtown Stoughton)

With existing commercial and residential uses on the west side, planned expansion of residential, commercial, and office growth on the City's east side, and planned expansion of employment uses on the north and south, Downtown Stoughton's central location is well-positioned to continue to attract civic, retail and service uses and remain the vital heart of the community over the planning period. Downtown Stoughton is proposed to remain intact with a mixture of land uses under the *Central Mixed Use* designation (generally encompasses all parcels between the Yahara River and 5th Street, from Jefferson Street to Washington Street). The *Central Mixed Use* planning category reflects the City's historic pattern of pedestrian-oriented indoor commercial, office, institutional, residential, and urban open space uses with streetscaping and low-key signage. Important community character elements that contribute to the *Central Mixed Use* area include urban form, density and intensity of development, building scale, building location, architecture, signage, public furnishings and spaces, and landscaping. (See "Community Character Planning" in the next section for more complete description of these elements).



Downtown Stoughton

To maintain the health and vitality of Downtown Stoughton, creative and coordinated planning and marketing will be required. This *Plan* recommends the preparation of a Downtown Master Plan for the downtown area. Preparation of a downtown master plan will assure the desired character is maintained, appropriate uses and strategies for redevelopment of key sites are identified, historically and architecturally significant buildings are not destroyed in the name of redevelopment, and tools to promote redevelopment (e.g., TIF districts, sign ordinance, zoning district amendment, brownfield clean-up procedures) are explored and implemented. This *Plan* recommends the following rehabilitation and redevelopment principles be considered in any downtown master planning effort:

- Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.
- Encourage the enhancement of downtown parking lots by installing landscaping (trees, plants, berms).
- Link the downtown district to the Yahara River, through the development of pedestrian paths and the redevelopment of parcels between the river and Main Street.
- Encourage new residential development and redevelopment within the downtown area, particularly around the City Hall building and along the rail corridor, to provide a "built-in" market for goods and services and increase foot traffic. The adaptive re-use of the older tobacco warehouses along the rail corridor into residential housing should be explored.
- Continue to renovate and restore historically significant buildings along Main Street and within the Main Street Commercial Historic District through the City's façade improvement program.
- Continue to retain community facilities in the downtown area, including City Hall, library, and post office, while attracting new events into the area such as a farmers' market.

Detailed Downtown Design Standards include:

- Buildings placed adjacent to the street right-of-way, or with small, carefully-designed plazas for gathering or dining between the building and right-of-way;
- Multi-storied height – with careful, stepped-down height transitions to adjacent neighborhood areas;
- High-quality building materials strongly featuring masonry and glass;
- Regularly-spaced building openings for doors and windows that establish a rhythm that is in harmony with nearby buildings;
- Careful treatment of all four sides of the building, with special attention devoted to street frontages and facades which face onto parking areas, sidewalks and alleys; and
- A transition of land uses within most buildings from retail and/or service uses on the ground floors to office to residential on upper floors. Where buildings provide 100 percent residential uses, the ground floor should be devoted to gathering spaces and/or resident services, or such floors should be elevated a minimum of four feet above adjacent sidewalks and streets for privacy.

These attributes are illustrated on the following page.

Long-Term Downtown Transportation Facility Considerations:

Consistent with Dane County's *Land Use and Transportation Plan* and *Transport 2020 Plan*, this *Plan* recommends that the City identify and reserve a location in Downtown Stoughton for a commuter rail station that would link the community to the Madison urban area and surrounding destinations. Around this commuter rail station, the City should plan for senior housing, live/work incubator development, and a park-and-ride lot, with pedestrian and bicycle routes spanning out from the station to all corners of the community. Until such time when commuter rail service is realized, this station and park-and-ride lot could serve as a bus transfer point for a regional express bus system.

Figure 2: Downtown Design Guidelines Illustration

Historic Single-Family Residential Areas

Historic single-family neighborhoods surrounding the downtown area are proposed to remain intact. Over the planning period, the City should monitor any movement to convert existing single family residences into two-family (duplex) units within the large parts of the City currently zoned R-2 One and Two-Family District. The R-2 district allows such conversions upon approval of the City. Too many conversions in certain blocks may change neighborhood character. However, conversions are actually trending from Two- to One-Family.

Building and ground maintenance and rehabilitation will be a key concern in the central single-family residential area over the planning period. Data from the 2000 Census reports that about one-third of Stoughton's housing stock was built before 1940, and most of these homes are located in this central residential area. The City should work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects. The City should also work with the local historical society and property owners to protect and celebrate historically significant residences within the community. The mature trees that line most of the streets in the central residential area should also be preserved to the greatest extent possible.

Two-Family Residential and Mixed Residential Areas

The scattered areas of *Two-Family Residential* uses within the City are proposed to remain intact. Future two-family development is recommended for infill lots along Nygaard Street, Kensington Square and Jackson Street on the City's west side. These areas may be particularly appropriate for condominium projects given the surrounding uses. Map 6a shows scattered areas of *Mixed Residential* development within the current City limits. These are mainly areas that are already developed or are committed to being developed with multiple family residences.

Neighborhood Business and Office Areas

Most small-scale business and office uses within the City are planned for the *Central Mixed Use* district (Downtown Stoughton). However, there are *Neighborhood Business* and *Neighborhood Office* areas recommended at the intersection of Veterans Road and USH 51, and along Vernon Street. The *Neighborhood Business* areas should be easily accessible from surrounding neighborhoods by sidewalks and bicycle routes. It is imperative that these areas contain high quality development that blends with the scale site arrangement and architectural style of the adjacent residences – including residential building materials, roof forms, generous landscaping and modest exterior signage and lighting.

General and Planned Business Areas

Within the City, all existing highway commercial uses along USH 51 are expected to remain. This *Plan* does not envision commercial strip development occurring any further north along USH 51 except for an area across from Rutland-Dunn Town Line Road in the Linnerud Neighborhood. Many existing properties shown on Map 6a are recommended for *Planned Business* uses to better reflect desired community character. *Planned Business* use areas demand higher standards in building design, site layout, landscaping, signage, parking and access. These standards are more completely described in Chapter Seven. This *Plan* strongly recommends that these higher standards are followed as existing sites redevelop or vacant properties develop along USH 51. This type of redevelopment typically involves a reinvestment in the building and/or building façade, as well as landscaping and signage.

Planned Mixed Use Area

If an opportunity becomes available over the planning period to transform the southern edge of Downtown Stoughton along the Yahara River, this *Plan* recommends an aggressive approach to redeveloping the Uniroyal property. The City should take an assertive, pro-active approach to transforming this *Planned Mixed Use* site away from the heavier industrial uses toward higher value, compact uses that take advantage of its locational advantages, such as river views and access, convenience to downtown shopping, civic uses, and possible future commuter rail, and linkages to existing community parks and neighborhoods. This site is envisioned for a mix of retail, office, and higher density residential development. This *Plan* recommends that a detailed Redevelopment Plan for this area be

prepared in cooperation with site property owners and neighboring property owners and residents. This redevelopment process will likely take a period of years, and require a market analysis, detailed site investigations for underground contamination and specific clean-up activities before any development proposals are put forward. A detailed strategy for “brownfield” redevelopment that applies throughout the City is provided in Chapter Seven. Development approvals within this area should only be granted after submittal and review of detailed development plans.

General and Planned Industrial Areas:

Existing *General Industrial* uses in the South Industrial Park and in the North Industrial and Business Park are proposed to remain intact. Successfully managing neighborhood impacts of such uses are critical. This can be achieved, in part, by stabilizing and beautifying the edges of these areas. As opportunities for reinvestment and redevelopment occur, the appearance of building facades exposed to the public view, including loading docks and storage areas, should be improved. Use of high quality building materials, improved window treatments, high quality loading and storage screening devices and landscaping is strongly recommended with all expansion and renovation projects.

Both of the City’s industrial parks are planned to expand over the planning period. New *Planned Industrial* uses are recommended for undeveloped lands along CTH A on the City’s southeast side, and for undeveloped lands between the Business Park and CHT B on the City’s north side. The *Planned Industrial* category includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. All industrial projects in *Planned Industrial* areas should meet the recommended site, building, and landscape design criteria in Chapter Seven. Image and upkeep is especially important for industrial development along both CTHs A and B, as both serve as “gateways” into the community.

Institutional Areas

Most *Institutional* uses are planned to remain in locations in and near the central parts of the City. These include existing public and parochial school sites, municipal buildings, churches, hospital and medical care facilities, and cemeteries. These uses will remain very important in establishing the character of Stoughton. Building and grounds maintenance should be emphasized to maintain the quality of these areas.

Map 6a, on the following page, provides land use pattern recommendations for the central portion of the planning area.

Map 6a: Planned Land Use Map: Central Area

2. Land Use Recommendations for the Peripheral Area

In addition to land use recommendations for lands now within the City, this *Plan* provides land use recommendations for all lands in the City's peripheral area—between the current municipal limits and the City's 1½-mile extraterritorial jurisdiction. Map 6a shows the most intensive development in areas adjacent to the City, where the extension of municipal utilities and services is most efficient.

General Peripheral Area Land Use Recommendations:

Residential Development

In general, new residential development is planned to expand on all four sides of the community, but most of this development is planned for the City's east side. This *Plan* recommends the use of *Planned Neighborhoods* to accommodate most future residential development. Development in this land use category is intended to provide a well-planned pattern of single-family, two-family and multi-family development – with single-family homes comprising at least 65 percent of the dwelling unit count. (*This concept is discussed in more detail later in this Chapter.*) Substantial residential growth on the east side will have several more strong advantages to the community:

- East side growth provides the largest cost effective area for urban expansion (See Map 5: Peripheral Growth Analysis);
- East side growth will help to balance the community around the downtown area –strengthening its role as the physical and activity center of the City; and
- East side growth will tend to disperse commuting traffic loads to the CTH N and USH 51 East corridors where substantial traffic capacity is present, rather than to the USH 51 West and STH 138 corridors where capacity is limited and congestion and safety concerns are growing.

Commercial Development

Most of the large-scale commercial development in Stoughton is planned for the City's west side – west of USH 51 and between STH 138 and Rutland-Dunn Town Line Road, and on the east side along USH 51. The designation of this large west side area as *Planned Mixed Use* is intended to provide City officials with the ability to respond to evolving market conditions and enable a carefully-planned blend of high-quality office, professional service, commercial, and light industrial development. In addition, the area north of Rutland-Dunn Town Line Road is proposed for *Planned Office* development to accommodate a high-quality office park location as a long-term “gateway” feature to the community at its northwest corner. The substantial areas of *Planned Business* development on the east USH 51 corridor is a departure from recent trends, but a reflection of the most preferred location for new commercial development according to the community survey.

Industrial Development

Industrial expansion is planned for the City's two existing industrial and business parks, on both the north and southeast sides of the community. Over the planning period, this *Plan* does not recommend expanding municipal services to properties north of CTH B and Skaalen Road, east of Pleasant Hill Road, and south of the industrial park/Aaker Road/CTH A corridor, nor more than one-half mile west of USH 51.

The City's overall development policies for lands within this peripheral area are described in more detail earlier in the policy section of this chapter. In general, rural development (i.e., development not provided with urban services like public sewer and water) should not be allowed within the peripheral area. The City should work with surrounding Towns and Dane County to accomplish this primary objective.

Neighborhood Plans

This *Plan* strongly recommends that new areas of residential development be developed as neighborhoods, rather than merely as an assemblage of subdivisions. To accomplish this, this *Plan* encourages that future neighborhoods include a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small-scale shopping and service

areas – as deemed appropriate by the developer, Plan Commission and Common Council working together.

As a result of this strategy, Maps 6a and 6b show most of the planned peripheral development as *Planned Neighborhoods*. This concept, indicated by the cross-hatching and the multi-colored "pie symbol" on the maps encourages a mix of dominant detached *Single-Family Residential* development (minimum of 65 percent of the dwelling units) with well-designed, limited components of *Two-Family or Attached Single-Family Residential* (maximum of 15 percent of the dwelling units), *Mixed Residential* (maximum of 20 percent of the dwelling units), *Institutional*, *Public Open Space*, *Neighborhood Office*, and *Neighborhood Business* uses. This planning concept disperses higher density development throughout the community and limits the concentration of any one type of development in any one area. Realizing these *Planned Neighborhoods* will require the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

The ability to provide a sound design of such complexity will require the use of **Detailed Neighborhood Plans** prepared by the City, and adopted as a component of the City's Comprehensive Plan. Such plans shall specify land use mix, density, street layouts, open space, stormwater management, etc. All development in this land use district shall be guided by a City-approved Detailed Neighborhood Plan for the area. These Detailed Neighborhood Plans should be considered as the baseline upon which more refined Neighborhood Plans could be proposed by the development community. Where developers can demonstrate an improvement over a Detailed Neighborhood Plan, the City should adopt such improvements as an amendment to the Detailed Neighborhood Plan and this *Plan*.



This Plan advocates traditional neighborhood design for the City's new growth areas—a design that already exists in Stoughton.

The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the best historic neighborhoods in the community, with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ "cookie cutter" street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic cities such as Stoughton.

More specifically, Planned Neighborhood areas are intended to provide a highly planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; a range of employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. These neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).

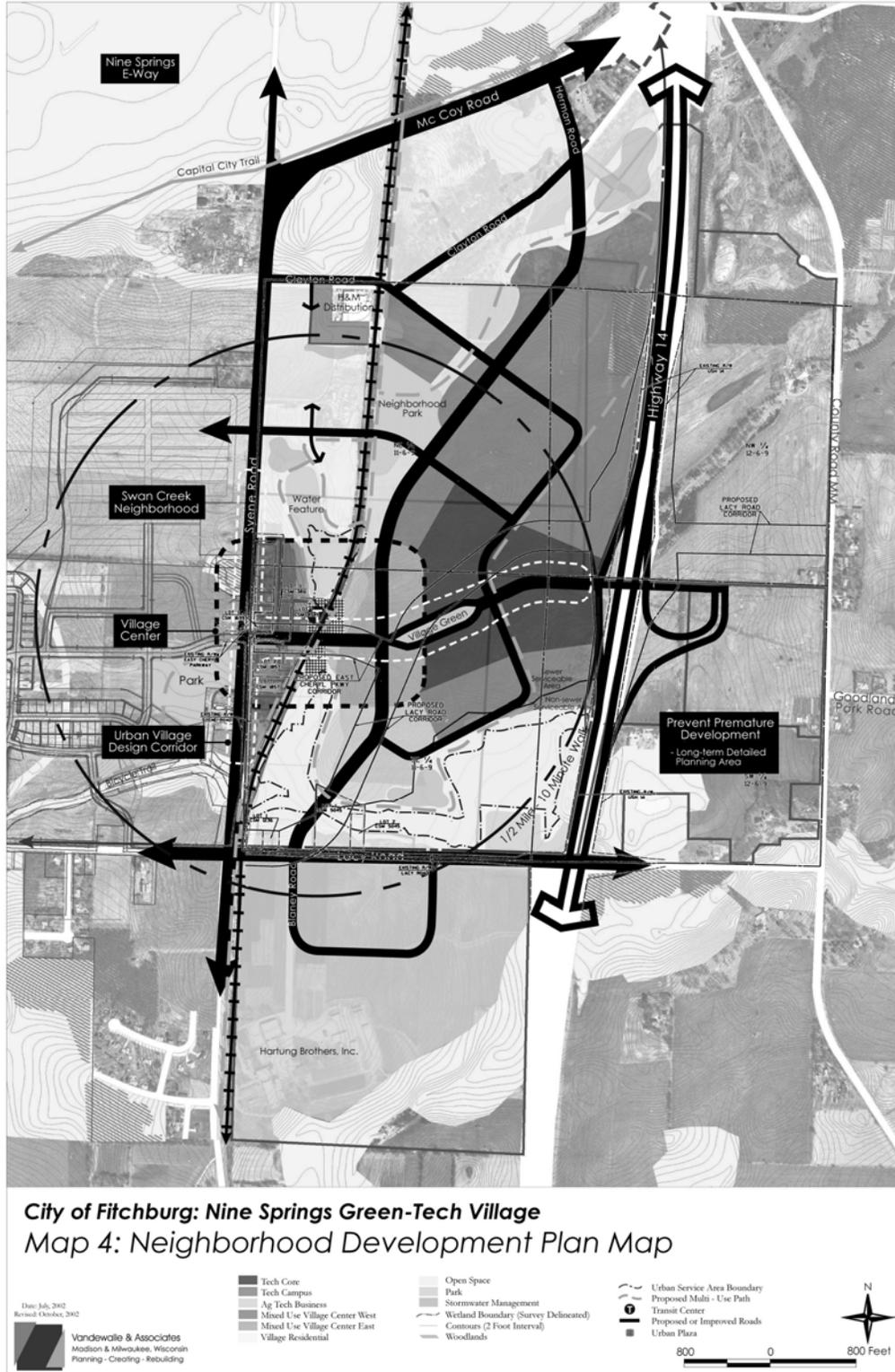
Detailed Neighborhood Plans – A Recommended Process:

The following planning process has a proven track record of success:

- I. **Analysis:** A wide variety of site specific information must be collected about both existing and emerging conditions:
 - A. Establish and confirm the full neighborhood design process, including the creation of an ad-hoc or blended oversight committee including and/or reporting to the Plan Commission and Common Council;
 - B. Collect existing map and plan data for the area and its surroundings related to parcels, topography, soils, land cover and uses, utilities, transportation, recreation, public services, plan recommendations, zoning and property ownership;
 - C. Evaluate the existing and emerging real estate market;
 - D. Employ meaningful public participation to help identify opportunities & constraints, and to help create a *vision* for the area; and,
 - E. Conduct property owner, agency and stakeholder interviews.
- II. **Plan:** Based on the results of the Analysis phase, and under the guidance of the committee, adopt a Detailed Neighborhood Plan as derived from the consideration of a Preliminary Concept Plan, Alternative Neighborhood Plans, and a Refined Draft Neighborhood Plan:
 - A. Refine and confirm the *neighborhood vision*;
 - B. Draft and confirm a Preliminary Concept Plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian & bicycle networks, and the open space system;
 - C. Produce and confirm one or more Alternative Neighborhood Plans for presentation and review by the public, stakeholders, agencies and the committee. An alternatives Open House with rating sheets is an excellent method to receive general public input;
 - D. Produce and confirm a Draft Detailed Neighborhood Plan based on the responses to the Alternative Neighborhood Plans.
 - E. Refine and adopt the Detailed Neighborhood Plan, and ultimately integrate it into the Comprehensive Plan as an amendment.
- III. **Implementation:** Following plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:
 - A. Facilitate developments consistent with the plan;
 - B. Require compliance with the plan as a condition of annexation;
 - C. Establish zoning districts and boundaries in compliance with the plan;
 - D. Review proposed land divisions, conditional use permits and planned developments based on conformance with the plan, including consideration of land use pattern, density/intensity, community character, and infrastructure recommendations.

A sample neighborhood plan is provided on the next page.

Figure 3: Sample Detailed Neighborhood Plan: Green Tech Village, Fitchburg, Wisconsin

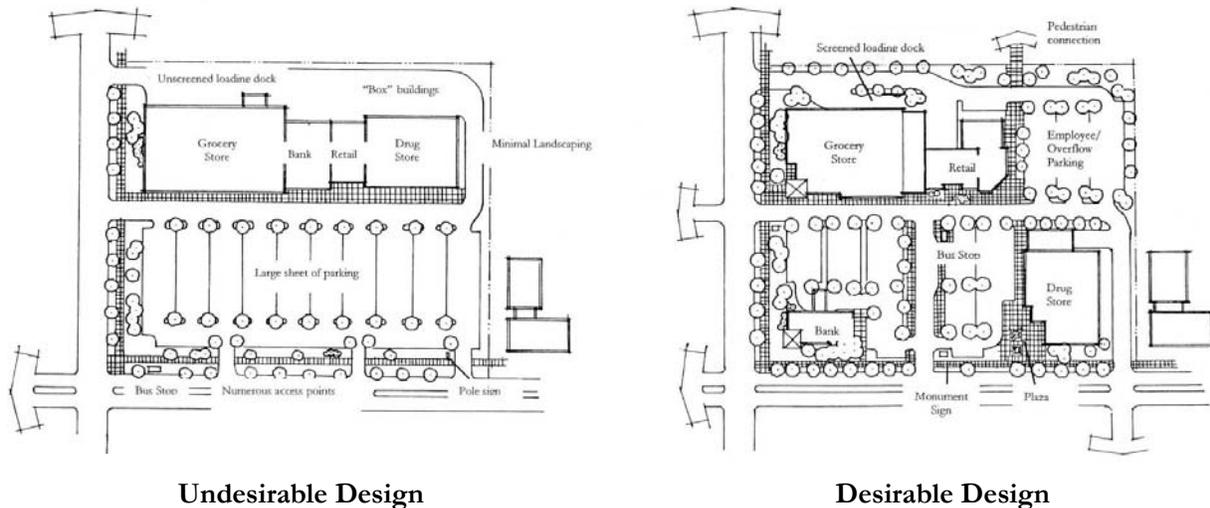


Along with preparation and adoption of Detailed Neighborhood Plans, the most effective approach to implementing Planned Neighborhood developments would be to create a new Planned Neighborhood zoning district that allows a mixture of residential, neighborhood scale commercial (including home occupations), service, office, public and semi-public uses. Another option is to use the Planned Unit Development (PUD) process to implement traditional neighborhood designs. This approach would rely heavily on the creative application of design and land use controls imposed on a customized basis for each planned development. A final, less desirable, option would be to simply assemble conventional zoning districts, and attempt to accomplish good neighborhood design through the platting and site plan review processes, as development occurs.



Looking southeast across Stoughton's key NW Gateway

Figure 4: Undesirable vs. Desirable Design



The following areas are proposed as Planned Neighborhoods:

South Planned Neighborhood

The South Planned Neighborhood is an expansion of existing residential development south of the Westview Ridge plat, Milwaukee Street, Pleasant View Drive, and Isham Street. This neighborhood of approximately 500 acres is planned for predominantly *Single Family Residential* development, compatible with existing subdivisions in this area. Small areas of *Two Family Residential* and *Mixed Residential* would be appropriate for properties adjacent to STH 138, CTH A and Aaker Road. *Neighborhood Business* and *Office* uses would also be appropriate near the intersection of STH 138 and CTH A. Consistent with the City's 2002 *Park and Open Space Plan*, this South Planned Neighborhood should in-

clude an expansive “greenway” system along the mapped *Environmental Corridor* running through this area. This greenway system could include one or two active neighborhood park sites. Detailed planning for this neighborhood should also identify a site for an electric utility substation.

As this neighborhood is platted, lots should be served by an extended Pleasant View Drive, Milwaukee Street and Isham Street, as well as internal streets and sidewalks. Residents in this future neighborhood will benefit from convenient walking distance to both planned and existing parks (Lowell Street Park), and nearby Fox Prairie Elementary school, and biking or short-driving distance to west side shopping areas, a middle school and high school, and the downtown area and riverfront.

Southwest Planned Neighborhood

The Southwest Planned Neighborhood is approximately 280 acres. As a *Planned Neighborhood*, it is planned for predominantly *Single Family* residential development. *Mixed Residential* development may be most appropriate for the area directly south of the *Planned Mixed Use* and the *Planned Office* uses recommended along STH 138. Effective buffers should be incorporated between the mixed use and office areas and the residential uses. Between the South Planned Neighborhood and the Southwest Planned Neighborhood, the City should ensure that development proposals are coordinated to ensure logical land uses are adjacent to one another and that transportation corridors are interconnected between the two areas. This area contains the entire extent of a large wetland, and a portion of another wetland. These wetlands should be identified on site plans, and protected from adverse effects. See Chapter 2 for more information on protecting wetlands.

Southeast Planned Neighborhood

The Southeast Planned Neighborhood is approximately 360 acres in size. This neighborhood, which is an eastern extension of some recent platting (e.g., Stone Crest), is planned for predominantly *Single Family* residential development, however some higher density residential and *Neighborhood Business* uses would also be appropriate in this area. A larger *Institutional* use is recommended within this neighborhood at the corner of USH 51 and Pleasant Hill Road. Reclamation of an existing gravel pit will be an important component of the overall timing and build-out of this planned neighborhood. The southern edge of this neighborhood is adjacent to *Planned Industrial* development. It will be critical to buffer these planned residential uses from industrial development. Buffering can be accomplished through a combination of distance, berming, extensive landscaping, and attractive fencing of loading docks, dumpsters, and any outdoor storage areas. There are some steeper slopes, woodlots, and wetlands that should be preserved as this neighborhood is platted and developed. Access into this neighborhood should be provided by an extended Vernon Street and new streets coming off of Race Track Road and Pleasant Hill Road, as well as internal streets and sidewalks. Access from USH 51 should be limited to a few future north-south collector streets. Consistent with the City’s 2002 *Park and Open Space Plan*, this Southeast Planned Neighborhood should contain a neighborhood park near the middle of the site to serve surrounding homes. Residents in this future neighborhood will benefit from convenient walking distance to planned east side shopping areas, existing and planned park space (Racetrack Road Park), and nearby Kegonsa Elementary School, and biking or short-driving distance to a middle school, the downtown area, the riverfront, and employment opportunities in the South Industrial Park.

Northeast Planned Neighborhood

The Northeast Planned Neighborhood is located between CTH N and Spring Road, south of Skaa-len Road. This 345-acre neighborhood is envisioned for a mix of *Single Family*, *Two Family Residential* and *Mixed Residential* development along with small-scale *Neighborhood Business* uses to conveniently serve the day-to-day needs of the surrounding residents. The southern edge of this neighborhood is adjacent to the *Planned Business* area recommended at the corner of Spring Road and USH 51. Depending on the intensity of these commercial uses, they should provide an attractively designed and landscaped rear façade and yard. Strong pedestrian connections should be established between this neighborhood and these planned commercial uses. The eastern and southeastern edges of this neighborhood are bounded by an *Environmental Corridor* of wetlands, woodlands, and hydric soils. The

Detailed Neighborhood Plan for this area should take advantage of these natural features as neighborhood focal points and recreational opportunities. Access into this neighborhood should be provided by new streets coming off of Spring Road, CTH N and Skaalen Road, as well as internal streets and sidewalks. Given its size, there should be at least two neighborhood park sites planned to serve this area, perhaps along the environmental corridors. Residents in this future neighborhood will benefit from convenient walking distance to planned neighborhood-oriented retail uses, east side shopping areas, planned and existing parks (Viking County Park and A.J. Amundson Park), and biking or short-driving distance to Kegonsa Elementary School, River Bluff Middle School, the downtown area, the riverfront, and employment opportunities in the South Industrial Park and North Industrial and Business Park. Given the direction of anticipated growth and development in Stoughton, this Northeast Planned Neighborhood would be an appropriate area to identify a future school site, particularly somewhere along Spring Road to serve planned residential development to the east.

Eastside Planned Neighborhood

The Eastside Planned Neighborhood is located east of Spring Road, north of USH 51, and west of Pleasant Hill Road. This neighborhood of 770 acres is envisioned for predominantly *Single Family* residential development. However, *Mixed Residential* and *Two-Family* residential uses would be appropriate at the southern edges of this neighborhood near the planned commercial and office sites along USH 51. Pedestrian and bike connections should be provided between this neighborhood and the commercial areas. As depicted on Map 2, there are pockets of steeper slopes, woodlots, and wetlands in this area that should be preserved as this neighborhood is platted and developed. Access into this neighborhood should be provided by new streets coming off of Spring Road and Pleasant Hill Road, as well as internal streets and sidewalks. Access from USH 51 should be limited to a few planned north-south collector streets. Given its size, there should be at least two neighborhood park sites planned to serve this area. Residents in this future neighborhood will benefit from convenient walking distance to planned east side shopping areas and parks, and biking or short-driving distance to large park and open space areas (Viking County Park), Kegonsa Elementary School, River Bluff Middle School, the downtown area, the riverfront, and employment opportunities in the South Industrial Park.

Northside Planned Neighborhood

The Northside Planned Neighborhood is located along CTH B near the Yahara River and the Northside Industrial and Business Park. This neighborhood of 60 acres is envisioned for a mix of *Single Family*, *Mixed Residential* and *Two-Family* residential uses. Access into this neighborhood should be provided by new streets coming off of CTH B and Williams Drive. The western edge of this neighborhood is adjacent to *Planned Industrial* development and it will be important to buffer these planned residential uses from industrial development. Buffering can be accomplished through a combination of distance, berming, extensive landscaping, and attractive fencing of loading docks, dumpsters, and any outdoor storage areas. Residents in this future neighborhood will benefit from convenient access to existing and planned parks and the Yahara River Trail system. Residents would also be within walking distance to employment opportunities in the adjacent business park. Schools, shopping, and the downtown area are within short driving or biking distance.

Traditional Neighborhood Development

Within each of the *Planned Neighborhood* areas recommended by this *Plan*, neighborhood design could follow either a conventional neighborhood pattern, or a traditional neighborhood pattern. Both types of neighborhood design are intended to provide for a range of dwelling unit types and non-residential uses as discussed above. They differ in the arrangement of homes on lots, street patterns and overall density. They may also vary in home design – with traditional neighborhoods requiring usable front porches and garages that are located either at the rear of the lot, or otherwise setback from the front of the residence.

A graphic illustrating the TND concept is provided on the following page.

Traditional Neighborhood Design

This *Plan* encourages the detailed planning and development of *Planned Neighborhood* areas using the concepts of “Traditional Neighborhood Design.” Design elements commonly found in traditional neighborhoods include:

- Reduced building setbacks that create a distinct sense of place and charming human scale by bringing buildings close to the sidewalk and street;
- Use of picket fences, wrought iron fences, masonry walls, or hedgerows to define the outdoor space between the home and street and to create human scale spaces;
- Use of front porches and stoops to encourage social interaction between neighborhood residents and to create visual interest in building facades;
- Pulling back garages behind the front facade of the home as much as possible or placing the garage in the rear yard of the home with access from an alley, lane or parking court;
- Use of public plazas, greens and squares to provide focal points for the neighborhood, create visual interest, and generate highly prominent building sites.

Under the new “Smart Growth” legislation, any City whose population reaches at least 12,500 should enact an ordinance that is similar to the model Traditional Neighborhood Development (TND) ordinance developed by the University of Wisconsin.

Figure 5: Traditional Neighborhood Design Illustration

Land Use Recommendations for Other Peripheral Areas

“Gateway Business Park” and Related Office Development

With the historic northwesterly expansion of commercial and residential land uses in Stoughton, there will likely be demand for additional office space in this general area. The Planned Land Use Map recommends approximately 160 acres north of Rutland-Dunn Town Line Road and west of USH 51 for new *Planned Office* development. In addition, the Map envisions a smaller *Planned Office* area along Velkomennen Way east of USH 51 to the southeast. Office projects in these areas should be designed and landscaped to suburban office park standards. These office areas will add employment opportunities to the City and increase the non-residential tax base. The City should be patient to allow the office market to emerge, before opening this area up for development. Generally, such office park development is the very last type of land use to appear in suburban communities. This key location should be reserved for such uses. Other uses, especially commercial, industrial, storage or residential uses, should be directed to other locations – as indicated on the Planned Land Use Map.

Given the importance of this area on community character, this *Plan* recommends specific guidelines to ensure that all proposed development be of high quality and generally contemporary in design, including the following specific recommendations:

- The uses in this area should incorporate high-quality, attractive exterior building materials and site design.
- Larger buildings should include varied setbacks, building heights, and architectural details on all four sides to soften their scale.
- Pedestrian connections among buildings and between parking lots should be provided.
- Large parking lots directly abutting the highway should be avoided.
- The overall public and private landscaping theme should emphasize native plantings, including prairie plantings. Development along or backing up to USH 51 should be attractively landscaped to create a favorable first impression at this gateway. Street trees should be provided in the terrace areas of all streets.
- Private signage should be controlled to protect and enhance the desired character of this area. Ground signs should be limited to low-profile, monument style signs in commercial areas.

Planned Mixed Use Areas

Two *Planned Mixed Use* areas are recommended in peripheral areas on the Planned Land Use Map.

The larger recommended peripheral *Planned Mixed Use* area is located southwest of the US 51/Rutland Dunn Townline Road intersection and contains approximately 90 acres. It is planned to contain a mixture of commercial uses designed to supply the day-to-day goods and services for residents living in both Stoughton and surrounding areas. Senior housing and smaller-scale office development would also be appropriate for this area. Potential commercial uses might include a deli, coffee shop, specialty retail, dry cleaners, drug store, restaurant, and grocery store. Development in this mixed-use center could include first floor retail, accented by the potential for upper story office space and residential units, and/or a mix of uses and buildings within the same development. Overall, it is recommended that, to the extent possible, this mixed-use center be planned to create compact, pedestrian-friendly clusters of complementary businesses, housing, and civic uses. In evaluating proposed neighborhood-scale stores at this location, important factors to consider include the proximity and ease of pedestrian access from residential areas, pedestrian-bicycle connections and routes throughout the entire neighborhood, the range of convenience goods and services available, hours of operation, and the level of amenity provided. All commercial development projects should meet the recommended site, building, and landscape design criteria in Chapter Seven.

The second *Planned Mixed Use* area is the **Williams Drive Mixed Use Area** located south of CTH B and just east of the railroad tracks, along Williams Drive. This *Planned Mixed Use* area of approximately 6 acres is intended to provide small-scale commercial services, such as those described above, but

also, this area serves as a logical transition between the industrial area to its east and the residential areas north, south, and west of it. To ensure adequate buffering, the Planned Land Use Map identifies small green areas between this area and the residential neighborhoods directly north and south.

USH 51 East Planned Business and Office Area

An area of *Planned Business* and *Planned Office* development is recommended for undeveloped lands along USH 51 on the east side of the City. These planned commercial sites will become more marketable as the residential areas envisioned on the City's east side are built out over the planning period. The proposed sites have few environmental constraints in terms of steep topography or wetlands; there are, however, some hydric soils and woodlots located in areas along this corridor (see Map 2). Given its convenient access along USH 51 and a future residential “rooftop” market in the Southeast, Northeast, and Eastside Planned Neighborhoods, the *Planned Business* sites are recommended for larger, community-serving commercial uses.

Large commercial projects along USH 51 east should have varied setbacks and high quality building and site design.

The types of commercial uses envisioned for the east side include a grocery store, building material store, sporting goods store, electronic appliance store, furniture store—all of which are currently “undersupplied” in Stoughton when compared to other Wisconsin communities of 10,000 to 15,000 residents—along with other specialty retail stores and services such as coffee shops, bakeries, and video stores. It is essential that these commercial uses develop according to high-quality plans. Strict site planning regulations need to be in place to ensure that this area, as the eastern “gateway” into the community, develops in an image fitting the character of Stoughton. The design guidelines provided in the “Gateway Business Park” and Related Office Development section and the concepts depicted in Figure 6 should apply to these commercial areas.

North Industrial and Business Park Area

Map 6a suggests an expansion of the existing North Industrial and Business Park on the north side of the City. This *Plan* suggests that new development be upgraded to the *Planned Industrial* use category, which includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. Careful control over site design and building exteriors is critical to ensure this business park complements adjacent existing and planned residential development to the west. Map 6a suggests a landscape buffer around the perimeter of the expansion area.

South Industrial Area

Maps 6a suggest an expansion of the existing South Industrial Park on the southeast side of the City. This expansion will accommodate Stoughton's share of Dane County's projected employment growth in manufacturing over the planning period, as presented in Chapter One. Most existing development in this park is best classified as *General Industrial*, which includes indoor industrial land uses and controlled outdoor storage areas with moderate landscaping and signage.

This *Plan* suggests that new development be maintained in the *General Industrial* use category, which includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. Careful control over site design and building exteriors is critical to ensure this area establishes a good image for the City as viewed by regional and local traffic from CTH A, and does not conflict with planned residential uses to the north. The pockets of hydric soils,



South Industrial Park

steeper slopes, woodlands and wetlands in the proposed expansion area will be important considerations when siting future lot arrangements, streets, and development pads for the park. The total acreage for both the *General Industrial* and the *Planned Industrial* shown on Maps 6a and 6b is approximately 500 acres.

Exurban Residential Area

The *Plan* recommends that existing, unsewered residential development in areas outside the City limits but within the extraterritorial area remain. New *Exurban Residential* uses—at densities between one dwelling unit per acre and one dwelling unit per 35 acres—are recommended only in those areas surrounded by existing exurban residences, where infill development is likely to occur. In the absence of binding intergovernmental agreements, the City should actively oppose other forms of development in this area, including new subdivisions and certified survey maps. The City should also continue its policy of not extending sanitary sewer service and public water service into these areas, except to parcels annexing into the City, or per the conditions of a binding intergovernmental agreement that does not compromise the ability of the City to grow its area and tax base for the foreseeable future.

To avoid getting “boxed in” by large-lot rural development at the City’s edge, this Plan recommends Agriculture/Rural uses with densities at a maximum of one dwelling unit per 35 acres for much of the ETJ area.

Agriculture/Rural Areas

The majority of lands in the peripheral area are planned for long-term agricultural use. Other lands at the periphery are identified as *Environmental Corridor* lands.

Only development that is of a agricultural or rural nature—at densities equal to or less than one dwelling unit per 35 acres—is recommended for these areas. In the absence of binding intergovernmental boundary agreements, the City should actively oppose other forms of development in this area. The City should also continue its policy of not extending sanitary sewer service and public water service into these areas.

Table 9: Stoughton Urban Development Area Acreage Totals

Land Use	Acres	Percent
Agricultural/Rural	90	1%
Single Family Residential	1,249	18%
Two Family Residential	130	2%
Mixed Residential	90	1%
Planned Neighborhood	2,200	31%
Neighborhood Office	3	<1%
Planned Office	204	3%
Neighborhood Business	32	<1%
Planned Business	251	4%
General Business	96	4%
Central Mixed Use	13	<1%
Planned Mixed Use	189	3%
Planned Industrial	451	6%
General Industrial	294	4%
Institutional	391	6%
<i>Development Sub-Total</i>	5,683	
Public Open Space	507	7%
Surface Water	197	3%
Right-of-Way	666	9%
TOTAL	7,053	

Map 6b: Planned Land Use Map: Stoughton Peripheral Area

3. Strategic Development Areas

Wisconsin's Comprehensive Planning Law recommends that attention be given to the character of development, as well as to the land use type. This City of Stoughton *Comprehensive Plan* uses land use categories on the Existing and Planned Land Use Maps (Maps 3 and 6) that are designed to make strong recommendations about the character, as well as the type, of land use. In addition to this strategy, this *Plan* makes recommendations for key Community Gateways and Corridors, and Strategic Growth Areas, as discussed immediately below.

Wisconsin's Comprehensive Planning Law calls for the designation of "strategic development areas" where special planning considerations should be brought to bear. This *Plan* identifies four types of these strategic development areas:

- Downtown Area (as discussed above);
- Redevelopment & Rehabilitation Areas;
- Infill Development Areas; and,
- Peripheral Development Areas



Redevelopment of aging, functionally obsolete industrial buildings is called for within Strategic Development Areas.

Wisconsin's comprehensive planning law requires comprehensive plans to identify "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

As shown on Map 7, there are three types of Strategic Development Areas recommended in this *Plan* in addition to the Downtown.

Redevelopment and Rehabilitation Areas

These areas include the old warehousing and industrial areas immediately south and southeast of the downtown. Unlike the downtown, which is envisioned as experiencing moderate levels of rehabilitation, these areas will likely require a more organized and extensive redevelopment effort, including the creation of a tax increment financing district, as described in Chapter 7. In both of these areas, the strategic location between the downtown and the Yahara River should be capitalized upon. Specifically, mixed use development featuring ground floor professional service, artisan workshop, gallery and commercial uses should be emphasized, with residential development on upper stories.

The central City neighborhood located southeast of the downtown between East Main Street, the rail corridor and the Yahara River is also designated for redevelopment and rehabilitation. Here the age of the housing stock, and the condition of some properties merits special attention. Rehabilitation should be encouraged where practical. Redevelopment proposals should be designed and reviewed with an emphasis on compatibility with nearby properties and the neighborhood as a whole.

This *Plan* also recommends areas located along the rail corridor, both north and south of Main Street for rehabilitation and redevelopment. Successful models to follow in these areas have recently been implemented in downtown Middleton, Verona, Sun Prairie and DeForest. Finally, this *Plan* anticipates the need for future redevelopment of the existing "big box" portion of the USH 51 corridor in

the vicinity of the current Wal-Mart store. This area is typified by a large expanse of asphalt, minimal landscaping, plain building facades and antiquated exterior lighting.

Infill Development Areas

Stoughton has been very successful in accomplishing a compact urban form. In fact, the City has the highest level of residential density in Dane County (outside of Madison). As a result, few opportunities exist for infill development. Several of these infill development opportunities that are available for commercial development are located on the north side of the west USH 51 corridor to the east and west of Wal-Mart. An additional set of commercial infill opportunities are present along the rail corridor. Finally, a few scattered undeveloped residential lots remain in the community.

Peripheral Strategic Development Areas

Finally, this *Plan* recommends devoting extra attention to the development of all of the non-residential areas located on the perimeter of the community. The variety of public involvement opportunities in the planning process indicated that except for the downtown, citizens felt that the overall quality of non-residential development did not measure up to the quality of residential development. Within these peripheral strategic development areas, care must be taken to ensure quality site design to preserve the long-term functionality of these projects. Higher levels of development intensity should be encouraged to promote more tax base per acre and reduce the need for more land. With the exception of the *General Industrial* area located at the extreme southeast corner of the planned growth area, all other non-residential development should employ high-quality building materials, generous landscaping, and modest exterior signage and lighting. This combination of strategies is essential to achieving Stoughton's goal of enhancing its small City community character.

One such opportunity is the wooded area on the east side of USH 51 that straddles Velkommenen Way. This area is recommended for *Planned Office* development, but care must be taken to transition gently to the established neighborhood to the east and southeast. Small-scale office buildings precisely located following on-site tree surveys and protection plans, which use exterior building designs featuring natural materials, small parking areas, calm exterior lighting and supplemental native landscaping would be most appropriate in this location. This *Plan* recommends the use of a dense landscaped buffer to accomplish a good transition to the established neighborhood. This office use will have the advantage of breaking up the strip commercial pattern now emerging along the USH 51 west corridor, and will have the best chance of preserving the wooded and hilly character of the site. Finally, the area proposed for *Planned Mixed Use* located along Williams Drive between the railroad tracks and the current North Business Park is readily available for development. This area has established single-family development on its north, west and south sides, yet is located across the street from a large existing and expanding industrial area. A dense landscaped buffer is also recommended for the residential perimeter of this site. Here, a variety of land uses may be appropriate.

Recommended steps to redevelop these Smart Growth Areas are provided in Chapter Seven.

Planning for "Small City" Character

Many communities across Wisconsin have begun to realize the importance of community character planning as a component of a Comprehensive Plan. In particular, many older communities are now making concerted efforts to guide re-investment into "worn-out" portions of their community and to preserve historic resources. Commonly used techniques to guide community character and design include detailed site plan and building design review programs. Required landscaping standards and tough signage limitations are other commonly used aesthetic techniques.

Still, these endeavors cannot ensure that a community will retain its identity; that older neighborhoods will remain attractive to new residents; or that aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of these more complicated challenges, progressive planning practice has evolved into the realm of truly planning, protecting, enhancing and creating the desired character of community development.

D. COMMUNITY CHARACTER PLANNING

Preserving the City's unique character and heritage was one of the most frequently expressed goals expressed at the vision workshops, and Stoughton's "small town atmosphere" was cited as one of the top reasons people choose to live in the community according to the community survey. To ensure that Stoughton's unique characteristics are maintained over the planning period, this section of the *Plan* provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Planned Land Use Map, and sets the framework for more detailed transportation and community facilities recommendations presented later in this document.

Historically, the City has experienced modest increases in population and development. This growth has been accommodated with a blend of development; some projects enhanced the community's image, while others did not. Areas in Stoughton identified with "good" or "bad" development was identified in the community survey (summarized in Chapter One). This uneven track record has resulted from the use of development standards and procedures that simply do not ensure that new development will have the desired *character* of the community. Specifically, critical aesthetic components of development such as architecture, open space connections, or the preservation of community entry experiences have often gone unrecognized in the past.

This *Plan's* community character recommendations were informed by two visual survey efforts conducted during the planning process. These efforts include a visual preference survey administered to the Smart Growth Steering Committee, where members were shown images of different aspects of development and asked to rate and discuss their preference. The second effort involved committee members taking cameras out into the community and taking photographs of places that affected to the overall image of Stoughton, positively and negatively. Map 7, presented at the end of this section, illustrates a variety of the community character issues addressed below.

1. Community Character Components

A wide variety of elements contribute to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this *Plan*. The City has some measure of control of nearly all of these elements through zoning, subdivision, and building regulations and public investments. Elements of community character include:

Geographic Context

A key element defining Stoughton is its setting along the Yahara River. The City recognizes that a clean, scenic and accessible river flowing through the heart of the community is an important asset. The Planning Area's lakes, productive farmlands, and pockets of wetlands and woodlands are other defining geographical features that should be protected, and yet made as visible and accessible as possible.

Urban Form

Stoughton's urban form is derived from its historic development as a river- and rail-oriented community that expanded along both sides of the Yahara River, the rail corridor, and Main Street. The downtown area retains many of the charms of historic downtowns across Wisconsin. This character is reflected in both the commercial buildings along Main Street and several architecturally significant residential homes in the surrounding neighborhoods. These unique properties provide local landmarks, and enhance the overall "urban" character of the community.



Density and Intensity of Development

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and non-residential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The creation and careful application of zoning districts which encourage uses of similar density or intensity make for more gradual and visually comforting transitions between adjacent zoning districts and adjacent parcels in the same district.

Building Scale

Consistency of building scale (height, width, and area) on adjacent properties or zoning districts is also important in defining community character. With the exception of carefully designed and properly sited institutional uses, large differences in building scale on adjacent properties are disruptive to an urban fabric. For example, proposed townhouses, multi-family residential buildings, or commercial and industrial structures which are inconsistent with a smaller scale of surrounding buildings should either find other locations or should incorporate design elements which create an appearance of several smaller structures. Maintaining consistent building scale may be obtained through the application of appropriate zoning districts and detailed design review with reference to surrounding properties and buildings.

Building Location

Consistent building setbacks are also important in both residential and non-residential areas to defining a visually pleasing and historically sensitive development. Often, communities are successful in achieving desired minimum setbacks, but not achieving desired maximum setbacks. The result is frequently a hodge-podge of buildings set back anywhere from the minimum setback to up to a couple hundred feet behind the minimum setback. In general, building setbacks in the central part of Stoughton should be modest in deference to the historic character of development.

Signage

Signs can have a dramatic influence on community character. Through a sign ordinance, municipalities can restrict the type, size, and location of signs to achieve desired community character objectives. For example, the size of wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the facade should be consistent. Center occupants with very small facade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign. Free-standing signs should never exceed a height of 20 feet, and only heights below eight feet are considered as noticeably low. Such low monument signs can be effectively landscaped—tall pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign.

Architecture

Where it is possible to identify a dominant architectural style (such as in Downtown Stoughton), infill development should be complementary. Where a wider variety of styles exist (such as along Highway 51), common architectural themes or elements (such as materials, colors, roof pitches or stylistic apertures) should be reflected. In peripheral locations, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the *Planned Business* and *Planned Office* areas proposed for the City.

Public Furnishings and Spaces

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many visitors, such investments create a festive or civilized character which encourages repeat visits. The use and mainten-

ance of public furnishings in the downtown area and along the Yahara River should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

Land Use Transitions

Older portions of the City have an historical land use pattern which transitions elegantly from traditional single-family areas, to a few blocks of apartment buildings, to small-scale commercial development in the downtown area. Although most of the modern development on the edges of the community contains similar land use transitions, individual subdivisions and projects often exhibit jarring transitions and act in isolation from each other. This is particularly evident on Stoughton's west side. This results principally from a defensive, rather than inviting, relationship between the buildings, the sidewalk system, and the street. Very careful attention must be paid to providing an urban form which creates a clear-cut pattern of land uses that transition in a gentle, rather than abrupt fashion, and that invite, rather than repel, the pedestrian or viewer to venture or gaze across land use boundaries.

Landscaping

Landscaping creates a more friendly, healthy, and beautiful community. Significant amounts of landscaping should be required of all forms of development, except single-family residential uses. For all other uses, landscaping should be required around building foundations, in and around paved areas, and along streets with required supplemental plantings in yard areas. Landscaping should also be used to screen potentially incompatible adjacent uses.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

Views

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private developer to capture and protect the view often requires the construction of visual barriers which block public views. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Stoughton, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be overemphasized, as many important views are lost through ignorance as are lost consciously.

2. Community Edges

Visually distinguishing the edges of a community is a very important tool for protecting community identity and ensuring the wise use of land. Clearly defined community edges create the distinctions between "City and country". The absence of clearly definable edges is a primary element of many peoples' understanding of "urban sprawl". Stoughton has clear-cut community edges in several locations. The combination of views, open space features and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to Stoughton's character.



3. Community Gateways

Likewise, Stoughton's community gateways should be thoughtfully planned in a manner that allows the community to "put its best foot forward". Stoughton's entryways are unique and highly-valuable assets, which cannot be duplicated in other communities (or replaced within Stoughton at other locations). This *Plan* seeks to preserve entryway corridors and establish a "sense of entry" in carefully-defined areas, shown on Map 7, along the expanding edges of the City. Development in these areas should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. These design standards should be added to the zoning ordinance, to ensure consistency and compliance with these stated goals.



Looking east down USH 51 and the Main Street corridor.

As one travels into Stoughton, the current gateways of the community are:

- **From the Northeast:** USH 51 at the curve and intersection of CTH B is an edge characterized by extensive views over a farm field, into a woodlot, and up to Sandhill School on a ridgeline.
- **From the North:** CTH N near Viking County Park is an edge characterized by open space and urban development as one travels uphill toward the community; and Williams Drive near the Northside Business Park which is characterized by open space, a row of large trees, and residential homes.
- **From the West:** STH 138 and USH 51 which is characterized by commercial strip development.
- **From the South:** Taylor Lane at its intersection with Aaker Road which is characterized by rural residential development and open fields; and STH 138 at the intersection of Milwaukee Street which is characterized by open fields and urban development.
- **From the East:** USH 51 near its intersection with CTH N is an edge characterized by commercial strip development and scattered residential homes; CTH A near the intersection of Race Track Road which is characterized by industrial development and park space.

Primary Gateways

The primary gateways into Stoughton are its visual "front doors", and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. These entrances include:

- **USH 51/West Main Street** Highway 51/West Main Street is the most important entryway into Stoughton. Existing strip commercial development along both sides of Highway 51 defines much of entryway experience. For a large segment of this entryway, development on the east side is located in the City, and development on the west side is in the Town of Rutland. Beyond just what type of development should occur along this entryway, both jurisdictions should address *how* this entryway should look and relate to the larger community, how private development should be designed, and how individual projects should relate to each other and surrounding parcels to create a visually pleasing, efficient, and lasting development pattern. The City and town should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development. The

restriction of future billboard development along this corridor is also paramount in preserving the character and appearance of this entryway.

- **USH 51/East Main Street:** USH 51/East Main Street into the railroad corridor area is another important entryway into the community. This entryway experience is characterized by a mix of commercial, institutional, home business, residential uses and historic uses. It is within this entryway that travelers learn of Stoughton's claim as the "home of the coffee break". This entryway too should be improved through site design, landscaping, signage, and controlled access requirements.

Secondary Gateways

Stoughton has a number of secondary gateways, primarily along historic farm-to-market roads like STH 138, CTHs A, B, and N, Taylor Lane and Skaalen Road. The secondary entryways into Stoughton are more subtle portals enjoyed mainly by local residents. However, as traffic increases on primary entryways, the City will likely observe increasing travel along these routes as well. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs or public art should be very low key, if used at all. Specifically:

- **STH 138:** As Stoughton expands to the west, the STH 138 corridor will likely emerge as a primary entryway, particularly for travelers coming from and going to the west side of the Madison metro area. Minimizing strip commercial development will be critical in this area.
- **STH N:** As Stoughton expands to the northeast, the CTH N corridor will likely emerge as a primary entryway, as well, particularly for travelers coming from and going to the east side of the Madison metro area. Development along this corridor will be primarily residential in nature. Careful site planning should be used to avoid the need for stockade and similar solid fencing such has occurred along parts of CTH PD.

Future Gateways

As Stoughton expands, a new set of community gateways will emerge. These include CTH N at CTH B/Skaalen Road; USH 51 at Pleasant Hill Road; CTH A at Pleasant Hill Road, CTH A north of Forest Lake, and STH 138 at the pond. The existing community gateway at USH 51 and CTH B will also serve as a future community gateway, and is thus particularly important. As these locations are currently undeveloped, the City has the ability to ensure that future development in these locations is at the highest possible level of quality to establish the best possible first impression of the community.

4. Community Character Corridors

In addition to the community gateways, Stoughton's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. Development along these corridors should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. These design standards should be incorporated into the zoning ordinance, to ensure consistency and compliance with these stated goals.

The Community Character Corridors are shown on Map 7, and include USH 51, STH 138, the three county highways, plus a number of additions. The following streets will become increasingly important as the planned neighborhoods are built in the future:

- Skaalen Road and Pleasant Hill Road, which will provide access to the Northeast, Eastside, and Southeast Planned Neighborhoods.
- Page Street, which links the north employment area to downtown and the existing neighborhoods to downtown.
- Combination of Taylor Lane, Fourth Street, and Aaker Road, which will link the South Planned Neighborhood to downtown.

The City should ensure that design standards described above are codified in the zoning ordinance and applied to any new development proposal.

5. Key Vista Locations

This *Plan* seeks to preserve an important component of Stoughton's community character by identifying key vista locations in and around the City. Where possible, the viewsheds accompanying these vista points should also be protected and preserved. Protecting public access to these vista points and critical viewshed termini as public parks or private open spaces is of particular importance. There are long, extensive views offered to motorists traveling into Stoughton from the northwest along USH 51.

Map 7: Community Character Map

CHAPTER FOUR: TRANSPORTATION

CHAPTER FOUR: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Stoughton. The chapter compares the City’s transportation policies and programs to State and regional transportation plans as required under §66.1001, Wisconsin Statutes.

A. EXISTING TRANSPORTATION NETWORK

Access is a key determinant of growth because it facilitates the flow of goods and people. The City of Stoughton is well connected to the region through the existing roadway network. Residents are also well served by other transportation facilities, such as freight rail, airport service, and bike and recreational trails in the area. This section describes the City’s existing transportation network.

1. Roadways

Stoughton is served by a network of arterials, collectors and local streets (see sidebar for explanation of the roadway classification system). U.S. Highway (USH) 51 is an arterial serving north-south cross-state traffic through Dane County, linking Stoughton to McFarland and Madison to the north, and Janesville to the south. Within the City, USH 51 runs east-west and forms a 3-mile stretch of Main Street. Six miles to the east of Stoughton this highway intersects Interstate 39/90. CTH N is another north-south arterial road which serves as a link between Stoughton and Sun Prairie.

Stoughton is also served by several State and county collector roads. CTHs A and B and STH 138 all connect Stoughton to the surrounding areas. STH 138 provides a direct connection to the Village of Oregon to the west.

The City’s local street system (about 57 miles of road surface) complements the major roadway network. Prominent north-south City streets include Kings Lynn Street, Lincoln Avenue, Van Buren Street (STH 138), Page Street, Williams Drive, Division Street, Fourth Street, and Academy Street. Important east-west streets include Kriedeman Drive, Roby Road, Jackson Street, Forton Street, Jefferson Street, South Street, and Academy Street (CTH A).

Traffic volumes in and around Stoughton have changed over the past 15 years. From 1984 to 1999, traffic volumes along USH 51 on the west side of the City have increased dramatically, from 50 percent near Van Buren Street to nearly 100 percent near Roby Road. Several local streets have also experienced traffic volume increases over this time period. Williams Drive on the north side of the City experienced a 45 percent increase, likely due to the development of the Northside Business Park and to the expansion of residential development in this area. Over 95 percent of Stoughton residents have at least one vehicle available to them.

Roadway Function Classification System

In Dane County and throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the “Roadway Functional Classification” system. This system has been delineated in the *Dane County Regional Transportation Plan*.

The functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- Arterials that provide primary access to and through an area,
- Collectors that disperse traffic within an area, and
- Local streets that provide access to individual properties.

There are significant State highway improvements under study for the Stoughton area. The Wisconsin Department of Transportation (WisDOT) is undertaking two studies of the highway network serving Stoughton. WisDOT is conducting an environmental assessment of the IH 39/90 corridor between Madison and the Illinois State line. This study will focus on the expansion of the road from 4 to 6 lanes. WisDOT is also conducting a needs assessment of the USH 51 corridor between McFarland and IH 39/90, including a focus on the issue of moving traffic through downtown Stoughton. The first phase of the project, the Needs Assessment, concluded that there was not enough through traffic on USH 51 to merit the study of a bypass. Both of these studies are ongoing in 2005. The study of the expansion of IH 39/90 could move directly to project funding in about 15 years. The needs assessment for USH 51 would proceed to a full environmental impact study (EIS) if the assessment finds the presence of a long-term need for highway expansion.

Some of the City's local streets may also require expansion and/or "urbanization" (e.g., curb and gutter) as the community continues to develop and traffic volumes increase. Interim measures such as signalization and turning and passing lanes might be needed for some of the major north-south and east-west streets. Such improvements must be done in conjunction with sound land use planning to ensure that the desired character of the community and environmentally sensitive areas are not adversely affected by such improvements.

According to City department staff and accident reports compiled by the Stoughton Police Department, the following were identified in the City as "problem" intersections: intersection of Roby Road and USH 51 on the northwest side of the City; Van Buren Street and West Main Street on the west side of the City; and the intersection of Hoel Avenue and USH 51 on the southwest side of the City.

To improve navigation on the local street network, particularly for Stoughton's elderly population, the City participated in a pilot project to improve street signage on the northeast side of the City, where there are elderly living units, the Stoughton Hospital, and a health care center. Teaming up with Dane County and the 3M Company, the City installed a combination of 140 new street name signs, regulatory signs, and informational signs with larger typeface and new posts. The larger signs improve visibility at night and makes motorists aware of the surrounding area that has a high density of elderly residents. By the end of 2005 this improvement will be made to all street signs in the City.

The most recent traffic counts (year 1999) are provided on Map 8, on the following page.

2. Airports

The Matson Airport is located less than a mile east of Stoughton off of USH 51. Matson Airport is private, with a grass landing strip of about 3,000 feet. The Dane County Regional Airport, located about 15 miles north of Stoughton, offers passenger and freight service.

3. Rail

The Wisconsin & Southern rail line services Stoughton. The line runs southeast to northwest through the City, cutting through downtown. The line continues north to Madison and southeast to Milton Junction.

The final report of the *Transport 2020 Alternatives Analysis* for Dane County and the Madison metropolitan area recommends, in the long term, a possible commuter rail line that would run along the Wisconsin & Southern rail line from Madison as far south as McFarland in the early phase, and then south to downtown Stoughton in a secondary phase.

4. Bicycle and Pedestrian Facilities

Bicycle and pedestrian facilities are important for a community like Stoughton, where many of the City's primary destinations (e.g., downtown, schools, and parks) are generally within walking or biking distance of one another. These facilities are especially important in Stoughton, where schools are such an important part of the community and where there is a large percentage of older residents.

According to 2000 census data, approximately 3.5 percent of Stoughton workers walk to their place of employment, another 1 percent commute by other means—presumably by bike.

Planned growth should accommodate, or at least not impede, safe bicycle and pedestrian travel as an integral part of the community's growth. According to national standards, bike routes should be designed along streets that provide a direct route to a useful destination, have traffic volumes of less than 2,000 cars per day, and have speed limiters of 30 mph or less. Bike routes on streets that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic.

Map 4 shows designated bike routes within the community. These bike routes are intended to connect the City's key destinations such as schools, parks, the river and downtown area to each other and to surrounding neighborhoods. As evident on the map, USH 51 and the Yahara River serve as major barriers to bike travel in Stoughton. In addition to these City bike routes, the draft 2000 *Bicycle Transportation Plan for the Madison Urban Area and Dane County* recommends bicycle facility improvements for the larger Stoughton area. This *Plan* recommends widening the paved shoulders along USH 51, CTHs N and B, and Highway 138 to better accommodate on-road bike traffic.

This *Plan* recommends a rails-to-trails conversion of the railroad tracks should the opportunity present itself. However, this rail line is still active and serving the community, and should be preserved for current freight and potential commuter line service. If the conversion took place, this corridor would provide an excellent commuting and recreational connection to McFarland, Babcock County Park and central Dane County. To the south, the conversion would provide an excellent recreational connection to the Ice Age Trail corridor in Rock County. As an alternative to rails to trail conversion, Dane County and WisDNR are close to completing the acquisition of right-of-way for a continuous path from the east side of McFarland south to Fish Camp Park and Lake Kegonsa State Park. From there the path will use local roads and the existing path that runs from Viking County Park into the City. Finally, this *Plan* recommends the continuation and expansion of the Dane County water trails program – focused within the City of Stoughton on the Yahara River. This facility will continue to grow in popularity – particularly with the implementation of the water trail trailhead facilities at the new Centennial Springs State Park on the northeast shore of Lake Waubesa.

5. Bus and Para-transit

Para-transit is a specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. The City contracts for shared-ride taxi service through the Stoughton Cab Co., which provides about 22,000 one-way trips per year. This program provides accessibility that is essential to the City's growing elderly population and community members with physical challenges. The Dane County Department of Human Services also administers a transportation program to provide scheduled nutrition, shopping and adult day care group trips for residents in southeastern Dane County.

The final report of the *Transport 2020 Alternatives Analysis* for Dane County and Madison metropolitan area recommends, in the long term, a possible regional bus system that would service the Stoughton community. The proposed regional bus system is intended to serve communities near Madison, but currently outside of Madison Metro's service area. The regional systems are proposed to connect outlying communities such as Stoughton to existing bus transfer points, which then provides continued service to downtown Madison, the University of Wisconsin campus, and other major destinations. This type of regional express bus service could provide an alternative transportation mode for daily commuters, and provide needed transportation services for the community's elderly population.

Map 8: Existing Transportation Map

6. Review of State and Regional Transportation Plans

The following is a review of State and regional transportation plans and studies relevant to the Stoughton planning area:

Dane County Land Use and Transportation Plan

The *Dane County Land Use and Transportation Plan* (1997) includes recommendations for a number of different components of the county-wide transportation system designed to serve the county's land use development through 2020. These components include transit, bicycle and pedestrian facilities, streets and roadways, vehicle occupancy, para transit, rail and air transportation, parking and corridor preservation. The following are plan recommendations relevant to the Stoughton planning area:

- Listing the Stoughton north bypass (CTH B and CTH N) as a potential capacity improvement and in need for further study. This bypass is recommended to be a 4-lane divided roadway. According to this plan, the estimated timetable for planning this bypass is 2011 to 2020, with actual construction beginning sometime after this planning stage.
- Listing downtown Stoughton as a possible long-range commuter rail stop for a region-wide rail system.

Transport 2020: Transportation Alternatives Analysis for the Dane County/Greater Madison Metropolitan Area

WisDOT, Dane County, and the City of Madison jointly conducted this transportation alternatives analysis between 2000 and 2002. The *Transport 2020* report, released in 2002, identified a future transit system to address current and future needs and achieve regional goals identified in the planning process. According to this report, projections between 1990 and 2020 indicate that the trend in population and employment growth and vehicle trips will increase 35 to 45 percent in the greater Madison metropolitan area—which includes Stoughton. As a result of this planning process, the reported “Locally Preferred Alternative” includes a network of strategically located park-and-ride lots, new regional express bus service to several Dane County communities (including Stoughton), and new passenger rail service (i.e., commuter rail and urban streetcar service) operating in the central part of Madison.

USH 51 Needs Assessment Study

WisDOT completed an in-depth study to review and analyze transportation needs for USH 51 in early 2004. The study area covered the USH 51 corridor from Burma Road in McFarland south to CTH N on the east side of Stoughton. The study identified existing problems along the corridor and looked at the impact that growth within and between McFarland and Stoughton will have on the route. In 2004, a technical report and executive summary identified several corridor issues and concerns, including the need for:

- Safety improvements through Stoughton.
- Maintaining suitable access to USH 51 within Stoughton, and between Stoughton and McFarland.
- Improvements to access onto and across USH 51 on the west side of Stoughton.
- Designated turn lanes at certain intersections on the east side of Stoughton.
- Improved bike and pedestrian access *between* McFarland and Stoughton. While USH 51 may not be a suitable route, the study suggests that the Wisconsin & Southern rail corridor could be a potential route worth further investigation.
- Continued promotion of existing transit programs, including the State Vanpool, Dane County Rideshare, and other specialized transportation services; along with continued planning for future park-and-ride sites along the corridor.

An evaluation of alternative transportation solutions for this corridor will likely get underway in 2005.

Wisconsin State Highway Plan

The *Wisconsin State Highway Plan 2020* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the State highway system over the next 20 years. Given its focus, the *Plan* does not identify improvement needs on roads under local jurisdiction. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. This plan indicates that traffic congestion along USH 51 between Stoughton and McFarland as “severe” in 2020 if there are no capacity expansions to this roadway.

Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century

Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21st Century provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the State for the next 25 years. This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new State grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of State funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation’s role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The plan reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The plan map shows existing State trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.

B. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users in and around the City.

Goal: Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Stoughton area.

Objectives:

- a. Ensure that transportation system improvements are coordinated with land development.
- b. Provide a quality transportation system for the growth areas identified on the Planned Land Use Map that results in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreational centers.
- c. Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.
- d. Plan and implement a comprehensive network of sidewalks and bicycle routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers.
- e. Encourage and support regional transit service in Dane County.
- f. Coordinate multi-jurisdictional (Village of McFarland; City of Madison; Towns of Dunn, Rutland, Pleasant Springs and Dunkirk; Dane County) and State transportation system improvements in the City’s planning area.

Policies:

1. Update and enforce the City's Official Map to reserve sufficient rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, bridges, and commuter rail facilities.
2. Work with WisDOT, Dane County, and surrounding jurisdictions to coordinate land use with future improvements to USH 51, STH 138, and CTHs A, B and N.
3. Design new or expanded collector roads and an interconnected network of local streets to serve the seven *Planned Neighborhood* growth areas identified on the Planned Land Use Map in a manner compatible with adjoining land uses, topography, and natural areas.
4. Require that all future streets in the proposed peripheral growth areas intersect directly across from existing streets.
5. Refine and clarify City policies for requiring sidewalks on new public and private streets.
6. Establish bicycle paths and routes on local streets throughout the community to connect neighborhoods with schools, parks, and shopping. These routes should be identified with appropriate signs.
7. Work with neighboring jurisdictions, Dane County, and the State to coordinate bicycle and pedestrian planning, and planning for potential future alternative transportation corridors such as commuter rail.
8. Work with the Dane County Specialized Transportation Commission to connect providers of additional transportation options to those who require them, such as the elderly, disabled, and children.
9. Coordinate capital improvements programming with the recommendations presented in this *Plan*.

C. TRANSPORTATION RECOMMENDATIONS

Stoughton residents and elected officials identified two key transportation issues throughout this planning process—increasing traffic on local arterial and collector roads and a lack of continuous pedestrian and bicycle paths. To address these concerns, this *Plan* recommends the following concepts, which are described in more detail below and in Map 9: Planned Transportation & Community Facilities:

- Improvements to existing and proper arrangement of future arterial, collector, and some local roads to reduce reliance on USH 51 for local traffic circulation;
- A conceptual plan for an expanded bikeway and pedestrian network in and around the City;
- A detailed neighborhood development plan for the seven *Planned Neighborhood* growth areas identified on the Planned Land Use Map, identifying a recommended road and path network for those areas;
- A policy for developing, maintaining and retrofitting the City's sidewalk system; and
- Guiding land development, infill development, and redevelopment into locations and neighborhood arrangements that promote walking, biking, transit, and shorter car trips.

1. Work with State, County, and Neighboring Jurisdictions on USH 51 Improvements

WisDOT's needs assessment for USH 51 identified and prioritized the highway corridor's immediate, emerging and long-term needs. With this initial needs assessment completed, WisDOT plans to conduct an Alternatives Analysis to identify specific strategies to meet these varying needs. The range of alternatives—particularly related to possible future expansion of the roadway and access controls within Stoughton could have a significant impact on the community. The City should carefully monitor and participate in the next phase of the study to assure that local concerns and plans are represented.

Specifically, the City should continue to work with WisDOT to control access and make other improvements along USH 51 to maximize its capacity under current conditions, while providing access to the many businesses on Stoughton's west side. The City should continue to limit the number of direct driveway access points along the highway in order to maintain traffic flow and improve safety. In general, direct access to arterial streets shall only be allowed for major facilities such as shopping areas or other significant traffic generators. The City should promote a strong grid system with mul-

tiple interconnected roadways throughout the community to prevent over-reliance of USH 51 for local traffic.

2. Plan for New, Expanded and Enhanced Collector Roads

Roads that serve as collectors disperse traffic off of USH 51 and provide direct access into residential neighborhoods and commercial areas. These roads are those shown on Map 9 with right-of-way widths of either 100' or 120'. As the City expands eastward, southward, and to the west, some of these existing collector roads should be extended and/or widened. Moreover, Map 9 recommends new roads be built to maintain a complete, interconnected collector road system.

Of particular importance will be the provision of new major collector roads in several locations:

- A north-south major commercial collector with a 120 foot right-of-way located about 2,000 feet west of, and parallel to USH 51 – from STH 138 north into the Planned Gateway Business Park (transitioning down to a 100' wide office park collector road north of Rutland-Dunn Townline Road, and to an 80' wide residential collector south of STH 138). Because the existing frontage road is poorly designed and located too close to USH 51, development of this road as the primary local north-south traffic mover in this key *Planned Mixed Use* area is of critical importance.
- A north-south residential collector with a 100 foot right-of-way located midway between CTH N and Pleasant Hill Road in the Northeast and East Planned Neighborhoods.
- An east-west residential collector with a 100 foot right-of-way located midway between Skaalen Road and USH 51 in the Eastside Planned Neighborhood.
- An east-west commercial collector with a 100 foot right-of-way located north of, and parallel to the USH 51 East corridor to serve as a reverse frontage road from Pleasant Hill Road to east of Spring Road.
- An east-west industrial collector with a 100 foot right-of-way located south of USH 51 and north of CTH A in the proposed *General Industrial* area at the planned southeast corner of the community.
- An east-west commercial collector with a 100 foot right-of-way located south of, and parallel to STH 138 to serve as a reverse frontage road.
- An east-west commercial collector with a 100 foot right-of-way located north of, and parallel to STH 138 – possibly as an extension of Jackson Street across USH 51.
- A north-south commercial collector with a 100 foot right-of-way located west of, and parallel to STH 51 as an extension of the existing USH 51 frontage road.
- An east-west commercial collector with a 100 foot right-of-way located as an extension of Roby Road west of USH 51.
- An east-west commercial collector with a 100 foot right-of-way located within the proposed Gateway Business Park.

Access limitations will be important on these collector streets. For instance, the number of driveways or curb cuts may be limited and intersection spacing standards may be needed. For roads with 120' rights-of-way, one to four intersections per mile may be appropriate. For roads with 100' rights-of-way, one to two per quarter mile may be more appropriate. Finally, for smaller roads with 80' rights-of-way, up to four access points per quarter mile may be appropriate. All of the roads identified on Map 9 as new collectors or expanded rights-of-way should be designed with on-street bike lanes per AASHTO standards.

3. Update The Functional Classification Map

The City should also work with WisDOT to update the City's functional classification map. This increases the possibility that State and federal funding assistance may be applied to road construction projects. All reclassifications of the City's present functional road system will require ultimate approval from the Federal Highway Administration. In cooperation with the City, WisDOT's submittal to the FHWA will need to include maps showing the existing functional classification system and the

proposed alterations, statistics regarding the mileage of the functional system, and a statement that the study was conducted in cooperation with appropriate local officials. All changes to the functional classification system are directly related to federal-aid eligibility.

4. Update and Enforce the City's Official Map

The City should update its Official Map immediately following the adoption of this *Plan*. Under State Statutes, the City's Official Map reserves rights-of-way for future streets, pedestrian/bicycle paths, parks, drainageways and other municipal facilities—both within the municipal limits and extraterritorial jurisdiction. The City should update its Official Map and enforce it to protect roadway corridors and obtain sufficient rights-of-way for roads when they are needed. The City may wish to fur-ther update the Official Map after each of the recommended neighborhood development plans for the seven *Planned Neighborhood* growth areas are completed, as this effort would offer more detailed recommendations for future collector roads than depicted on Map 9.

Before the City approves any certified survey map, preliminary plat, final plat, site plan, conditional use permit or planned unit development within the City Limits or the ETJ area, it should make sure that the proposed development is consistent with the recommendations of the Official Map. Actual construction or expansion of any road may not occur for many years, even after new or additional right-of-way is acquired or reserved. However, the City should work to acquire corridors, through dedication or purchase of additional right-of-way, well in advance of actual need—in fact to the maximum extent possible—at all available opportunities.

5. Plan for an Interconnected Local Street Pattern

The future circulation pattern within the seven *Planned Neighborhood* growth areas should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire access, street maintenance, and snow plowing.

The local street pattern should be laid out in a manner that takes advantage of the area's natural topography, and aligns with adjacent existing streets. To address the issue of traffic circulation within and between subdivisions, this *Plan* recommends that cul-de-sacs be prohibited unless natural features (e.g., topography, wetlands) prevent the extension or looping of a roadway system. Map 9 does not show the local street pattern that will be needed to serve future development in this planned growth area, but these streets should be shown on the detailed neighborhood development plans recommended in Chapter Three.



Example of "teardrop island" used to calm local traffic.

Once this local street pattern is established through detailed planning, these streets should be dedicated and constructed as new parcels develop. In general, the construction of local streets should be timed so as to avoid serving as de-facto collector streets until the actual collector road is constructed. At the time of development, all subdivisions in the City's growth areas should provide more than one vehicular access point in and out of the development.

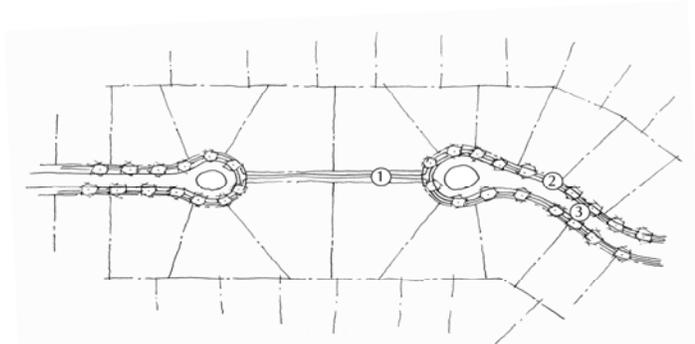
In designing the local street pattern for new neighborhoods, the use of traffic-calming measures to help reduce speeds, discourage cut-through traffic and convey the desired community character may deserve consideration. These measures, when coupled with narrower street cross sections as advocated in “Traditional Neighborhood Development” design, also help minimize pedestrian/automobile conflicts and increase the sense of safety among pedestrians. Street widths found in recent designed neighborhoods in the Madison area range from 28 feet with two-sided parking to serve single family lots, to 36-40 feet with on-street parking and bike lanes to serve more intensive lands uses in a neighborhood (e.g., commercial, institutional). Specific traffic-calming measures that may be appropriate in the City’s growth areas include intersection bump-outs, reduced curb radii, and neighborhood boulevards. These measures should be designed into the streets at the time of initial development.

6. Expand and Implement Pedestrian and Bicycle Facilities Plan

The City should implement a community-wide pedestrian way and bicycle route system to forward both transportation and recreation objectives. The City should organize its implementation efforts around a continuous sidewalk system, new bike lanes, an expanded multi-use trail network, and providing regional connections.

Expand Sidewalk System

The City should require sidewalks on both sides of all existing and proposed collector streets, and on both sides of key routes to schools, parks, and other community facilities with heavy foot traffic. Other sidewalks or paths should be provided within neighborhoods where necessary to maintain relatively direct connections between destinations when they are not available on local streets (e.g., between a residential neighborhood and adjacent shopping area). This is especially important at the ends of cul-de-sacs (see the adjacent figure). Paths designed exclusively to serve the neighborhood should be maintained by a homeowners’ association as a neighborhood amenity.



1. *Mid-block/Cul-de-sac pedestrian crossing*
2. *Sidewalk*
3. *Street Trees*

The City should also continue to implement pedestrian improvements in the downtown, along the USH 51 corridor throughout the community, and in the Redevelopment and Rehabilitation Areas recommended in this *Plan* (see Map 7). The City should ensure that all pedestrian crossings at major intersections are properly designed to provide maximum safety to those crossing these streets. Pedestrian access should be carefully considered during site plan reviews and all new development projects should be required to accommodate the needs of pedestrians, bicyclists, and the physically challenged.

Expand Off-Street Bike Path System

Off-street bike trails are often preferred where recreational traffic is heavy, and multiple uses (walking, in-line skating) are anticipated or encouraged. Off-street paths should be generally 10 feet in width and constructed within a minimum 20-foot easement or right-of-way. As part of the plat approval process, developers may be required to provide easements and/or construct paths as part of the range of public improvements within a subdivision. Recommended routes for off-street paths are limited to the potential rails to trail conversion. Additions to this system should be considered in a

detailed Bicycle and Pedestrian Plan, or as an adjunct to the next update of the City's Five Year Park and Open Space Plan. That five-year plan makes the City eligible to obtain State and federal grants to assist in bikeway acquisition and development. The City should also require the dedication of easements or rights-of-way for bikeways with the approval of new developments (even when actual construction may be years away), and budget funds for bikeway development.

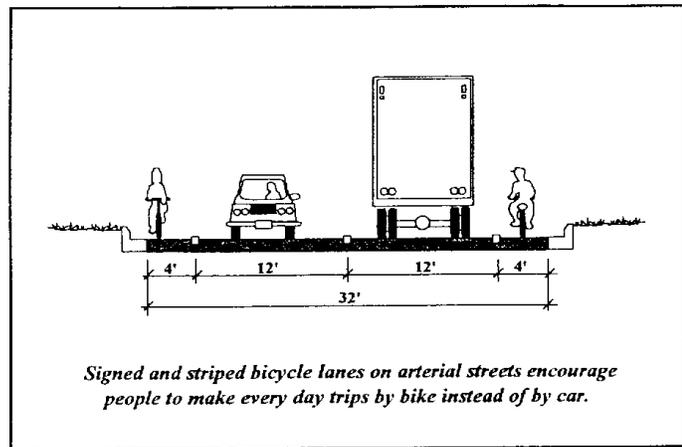
Design On-Street Bike Lanes

All streets in the City are used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (4 or 5 feet in width) are the preferred option. Bike routes on streets that have traffic volumes of more than 2,000 cars per day and/or speed limits of 30 mph or more should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic or other forms of personal mobility transportation (e.g., Segways). In Stoughton, signed and striped bike lanes are recommended for all existing and proposed collector and arterial streets (see Map 9).

Support Regional Connections

The conceptual bikeway plan depicted on Map 9 suggests a trail that connects Stoughton with the City of Madison and the Capital City Trail via the Wisconsin & Southern rail corridor. Providing a better link between Stoughton and the Madison trail systems was identified as a key transportation-related planning goal during the vision setting workshop, and has been recommended in the 2000 *Bicycle Transportation Plan for the Madison Urban Area and Dane County*, the master plan for the Capital Springs State Park. In the absence of the rails-to-trail conversion,

the City should work with the County and WisDNR to investigate the feasibility of providing an alternative means of connection to the bike network in central Dane County. Any future improvements or expansions to the existing rail line to accommodate commuter rail should also be designed and constructed to accommodate an adjacent bike path.



7. Promote Future Transit Service Alternatives

The City should work with the City of Madison and the Madison Metro Transit System bus service to investigate the feasibility of extending a regular bus route to serve residents in the community. While it is recognized that transit service has been slow to expand into outlying communities due to the relatively higher costs and lower ridership, this could change over the planning period with increased population in the Stoughton area and changing attitudes about driving and parking in the main activity centers around Madison. Rising fuel prices will also play a role in determining the feasibility of such service. If and when regular bus service extends into Stoughton, the City's existing and planned collector roads would make suitable bus routes. Each neighborhood should ideally be within a ¼ mile walking distance of a future circulating bus route; providing an interconnected road network will help make viable bus service a reality.

The City is supportive of future transit service recommendations contained in *Transport 2020*, which envisions a start-up rail system in Madison, supplemented with an expanded number of feeder busses and express bus service to outlying communities like Stoughton. Over time, the express bus service

could be supplanted by commuter rail to and from the outlying communities. Rail corridors in Dane County will increasingly be seen as an important source of capacity to move people in the region.

In recognition of this regional transit planning vision, the City should undertake a study of alternative locations in the City for a transit terminal/commuter rail station. Consistent with *Transport 2020* recommendations in other communities, one of the alternate locations is in the downtown area, where a transit stop could spur higher density residential development and commercial activity in the surrounding area. However, a downtown site will need to overcome potential drawbacks such as limited parking and space for a transit stop or station.

A minimum site size of three acres should be provided. In the interim period, a chosen site could be used for an express bus stop, and then as a commuter rail stop when the system becomes operable. The site could also be used as a park-and-ride lot or a public open space. Extensive structural improvements not related to transit service are not advised.



Example of a commuter rail transit stop.

Map 9: Transportation and Community Facilities Plan Map

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

Public utilities and community facilities comprise the essential framework for servicing the Stoughton community. This chapter describes Stoughton's utility and community facilities—water, sewer, municipal buildings, library, police and fire services, health care facilities, schools, and parks and recreation facilities. It also contains a compilation of goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the City of Stoughton, as required under §66.1001, Wisconsin Statutes.

A. EXISTING UTILITY AND COMMUNITY FACILITIES

1. Urban Service Area

An Urban Service Area (USA) includes those areas planned for urban development where a full range of urban services will be provided within the planning period. Urban services include public sanitary sewer systems, public water supply and distribution systems, fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as schools and parks, and urban transportation systems. USAs represent an important element in community planning and growth management and are used to locate future development in specific areas planned for urban growth. In Dane County, all USAs are established and approved by the WisDNR. Stoughton's USA currently contains 3,122 acres and includes the City's entire municipal boundary area and small parts of the Towns of Dunkirk and Pleasant Springs. Compared to other Dane County communities, Stoughton's USA is relatively close to the edge of existing development – thereby limiting the potential for “leap-frog” development.

Around Lake Kegonsa, a Limited Service Area (LSA) has been established to provide sanitary sewer service for residential development in close proximity to the lake. As of 2001, the Kegonsa LSA served an estimated population of 2,236 residents. Limited Service Areas are not intended to provide a full range of urban services or accommodate intensive urban development, and thus are generally not considered as logical for substantial expansion – particularly for residential, institutional, office, or commercial development.

2. Municipal Utilities: Water, Wastewater, and Electric

The Stoughton Municipal Utilities Department provides water, wastewater, and electric service to residents in Stoughton and the surrounding area. Department offices are located in the municipal utilities building at 600 S. Fourth Street. Currently, there are approximately 4,545 household customers that receive water service and 4,483 customers receiving wastewater service. There are 5,689 urban electric customers and 2,252 rural electric customers.

The **public water** system consists of 56 miles of water mains, five wells, two elevated storage tanks, one ground storage reservoir, and two booster stations. According to the City's 2001 *Water Study Update*, these wells and well facilities are in good operating condition and well maintained. Based on the Wisconsin Department of Administration's projected growth increase of 12,841 residents in the year 2010, the 2001 report indicates that the City has adequate well supply to meet present day and future estimated water demands. Supplemental information shows that there is enough well supply to serve a population of 22,500 residents, which is about how many residents are forecasted in the alternative projections for 2020 based on historic growth trends (see Table 2). The report also indicates that no additional storage facilities are needed in the near future. Minor improvements to the distribution system are recommended in this report. Recently, the City has determined that water pressure needs are best met by in-ground reservoirs with integrated pressure systems, rather than by elevated water towers or tanks. These are less expensive to install, easier to maintain, and less visually intrusive. Furthermore, they can be located without being tied to high points.

The **wastewater** operations for the City are located at the Mandt Parkway Treatment Facility. The current facility was constructed in 1977 to replace an older facility. Based on the City's 2001 *Wastewater Treatment Plant Long Range Strategic Plan*, which used the then current DCRPC projection of 19,685 for the Urban Service Area in 2025, the treatment plant is expected to have adequate capacity over the next 20 years. In 1999, the City secured a 1½-acre parcel adjacent to the treatment plant to accommodate future expansion needs.

The City's treatment facility provides secondary treatment and phosphorus removal and utilizes a biological treatment system. The facility is designed to treat 1.65 million gallons of raw sewage a day. The collection system consists of 50 miles of sanitary sewer mains, with five lift stations. The treated wastewater is released into the Yahara River. The anaerobic sludge, which settles out during the treatment process, is collected and stored for use as a land application on area farms. The City's 2001 *Wastewater Treatment Plant Long Range Strategic Plan* recommends upgrades to the wastewater facility at its present site to meet projected population growth and emerging State design standards. The wastewater treatment facility will have adequate capacity over the next 20 years if the projects from 2001 *Wastewater Treatment Plant Long Range Strategic Plan* and the *Stoughton Utilities Capital Projects Program* proceed as scheduled.

The treatment facility's location south of the City along the Yahara River, combined with the general north to south tilt of the landscape and the presence of a dense infrastructure network facilitates general northward expansion of the community – as depicted on Map 5. Efficient expansion areas are well-distributed around the City, with particularly large areas to the east and northeast. With the exception of most of the Southwest Planned Neighborhood and some additional small areas at the edges of the City, and infill and redevelopment/rehabilitation areas, most new development in the City will require service via lift stations and force mains to overcome low ridge lines to the southwest and southeast, flat topography to the northeast and east, and closed drainage basin rims to the west and northwest. Map 9 depicts the general pattern of sanitary sewer interceptor lines and lift stations needed to serve the areas designated for development on Map 6. These facilities and their approximate service areas include:

- A new major interceptor serving the Northeast Planned Neighborhood and the western two-thirds of the Eastside Planned Neighborhoods – leading to a lift station near the intersection of CTH N and Skaalen Road;
- A new major interceptor serving the western edges of the Eastside Planned Neighborhood and eastern two-thirds of the Southeast Planned Neighborhood and most of the *Planned Industrial* and *General Industrial* growth areas at the southeast corner of the community—leading to a lift station south of CTH A;
- A new interceptor serving the southeastern portion of the *Planned Industrial* area located north of CTH A—leading to a new (and probably, temporary, if additional southern expansion of this area occurs) lift station near the intersection of CTH A and Pleasant Hill Road;
- A new interceptor serving the western portions of the Southeast Planned Neighborhood—leading to a lift station south of CTH A;
- An interceptor extension located near Taylor Drive in the south-central portion of the planning area that would extend south to CTH A—leading to the terminus of existing City sewers. This interception could be extended southward beyond the growth area boundaries identified in this *Plan*;
- A major interceptor extension serving most of the Southwest Planned Neighborhood—leading to the terminus of existing City sewers;
- A new interceptor serving the southern half of the Southeast Planned Neighborhood—leading to a new (and probably, temporary, if additional southern expansion of this area occurs) lift station near the sharp bend in CTH A;
- A series of interceptor extensions to serve the *Planned Mixed Use* area west of USH 51—leading to the termini of existing City sewers; and,

- A new interceptor serving the *Gateway Business Park* and the Linnerud Neighborhood—leading to a lift station near the center of that neighborhood.

These general recommendations will be refined as more detailed information becomes available through detailed study or platting, and particularly as part of the next update of the City's Sanitary Sewer Master Plan.

Electricity is supplied by the Stoughton Municipal Electric Utility, which serves approximately 7,800 City and rural households. It purchases bulk electric power from Wisconsin Public Power, Inc. The department owns and operates two electric substations (the Central Electronic Substation has been decommissioned, and the building is being used by the Stoughton Streets Department), which step the voltage down to 12,470 volts for distribution throughout the service territory. An East Electronic Substation is currently under construction. A new substation on the west side of the City has been identified as a short-term need by the department.

The City maintains a **storm sewer** system that is separate from its sanitary sewer system. The system drains into the Yahara River. The storm sewer system includes a series of greenways and detention basins throughout the City, such as in the Glen Oaks Additions on the north side, southside industrial park in the southeast, and the Village and Hills-Olson Additions on the west side. This storm sewer system is maintained by the City's Street Department. With the continuing evolution of stormwater management "best practices" and standards for quantity, quality and infiltration emerging over the last ten years, the City will need to devote continued attention to this key issue. As of this *Plan's* writing, many communities in Wisconsin's metropolitan areas are considering implementing a stormwater utility to address the financial implications of more effective stormwater management, including the City of Stoughton.

3. City Hall/Municipal Buildings

City Hall is located in a building at 381 East Main Street which includes the historic Opera House. This building houses the mayor's office, clerk's office, and the finance, planning, building inspection, and assessor's offices. The City's utility department and other municipal offices are located on South Fourth Street near the Yahara River. There has not been an identified need to expand space for any municipal department office.

4. Law Enforcement Protection

The City of Stoughton is served by the Stoughton Police Department. The Stoughton Police Department consists of 15 officers and six dispatchers. It is a general municipal law enforcement agency, and is located in the Public Safety Building, 321 South Fourth Street. The Department has not identified a need to expand or develop a new satellite station in the community over the planning period. The recommendation of this *Plan* to balance historic west side growth with an emphasis on east side neighborhood development will help to defer the need for a satellite station.

5. Fire Protection/Emergency Medical Services (EMS)

The volunteer Stoughton Fire Department serves residents in the City of Stoughton, and also the Towns of Dunn, Dunkirk, Pleasant Springs, Rutland, Albion, and portions of Porter. The Department currently has two fire trucks, two tankers, three pumpers with water supply, two grass trucks, one 100-foot aerial ladder, one rescue squad, one personnel vehicle, one all-terrain vehicle, and specialty equipment. The Stoughton Fire Department is also trained to handle such situations as wind storms or tornadoes, gas explosions, industrial accidents, and farm and auto accidents. The department is located adjacent to City Hall at 381 East Main Street. The recommendation of this *Plan* to balance historic west side growth with an emphasis on east side neighborhood development will help to defer the need for a satellite station.

The Stoughton Area EMS provides fully equipped and staffed 24-hour ambulance service for the City and surrounding areas. Staff responds to about 1,000 requests for service each year. The EMS

office is located at the Municipal Utilities Building on South Fourth Street. The recommendation of this *Plan* to balance historic west side growth with an emphasis on east side neighborhood development will help to defer the need for a satellite station.

6. Library

Residents of Stoughton and the surrounding area are served by the Stoughton Public Library located at 304 South Fourth Street. The library contains over 50,000 materials. Library users have access to the regional South Central Library System (SCLS) LINKcat online catalog, and interlibrary loan is also available. The City has planned a library expansion to occur between 2010 and 2015. A space needs study will be needed before 2010 to verify this and make specific recommendations about facility expansion.

7. Senior Center

The Stoughton Area Senior Center is located in downtown Stoughton at 248 W. Main Street, and is accredited by the National Institute of Senior Centers and the Wisconsin Association of Senior Centers. The center serves those 55 and older, and their families, based on a mission of providing “programs, services and volunteer opportunities for the enrichment of the lives of older adults and their families.” As stated by the Area Agency on Aging of Dane County, the Stoughton Area Senior Center has a responsibility to provide programs and services for older residents of a specific geographic area. The center serves the City of Stoughton, and the Towns of Albion, Christiana, Dunn, Dunkirk, Pleasant Springs, and Rutland. The aging of the baby boom generation will significantly increase the demand for senior services, facilities and recreational programming during the planning period.

8. Youth Center

The Stoughton Youth Center provides a safe atmosphere and activities for Stoughton youth, grades 5 through 8. Activities include basketball, pool, video games, and web surfing, along with planned events such as dances, lock-ins, tournaments, and parties. Opportunities for community involvement are also available. The center is located just several blocks from River Bluff Middle School at 518 South Fourth Street.

9. Telecommunication Towers

As of February 2003, there were three telecommunication towers located in or near the City of Stoughton: adjacent to the present Wal-Mart property on West Main Street; near Kenilworth Court and Jackson Street; and on the north side of the Stoughton High School campus.

10. Schools

Map 1 shows the boundary of the Stoughton Area School District. This public school district operates six schools, all located in the City of Stoughton. Yahara, Fox Prairie, and Kegonsa Elementary Schools serve students in grades kindergarten through fourth grade. Grades five and six are located at Sandhill School, while grades seven and eight are at River Bluff Middle School. Stoughton High School has grades nine through twelve. Parochial schools in the planning area include St. Ann Elementary (K-6), Martin Luther Christian School (K-6), and Utica Christian School (K-12). Table 10 shows historic enrollment trends in the Stoughton Area School District over the past ten years.

Using 2000 census data, the DCRPC has developed student enrollment multipliers by housing type in the City of Stoughton. These housing unit multipliers can be applied when considering the general impact future residential development will have on school district enrollment. According to the DCRPC, each single family home in Stoughton generates approximately .70 students. Each two-family or duplex development generates approximately .31 students per unit. And each multiple family development generates approximately .17 students per unit.

Table 10: Stoughton Area School District Enrollment, 1993 - 2003

School Year	93-94	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03
Stoughton Area School District Enrollment (total students)	3,137	3,220	3,353	3,398	3,358	3,529	3,539	3,657	3,641	3,664

Source: Dane County Regional Planning Commission and Stoughton Area School District

11. Parks and Recreation

The City of Stoughton maintains an extensive parks and recreation system. As reported in the City's 2002 *Park and Open Space Plan*, there is 133 acres of active and accessible public park facilities provided by the City. According to the park plan, Stoughton is currently satisfying the recreational needs of its residents in terms of the overall ratio of total park acreage to population. However, in terms of the provision of specific park types, the City does not meet national recommendations for mini-parks or larger community parks. The park plan recommends acquiring a future community park site in the northeast portion of the community along the Yahara River just south of CTH B. The plan also recommends developing parks in the southeast quadrant of the community (east of Racetrack Park between USH 51 and CTH A); in the southwest quadrant of the community (between Milwaukee Street and CTH A); and in the northwest quadrant (between USH 51 and CTH B near the Sandhill Elementary School). Finally, the park plan recommends continued collaboration with the River Task Force to establish a multi-purpose non-motorized recreational trail on the east and west banks of the Yahara River linking several river access points to the existing street bike trail system.

A complete description of existing park and recreation facilities and programs offered by the City is provided in the *Park and Open Space Plan*. Major recommendations from the City's park plan are integrated with the recommendations of this *Comprehensive Plan*. This *Comprehensive Plan* calls for the provision of neighborhood park facilities in carefully considered locations within each of the *Planned Neighborhood* areas. Map 9 depicts recommended general locations for 13 new neighborhood parks, and one new community park – located near the center of the Eastside Planned Neighborhood, adjacent to the large environmental corridor complex and at the intersection of Spring Road and the planned major east-west residential collector street. Refinement of these general location recommendations should be considered during the next update of the *Park and Open Space Plan*. Such decisions will be finalized during the actual subdivision platting process.

Many southern Wisconsin communities are now requiring the provision of park equipment improvement fees in addition to the land or fee-in-lieu-of dedication requirements for park area. Typical fees for park equipment improvement range between \$250 and \$750 per dwelling unit and thereby typically exceed the cost of land dedication. Given the costs involved in equipment development, the City should consider incorporating such a fee into its development process.

B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal: Preserve the City's sense of community and quality of life through access to public services such as the library, senior center, parks, and youth center.

Goal: Coordinate utility and community facility systems planning with land use, transportation, natural resources, and recreation planning.

Objectives:

- a. Ensure that basic public services such as adequate police and fire protection, street services, education, and other services are made available to all residents.
- b. Provide quality, accessible parks, recreation, library space, and open space facilities and services to meet the needs of all age groups in Stoughton.
- c. Encourage logical, cost-efficient expansion of facilities to serve compact development patterns.
- d. Maximize the use of existing utilities and facilities within the City, and plan for an orderly extension of municipal utilities and facilities for the planned growth areas.
- e. Respect natural features and conditions in the design and location of this orderly utility extension.
- f. Ensure that the City's utility system has adequate capacity to accommodate projected future growth; avoid overbuilding that would require present residents to carry the costs of unutilized capacity.

Policies:

1. Continue the six-year City-wide capital improvements program and the 20-year Stoughton Utilities capital improvement program that set priorities for completing public needs, and which can be funded from available fiscal resources.
2. Cooperate with other governmental units to avoid duplication of services. Promote the development of shared facilities and parks among various public land uses including, but not limited to, the coordination of county, town, City, and school recreation facilities.
3. Confine the extension of urban services to the areas indicated in this *Plan* for urban development, and time these extensions to follow annexation.
4. Avoid extending public utilities over large acreages of undeveloped land for the purpose of serving scattered parcels of existing development.
5. Establish specific standards for the quality of a community facility, equitably serving all sections of the City, ensuring that the planning for development and recreational programs will meet the specific age groups in each service area.
6. Plan for public facilities on a systems basis, rather than as a series of individual projects. Establish logical service areas for each community service, coincident with the urban service area.
7. Promote infill development, redevelopment, and rehabilitation of areas that use existing utility systems and roads, and are close to existing community facilities such as schools, parks, and other public investments.
8. Implement and prepare updates to the City's 5-year *Park and Open Space Plan* in 2007.
9. Follow the recommendations of the City's utility studies when making utility and growth decisions. Prepare and update these studies as appropriate.

C. UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS

The public participation efforts conducted during the course of this planning process found strong support for Stoughton's community facilities and services. Expanding on the local goals, objectives, and policies above, this section of the *Plan* provides an overview of the key utility and community facility recommendations for the City over the planning period, particularly as they relate to the recommended land use and transportation network in Stoughton. More detailed planning will be required to refine these broad recommenda-

tions as opportunities or needs for community facility development arise. For example, the City should continue to update its outdoor recreation, sanitary sewer, water, electric, and storm sewer studies and plans on a regular basis. At the end of this chapter, Table 11 shows a timetable to expand, rehabilitate or create new community utilities or facilities over the planning period.

1. Parks and Recreation Facilities

Community facilities such as parks, bike paths and open space provide Stoughton residents with both active and passive recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property values, and enhance overall quality of life. The City should continue to plan for park and recreational facilities to ensure that these facilities will be adequate in number, type, and location to meet the demands of future growth.

The City should update its *Park and Open Space Plan* in 2007, making sure that any unfinished recommendations from the 2002 *Plan* are analyzed and carried forward if appropriate. WisDNR requires municipalities to update their plan every five years in order to remain eligible for State Stewardship funds (available annually through the Wisconsin DNR) and other grants to assist with the acquisition and development of parks and trails. As part of the update, special attention should be devoted to one or more of the new *Planned Neighborhood* areas, if they are likely to open up for development as the result of planned extensions of the utility network. The use of City-controlled detailed neighborhood plans are very effective in ensuring that a good balance is struck between the public interest, property owner, and development concerns.

The park and recreational facility recommendations of this *Plan* build off of recommendations of the City's 2002 *Park and Open Space Plan*.

In addition to those recommendations outlined in the 2002 Park and Open Space Plan, the following are new recommendations related to park and open space facilities that the City should address:

- Park siting should provide for a combination of active and passive features in the same park. Therefore, where possible, even neighborhood parks should locate adjacent to environmental corridors (which ultimately may carry trail facilities). All residents in a neighborhood should generally be within a 10-minute walk (at most 1/2 mile, and ideally no more than 1/3 mile) from a neighborhood park.
- The City should continue to require parkland dedication or collect fees in-lieu-of dedication with new developments to fully supply the recreation demands of Stoughton's growing population. In addition to a land dedication or fee-in-lieu amount, many communities are also now requiring payment of a parkland improvement fee. These fees are then used by the communities to develop parks that have been acquired with appropriate facilities. Further exploring implementation of a park improvement fee is advised by this *Plan*. The City should follow the Wisconsin impact fee law if it decides to implement a park improvement fee. As another alternative, many developers are working directly with communities to not only dedicate but also improve parks within subdivisions when they are platted, and to provide privately-owned park space in certain developments. City ordinances should be adjusted as necessary to allow for this as a City option.

2. Other Municipal Facilities and Services

As the City expands geographically and demographically, increased strains will be placed on its municipal facilities. During the course of this planning process, some specific community facility improvements or additions were identified. This *Plan* recommends further exploration and investigation on the following community facility and service enhancements. Among the most important considerations should be the need for:

- Library expansion
- Community center
- Improved or relocated public works facility
- Modifications to, or a new, Fire Department

3. Public School Facilities

It will be critical to coordinate land use and development decisions with the Stoughton Area School District's long-range planning efforts. To an even greater extent than the City, the uncertain local development rate and location can create tough planning challenges for public schools. This is particularly problematic in the Stoughton Area School District, which includes the City and large portions of the surrounding towns. To date, this challenge has been substantially simplified by the strong commitment to agricultural preservation made by the Towns of Dunkirk, Dunn, Rutland and Pleasant Springs. Any substantial development proposed in these areas will add to school demands, be less predictable as to timing and location (because they will not likely be tied to a utility network and network extension plan), and more expensive to serve because of low densities and a leap frog development pattern.

Given the projected household growth in this *Plan* over the planning period, there will likely be a need for two or three additional elementary schools in the district and possibly another middle school. Furthermore, as the *planned neighborhood* areas recommended for development in the *Plan* all reach buildout – probably ten to twenty-five years beyond the planning period – approaching 2035-50, another high school may come under consideration – as it is now in Sun Prairie as that community reaches a population of 25,000. The School District will need to assess what type of building or buildings would be necessary on this site to adequately serve projected student growth.

In the longer term, the district may need one or two elementary schools on the east side of the City, as well as one on the southwest side. The City should work with the District to proactively identify an appropriate site before land costs escalate. Appropriate sites would be best identified in the neighborhood development plans recommended throughout this *Plan* as an effective planning step between this community-wide *Comprehensive Plan* and the individual subdivision plats and site plans forwarded by developers – typically beginning about one year prior to their intended commencement.

4. Major Public Utility Recommendations

In general, public utility needs will be addressed through more detailed engineering studies on utility systems and specific required improvements following the completion of this *Comprehensive Plan*.

Given the planned expansion of the City over the planning period, certain utility upgrades will be necessary. This *Plan* anticipates for the substantial interceptor and lift station investments to accommodate future growth outside of the existing City limits and the Northside Planned Neighborhood and the Southwest Planned Neighborhood. The City should ideally begin investigating specific sites and capacities for these utilities as part of the detailed neighborhood plans recommended throughout this document.

Table 11 shows a timetable to expand, rehabilitate, or create new community utilities and facilities in Stoughton.

**Table 11: Timetable to Expand, Rehabilitate, or Create New
Community Utilities or Facilities**

Utilities and Community Facilities	Timeframe	Comments
Water Supply	Ongoing	Plan Update recommended in 2005.*
Sanitary Sewer Service	Ongoing	Plan Update will occur in 2005.
Stormwater Management (Quality and Quantity)	Evolving	Standards continue to evolve. Plan Update recommended in 2005 as standards stabilize. *
Senior/Youth Center	Unknown	Monitor demand with an annual meeting with service and facility providers in the community.
Public Library	Unknown	Recent study and expansion creates stable service situation. Dependent upon community and service area population growth and societal trends relating to library building and service use. Update study between 2006 and 2010.
City Administration	Unknown	Consider space needs study update as City population approaches 15,000 persons – a typical trigger point for expanded staff and meeting needs
Parks	2007 - 2025	Update the City's <i>Park and Open Space Plan</i> in 2007, 2012, 2017, and 2022.*
Trails and Paths	2007-2025	Integrate into <i>Park and Open Space Plan</i> , above.
Cemetery	Unknown	Consider additional long-term site as part of a needs study in conjunction with area congregations and surrounding towns.
Schools	2007-2025	Highly dependent upon pace and quantity of low-priced and mid-priced 3-5 bedroom single-family homes. The use of detailed neighborhood plans in conjunction with major utility network expansion projects (especially sanitary sewer interceptor projects) is an excellent means of staying two to fifteen years ahead of development.

* Ideally studied in detail as part of a Detailed Neighborhood Development Plan.

CHAPTER SIX: HOUSING

CHAPTER SIX: HOUSING

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City of Stoughton. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING HOUSING FRAMEWORK

According to 2000 census data, there were 4,920 housing units in Stoughton compared to 3,411 total units in 1990. The U.S. Census defines a “housing unit” as “a single-family house, townhouse, mobile home or trailer, apartment, group of rooms, or single room that is occupied as a separate living quarters or, if vacant, is intended for occupancy as a separate living quarter”. This definition includes unsupervised homes or apartments developed for the elderly population where each living quarter has a separate access. Facilities where an elderly population has some supervision (e.g., nursing homes, assisted living facilities) are defined under the census as “group quarters”. There were 422 Stoughton citizens residing in group quarters according to the 2000 census.

On average, the City added about 158 new housing units per year from 1990 to 2000. About 67 percent of the 2000 housing stock was single family dwellings, which is comparable to the proportion of single family dwellings in the 1990 housing stock. Tables 12 and 13 show noticeable increases in the number of multi-family units built during the 1990s, and noticeable decreases in the total number of two-family units.

Table 12: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family	2,256	66.1	3,316	67.4
Two Family (Duplex)	594	17.4	498	10.1
Multi-Family	554	16.2	1,106	22.5
Mobile Home	7	0.2	0	0

Source: 1990 and 2000 Census of Population & Housing

Table 13: Housing Development, 1993-2002

Units per Structure	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Single Family Units	91	81	64	76	62	71	56	44	52	13
Two Family (Duplex) Units	4	14	30	36	30	8	16	16	4	2
Multifamily Units	22	36	177	20	12	20	30	14	12	56
Total Units	117	131	271	132	104	99	102	74	68	71

Source: Dane County Regional Planning Commission and Stoughton Department of Planning and Development

Table 14 compares other 2000 housing stock characteristics for Stoughton with the Villages of McFarland and Oregon, the Town of Dunkirk, and Dane County. In 2000, Stoughton had an average vacancy rate of 3.2 percent. The percent of owner-occupied housing units in the City was nearly 65 percent, which is lower than all but one of the compared communities, but higher than Dane County. The median housing value in 1999 was \$131,600, lower than all other compared communities. The median rent contract for Stoughton in 1999 was \$596, also lower than all but one of the compared communities. More recent data available by zip code indicate that these numbers have evolved through inflation, but the relative differences remain consistent.

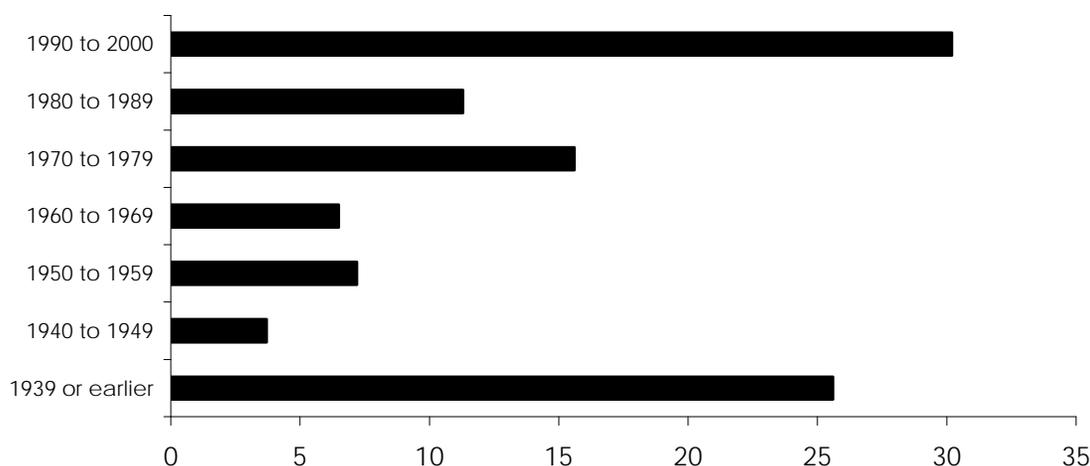
Table 14: Comparison of Housing Stock Characteristics, 2000

	Total Housing Units	% Vacant	% Owner Occupied	Median Housing Value in 2000	Median Contract Rent in 2000
City of Stoughton	4,890	2.3	64.9	\$131,600	\$596
Village of McFarland	2,481	2.3	73.0	\$153,400	\$641
Village of Oregon	2,895	3.4	71.5	\$146,000	\$635
City of Sun Prairie	8,198	3.9	60.8	\$143,400	\$654
Town of Dunn	2,259	8.0	88.9	\$167,900	\$778
Town of Pleasant Springs	1,221	10.0	91.4	\$165,300	\$544
Town of Rutland	704	2.1	92.0	\$159,200	\$620
Town of Dunkirk	776	2.1	87.5	\$141,400	\$637
Dane County	180,398	3.8	57.6	\$146,900	\$641

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

The age of the City’s housing stock is illustrated in Table 15. This census information is sometimes used as a measure of the general condition of the community’s housing supply. Over half of Stoughton’s housing stock was constructed either before 1940 or since 1990. Over 30 percent of Stoughton’s housing stock was constructed from 1990 to 2000 alone. This reflects the City’s historic past as a dominant agricultural market center, and its recent evolution as a residential center with substantial commuting to employment centers.

Table 15: Age of City of Stoughton Housing as a Percent of the Total 2000 Housing Stock



1. Housing Programs

Forty-eight Dane County communities—including Stoughton—participate in the Dane County Community Development Block Grant (CDBG) program. This partnership is recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds is available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation; minor home repair; handicapped –accessibility modifications; down payment assistance for first-time homebuyers; and housing education, training and counseling. According to the Wisconsin Housing and Economic Development Authority (WHEDA), there were 287 federally

subsidized housing units in the City in 1999. These units are intended for low-income, elderly, or disabled households. As of December 2002, there were 110 housing contracts under Section 8 in Stoughton. Table 16 shows the need for assisted rental housing for families and the elderly population in Stoughton and other communities, according to DCRPC, WHEDA, and other federal housing agencies.

Table 16: Need for Assisted Rental Housing in Stoughton, 1999

Assisted Rental Need	Stoughton		McFarland		Cottage Grove		Sun Prairie		Waunakee	
	Elderly Units	Family Units								
1999 Need	453	163	170	62	58	44	414	105	156	154
1999 Supply	298	121	105	60	40	2	157	270	76	9
% of Need Met	65.8%	74.1%	61.8%	96.2%	68.6%	4.5%	37.9%	257.1%	48.8%	5.8%
Persons or Families With Unmet Needs	155	42	65	2	18	42	257	0	80	145

Source: WHEDA and DCRPC

2. Housing Affordability

According to the community survey, many residents felt there is not enough affordable owner- or renter-occupied housing in Stoughton. Using 2000 census data, this section provides a general analysis of the City's "affordable" housing supply to assess if there are enough affordable units available to various household income levels. The U.S. Department of Housing and Urban Development (HUD) has developed a calculation to determine the various income levels in a community. According to HUD, *extremely low income* households are those with incomes below 30 percent of a community's median household income (which was \$47,633 in Stoughton in 1999). *Very low income* households are those with incomes between 30 and 50 percent; *low income* households are those between 50 and 80 percent, and *moderate income* households are those between 80 and 95 percent of a community's median household income.

Using these HUD standards, Table 17 shows annual income ranges for Stoughton's low and moderate income households, and the approximate number of households in 1999 that reported incomes within each level. HUD defines "affordability" as paying no more than 30 percent of household annual income for housing. Table 17 shows how this definition breaks down into monthly housing costs for each income level in Stoughton. According to these HUD standards and definitions, a very low income household in Stoughton is making an annual income of between \$14,290 to \$23,820 dollars. These households, which total approximately 600 according to 2000 census data, can "afford" to pay between \$375 and \$625 a month on housing.

Table 17 also shows, based on 2000 census data, the approximate number of households in Stoughton paying gross monthly housing mortgages or rent within the different "affordability" amounts. This data does not suggest that the 600 or so households falling within the defined "very low" income bracket are among those households that reportedly spent \$300 to \$500 or the \$500 to \$700 in monthly costs, but it does provide a rough measure on the overall supply of units in Stoughton that would be affordable to these households. A more detailed inventory of the supply and vacancy rates for units within these specific affordable cost ranges is recommended over the next few years.

Table 17: Affordable Housing Analysis, 2000

	Annual Income Range	Approx. # of Households Reporting this Income Level	Affordable Monthly Housing Costs	Approx. # of Households Reporting this Monthly Housing Cost
Extremely Low Income (Below 30% of \$47,633)	\$14,290 or less	450 households	\$0 to \$375	90 HH spent \$300 less 375 HH spent \$300 - \$500
Very Low Income (30% to 50% of \$47,633)	\$14,290 - \$23,820	600 households	\$375 - \$625	975 HH spent \$500 - \$700
Low Income (50% to 80% of \$47,633)	\$23,820 - \$38,100	575 households	\$625 - \$875	600 HH spent \$700 - \$1,000
Moderate Income (80% to 95% of \$47,633)	\$38,100 - \$45,250	900 households	\$875 - \$1,250	1,175 HH spent \$1,000 - \$1,500

B. HOUSING GOALS, OBJECTIVES AND POLICIES

Goal: Provide for moderate residential growth with a variety of housing types, densities, arrangements, and costs to promote a good living environment for all residents.

Objectives:

- a. Carefully control neighborhood development through the detailed neighborhood design process to provide a range of housing types, densities, and costs, but which also maintain the predominantly single-family character of the community.
- b. Support programs that maintain or rehabilitate the City's existing housing stock.
- c. Support infill and redevelopment practices in the strategic areas identified by this *Plan* (see Map 7) to help diversify the communities housing supply.
- d. Create attractive and safe neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).
- e. Phase new residential development in a manner consistent with public facility and service capacity and community expectations.
- f. Locate housing in areas that are served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers and transportation routes.
- g. Provide a range of housing types, costs, and locations in the City that meets the needs of persons of all income levels, age groups, and with those special needs.
- h. Work with housing advocates and developers during the detailed neighborhood design process, to market the availability of land for the development or redevelopment of low-income and moderate-income housing.
- i. Design neighborhoods through the detailed neighborhood design process, that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.

Policies:

1. Guide new housing to areas within the City with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
2. Use detailed neighborhood development plans to tie the opening of new areas for neighborhood development with the capacity of utilities and public facilities to accommodate such development.
3. Continue and enact programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.

4. Require that the development of new neighborhoods comply with the City's historic housing mix. In general, not less than 65 percent of all new housing units in any new neighborhood should be single family detached homes.
5. Plan for multiple-family developments in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the City, rather than larger projects in isolated areas.
6. Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; complete sidewalk networks, accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs.
7. Reserve areas that contain particular amenities (e.g., adjacent to environmental corridors, wooded sites) for higher-end "estate" type housing on lot sizes ranging from 15,000 to 20,000 square feet to provide a full range of housing choices within the City, and use extraterritorial land division policies to prohibit or strongly limit the provision of large lot homes and "hobby farms" within the extraterritorial area.
8. Promote affordable housing through smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multiple-family housing, and continued participation in county and State housing programs.
9. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.

The graphic on the following page depicts many of these Planned Neighborhood objectives and policies.

Figure 6: Planned Neighborhood Illustration

C. HOUSING RECOMMENDATIONS

This section of the *Plan* provides key recommendations for detailed housing strategies in the City.

1. Implement a Balanced Residential Development Policy

An increasing number of cities and villages in metropolitan areas have experienced a boom in multi-family development, and this is raising concerns about maintaining the “single-family” character of the community. Furthermore, market trends tend to favor larger-scale projects of 100 or more dwelling units, and building sizes of 24 or more dwelling units per building. These trends are spreading throughout Dane County. In response, many communities have enacted a Balanced Residential Development Policy to limit the proportion of housing provided in multi-family development to historic or otherwise desirable levels, and to disperse multi-family development within the community to avoid over-concentrations in any one neighborhood or “side of town”. To pass constitutional muster, such a policy should not include requirements for minimum lot sizes, housing values or rents, or quotas for owner occupied versus rental housing.

Such a policy for the City of Stoughton would be adopted by a Common Council Resolution, upon consideration and recommendation from the Planning Commission. It would most likely exempt infill development or redevelopment projects to provide maximum flexibility and incentives. It would apply to all other projects containing residential units. Typically, the policy would State that every new development project, or combination of projects recognized by the City, that contained residential dwelling units (except for infill or redevelopment projects as defined by the City) would need to provide a minimum of 65 percent single-family units, and a maximum of 15 percent two- or three-family units, and a maximum of 25 percent multi-family units. This approach would allow for market flexibility by not requiring a precise percentage blend. It would also allow projects that are comprised mainly or entirely of multi-family or two-family units to be approved in conjunction with projects that might fully comprised on single-family detached units.

This approach has proven its merits most clearly in the Village of Cottage Grove – where all recent plats have provided a well-designed blend of dwelling units that contain small scale clusters of two-family and multi-family buildings that complement, rather than establish, the neighborhood character. This approach has also resulted in the dispersion of multi-family and two-family dwellings throughout the community. The requirement to provide blended neighborhoods has also resulted in better neighborhood designs because land use transitions occur within the neighborhood boundaries and under the control of a single developer, rather than only at neighborhood edges. This approach has further resulted in the provision of better quality two-family and multi-family units with more site amenities. Another benefit is that a higher percentage of these two-family and multi-family units are designed for owner occupancy – reversing a long-standing trend in the Village. Finally, the “Residential Balance Policy” has resulted in higher residential densities, and the *easier* approval of multi-family projects, because more care must be put into the design of the subdivision and buildings.

The application of a Balanced Residential Development Policy is implemented through the review of individual subdivision and planned unit development projects, and is tied to a “score sheet” provided with each project. Such a policy is best applied in conjunction with Detailed Neighborhood Development Plans, to help establish a very well-designed and “pre-approved” land use pattern. The areas designated in the *Planned Neighborhood* category on the Planned Land Use Map are ideal for the application of these two strategies.

2. Adopt Detailed Design Standards for Multi-Family Housing

An increasing number of cities and villages in metropolitan areas have experienced a boom in multi-family development, and this is raising concerns about maintaining the “single-family” character of the community.

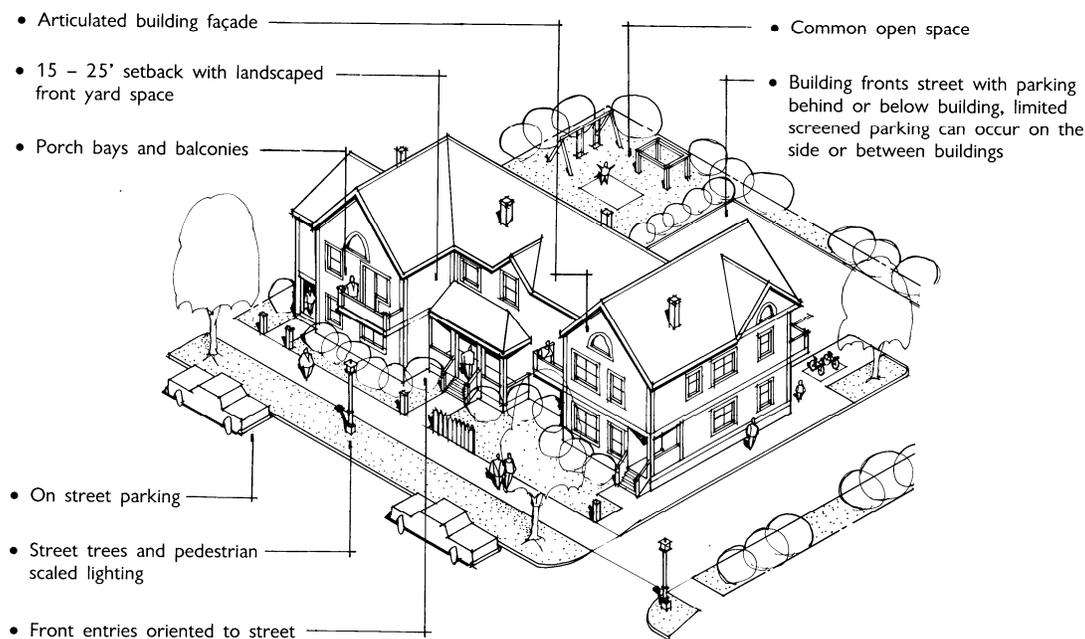
Multiple family housing is an important component of the community to provide options for the elderly, younger residents, and employees of local businesses. Such housing is also an important part of a successful overall economic development strategy. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. This *Plan* advises that the City adopt detailed design guidelines for all new or expanded multi-family residential developments, and enforce them during development review processes. The following guidelines and illustrations in Figure 7 provide a model:

- Provide an overall architectural design that fits the context of the surrounding neighborhood, and the community's desired small City character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows – particularly on the sides of buildings facing streets or public facilities.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections and usable covered porches.
- Locate parking, dumpsters, and other unattractive uses behind buildings, and within enclosures built with the same materials and colors used on the main buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

The illustration on the following page depicts these principles

3. Provide a Policy Foundation to Improve the Supply of Affordable Housing

Public outreach efforts during this planning process indicate that citizens are concerned about the rapidly increasing cost of housing – particularly for owner-occupied single-family detached homes. The City has been supportive of such concerns, and trends show that continued concerns will likely exist through the planning period. Therefore, the City should continue to support programs that provide affordable housing to low- and moderate-income families in the community. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families, home mortgage and improvement loans from WHEDA.

Figure 7: Multi-Family Residential Development Guidelines

As an additional effort, the City might wish to explore the development of a housing trust fund. A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make housing projects feasible. Trust funds are replenished on an annual basis or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans.

The City should continue to encourage infill development on vacant or under-used lots within the built-up area of the community as a means to promote affordable housing. However, past City success along these lines means that opportunities for infill development are limited. To facilitate this objective, the City could provide a detailed inventory of potential vacant and underutilized sites, and distribute this inventory to home builders and other housing providers, and to lenders and advocacy groups. In addition, the City could adopt more flexible regulations to allow development of irregular or substandard infill lots, allow mixed uses for infill developments to enhance the economic feasibility; and even assist in the acquisition, clearance, and consolidation of infill lots into larger, more easily developed sites.

Finally, with its commitment to compact development, the City could consider the development of affordable housing within the context of the Detailed Neighborhood Plans discussed throughout this document. Such plans are ideal forums for locating, sizing and designing affordable housing areas within the context of a subdivision and the neighborhood and community as a whole. The recommendations for the *Planned Neighborhood* land use category are fully compatible with this approach. The neighborhood design principles advocated in this *Plan* are intended to promote a range of housing choices by advocating a range of densities, detached and attached homes, and lot sizes. Land costs can be up to twenty-five percent or more of the total costs for a home. Smaller lot sizes reduces land costs, which in turn can make owner-occupied housing more affordable.

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

CHAPTER SEVEN: ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention, stabilization and growth of the economic base in the City of Stoughton. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the community, an assessment of the City's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

As summarized in Chapter One, the City's primary economic activities are in the manufacturing, education, health, and social service sectors of the economy. The following is more detailed information of local labor force trends, educational attainment, income data, commuting information, and other economic development characteristics of the City of Stoughton.

1. Labor Force

The City's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 6,729 City residents age 16 or older were employed (or 72.5 percent of total potential labor force). The percent of the civilian labor force unemployed in 2000 was 3.5 percent, slightly higher than rates for the County (2.9 percent) and State (3.2 percent). In 1990, the City's unemployment rate was 3.8 percent, and in 1980 it was 7.3 percent.

According to the 2000 census, nearly 35 percent of all workers in the Stoughton zip code area identified themselves working in management, professional, or related-type jobs (often called "white collar" jobs). This percentage of white collar jobs increased since 1990. As presented in Table 18, the comparable 2000 figures for the percentage of "white collar" jobs in the Cottage Grove zip code area was 40 percent; in the Edgerton zip code area it was 25 percent; in the McFarland zip code area it was 42 percent; in the Waunakee zip code area it was 41 percent; and in all of Dane County it was 44 percent. About 25 percent of all workers in the Stoughton zip code area identified themselves working in farming, construction, extraction, maintenance, production, and transportation jobs (often called "blue collar" jobs). About 26 percent of Stoughton workers identified themselves working in sales or office jobs and 14 percent in service jobs.

Table 18: Comparison of "White" and "Blue" Collar Jobs, 1990 - 2000

Zip Code Area	2000 "white collar"	1990 "white collar"	2000 "blue collar"	1990 "blue collar"
Stoughton	35 percent	26 percent	25 percent	28 percent
Cottage Grove	40 percent	26 percent	22 percent	25 percent
Edgerton	25 percent	16 percent	38 percent	42 percent
McFarland	43 percent	32 percent	16 percent	25 percent
Waunakee	41 percent	25 percent	20 percent	25 percent
Dane County	44 percent	33 percent	17 percent	20 percent

Source: Wisconsin State Journal, Book of Business, 2003 and U.S. Census, 1990

2. Educational Attainment

Educational attainment is another component of a community's labor force. According to the 2000 census, about 89 percent of the City's population age 25 and older had attained a high school educa-

tion or higher. The comparable figure for Dane County was 92 percent and for Wisconsin it was about 85 percent. Approximately 28 percent of Stoughton's population age 25 and older had attained a bachelor's degree or higher, and 8 percent had attained a graduate or professional degree.

3. Income Data

According to 2000 census data, the median household income in 1999 in the City of Stoughton was \$47,633. In 2002, the median household income for the larger Stoughton zip code area was \$52,787. For an historical perspective, the City's median household income in 1990 was \$27,308, and in 1980 it was \$17,310. Table 19 shows median household incomes in 2002 for surrounding zip code areas, Dane County, and the State.

About 29 percent of the population in the Stoughton zip code area reported a household income of less than \$35,000. Forty-five percent reported a household income of between \$35,000 and \$75,000. The remaining 26 percent of the population reported a household income of more than \$75,000.

Table 19: Comparison of Median Household Incomes, 2002

Zip Code Area	Median Household Income
Stoughton	\$52,787
Cottage Grove	\$69,766
Edgerton	\$50,127
McFarland	\$66,015
Waunakee	\$59,742
Dane County	\$49,233
Wisconsin	\$43,791

Source: Wisconsin State Journal, Book of Business, 2003

4. Commuting Data

Most Stoughton residents drive alone to their place of work, according to 2000 census data. Nearly 80 percent of all local workers age 16 or older indicated that they drove themselves to work, while about 11 percent indicated that they carpooled to work. About 1.5 percent reported taking public transportation, including taxicabs, to their place of work, and 3.5 percent reported walking to work. About 4 percent of the local workforce indicated that they work from home. For all census respondents who travel to work, the average travel time was 21 minutes. Finally, the number of Stoughton residents who travel outside Dane County to their place of work was 7.8 percent.

5. Migration

About 75 percent of the City's 12,432 residents were born in Wisconsin; the remaining 25 percent were either born in a different state or country (see Table 20). The 2000 Census reported that of the 11,423 City residents who were age 5 or older, less than half (45.5 percent) lived in the same house in 1995. The comparable figure for Dane County was 46 percent and for Wisconsin it was about 57 percent. Approximately 38 percent of the City's residents had lived elsewhere within Dane County, and nearly 8 percent had lived in another state in 1995. Migrants moving into Dane County from other states or other Wisconsin counties are probably following education, employment or metropolitan amenities.

Table 20: Place of Residence Data, 2000

	Born in Wisconsin	Same House in 1995*	Same County in 1995*	Same State in 1995*
City of Stoughton	75.6%	45.5%	90.0%	91.4%
Dane County	65.6%	46.1%	75.8%	86.6%
State of Wisconsin	73.4%	56.5%	90.9%	96.4%

*Residents aged five years and older in 2000

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

6. Environmentally Contaminated Sites

WisDNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, in the State. WisDNR defines brownfields as "abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the WisDNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of February 2003, there were 118 incidents at 95 sites in the City of Stoughton listed in the Bureau for Remediation and Redevelopment Trading System (BRRTS). Of the 118 incidents, the responsible party for 50 of the incidents have received a case closure letter from the WisDNR. Forty-one of the incidents are classified as LUST, or "leaking underground storage tank" incidents. These underground tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Forty-two of the incidents were the result of spills. Spills are classified as discharge of any "hazardous substances that may adversely impact, or threaten to adversely impact public health, welfare or the environment." Many spills are the result of car accidents, or fuel-filling overflows, and are often quickly mitigated. Eleven sites in the City are classified as Environmental Repair Program incidents, or ERP. These sites are often older properties, and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The exact locations of the 95 sites in Stoughton are provided in the BRRTS database.

There are two Superfund sites in Stoughton's planning area, both of which are landfills. One site is located north of Stoughton, where the City operated a 27-acre municipal landfill from 1952 to 1969. This landfill was used for the disposal of commercial and municipal waste. Uniroyal, Inc., a plastics and rubber products manufacturer, disposed solvents, other liquid chemicals, and vinyl plastic scrap at the site. According to the U.S. Environmental Protection Agency (EPA), the groundwater on this site is contaminated with organic chemicals including tetrahydrofuran and Freon. Methane has also been detected in the landfill. In the mid-1990s, work began to excavate some of these materials from the site and the entire landfill was capped. Currently, the site is maintained by WisDNR, which monitors the site's groundwater quality and landfill gas emissions.

The second Superfund site is located 1 mile southeast of the City along CTH A, known as the "Hagen Farm" site. This 10-acre site was used as a sand and gravel pit during the 1950s before it was converted into a waste disposal site for municipal and industrial use. The site stopped accepting waste in 1966. According to the EPA, the site's groundwater is contaminated with volatile organic compounds which pose a potential health threat to nearby residential groundwater wells. Clean-up of the site began in the early 1990s by capping the landfill and treating the contaminated groundwater. A groundwater pump and treat system was installed in 1996 to keep the contaminated groundwater from impacting nearby residential groundwater drinking wells and to restore the groundwater aquifer to usable conditions. This system is designed to operate until approximately 2006.

Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites will be considered when making the land use recommendations in this *Plan*.

7. Economic Development Programs

The City has a number of tools and programs to foster economic development. The City recognizes the importance of its abundant community facilities (e.g., utilities, streets, parks, community centers) as an economic development and “quality of life” asset and continues to provide funding into the development and maintenance of these facilities. The City uses Community Development Block Grant (CDBG) funds, along with support from local financial institutions, to offer a combination of grants and loans to help downtown businesses and property owners improve their buildings or facades. The goal of the program is to improve the quality of Stoughton’s downtown structures and maintain the City’s unique character and desirability for business. The Stoughton Chamber of Commerce also works to promote business retention and development throughout the entire community. A Business Development Committee has been established by local manufacturing and service employers to provide training and learning opportunities for Stoughton students.

The City uses Tax Increment Financing (TIF) districts to create incentives for industrial development. TIF provides for up-front public expenditures for land and infrastructure for industrial development. The resulting development pays for such initial expenditures over time through dedicated property tax revenues. The City has created TIF districts in the downtown business area, the north-side business park, and the southside industrial park. The City has also issued Industrial Revenue Bonds on behalf of local businesses.

The Wisconsin comprehensive planning statute requires that the *Comprehensive Plan* “assess categories or particular types of new businesses and industries that are desired by the local government unit.” According to interviews with local economic development groups and input from City staff and the Smart Growth Steering Committee, Table 21 shows the identified strengths and weaknesses with respect to attracting and retaining businesses and industries in the community. These are not “new” for Stoughton. It is important to note that the few aspects that community is performing laudably on the few factors under its direct control – Quality Schools and City Facilities & Services; adequate current and long-term Land Availability and Utility Capacity; and protection and enhancement of the City’s strong identity and community character.

Table 21: Stoughton’s Strengths & Weaknesses for Economic Development

Strengths	Weaknesses
Location in “booming” Dane County	Rising Housing Prices
Proximity to 3 Interstates	Not Directly on Interstate
Quality Schools and City Facilities and Services	National Perception of High Taxes in Wisconsin
Land Availability and Utility Capacity	Industrial Parks not Located Along USH 51 or Interstate
High Quality Labor Force	Higher Labor Prices
Strong Community Identity and “Small City” Character	Growing Perception as “Just Another Bedroom Community for Madison”

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: Attract and retain businesses that enhance Stoughton's desired "small city" character

Goal: Strengthen and diversify the non-residential tax base and employment opportunities.

Objectives:

- a. Continue to provide a strong supply of easy to access, serviced and developable land in the City devoted for industrial and commercial land uses.
- b. Provide for planned commercial development in concentrated areas and discourage unplanned, incremental strip commercial development along major community corridors, particularly along portions of US Highway 51, on both the west and east sides of the community.
- c. Improve the quality of new non-residential development in community entryway corridors, and particularly at community gateway locations. (See Map 7)
- d. Maintain and enhance downtown Stoughton as the center of unique shopping and entertainment opportunities, and professional and government services.
- e. Actively encourage infill of vacant parcels and redevelopment of underutilized properties that are already served by utilities.
- f. Diversify the range of employment opportunities available in the community, with a particular focus on skilled professional and technical jobs.

Policies:

1. Implement the Planned Land Use Map to provide efficient and logical expansion areas for the Northside and Southeast side Industrial Parks, and provide for a new High Quality Community Gateway Business Park on the northwest side of the community, and reserve designated sites for such development from premature development by other land uses.
2. Implement the Planned Land Use Map to provide for new commercial development opportunities on both the east and west sides of the community, and reserve designated sites for such development from premature development by other land uses.
3. Work with the Town of Rutland and Dane County to provide for the logical and safe expansion of non-residential development area located on the west side of USH 51 west. Access to USH 51 and STH 138, and the provision of utilities will be challenging, but critical in this area.
4. Support mixed use development projects that integrate non-residential and residential uses into high-quality, unified places.
5. Require the planning of larger-scale commercial uses within the context of Neighborhood Development Plans in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.
6. Provide appropriate incentives, including tax increment financing, to support *infill and redevelopment* for economic purposes and new *industrial and office* development in planned areas of the City.
7. Support proposals that provide a range of commercial development opportunities, while considering the importance of preserving Stoughton's unique small city character and the downtown.
8. Strongly encourage intervening non-commercial uses and shared driveways, shared parking spaces, and coordinated site plan designs to avoid the creation of new commercial strips.
9. Consider the impact of proposed commercial rezonings on the economic viability of existing commercial areas in the community before making a decision on the request.

C. ECONOMIC DEVELOPMENT RECOMMENDATIONS

This section of the *Plan* provides key recommendations for economic development strategies in the City.

1. Adopt Stronger Standards for Most Office, Commercial, Industrial and Mixed-Use Development

The City's recently adopted "big box ordinance" provides a wide variety of standards for achieving appropriate community context, site design and traffic circulation, building design, building materials, signage, lighting, and development review. However, similar standards do not apply to smaller scale projects – that have, and will continue to be the dominant form of development in the community. This recommendation will be a critical strategy for attaining both the City's economic development strategies, and its community character objectives.

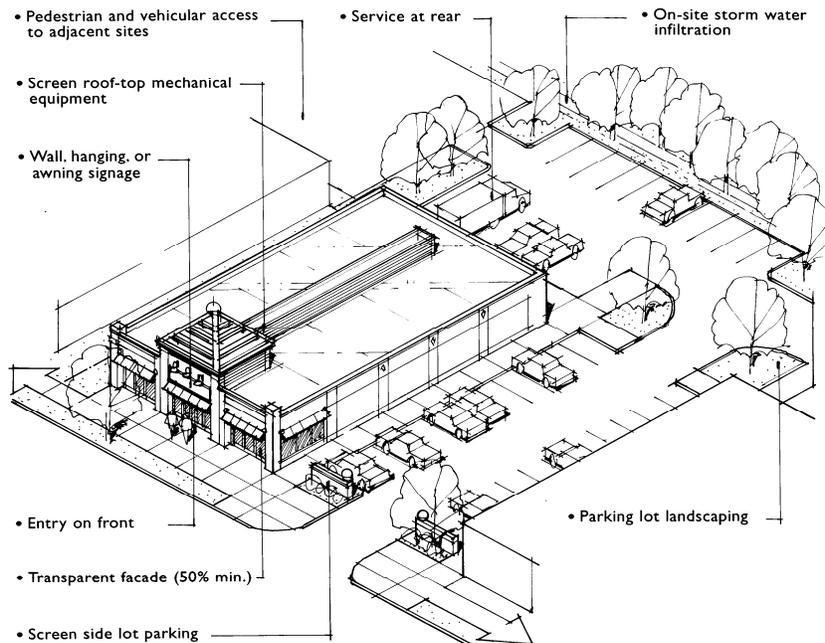
This *Plan* recommends that the City strengthen and enforce design standards for commercial, industrial, and mixed use development projects to ensure high-quality, lasting projects that are compatible with the City's desired character. These standards should apply to all new development and redevelopment in the City. However, somewhat less stringent standards for building design, building materials and landscaping should be considered for the areas designated as *General Business* and *General Industrial* on the Planned Land Use Map (see Map 6), whereas more stringent standards should be applied for areas designated as *Planned Business*, *Planned Industrial* and especially the *Planned Office* and *Planned Mixed Use*. Within these areas, likely to be dominated by both medium- and large-scale buildings conventional "best practices" design standards are applicable. However, a different set of high-quality standards will be needed in areas designated as *Neighborhood Office* and *Neighborhood Business*. Within these areas, design standards should emphasize adhering to residential type site layouts, building designs, building materials, and landscaping and lighting approaches.

All of these new standards should be incorporated into the Zoning Ordinance, and strictly adhered to during site plan review and/or land division processes. For new and expanded commercial uses, the standards listed below and illustrated in the following Figure 8 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Street trees along all public street frontages.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments.
- Site design features that allow pedestrians to walk parallel to moving cars.
- Illumination from lighting kept on site through use of cut-off luminaires.
- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.

- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
- All building façades containing architectural details and of similar quality as the front building façade.
- Central features that add to community character, such as patios and benches.

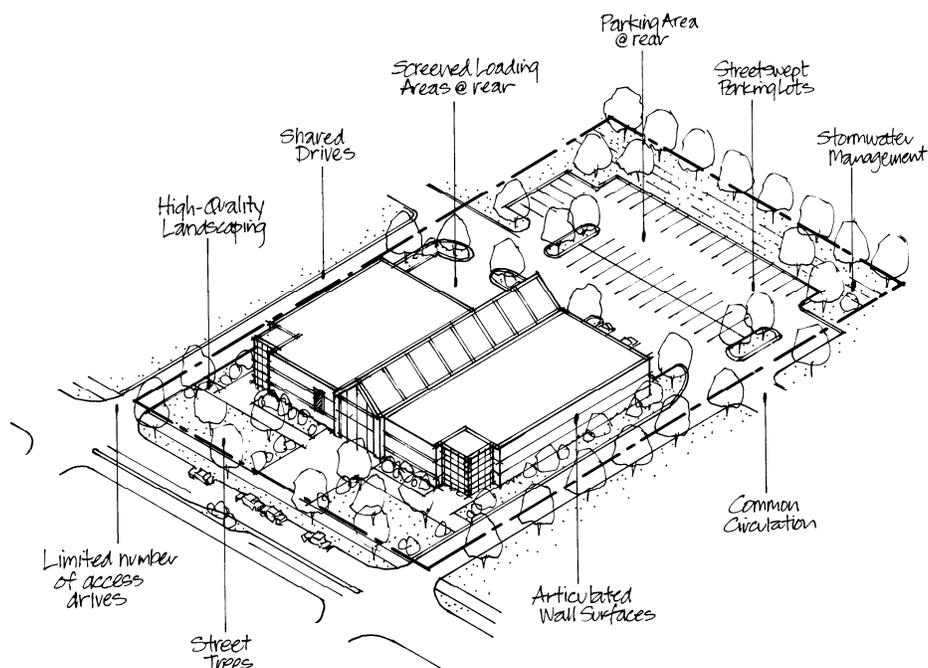
Figure 8: Desired New Commercial Project Layout



For new and expanded industrial uses, the standards listed below and illustrated in Figure 9 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal.
- Location of loading areas at the rear of buildings.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.

Figure 9: Desired New Industrial Project Layout



Increasingly, communities are planning areas for mixed-use development that contains a mix of non-residential and residential uses—particularly commercial and residential uses. This mixture occurs on the same site, in the same building, or both. This type of development scheme has several advantages, including providing built-in residential markets for commercial enterprises, promoting walking and limiting auto trips, creating active, vibrant places, and diversifying development risk. This *Comprehensive Plan* advises Planned Mixed Use development and redevelopment in several parts of the City (see Map 6). The design standards for these areas included on the following page illustrate some general design standards for these types of areas. Obviously, each area has different issues, geography, size, existing development, and other characteristics that must be considered in their design. Of critical importance to these areas is ensuring very careful planning and high-quality design.

The graphic on the following page highlights the components and considerations for successful mixed-use development.

Figure 10: Mixed-Use Development Design Standard Illustration

2. Advance Downtown Area Redevelopment and Revitalization Efforts

Participation during this planning process, as well as the City's past comprehensive plans, have called for continued downtown area redevelopment and revitalization. The partnership of the City and property owners has generally been successful along Main Street. However, several opportunities of revitalization and redevelopment remain along the USH 51 corridor as a whole – particularly in the rail corridor area and certain spots along the USH 51 west corridor where infill development opportunities exist, and several large scale strip commercial developments are aging poorly and are in need of rehabilitation or redevelopment. In addition to these Main Street areas, two large areas of redevelopment are designated in this *Plan* – for the industrial and housing area between the Downtown and the Yahara River. (See Map 7)

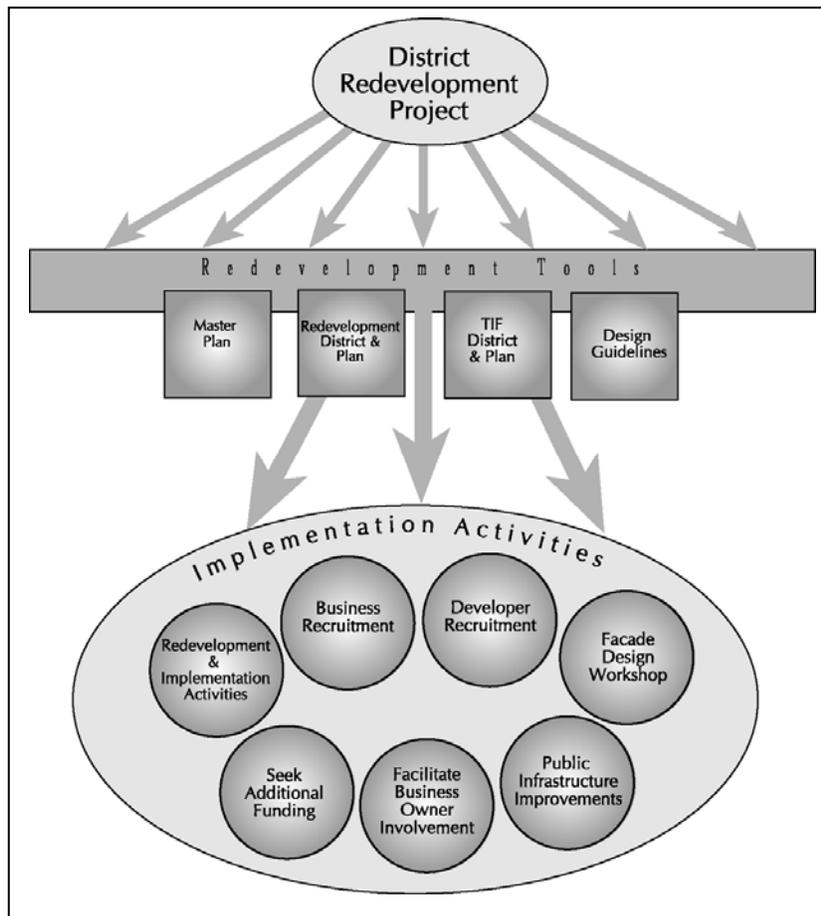
Experience in the City, and around the country, clearly indicate that the redevelopment and rehabilitation sites identified on Map 7 do not redevelop themselves – even in places like Shorewood Hills along University Avenue or in downtown Middleton – with their proximity to high traffic counts and high-income wage earners. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. Proactive Plan Commission, Common Council and Community Development Authority (CDA) involvement is critical, as are coordination with property owners, neighborhood organizations and area businesses. To guide such efforts, a carefully crafted sequence of steps and redevelopment tools are needed, followed by an integrated set of implementation activities. A Redevelopment Plan should be prepared for each of these areas, and would serve as the primary coordination mechanism.

Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition including size, visibility, viewsheds, access, building quality, existing use viability, adjacent land uses, topographic or environmental constraints, brownfield site assessment and existing infrastructure and amenities.
- Conducting a regional and local economic opportunities analysis to focus on the City's location, amenities, and business mix, as well as the assessment of the regional factors such as economics, transportation patterns and intergovernmental relationships. (This element can be copied from one area the next.)
- Identifying goals and objectives for the redevelopment area through cooperative efforts with the private property owners and other key stakeholders. This step also typically identifies and prioritizes redevelopment sites within the planning area.
- Conducting a market assessment for the redevelopment site to determine the role of the site within the marketplace, provide demographic trade area information to assist in the solicitation of potential developers or site users, and identify the range of specific issues and challenges to site redevelopment.
- Preparing a redevelopment strategy and district concept plan map that identifies the highest and best land uses, site characteristics, design approaches, and implementation strategies for the planning area, with particular attention to priority redevelopment sites.
- Aggressively pursuing implementation through techniques such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

The graphic on the following page outlines a redevelopment planning and implementation process that has proven successful on numerous projects in comparable situations in the Midwest.

Figure 11: Redevelopment Planning and Implementation Process



© VANDEWALLE & ASSOCIATES 2004

3. Plan for Economic Development Opportunities in the USH 51 East Corridor

An important recommendation of this *Plan* is to direct substantial residential, and ultimately commercial, growth to the area east of CTH N, both north and south of USH 51. Residential development is generally very flexible in its location, and CTH N provides an excellent alternative means of reaching the IH 39/90 corridor and the Beltline. With increasing congestion within McFarland on USH 51, and at the Oregon intersection of STH 138 and USH 14, CTH N is an increasingly attractive commuting option – thereby increasing the attractiveness of neighborhood development on the east side. This, combined with relatively lower costs of sanitary sewer extensions – once the readily-served Northside, Northwest and South Planned Neighborhoods are developed, resulting in the growth of residential on the east side.

Attracting commercial development to the east side will be more challenging—because of historic strip commercial development patterns to the west side of the community—on the historic main commuting routes to central Dane County. It will be likely that significant commercial development will not occur along the east USH 51 corridor until a substantial number of residential “rooftops” are built in the vicinity. In fact, the market for multi-family and two-family development will be present in the corridor area before it will for commercial uses. To ensure a long-term development pattern that is balance between the east and west sides, the City must remain firmly resolved to reserving the areas shown on the Planned Land Use Map (Map 6) as *Planned Commercial* and *Neighborhood Commercial* development, for such uses.

4. Work to Retain Locally Grown Businesses

Stoughton has a rich supply of great locally-owned businesses that provide unique goods and services, and contribute strongly to the community's strong identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally, and recycle through the local economy. Local business retention, creation and growth should be emphasized as an important concern of the City's economic development strategy. Support through development approval assistance, business mentoring and small business loans are important ways that the City can continue to promote locally grown businesses.

5. Pursue New Commercial Development that Caters to Local Consumers

Stoughton is similar to many other communities around Madison in that there is a mismatch between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary automobile trips as residents of the City travel outside the community for much of their shopping. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help re-circulate local wealth while bolstering City tax revenues. More local shopping and employment would also put less strain on regional roads (e.g., USH 51) resulting in less auto pollution and greater convenience. Much of this new retail can be accommodated within the proposed westward expansion of the commercial development area (shown in the *Planned Mixed Use* land use category on the west side, and within the *Planned Business* and *Neighborhood Business* areas shown on the east side.

6. Actively Pursue Brownfield Redevelopment

There are several opportunities for brownfield redevelopment in the City. While brownfield redevelopment can present complicated problems, these sites provide a tremendous opportunity to engage public and private funding sources in a plan for long-term economic development. Brownfields are more than a public health and environmental issue. In many communities, brownfields pose a number of economic development constraints such as lowering surrounding property values and contributing to a neighborhood's blighted condition. Successful redevelopment of brownfields can revitalize older neighborhoods and increase local tax revenue. Brownfield redevelopment is also an effective growth management tool, attracting business development back into areas where municipal services are already provided rather than on undeveloped lands (e.g., farmland, open space) at a community's edge.

Redevelopment strategies for each brownfield are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin. After the site assessment process, the City and private property owners should prepare a unique redevelopment strategy for the property, following the general steps to redevelopment planning described earlier in this chapter.

7. Encourage Housing that Targets Young Professionals, Empty Nesters and Retirees

Many communities have an aversion to higher-density, multi-family housing. This perception is largely based on the belief that such housing strains public resources, depresses property values, and is aesthetically incompatible with "small city" settings. It disregards the fact that many affluent householders are aging and would like to downsize their lives without leaving the community, and that traditional single-family homes on large lots may actually place the greatest overall strain on public services. Further, some households in these higher density developments are in the early stages of careers and have high income potential. Such households either can't afford or do not want to maintain

their own home and would prefer a high-quality alternative. Many communities have come to view these types of developments as tax base revenue builders (see sidebar).

A well-balanced and “sustainable” community requires a greater choice of housing for people at various stages of their careers and lives. In addition, quality, affordable housing along with solid public services and protected natural resources have emerged as primary business attraction factors for new economy industries. Excellent opportunities exist for this kind of development in the redevelopment areas located between the downtown and the Yahara River and shown in the *Planned Mixed Use* category, and adjacent to environmental corridor boundaries that are present at the margins of most of the proposed *Planned Neighborhoods* on Map 6.

8. Pursue Economic Development in a Proactive, Yet Judicious Manner

Economic development, if it is to be done well, involves much more than zoning lands for commercial or industrial development and letting the market take its course. Zoning cannot actively recruit or hand-select the best business or developer for a given project or site. Business recruitment and retention programs must be developed, properties assembled, requests for proposals written, inquiries answered, developer agreements executed, and incentive programs administered. Such programs must be staffed and funded.

Thoughtful planning and preparation will continue to allow the City to remain selective in the future. Public participation throughout this planning process demonstrated that it is recognized that the City’s well-managed physical environment and community facilities are a great asset, and that quality development will encourage yet more quality development. This has certainly been the case throughout Dane County. Through this *Plan*, developers will better understand the community’s expectations for new development at the outset, and be more confident that their investment will be protected by sound planning decisions down the road. Weak planning, by contrast, creates uncertainty in real estate markets and discourages top-notch design. Basic upgrades to the City’s Zoning Ordinance will readily forward these objectives.

Retirement Housing as a Tax Base Revenue Builder

Economic development programs in most communities are concerned with essentially two core issues—jobs and taxes. In communities where unemployment is low and wages high, economic development objectives are really more about building tax base than advancing broader economic goals. Communities have the option of pursuing a number of alternative strategies to increase tax revenues without having to rely solely on new office or industrial employment. Two complementary strategies include: increasing the number of retail and service businesses, and increasing the number of households (and housing types) that place comparatively few demands on public services; namely, housing that is both compact in form and caters to relatively affluent, childless households such as empty nesters, retirees, and young professionals. Such a strategy can help broaden the tax base without offsetting the high-service needs that accompanies traditional single-family housing on larger lots.

By incorporating retirement housing into a compact mixed-use development that also features retail and services, the need for auto trips and parking is reduced and a built-in market to help assure the success of the businesses is created. This type of development strategy could help both the City’s tax picture and revitalize downtown or other underutilized areas identified in this *Plan*.



CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, or any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility or facility services, or other issues of mutual interest. In a State with over 2,500 units of government or special purpose districts, it is becoming increasingly important to coordinate decisions that affect neighboring communities in the comprehensive planning process.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes. It is intended to promote consistency between this *Plan* and plans for neighboring jurisdictions.

A. EXISTING REGIONAL FRAMEWORK

Map 1 shows the boundaries of Stoughton’s neighboring jurisdictions. Relationships with these local, regional and State jurisdictions were analyzed early in the City’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

1. Village of McFarland

The Village of McFarland is located about 6 miles north of Stoughton along USH 51. McFarland grew during the 1990s to a population of 6,400 residents, and is projected to grow to a population of about 10,000 by the year 2025 according to the DCRPC. The Village is currently in the process of updating its comprehensive plan to meet the State’s Smart Growth planning requirements. The Village’s current plan, adopted in 1994, recommends growth areas primarily north and west of the village. The Village exercises its 1½-mile extraterritorial jurisdiction (ETJ) plat review authority in the Towns of Dunn and Blooming Grove. The Village, the two towns, and the City of Madison formed a Southeast Area Committee to discuss planning and development issues. The City of Stoughton is not represented on this Committee.

2. Town of Pleasant Springs

The Town of Pleasant Springs is located north and east of Stoughton. The Town has 3,053 residents according to 2000 U.S. Census data. Much of the Town’s residential development is located within the Lake Kegonsa Limited Service Area utility district. The Town’s land use plan, last amended in 1999, has a stated density policy of one residence per 35 acres for non-farm development in its agricultural areas. In 1995, the Town of Pleasant Springs and the City of Stoughton entered into an informal agreement that allows the City to grow as far north as CTH B, between Highway 51 and CTH N, by annexing properties from willing town landowners. The City agreed to deny annexation petitions from all other properties in the Town of Pleasant Springs. This informal agreement is in place until 2005 and will need to be recognized in the recommendations of this *Plan*. This *Plan* continues to recommend no City growth north of CTH B. Currently, the Town of Pleasant Springs is in the process of updating its comprehensive plan to meet the State’s Smart Growth requirements. The elected Town chairman for Pleasant Springs was invited to attend all of the City’s Smart Growth Steering Committee meetings to ensure on-going dialogue and that potential conflicts could be identified and discussed during the planning process.

3. Town of Dunkirk

The Town of Dunkirk is located south and east of Stoughton. In 2000, there were 2,053 residents in the Town of Dunkirk. The largest subdivision in the Town (Riverwood Estates) is located along the river just south of Stoughton. The Town’s stated density policy for non-farm development in its agri-

cultural areas is one lot per 40 acres. Currently, the Town of Dunkirk is in the process of updating its comprehensive plan to meet the State's Smart Growth requirements. The elected Town chairman for Dunkirk was invited to attend all of the City's Smart Growth Steering Committee meetings to ensure on-going dialogue and that potential conflicts could be identified and discussed during the planning process.

4. Town of Rutland

The Town of Rutland is located south and west of Stoughton. The Town has 1,887 residents according to 2000 U.S. Census data. The Town's land use plan, last amended in 2001, does not recommend any substantial residential development near the City. However, there are some scattered commercial lots and a town business park (called Deer Point) near Stoughton on the west side of USH 51. The Town's stated density policy for non-farm development in its agricultural areas is one lot per 35 acres owned. In 1997, the Town of Rutland and the City of Stoughton entered into an informal agreement that allows the existing commercial areas along USH 51 to remain in the Town, in exchange for the Town limiting any future commercial development to the west of these properties or along Highway 138. This informal agreement is in place until 2007 and will need to be recognized in the recommendations of this *Plan*. The City's recommendation for substantial areas of *Planned Mixed Use* development west of the USH 51 west corridor will need to be reconciled with the provisions of this agreement. Currently, the Town of Rutland is in the process of updating its Comprehensive Plan to meet the State's Smart Growth requirements. The elected town chairman for Rutland was invited to attend all of the City's Smart Growth Steering Committee meetings to ensure on-going dialogue and that potential conflicts could be identified and discussed during the planning process.

5. Town of Dunn

The Town of Dunn is located north and west of Stoughton. The Town has 5,270 residents according to 2000 U.S. Census data, making it the most populous town bordering the City. Much of this development is located within the Lake Kegonsa Limited Service Area utility district. The Town's 1998 land use plan advocates limited development and promotes its successful purchase of development rights (PDR) program. The elected town chairman for Dunn was invited to attend all of the City's Smart Growth Steering Committee meetings to ensure on-going dialogue and that potential conflicts could be identified and discussed during the planning process. The Town is also in the process of updating its Comprehensive Plan.

6. Dane County

Dane County is contending with increasing growth pressure. The County's population in 2000 is 426,526, an increase of 59,441 (or 16.2 percent over the decade; 1.6 percent annual average) since 1990. The County's estimated 2002 population is up to 438,881 residents, or an annual increase of 1.4 percent. Most of this growth pressure is generated by increases in employment throughout the region. While the overall population growth rate for the County has averaged about 1.46 percent per year since 1980, the growth rate has varied widely for each local government. Towns have grown by about one percent per year; the smaller cities and villages have grown more quickly (between two and three percent per year).

In recognition of the stress that such growth places on both natural and human systems, *The Dane County Land Use and Transportation Plan* was adopted by the County in 1997. The plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations. The County is currently in the process of developing a Comprehensive Plan under the Smart Growth requirements.

7. Regional Planning Jurisdictions

Until its dissolution in October of 2004, the City of Stoughton was located within the Dane County Regional Planning Commission's (DCRPC) planning jurisdiction. The DCRPC was charged with

preparing and adopting regional or county-wide plans such as the *Dane County Land Use and Transportation Plan*, *Water Quality Plan*, and *Park and Open Space Plan*. The WisDNR had also designated the Commission as the water quality management planning agency for Dane County, and until recently the Commission has also served as the area's Metropolitan Planning Organization (MPO) for transportation planning purposes. DCRPC has prepared water quality plans, delineation and amendment of urban service areas, and delineation and amendment of environmental corridors in coordination with WisDNR. With dissolution, the agency's planning functions have been dispersed to Dane County for informal regional coordination, to WisDNR for water quality management, and to the City of Madison for MPO functions.

8. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves all of Dane County. A planner from the District 1 office was invited to attend all Smart Growth Steering Committee meetings and notified of all transportation-related issues to ensure ongoing communication and that potential conflicts could be identified and discussed during the planning process. The Wisconsin Department of Natural Resources (WisDNR) provides service to all Dane County residents out of its South Central Wisconsin office in Fitchburg. The Department of Agriculture Trade and Consumer Protection (DATCP) is the State agency which administers the State's Farmland Preservation Program for farm owners in the surrounding towns.

9. School District

City of Stoughton residents are served by both public and parochial schools. The Stoughton Area School District boundary covers all of the City of Stoughton, the majority of the Towns of Pleasant Springs and Dunkirk, and portions of the Towns of Dunn and Rutland. According to 2000 census data, the school district serves 8,695 households.

All of the public school facilities are located within Stoughton's municipal limits. District-wide enrollment levels over the past decade have held steady at around 3,100 to 3,600 students. The District recently constructed Sandhill Elementary School and River Bluff Middle School, and completed renovations and additions at the High School, Yahara Elementary, Kegonsa Elementary, and the Administrative and Educational Services Center. The City and all of the Towns served by this district should continue working with the School District in assessing impacts of future development on school enrollment, attendance area imbalances, and other program or facility needs.

B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

Goal: Maintain mutually beneficial relations with nearby governments.

Objectives:

- a. Work with surrounding communities to encourage an orderly, efficient land use pattern that minimizes conflicts between urban and rural uses, and preserves farming and natural resources in mutually agreed areas.
- b. Secure long-range growth areas for the City through cooperative means, where possible, which will ensure the economic health of the community and result in a logical, efficient future land use pattern.
- c. Work with Dane County and neighboring jurisdictions on joint comprehensive planning, and plan implementation efforts.
- d. Work with surrounding communities on future municipal boundary changes, sewer service areas, land use policies, and extraterritorial decisions.
- e. Work with the Stoughton School District on school district planning, potential school siting, joint recreational spaces and programming, and other areas of mutual concern.

Policies:

1. Continue intergovernmental and shared service agreements for public facilities and services.
2. Consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
3. Cooperate with other governments and non-profit agencies on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
4. Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
5. Actively participate, review, monitor, and comment on pending comprehensive plans for nearby communities and Dane County.
6. Work to resolve already identified and possible future differences between this *City of Stoughton Comprehensive Plan* and plans of adjacent communities.
7. Cooperate with affected governments, planned neighborhood developers and the Stoughton School District on proposed neighborhood development plans, as described in detail in Chapter Three of this *Plan*.
8. Initiate and help implement an intergovernmental rural lands conservation plan focused on lands around the City's planned growth area; covering natural area, farmland, open space, and recreational issues; and incorporating previous plans and initiatives for this area. (See Chapter Three for additional details.)
9. Work with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.
10. Exercise extraterritorial powers where necessary to protect City interests or where intergovernmental cooperation efforts do not yield desirable results.

C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS

Intergovernmental cooperation has been, and can continue to be, an important component in achieving a logical and efficient growth management program for the Stoughton area. Without effective intergovernmental cooperation, lands on the City's edge may become an inefficient, poorly planned, and prematurely developed patchwork of rural and urban subdivisions, isolated commercial developments, and scattered, non-viable "preserved" farms and natural areas surrounded by development. This result would not be in the interest of the City or any other government. The goals of all communities in the Stoughton area – which are generally similar and in harmony with one-another will not be served by such a pattern – nor by the intergovernmental conflict that it may engender.

This *Comprehensive Plan* advises that the City continue to adopt and refine existing intergovernmental agreements with neighboring towns – as a way to keep issues calm, and outcomes predictable and mutually-beneficial. This will not be an easy task. This *Plan* recommends substantial annexation areas in the Town of Dunkirk, moderate annexation in the Town of Rutland (where no Stoughton annexations have occurred to-date) and a small annexation in the Town of Dunn – which has a long-term commitment to low-growth policies and is successfully implementing a purchase of development rights policy.

1. Overview of Intergovernmental Agreements

This *Comprehensive Plan* advises that the City of Stoughton continue to participate in intergovernmental discussions with surrounding governments, with the goal of achieving consistency among comprehensive plans and implementation programs. These discussions would ideally result in formal intergovernmental agreements committing each community to the mutually acceptable outcomes of these discussions. In particular, this *Plan* advises the execution (or extension) of formal and likely separate intergovernmental agreements with the Town of Dunkirk, Town of Dunn, Town of Pleasant Springs, and the Town of Rutland.

In general, formal agreements help communities minimize competition for development, make sure that future development is of high quality and appropriately paced, provide all parties with a greater

sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources. Formal intergovernmental agreements may cover:

Municipal Boundary Change

Intergovernmental agreements frequently suggest limits to long-range municipal annexation, generally in exchange for some commitment from the participating town to keep development around the City's periphery at agricultural densities. Such compromises may include the town's agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development or development rights purchases in future annexation areas as explicitly mapped in the agreement. Provisions for future maintenance, upgrades, or extensions of roads affected by annexations are often also covered in intergovernmental agreements.

Urban Service Area Boundaries

Some intergovernmental agreements include provisions that define where public sewer and/or water services may be extended and where they may not over the term of the agreement. These areas largely define where fairly intensive urban (publicly sewered) growth may occur. Some agreements include provisions that do not allow intensive development with on-site waste disposal (septic) systems in such designated or planned urban service areas.

Future Land Use Recommendation

Frequently, intergovernmental agreements include maps or descriptions that specify future land uses or development densities considered acceptable or unacceptable. Some agreements also include provisions that the communities will then amend their comprehensive plans to be consistent with the future land use provisions in the agreement, or to not amend their comprehensive plans in a manner that would be inconsistent with the agreement.

Development Standards

Increasingly, intergovernmental agreements establish higher-quality development standards in a City's extraterritorial area. This is most effectively and efficiently accomplished through formal extraterritorial zoning throughout, or in part of, the extraterritorial jurisdiction area. The intent of such provisions is usually to apply modern development standards and procedures within areas hampered with outmoded County zoning regulations.

Intergovernmental Agreements

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format. Recently, many communities have begun with a "66.0301" agreement, and have included provisions for following through with a "66.0307" cooperative plan.

CHAPTER NINE: IMPLEMENTATION

CHAPTER NINE: IMPLEMENTATION

Few of the recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter of the *Plan* is intended to provide the City of Stoughton with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

A. PLAN ADOPTION

A first step in implementing the *City of Stoughton Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a “Smart Growth” comprehensive plan. The City has followed this process in adopting this *Plan*.

B. PLAN ADMINISTRATION, PLAN MONITORING, AMENDMENTS, AND UPDATES

The City should regularly evaluate its progress towards achieving the recommendations of this *Plan*, and amend and update it as appropriate. No plans are perfect, and no plan can anticipate all of the events that influence and shape a community. Monitoring, amending and updating is therefore essential to keeping this *Plan* meaningful and vital. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*. Any development proposal for lands depicted on Maps 6a or 6b as “Ag/Rural” or “Environmental Corridor” shall require an amendment to the *Comprehensive Plan* that depicts a development-oriented land use category on Maps 6a and/or 6b, prior to annexation or consideration of development on said lands by the City.

1. Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments and intergovernmental relations. The City of Stoughton intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be *guided by* the recommendations of this *Plan* as deemed appropriate by the Plan Commission and Common Council.

Specifically, the Planned Land Use Maps (6a and 6b), the Community Character and Strategic Development Areas Map (7) and the Community Facilities and Transportation Map (9) of this *Comprehensive Plan* should be *among the factors* considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as Strategic Peripheral Development Areas, as locations for future transportation facilities, and/or as locations for future community facilities should generally be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and Common Council should *also* evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation and intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors. In a similar fashion, annexation proposals on lands that are not so designated by

one or more of the maps in this *Comprehensive Plan* may be ultimately judged appropriate for annexation after the consideration of other Statutory and non-Statutory factors. Therefore, this *Plan* allows for proposed annexations to be approved or denied as deemed appropriate by the Plan Commission and Common Council on a case-by-case basis, with guidance offered by this *Comprehensive Plan*.

Zoning

Proposed zoning maps amendments should be *generally consistent* with the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Common Council.

Specifically, the Planned Land Use Maps (6a and 6b) should be used to guide the application of the general pattern of permanent zoning. However, the precise location and timing of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Common Council. Departures from the exact land use boundaries depicted on the Planned Land Use Maps may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of planned land use areas. However, in their consideration of zoning map issues, the Plan Commission and Common Council should *also* evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes as deemed appropriate by the Plan Commission and Common Council on a case-by-case basis.

Land Division

Proposed land divisions should be *generally consistent*, but not necessarily precisely consistent, with the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Common Council.

Specifically, the Planned Land Use Maps (6a and 6b) and the Transportation and Community Facilities Map (9) should be used to guide the general pattern of development, the general location and design of both existing and new public streets, and the general location of new public parks, major sanitary sewer interceptors and lift stations. However, the precise location and timing of such features may vary, as judged appropriate by the Plan Commission and Common Council. However, in their consideration of land division issues, the Plan Commission and Common Council should *also* evaluate the specific timing of the land division request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Departures from the exact locations depicted on these Maps shall be resolved through the Land Division process for certified survey maps, conceptual plats, preliminary plats and final plats both within the City limits and the extra-territorial jurisdiction. Therefore, this *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process as deemed appropriate by the Plan Commission and Common Council on a case-by-case basis.

Official Mapping

Proposed land divisions, conditional uses, planned developments and public investments should be *generally consistent*, but not necessarily precisely consistent, with the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Common Council.

Specifically, the Transportation and Community Facilities Map (9) should be used to guide the general location and design of both existing and new public streets, and the general location of new public parks, major sanitary sewer interceptors and lift stations, as depicted on the Official Map. However, the precise location and timing of such features may vary, as judged appropriate by the Plan Commission and Common Council. However, in their consideration of official mapping issues, the Plan Commission and Common Council should *also* evaluate the specific timing of the development request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Departures from the exact locations depicted on these Maps shall be resolved

through the official mapping process both within the City limits and the extraterritorial jurisdiction. Therefore, this *Plan* allows for the timing and the refinement of the precise recommended public facilities through the official mapping process as deemed appropriate by the Plan Commission and Common Council on a case-by-case basis.

Public Investments

Proposed public investment decisions should *be guided* by the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Common Council.

Specifically, the Transportation and Community Facilities Map (9) should be used to guide the general location and design of both existing and new public streets, and the general location of new public parks, major sanitary sewer interceptors and lift stations. However, the timing and precise location of such features may vary, as judged appropriate by the Plan Commission and Common Council. However, in their consideration of public improvement issues, the Plan Commission and Common Council should *also* evaluate the specific timing of the public improvement request, its relationship to the nature of both existing and planned land uses, and the details of the proposed improvement. Departures from the exact and refined through the more detailed public improvement planning and design phases, both within the City limits and the extraterritorial jurisdiction. Therefore, this *Plan* allows for the timing and the refinement of the precise recommended public facilities as deemed appropriate by the Plan Commission and Common Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, should be *guided by* the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and Common Council.

Specifically, the recommendations of this *Plan* should be used to guide the City's position on intergovernmental matters. However, the provisions of intergovernmental decisions may vary, as judged appropriate by the Plan Commission and Common Council. However, in their consideration of intergovernmental issues, the Plan Commission and Common Council should *also* evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this *Plan* shall be resolved by the Common Council through the intergovernmental process. Therefore, this *Plan* allows for departures from the recommendations of this *Plan* as deemed appropriate by the Plan Commission and Common Council on a case-by-case basis.

2. Plan Monitoring

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. It should be used as the first "point of reference" when evaluating these projects, which are typically decided on a monthly basis. On January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

3. Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every year, and should be undertaken when judged by the Plan Commission and Common Council to be essential. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless. The Village of Cottage Grove uses an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner.

The State comprehensive planning law requires that the City use the same basic process to amend a Smart Growth comprehensive plan as it used to initially adopt the plan. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed. These procedures are provided in a sidebar in the Introduction section, and include the adoption of the public participation process resolution.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost-effective process, the City could consider establishing a single plan amendment consideration cycle every year or two between January and June. If modeled after the program in Cottage Grove, this approach would require that all proposed plan amendment requests be officially submitted to City prior to February 1 of each year. A full draft of the amendments would then be presented to the Plan Commission in March and April, with courtesy notices sent to the reviewing jurisdictions and agencies. The public hearing, and earliest potential action on the proposed amendments, would be scheduled for a joint meeting of the Plan Commission and Common Council in June. This annual process would also provide a coordinated timeline for Urban Service Area amendments, which would occur in the second half of each year.

The City should also amend its plan if warranted under any intergovernmental agreements reached with neighboring towns and City.

4. Plan Update

The State comprehensive planning law requires that a Smart Growth comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* before the year 2015 (i.e., ten years after 2005), at the latest. The City should continue to monitor any changes to the language or interpretations of the State law over the next several years.

C. PLAN IMPLEMENTATION RECOMMENDATIONS

Table 22 provides a detailed list and timeline of the major actions that the City should complete to implement this *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County and adjacent governments, and local property owners. The table has three different columns of information, described as follows:

- **Category:** The list of recommendations is divided into six different categories—loosely based on the different chapters of this *Plan*.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides a reference to the Chapter(s) of this *Plan* that relate most directly to recommendation. In most instances, the recommendation is described in greater detail.
- **Implementation Timeframe:** The third column responds to the new State comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2015.

It is the intent of this *Comprehensive Plan* that the following recommendations be interpreted and implemented as deemed appropriate by through the appropriate procedures and by the appropriate City decision making bodies as deemed appropriate at the time of their consideration.

Table 22: Implementation Strategies Timetable

Category	Recommendation	Reference	Implementation Timeframe
Detailed Planning	Prepare Detailed Neighborhood Development Plans for Planned Mixed Use and Planned Neighborhood areas.	Chapters Three & Seven	As needed
	Prepare a statutory Redevelopment Plan and implementation strategy for redevelopment areas located between the Downtown and the Yahara River.	Chapters Three & Seven	2006 - 2010
	Update the City’s Outdoor Recreation Plan , responding to advice in this <i>Comprehensive Plan</i> , including exploration of a park improvement fee.	Chapter Five	<u>2007-2008</u>
Ordinances	Consider changes to the Zoning Ordinance to: <ul style="list-style-type: none"> ▪ Adopt a modified set of Zoning Districts that provide for better control of community character, and which related directly to the land use categories used in this <i>Plan</i>. Include a Traditional Neighborhood Development ordinance as required by State Statutes. ▪ Incorporate more detailed standards for exterior building materials, landscaping, signage, and lighting for multiple family, commercial, and industrial projects. ▪ Consider establishing overlay zoning standards for upland natural resource areas such as woodlands, drainageways and steep slopes. ▪ Adopt “anti-monotony” housing requirements. ▪ Explore opportunities to streamline development approval processes. ▪ Consider a comprehensive amendment to the Zoning Map to fully benefit from the new zoning districts. 	Chapters Two, Three, Six, Seven	2006 - 2010
	Consider amendments to the Subdivision Ordinance to implement recommendations of this <i>Plan</i> and align with adopted zoning ordinance changes and to include more detailed rule for extraterritorial development – following recent court rulings.	Chapters Two, Three, Six	2008-2010
	Update the Official Map to reflect the roadway, bikeway, pedestrian, greenway and potential transit facility recommendations of this <i>Plan</i> .	Chapters Four and Five	2006-2007
Agricultural, Natural, and Cultural Resources	Adopt natural resource overlay zoning districts to protect sensitive upland resources (see above, under Zoning Ordinance amendments).	Chapter Two	2006-2010
	Work with adjacent Towns and Dane County to strictly limit development within the Extraterritorial Jurisdiction that is non-farm or agribusiness related.	Chapter Two	2005 and on-going

Category	Recommendation	Reference	Implementation Timeframe
Land Use	Implement land use recommendations of this <i>Comprehensive Plan</i> .	Chapters Three and Seven	2005 and on-going
	Implement the land use recommendations of the more detailed plans advised above and intergovernmental agreements advised below.	Chapters Three and Eight	2005 and on-going
Transportation and Community Facilities	Work with WisDOT, Dane County, and surrounding Towns on the on-going USH 51 Study and resulting capacity and safety improvements .	Chapter Four	2005-2020
	Work with Madison Metro to study extending regular bus service into Stoughton.	Chapter Four	2008-2010
	Monitor progress of Dane County's regional commuter rail initiative and continue to explore the feasibility of siting a transit terminal/rail station in the downtown area.	Chapter Four	2005 - 2014
	Conduct a more detailed planning study to evaluate costs and feasibility of constructing a community pool .	Chapter Five	2006-2007
	Work with the School District to evaluate long term facility and siting needs.	Chapter Five	2005 and on-going
	Conduct a space needs study for the library between 2006 and 2010, with anticipated library expansion to occur between 2010 and 2015.	<u>Chapter Five</u>	<u>2006-2015</u>
	Work with WisDNR and Dane County on possible regional bike path to connect with central Dane County to the north, and the Ice Age Trail corridor to the south and/or west.	Chapters Four and Five	2008-2010
Housing & Economic Development	Conduct inventory of all vacant, developable lots in the City.	Chapters Three and Six	2005
	Create a Tax Increment Financing (TIF) district for the Downtown redevelopment area(s).	Chapters Three and Eight	2006 – 2010
Intergovernmental Cooperation	Pursue an intergovernmental agreement with the Town of Dunn.	Chapters Three and Eight	2005-2010
	Pursue an intergovernmental agreement with the Town of Dunkirk.	Chapters Three and Eight	2005-2010
	Extend intergovernmental agreements with the Towns of Rutland and Pleasant Springs.	Chapter Eight	2007-2010
Plan Monitoring	Monitor the pace and mix of development activity and the City's performance against this <i>Comprehensive Plan</i> , and consider fine-tuning amendments as appropriate.	Chapter Nine	Annual review process
	Update this Comprehensive Plan.	Chapter Nine	2013-2015

APPENDIX A: LINNERRUD DETAILED NEIGHBORHOOD PLAN

APPENDIX B: 51-138 WESTSIDE DETAILED NEIGHBORHOOD PLAN