DRAFT #1

Comprehensive Plan

CITY OF STOUGHTON

11-17-2016

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AMENDMENTS

This Plan was originally adopted on _____.

This Plan was subsequently amended on:

- _____
- _____

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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.

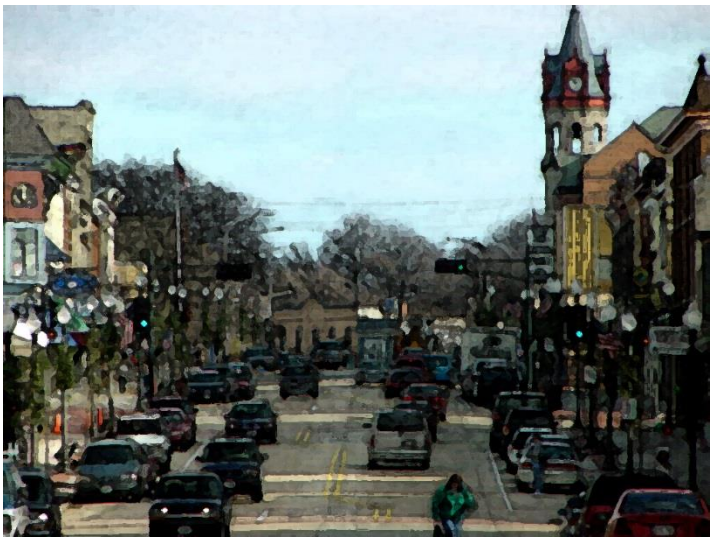
As a long range comprehensive planning tool concerned with a wide variety of environmental, economic, and social factors, this *Plan* examines and provides recommendations for areas both within the City's corporate limits and beyond, within the City's extraterritorial jurisdiction.

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 into 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 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 southeast 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 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 since 1970. The City experienced its most rapid rate of population growth during the 1990s, during which the population increased by 40.6 percent. While the City has continued to grow, the rate of growth has slowed significantly over the past decade. According to U.S. Census data, the City grew from 12,354 residents in 2000 to 12,611 residents in 2010, which represents a 2.1 percent increase (see Table 1). This growth increase compares to 23 percent for Oregon, 35 percent for Waunakee, 22 percent for McFarland, and 6 percent for Fort Atkinson. The Town of Dunkirk lost 5.3 percent of its population during the 2000s. Dane County as a whole grew by nearly 15 percent during the past decade. The City's estimated 2014 population is 12,886.

Table 1: Population Trends

	1970	1980	1990	2000	2010	2000-2010 Population Change	2000-2010 Percent Change
City of Stoughton	**6,096**	**7,589**	**8,786**	**12,354**	**12,611**	+ 257	2.1%
Village of Oregon	2,553	3,876	4,519	7,514	9,231	+1,717	22.9%
Village of Waunakee	2,181	3,866	5,897	8,995	12,097	+3,102	34.5%
Village of McFarland	2,386	3,783	5,232	6,416	7,808	+1,392	21.7%
City of Fort Atkinson	9,164	9,785	10,213	11,621	12,368	+ 747	6.4%
Town of Dunkirk	2,139	2,098	2,121	2,053	1,945	- 108	-5.3%
Dane County	290,272	323,545	367,085	426,526	489,013	+ 62,487	14.7%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	5,686,986	+ 323,271	6.0%

Source: U.S. Census of Population and Housing, 1970 – 2010

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 2013) shows a population of 13,970 residents by the year 2035. 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 0.54 percent.

For the purpose of this *Plan*, Vandewalle & Associates prepared 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 Wisconsin Department of Administration projections.

- From 1970 to 2010, the City grew by an average rate of 1.88 percent each year. If this historic 40-year growth rate continues, the City's population would grow to 20,097 residents by 2035.

- From 1990 to 2010, the City grew by an average rate of 1.92 percent each year. If this historic 20-year growth rate continues, the City's population would grow to 20,290 residents by 2035.
- From 1990 to 2010, the "first tier metro" communities around the Madison area (generally equivalent to Stoughton's location in the region) grew by an average rate of 3.42 percent each year. If Stoughton was to follow this trend, the population would grow to 29,198 residents by 2035.

The above population projections vary widely – with the resulting 2035 projected populations ranging between 13,970 and 29,198. To account for this variation, this *Plan* examined the use of a blended growth rate of 1.23 percent—resulting in about 17,120 residents by 2035. This rate represents a mid-point between the WisDOA projections and the actual 20-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.

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

	2010 Census	2015	2020	2025	2030	2035
Wisconsin Department of Administration[1]	12,611	12,740	13,130	13,490	13,800	13,970
1970-2010 Historic Growth Rate Trend[2]	12,611	13,843	15,195	16,679	18,308	20,097
1990-2010 Historic Growth Rate Trend[3]	12,611	13,869	15,253	16,775	18,449	20,290
First Tier Metro Historic Growth Rate Trend[4]	12,611	14,917	17,644	20,869	24,685	29,198
Blended Projected Growth Rate[5]	12,611	13,406	14,251	15,150	16,105	17,120

[1] Source: Official Municipal Population Projections, 2010 – 2040 (2013). (Equivalent to an annual growth rate of 0.54%, compounded annually.)
[2] Source: Vandewalle & Associates, based on 1970 to 2010 average annual growth rate (1.88%) compounded annually.
[3] Source Vandewalle & Associates, based on 1990 to 2010 average annual growth rate (1.92%) compounded annually.
[4] Source: Vandewalle & Associates, based on 1990 to 2010 average annual growth rate (3.42%) for the "First Tier Metro" communities of Cottage Grove, DeForest, McFarland, Oregon, Stoughton, Sun Prairie, Verona, and Waunakee, compounded annually.
[5] Source: Vandewalle & Associates, based on the average of the WISDOA and 20-year growth rate (1.23%).

B. DEMOGRAPHIC TRENDS

Table 3 shows trends in the City's age and sex distribution from 2000 to 2010 and compares these trends with Dane County and the state as a whole. In 2010, the City's median age was higher than that of both the county and the state. Following nationwide trends, the Stoughton's median age has continued to increase over the past several decades. In 1980, the City had a median age of 31.4, in 1990 it was 33.6, and by 2000 it was 35.2. By 2010, there was a marked increase to 39.2. 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.

Between 2000 and 2010, the overall percentage of residents under age 18 decreased, but this percentages continues to be higher than that of the county and state, which has implications for school facility planning. Declining household size and millennials delay or forego having children will continue to factor into Stoughton's future housing needs. Stoughton also had a higher percentage of its residents aged 65 and older than the county or State, a figure which has remained steady over the past decade.

Females accounted for about 53 percent of Stoughton's population in 2000 and 2010. This compares to 50.5 percent for the county and 50.4 percent for Wisconsin. The racial composition of Stoughton in 2010 was 95.1

percent white, 1.4 percent black, 1.3 percent Asian, and 0.2 percent American Indian. Additionally, 1.8 percent of the population identified as Hispanic or Latino.

Table 3: Demographic Characteristics, 2000-2010

	City of Stoughton		Dane County		State of Wisconsin	
	2000	2010	2000	2010	2000	2010
Median Age	35.2	39.2	33.2	34.4	36	38.5
% Under 18	28.3	25.1	22.6	21.7	25.5	23.6
% Over 65	14.3	14.6	9.3	10.3	13.1	13.7
% Female	52.8	52.8	50.5	50.5	50.6	50.4

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

C. Household Trends and Forecasts

Selected household characteristics in 2010 for the City of Stoughton as compared with surrounding towns, the county, and the State are shown on Table 4. The City's average household size was lower than most surrounding communities, but higher than Dane County, which has an especially low average household size. Consistent with national trends, 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. In 2010, average household size has averaged only 2.41 persons per households. The percent of households occupied by a single resident in the City was higher than most surrounding communities, but still lower than the percent for Dane County as a whole.

The accelerated rate of decline in the City's average household size since 1980 is projected to continue over the next twenty years. The Department of Administration projects that the average household size for Stoughton will be 2.27 by 2035. 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 (23.5 percent) is higher than many of the surrounding communities and Dane County, but it is lower than that of the City of Fort Atkinson and about the same as Wisconsin as a whole.

Table 4: Household Characteristic Comparisons, 2010

	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	5,419	3,200	3,775	4,483	5,429	811	216,022	2,624,358
Total Households	5,133	3,079	3,589	4,344	5,125	785	203,750	2,279,768
Average Household Size	2.41	2.54	2.55	2.76	2.36	2.48	2.33	2.43
% Single-person household	29.4	21.9	23.8	19.5	30.2	21.0	30.5	28.2
% With individuals 65 years and older	23.5	18.9	17.1	18.7	25.1	24.1	17.6	24.0

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

D. Employment Trends and Forecasts

According to the 2010-2014 American Community Survey, about 67.6 percent of Stoughton's total potential labor force (age 16 and older) was employed in 2014. In 2000, about 72 percent of the City's total labor force was employed. The median household income in Stoughton $57,813. Income information from the 2000

Census showed that Stoughton's median household income was $47,633. About 91 percent of Stoughton's population age 25 and older have attained a high school level education, and about 37 percent of this same population have attained a college education in 2014. Approximately 6.3 percent of families in Stoughton were living in poverty, equaling 8.7 percent of total City residents. The number of families in poverty with a female householder and no husband present was 28.2 percent. 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. The list below includes the major employers in Stoughton with the approximate number of full-time employees, as of 2016:

- Stoughton Trailers LLC: 890 employees
- Stoughton Area School District: 402 employees
- Cummins Filtration: 285 employees
- Stoughton Hospital: 265 employees
- Skaalen Retirement Services: 240 employees
- B&G Foods (Ortega): 204 employees
- Uniroyal Global: 180 employees
- City of Stoughton: 130 employees
- Nelson Global: 87 employees
- Zalk Josephs Fabricators: 75 employees

According to 2010-2014 American Community Survey data, the single largest employment sector for Stoughton residents was education, health, and social services, employing over 30 percent of the labor force. Manufacturing was the second largest employment sector, employing 12 percent. The percentage of the City's labor force employed by sector in 2014 is shown below in Table 5.

Table 5: Employment Industries, 2014

Industry	Percentage of Labor Force
Educational services, and health care and social assistance	30.1%
Manufacturing	12.0%
Retail trade	10.7%
Professional, scientific, and management, and administrative and waste	8.8%
Construction	7.0%
Finance and insurance, and real estate and rental and leasing	6.6%
Arts, entertainment, and recreation, and accommodation and food services	5.9%
Public administration	5.6%
Transportation and warehousing, and utilities	3.9%
Other services, except public administration	3.8%
Wholesale trade	3.0%
Information	2.5%
Agriculture, forestry, fishing and hunting, and mining	0.3%

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

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 7.6 percent from 2011

to the first quarter of 2016. With 41 percent growth, jobs in the Information sector grew the most, from 11,451 jobs in 2011 to 16,154 jobs in 2016. Dane County also experienced significant growth in jobs related to the Professional & Business Services (22.6 percent), Construction (21.6 percent), and Leisure & Hospitality (12.9 percent) sectors. Total number of jobs related to the Manufacturing sector decreased by 0.7 percent since 2011, or by 165 jobs.

Forecasting employment growth for the City of Stoughton is difficult because of the community's comparatively small labor force. The Department of Workforce Development provides employment forecasts by industry on a regional level. Their 2012-2022 projections show total employment in the South Central Region (Dane, Columbia, Dodge, Jefferson, Marquette and Sauk Counties) increasing by 11.2 percent from 2012 to 2022, or just over 1 percent per year. The Construction sector is expected to have the highest total growth rate during this ten-year period, with over 24 percent growth projected. Jobs in the Professional & Business Services sector are projected to experience growth of over 20 percent during this time period, and Education & Health Services is expected to grow by more than 15 percent.

E. Key Planning Issues and Opportunities

To guide the planning process, the Plan Commission 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. 2016 Community Survey

To gather general perceptions from local residents on the City and its future growth, a postcard containing a link to an online survey was sent to all City addresses (approximately 5,720) in September of 2016. The online survey included questions to gather information on local attitudes on existing conditions in Stoughton and opinions on how the community should grow in the future. A total of 583 completed surveys were completed, representing a response rate of over 10 percent. Each survey included questions requesting basic demographic data from the respondent:

- Nearly 89 percent of responding households lived in the City of Stoughton.
- Nearly 90 percent of all responding households owned their own home, while over nine percent rented their home or apartment. According to the 2010-2014 American Community Survey, the City's ratio of owners to renters is 66 percent owner-occupied to 34 percent renter-occupied.
- More than half (61 percent) of all respondents have resided in Stoughton for at least 10 years, and 38 percent have lived in Stoughton more than 20 years.
- Approximately 19 percent of respondents were born and raised in Stoughton. Most respondents (53 percent) did not grow up in Stoughton, but grew up somewhere else in Wisconsin. Over 27 percent grew up outside of Wisconsin.
- Approximately 47 percent of respondents were over 50 years old. (For comparison, the 2010-2014 American Community Survey reports that approximately 44 percent of the City's total adult population is over 50). Roughly eight percent of the respondents were age 18 to 29, and three percent were older than 75.
- Eleven percent of respondents indicated that they own a business in Stoughton, and nearly 26 percent indicated that they work in Stoughton.

The respondent population appears to be generally representative of the age of Stoughton's actual population and somewhat over-represented by residents who own their home. The following is a summary of the survey results:

- **Top Priorities**: When asked to select the top three issues that the City should prioritize in the next five years, the issues that received the highest ratings included improving the school system, attracting new business and retail development, and redeveloping vacant downtown buildings. When asked to write in other priorities, many suggested developing a splash pad, establishing regional transit to Madison, redeveloping the riverfront, and road repairs.
- **Reason for Living in Stoughton**: Respondents were asked to rank the three most important reasons for choosing to live in Stoughton. The fact that Stoughton is "close to Madison" was ranked highest, with 49 percent of respondents listing this as one of their top three reasons. The second most popular choice (45 percent) was Stoughton's "small city atmosphere." "Affordable house or lot" (36 percent), "near relatives and friends" (34 percent), "near jobs' (30 percent), "good schools" (29 percent), and "self-contained, full-service city" (26 percent) were other common choices. Many respondents who selected the "Other" category said they live in Stoughton because they grew up there. Others indicated that Stoughton is a midpoint between places of employment. 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 encourage respondents to think about a future vision for Stoughton. Stoughton grew by 16 percent in the 1980s, 41 percent in the 1990s, two percent in the 2000s, and the City is on pace for a growth rate of 4 to 6 percent in the 2010s. One question asked respondents to select their desired future growth rate for Stoughton over the next decade. Most respondents indicated a desire to see modest growth in the City. Approximately 19 percent of the respondents preferred a growth rate of 20 percent over the next decade. About 28 percent of the respondents desired a 10 percent growth rate. About 25 percent selected a five percent growth rate, and about 14 percent preferred a two percent growth rate. Approximately 11 percent wished to see a 40 percent growth rate or higher. Overall, these results indicate a general desire for lower growth rates in Stoughton was experienced during the 1980s and 1990s, but higher rates of growth than was experienced in the 2000s. When asked to select from five choices their top vision for Stoughton, the most commonly chosen option was "a full-service city where all work, shopping, service, housing, healthcare, and educational needs can be met."
- **Community Services and Facilities**: Attitudes about community services were mainly positive. City residents were particularly satisfied with fire protection, police protection, trash collection, recycling services, and electrical service. Two services receiving a "poor" rating (more than 10 percent) was the City's street maintenance and brush/tree removal service. Respondents were asked more specific questions regarding their attitudes on park and recreational facilities. Of those who responded, opinions of community facilities and buildings were generally positive. However, over 20 percent rated the City's street department facility and the City's park and recreation facilities as "poor."
- **Housing**: Currently, the City's housing stock includes roughly 67 percent single family homes, 10 percent duplexes and townhomes, and 23 percent apartments and condos. When asked about the current housing supply, most respondents rated the supply of single family, duplexes and townhomes, or apartments and condos to be "good" or "fair." Over 23 percent of respondents indicated that the City needs more single family homes, while only 14 percent indicated a need for more duplexes and townhomes, and 16 percent indicated a need for more apartments or condos. When asked if they were to build or purchase a new home, what type of housing they would personally prefer, over 82 percent desired a single family home. Nearly 14 percent would prefer a condo, and over 11 percent would prefer an executive home on a large lot.

- **Location for New Housing**: Respondents were asked where in the region they would prefer to build a new home if the opportunity presented itself. More than half of the respondents (54 percent) indicated that they would build in the City, while another third (34 percent) indicated that they would build in a rural area near the City. Nearly 12 percent would build in another nearby city or village. Those indicating a preference to build in the City gave many reasons; the most common reasons included walkability; availability of utilities and services; and proximity to shops, schools, and services. Common reasons for preferring to build in a rural area near the City included lower property taxes, larger residential lot sizes, and a desire for country living. When asked where in the City they would like to see future residential development, respondents generally favored the northwest and southwest sides of the community, although there was not a strong consensus.
- **Economic Development**. Respondents were generally positive about Stoughton's economy, although many had concerns. When respondents were asked how they would describe Stoughton's economy, 19 percent described it either as "growing" or "healthy," 59 percent described it as "stable," and 22 percent described it as "declining." Most respondents were happy with the geographic distribution of commercial areas in the community. Over 44 percent of the respondents indicated that the existing business or shopping districts in Stoughton are "well distributed throughout the community," and 25 percent indicated that they are "appropriately centralized." Over 76 percent of respondents stated that Stoughton has an adequate highway network connecting it to Madison and other regional destinations. Less than 23 percent of respondents believed that Stoughton has adequate regional transit options.
- **Desired Types of New Commercial Development**: When asked to indicate their top three priorities for types of new non-residential development most desired in the community, 72 percent of the respondents included additional neighborhood commercial and office uses (for example, convenience stores, bakeries, hardware stores, doctor's offices, etc.) in their top three. About 59 percent selected technology services in their top three, and close to 45 percent indicated regional commercial uses such as Kohl's Shopko, Target, discount superstores, etc. When asked to list specific stores, offices, or industries, many respondents described a need for more restaurants, another grocery store, clothing stores, coffee shops, and specialty shops in the downtown. Specific stores that were repeatedly mentioned included Trader Joe's, Target, Starbucks, Kohl's, and Panera Bread. Many respondents emphasized a need for tech businesses and other businesses that provide good-paying jobs. There were numerous comments about Walmart, both positive and negative, and there were many differing opinions on whether the City should encourage big box retail development.
- **Redevelopment**: Residents were asked to weigh in on new uses for two key redevelopment sites in the City. Respondents were asked to identify their top three uses, so totals for all uses will exceed 100 percent. When asked about a site between South Fourth Street and Eighth Street (the MillFab site on the Yahara River), nearly 58 percent of respondents included a "public park, open space, or pedestrian plaza" in their top three uses. Other top responses included "mixed use buildings up to 4 stories" (47 percent) and "neighborhood commercial and office uses" (43 percent). A considerable number of respondents who selected the "Other" category stressed a need for a riverwalk and other public gathering spaces on the riverfront. Many others indicated they would like to see a restaurant on this site. When asked about a second site located at 314 W. Main Street (the former Marathon Station), the most commonly-selected responses included "neighborhood commercial and office uses" (60 percent); "mixed use buildings up to 4 stories" (37 percent), and "public park, open space, or pedestrian plaza" (32 percent). Many of those who selected the "Other" category emphasized a need for a smaller-scale building that would fit in with the surrounding neighborhood.
- **Transportation**: About 86 percent of respondents believe that the City is walkable and safe for pedestrians. When asked to describe opportunities for improvement, many respondents cited a

need for speed enforcement on Main Street and Page Street, a lack of vehicles that will stop for pedestrians in crosswalks, concerns that new businesses in Kettle Park West will not be walkable enough, and gaps in the sidewalk network. There were also numerous positive comments about blinking pedestrian crossing installed on Page Street. About 69 percent of respondents believe that the City is bikeable and safe for bicyclists. When asked to describe opportunities for improvement, many respondents cited a need for more bike lanes in the downtown and throughout the City, concerns about safety on USH 51, and the need for both driver and bicyclist education about the rules of the road.

- **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. There was strong support for keeping the river clean, as four of the five options were supported by a majority of the respondents. The most common strategies selected were "cleaning the streets more frequently to reduce the amount of garbage and debris running into the river" and "encouraging the City of Stoughton to acquire more riverfront property for parkland." These options were tied with 70 percent support. The least-selected strategy was "having narrower streets with less pavement, therefore reducing stormwater runoff into the river," which was supported by about 34 percent of respondents.
- **Parks and Recreation**: Residents were asked to indicate which of the following types of park and recreational facilities are currently needed to serve City of Stoughton residents. Respondents were asked to choose their top three park facilities, so totals for all options will exceed 100 percent. The most commonly-selected option was public river access for passive activities (e.g., river views, walking trails, riverside seating, outdoor dining, and music performance spaces), with over 47 percent of respondents selecting this option. Other top choices included natural areas such as nature trails, wildlife viewing areas, interpretive centers (40 percent); bicycle and pedestrian facilities (36 percent); and passive community parks (35 percent). Many of those who selected the "Other" category stated a desire for an indoor public pool.

2. 2016 Visioning Workshop

The City held a Visioning Workshop on October 20, 2016. The purpose of this workshop was to identify a shared future vision for the City, and to identify Stoughton's opportunities and challenges for future growth and development. Approximately 44 people attended the workshop. 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. They were also asked to map opportunities and help the City identify priorities for taking action in the next ten years. Some common responses included:

- **What Residents Value Most about Stoughton**: historic character, proximity to Madison, farmers' market, safety, hospital/medical services, full service/independent community, small town feel, green spaces, volunteerism/caring community members, and downtown arts and entertainment
- **Stoughton's Threats**: lack of growth, aging population/few young families, crime/drug use, big box development/loss of small town identity, and local/state government infighting, cuts to services
- **Stoughton's Challenges**: growth in number of families, schools, and jobs; affordable/low-income housing availability
- **Stoughton's Trends**: uptick in recreation/leisure activities, smaller families/aging population
- **Stoughton's Opportunities**: downtown growth, small business opportunities, MillFab property, potential to attract tech/manufacturing jobs, and riverfront redevelopment

- **Stoughton's Assets**: Stoughton Opera House, riverfront/water access, historic homes/historic value, downtown attractions and features, and community events

Following discussion and consensus on the issues summarized above, small groups were asked to identify areas in and around the City that they thought should be emphasized in the Comprehensive Plan. Each small group marked up a map of the City to indicate areas of concern or areas where opportunities exist. They were asked to identify new road connections, new bicycle/pedestrian facilities, infill and redevelopment sites, preservation areas, gathering places, and transportation issues. A summary of this input is as follows:

- Key **infill and redevelopment sites** included industrial uses on the riverfront (including the MillFab site), numerous locations on Main Street, the I-K-I Manufacturing site, the "old" Walmart site, Main Page Court, the rail corridor, and the former Marathon Station on Main Street.
- **Areas to be preserved** included the marshland, downtown and historic neighborhoods, 1892 building, the Yahara River, undeveloped areas on both sides of the river ,Viking County Park, and Mandt Park, Veterans Park. Most individuals wanted to see the Linnerud property developed for residential and/or commercial uses, but some attendees indicated a desire to see the area preserved as an undeveloped natural area.
- Key **gathering places** included the downtown and Main Street, Mandt Park, Veterans Park, and River Bluff Middle School. Future gathering places were suggested for the Riverfront/MillFab site, Kettle Park West, the Linnerud property, and in the City's growth area to the south.
- **Transportation issues** were identified at many of the USH 51/Main Street intersections including Roby Street, STH 138, and Hoel Street. Numerous attendees identified the intersection of USH 51 and STH 138 as an area of concern. Roads widening or safety improvements were suggested for USH 51 and for STH 138, especially north and west of City. New roads were suggested within Kettle Park West, north of the Northside Business Park, and in new growth areas east of the City.
- **Bicycle lanes** were recommended on STH 138 and on City streets, including Van Buren Street, King's Lynn Road, Jackson Street, Roby Street, Page Street, and South Street. Bicycle facilities were also recommended for the rail corridor and in future City growth areas. There was strong support for **off-street trails** along one or both sides of the Yahara River. Loops trails were often recommended as opposed to straight "out-and-back" trails.

Participants were also asked to identify locations that would be appropriate for new residential, commercial, or industrial development. A summary of this input is as follows. Most attendees planned for growth beyond the City's existing boundaries, but one table did not desire to City grow geographically, expressing a desire for *only* infill and redevelopment.

- New **residential development** was recommended on infill or redevelopment sites along the riverfront (including the MillFab site), in Kettle Park West, and on the Linnerud property. Looking to the periphery of the City, there was support for new residential southwest of the current City limits (south of Kettle Park West), but there were also recommendations for residential development in areas north, south, east, and west of the City, with no clear consensus.
- New **commercial development** was recommended on infill or redevelopment sites along the riverfront (including the MillFab site), at the Linnerud property, downtown, in Kettle Park West, and at the intersection of Van Buren and Milwaukee Streets. Commercial development was also recommended in many locations along USH 51, and where major highway intersect, e.g. where USH 51 meets CTH N, where USH 51 meets CTH B, and where CTH B meets CTH N.

- There was strong consensus that new **industrial development** should be located in the Northside Business Park, in the existing industrial area on the southeast side of the City, and in expansion areas immediately to south and east to the existing southeast industrial area. Two groups did not plan for any additional industrial uses in the City.

Finally, participants were asked to share their top priorities for the City to address over the next decade. The group developed a list of priorities, and then each person was provided five sticky dots to place next to their preferred priorities. Participants could place as many dots as they would like next to any given priority. The top priorities included attracting jobs for the "new economy," pursuing sustainable growth, expanding redevelopment, developing more bicycle/pedestrian trails, and preserving historic character.

3. 2016 Draft Plan Open House

To be completed following the open house.

4. 2017 Public Hearing

To be completed following the public hearing.

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 dominant 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 the adjacent 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 2006, Rutland in 2007, Dunn in 2016, and Pleasant Springs in 2006. 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.

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.

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. As of 2016, the Town has used these funds to purchase development rights from 31 landowners and protect over 3,173 acres of land (or 17.5 percent of the Town area) 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.

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 such as 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.

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.

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.

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.

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

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.

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 predominate 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 "nat-

ural edge" for a community. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area's rural agricultural character in terms of color, material, or style.

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 cleanup 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.

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.

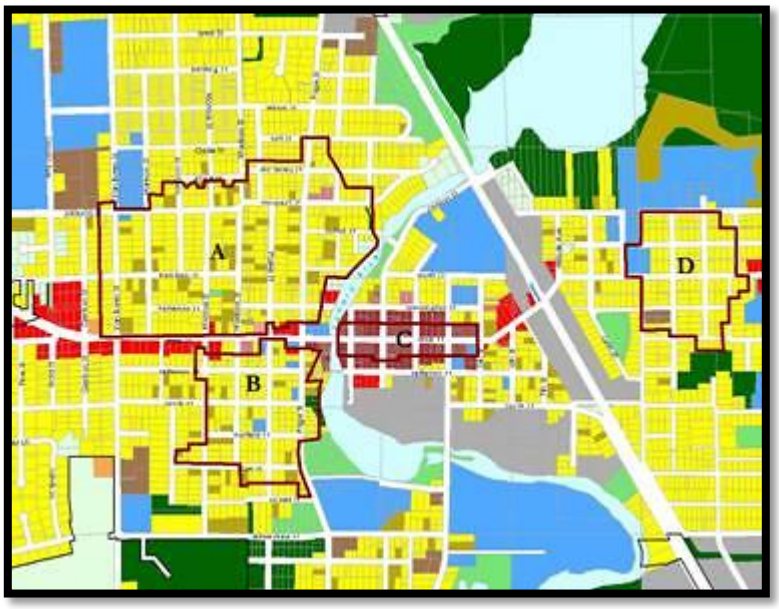
1. Historic Resources

Like many pioneer settlements in southern Wisconsin, Stoughton has grown from a succession of uses: beginning as an early mill town, growing to a railroad and agricultural trade center, and eventually evolving into 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 2014, approximately 23 percent of Stoughton's residents reported Norwegian ancestry (German was the most common ancestry reported with nearly 40 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 Historic Preservation Officer and the U.S. Department of the Interior. Municipalities designated as CLGs must demonstrate the following: enforce appropriate local ordinances for the designation and protection of historic properties; establish a qualified historic preservation commission by local ordinance; maintain a system for the survey and inventory of historic properties; and provide 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 Wisconsin 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 over 1,300 documented structures in the City of Stoughton.

2. Archeological Resources

According to the Wisconsin Historic Society, there are at least 62 archaeological sites and cemeteries identified in the Stoughton planning area. 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 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 Historic Preservation Tax Credit 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 these properties can claim an additional 5 percent Wisconsin Historic Preservation Tax Credit 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 Historic Preservation Tax Credit for the rehabilitation of owner-occupied homes and 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 Wisconsin Historical Society

must certify that the work is compatible with the historic character of the building. All applications must be made to the Wisconsin Historical Society's Division of Historic Preservation, where required forms and additional information can be obtained. Finally, the Wisconsin Historical Society maintains a list of other public and private funding sources for historic preservation projects.

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 Wisconsin 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. Beginning with the completed existing land use inventory conducted in 2002, City staff and the City's consultant developed an updated inventory of existing land uses in 2016 using data from Dane County, aerial photography, and spot field checks. City officials 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. With this purpose in mind, Map 3 divides existing land uses in the City of Stoughton into several categories. These categories include:

- **Agriculture/Rural/Vacant**: agricultural uses, farmsteads, open lands, vacant parcels and single family residential development with densities at or below 1 dwelling per 35 acres;
- **Unsewered Residential**: single family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- **Single Family Residential**: sewered single family residential development at densities up to 4 dwelling units per acre;
- **One and Two Family Residential**: detached single family, two family, and attached single family residential development (townhomes), generally at densities up to 8 dwelling units per acre;
- **Multi-Family Residential**: a variety of residential units at densities averaging 8 dwelling units per acre;
- **Central Business**: 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;
- **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;

- **Heavy Industrial**: indoor and outdoor industrial land uses and outdoor storage areas, with limited landscaping;
- **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 located within other land use categories);
- **Recreation or 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 over 1,031 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. This is relatively compact for Dane County – surpassed only by 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 a traditional grid pattern of rectangular blocks with individual lots fronting parallel streets, a street design pattern that 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 *Unsewered 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 2,581 people.

The City's *One and Two Family Residential* development includes renovated flats in older homes around the downtown area, and newer duplex development built near the City's edges. *Multi-Family Residential* development, 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 147 acres in Stoughton used for commercial or office development. This includes the downtown area, shown as *Central Business* 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.

Commercial development under construction along USH 51.

Older *Planned 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). Many of these newer projects meet the goals of the *Planned Business* category, including more landscaping, higher quality 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.

3. Industrial Development

Stoughton has three main industrial/business park areas, totaling 291 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 and Heavy 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	849	22%
Unsewered Residential	13	<1%
Single Family Residential	856	22%
One and Two Family Residential	90	2%
Multi-Family Residential	73	2%
Central Business	12	<1%
Planned Office	3	<1%
Neighborhood Office	115	3%
Planned Business	2	<1%
Neighborhood Business	849	22%
Planned Industrial	61	2%
General Industrial	19	<1%
Heavy Industrial	211	5%
Landfill/Extraction	118	3%
Institutional	314	8%
Recreation or Public Open Space	200	5%
Stormwater Management	192	5%
TOTAL	3,877	---
Right-of-Way	198	5%
Surface Water	537	14%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2016

Map 3: Existing Land Use Map

Map 4: Historic Growth Areas Map

5. 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.

6. Land Use Projections

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for proposed future demand for future residential, commercial, industrial, and agricultural land uses. For the purposes of this *Plan*, population projections over the next 20 years are based on the based on a growth rate based on an average of the WISDOA and 20-year growth rate (1.23 percent per year), depicted in Table 2. (This is referred to as the Blended Projected Growth Rate.) These assumptions yield a projected land use demand associated with future City growth was projected using the following analysis:

1. **2014 to 2040 population change:** The City's 2040 population is projected to be 18,199, or an additional 4,956 people from 2014.
2. **Projected number of new households in 2040:** Based on an average household size of 2.36 people per household in 2014 which declines to 2.26 people per household in 2040, there is projected to be 2,441 additional households in the City between 2014 and 2040.
3. **Residential density:** Assumed at 5.5 dwelling units per acre, based on historic City density patterns.
4. **Non-residential development ratio:** It was assumed that the ratio of residential to non-residential development will be 59 percent residential to 41 percent non-residential.
5. **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into land use demand projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. The land use demand projection for this *Plan* was made with a 100 percent flexibility factor (i.e., total land area needs yielded from the previous steps were doubled).

   For many years, the City has planned for **more land** to provide for market inefficiencies, future flexibility, and long-term growth needs. For this reason, the Future Land Use Map that provides more than the projected amount of land acreage as projected as shown in Table 8.

Table 8: Land Use Projections through 2040

	2020	2025	2030	2035	2040	Total through 2040
Projected number of new residents	1,008	898	955	1,015	1,079	4,956
Projected number of new housing units	505	442	474	509	511	2,441
Total residential acreage demand	92	80	86	93	93	444
Total new non-residential acreage demand	64	56	60	65	65	310
Total preliminary acreage demand*	207	181	194	208	209	999
Total acreage demand including flexibility factor	413	362	388	417	418	1,997

*Sum of residential and non-residential acreage, plus an additional 32 percent to account for roads, sidewalks, parks, and other spaces not already accounted for.

Source: Vandewalle & Associates, based on Blended Projected Growth Rate (Refer to Table 2)

7. 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 Yahara 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 2016 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 2016 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; promote 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 respect's 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. In each new *Planned Neighborhood* development, encourage a majority of single family dwelling units with a balanced mix of duplex, two-flat, townhouse, apartment, and condo dwelling units.

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 cannot 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 basis, 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.
h. The City should amend its Neighborhood Business zoning district to reduce its minimum parking and minimum greenspace requirements.

4. Downtown Development Policies

a. 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.
b. The City encourages public-private partnership as a way to promote investment in the downtown area and to spur downtown revitalization.

C. Future 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 Future 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 Future 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 Future Land Use Map will develop during the next 20 years. Instead, the Future 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 Future Land Use Maps, included as Maps 6a, 6b, and 6c 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 2016 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: *One and Two Family Residential, Multi-Family Residential, Neighborhood Office, Neighborhood Business, Institutional,* and *Recreation or 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 majority of single family dwelling units with a balanced mix of duplex, two-flat, townhouse, apartment, and condo dwelling units.
- **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 2016 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 Business Area (Downtown Stoughton)

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 Business* designation (generally encompasses all parcels between the Yahara River and 5th Street, from Jefferson Street to Washington Street). The *Central Business* 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 Business* 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).

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. 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 cleanup 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 increase foot traffic and provide a "built-in" market for goods and services in the Downtown. The adaptive reuse 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.
- Continue to retain community facilities in the downtown area, including City Hall, library, and post office, while supporting events in 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.

The appropriate zoning districts to implement the *Central Business* future land use category include the Central Business (CB), Multi-Family Residential – 10 (MR-10), Multi-Family Residential – 24 (MR-24), Institutional (I), and Planned Development (PD).

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

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 units within the large parts of the City currently zoned Single Family Residential – 6 (SR-6). The SR-6 district allows such conversions upon approval of the City. Too many conversions in certain blocks may change neighborhood character.

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 2014 American Community Survey reports that over 20 percent 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.

The appropriate zoning districts to implement the *Single Family Residential* future land use category include all four of the City's Single Family Residential zoning districts (SR-3, SR-4, SR-5, and SR-6) and the Planned Development (PD) zoning district.

One and Two Family Residential Areas
The scattered areas of *One and Two Family Residential* uses within the City are proposed to remain intact. Future two family development is recommended to be sprinkled within single family residential areas. The appropriate zoning districts to implement the *One and Two Family Residential* future land use category include the Two Family Residential (TR-6) zoning district, all four of the Single Family Residential zoning districts (SR-3, SR-4, SR-5, and SR-6), and the Planned Development (PD) zoning district.

Multi-Family Residential Areas
Map 6a shows scattered areas of *Multi-Family 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. The appropriate zoning districts to implement the *Multi-Family Residential* future land use category include Multi-Family Residential – 10 (MR-10), Multi-Family Residential – 24 (MR-24), Two Family Residential (TR-6), all four of the Single Family Residential zoning districts (SR-3, SR-4, SR-5, and SR-6), and the Planned Development (PD) zoning district.

Neighborhood Business and Office Areas
Most small-scale business and office uses within the City are planned for the *Central Business* 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.

The appropriate zoning district to implement the *Neighborhood Business* future land use category is the Neighborhood Business (NB) zoning district. The appropriate zoning district to implement the *Neighborhood Office* future land use category is the Neighborhood Office (NO) zoning district. Both future land use categories could also be implemented with the Planned Development (PD) zoning district.

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.

The appropriate zoning district to implement the *Planned Business* future land use category is the Planned Business (PB) zoning district. This category could also be implemented with the Planned Development (PD) zoning district.

Planned Mixed Use Areas

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 redevelop the site on the east bank of the river, including the Uniroyal property and former MillFab 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 pedestrian and bicycle linkages to existing community parks and neighborhoods. This site is envisioned for a mix of retail, office, and higher density residential development. A detailed Redevelopment Plan for this area is currently underway, 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 cleanup activities before any development projects may begin. 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.

This *Plan* further recommends redevelopment along STH 138/US 51 between Silverado Drive and Gjertson Street. Currently this area is characterized by outdated retail centers, expansive parking lots, and several underutilized parcels. In the future, areas shown as *Planned Mixed Use* should be dedicated to mix of high-quality retail, office, light industrial, and higher-density residential development. The Wisconsin Department of Transportation is concerned about allowing additional access points on STH 138 on the west side of the City, and future development in this area should take that into account.

The appropriate zoning districts to implement the *Planned Mixed Use* future land use category include the Planned Development (PD) zoning district, or any of the zoning districts described in this *Plan* as appropriate to implement the *Multi-Family Residential, Recreation or Public Open Space, Institutional, Planned Business,* or *Planned Office* future land use categories.

Heavy, General, and Planned Industrial Areas

Existing *General Industrial* and *Heavy 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 façades 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 CTH 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.

The appropriate zoning district to implement the *Planned Industrial* future land use category is the Planned Industrial (PI) zoning district; the appropriate zoning district to implement the *General Industrial* future land use category is the General Industrial (GI) zoning district; the appropriate zoning district to implement the *Heavy Industrial* future land use category is the Heavy Industrial (HI) zoning district. All three future land use categories could be implemented through the Planned Development (PD) zoning district.

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. The appropriate zoning districts to implement the *Institutional* future land use category include the Institutional (I) zoning district or the Plan Development (PD) zoning district.

Map 6a, on the following page, provides land use pattern recommendations for the central portion of the planning 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 far east and far west sides. 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 the majority 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 and west 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 and west 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.

The appropriate zoning districts to implement the *Planned Neighborhood* future land use category include the Planned Development (PD) zoning district, or any of the zoning districts described in this *Plan* as appropriate to implement the *Single Family Residential, One and Two Family Residential, Multi-Family Residential, Parks and Open Space, Institutional, Neighborhood Business,* or *Neighborhood Office* future land use categories.

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 appropriate zoning districts to implement the *Planned Office* future land use category include Planned Office (PO) zoning district and the Planned Development (PD) zoning district.

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-6c show most of the planned peripheral development as *Planned Neighborhoods*. This concept, indicated by brown speckles and the multi-colored "pie symbols" on the maps encourages a mix of dominant detached *Single Family Residential* development with well-designed, limited components of *Two Family or Attached Single Family, Multi-Family Residential*, *Institutional*, *Recreation or 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:

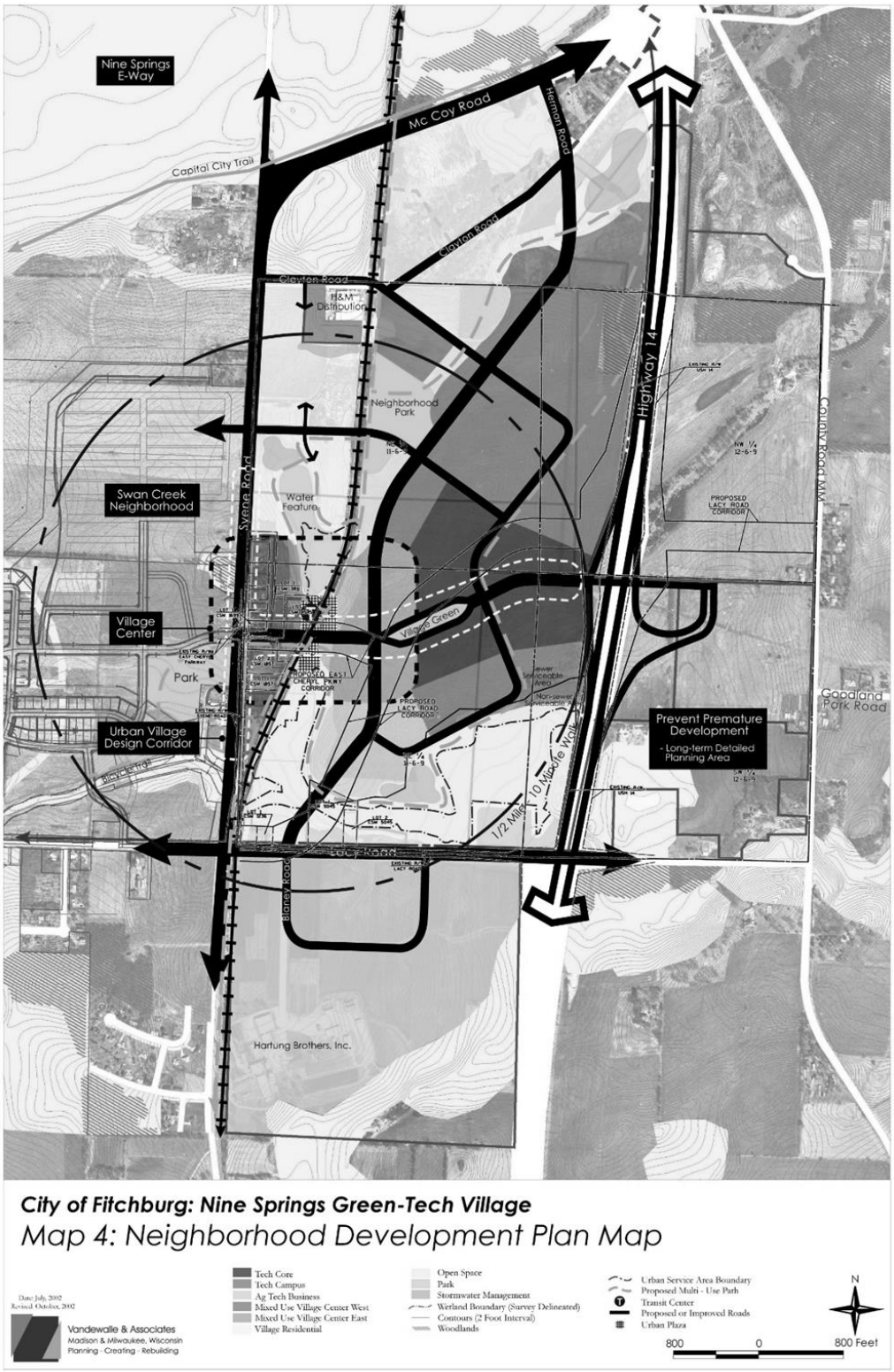
I. Analysis: A wide variety of site specific information must be collected about both existing and emerging conditions:
   A. Establish and confirm the full neighborhood design process, including the creation of an ad-hoc or blended oversight committee including and/or reporting to the Plan Commission 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 and 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.

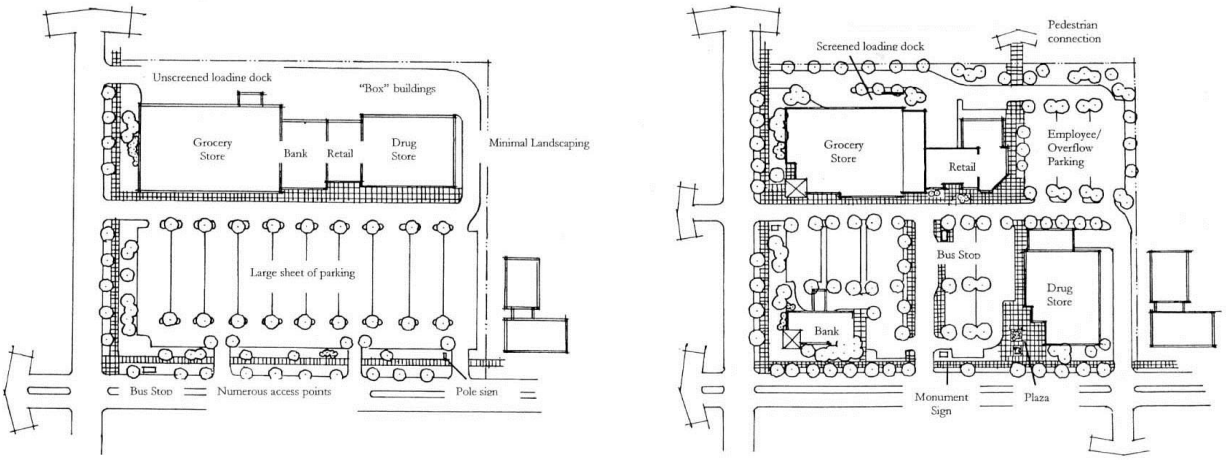
Figure 3: Sample Detailed Neighborhood Plan: Green Tech Village, Fitchburg, Wisconsin



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



Undesirable Design **Desirable Design**

The following areas are proposed as Planned Neighborhoods:

<u>South Planned Neighborhood</u>
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 *One and Two Family Residential* and *Multi-Family 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 2014 Comprehensive Park and Open Space Plan, this South

Planned Neighborhood should include an off-street trail along the mapped *Environmental Corridor* running through this area. This trail should be expanded into a greenway system by including 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 553 acres. As a *Planned Neighborhood*, it is planned for predominantly *Single Family* residential development. *Multi-Family 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.

Westside Planned Neighborhood

The Westside Planned Neighborhood is approximately 312 acres. As a *Planned Neighborhood*, it is planned for predominantly *Single Family* residential development, but *Multi-Family Residential* development is also appropriate, particularly for areas adjacent to *Planned Mixed Use* areas, Kettle Park West, or Gateway Business Park. *Multi-Family Residential* can buffer lower density *Single Family* areas from the higher level of activity anticipated in adjacent mixed use and nonresidential areas. The City should ensure that future development is coordinated to ensure a logical land use pattern and that transportation corridors are interconnected between this area and adjacent *Planned Mixed Use* areas.

There is a sizeable environmental corridor on the southern half of the Westside Planned Neighborhood. This area should be preserved as this neighborhood is platted and developed. Additionally the large pond along Starr School Road is a recommended location for a future community park. Smaller ponds on the west side of the *Planned Neighborhood* provide neighborhood-scale park or open space opportunities. All parks in this area should be connected to the off-street bicycle/pedestrian trail network.

Southeast Planned Neighborhood

The Southeast Planned Neighborhood is approximately 290 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 2014

Comprehensive 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 Skaalen Road. This 345-acre neighborhood is envisioned for a mix of *Single Family*, *One and Two Family Residential* and *Multi-Family 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 commercials 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 commercials 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, *Multi-Family Residential* and *One 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*, *Multi-Family Residential* and *One 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 Future 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 Future 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

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

One 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 largest recommended peripheral *Planned Mixed Use* area the **Westside Planned Mixed Use Corridor**, located along both sides of STH 138 west of the current municipal boundary. This 306-acre area should accommodate office, employment, and retail uses that will serve the *Planned Neighborhood* areas to the north and south. It should be planned as a logical continuation of the Kettle Park

West development, but with the additional potential for light industrial office development as appropriate. Access points on STH 138 be planned in coordination with the Wisconsin Department of Transportation.

East of the City, *Planned Mixed Use* is shown for areas north and south of US 51 between Race Track Road and Pleasant Hill Road. This 233-acre **Eastside Planned Mixed Use Corridor** represents a key economic development area to the east. Like its west side counterpart, this areas should area should accommodate office, employment, and retail uses that will serve the *Planned Neighborhood* areas to the north and south. There are sizeable environmental corridors throughout this *Planned Mixed Use* area. A small area plan may be required to further define how to best utilize this future development are while protecting and preserving valuable environmental features.

There are three *Planned Mixed Use* areas on the north side of the City. The first is the **Williams Drive Planned 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 recommended for the US 51/Rutland Dunn Townline Road intersection, 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 Future Land Use Map identifies small green areas between this area and the residential neighborhoods directly north and south. The second area is the **Northside Planned Mixed Use Area**, located at the northwest quadrant of Skaalen Road/CTH B and CTH N. Uses in this areas will be to be sensitive to existing rural residential development north of Skaalen Road. This could be accomplished with landscape buffers and/or by locating lower-intensity uses near the residential area. The third area is the **Northeast Side Mixed Use Area**, located at the southeast quadrant of Skaalen Road/CTH B and CTH N. While relatively free from environmental constraints, both the Northside and Northeast Side Planned Mixed Use Area areas are adjacent to large areas of public recreation/open space and the Yahara River, which affords them a unique setting and appealing vistas for future development. Both of these areas could accommodate senior housing, high quality multi-family, or retail/institutional development that serve adjacent *Planned Neighborhood* areas.

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.

South Industrial Park

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, 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-6c is approximately 500 acres.

Unsewered Residential Area

The *Plan* recommends that existing, unsewered residential development in areas outside the City limits but within the extraterritorial area remain. New *Unsewered 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/Vacant 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/Vacant	340	4%
Single Family Residential	1,104	14%
One and Two Family Residential	119	1%
Multi-Family Residential	91	1%
Planned Neighborhood	2,639	33%
Neighborhood Office	3	<1%
Planned Office	189	2%
Neighborhood Business	23	<1%
Planned Business	149	2%
Central Business	13	<1%
Planned Mixed Use	1,040	13%
Planned Industrial	191	2%
General Industrial	68	1%
Heavy Industrial	201	3%
Institutional	281	4%
Development Subtotal	*6,452*	
Recreation or Public Open Space	519	7%
Surface Water	237	3%
Right-of-Way	729	9%
TOTAL	**7,936**	

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 Future 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.

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

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

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

Industrial

Aging warehousing and industrial areas immediately south and southeast of the downtown are ripe for redevelopment. 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. The City's Redevelopment Authority (RDA) is playing a role in this effort by acquiring land as it becomes available. In 2016, the RDA purchase the MillFab site, a shuttered lumber processing company located on east bank of the Yahara River immediately south of the downtown. The property includes several buildings with little potential for adaptive reuse, and some environmental cleanup will be needed. This nearly six-acre site represents a major opportunity for the City, as the site is part of 16 total acres along the riverfront that are planned for redevelopment. Uses should be consistent with the City's 2009 Rail Corridor Neighborhood Plan. The preferred development concept detailed in that plan includes recommendations for light industrial development, commercial and commercial/ industrial flex space, live/work space and mixed use development, residential, historic structures, and public space and infrastructure.

Mixed use development featuring ground floor professional service, artisan workshop, gallery and commercial uses should be emphasized, with residential development on upper stories. Uses of moderate intensity (e.g., small scale multi-family and neighborhood-scale businesses) should buffer existing lower density residential uses from the more intense mixed use redevelopment. Throughout this area, development should capitalize on the strategic location between the downtown and the Yahara River. New bicycle and pedestrian trails or paths should connect the redeveloping area to the downtown. This connection would link the in the downtown and the riverfront – two primary activity centers in central Stoughton – and expand development opportunities in both areas. The trail could eventually link into the planned Lower Yahara River Trail, which heads north to McFarland. A small area planning process should be undertaken to form a cohesive vision for the entire district.

Residential

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. This area merits special attention due to the age of the housing stock and the condition of some properties. 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.

Commercial

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 Pick 'n Save 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 Walmart. 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 Velkomennen 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 Future 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 2003 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 appurtenances) 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 in-

vestments create a festive or civilized character which encourages repeat visits. The use and maintenance 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 though 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 6a: Future Land Use Map

Map 6b: Future Land Use Map

Map 6c: Future Land Use Map

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. County Highway (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 Road, 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, Sosuth Street, and Academy Street (CTH A).

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
- Local streets that provide access to individual properties

Traffic volumes in and around Stoughton have changed over the past 15 years. From 1999 to 2015, traffic volumes within the City along USH 51 have decreased modestly, declining by 11 percent near Fourth Street and by 23 percent near the railroad tracks. Volumes along USH 51 at the far west and east sides of the City have increased since 1999, growing by 9 percent where USH 51 runs north-south near Buckingham Road and by 33 percent on the east side at Race Track Road. Several local streets south of the downtown experienced traffic volume increases since 2009. East South Street,

South Fourth Street, East Milwaukee Street, and East Academy Street all experienced increases in volumes ranging from 18 to 33 percent. As of 2014, over 98 percent of Stoughton workers over age 16 had at least one vehicle available to them.

There are significant ongoing State highway projects and studies that impact the Stoughton area. WisDOT is currently studying the USH 51 corridor between McFarland and I-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. The USH 51 Environmental Assessment (EA) study is ongoing and will address corridor needs, including improving safety, pavement condition, traffic operations, and bicycle and pedestrian accommodations. In March 2016, it was determined that due to statewide funding limitations, the USH 51 project would not be funded for final design and construction in 2016, as originally planned. WisDOT now anticipates the USH 51 project will be funded for final design and construction in the fall of 2018.

WisDOT is also currently implementing the I-39/90 expansion project, which involves the reconstruction and expansion of 45 miles of I-39/90 corridor between the City of Madison and the Illinois state line. An Environmental Assessment completed in 2006 demonstrated that the roadway needed to be expanded in order to meet transportation demands in the coming years. The project began in 2015 and, as of this writing, is anticipated to be completed in 2023. The north segment of the project, nearest to Stoughton, involves reconstructing the interstate roadway and expanding the interstate from four lanes to six lanes. Interchanges to be reconstructed include USH 51/STH 73 (completed in 2015), USH 51, CTH N, and USH 12/18.

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 Stoughton Police Department staff, the most dangerous traffic locations in Stoughton tend to be uncontrolled intersections along USH 51 and STH 138. The following were identified as "problem" intersections: USH 51 at Roby Road, UHS 51 at CTH B, USH 51/STH 138 at Hoel Avenue, USH 51/STH 138 at King Street, and CTH N at CTH B.

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 greater density of elderly residents.

The most recent traffic counts (from 2009, 2012, and 2015) 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 2010-2014 American Community Survey estimates, approximately 4.4 percent of Stoughton workers walk to their place of employment and less than 1 percent commute by bicycle.

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 8 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 *2015 Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County* recommends bicycle facility improvements for the larger Stoughton area. Specifically, it recommends bicycle paths or lanes along USH 51, Page Street, and Lincoln Ave. The Plan also identifies a need for a connection into the City from Rutland-Dunn Town Line Road and a gap between East Milwaukee Street and West Milwaukee Street.

Dane County is in the process of developing the Lower Yahara River Trail, a multi-use regional trail that will connect the communities of McFarland and Stoughton to the Capital City Trail and the City of Madison. Construction of Phase 1, which connects the Capital City Trail to the Village of McFarland is underway as of this writing; it is expected to be completed in 2017. The connection to Stoughton will occur in Phase 3, which involves a connection from Lake Kegonsa Park via local roads and the existing path that runs from Viking County Park into the City. This 3-mile connection is expected to be constructed in 2026 or later.

The *2000 Bicycle Transpiration Plan for the Madison Urban Area and Dane County* recommended 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 the Lower Yahara River Trail as well as 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.

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. 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 *2035 Regional Transportation Plan for the Madison Metropolitan Area and Dane County* recommends establishing a 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:

2035 Regional Transportation Plan for Madison Metropolitan Area and Dane County

The *2035 Regional Transportation Plan* was adopted in 2012. It is a multi-modal system plan that provides an overall framework for transportation planning and investment decision making in the Madison Metropolitan Area and Dane County. It identifies transportation projects and actions to be implemented. The Plan recommends establishing a regional bus system that would connect Stoughton to downtown Madison and the UW campus.

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.

Draft 2017-2021 Madison Metropolitan Area and Dane County Transportation Improvement Program

The Transportation Improvement Program for the Madison Metropolitan Area and Dane County Area 2017-2021 (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming. The TIP identified two projects related to Stoughton: the Lower Yahara River Trail Extension and the replacement of rail crossing and warning devices at Main Street/USH 51. Reconstruction of the rail crossing is anticipated to be completed in 2017.

WisDOT US 51 Corridor Study (Stoughton-McFarland)

The purpose of the US 51 Corridor Study is to provide a safe and efficient transportation system in the USH 51 corridor to serve current and long-term future travel demand while minimizing disturbance to the environment. In 2004, WisDOT completed a Needs Assessment that showed there are several issues in the US 51 corridor such as poor visibility at curves and intersections, obstacles that are too close to the roadway, and lack of turning lanes. Other safety and congestion concerns have been identified such as dangerous left turns onto and off of the highway, limited ability to pass slower-moving vehicles, higher crash rates, and increasing congestion.

The study involves conducting an Environmental Assessment (EA) that included the evaluation of several alternatives to address corridor needs, including safety, pavement condition, traffic operations, and bicycle and pedestrian accommodations. One of the alternatives (Alternative B) involves a bypass of USH 51. WisDOT dismissed this alternative from further consideration because it has higher real estate and relocation impacts, significant environmental impacts, higher financial cost, and strong public opposition.

In 2015, Alternative H was identified as the preferred alternative for the EA. Alternative H would reconstruct the US 51 corridor on existing alignment from I-39/90 through Stoughton to Larson Beach Road in McFarland. Bicycle accommodations would be provided on roadway shoulders along the entire corridor, and pedestrian facilities would be provided in urban areas and in spot locations in

rural areas. A bicycle and pedestrian path would be provided from County B (east) to Skyline Drive, just west of the railroad. Additional details about Alternative H, as it related to the City of Stoughton, are provided below:

- *East of Stoughton (I-39/90 to Spring Road)*: Reconstruction of the approximate 5.5-mile, 2-lane rural section of US 51 east of Stoughton would include two 12-foot travel lanes, 10-foot shoulders with 6-foot paved for bicycle accommodations, and an eastbound passing lane between Washington Road and Tower Drive.
- *Through Stoughton (Spring Road to Hoel Avenue):* The existing 2-lane and 4-lane urban sections of US 51 through Stoughton would be reconstructed. Where the existing roadway is narrow in the downtown area (from Van Buren St.to Page St. and from Water St.to 6th St.), bikes would be rerouted from US 51 onto parallel local streets.
- *Along the west side of Stoughton (Hoel Avenue to County B (east)):* The approximate 1.5-mile section of US 51 from Hoel Avenue to County B (east) would be reconstructed to a 4-lane section:
    - From Hoel Avenue to Velkommen Way, the existing 2- and 4-lane roadway would be reconstructed to a uniform 4-lane urban section with a curbed median, a shared-use path on both sides, and on-street bicycle accommodations. The Roby Road intersection would be converted to a roundabout. The Hoel Avenue and WIS 138 (west) intersections are scheduled to be converted to roundabouts as separate projects prior to construction of Alternative H.
    - From Velkommen Way to County B (east), the existing 2-lane roadway would become a 4-lane "hybrid" section with a curbed median and rural 10-foot outside shoulders with 6-foot paved for bicycle accommodations. The County B (east) intersection would be converted to a roundabout.
- *Between Stoughton and McFarland (County B (east) to Exchange Street):* Reconstruction of the approximately 5.6-mile, 2-lane rural section of US 51 between County B (east) and Exchange Street would include two 12-foot travel lanes with a curbed median for most of the length, improved intersections with designated left- and right-turn lanes, 10-foot shoulders with 6-foot paved for bicycle accommodations, and improved roadway curves. The County B/AB and Exchange Street intersections would be converted to roundabouts.

As of 2016, WisDOT anticipated that Alternative H would be funded for final design and construction in the fall of 2018 and that construction could begin in the early to mid-2020s.

WisDOT recently approved the use of roundabouts at the closely-spaced intersections of STH 138 (west) and Hoel Avenue in the City of Stoughton. Construction of these roundabouts is anticipated to occur prior to Alternative H improvements, and will be a separate project from the EA study.

Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County
The 2015 Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County is intended to increase bicycling levels throughout Dane County and serve as a blueprint for continuing to improve bicycling conditions and safety. The Plan describes the economic, equity, health, and environmental benefits of bicycling; establishes plan vision, goals, and strategies; provides an analysis of existing bicycle facilities, conditions, and deficiencies throughout the region; and discusses equity and environmental justice issues. It also provides recommendations for education, encouragement, enforcement activities and activities related to engineering, planning, and end-of-trip facilities.

Dane County Parks, Recreation and Open Space Plan
The Dane County Parks, Recreation and Open Space Plan 2012-2017 identifies cultural, historical and natural resources that should be considered for protection, preservation or restoration. Updated

every five years, the vision of this 2012-2017 plan is to "connect people to the land and water resources of Dane County." The plan places a major emphasis on recommendations for new trails to connect existing and proposed parks, natural resource sites, and municipalities within the County. The Plan prioritizes the Lower Yahara River Trail project, which is a multiuse trail that would run between the Village of McFarland and the City of Stoughton. The overall goals of the plan are as follows:

- Provide sufficient parks and recreation areas to meet the needs of the residents of Dane County.
- Preserve for posterity the nature and diversity of the natural and cultural heritage of Dane County.
- Preserve large tracts of natural and agricultural rural landscapes at urban fringe areas that will provide regional resource protection and recreation benefits.
- Provide volunteer opportunities and stewardship education to county residents of all ages.
- Protect lakes, rivers and streams, including shorelines, wetlands, high infiltration areas and associated vegetative buffers to maintain high water quality, manage water quantity and sustain water-related recreation throughout Dane County.

Dane County Land Use and Transportation Plan

The *Dane County Comprehensive Plan* includes recommendations for a number of different components of the countywide transportation system designed to serve the County's development for the next 20 years. The plan includes recommendations for include transit, bicycle and pedestrian facilities, highways, transportation facilities for the disabled, railroads, air transportation, trucking and water transportation. One of the plan's objectives is to develop express commuter transit and vanpool services between the central Madison area and outlying villages and cities, including park and ride lots along major travel corridors and at transit system transfer points.

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.

Connections 2030 Statewide Long-Range Multimodal Transportation Plan

Connections 2030 links statewide transportation policy to implementation, planning, programming, and other Wisconsin Department of Transportation (WisDOT) activities. The plan calls for improved system integration for passengers and freight, as well as modernization to correct outdated infrastructure design and combine technological advancements with more traditional transportation infrastructure designs. The plan sets policy directions for the state trunk highway system, public transit, intercity travel, freight movement, bicycle and pedestrian travel, and funding, project scheduling and prioritization decisions.

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.

Wisconsin Pedestrian Plan 2020
In 2001, the State adopted the *Wisconsin Pedestrian Policy Plan*, which highlights the importance of walking and pedestrian facilities. This Plan is applicable for new developments in the City, provides recommendations for the addition of walking and pedestrian facilities in new development.

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 Future 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 Future 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 eight *Planned Neighborhood* growth areas identified on the Future 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

The City should carefully monitor and participate in the next phase of the US 51 Corridor 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 multiple 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 feet or 120 feet. 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 100-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 Eastside 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.
- An east-west commercial collector with a 100-foot right-of-way located south of, and parallel to STH 138, a westward extension of Milwaukee Street.
- 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 further 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 advo-

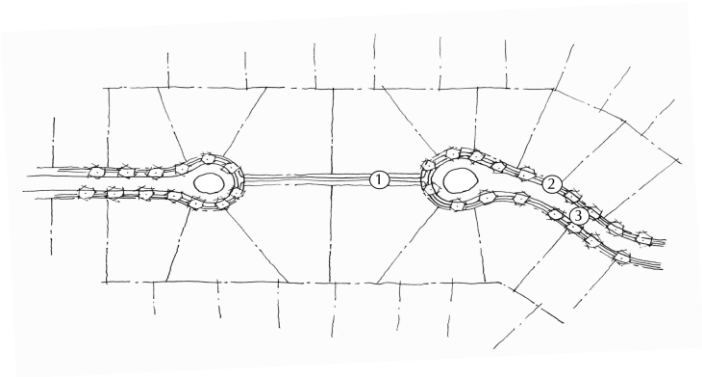
cated in "Traditional Neighborhood Development" design, also help minimize pedestrian/automobile conflicts and increase the sense of safety among pedestrians. Street widths found in recent designed neighborhoods in the Madison area range from 28 feet with two-sided parking to serve single family lots, 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.

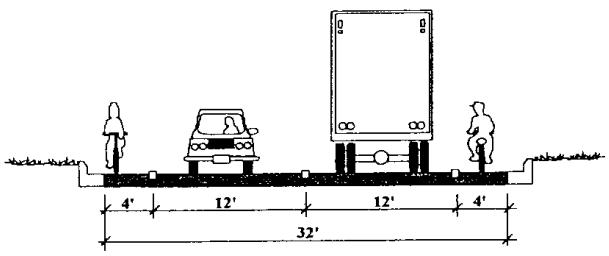
Expand Off-Street Bike Path System

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.



Signed and striped bicycle lanes on arterial streets encourage people to make every day trips by bike instead of by car.

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.

Example of a commuter rail transit stop.

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.

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 3,409 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. According to 2010 Census data, the Kegonsa LSA serves an estimated population of 2,581 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

Stoughton Utilities (SU) provides water, wastewater, and electric service to customers in Stoughton and electric service to customers in portions of Dunkirk, Dunn, Pleasant Springs, Porter, and Rutland Townships. SU's offices are located in the Stoughton Utilities Administrative Building located at 600 S. Fourth Street. Currently, there are approximately 4,930 customers that receive water service and 4,889 customers receiving wastewater service. There are 6,219 urban electric customers and 2,350 rural electric customers.

Water Service

The water production, storage and distribution system consists of 61.6 miles of water mains, four deep sandstone wells that have a total capacity of 4,300 gallons per minute, two elevated storage tanks with capacities of 300,000 gallons and 600,000 respectively, one 400,000 gallon ground storage reservoir, and one booster station. According to Stoughton Utilities' 2015 Strand Associates Water System Study Update, these wells and well facilities are in good operating condition and are well maintained. Based on the Wisconsin Department of Administration's projected growth increase of 13,970 residents in the year 2035, the 2015 report indicates that SU has adequate well supply to meet present day and 2035 future estimated water demands. The report also indicates that no additional storage facilities are needed through 2035. Minor improvements to the distribution system are recommended in this report. The Water Supervisory Control and Data Acquisition (SCADA) system is periodically upgraded. Lastly, the report provided prioritized water production, storage, distribution,

and SCADA improvement projects that SU includes in their Capital Improvements Plan (CIP). The SU Water Division is an enterprise operation that is totally funded by user rates with no connection or impact fees.

Wastewater Service

The SU wastewater treatment facility is located at the 700 Mandt Parkway. The facility was constructed in 1977 and has received numerous upgrades as necessary. It is a conventional activated sludge plant that provides advanced secondary treatment, including biological phosphorus removal. The facility is designed to treat 1.65 million gallons per day and a peak hourly flow of 4.13 million gallons per day. While not originally designed for nitrification of ammonia, significant nitrification occurs in the aeration tanks when operating conditions are favorable. The treated wastewater is discharged into the Yahara River and the anaerobic sludge, which settles out during the treatment process, is thickened and stored for land injection on area farmland. Based on the SU 2015 Strand Associates Wastewater Treatment Plant Long Range Strategic Plan Update, which used the then-current DCRPC projection of 19,493 for the Urban Service Area in 2035, the treatment plant is expected to have adequate capacity through 2035. In 1999, SU secured a 1½-acre parcel adjacent to the treatment plant to accommodate future expansion needs.

The wastewater collection system consists of 56.3 miles of sanitary sewer mains, with six lift stations. The SU 2015 Strand Associates Sanitary Sewer System Study Update recommends improvements to the collection system. The Wastewater SCADA system is periodically upgraded. Such prioritized improvements are included in the SU Capital Improvements Plan. The SU Wastewater Division is an enterprise operation totally funded by user rates with no connection or impact fees

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.

Electric Service

Electricity is supplied by Stoughton Utilities (SU), which serves approximately 8,569 customers. It purchases bulk electric power from WPPI Energy, its Joint Action Agency, and recently entered into a long-range power contract through 2055. SU owns and operates three electric substations and steps down the voltage from 69,000 volts to 12,470 volts for distribution throughout the service territory. An additional West Electric Substation is currently under design and construction with scheduled completion in 2018. The Electric SCADA system upgrade is scheduled for completion in 2017. Such prioritized improvements are included in the SU Capital Improvements Plan. The SU Electric Division is an enterprise operation with no connection or impact fees.

Storm Sewer System

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, south-side 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. Stoughton Utilities 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, located in the Public Safety Building, 321 South Fourth Street. The Stoughton Police Department consists of 22 sworn officers, 5 dispatchers and an office manager. The Department is staffed 24 hours a day and is a contact point for the citizens. The Department provides after-hours support to the Stoughton Utilities, performs community outreach programs, provides vehicle registrations, fingerprinting services, and provides Salvation Army vouchers to those in need of emergency lodging, gas, and food. It is a general municipal law enforcement agency. 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 75,000 print and audiovisual materials as well as access to 175,000 eBooks. Computers are available for public use, along with a high speed wireless network. The Library offers programs for all ages including story times, teen activities, craft groups, concerts, and book discussion groups.

Library users can request materials from the seven-county South Central Library System (SCLS) LINKcat online catalog. Staff can also obtain materials from libraries nationwide. A major renovation of the Library's second floor and front desk area took place in 2015.

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 mission is to provide "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, 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 internet access, 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 Walmart 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 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.

School enrollment is declining, despite modest population growth. This is likely due to smaller household sizes and an aging population. This is consistent with state trends. This is an important trend to follow, since state funding of schools is based on enrollment numbers.

Table 10: Stoughton Area School District Enrollment, 2006-2016

School Year	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Stoughton Area School District Enrollment (total students)	3,432	3,336	3,411	3,392	3,379	3,333	3,290	3,232	3,190	3,162

Source: Wisconsin Department of Public Instruction

11. Parks and Recreation

The City of Stoughton maintains an extensive parks and recreation system. As reported in the City's *2014 Comprehensive Park and Open Space Plan*, 104 acres of active and accessible public park facilities are 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.

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 the five locations recommended in the *Park and Open Space Plan* for future parks. These include the following locations within the current municipal boundary:

- Linnerud property on the northwest side of the City
- Ehle property on the northeast side
- Stone Crest development on the southeast side
- Nordic Ridge development on the southwest side
- Kettle West development on the west side

The plan also includes an extension of Racetrack Park westward to CTH N.

The *Park and Open Space Plan* includes a goal of developing interconnected biking and walking trails that provide access to all neighborhoods in the City. In addition to the Dane County Lower Yahara River Trail, three new trails are proposed in Stoughton: a South Trail route to connect Stone Crest on the far southeast side to the Kettle Park West development on the southwest side; a West Trail route

to connect the Kettle Park West development with future development at the Linnerud property on the northwest side; and a North Trail route to connect the northwest corner of the city to Dane County's Viking Park. These future routes are depicted on Map 9.

Additionally, Map 9 depicts recommended general locations for new neighborhood parks, and one new community park outside of the current municipal boundary. The community park would be 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.

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 2019.
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 recommendations 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 *Comprehensive Park and Open Space Plan* in 2019, making sure that any unfinished recommendations from the 2014 *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 WisDNR) 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 2014 *Comprehensive Park and Open Space Plan*.

In addition to those recommendations outlined in the *2014 Comprehensive 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, specific community facility improvements or additions were identified. This *Plan* recommends further exploration and investigation of 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.

Due to declining school enrollment related to shrinking household sizes, the City and School District should continue to monitor the need for additional schools. 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 25 years beyond the planning period – approaching 2035-2050, another high school may come under consideration. 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 appropriate sites 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

Review with staff. Input needed from City departments and Stoughton Schools

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	2015 expansion resulted in stable service. 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	2017-2037	Update the City's *Park and Open Space Plan* in 2019, 2024, 2029, and 2034.*
Cemetery	Unknown	Consider additional long-term site as part of a needs study in conjunction with area congregations and surrounding towns.
Schools	2017-2037	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 2010-2014 American Community Survey estimates, there were 5,419 housing units in Stoughton in 2014 compared to 4,920 total units in 2000. 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 an estimated 281 Stoughton citizens residing in group quarters in 2014.

On average, the City added about 158 new housing units per year from 1990 to 2000. This rate slowed to about 52 units per year from 2004 to 2007, and it dropped off sharply after the housing market crash, with an average of 16 units built per year between 2008 and 2015. As seen in Table 13, the rate of housing development has started to rebound in the last several years. About 70 percent of the housing stock in 2015 was single family dwellings, which reflects a slight increase in the proportion of single family dwellings since 2000. Table 12 shows very little change in the balance of housing types in the City between 2000 and 2015.

Table 12: Housing Types, 2000-2015

Dwelling Unit Type	2000 Units	2000 Percent	2015 Units	2015 Percent
Single Family	3,316	67.4%	3,805	69.9%
Two Family (Duplex)	498	10.1%	540	9.9%
Multi-Family	1,106	22.5%	1,099	20.2%

Sources: 2000 Census of Population & Housing; 2010-2014 American Community Survey 5-year Estimates; and Capital Area Regional Planning Commission

Table 13: Housing Development, 2004-2015

Units per Structure	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Total 2004-2015
Single Family Units	43	40	16	15	5	1	8	1	9	17	15	16	**186**
Two Family (Duplex) Units	8	4	12	6	6	0	0	0	0	2	2	2	**42**
Multifamily Units	4	0	51	8	0	0	0	33	0	0	0	7	**103**
Total Units	**55**	**44**	**79**	**29**	**11**	**1**	**8**	**34**	**9**	**19**	**17**	**25**	**331**

Source: Capital Area Regional Planning Commission and Stoughton Department of Planning and Development

Table 14 compares other 2014 housing stock characteristics for Stoughton with the Villages of McFarland and Oregon, the Town of Dunkirk, and Dane County. In 2014, Stoughton had an average vacancy rate of 2.8 percent. The percent of owner-occupied housing units in the City was nearly 66 percent, which is lower than

all but one of the compared communities, but higher than Dane County. The median housing value in 1999 was $181,400, decidedly lower than all other comparison communities. The median rent contract for Stoughton in 2014 was $721, also lower than all but one of the comparison communities.

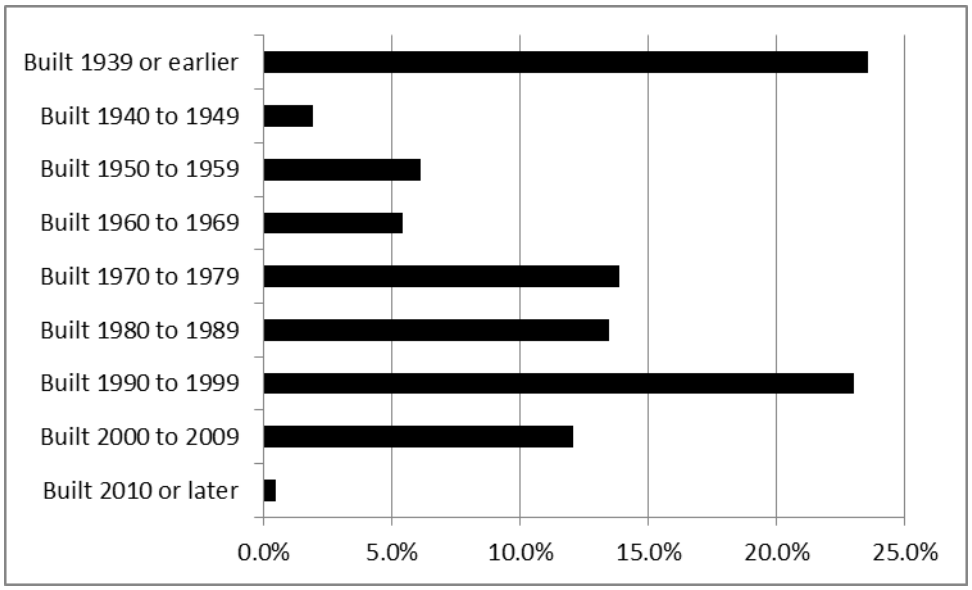
Table 14: Comparison of Housing Stock Characteristics, 2014

	Total Housing Units	% Vacant	% Owner Occupied	Median Housing Value	Median Contract Rent
City of Stoughton	**5,419**	**2.8**	**65.9**	**$181,400**	**$721**
Village of McFarland	3,327	2.0	73.9	$240,100	$843
Village of Oregon	3,949	4.3	68.2	$216,900	$743
City of Sun Prairie	12,756	5.7	58.7	$203,300	$883
Town of Dunn	2,443	7.6	89.2	$251,900	$636
Town of Pleasant Springs	1,412	10.1	97.3	$279,600	$513
Town of Rutland	796	0.4	92.8	$281,900	$742
Town of Dunkirk	820	4.9	91.8	$228,300	$750
Dane County	218,696	4.5	58.8	$229,000	$813

Source: 2010-2014 American Community Survey 5-Year Estimates.

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. Nearly half of Stoughton's housing stock was constructed either before 1940 or since 1990. Over 20 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 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 2014 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 320 housing units subsidized through Section 8, federal tax credits, or WHEDA programs in the City in 2016. These units are intended for low-income, elderly, or disabled households.

Dane County also administers the HOME Investment Partnerships Program, which helps provide decent housing and suitable living environments for individuals. Funding can provide funds for down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development.

2. Housing Affordability

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. Housing affordability is based on both income of a particular household and the cost of housing. Household income is described in terms "area median income" (AMI). In this case, AMI refers to the average household income for Dane County, which is $60,519. (This is comparable to Stoughton's median income of $61,235.) Different income levels in Dane County are described based on the percent of the AMI that a given household earns. For example, a household earning 50% of AMI would earn $30,260.

Whether housing is affordable is also influenced by how much of household income is spent on housing. The traditional definition, utilized by the U.S. Department of Housing and Urban Development (HUD), is that housing is affordable if housing costs comprise *no more than 30 percent* of household income. For example, a housing unit that costs $757 or less per month would be affordable to a household earning 50% of AMI ($30,260*30%/12 months). Table 16 shows the percentage of ownership and rental units within each Dane County city that would be affordable to households making 50, 80 and 100 percent of AMI (for ownership units) or households making 30, 50 or 80 percent of AMI for rental units. As shown in the table, less than nine percent of rental units in Stoughton are affordable to households earning 30 percent of AMI. As seen in Table 16, housing stock in Stoughton is more affordable – for both rental and ownership units – as compared to other Dane County cities.

Table 16: Affordable Housing Availability for Cities in Dane County, 2010

	Median Household Income (2010)	Percent Ownership Units Affordable for Households Earning:			Percent Rental Units Affordable for Households Earning:		
		50% AMI	80% AMI	100% AMI	30% AMI	50% AMI	80% AMI
Dane County (Total)	$60,519	2.1%	13.2%	27.5%	5.0%	30.1%	71.3%
Stoughton	**$61,235**	**2.9%**	**21.4%**	**37.7%**	**8.4%**	**46.0%**	**80.1%**
Fitchburg	$63,050	0.4%	4.8%	16.6%	2.3%	31.3%	77.2%
Madison	$52,550	2.0%	14.2%	29.8%	5.4%	29.0%	71.5%
Middleton	$60,243	3.7%	12.2%	26.6%	4.3%	34.8%	78.1%
Monona	$52,204	1.1%	17.1%	35.4%	9.7%	47.7%	75.3%
Sun Prairie	$65,652	0.9%	13.7%	30.7%	2.7%	27.8%	66.1%
Verona	$78,456	0.0%	8.3%	21.8%	4.8%	25.1%	64.1%

Source: HUD-CHAS special tabulations based on 2006-2010 American Community Survey (ACS). Cited in "Affordable Housing Needs Assessment, Dane County and Municipalities," prepared by Kurt Paulsen, PhD, AICP, Associate Professor, Urban and Regional Planning, University of Wisconsin – Madison. January 2015.

Table 17 calculates the affordable housing "gap" for low income renters. It provides the number of households that earn 30 percent of AMI or less and 50 percent of AMI or less. It also provides the number of rental units that exist that are affordable for households earning 30 percent of AMI and 50 percent of AMI. The "gap" is calculated by subtracting the number of households at each income level from the number of housing units that are affordable to households at that income level. According to these calculations, Stoughton has a gap of 210 units that are affordable to households earning 30 percent of AMI and 50 units affordable to households earning 50 percent of AMI. When compared to the other Dane County cities, the affordable housing gap in Stoughton is significantly smaller. Stoughton is providing an adequate amount of affordable housing and should continue to provide housing options for households of all income levels.

Table 17: Analysis of Affordable Housing Needs for Cities in Dane County, 2010

	Rental Units Affordable for Households Earning 30% AMI	Renter Households Earning 0-30% AMI	Gap (Households minus affordable units)	Rental Units Affordable for Households Earning 50% AMI	Renter Households Earning 0-50% AMI	Gap (Households minus affordable units)
Dane County (Total)	3,725	19,280	11,414	22,425	33,395	5,800
Stoughton	**145**	**355**	**210**	**795**	**845**	**50**
Fitchburg	100	815	715	1,375	1,550	175
Madison	2,530	9,955	7,425	13,640	17,435	3,795
Middleton	130	425	295	1,055	1,070	15
Monona	145	465	320	715	710	5
Sun Prairie	105	645	540	1,090	1,500	410
Verona	50	205	155	260	430	170

Source: HUD-CHAS special tabulations based on 2006-2010 American Community Survey (ACS)

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. Encourage new neighborhoods to match the City's historic housing mix of at least 65 percent single family detached homes.
5. Plan for multi-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 multi-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 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. (Infill or redevelopment projects, as defined by the City, would be exempted from this policy.) 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. **Review with staff**

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. Finally, the Balanced Residential Development 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 Future 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.

Multi-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:

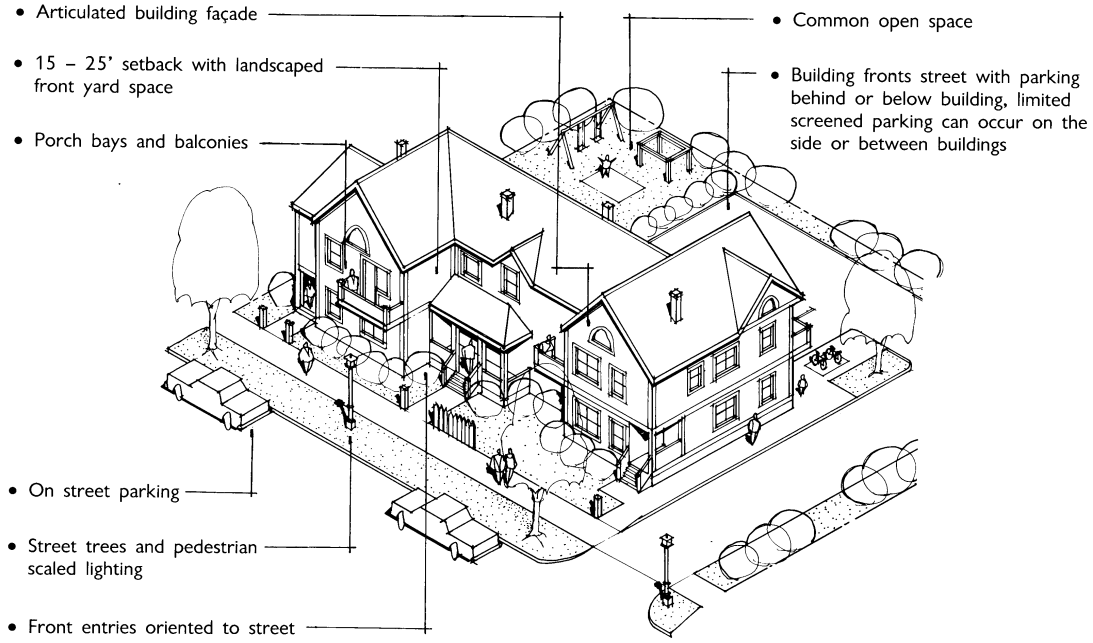
- Provide an overall architectural design that fits the context of the surrounding neighborhood, and the community's desired small City character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and 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

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. Furthermore, the City should encourage the development of affordable units within mixed use redevelopment projects.

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 2014 American Community Survey estimates, 7,288 civilian City residents age 16 or older were employed (or 71.6 percent of the civilian labor force). The percent of the civilian labor force that was unemployed in 2014 was 4 percent, slightly lower than rates for the County (5.5 percent) and State (7.2 percent) during the same period. For comparison, unemployment in Stoughton was 3.5 percent in 2010, 3.5 percent in 2000, 3.8 percent in 1990, and 7.3 percent in 1980.

Between 2000 and 2014, the top three employment industries have not changed, although employment in service and professional jobs has grown. As presented in Table 18, over 30 percent of all workers in Stoughton worked in the *educational services, and health care and social assistance* industry in 2014. This percentage notably increased since 2000. About 12 percent of all workers in Stoughton worked in the *manufacturing* industry, a percentage that has decreased since 2000. The percentages of individual who worked in *retail trade* and *construction* industries have remained relatively constant, while the proportion of jobs in the *professional, scientific, and management, and administrative and waste management services* industry increased, and the proportion of jobs in the *finance and insurance, and real estate and rental and leasing* industry decreased.

Table 18: Comparison of Employment Industries, 2000-2014

Industry	2000 % of Labor Force	2014 % of Labor Force
Educational services, and health care and social assistance	22.9%	30.1%
Manufacturing	18.4%	12.0%
Retail trade	10.5%	10.7%
Professional, scientific, and management, and administrative and waste management services	5.2%	8.8%
Construction	6.8%	7.0%
Finance and insurance, and real estate and rental and leasing	10.0%	6.6%
Arts, entertainment, and recreation, and accommodation and food services	6.0%	5.9%
Public administration	4.8%	5.6%
Transportation and warehousing, and utilities	3.6%	3.9%
Other services, except public administration	5.6%	3.8%
Wholesale trade	3.2%	3.0%
Information	2.5%	2.5%
Agriculture, forestry, fishing and hunting, and mining	0.6%	0.3%

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

2. Educational Attainment

Educational attainment is another component of a community's labor force. According to the 2010-2014 American Community Survey, about 91.3 percent of the City's population age 25 and older had attained a high school education or higher. The comparable figure for Dane County was 94.9 percent and for Wisconsin it was about 90.8 percent. Approximately 36.9 percent of Stoughton's population age 25 and older had attained a bachelor's degree or higher, and 11 percent had attained a graduate or professional degree.

3. Income Data

According the 2010-2014 American Community Survey, the median household income in Stoughton was $57,813 in 2014. As shown in Table 19, incomes in Stoughton are lower than many comparable communities. Stoughton's median income is closer to that of the state as a whole, while Dane County has substantially higher median income than most other counties.

Table 19: Comparison of Median Household Incomes, 2014

	Median Household Income
City of Stoughton	**$57,813**
Village of Cottage Grove	$82,018
City of Edgerton	$48,960
Village of McFarland	$70,750
Village of Waunakee	$90,365
Dane County	$62,303
Wisconsin	$52,738

Source: 2010-2014 American Community Survey 5-Year Estimates.

Table 20 compares median household income in Stoughton, Dane County, and Wisconsin between 2000 and 2014. Incomes appear to increase over the 14-year period. However, when accounting for inflation, buying power is actually down. This is because value of one dollar has decreased since 2000. One dollar in 2016 would have the buying of $1.40 in 2000. For this reason, someone who earned $50,000 in 2000 would have to earn nearly $70,000 in 2014 in order to maintain the same buying power. In theory, incomes should rise over the years to keep up with the Consumer Price Index (CPI), but this has not been the case in recent years in Wisconsin or nationally in many cases.

As shown in *Column A* of Table 20, Stoughton's median household income in 2000 was $52,797. This represents buying power of $73,902 in 2016 dollars (*Column B*). In 2014, Stoughton's median household income was $57,813 (*Column C*), which represents buying power of $58,863 in 2016 dollars (*Column D*). Between 2000 and 2014, incomes rose at a rate of 9.5 percent, while the CPI rose at a rate of 37 percent. This implies that Stoughton's base of employment is underperforming, as incomes did not as fast as the rate of the CPI. This issue is not limited to Stoughton, as incomes in Dane County and Wisconsin also failed to keep up with the CPI. In the same period, incomes in Dane County rose by 26.6 percent, and incomes in Wisconsin rose by 20.4 percent. Even though this slow rate of growth is likely attributable to the national economic climate, the fact that Stoughton's incomes rose at half the rate of incomes in Wisconsin as a whole is of concern.

There are a number of factors that likely contribute to the lack relative income growth in Stoughton. First, when compared to other Dane County communities, Stoughton is further from major employment centers in Madison and Middleton. Moreover, unlike other communities in the County, Stoughton does not have a four-lane highway connecting it to Madison. Income growth may also have been impacted by a loss of higher-paid union manufacturing jobs over the years. This has occurred concurrently with the City's employment base including an increasing share of service and retail jobs. Service and retail jobs are typically lower-paid or minimum wage positions. Finally, Stoughton has a relatively affordable housing stock, including many smaller and older homes, which makes an attractive option in Dane County for residents who have comparatively lower incomes. Attracting new residents with lower incomes would have the effect of decreasing the City's overall median household income.

Table 20: Comparison of Buying Power

	Column A	Column B	Column C	Column D
	2000 Median Household Income (2000 Dollars)	2000 Median Household Income (2016 Dollars)	2014 Median Household Income (2014 Dollars)	2014 Median Household Income (2016 Dollars)
City of Stoughton	**$52,797**	**$73,902**	**$57,813**	**$58,863**
Dane County	$49,223	$68,900	$62,303	$63,435
Wisconsin	$43,791	$61,296	$52,738	$53,696

Sources: U.S. Census of Population and Housing, 2000; 2010-2014 American Community Survey 5-Year Estimates; Consumer Price Index

4. Commuting Data

Most Stoughton residents drive alone to their place of work, according to 2010-2014 American Community Survey estimates. Eighty percent of all local workers age 16 or older indicated that they drove themselves to work, while about 9.3 percent indicated that they carpooled to work. Less than one percent reported taking public transportation to their place of work, and 4.6 percent reported walking to work. About 4.4 percent of the local workforce indicated that they work from home. For all census respondents who travel to work, the average travel time was just under 22 minutes. Finally, the proportion of Stoughton residents who travel outside Dane County to their place of work was 4.9 percent.

5. Migration

As of 2014, about 74 percent of the City's residents were born in Wisconsin (see Table 21). According to 2010-2014 American Community Survey estimates, 87.1 percent of City residents lived in the same house one year ago. The comparable figure for Dane County was 79.4 percent and for Wisconsin it was about 85.8 percent. Approximately 10 percent of Stoughton residents had lived elsewhere within Dane County one year ago, and nearly 2 percent had lived in another state one year ago. Migrants moving into Dane County from other states or other Wisconsin counties are likely following education and employment opportunities or other metropolitan amenities.

Table 21: Place of Residence Data, 2014

	Born in Wisconsin	Same House One Year Ago	Diff. House, Same County One Year Ago	Diff. House, Same State One Year Ago
City of Stoughton	74.2%	87.1%	10.0%	1.9%
Dane County	62.5%	79.4%	13.0%	3.3%
State of Wisconsin	71.6%	85.8%	8.8%	1.9%

Source: 2010-2014 American Community Survey 5-Year Estimates.

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 under-utilized 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 October 2016, there were 165 incidents at 122 sites in the City of Stoughton listed in the Bureau for Remediation and Redevelopment Trading System (BRRTS). Of the 165 incidents, the responsible party for 116 of the incidents have received a case closure letter from the WisDNR. No action is required for 29 of the remaining incidents, meaning that the DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to the incident. One remaining incident is classified as LUST, or "leaking underground storage tank" incident. 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. Seven remaining incidents 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 sites in Stoughton are provided in the BRRTS database.

There is one Superfund site in Stoughton's planning area. It 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.

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.

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 northside 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 public input and input from City staff and the Plan Commission, Table 22 shows the identified strengths and weaknesses with respect to attracting and retaining businesses and industries in the community. These strengths and weaknesses are not "new" for Stoughton. It is important to note that the community is performing laudably on the few factors under its direct control – quality schools and city facilities and 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 22: Stoughton's Strengths & Weaknesses for Economic Development

Strengths	Weaknesses
Location in "booming" Dane County	Lack of available land
Proximity to Interstate system	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	Growing perception that Stoughton is difficult to work with related to developing land and use of TIF
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 USH 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 Future 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 Future 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. 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)

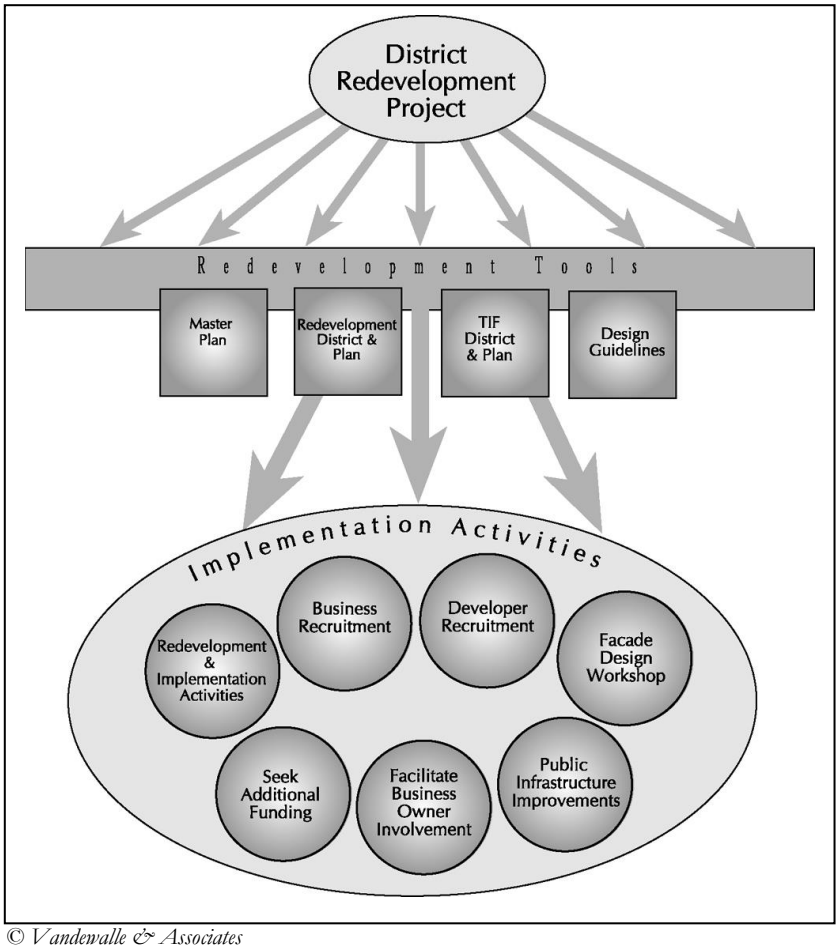
Experiences in the City, and around the country, clearly indicate that the redevelopment and rehabilitation sites identified on Map 7 do not redevelop themselves – even in places like Shorewood Hills along University Avenue or in downtown Middleton – with their proximity to high traffic counts and high-income 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 Redevelopment Authority (RDA) 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 10: Redevelopment Planning and Implementation Process



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2. 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 I-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 Future Land Use Map (Map 6) as *Planned Commercial* and *Neighborhood Commercial* development, for such uses.

3. 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.

4. 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.

5. 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.

6. 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.

7. 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, inquires 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. According to the 2010 Census, McFarland's population was 7,808 in 2010. The Village's current plan, adopted in 2006, 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. In 2016, Village was in the process completing a ten-year update of its comprehensive plan, as required by the State's Smart Growth planning requirements.

2. Town of Pleasant Springs

The Town of Pleasant Springs is located north and east of Stoughton. The Town has 3,154 residents according to 2010 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 comprehensive plan, adopted in 2006, has a stated density policy of one residence per 35 acres. This applies to non-farm development in area designated for agricultural preservation or agricultural transition, areas which comprise the vast majority of the Town. Limited amounts of highway commercial uses are planned along CTH N near the I-30/90 interchange, as well as at the northeast quadrant of the intersection of US 51 and CTH B.

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. Although this informal agreement expired in June of 2005, this *Plan* continues to recommend no City growth north of CTH B.

3. Town of Dunkirk

The Town of Dunkirk is located south and east of Stoughton. In 2010, there were 1,945 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 comprehensive plan was adopted in 2006; this plan includes a stated density policy of one lot per 40 acres for non-farm development in the Town's agricultural areas. The majority of the Town is planned for agricultural preservation.

The Town of Dunkirk and the City of Stoughton created a Boundary Agreement Committee to explore ways to work through planning issues involving land on Stoughton's periphery—land presently in the Town of Dunkirk After several years of efforts by that committee, an agreement was not reached.

4. Town of Rutland

The Town of Rutland is located south and west of Stoughton. The Town has 1,887 residents, according to 2010 U.S. Census data. The Town's comprehensive plan, adopted in 2007, does not recommend any substantial residential development near the City. However, there are some existing 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. There are also selected areas of the Town that are planned for medium density residential, at a development density of one dwelling unit per acre. These areas are by and large on the western edge of the Town, outside of the City's planning area.

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. **Review with staff.**

5. Town of Dunn

The Town of Dunn is located north and west of Stoughton. The Town has 4,931 residents according to 2010 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 comprehensive plan, amended in 2016, advocates limited development and promotes its successful purchase of development rights (PDR) program. Aside from existing rural residential developments, the vast majority of the Town is planned for agricultural preservation.

6. Dane County

Dane County is contending with increasing growth pressure. The County's population in 2010 was 488,073, which reflects an increase of 1.4 percent per year since 2000. The County's 2014 population is estimated to be 502,984 residents, or an increase of 0.3 percent per year. Most of this growth is generated by increases in employment throughout the region. While the overall population growth rate for the County has averaged 1.47 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 growth 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 County adopted the Dane County Land Use and Transportation Plan in 1997 and updated it in 2007 as the Dane County Comprehensive Plan. The Plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations.

There are no known conflicts between the *City of Stoughton Comprehensive Plan* and the adopted Dane County Comprehensive Plan.

7. Regional Planning Jurisdictions

All communities in Dane County are located within the Capital Area Regional Planning Commission's (CARPC) planning jurisdiction. CARPC reviews urban service area amendments for the

WDNR and prepares city and village plans, town plans, plan and ordinance amendments and special studies at the request of local governments. The Commission provides an advisory role to local governments in the region on issues related to population, economic development, housing, and natural resources.

8. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves all of Dane County. 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 Wisconsin'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 2010-2014 American Community Survey estimates, the school district serves 8,619 households. An estimated 28.5 percent of households in Stoughton have one or more member under 18 years of age.

All of the public school facilities are located within Stoughton's municipal limits. District-wide enrollment levels over the past decade have declined slightly from approximately 3,400 students in 2006-2007 to approximately 3,100 student in 2015-2016. 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. Build on the relationships developed during the Stoughton Area Future Urban Development Area (FUDA) Planning Study process.
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. Pursue to the goals and considerations and recommendations for future growth as described in the Stoughton Area Future Urban Development Area (FUDA) Planning Study.
8. 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*.
9. 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.)
10. Work with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.
11. 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.

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

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.

2. Stoughton Area Future Urban Development Area (FUDA) Planning Study

The City of Stoughton and the towns of Dunn, Dunkirk, Pleasant Springs, and Rutland initiated the Stoughton Future Urban Development Area (FUDA) planning process as a way to address future growth. Goals for the process included achieving better land use, water quality, and preservation outcomes as reflected through future updates to local and regional planning documents and in the Urban Service Area amendment process. Public participation revealed support for the following growth patterns and land use policies:

- Growth at or above the projected population levels and the current densities.
- Holding the rate of land consumption at the 25 year horizon used in the FUDA study, or reducing the rate of land consumption
- Continuation of the current mix of single family, two family, and multi-family development
- Development characterized as "slightly more compact" or "moderately more compact"
- An traditional neighborhood street pattern as opposed to a more curvilinear, suburban street pattern
- New home construction located closer to parks, commercial areas, schools, and transit stops
- Higher commercial densities
- Moderate to high public financing for downtown redevelopment
- Higher levels of environmental protection
- Locating new development away from environmentally sensitive or protected areas.

The plan provided many specific recommendations related to community development, natural resources, and agricultural resources. Achieving the stakeholder communities' goals for protection of the environment and agricultural land will depend on pursing the right development patterns.

According to the study, "Maintaining or increasing the density of both new development and redevelopment, diversifying housing options, and utilizing good design practices to ensure that neighborhoods function as complete systems are three critical factors for preserving what residents value about Stoughton and the surrounding Towns and ensuring that the character of future growth matches the communities' preferences."

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/Vacant* 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 Future Land Use Maps (6a-6c), 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 Future Land Use Maps (6a-6c) 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 Future 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 future 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 Future Land Use Maps (6a-6c) 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 future 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 extraterritorial 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 future 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 future 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. Per §66.1001, Wisconsin Statutes, zoning, subdivision, and official map ordinances and decisions must 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 <u>only</u> 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 myriad 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 2027 (i.e., ten years after 2017). 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 23 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 2027.

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 23: Implementation Strategies Timetable

Review with Staff

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 *Comprehensive Plan,* including exploration of a park improvement fee.	Chapter Five	2019
Ordinances	Consider changes to the **Zoning Ordinance** to: ▪ 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 *Plan.* 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 *Plan* 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 *Plan.*	Chapters Four and Five	2017-2018
Agricultural, Natural, and Cultural Resources	Adopt natural resource overlay zoning districts to protect sensitive upland resources (see above, under Zoning Ordinance amendments).	Chapter Two	2017-2018
	Work with adjacent Towns and Dane County to strictly limit development within the Extraterritorial Jurisdiction that is non-farm or agribusiness related.	Chapter Two	2017 and on-going

Category	Recommendation	Reference	Implementation Timeframe
Land Use	Implement land use recommendations of this *Comprehensive Plan.*	Chapters Three and Seven	2017 and on-going
	Implement the land use recommendations of the more **detailed plans** advised above and **intergovernmental agreements** advised below.	Chapters Three and Eight	2017 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	2017 and on-going
	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	2017 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.~~	~~Chapter Five~~	~~2006-2015~~
	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	2017 and on-going
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	2017-2022
	Pursue an intergovernmental agreement with the Town of Dunkirk.	Chapters Three and Eight	2017-2022
	Extend intergovernmental agreements with the Towns of Rutland and Pleasant Springs.	Chapter Eight	2017-2022
Plan Monitoring	Monitor the pace and mix of development activity and the City's performance against this *Comprehensive Plan*, and consider fine-tuning amendments as appropriate.	Chapter Nine	Annual review process
	Update this Comprehensive Plan.	Chapter Nine	2022-2027

APPENDIX A: LINNERUD DETAILED NEIGHBORHOOD PLAN

APPENDIX B: 51-138 WESTSIDE DETAILED NEIGHBORHOOD PLAN

APPENDIX C: 2003 PUBLIC PARTICIPATION