CITY OF STOUGHTON

CITY CLERK'S OFFICE

381 East Main Street
Stoughton, Wisconsin 53589
(608) 873-6677

Date: December 11, 2018

To: CA CP Committee

From: Holly Licht, City Clerk

Subject: Comp Plan Goals/Objectives

At the December 4, 2018 CA CP committee meeting, the committee members asked for paper copies of the comp plan goals/objectives. Hard copies of the comp plan are attached. When the CA CP committee meets again on January 2, 2019 each committee member should have read through the attached materials and identified 3-5 goals they would like to prioritize in 2019.

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.

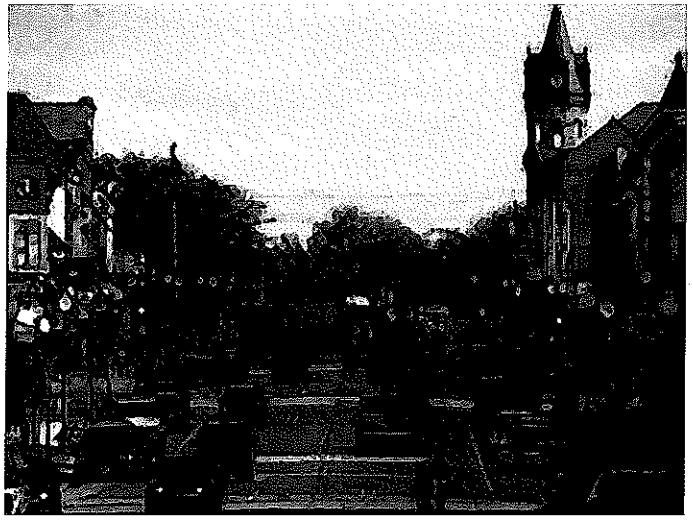
As a long range comprehensive planning tool concerned with a wide variety of environmental, economic, and social factors, this *Plan* examines and provides recommendations for areas both within the City's corporate limits and beyond, within the City's extraterritorial jurisdiction.

Plan Adoption Process

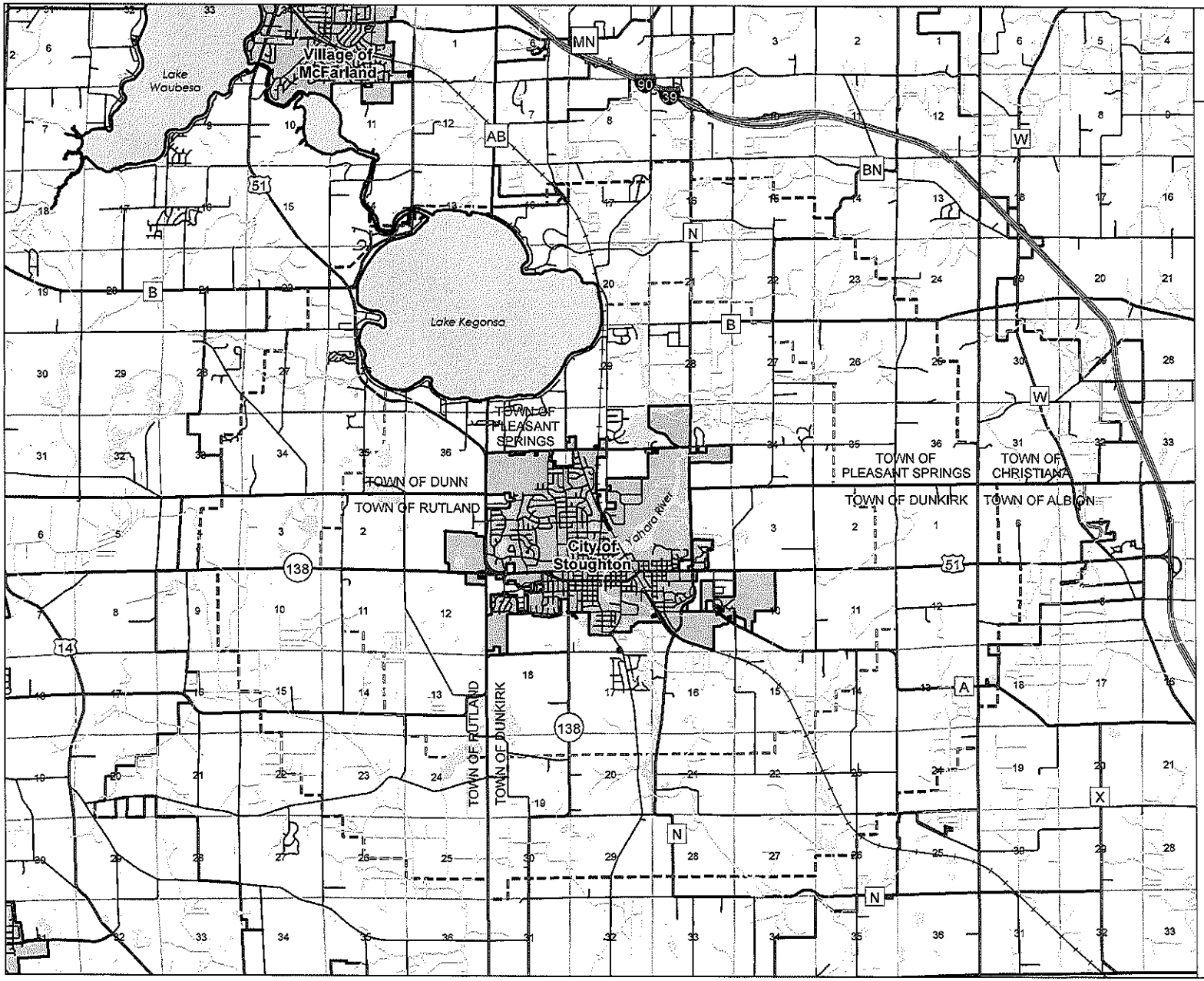
Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a plan must go through a formal public hearing and review process. The city Plan Commission adopts by resolution a public hearing draft of the plan and recommends that the Common Council enact an ordinance 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.



City of Stoughton Comprehensive Plan

Map 1

Jurisdictional Boundaries

- 2017 ETJ Boundary (1.5 Miles)
- Potential ETJ Boundary (3 Miles)
- City or Village Municipal Boundary
- Town Boundaries
- Stoughton School District Boundaries
- Interstate
- US, State, and County Highway
- Railroads
- Section Boundaries
- Surface Water

0 0.5 1 2 Miles

Adopted: July 11, 2017

Sources: Dane County LIO, City of Stoughton, US Census Bureau

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Shaping places, shaping change

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3. Draft Plan Open Houses

A public open house on the full Draft Comprehensive Plan was held at the Stoughton EMS Training Room on January 19, 2017. The City held a second open house in the same location on March 13, 2017. Approximately 50 people attended each event. At each open house, Plan maps were displayed on boards and consultants gave formal presentations highlighting key components of the Draft Plan, followed by opportunities for questions and comments with City staff and consultants. Most comments were related to concerns with the amount and extent of the planned City growth area and the rate of City growth. Other comments were related to a desire to see more emphasis on redevelopment, infill, bicycle and pedestrian transportation, regional transit, and park and rides. Following the Open House, a Plan Commission meeting was held on May 8, 2017. Consultants highlighted the common themes heard from the public at the Open House and in subsequent written comments submitted to the City. At the Plan Commission meeting, substantial discussion centered on the prioritization and phasing of growth over time, the importance of balancing greenfield development with infill and redevelopment, and how environmental corridors impact the amount of developable land. The Plan Commission recommended several changes to the Plan document to address these topics and other issues identified by the public.

4. Public Hearing

The City of Stoughton held a joint meeting and public hearing of the Plan Commission and Common Council on June 27, 2017. Public comments included a recommendation for a school district enrollment and housing study as well as concerns about the amount of land in the planned City growth area. Following the public hearing, Plan Commission motions were made and approved to update the Comprehensive Plan to refine the Plan's land use acreage tables, add an objective relating to animal habitat preservation and restoration, and make several small-scale Future Land Use map changes recommended by City and consulting staff. Following the public hearing, the Plan Commission voted to recommend the Plan to the Common Council.

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

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.

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. For proposed new development, consider opportunities to expand or create corridors for existing (or restoration of) upland habitat such prairies, oak savannas, woodlands, etc.
d. Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains.
e. 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 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.

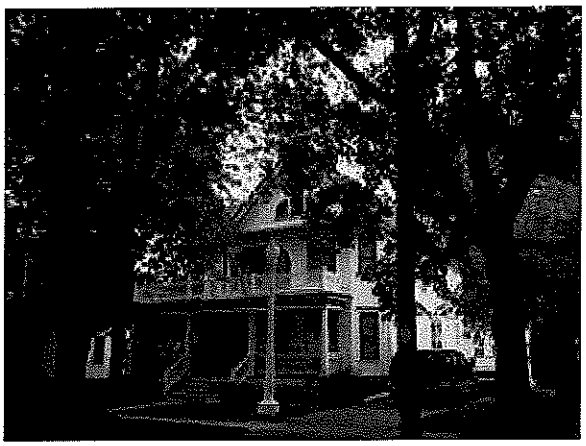
Policies:

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. Several years ago, a local façade improvement program helped finance several historic building renovations in the downtown area. In 2017, the Stoughton Landmarks Commission began a mini-grant program to encourage historic preservation of locally-designated landmarks. Stoughton currently has 32 locally-designated landmarks.

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.

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, incorporate neighborhood design standards to provide for a minimum of 65 percent single family dwelling units, a maximum of 15 percent two family and town-house dwelling units, and a maximum of 20 percent multi-family apartment 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. Large lots and unsewered development tend to create complications and physical barriers to logical City expansion, and 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. This is particularly important in the Planned Stoughton Urban Growth Area (depicted as thick red line on Map 6). In order to preserve its urban growth area, the City's subdivision code establishes a minimum lot size of 35 acres in the City's extraterritorial jurisdiction.
b. Unsewered development on lands located within Stoughton's extraterritorial jurisdiction should be discouraged until it can be served with the full array of municipal services. Unsewered development is also discouraged because it allows for scattered development and land speculation that often results in premature conversion of productive agricultural land.
c. 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.
d. If adjacent towns drop out of Dane County zoning, the City may wish to become more involved in its review of subdivisions located within its extraterritorial jurisdiction.
e. 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.

5. Planned Mixed Use Policies

a. Although six future land use categories are enabled by the *Planned Mixed Use* category, the City is <u>not</u> compelled to approve zoning map amendments simply because they are consistent those six potential categories. In reviewing zoning map amendment requests, the City will consider the following factors: highest and best use, adjacent land uses, the presence of sensitive environmental features, existing and future traffic patterns, timing concerns related to "leapfrog" development, the City's desired to remain a predominately single family community, and the goals of *Planned Mixed Use* developments (described under b., below). Fur-

thermore, the City will also consider whether a particular site should be reserved for a specific use. For example, the City may choose to deny a request for zoning map amendment for a residential use (for which there may be high market demand) in favor of future nonresidential tax base in a particular location. It is not the intent of the *Planned Mixed Use* category to enable spot zoning of any particular land use, particularly those land uses proposed in response to temporary market conditions.

b. *Planned Mixed Use* are intended to be vibrant urban places containing a mix of quality commercial uses, office, light industrial, higher-intensity residential development, and community gathering spots. The City should generally adhere to the following design guidelines when reviewing proposals for *Planned Mixed Use* developments:
   - Walking relationship between uses
   - Regular street activity
   - Multi-story buildings, generally with more active uses on the first floor
   - Minimal front setbacks
   - Buildings and sites designed for pedestrians
   - Parking located on streets and to rear of buildings
   - Building entrances oriented to the street
   - Intensive landscaping
   - Modest and coordinated signage
   - Pedestrian and bicycle accommodations, connecting with other locations in the City
c. A conceptual plan for proposals for *Planned Mixed Use* developments may be required to ensure that the objectives described in this Plan can be achieved.
d. Promote opportunities for a live/work development in the City that effectively and appropriately combines residential uses with jobs. Such a development project should advance entrepreneurialism in the community and promote affordable options for residents to expand their home-based businesses. The development should also be designed in the context of adjacent developments.
e. Integrate multi-family developments within surrounding developed areas through design, pedestrian connections, landscaping, and scale.
f. Unlike the *Planned Neighborhood* category, which is designed to achieve a certain percentage of dwelling unit types, the *Planned Mixed Use* category is not associated with a formula directing the balance of uses. The City should carefully monitor the development of multi-family housing within *Planned Mixed Use* areas in order to support the City's goal of maintaining its predominately single family character.

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*.

When Will Future Growth Happen?

This *Plan* has been designed to accommodate a larger population than is projected by the official WisDOA population projections and the Blended Projected Growth Rate that appears in Table 2. This *Plan* does not assume that all areas depicted on the Future Land Use Map will develop within the next 20 years. It is likely that some of the area planned for development will not develop by 2040. Depending upon decisions made by individual property owners, some of the lands planned for growth may not develop at all.

Areas shown for development on the Future Land Use Map are the most logical development areas, regardless of the 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, generally results in new City development being located adjacent to existing development in the City.

The land use recommendations cover a large geographic area. To provide an organized approach to this chapter, recommendations for lands within the 2017 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 additional categories:

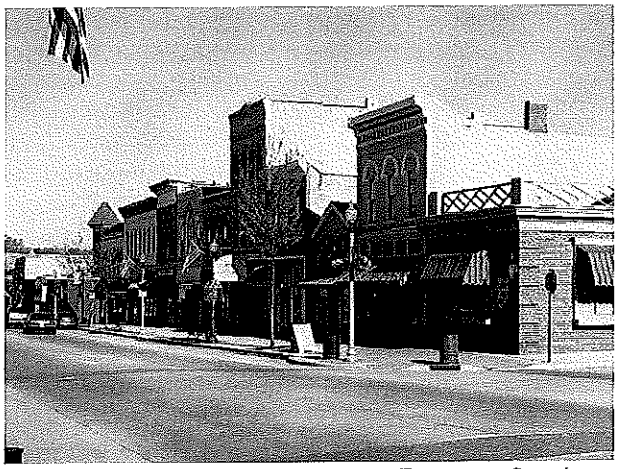
- **Planned Mixed Use**: This future land use category is designed for undeveloped areas within the City and its extraterritorial jurisdiction. It is intended to grow the City's economic and employment base by providing flexibility in redevelopment areas and future growth areas. This category is oriented to light industrial, commercial, and residential uses, as it includes a carefully designed blend of *Planned Business, Planned Office, Planned Industrial, Multi-Family Residential, Institutional,* and/or *Recreation or Public Open Space* future land uses, each which is described in detail elsewhere in this chapter. The *Planned Mixed Use* category is intended to allow consideration of a range of uses and zoning districts, with the understanding that the appropriate combination and arrangement of uses and zoning districts will be approved on a case-by-case basis. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—often as part of a Planned Development. The appropriate zoning districts to implement areas designated for 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 *Planned Industrial, Multi-Family Residential, Recreation or Public Open Space, Institutional, Planned Business,* or *Planned Office* future land use categories.

- **Planned Neighborhood**: This future land use category is a carefully planned mixture of predominantly *Single Family Residential* development, combined with one or more of the following land use categories: *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 minimum of 65 percent single family dwelling units, a maximum of 15 percent two family and/or townhomes, and a maximum of 20 percent multi-family dwellings.
- **Environmental Corridors**: This future land use category comprises 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 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 2017 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 uses on the west and east sides of the City, residential uses on all sides, planned residential and commercial growth on the west and east sides, 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 Page Street and the railroad tracks east of 7th Street, and 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, 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 redevelopment within the downtown area, particularly around City Hall 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 are dedicated primarily to residential uses, the ground floor should be devoted to commercial uses. Where ground floor commercial uses are not provided, the remaining area should be devoted to gathering spaces and/or resident services. Any ground floor residential should be elevated a minimum of four feet above adjacent sidewalks and streets for privacy.

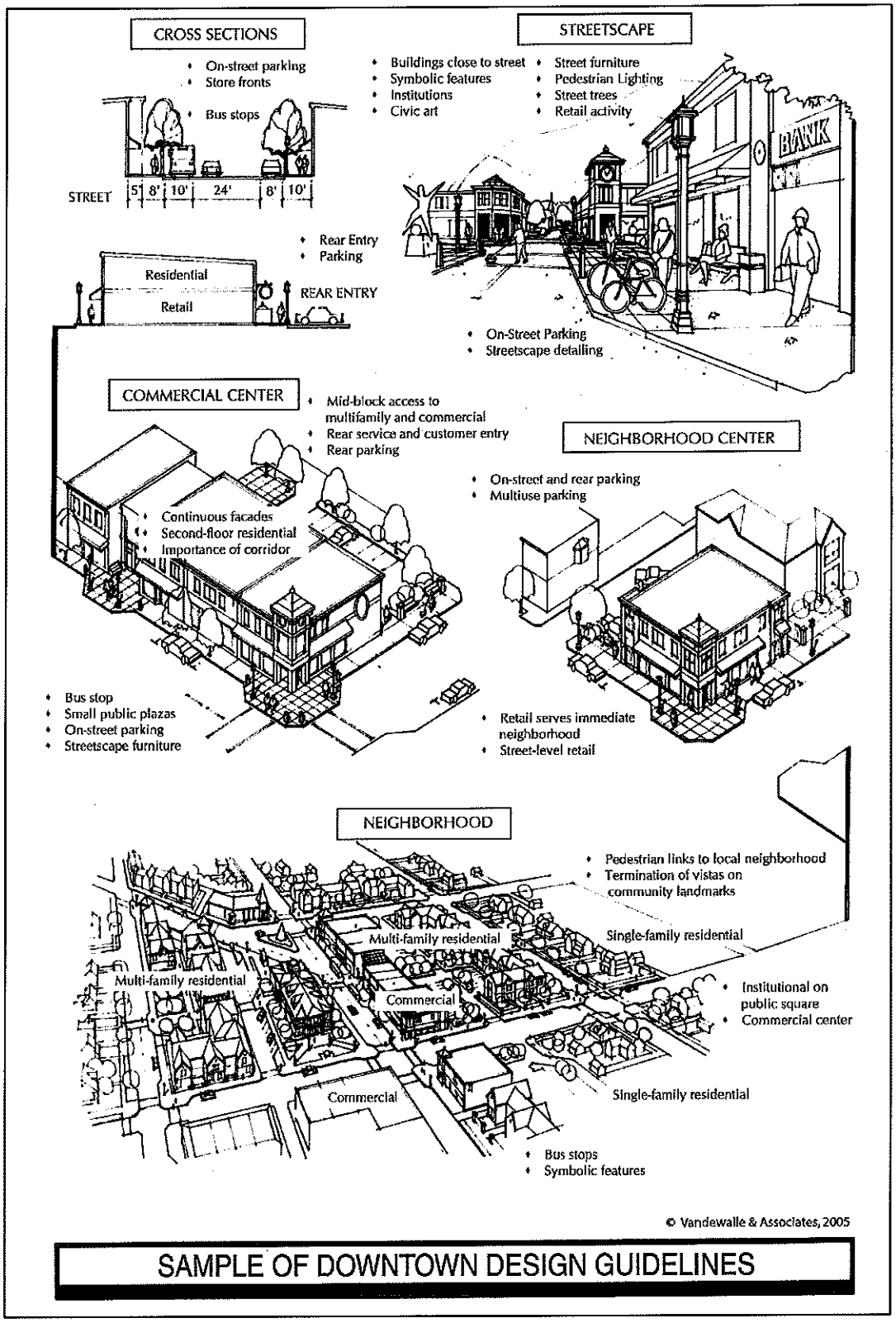
These attributes are illustrated on the following page.

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



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 USH 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 Northwest Planned Mixed Use Area (transitioning from a 100-foot wide office park collector road north of Rutland-Dunn Town Line Road to an 80-foot 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 100/80-foot right-of-way located midway between Spring Road and Pleasant Hill Road serving the three 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 – connecting to Jackson Street across USH 51 via Kettle Park West.
- An east-west commercial collector with an 80-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 Northwest Planned Mixed Use Area.

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 Development within the City limits or the ETJ area, it should make sure that the proposed development is consistent with the recommendations of the Official Map. Actual construction or expansion of any road may not occur for many years, even after new or additional right-of-way is acquired or reserved. However, the City should work to acquire corridors, through dedication or purchase of additional right-of-way, well in advance of actual need—in fact to the maximum extent possible—at all available opportunities.

5. Plan for an Interconnected Local Street Pattern

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

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

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

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

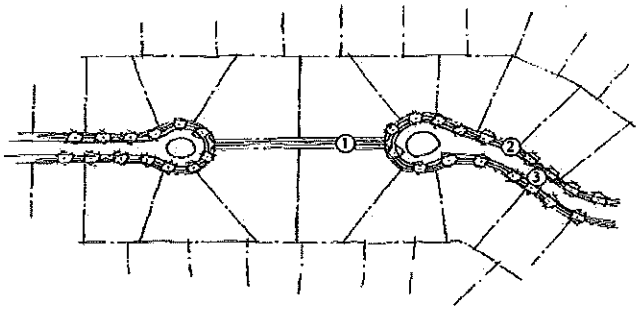
In designing the local street pattern for new neighborhoods, the use of traffic-calming measures to help reduce speeds, discourage cut-through traffic and convey the desired community character may deserve consideration. These measures, when coupled with narrower street cross sections as advocated in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

6. Expand and Implement Pedestrian and Bicycle Facilities Plan

The City should implement a community-wide pedestrian way and bicycle route system to forward both transportation and recreation objectives. In 2017, the City updated its bicycle plan. These recommendations are reflected on Map 9. 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.

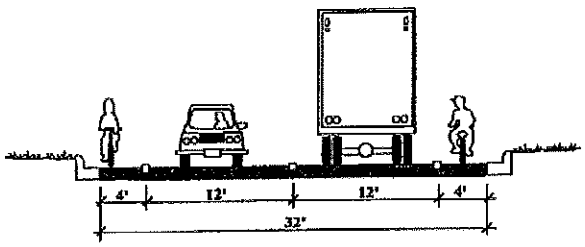
Expand Off-Street Bike Path System

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 (four or five 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. Changing 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.

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 recommenda-

tions as opportunities or needs for community facility development arise. For example, the City should continue to update its outdoor recreation, sanitary sewer, water, electric, and storm sewer studies and plans on a regular basis. At the end of this chapter, Table 10 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

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

Table 10: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Utilities and Community Facilities	Timeframe	Comments
Water Supply	Ongoing	Ongoing distribution system upgrades. Next operational study in 2020. Potential fifth production well in 2050. Potential fourth storage facility in 2050.
Sanitary Sewer Service	Ongoing	Ongoing collection system upgrades. Next operational study in 2020. Wastewater Treatment Facility participation in Yahara WINS Adaptive Management Program and potential activated sludge modifications in 2021.
Electric Services	Ongoing	Ongoing distribution system upgrades. Fourth electric substation online in 2018. Next operational study in 2020.
Stormwater Management (Quality and Quantity)	Ongoing	The City is a participant in the Yahara Wins Adaptive Management project to address the US EPA Total Maximum Daily Loads (TMDL) for Total Phosphorus and Total Suspended Solids. In 2017, the City is scheduled to complete its TMDL Compliance Plan. The City will continue to participate in the MAMSWaP (Madison Area Municipal Stormwater Partnership) to help comply with the Information and Education component of the City's WPDES (Wisconsin Pollutant Discharge Elimination System) stormwater discharge permit. *
Senior Center	Unknown	There are no planned expansions for the Senior Center at this time.
Youth Center	Unknown	The existing facility is adequate for the needs of the community.
Public Library	Unknown	In 2015, the Library underwent a major renovation to the front lobby, circulation and restrooms as well a complete renovation to the second floor. These improvements will help the Library provide better service to the wide variety of visitors and customers who utilize this facility.
City Administration	Unknown	There are no planned expansions for City Administration buildings at this time. Consider space needs study update as City population approaches 15,000 persons – a typical tipping point for expanded staff and meeting needs

Utilities and Community Facilities	Timeframe	Comments
Parks	2017-2034	• Develop Nordic Ridge parkland (2017) • Develop Kettle Park West parkland and trail system connections (2017) • Create trail in Settler's Point (by 2020) • Extend trail from Amundson Park to the Pedestrian Bridge (2017) • Develop Stone Crest parkland (future) • Define bike lane/path system (2017) • Improve Mandt Park along the river (2020) • Link southern trail with bridge from Mandt Park to Eighth St. (2020) • Develop trail connections in Norse View Heights (2017) • Connect a trail to Madison (by 2022) • Purchase land and develop a large sports park (2020) • Expand Rotary Park and add restrooms (2018) • 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-to-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.*

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.
10. As Tax Increment Financing districts close, consider extending them one more year, as enabled by state statutes. The increment generated should be used to establish a housing fund, which could support rehabilitation of existing housing stock by supporting a low interest revolving loan fund, grants, and/or work crews to help with home repairs.

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

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 20 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.

This approach has proven its merits most clearly in the Villages of Cottage Grove and Oregon – 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 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:

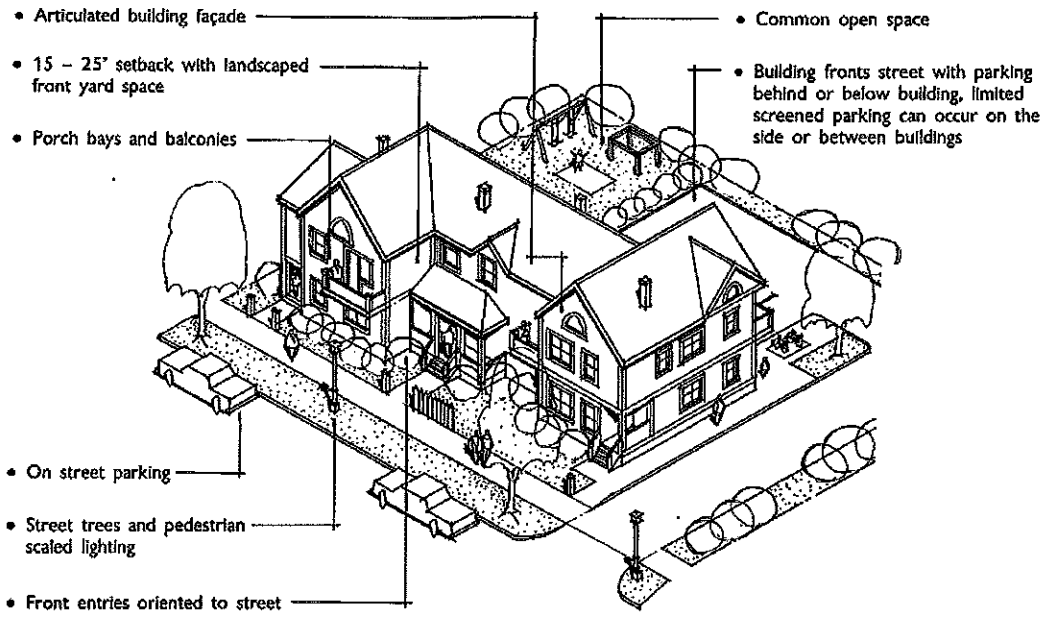
- Provide an overall architectural design that fits the context of the surrounding neighborhood, and the community's desired small City character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and 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. Support Policies 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 25 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.

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 City's industrial parks 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

Public 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)

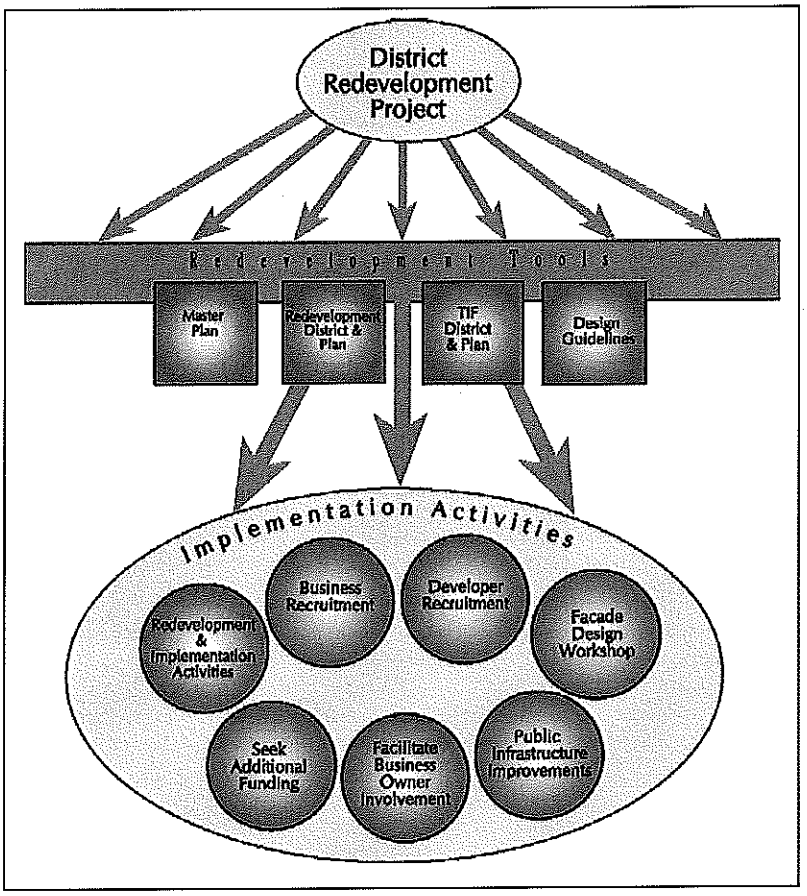
Experiences in the City, and around the country, clearly indicate that the redevelopment and rehabilitation sites identified on Map 7 do not redevelop themselves – even in places like Shorewood Hills along University Avenue or in downtown Middleton – with their proximity to high traffic counts and high-income wage earners. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. Proactive Landmarks Commission, 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 8: 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 balanced 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

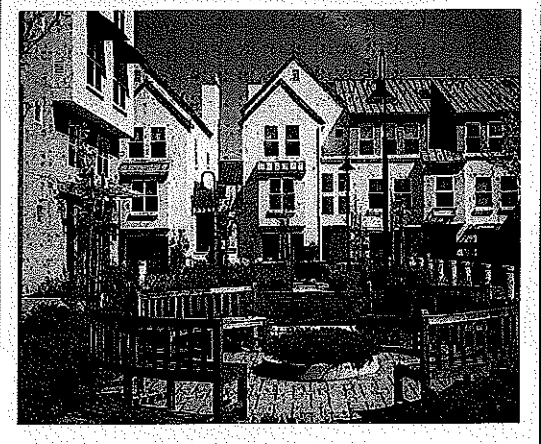
Economic development, if it is to be done well, involves much more than zoning lands for commercial or industrial development and letting the market take its course. Zoning cannot actively recruit or hand-select the best business or developer for a given project or site. Business recruitment and retention 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

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 USH 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. This informal agreement expired in June of 2005

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 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 agreement expired in 2007.

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 reflected an increase of 1.4 percent per year since 2000. The County's 2015 population was estimated to be 510,198 residents, or an increase of 0.87 percent per year since 2010. Most of this growth is generated by increases in employment throughout the region. While the overall population growth rate for the County has averaged 1.65 percent per year since 1980, the growth rate has varied widely for individual municipalities. 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 assists with 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.
f. It is imperative that the City and City Council be open to working with the Stoughton School District and Stoughton School Board within the next two years to specifically discuss, address, and implement a plan that takes into consideration future growth analysis, improving housing options, job creation, marketing, addressing poverty trends, and declining enrollment issues of the School District. This plan should be reviewed annually thereafter to serve as an example of best practices in a joint effort to increase the quality of life of the community.

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. Implement as a policy the objective (Objective "f.") described on the previous page under Section B. *Intergovernmental Cooperation Goals, Objectives and Policies.*
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 pursue 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 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 plan.

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"
- A 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

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 ongoing 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 Planned Transportation and Community Facilities 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.*

How is a Comprehensive Plan Implemented?

The Comprehensive Plan is not an action plan; rather, it is a guide for action and implementation.

Change will occur incrementally through an ongoing series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations.

Expansion of the City's current municipal limits will be principally driven by how individual property owners at the City's edge react to market demand for land. When and where property owners choose to annex into the City will be a key determinant in the location, pace, and timing of the growth of the City. The City will review proposed development to ensure it is consistent with smart growth principles and the other goals and policies of this *Plan.* Specifically, the City will ensure that new development is generally contiguous to existing development, transportation, and water and sewer services. Proposed development must also meet the City's regulations related to density, lot size, building design, site design, and other requirements of the zoning and subdivision codes.

Where large areas are annexed, neighborhood plans or small areas plans should be produced to provide more specific recommendations for land uses, transportation networks, trails, parks, and other community facilities.

Combined, all of these tools will work together to implement the *Comprehensive Plan* over time.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations in this *Plan.* Specifically, the Future Land Use map, in combination with the policies behind it, should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Developments, mixed use projects, properties split by zoning districts, and/or properties located at the edges of future land use boundaries. In their consideration of zoning map changes, the Plan Commission and City Council will 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 phased timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, Planned Unit Developments, and land division processes.

Land Division
Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations in this *Plan*. New road and public facilities recommended in this *Plan* are intended to be implemented through the land division process, in conjunction with the Official Map (described below). In their consideration of land divisions, the Plan Commission and City Council will 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 will be resolved through the land division process for certified survey maps, preliminary plats, and final plats. This *Plan* allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping
Map 9: Map Planned Transportation and Community Facilities will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, and will also be used to guide the development of the City's Official Map. In their consideration of official mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on Map 9 will be resolved through the official mapping and platting processes both within the City limits and City's extraterritorial jurisdiction.

Public Investments
Proposed public investment decisions will be guided by the recommendations in this *Plan*. In many cases, the Plan indicates that the City will "consider" or "explore" the possibility of certain identified public investments. Further, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the phased timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations
Proposed intergovernmental relation decisions will be guided by the recommendations in this *Plan*, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations in this *Plan* shall be resolved by the City Council through the intergovernmental process.

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.

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.

5. 2005 Comprehensive Plan Accomplishments

The City has made significant strides toward implementing the 2005 Comprehensive Plan. In addition to the many day-to-day actions and other steps to implement the Plan's policies, a few notable accomplishments include:

- **Stoughton Redevelopment Authority (2007):** This seven-member entity was created to encourage reinvestment in underutilized areas of the City, with the goals of creating jobs, adding infill housing, improving tax base, and enhancing quality of life in Stoughton. Since its formation, the Redevelopment Authority (RDA) has guided the creation of Tax Increment District #5 (TID #5), recommended amendments to Redevelopment Area #1, purchased key sites for redevelopment, and guided the creation of the Rail Corridor Neighborhood Plan (described below).

- **Rail Corridor Redevelopment Plan (2008):** This plan contains an inventory of the area along the rail corridor between River Bluff Middle School and Dunkirk Avenue Park and developed goals for the redevelopment of the area. The Plan also included a housing market analysis and an analysis of strengths, weaknesses, opportunities, and threats.

- **Rail Corridor Neighborhood Plan (2009):** This plan provides a Preferred Development Plan to spur redevelopment of the area described above and surrounding neighborhoods. The plan also discusses methods for revitalizing existing housing in the area. The Preferred Development Plan shows light industrial development to the east of the rail line between Main Street and East South Street. It proposes five new buildings north of Main Street: two

commercial/ industrial flex space buildings, one commercial building, and two live/work buildings. The plan proposes a significant amount of residential development south of East South Street, containing 166 residential units in a mix of townhomes, condominiums, and apartments, as well as ample public open space.

- **Zoning Ordinance (2009):** In 2009, following the adoption of the 2005 Comprehensive Plan update, the City adopted a new zoning ordinance and map that was designed to implement many of the City's objectives related to community character, building design, environmental protection, aesthetics, and sustainable site design practices.
- **Bicycle Plan Update (2017):** The City updated its bicycle plan, which included recommendations for bicycle/pedestrian trails on the north, west, and south sides of the City.

C. Plan Implementation Recommendations

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

- **Category:** The list of recommendations is divided into eight 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 through the appropriate procedures and by the appropriate City decision making bodies as deemed appropriate at the time of their consideration.

Table 22: Implementation Strategies Timetable

Category	Recommendation	Reference	Implementation Timeframe
Detailed Planning	Prepare **Detailed Neighborhood Development Plans** for Planned Mixed Use and Planned Neighborhood areas.	Chapters Three and Seven	As needed
	Update the City's **Park and Open Space Plan**, responding to advice in this *Comprehensive Plan,* including exploration of a park improvement fee.	Chapter Five	2019
	Develop a Downtown Master Plan within five years.	Chapter Three	2017-2022

Category	Recommendation	Reference	Implementation Timeframe
	Implement pedestrian improvements as part **Central Stoughton Revitalization**	Chapter Three	2017-2022
Ordinances	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	2017-2020
	Create an **Official Map** to reflect the roadway, bikeway, pedestrian, greenway and potential transit facility recommendations of this *Plan.*	Chapters Four and Five	2017-2018
	Adopt natural resource overlay zoning districts to protect sensitive upland resources (see above, under Zoning Ordinance amendments).	Chapter Two	2017-2018
Agricultural, Natural, and Cultural Resources	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 ongoing
	Implement land use recommendations of this *Comprehensive Plan.*	Chapters Three and Seven	2017 and ongoing
Land Use	Implement the land use recommendations of the more **detailed plans** advised above and **intergovernmental agreements** advised below.	Chapters Three and Eight	2017 and ongoing
	Implement the Balanced Residential Development Policy and the Detailed Design Standards for Multi-Family Housing as presented in Chapter Six, Section C.	Chapter Six	2017 and ongoing
Transportation and Community Facilities	Work with Madison Metro to study extending regular **bus service** into Stoughton.	Chapter Four	2017 and ongoing
	Work with WisDOT, Dane County, and surrounding Towns on the ongoing **USH 51 Study and resulting capacity and safety improvements.**	Chapter Four	2017 and ongoing
	Work with the **School District** to evaluate long term facility and siting needs.	Chapter Five	2017 and ongoing
	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 ongoing
	Pursue intergovernmental agreements with the Towns of Dunn, Dunkirk, Rutland, and Pleasant Springs.	Chapter Eight	2017-2022

Category	Recommendation	Reference	Implementation Timeframe
Intergovern-mental Cooperation	Be open to working with the Stoughton School District and Stoughton School Board discuss, address, and implement a plan that takes into consideration future growth analysis, improving housing options, job creation, marketing, addressing poverty trends, and declining enrollment issues of the School District. This plan should be reviewed annually thereafter to serve as an example of best practices in a joint effort to increase the quality of life of the community.	Chapter Eight	2018-2020 Annual review process thereafter
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	2026-2027