

CITY OF FORT ATKINSON

COMPREHENSIVE PLAN

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FORT • ATKINSON

VANDEWALLE & ASSOCIATES INC.



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Acknowledgements

Planning Commission
Richard Frame
Laurette Greenhalgh
Chris Scherer
John Kutz
Davin Lescohier, Council Representative
Matt Trebatoski, Chair
Andy Selle, Secretary

City Council
Mason Becker, President
Davin Lescohier, President Pro Tem
Paul Kotz
Bruce Johnson
Jude Hartwick

City Staff
Matt Trebatoski, City Manager
Andy Selle, City Engineer
Michelle Ebbert, Clerk/Treasurer
David Westrick, City Attorney
Brian Juarez, Building Inspector
Merrilee Lee, Museum Director
Scott Lastusky, Parks and Recreation Director
Kent Smith, Public Works Superintendent
Adrian Bump, Police Chief
Paul Christensen, Wastewater Supervisor
Eric Robinson, Library Director

Planning and Design Assistance by:
Vandewalle & Associates
Michael Slavney, FAICP, Principal Planner
Dan Johns, AICP, Associate Planner
Elona Bartnick, Associate Designer
Ben Rohr, Assistant Planner
Dan Eckberg, AICP, GIS Planner
Nicole Anderson, Project Assistant/Communication Specialist

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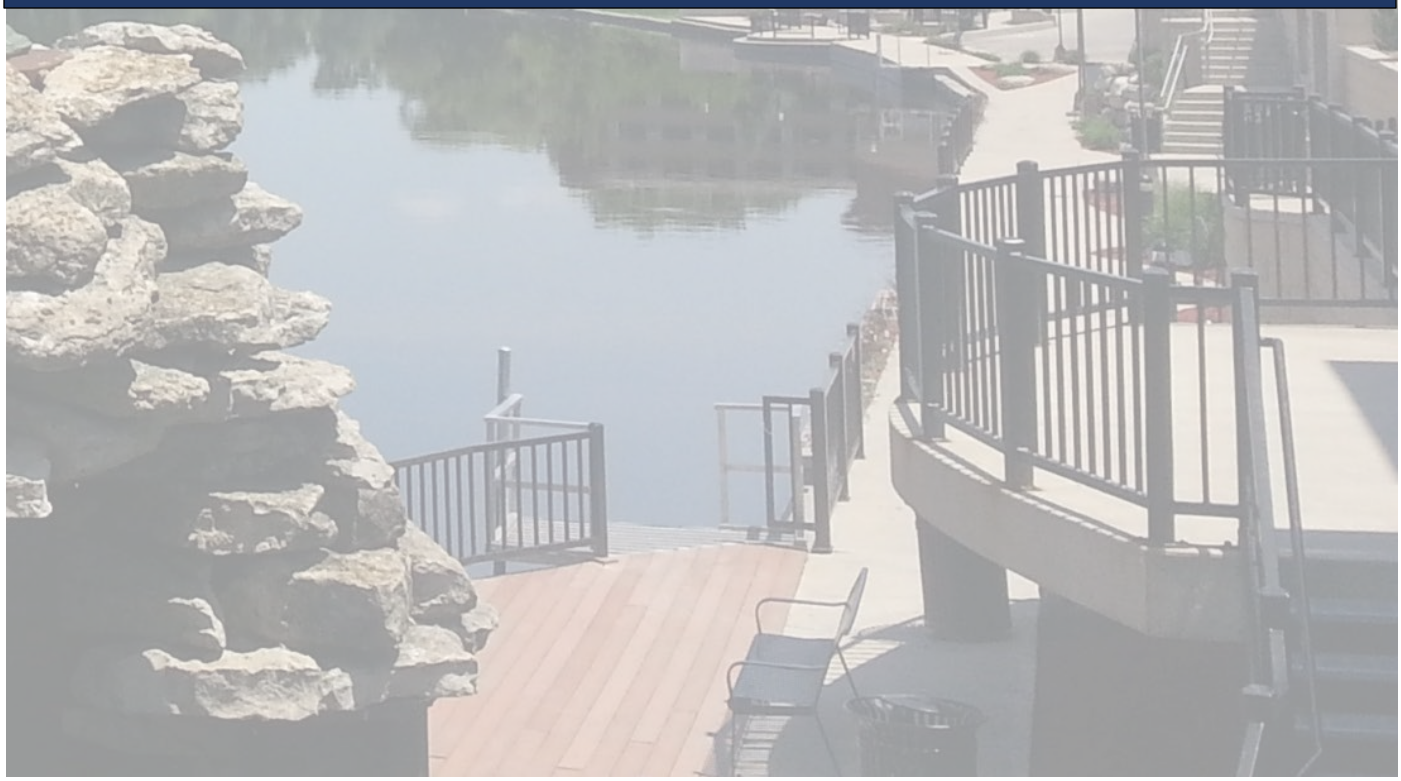
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Executive Summary



Executive Summary

Fort Atkinson's Vision For 2040

In the year 2040, Fort Atkinson will be a healthy, dynamic community characterized by sustainable housing, employment, entertainment, and educational opportunities. The City will have successfully integrated its unique history, culture, and values with new ideas and directions. Fort Atkinson will continue to be a distinctive community, evoking a sense of pride and belonging in those who have the fortune of living or working here.

In order for the City of Fort Atkinson to achieve its vision over the next 20 years, this Comprehensive Plan is intended to serve both as a decision guide and an action-oriented implementation plan. The Plan is organized into thirteen chapters, each relating to a different planning element, including, but not limited to issues and opportunities, land use, transportation, housing, economic development, and implementation. Within every chapter is a detailed list of goals, objectives, policies, programs, and recommendations designed to help the City move towards achieving its vision.

The following is a brief summary of the key recommendations in the Plan, organized by chapter. The City invites you to read the full City of Fort Atkinson Comprehensive Plan to explore these recommendations in greater detail and the context within which they were prepared.

Chapter 3: Agricultural Resources

- Work with others to market agricultural products, promote county-wide farmland preservation efforts, and explore opportunities to advance agricultural-based industries.
- Utilize intergovernmental agreements, County zoning, and land division review to maintain long-term agricultural use of lands in the City's extraterritorial jurisdiction.

Chapter 4: Natural Resources

- Promote community sustainability City-wide.
- Help protect the Rock River, Bark River, and Allen Creek; groundwater quality; and other important environmental features.
- Promote the integration of recreation with natural resources, such as through more recreational trails.

Chapter 5: Cultural Resources

- Work with property owners and the Historic Preservation Commission to ensure the long-term preservation of historically and culturally significant buildings and sites.
- Collaborate on events and attractions that celebrate the City's culture and bring visitors to the community.
- Develop a marketing strategy around the City's assets and leverage that branding to attract new residents and tourists.

Chapter 6: Land Use

- Promote compact, mixed-use development to enhance community interaction, preserve land, and decrease infrastructure and service costs.
- Promote the redevelopment of key sites around the community, particularly around the northeast side, downtown, and other key corridors.
- Recognize that City expansion is limited by natural areas and existing development, so it is important to make the most out of remaining development corridors (i.e., northwest, southwest, etc.).
- Use the City's Future Land Use map and related policies when making day-to-day development decisions like rezoning, site plans, and annexations.
- Implement the recommendations of this plan into the new Zoning and Land Development and Division ordinances.

Chapter 7: Transportation

- Work with WisDOT on future transportation initiatives including reconstruction on Highway 12, Highway 106 West, the Robert Street bridge rehabilitation, and other large-scale projects.
- Plan for an interconnected road network in new development areas.
- Enhance resident mobility and promote biking and walking through development of new multi-use trails and the promotion of compact, mixed-use development patterns.
- Prepare an Official Map to reserve land for future transportation facilities.

Chapter 8: Utilities and Community Facilities

- Ensure that future land development is coordinated with the provision of utilities and City services.
- Continue to work with the School District to plan for future facilities through establishing a shared agreement with dedicated annual review meetings.

- Support Fort HealthCare as a key community facility and asset.
- Emphasize energy-efficiency, sustainability, and cost-effectiveness in all aspects of municipal government. Leverage the local success stories of these initiatives by businesses and institutions in a marketing campaign for the city.

Chapter 9: Parks and Recreation

- Continue the City's high level of service for the provision and maintenance of parks and recreational areas.
- Provide a diversity of park types and recreational amenities to serve the needs of all City residents and visitors.
- Explore the acquisition and development of new parks on the City's northeast, southeast, and northwest sides.
- Partner with the School District on joint park/school sites and with Jefferson County on nature-based parks near the City's fringe.
- Continue to leverage a variety of funding sources to finance future parkland acquisition and improvements.

Chapter 10: Housing and Neighborhood Development

- Support the development of a variety of housing types.
- Promote the use of Traditional Neighborhood Design for new neighborhoods/subdivisions.
- Require the preparation of detailed neighborhoods plans before new subdivision development occurs.

Chapter 11: Economic Development

- Work with existing businesses and potential entrepreneurs to advance economic growth.
- Promote the development and expansion of the Robert Klement Business Park in a manner that allows for economic growth while preserving nearby natural features.
- Consider preparing a corridor plan for Janesville Avenue to guide redevelopment and City investments there.
- Continue to invest in downtown redevelopment and rehabilitation efforts.
- Help plan, guide, and facilitate the Fort HealthCare move, if/when it takes place.

Chapter 12: Intergovernmental Cooperation

- Continue to communicate with surrounding communities, such as the Town of Jefferson, City of Jefferson and Town of Koshkonong, on a variety of issues and opportunities, some of which may be addressed through formal intergovernmental agreements.
- Remain involved in regional initiatives such as THRIVE ED and the County's economic positioning initiative.
- Continue to work with Jefferson County on bicycle trail, parks, and roadway planning, in addition to affordable housing initiatives and multi-modal transportation options.
- Partner with the School District on a variety of mutually beneficial initiatives.
- Work with WisDOT on highway planning.



Chapter 1: Introduction



Chapter 1: Introduction

Fort Atkinson is already a highly desirable place to live, work, recreate, and visit. In pursuit of enhancing these features over the next twenty years, it will be important to plan development in a controlled, orderly, and predictable manner to improve the City's ability to retain its character, avoid land use conflicts, provide an array of high-quality housing and employment opportunities, and preserve its abundant natural and cultural resources long into the future.

Located in the southwest corner of Jefferson County along the banks of the Rock and Bark rivers, the City of Fort Atkinson is a Wisconsin community rich in heritage, vibrancy, and potential. The City has managed to keep its rich history alive through local attractions such as the Hoard Historical Museum, the Jones Dairy Farm Retail Store, the historic shopping district, and a replica of the war fort from which the City derived its name. Yet, amidst all this history, the City also has successfully embraced and celebrated healthy growth and change by encouraging and participating in economic development, investing in the downtown, supporting the cultural arts, and enhancing the quality of life for residents by establishing new recreational trail networks and parks, building a state-of-the-art high school, and continuing to engage in long-range planning efforts. As an example, the downtown Riverwalk provides a vibrant public gathering space along the banks of the Rock River and is the envy of many nearby communities. The Riverwalk offers unique dining opportunities, an excellent place to walk, jog, or relax, and, for the more adventurous, canoe or kayak. The City is also one of Wisconsin's Rails-to-Trails communities and is becoming a destination for bicyclists.

Although the City has a long and important history in the dairy industry, these days Fort Atkinson's largest employer is Fort Healthcare, Inc., which has over 1,000 employees. This integrated hospital and healthcare system serves patients throughout the region, and functions as a vital component of the City's growing economy. In addition, there are also a wide variety of other employers and unique businesses in Fort Atkinson, and together they contribute to the City's growing and diverse economy.

Over the last decade, Fort Atkinson's population has not seen the steady growth it had experienced decades prior. However, with the substantial growth of nearby metro areas, the completion of the Highway 26 bypass, and the uptick in the national economy, Fort Atkinson is primed for new development and expansion to take place. Over the coming years, this growth could provide both opportunities and challenges. This plan aims to guide the community through those future scenarios.

Fort Atkinson is already a highly desirable place to live, work, recreate, and visit. In pursuit of enhancing these features over the next twenty years, it will be important to plan development in a controlled, orderly, and predictable manner to improve the City's ability to retain its character, avoid land use conflicts, provide an array of high-quality housing and employment opportunities, and preserve its abundant natural and cultural resources long into the future.

Purpose of this Plan

This City of Fort Atkinson Comprehensive Plan is intended to help the City guide, promote, and foster sustainable growth and development to ensure continued and enhanced community prosperity in the future. Specifically, the Comprehensive Plan will:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in and around the City;
- Preserve natural and agricultural resources in and around the City;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and economic investments in the City; and
- Provide detailed strategies to implement plan recommendations.

Each chapter presents background information on the element it is addressing, while also providing the City's goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented at the beginning of each chapter. The final chapter of the document, Implementation, indicates proposed strategies, projects, and timelines to ensure that the recommendations presented in this Plan become a reality.

Planning Process

This Comprehensive Plan is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all

of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans that contain the nine required elements and adopted under the state's prescribed procedures will have legal standing for zoning, subdivision, and official mapping decisions.

Comprehensive 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 Planning Commission adopts by resolution a public hearing draft of the plan and recommends that the City Council enact an ordinance adopting the plan.

Following Planning Commission approval, the City Council holds a public hearing to discuss the proposed ordinance that would be used to adopt 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 Planning Commission and City Council assures that both bodies understand and endorse the plan's recommendations.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final recommendations reflect a broadly supported vision. Near the outset of this planning process, the City Council adopted the City's public participation plan by resolution. The following Public Participation activities took place during the planning process:

- Planning Commission and City Council Joint Public Meeting (3)
- Draft Plan Public Open House
- Adoption Public Hearing

Each activity's feedback is further detailed in the Issues and Opportunities Chapter.

General Regional Context

Fort Atkinson is located in a highly accessible and strategically significant location in southwestern Jefferson County due to its relatively close proximity to the two largest population centers in the state, Madison (35 miles) and Milwaukee (60 miles). Map 1 shows the relationship of the City to neighboring communities in the region.

The City is also surrounded by several smaller communities and townships which include the City of Jefferson, City of Cambridge, City of Whitewater, Town of Koshkonong, Town of Jefferson, and the lakefront communities along Lake Koshkonong's north and eastern shores.

Selection of the Planning Area

The City of Fort Atkinson encompasses approximately 5.8 square miles. State Statutes enable the City to plan for those areas that bear relation to the City's development, review subdivisions, enact extraterritorial zoning, and implement an official map. The planning area is illustrated in Map 2.

The selected planning area for this Plan includes all lands currently within the City of Fort Atkinson's municipal limits, and the unincorporated areas within and just beyond the City's extraterritorial jurisdiction (ETJ), which extends 3 miles beyond the City's boundaries. The City's 2019 ETJ extended into five towns, including those that were not currently adjacent to the City limits. These include the towns of Koshkonong, Jefferson, Sumner, Oakland, and Hebron. Except for in cases where intergovernmental agreements preclude expansion, the ETJ expands automatically as annexations occur.

Map 1
Regional Influences
Jefferson County, Wisconsin

To Twin Cities

To Green Bay and Fox Valley

COLUMBIA

DODGE

WASHINGTON

DANE

JEFFERSON

WAUKESHA

MILWAUKEE

RACINE

WALWORTH

GREEN

ROCK

KENOSHA

WATERLOO

Watertown

Oconomowoc

Brookfield

Waukesha

LAKE MILLS

AZTALAN

JOHNSON CREEK

Cambridge/Lake Ripley

JEFFERSON

FORT ATKINSON

Whitewater

UW Whitewater

Milton

Janesville

Beloit

Dane County Airport

General Mitchell Int'l Airport

Rock River

Crawfish River

Bark River

Lake Koshkonong

Aztalan State Park

Lake Mills Wildlife Area

Waterloo Wildlife Area

Jefferson Marsh Wildlife Area

Rome Pond Wildlife Area

Prairie's Point Wildlife Area

Kettle Moraine State Forest

1825 DAILY COMMUTES

2900 DAILY COMMUTES

4509 DAILY COMMUTES

2007 DAILY COMMUTES

2009 DAILY COMMUTES

6573 DAILY COMMUTES

1888 DAILY COMMUTES

1591 DAILY COMMUTES

1226 DAILY COMMUTES

2785 DAILY COMMUTES

Madison Area
- State Capital
- University
- Bio-agriculture Research Center
- Primary Commuter Destination
- Medical Center

Janesville/Beloit Area
- Production Hub
- Highway Convergence

Milwaukee Area
- Major Metro Market
- Port City
- Production Hub
- Primary Commuter Destination

Legend
Created: 01.12.07
Revised: 10.1.18

- Employment Destination
- 30 Minute Drive Time
- Regional Shopping District
- Glacial Drumlin Trail
- Ice Age Trail
- Natural Area
- Interstate Interchange

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0 3 6 miles

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Lake Mills School District
Jefferson School District
CITY OF JEFFERSON
CITY OF FORT ATKINSON
TOWN OF JEFFERSON
TOWN OF KOSHKONONG
TOWN OF OAKLAND
TOWN OF SUMNER
Fort Atkinson School District
CITY OF FORT ATKINSON
TOWN OF HEBRON
TOWN OF COLD SPRING
TOWN OF MILTON
TOWN OF LIMA
Whitewater School District
CITY OF WHITEWATER
Jefferson County
Rock County
Walworth County
Crawfish River
Rock River
Rose Lake
Mud Lake
Lake Koshkonong
Deer Creek
Ullen Creek
Bark River
Whitewater Creek
Galloway Creek

City of Fort Atkinson Comprehensive Plan

Map 2:

Jurisdictional Boundaries

- County Boundaries
- Cities and Villages
- Town Boundaries
- School District Boundaries
- # Sections with Section Numbers
- Urban Service Boundaries
- City of Fort Atkinson 3 Mile Extraterritorial Boundary
- City of Jefferson Extraterritorial Boundary
- City of Whitewater Extraterritorial Boundary
- Existing Major Roads
- Existing Local Roads
- Railroads
- Surface Water

Sources: Jefferson County, Dane County, Dodge County, US Census Bureau

0 0.25 0.5 1 Miles

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Shaping places, shaping change

3/19/19

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Chapter 2: Issues and Opportunities



Chapter 2: Issues and Opportunities

This chapter of the Plan includes an overview of area demographic trends and issues raised through the public participation and data analysis process. This information provides an assessment of the changes taking place in the City of Fort Atkinson. It also explores local and regional opportunities and includes a community vision and overall goals to guide future growth over the 20-year planning period and establish the framework for the rest of the Plan.

Key Issues and Opportunities

- The City has experienced minimal growth over the past 10 years, but is expected to grow by between 1,400 and 2,800 residents over the 20+ year planning period.
- Overarching national trends present an opportunity for Fort Atkinson as people's options, choices, and preferences change.
- Housing diversity will be needed to accommodate empty nesters, young professionals, and new families, especially multi-family options to help fill the missing middle housing gap.
- The City's future growth will be influenced by its regional position close to metro areas and by its constraints to expansion.
- Future economic growth will focus on both new development and redevelopment of key buildings, sites, and corridors, fostering business park infill development, continued efforts of downtown revitalization, and improving the marketing of the City's assets.
- Key local opportunities revolve around leveraging existing educational, cultural, and recreational resources to attract new residents and visitors, improving connections between multimodal transportation options throughout the city, adapting to continuously changing technological advancements, improving public health, and preparing for climate adaption and resilience.

Public Participation Results

The City's planning process was guided by the public, city staff, and various committees' and councils' input that was collected through a variety of approaches, including a kickoff meeting, open house, and regular meetings with staff. In addition to the public input gathered directly during this planning process, the feedback gathered during the City's 2016 Community Placemaking Initiative was also considered and incorporated as guiding feedback for this plan. The following is a summary of those activities:

Fort Atkinson Community Placemaking Initiative

In 2015-2016, the University of Wisconsin-Extension in partnership with the City worked on a Community Placemaking Initiative which included the formation of a Steering Committee, public survey, multiple community workshops, and a high school student visioning session. Over 50 total people participated in the planning process.

Public Participation Elements:

- Foundational earning session on community placemaking
- Assessment/evaluation survey
- Visioning sketch exercise (2 workshops)
- Imageability and concept mapping exercise
- Areas of emphasis exercise
- High School students visioning session

The results of those public participation activities yielded strengths and weaknesses, vision statements, actions and strategies, and cognitive maps of the community:

Strengths and Weaknesses:

- Top strengths included: user-friendly and efficient bicycle and pedestrian circulation, preserved natural and cultural resources and environment, enhanced local identity and sense of place, and things to do for young families.
- Top weaknesses included: effective and functional physical configuration of infrastructure, housing, employment, and urban center; user-friendly and efficient public transportation options; enhanced local identity and sense of place; and things to do for young professionals.

Vision Statement Themes:

- Physical configuration
  - Keep urban/rural definition
  - Focus on downtown to build a strong urban core
  - Mix of housing types
- Circulation and transportation
  - Continue to improve pedestrian and bike-friendly environment
  - Need to address the public transit issue
- Natural and cultural resources and environment
  - Maintain strong environmental resources and parks

    - Retain agricultural identity and preserve farmland
    - Integrate cultural assets into economic development opportunities
- Identity and sense of place
    - Create a self-sufficient county
    - Support public art and beautification
- Attributes to instinctively draw us to places
    - Need entry way and wayfinding signage
    - Strive for equity in engagement and opportunities available
- Others
    - Build on existing economic generators
    - Prepare for growth and change
    - Maintain and enhance general community quality and livability
    - Increase the number of year-round teenager-oriented activities in the community

Actions and Strategies:

- Physical configuration
    - Work with Town of Koshkonong on planning
    - Increase downtown living and make the area more attractive/vibrant
    - Redevelopment on key sites
    - Mix of housing for young people and seniors
- Circulation and transportation
    - Connect existing bicycle infrastructure to more destinations
- Natural and cultural resources and environment
    - Expand the Riverwalk, Jones Park, and recreational activities
    - Balance new development vs. losing farmland
- Identity and sense of place
    - Leverage the existing green space and cultural amenities
- Attributes to instinctively draw us to places
    - Add both a pedestrian-oriented and auto-oriented bridge over the river
- Engagement
    - Create new mechanisms to connect the City and private interests

Plan Kickoff Meeting

In the summer of 2018, Vandewalle and Associates facilitated a kickoff meeting between the public, city staff, the City Council, and the Planning Commission. The meeting's goal was to reevaluate and confirm what was heard during the Placemaking Initiative process, while also gaining even greater perspective of specific ideas and concerns. Several general questions were asked, and all attendees provided verbal and written feedback to each. Over 20 total people were in attendance for the meeting.

The feedback can be summarized in a variety of topics that have seen recent success, but also provide significant opportunities in the future:

- Downtown revitalization
    - Significant existing cultural assets
    - Need more destinations
    - Increase beautification
- New development
    - Diversity in housing options
    - Northwest Area Plan is important for future growth
- Redevelopment of key buildings, sites, and corridors
    - Continue to facilitate brownfield and infill redevelopment
- Transportation planning and continued improvement of infrastructure
    - Increase connections between exiting bicycle and pedestrian infrastructure
    - Maintain roadways
- Recreational asset planning
    - Highlight that the city is the premier recreational destination in the county with a large number of programs, parks, and open space
- Marketing the city's assets
    - Attract new people of all ages through the city's active, healthy, and recreational asset rich community

Draft Plan Open House & Public Hearing

On December 11th, Vandewalle and Associates, in conjunction with city staff, conducted a public Open House to review the draft Plan in its entirety. It was held at Luther Elementary School in Fort Atkinson with over 50 total people in attendance. The results of the open house reiterated many of the topics, themes, ideas, and initiatives heard throughout the planning process. The level of community support shown, and important feedback received, once again proved City residents continue to be engaged, active, and valuable resources in the community.

Following the Open House, a Joint Plan Commission and City Council Public Hearing was held on March 5, 2019. After more discussion and the addition of key comments

from the public, further revisions were made to the document. On March 19, 2019, the Comprehensive Plan Update was officially recommended by the Plan Commission and adopted by the City Council during a Joint Meeting.

Data Analysis Results

Population Trends and Forecasts

Between 1990 and 2010, the City of Fort Atkinson experienced moderate population growth, however since 2010 the City has seen minimal change. Figure 2.1 compares the City of Fort Atkinson's population trends with several neighboring communities, Jefferson County, and the State of Wisconsin. Between 2000 and 2016, the City experienced a 7% increase in population, but between 2010 and 2016 only a 1% increase. Over these same two periods of time, nearly all surrounding communities, Jefferson County, and the state have experienced a similar trend, with steady growth until 2008 and slow recovery since. In the last iteration of the comprehensive plan, it was projected that the city would grow to eclipse 13,500 total residents by 2015. However, that estimate was significantly altered by the outcomes of the Great Recession and the City's 2016 population totals ended up being over 1,000 less than those original projected totals.

Figure 2.1: Population Trends 1970-2016

	1970	1980	1990	2000	2010	2016*	2000-2016 Percent Change	2010-2016 Percent Change
City of Fort Atkinson	**9,164**	**9,785**	**10,213**	**11,621**	**12,368**	**12,470**	**7%**	**1%**
Town of Jefferson	3,082	2,891	2,687	2,265	2,178	2,032	-10%	-7%
Town of Koshkonong	2,671	2,979	2,984	3,239	3,692	3,734	15%	1%
Village of Johnson Creek	790	1,135	1,259	1,581	2,738	2,890	83%	6%
City of Jefferson	5,429	5,687	6,078	7,338	7,973	7,976	9%	0%
City of Lake Mills	3,556	3,670	4,143	4,843	5,708	5,796	20%	2%
City of Waterloo	2,253	2,393	2,712	3,259	3,333	3,341	3%	0%
City of Watertown	15,683	18,113	19,142	21,598	23,861	26,878	24%	13%
City of Whitewater	12,038	11,520	12,636	13,437	14,390	14,840	10%	3%
Jefferson County	60,060	66,152	67,783	75,767	83,686	84,538	12%	1%
Wisconsin	4,417,731	4,705,767	4,891,769	5,363,675	5,686,986	5,754,798	7%	1%

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 1990-2010 Census.

Projections are important components of the planning process and provide a guide for decision makers. Due to the fact that the market has fluctuated so much over the past 25 years, it is more important to factor in multiple projection scenarios to account for the various outcomes that could occur in the future. In Figure 2.2 seven different population projection scenarios for the City through the year 2040 were calculated and compared. They include:

- Wisconsin DOA's projections.
- Straight Line Projection that was calculated by determining the City's average annual population change between 1990-2016, 2000-2016, and 2010-2016 and projecting it forward to 2040.
- Compounded Projection that was calculated by determining the City's percent population change between 1990-2016, 2000-2016, and 2010-2016 and projecting that forward to 2040.

Based upon these scenarios, the City's population is projected to be between 12,888 and 15,279 in the year 2040. For the purposes of this Plan, the City will utilize the Compounded Projection scenario from 1990-2016. This factors in both the increased population growth experienced between 1990 and 2010, in addition to the stagnant population growth experienced between 2010 and 2016. The population scenario will also be used for housing and land use demand projections later in the Plan. While it is certainly possible that the City will not grow to this population by 2040, a careful approach to land use planning suggests that this Plan shows how that amount of growth could be appropriately accommodated. Market conditions, the continued growth of the Madison metro area, and City's policies will help determine the actual rate of population growth.

Figure 2.2: City of Fort Atkinson Population Projections

	2010*	2016**	2020	2025	2030	2035	2040
Compounded Growth 1990-2016 (2)	12,368	12,470	12,899	13,457	14,039	14,646	15,279
Compounded Growth 2000-2016 (2)	12,368	12,470	12,699	12,992	13,291	13,597	13,911
Compounded Growth 2010-2016 (2)	12,368	12,470	12,359	12,625	12,712	12,800	12,888
Linear Growth 1990-2016 (1)	12,368	12,470	12,817	13,251	13,685	14,119	14,553
Linear Growth 2000-2016 (1)	12,368	12,470	12,682	12,948	13,213	13,478	13,744
Linear Growth 2010-2016 (1)	12,368	12,470	12,538	12,623	12,708	12,793	12,878
WisDOA Population Projection	12,368	12,470	13,080	13,480	13,850	14,000	14,020

**Source: U.S. Census Bureau, 1990-2010 Census.*
***Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: Wisconsin Department of Administration, 2013 Population Estimate.
1. *Extrapolated based on the average annual population change over the given years.*
2. *Extrapolated based on the average annual percent change over the given years.*

Demographic Trends

In further analyzing the City's population, it is important to consider demographic trends that emerge such as age distribution, race, and ethnicity. Figure 2.3 and 2.4 shows the City of Fort Atkinson's age distribution from 2000 to 2016 compared to surrounding communities. The City of Fort Atkinson's median population age is typical when compared to nearby communities, Jefferson County, and the state. Additionally, similar to much of the country, the City's median age increased over the past 15 years from 37 in 2000 to 39 in 2016. As to be expected with median age increase, the proportion of residents over the age of 65 also increased during that time period. As the population continues to age, it is important to prepare the appropriate mix of housing, transportation, and service options to accommodate the needs of this population.

Fort Atkinson's population is becoming less homogenous than it once was. Figure 2.5 shows the breakdown of the population by race and ethnicity. Since 2000, the Hispanic population has tripled from 4% to 12%. This is not uncommon among many southern Wisconsin communities that have experienced similar increases over that same time period. Moving forward, it is important to consider this population's needs when making future decisions and to increase the representation of this group in the decision-making process.

Figure 2.3: Age Distribution

	Median Age			Under 18 Years Old			Over 65 Years Old		
	2000	2010	2016	2000	2010	2016	2000	2010	2016
City of Fort Atkinson	**37**	**38**	**39**	**24%**	**24%**	**25%**	**15%**	**15%**	**16%**
Town of Jefferson	41	38	48	22%	24%	18%	14%	15%	21%
Town of Koshkonong	40	45	46	25%	22%	21%	11%	14%	16%
Village of Johnson Creek	32	38	35	27%	24%	26%	10%	15%	10%
City of Jefferson	36	38	40	23%	24%	24%	16%	16%	18%
City of Lake Mills	36	37	41	27%	25%	25%	15%	14%	15%
City of Waterloo	35	38	37	27%	26%	23%	11%	12%	14%
City of Watertown	35	36	38	26%	26%	24%	15%	15%	16%
City of Whitewater	22	22	22	12%	12%	11%	9%	8%	8%
Jefferson County	37	38	40	25%	24%	22%	13%	13%	15%
Wisconsin	36	39	39	25%	24%	23%	13%	14%	15%

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 2000-2010 Census.

Figure 2.4: Fort Atkinson Population Pyramid

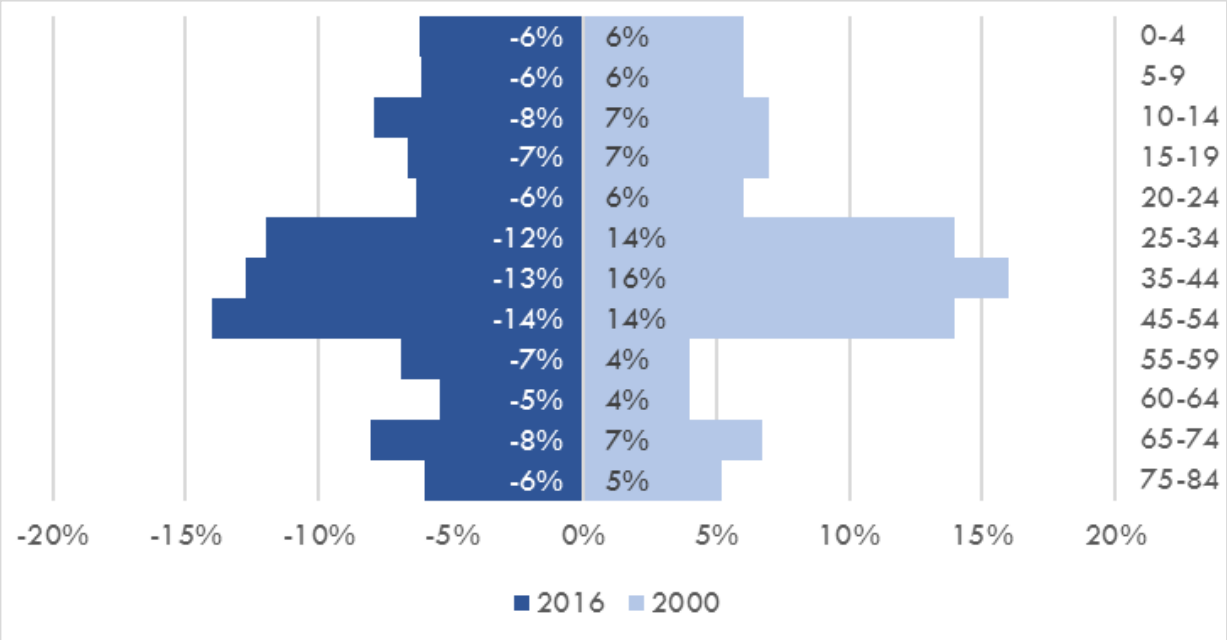


Figure 2.5: Race and Ethnicity

Race	2000	2010	2016
White	96%	92%	90%
African American	0%	1%	1%
American Indian	0%	0%	2%
Asian	1%	1%	1%
Other	2%	4%	4%
Ethnicity			
Hispanic or Latino	4%	9%	12%

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 2000-2010 Census.

Household Trends and Forecasts

Housing is one of the most significant topics to consider when planning for the next 20 years in Fort Atkinson. Figures 2.6 and 2.7 present household characteristics for the City of Fort Atkinson as compared to several surrounding communities and Jefferson County. There are a few key trends to note from these figures. First, average household size, percentage of single person households, and total housing units have not changed much in the city since 2000 and have been on par with that of surrounding communities. Second, in Fort Atkinson and many of the nearby communities the median monthly owner-occupied costs have been relatively flat since 2010, while median monthly gross renter-occupied costs have increased. Third, Fort Atkinson, in comparison to some of the other surrounding communities, has not experienced a significantly large percentage of vacant housing units. Fourth, the percentage of owner-occupied housing units has stayed relatively flat since 2000 in the City, while other nearby towns and cities have experienced large fluctuations. Finally, the most dramatic change felt by both Fort Atkinson and all of the geographies compared has been the change in equalized value of residential property from 2000-2010 compared to 2010-2017. Almost all surrounding cities, including Fort Atkinson, experienced over a 30% increase in equalized value for residential properties between 2000 and 2010. However, since that time, almost all have seen less than 5% growth.

Together, these trends tell a story of some issues that have presented themselves over the past fifteen years, including:

- Total housing units have not increased, which in combination with low vacancy rates have contributed to the stagnant total population numbers. In addition, with the dramatic drop in increasing equalized values for residential properties, the City has struggled to generate new revenue, maintain infrastructure, and attract new residents.
- Monthly gross renter-occupied housing costs have increased more quickly than owner-occupied monthly costs. This has played a part in driving the need for increased affordable housing options in the community, as the demand for renter-occupied housing has continued to increase.

In general, housing costs in Fort Atkinson are very comparable to other nearby communities, and substantially more affordable than nearby metro areas. This presents an opportunity for the community to become increasingly more attractive for commuters and others seeking a more affordable lifestyle.

Figure 2.6: Household Characteristics

	Total Housing Units			Average Household Size			Change in Equalized Value of Residential Property		Median Monthly Gross Rent-Occupied			Median Monthly Owner-Occupied Costs	
	2000	2010	2016*	2000	2010	2016*	2000-10	2010-17	2000	2010*	2016*	2010*	2016*
City of Fort Atkinson	**4,983**	**5,429**	**5,285**	**2.4**	**2.4**	**2.4**	**34%**	**3%**	**$549**	**$689**	**$789**	**$1,394**	**$1,302**
Town of Jefferson	793	895	903	2.7	2.6	2.5	35%	8%	$575	No data	$623	$1,087	$1,141
Town of Koshkonong	1,421	1,625	1,603	2.7	2.6	2.6	45%	5%	$731	$810	$900	$1,310	$1,302
Village of Johnson Creek	659	1,118	1,142	2.5	2.6	2.6	72%	15%	$683	$811	$900	$1,217	$1,353
City of Jefferson	2,934	3,378	3,203	2.4	2.4	2.5	36%	-2%	$554	$661	$746	$1,236	$1,073
City of Lake Mills	2,065	2,776	2,612	2.5	2.4	2.5	44%	10%	$588	$740	$901	$1,326	$1,174
City of Waterloo	1,293	1,409	1,412	2.6	2.5	2.6	32%	5%	$581	$637	$720	$1,303	$1,122
City of Watertown	8,330	9,745	9,893	2.6	2.5	2.4	35%	-4%	$563	$705	$726	$1,230	$1,058
City of Whitewater	4,340	5,113	5,247	2.4	2.3	2.3	43%	1%	$504	$652	$708	$1,022	$1,083
Jefferson County	30,092	35,147	35,294	2.6	2.5	2.5	43%	4%	$564	$729	$783	$1,247	$1,152
Wisconsin	2,321,144	2,624,358	2,649,597	2.5	2.4	2.4	44%	4%	$540	$713	$789	$1,121	$1,059

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 2000-2010 Census.
**Source: Department of Revenue, 2017.*

Figure 2.7: Housing Occupancy

	Median Age			Under 18 Years Old			Over 65 Years Old		
	2000	2010	2016*	2000	2010	2016*	2000	2010	2016*
City of Fort Atkinson	**29%**	**30%**	**30%**	**5%**	**6%**	**5%**	**64%**	**63%**	**62%**
Town of Jefferson	20%	17%	24%	4%	6%	9%	83%	82%	93%
Town of Koshkonong	17%	18%	21%	12%	13%	10%	85%	86%	90%
Village of Johnson Creek	24%	22%	21%	5%	6%	4%	67%	70%	73%
City of Jefferson	28%	30%	27%	4%	7%	7%	61%	62%	59%
City of Lake Mills	27%	28%	23%	7%	17%	14%	69%	67%	57%
City of Waterloo	25%	29%	21%	4%	6%	9%	72%	71%	78%
City of Watertown	26%	29%	34%	4%	6%	6%	64%	61%	60%
City of Whitewater	33%	34%	34%	5%	7%	9%	36%	34%	32%
Jefferson County	24%	25%	25%	6%	9%	8%	72%	71%	70%
Wisconsin	27%	28%	29%	10%	13%	13%	68%	68%	67%

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 2000-2010 Census.

Another important aspect of planning for the next 20 years is projecting the total number of households needed. As with the previous population projections, it is important to consider a variety of growth scenarios when it comes to total households. Figure 2.8 shows a household projection for the City through the year 2040 based on the Compounded Projection and Linear Projection scenarios for population from Figure 2.2. The City is projected to have between 5,880 and 6,977 total households in 2040, or an additional 866-1,963 households from 2016 totals. In comparison, during the previous comprehensive planning process, the City was projected to have 5,804 households by 2015. As of 2016, the City only had a little over 5,000. Again, these numbers were dramatically affected by the housing market collapse and economic downturn. This plan will use the additional 1,963 households needed in 2040 as the basis for land use and other projections calculated throughout the document.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. The demand for future housing units will be based not only on increases in population, but also on expected decreases in the City's average household size. For example, as household sizes decrease, more housing units will be needed to meet housing demands. For the purposes of this analysis, it is assumed that the City's 2016 household size (2.36) will decrease to 2.0 by the year 2040, based on WisDOA Household Size Projections.

Figure 2.8: City of Fort Atkinson Total Household Projections

	2010*	2016**	2020	2025	2030	2035	2040	Additional Households 2016-2030	Additional Households 2016-2040
Compounded Growth 1990-2016 [2]	**12,368**	**12,470**	**12,899**	**13,457**	**14,039**	**14,646**	**15,279**		
Household Projection	5,125	5,014	5,657	5,981	6,296	6,627	6,977	1,282	1,963
Compounded Growth 2000-2016 [2]	12,368	12,470	12,699	12,992	13,291	13,597	13,911		
Household Projection	5,125	5,014	5,570	5,774	5,960	6,152	6,352	946	1,338
Compounded Growth 2010-2016 [2]	12,368	12,470	12,359	12,625	12,712	12,800	12,888		
Household Projection	5,125	5,014	5,421	5,611	5,700	5,792	5,885	686	871
Linear Growth 1990-2016 [1]	12,368	12,470	12,817	13,251	13,685	14,119	14,553		
Household Projection	5,125	5,014	5,621	5,889	6,137	6,389	6,645	1,123	1,631
Linear Growth 2000-2016 [1]	12,368	12,470	12,682	12,948	13,213	13,478	13,744		
Household Projection	5,125	5,014	5,562	5,755	5,925	6,099	6,276	911	1,262
Linear Growth 2010-2016 [1]	12,368	12,470	12,538	12,623	12,708	12,793	12,878		
Household Projection	5,125	5,014	5,499	5,610	5,699	5,789	5,880	685	866
Wisconsin	2.36	2.31	2.28	2.25	2.23	2.21	2		

**Source: U.S. Census Bureau, 1990-2010 Census.*
***Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*
Source: Wisconsin Department of Administration, 2013 population estimate.
1. *Extrapolated based on the average annual population change over the given years.*
2. *Extrapolated based on the average annual percent change over the given years.*

Poverty Trends

Since 2000 there has been an increase in the number of people living in Fort Atkinson below the poverty line. This, in part, is due to the slow economic recovery from the Great Recession, but also growing income inequality, a shrinking middle class, and stagnant wages over time. Cities all across the nation are dealing with these same issues and it is important for the City to recognize and implement strategies to counter these trends over the next 20 years.

Figure 2.9: Poverty

	2010	2016
Population over 16 Unemployment Rate	3%	6%
Families in Poverty	4%	10%
Individuals in Poverty	5%	13%

Tax Rates

In balancing both the City's long-term financial needs with maintaining rates to stay competitive and attract future residents and businesses, it is vital to consider tax rates. Figure 2.10 shows a comparison of the City of Fort Atkinson's tax rate with that of surrounding cities and villages. As of 2015, the City's rate is squarely in the middle compared to six other nearby community's rates. Overall, the city's tax rate has decreased since 1999 with a slight increase between 2010-2015. This is a very common trend experienced all over the country pre and post-Recession.

When the housing market was driving population increase in these communities, the tax rates increased, but conversely as the market collapsed, so did tax rates. At that same time, in Fort Atkinson, a city-wide property revaluation took place. The combination of the two events have contributed to the fluctuations experienced. Overall, as cities across Jefferson County slowly recovered post-Recession, communities were able to increase the rates again. This dip in tax rate, in combination with the stagnant totals of equalized residential property values has put many communities, including Fort Atkinson, in a tough economic situation. Many have had to defer maintenance on infrastructure, staff-down, and more generally, do more with less.

Figure 2.10: Tax Rates

	Median Age			Under 18 Years Old	
	1999-00	2009-10	2014-15	2014-15	2017
City of Fort Atkinson	**8.74**	**6.96**	**7.94**	**22.73**	**1.0158**
Village of Johnson Creek	7.16	4.91	6.55	22.94	0.9757
City of Jefferson	6.02	6.55	9.16	24.16	0.9857
City of Lake Mills	8.16	7.11	7.64	22.11	0.9326
City of Waterloo	9.95	9.06	10.61	25.10	0.9495
City of Watertown	6.99	7.30	9.71	23.34	0.9637
City of Whitewater (Walworth Co.)	5.16	4.91	5.63	21.08	1.0060

**The municipal tax rate includes only municipal purpose property tax levies. The total tax rate includes property tax levies for school districts, technical college districts, counties, municipalities, the state, as well as special districts, minus the school levies credit. Source: Wisconsin Taxpayers Alliance 2014-15*

***Source: Wisconsin Department of Revenue, 2017*

Other Issues and Opportunities

Regional Influences

In order to more accurately guide Fort Atkinson's future growth and development, it's important to analyze the numerous factors in and around Jefferson County that will impact City growth.

Proximity to Major Employment, Shopping, Entertainment, and Education Centers

The City of Fort Atkinson is located within a short driving distance of several major regional employment centers, shopping destinations, entertainment venues, and major universities. Madison is the closest major city and metro area to Fort Atkinson, and as of 2016, Dane County was the fastest growing county in the state. The county's total population exceeds 520,000 residents. The area also hosts a

number of employment options, including the Wisconsin State Government, University of Wisconsin-Madison, several regional medical centers, an emerging technology cluster, and a regional bio-agriculture research center. Additionally, the University of Wisconsin-Madison, which is the largest university in the state, offers an exceptional educational opportunity with over 200 plus degrees offered. The area is also home to a wide variety of recreational opportunities including State Street, the Farmer's Market, the Overture Center, multiple regional malls, and the Union Terrace, just to name a few.

To the east of Fort Atkinson is the Milwaukee Metro region which also offers significant employment and education options, in addition to numerous entertainment venues and shopping destinations. As of 2015, the metro area totaled over 1.5 million in population. Other notable destinations nearby include, employment and shopping options in Janesville and Beloit, educational opportunities at the University of Wisconsin-Whitewater, and recreational options in the Chicago Metro region.

Access to Transportation Networks

Located south of I-94 on Highways 26 and 12, the City of Fort Atkinson has a direct route to Madison, Milwaukee, Janesville, Beloit, the Fox Valley, and Green Bay, as well as many of the Midwest's other major economic centers, including Chicago and Minneapolis. An analysis of commuting patterns indicates that every day almost 24,000 people commute from their home in Jefferson County to work in a different county.

In terms of other travel modes, Fort Atkinson is located near several airports, including its own municipal airport that serves local businesses. It's also less than an hour from both the Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee, and just over an hour from the Chicago Rockford International Airport in Rockford, Illinois.

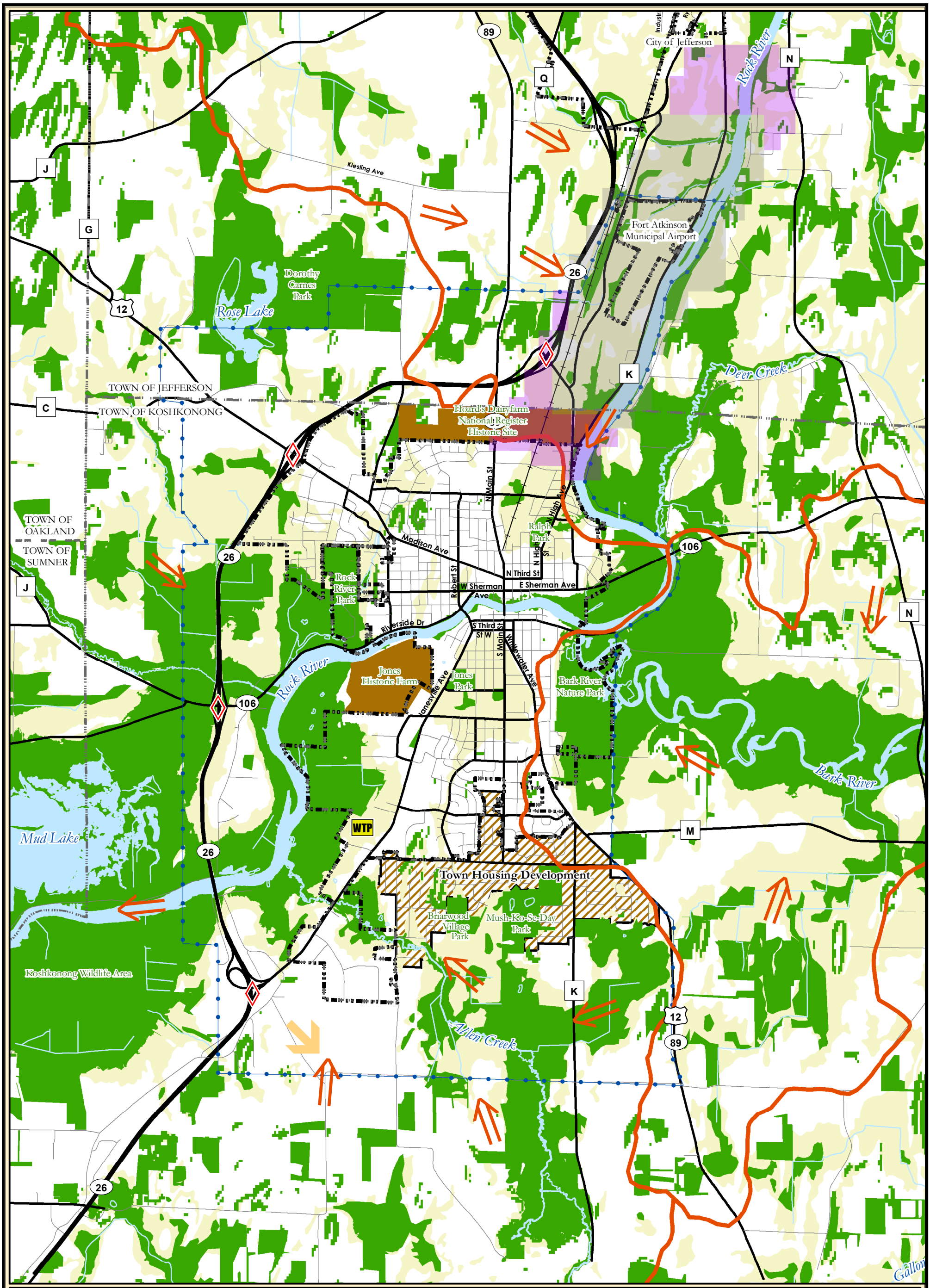
Abundance of Recreational Resources and Open Space

Nestled between several growing metro areas, Jefferson County's natural landscape has remained relatively undisrupted by development. Rural roadways offer some of the most spectacular views of glacial drumlins in the world. Moreover, with nine State Natural Areas and parks, six Land Legacy Places, access to two state trails, and an abundance of water resources, including wetlands, lakes, and rivers, Jefferson County is a magnificent playground for people who thrive on being outdoors. In fact, many of these opportunities and features are located near Fort Atkinson. Although Jefferson County communities are facing increasing growth pressures, residents and property owners are taking measures to maintain rural character and preserve the farmland that still blankets the towns and surrounds the villages and cities. These communities recognize that it is in large part the County's natural beauty and wide-open spaces that will continue to make this area of Wisconsin such a desirable place to live and visit.

Growth Factors

Future growth and expansion of the City is limited by a variety of factors including: environmental corridors, township housing developments, area landowners, and the new Highway 26 bypass. Map 3 shows these various factors. The City's avenues for future expansion are relatively limited, and therefore should be actively preserved. Growth to the City's east and west is limited by an extensive system of environmental corridors associated with the Rock and Bark Rivers. Growth to the south and southeast is limited by the large amount of exurban housing development south of Hackbarth Road and by the Allen Creek corridor. Finally, northerly growth may be slightly more challenging due to the presence of the Hoard Farm, at least temporarily. Corridors extending northwest and southwest are the most promising directions for future community expansion, especially surrounding the Highway 26/12 interchange.

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City of Fort Atkinson Comprehensive Plan

Map 3: Growth Factors

- Municipal Boundaries
- Town Boundaries
- Urban Service Area
- Major Roads
- Local Roads
- Railroads
- Interchanges
- Future Highway 12 Bypass Options
- Watershed Boundaries
- Surface Water
- General Direction of Water Flow
- Town Housing Development
- Environmental Corridor**
- Historic Farm

Soil Suitability for Dwellings With Basements*

- Very limited

Airport Zoning Structure Height Limitations

- <875 Feet Above Mean Sea Level
- 875-925 Feet
- All Unmarked Areas Above 925 Feet

**Environmental corridors are comprised of publicly-owned parks, recreation, and conservancy lands; water bodies and wetlands mapped as part of the WisDNR wetland inventory; 100-year floodplains based on FEMA maps; contiguous woodlands over 10 acres in size; steep slopes

*Ratings dwellings are based on the soil properties that affect the capacity of the soil to support a load without movement and on the properties that affect excavation and construction costs including: depth to a water table, ponding, flooding, subsidence, linear extensibility (shrink-swell potential), compressibility, slope, depth to bedrock or a cemented pan, hardness of bedrock or a cemented pan, and the amount and size of rock fragments.

Sources: Jefferson County, Dane County, Dodge County, US Census, Fort Atkinson Municipal Airport Height Overlay Zoning

0 0.25 0.5 1 Miles

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

3/19/19

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Opportunities Summary

For the purposes of analyzing potential opportunities in Fort Atkinson, the City was broken down into 10 planning areas, which have been illustrated in Figure 2.8. Based on an analysis of opportunities in each of these planning areas, the City's overall opportunities include those listed below. Opportunities specific to each planning area are indicated on the graphics shown in Figures 2.9 through 2.18.

- **Balance modernization with historic preservation**
  The City's abundance of historic landmarks, traditional neighborhoods, and cultural assets provide a unique foundation upon which to build future development. The City recognizes the value in preserving its charm and character into the future, and will do so by enhancing and extending its most cherished characteristics into newly developing areas. For example, new neighborhoods in Fort Atkinson can reflect the City's older neighborhoods by implementing what is commonly referred to as "Traditional Neighborhood Design." The Housing and Neighborhood Development chapter has more detailed guidance on this concept.

- **Overarching demographic trends**
  Both nationally and locally, demographic changes and preferences present an opportunity for the City to adapt and change to accommodate existing and attract new residents. Some of the biggest general shifts are: larger aging populations and people living much longer than ever before, people having less or waiting longer to have kids than previous generations, increasing student debt making it harder for young home buyers, increasing Latino populations, and greater numbers of renters because of stagnant wages, rising poverty, and growing demand for more mobility.

- **Housing diversity**
  Housing options are needed throughout the community to accommodate people in all stages of life including: young professionals, students, new families, and seniors. This may include high-quality condominiums, apartments, townhomes, and single-family homes. The City's unique downtown, as well as other sites around the community, also presents opportunities for housing options in mixed-use and live-work settings, which would provide a more urban living experience for some and enrich the character and sustainability of the community.

- **Become a Regional Tourist Destination**
  The City already has several attractions that draw visitors from around the region to Fort Atkinson, including the Fireside Dinner Theater and Hoard Historical Museum. Over the planning period, the City has an opportunity to build on that tourism base and turn itself into a Regional Tourist Destination. That is, a place that draws people from all over Southern Wisconsin to experience a variety of local amenities and attractions. The Economic Development chapter defines this concept in greater detail.

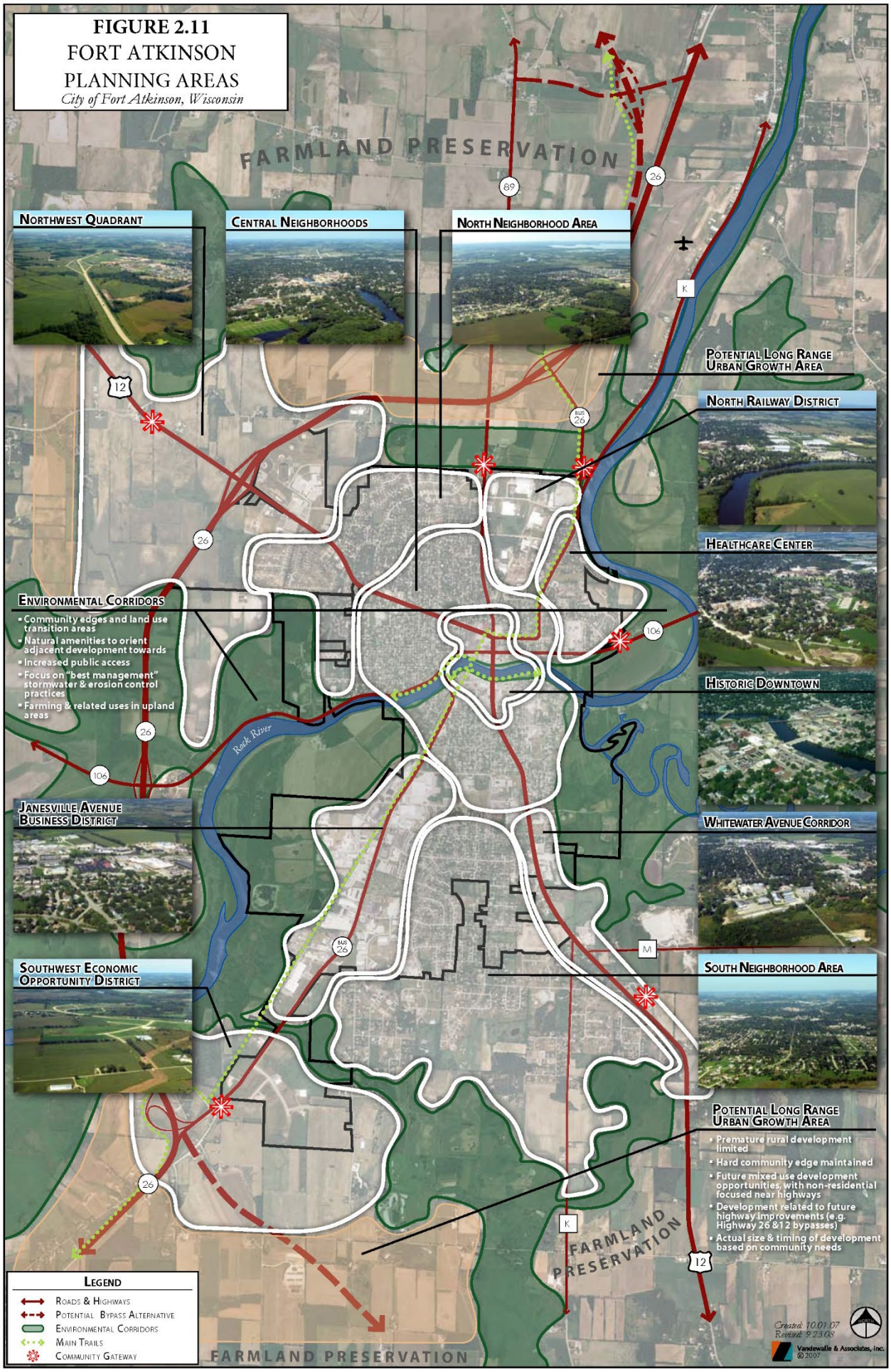
- **Enhance multi-modal connectivity**
  Fort Atkinson has an opportunity to enhance connections within the City by providing new bike and pedestrian trails that connect neighborhoods with key destinations such as downtown, schools, parks, and retail centers. In addition, developing greater connectivity between public transportation options and service agencies will be even more important as more residents get older and do not have access to personal transportation. A sense of connectivity may also be advanced using wayfinding signage, unified streetscaping and signage themes, and the development of master planned neighborhoods. Master planned neighborhoods incorporate a variety of complementary land uses, interconnected roads, pedestrian and bike connections, and greenway corridors to ensure that new neighborhoods are skillfully woven into the overall fabric of the City.

- **Promote the City's natural resources**
  The City is fortunate to be surrounded by exceptional natural resources, such as the Rock River, Bark River, Lake Koshkonong, Allen Creek, and Rose Lake, as well as several large public park and open space areas. The City

recognizes that along with these resources and the many benefits they bestow on the community comes the profound responsibility of protecting them. The City will use the Comprehensive Plan, in combination with other "green" initiatives, to soften its imprint on the natural environment and to ensure that the resources that sustain the community today will be preserved for future generations. In turn, these remarkable and valuable natural assets will continue to make the City a desirable place to live, work, play, and visit.

- **Leveraging local assets in attracting new residents**

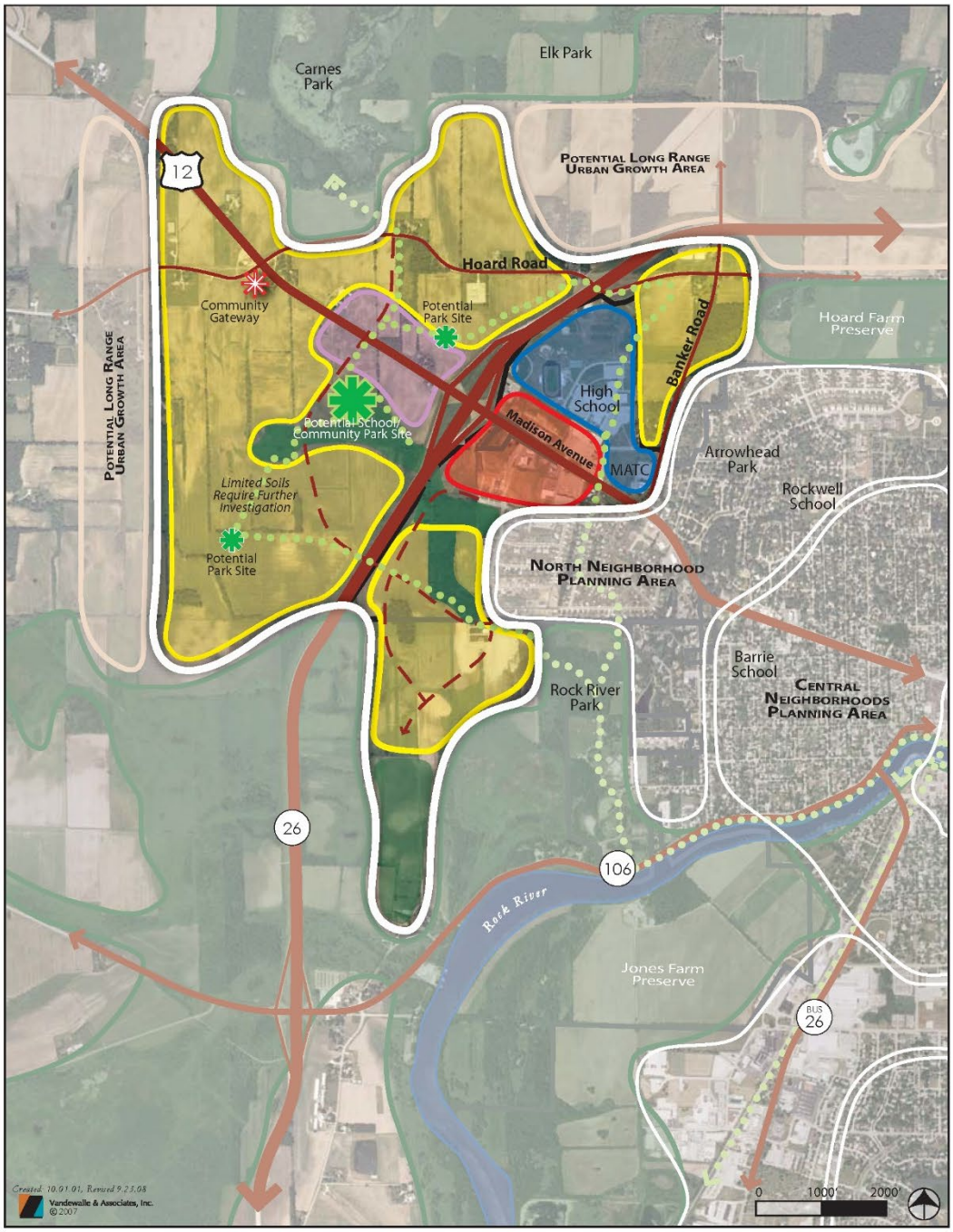
  As previously noted, the City of Fort Atkinson has seen very little population growth since 2008. However, with the fast-paced growth occurring in neighboring Dane County, the city is primed to start attracting new residents. Leveraging the City's assets is key to accomplishing this. Not only are the cultural, recreational, and natural assets mentioned above important attractors, but also the community's strong educational system, proximity to health care and major employment centers, and active life style components. Together, this makes Fort Atkinson increasingly attractive to young professionals, families, and empty nesters. A few specific groups that could be targeted are UW-Whitewater professors, employees, or graduate students, in addition to health care workers that work in the city or other surrounding communities. The City has a lot to offer its residents and over the next twenty years it is important to leverage those assets in attracting new residents through increased marketing and awareness.


FIGURE 2.11
FORT ATKINSON
PLANNING AREAS
City of Fort Atkinson, Wisconsin
FARMLAND PRESERVATION
NORTHWEST QUADRANT
CENTRAL NEIGHBORHOODS
NORTH NEIGHBORHOOD AREA
POTENTIAL LONG RANGE URBAN GROWTH AREA
NORTH RAILWAY DISTRICT
HEALTHCARE CENTER
HISTORIC DOWNTOWN
WHITEWATER AVENUE CORRIDOR
SOUTH NEIGHBORHOOD AREA
ENVIRONMENTAL CORRIDORS
Community edges and land use transition areas
Natural amenities to orient adjacent development towards
Increased public access
Focus on "best management" stormwater & erosion control practices
Farming & related uses in upland areas
Rock River
JANESVILLE AVENUE BUSINESS DISTRICT
SOUTHWEST ECONOMIC OPPORTUNITY DISTRICT
POTENTIAL LONG RANGE URBAN GROWTH AREA
Premature rural development limited
Hard community edge maintained
Future mixed use development opportunities, with non-residential focused near highways
Development related to future highway improvements (e.g. Highway 26 &12 bypasses)
Actual size & timing of development based on community needs
FARMLAND PRESERVATION
FARMLAND PRESERVATION
LEGEND
ROADS & HIGHWAYS
POTENTIAL BYPASS ALTERNATIVE
ENVIRONMENTAL CORRIDORS
MAIN TRAILS
COMMUNITY GATEWAY
Created: 10.01.07
Revised: 9.23.08
Vandewalle & Associates, Inc.
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Northwest Quadrant Planning Area

FIGURE: 2.12

City of Fort Atkinson
Futures Open House



Opportunities

- Proximity to Madison enhances marketability
- Community gateway experience
- Traditional neighborhood & sustainable design
- Neighborhoods connected across Highway 26
- Capitalize on existing businesses & schools
- Urban mixed use development & redevelopment opportunities

Note: This map is not a Detailed Future Land Use Map or Future Transportation Map for zoning and other decision making. The purpose of this map is to show conceptual future growth options and facilitate public discussion.

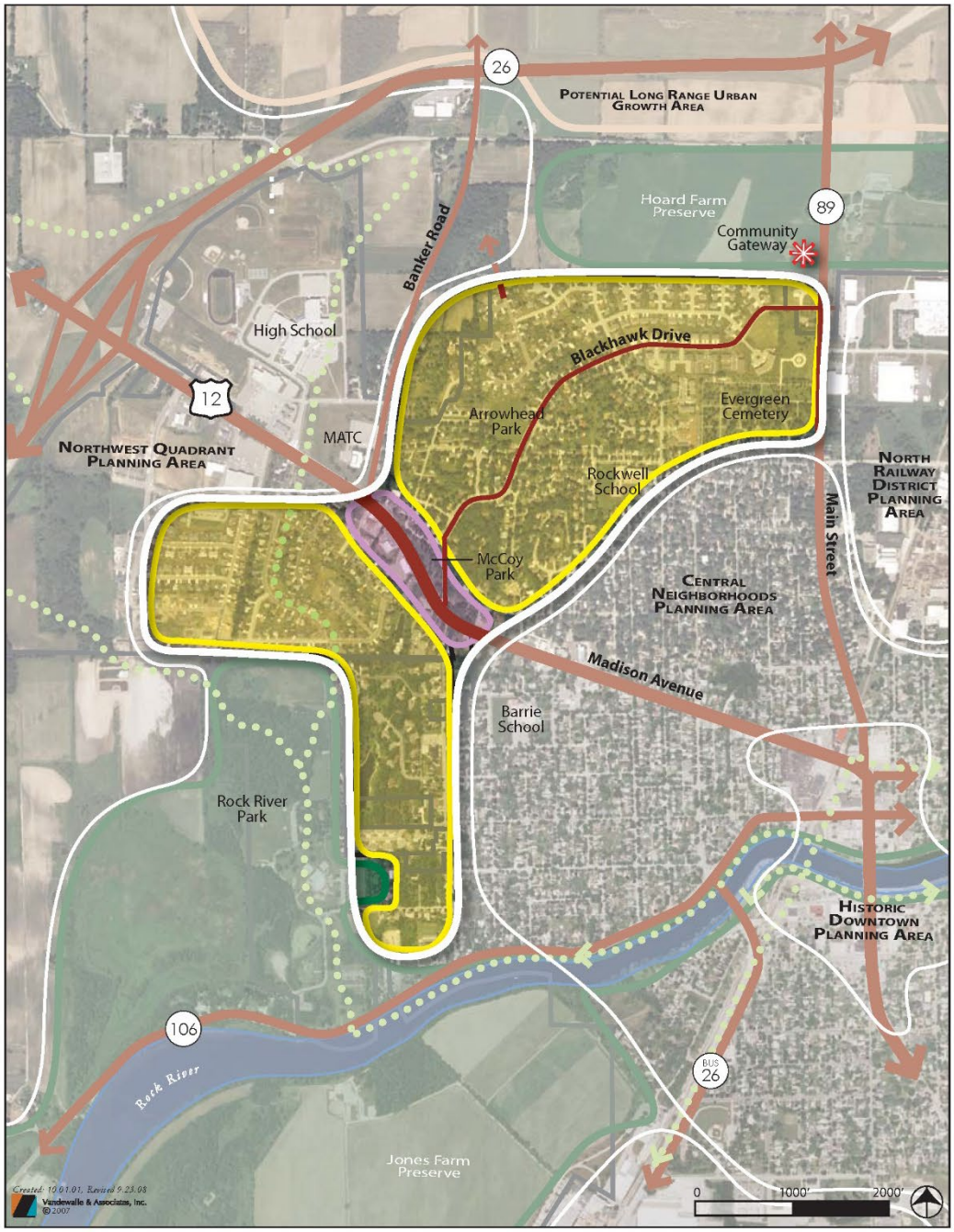
Conceptual Land Uses

- Community Commercial
- Downtown
- Major Institutions
- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

North Neighborhood Planning Area

FIGURE: 2.13

City of Fort Atkinson
Futures Open House



Opportunities

- Infill tree planting & sidewalks
- Mixed use redevelopment close to Madison Avenue
- Municipal boundary clean-up
- More trail connections to adjacent parks & schools

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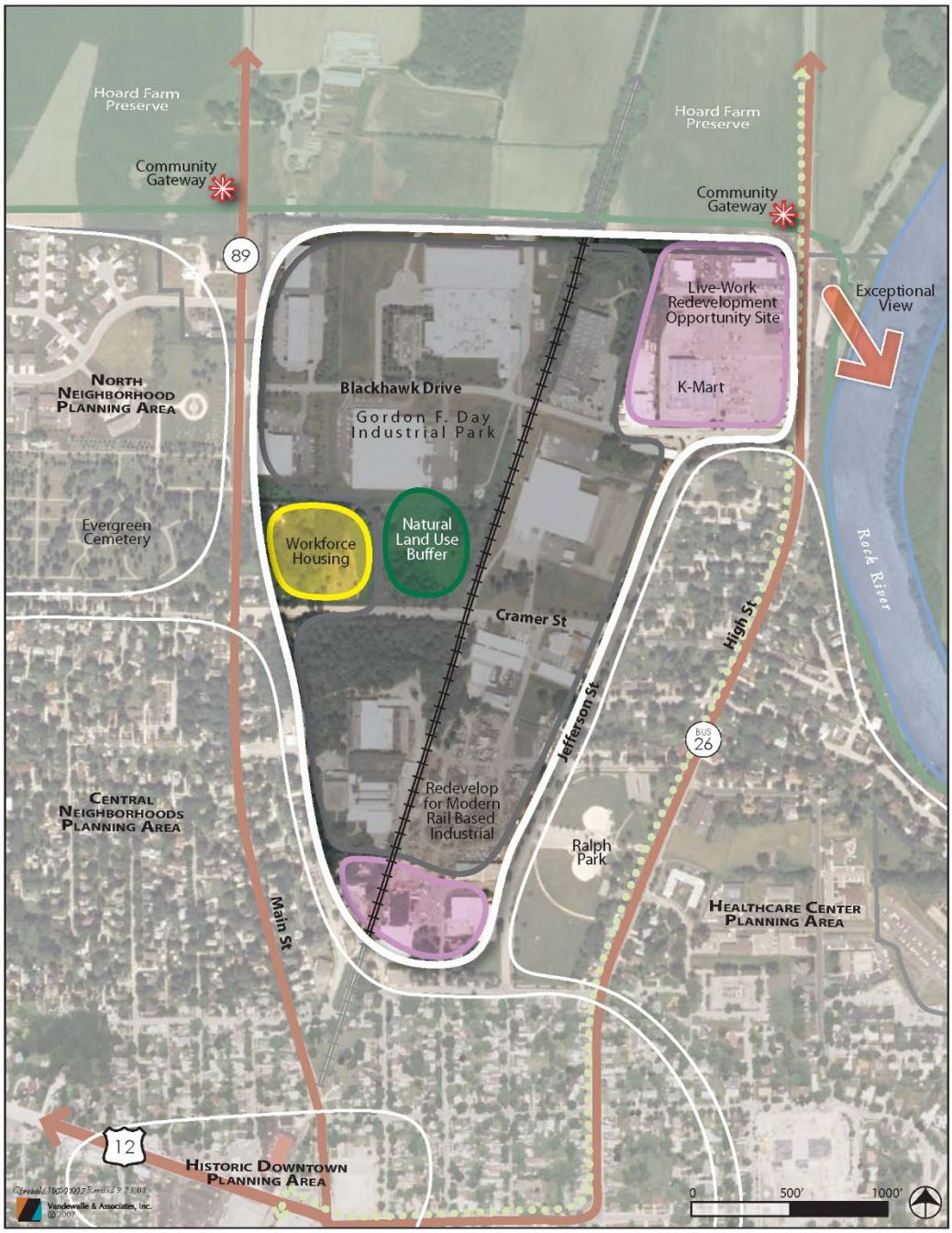
Conceptual Land Uses

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- Potential Future Roads
- Main Trails *(Existing & Proposed)*

North Railway District Planning Area

FIGURE: 2.14

City of Fort Atkinson
Futures Open House



Opportunities

- "Live-work" focus
- Business growth - infill industrial sites
- Job-focused redevelopment in areas closer to park & downtown
- Employment focused redevelopment (e.g. K-Mart site)
- Superior natural entryway experience

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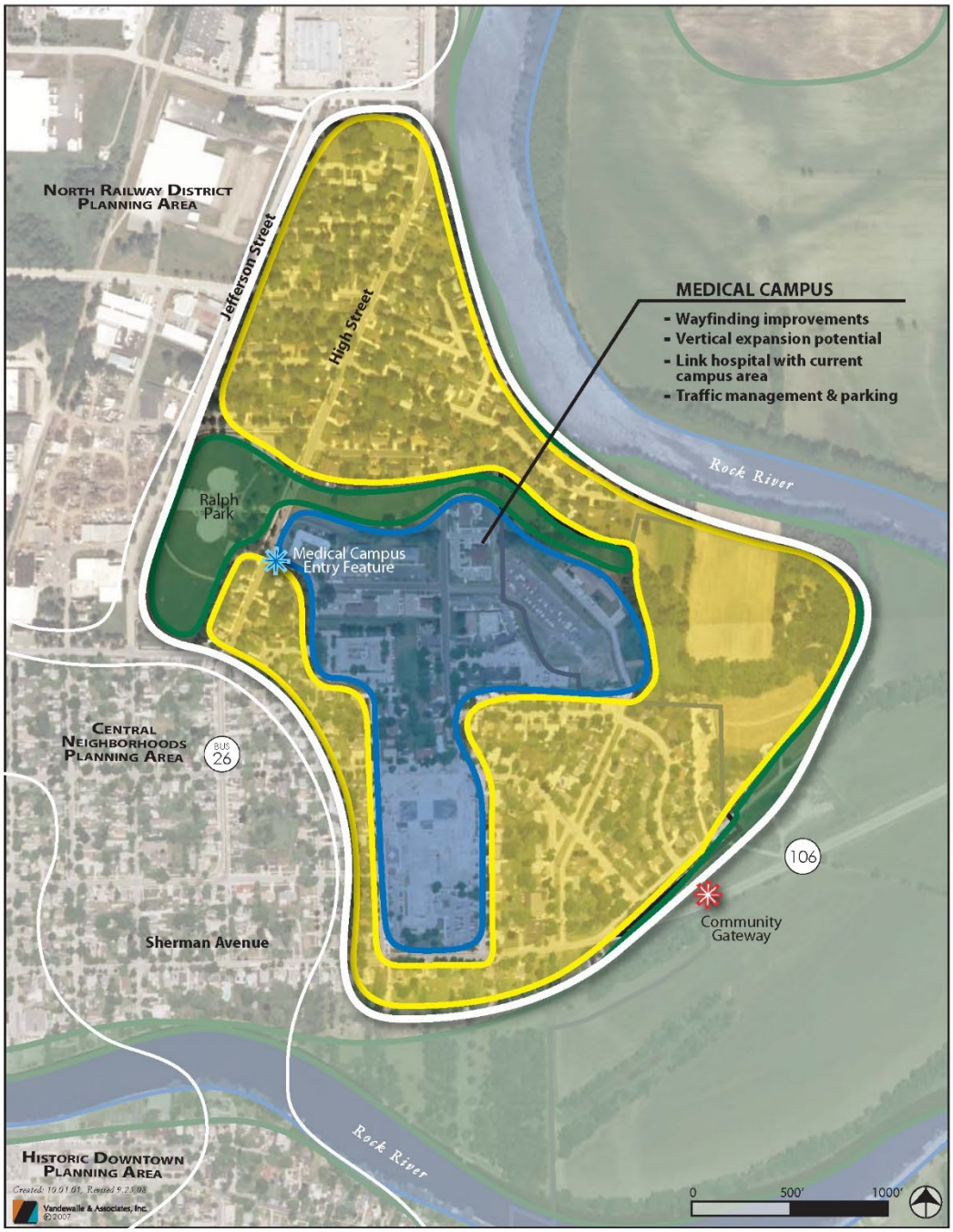
Conceptual Land Uses

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Healthcare Center Planning Area

FIGURE: 2.15

City of Fort Atkinson
Futures Open House



Opportunities

- Fort Atkinson Healthcare as regional marketing asset
- Healthcare expansion balanced with neighborhood preservation
- Single story healthcare building sites can expand up
- Access and wayfinding improvements
- Neighborhood preservation & senior housing development

Note: This map is not a Detailed Future Land Use Map or Future Transportation Map for zoning and other decision making. The purpose of this map is to show conceptual future growth options and facilitate public discussion.

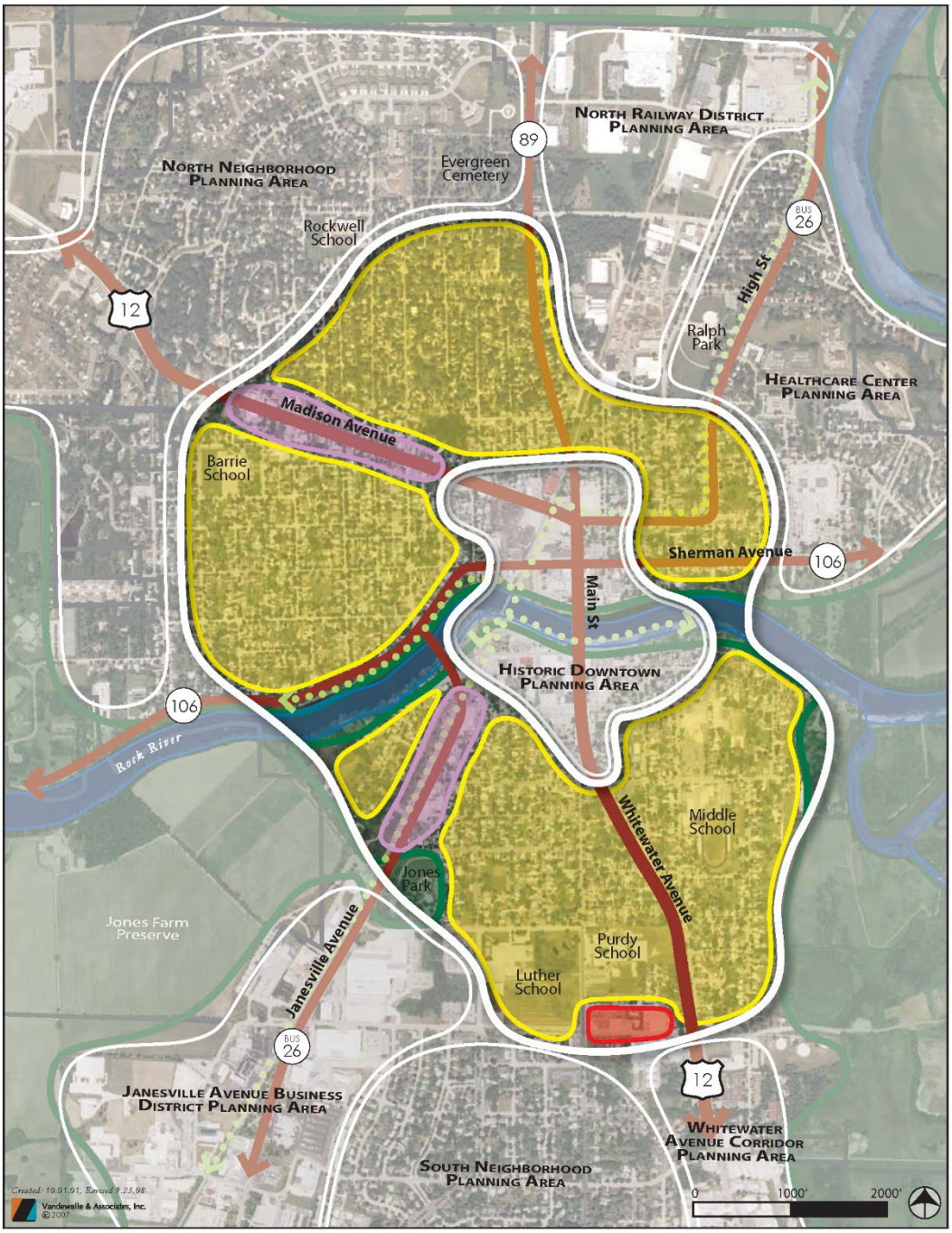
Conceptual Land Uses

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Central Neighborhoods Planning Area

FIGURE: 2.16

City of Fort Atkinson
Futures Open House



Opportunities

- Urban living experience
- Single family neighborhood character
- Historic preservation balanced with modernization
- Bed & Breakfast Opportunities
- Schools, parks & downtown as gathering places
- Parks & streets maintenance & improvements
- Neighborhood retail revitalization, along Janesville, Madison & Whitewater Avenues

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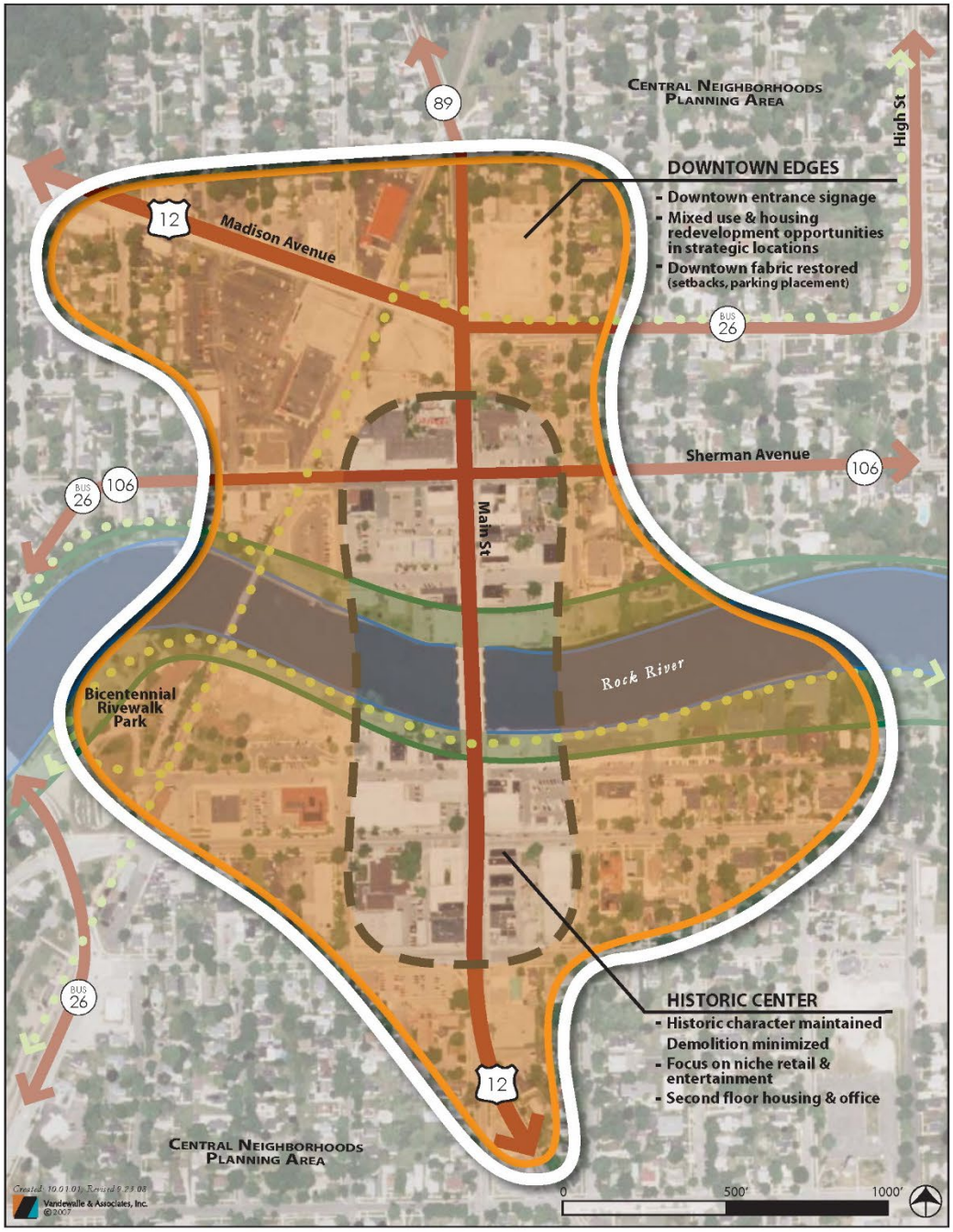
Conceptual Land Uses

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- Downtown
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- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

Historic Downtown Planning Area

FIGURE: 2.17

City of Fort Atkinson
Futures Open House



Opportunities

- River orientation & riverwalk
- Diverse entertainment, arts & dining options
- Growing housing opportunities
- Continued building rehabilitation
- Broad range of specialty shops with regional draw
- Community events & gatherings
- Compatible design & sign control at commercial edges

Note: This map is not a Detailed Future Land Use Map or Future Transportation Map for zoning and other decision making. The purpose of this map is to show conceptual future growth options and facilitate public discussion.

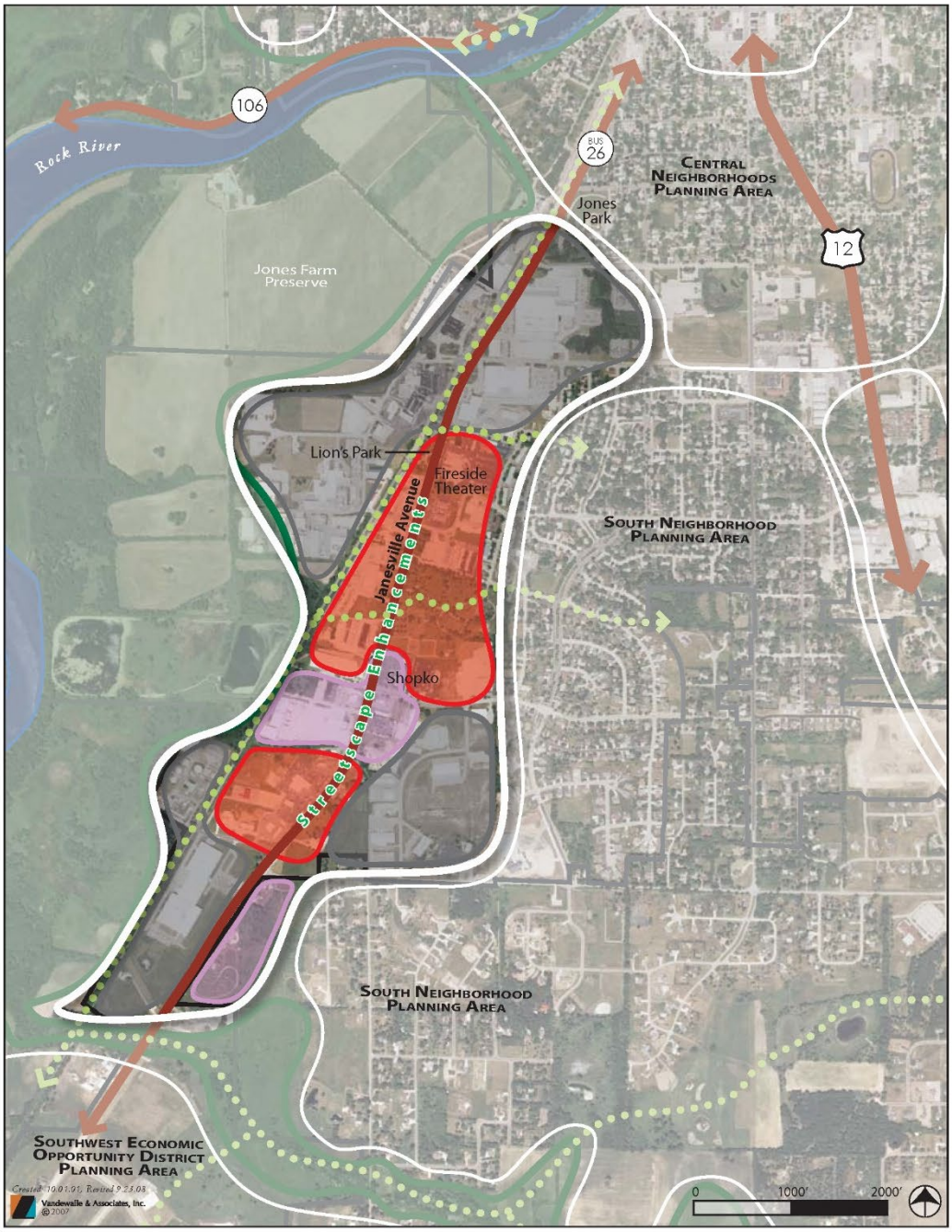
Conceptual Land Uses

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- Downtown
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- Mixed-Use
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- Employment
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- Potential Future Roads
- Main Trails *(Existing & Proposed)*

FIGURE: 2.18

JANESVILLE AVE BUSINESS DISTRICT PLANNING AREA

CITY OF FORT ATKINSON
FUTURES OPEN HOUSE



Opportunities

- Regional Entertainment Center ("2nd Night")
- Community serving retail & dining redevelopment
- Some industrial relocation to modern business parks
- Fireside Theater helps support other uses (e.g. gifts, high-end hospitality)
- Development design standards & access control
- Landscaping, street & utility enhancements

Note: This map is not a Detailed Future Land Use Map or Future Transportation Map for zoning and other decision making. The purpose of this map is to show conceptual future growth options and facilitate public discussion.

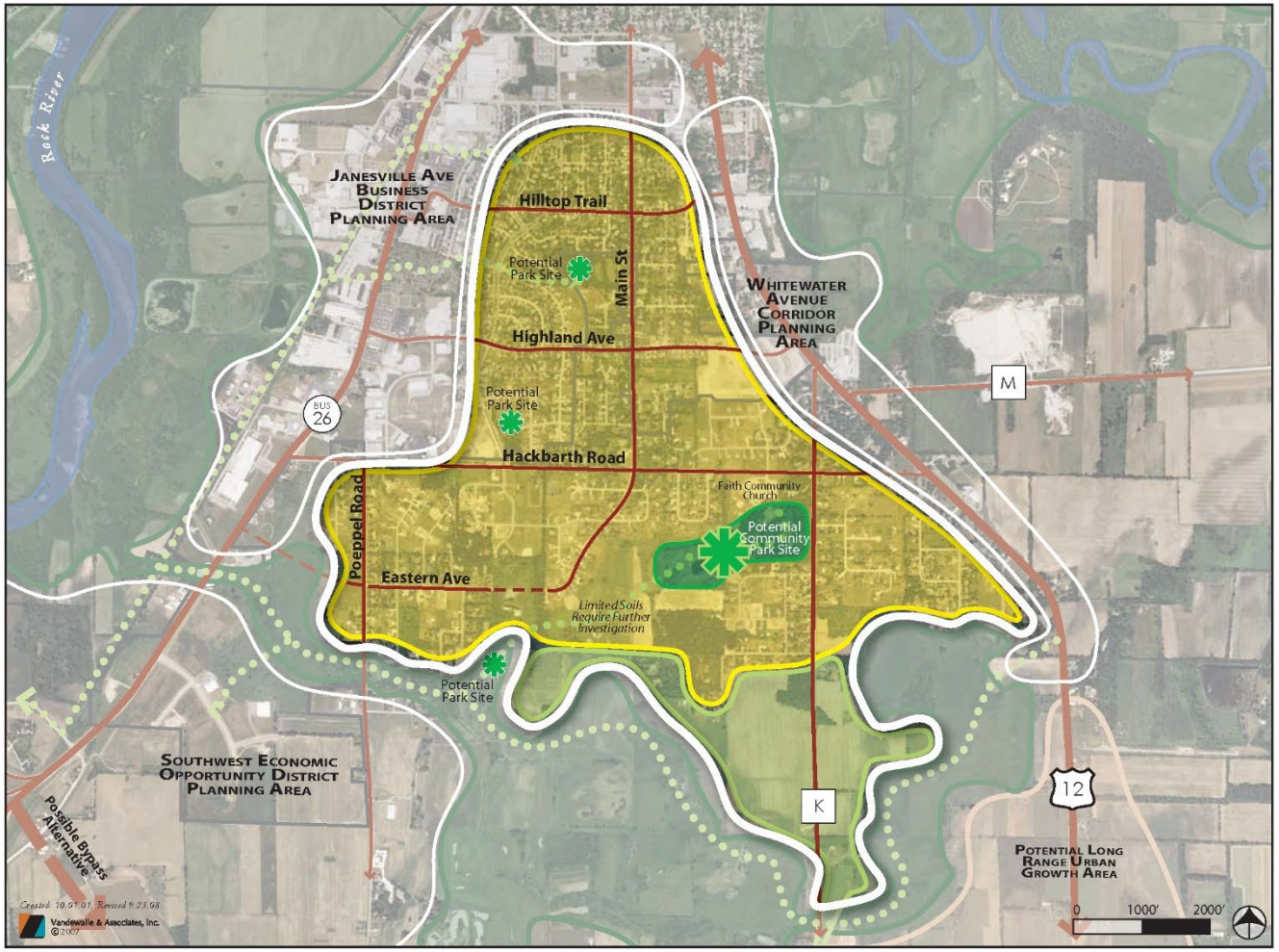
Conceptual Land Uses

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- Downtown
- Major Institutions
- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

South Neighborhood Planning Area

FIGURE: 2.19

City of Fort Atkinson
Futures Open House



Opportunities

- City & town open space and street connections
- Logical sewer & water extensions
- Mix of housing types including executive housing
- Traditional neighborhood design to preserve & celebrate natural features
- Park infill opportunities
- Wooded character retention

Conceptual Land Uses

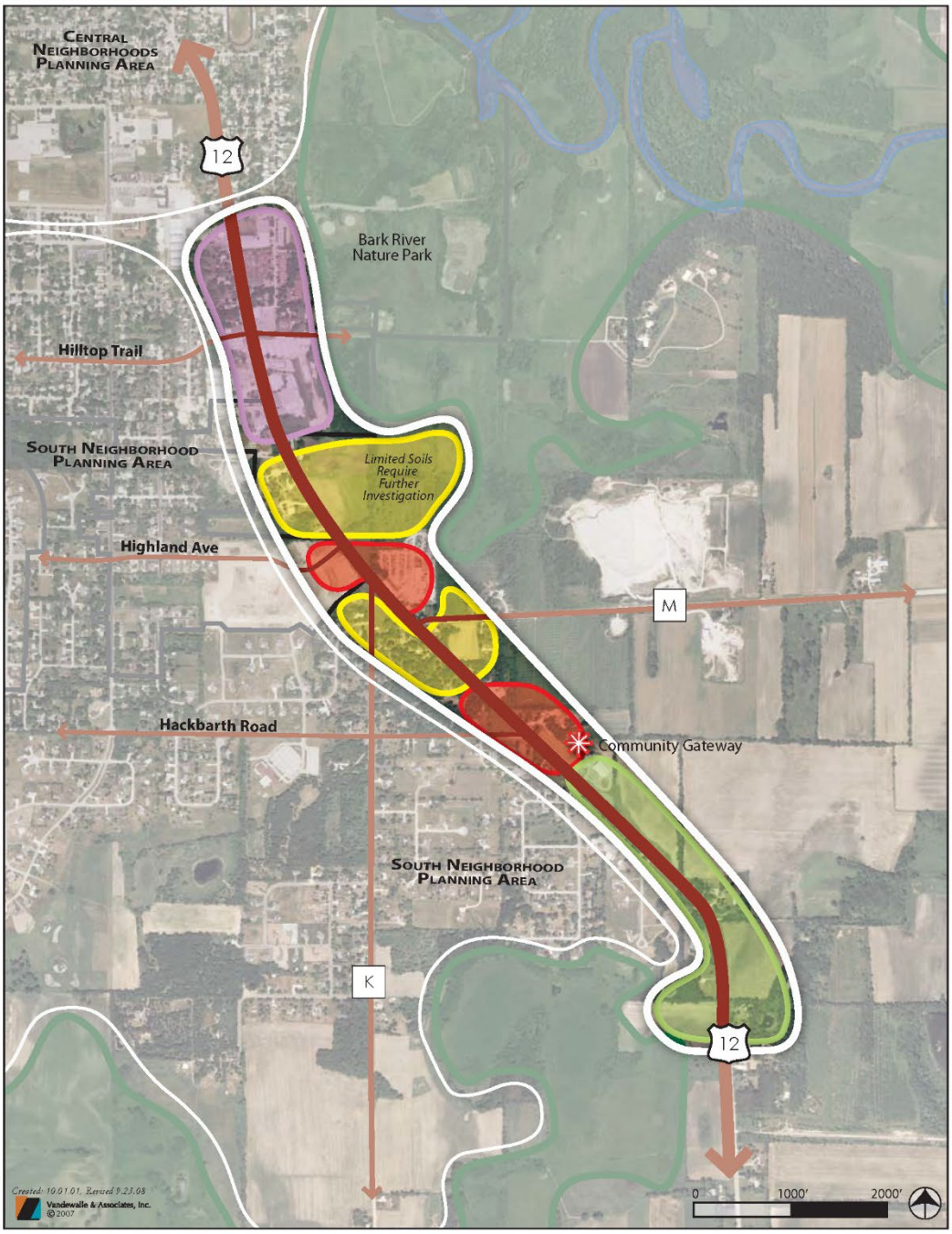
- Community Commercial
- Downtown
- Major Institutions
- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

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FIGURE: 2.20

Whitewater Avenue Corridor Planning Area

City of Fort Atkinson
Futures Open House



Opportunities

- Improved development character
- Mixed use pattern responsive to future redesignation of Highway 12
- Focused commercial at intersections
- Access control & consolidation
- Community gateway experience at Hackbarth Road

Note: This map is not a Detailed Future Land Use Map or Future Transportation Map for zoning and other decision making. The purpose of this map is to show conceptual future growth options and facilitate public discussion.

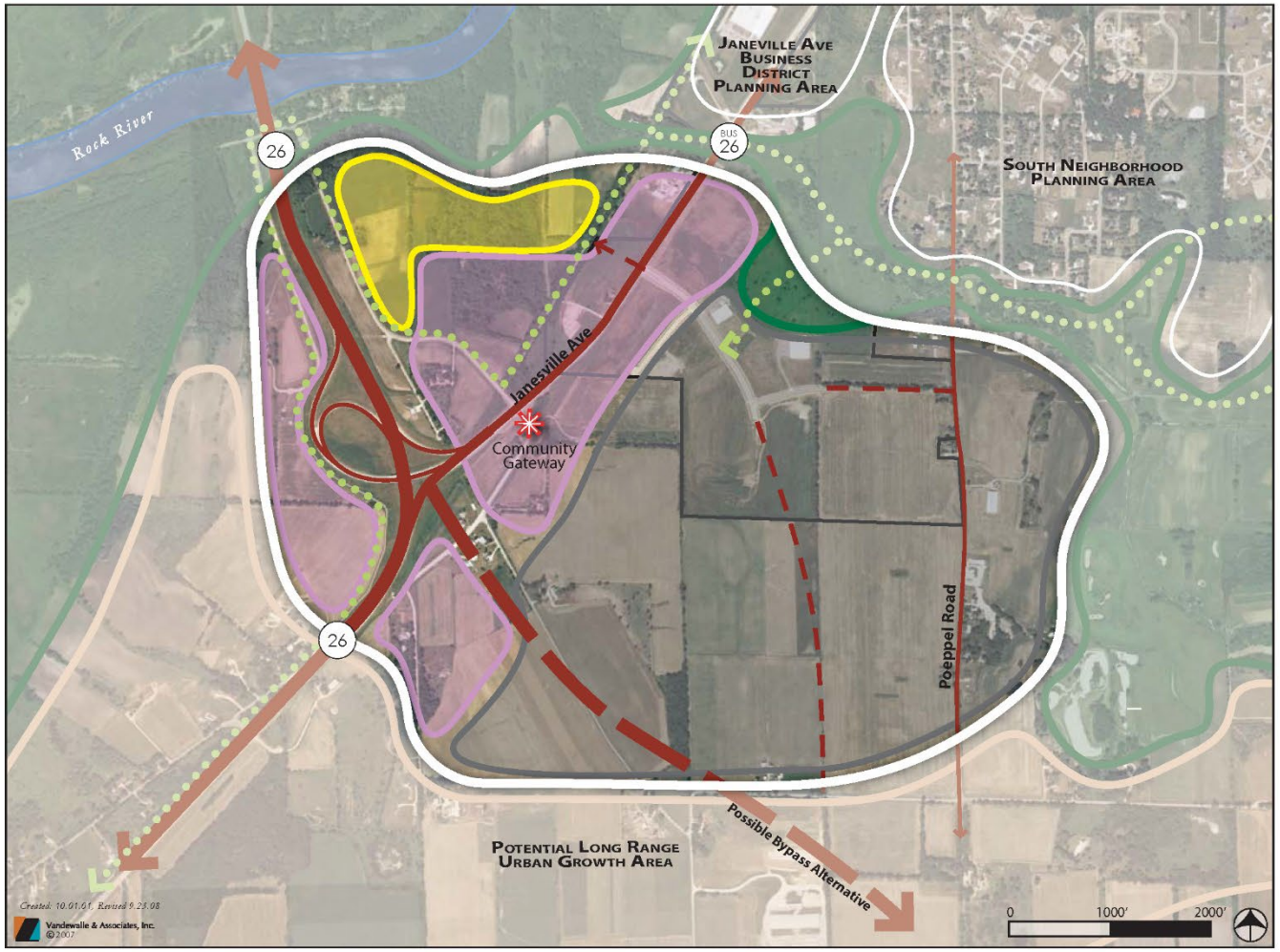
Conceptual Land Uses

- Community Commercial
- Downtown
- Major Institutions
- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

Southwest Economic Opportunity District Planning Area

FIGURE: 2.21

City of Fort Atkinson
Futures Open House



Opportunities

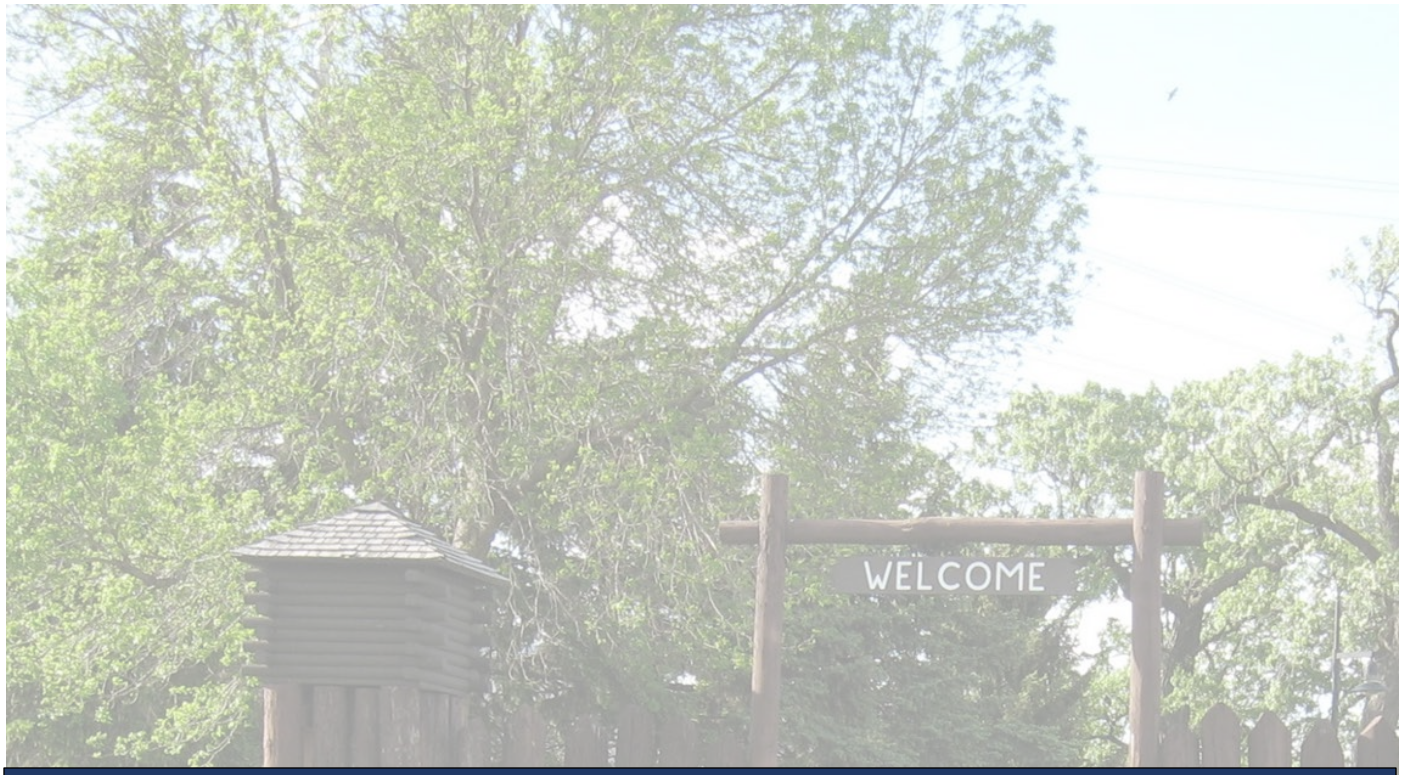
- Local terrain, lack of environmental constraints & few land use conflicts support industrial development
- Expansion of Robert L. Klement Business Park
- Opportunity for bio-based industry
- Employment-focused mixed use and hospitality uses near interchange
- Relationship to industrial center in Janesville/Beloit
- Access would be enhanced through Highway 12 bypass & 4-lane Highway 26
- Community character preserved through design standards

Conceptual Land Uses

- Community Commercial
- Downtown
- Major Institutions
- Mixed-Use
- Neighborhood
- Employment
- Environmental Corridors
- Agriculture
- Existing Major Roads
- Potential Future Roads
- Main Trails *(Existing & Proposed)*

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Chapter 3: Agricultural Resources



Chapter 3: Agricultural Resources

Recommendations Summary

Work with others to market agricultural products, promote county-side farmland preservation efforts, and explore opportunities to advance agricultural-based industries.

Utilize intergovernmental agreements, County zoning, and land division review to maintain long-term agricultural use of lands in the City's extraterritorial jurisdiction.

This chapter of the Comprehensive Plan contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection. This chapter is provided early in the Plan because resources form the framework for land use, transportation, and other planning.

Background

Character of Farming

Historically, agriculture has been a huge part of Wisconsin's character, culture, and economy. Today that remains true in the areas in and around Fort Atkinson. Almost all surrounding land outside of the City's boundaries remains in agricultural production and it is one of the most important components of the local economy and the community's character. Although no lands within the City were zoned for agriculture at the time this Plan was written, there were some very small areas still being farmed (approximately 144 acres). Outside of the city, however, most of the land is in agricultural use. A few of the most notable farms in the area are Jones Farm and Hoard Farm, both just outside the City limits. These historic family farms play a significant role in the area's agricultural character.

Assessment of Farmland Viability

The Natural Resources Conservation Service groups soils based on their capability to produce common cultivated crops and pasture plants without deteriorating over a long period of time. These capability classifications are based on numerous criteria that include, but are not limited to, the soil's salinity, capacity to hold moisture, potential for erosion, depth, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability Classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 4 depicts the locations of Class I, II, and III soils around the City of Fort Atkinson. Class I soils are in relatively small concentrations south, west, and north of the City. Class II soils are located all around the City, but are most concentrated in the areas east, west, and southwest of the City. Due to natural and man-made constraints to development, lands to the northwest and southeast are planned for future growth. However, soil type should always be considered when developing land in the future.

Farmland Preservation Efforts

Local farmers can participate in several federal and State programs and initiatives that are intended to preserve long-term farming activities. The 2008 Farm Bill reauthorized several federal programs, including:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil erosion, water quality, and related natural resource concerns on their lands by helping convert agriculturally used croplands to vegetative cover such as grasslands, wind breaks, filter strips, and riparian buffers.

- The Wetland Reserve Program, which provides technical and financial support to help landowners with their wetland restoration efforts.
- The Wildlife Habitat Incentives Program, which provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve wetland, threatened and endangered species, fish, and wildlife habitat on their property.
- The Grazing Lands Conservation Initiative, which focuses on providing technical assistance to help private grazing landowners begin using rotational grazing methods and implementing the latest and best technology in making land management decisions. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program.

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. Landowners are eligible to receive different tiers of tax credits based on farmland preservation agreements, Agricultural Enterprise Areas (AEA), or certified farmland preservation zoning districts. For more information on this program see the Wisconsin Department of Agriculture, Trade and Consumer Protection.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres who yield a certain profit from the land, use the land consistently for farming, and have an established farmland preservation agreement or are in an exclusive agricultural zone. The credit is computed as a percentage of up to $10,000 of property taxes, with a maximum credit of $1,500. Both programs are actively being used in the towns surrounding the City.

The continued viability of farming in the Fort Atkinson area largely depends on the commitment of the County, surrounding towns, and city's extraterritorial land use practices to promote farmland preservation outside of the City limits. Lands in the surrounding towns are almost entirely zoned A-1 Exclusive Agriculture, a County zoning district intended to preserve land for long-term farming. This district only allows very low-density development and only permits uses consistent with agriculture; generally, a total of only two or three homesites can be created from farm parcels in these areas. Land immediately south and adjacent to the City of Fort Atkinson, in addition to areas south along Highway 26 in the Town of Koshkonong, are zoned R-2, Residential Unsewered, which allows single-family residential development served by on-site wastewater treatment systems. Within its rewrite of the Land Development and Division Code in the coming years, the city is considering the incorporation of a minimum lot size for the entire extraterritorial jurisdictional area. By adding this requirement, the city would be promoting farmland protection practices in the surrounding areas.

Agricultural Resource Goals, Objectives, and Policies

Goal:

1. Support the viability and preservation of agriculture in the City's planning area.

Objectives:

1. Promote compact development patterns and maintain a "hard-edge" between City development and the countryside.
2. Focus on redevelopment of land already within the city's boundaries and direct any new greenfield development to areas adjacent to existing developed land and infrastructure.
3. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas around the City.
4. Work with the surrounding towns and Jefferson County to help preserve farming as a viable occupation and way of life.

Policies:

1. Carefully consider the location of productive agricultural lands before making decisions on the expansion of City services or growth.
2. Work with surrounding towns and Jefferson County to encourage the continuation of exclusive agricultural zoning for most lands in surrounding towns, and the continuation of County policies to significantly limit non-farm development of such lands.
3. Work with surrounding towns and Jefferson County to advance a land use pattern that directs more intensive development into the City, and then maximize the intensity/density of use for lands in the City and future annexed lands to minimize the conversion of agricultural land.
4. Adopt and utilize extraterritorial land division review procedures and requirements in the City's Land Development and Division ordinance to limit development in productive farming areas, in a manner generally consistent with Jefferson County policies. Map 8: Future Land Use identifies planned "Agriculture/Rural" areas where these policies should be exercised.
5. Encourage the interim use of open lands for farming within future City development areas and "Long Range Urban Growth Areas" on Map 8 until the land is ready for planned development per the policies in the Land Use chapter.
6. Work cooperatively with Jefferson County and the surrounding towns to explore innovative techniques for preserving agricultural lands in the towns, including a purchase of development rights program, provided that such a program does not conflict with City growth objectives.
7. Encourage agricultural-related industry, such as food and other bio-based product manufacturing, as a component of City industrial parks to support both the economic health of the City and nearby agricultural areas.
8. Support farming-related retail development and direct marketing opportunities in the City, such as farmers markets, that enhance local markets for farm products grown in the area and to enhance community sustainability.

Agricultural Resource Programs and Recommendations

Support County-Wide Farmland Preservation Efforts

Jefferson County's 1999 Land Use Plan and subsequent 2010 Comprehensive Plan both identify long-term visions for a protected agricultural land base with viable large agricultural districts. The County has instituted and administered various strategies for achieving this vision. The 1999 Plan establishing the enforcement of "exclusive agriculture" zoning regulations and the use of urban service areas to promote planned city and village growth. This program has seen a great deal of success in terms of farmland protection. In the 2010 Comprehensive Plan, Jefferson County added three additional policies to help further promote the existing farmland protection practices: prime splits, a Natural Resource Zoning District, and consolidation of parcel record. Together, these three policies will further the goals set forth in the 1999 plan.

In 2012, Jefferson County adopted an Agricultural Preservation and Land Use Plan. This plan focused on land use, economics, and incentives to promote many of the ideas outlined in the 1999 and 2010 County Comprehensive Plans. In addition, it provides detailed maps of specific farmland preservation areas and each municipality's 15-year growth area within each township.

Moving forward, it will be important for the city to continue to work with Jefferson County and the surrounding townships to promote the ideas of these plans and more generally agricultural preservation initiatives, provided that those initiatives do not impede long-term City growth within the current and future Urban Service Area and/or in the Long-Range Urban Growth Areas, as illustrated on the Future Land Use map (Map 8). Continuous communication, collaboration, and planning are the keys to seeing farmland preservation efforts succeed over the next 20 years.

Limit Development within the City's Extraterritorial Jurisdiction

Keeping non-farm development out of farming areas is a key component of an overall program of farmland preservation. Apart from some limited areas in the Town of Koshkonong south of the City, most of the lands outside the City limits that are not planned for City development have been indicated on the City's Future Land Use map (Map 8) as appropriate for continuation in agricultural use. The City intends to exercise its subdivision review authority within its 3-mile extraterritorial jurisdiction to limit housing development in these areas, directing intensive development (e.g. large subdivisions, multi-family residential, commercial, and industrial) to the City or other incorporated communities. The City's extraterritorial land division review policies are described in more detail within the Intergovernmental Cooperation chapter.

Manage Development in Long-Range Urban Growth Areas

Some of the lands within the City's planning area have been indicated on the Future Land Use map (Map 8) as "Long-Range Urban Growth Areas." The City anticipates that these areas are not likely to be developed within the 20-year planning period. Therefore, although these lands provide logical long-term (20+ years) urban growth areas, in the shorter-term they should be preserved for mainly agricultural uses to maintain a well-defined edge between City development and the surrounding countryside. To achieve this, it is recommended that the City enforce the following standards for these areas:

- Promote the continuation of agricultural uses in these areas over the planning period.
- Prohibit exurban (unsewered) housing development at gross densities higher than that allowed under Jefferson County plans and zoning rules.
- Discourage premature rural development in these areas. Rural development could impede logical and cost-effective future utility and road extensions, result in an inefficient use of land since such developments need to

accommodate large septic drain fields or buffers, and/or be incompatible with future surrounding urban growth.

- Discourage loud, unattractive, or malodorous rural businesses in areas that will likely be appropriate for future neighborhood development.
- Discourage uses and project designs that typify a rural level of improvements (e.g., gravel drives, metal buildings) that will not fit in the context of a future urban environment or may impede future investments in high-quality development in the surrounding area.

Prior to any intensive development of any of these areas beyond that described above, either within or beyond the 20-year planning period, the City intends to engage in a more detailed planning process that leads to an articulated vision and more refined land use, transportation, and utility plans for each area. The City's Comprehensive Plan will be amended accordingly.

This recommendation is discussed further in the Land Use chapter.

Support Local Use of Area Farm Products

In addition to preserving land for farming, the City can support efforts to ensure the economic viability of future agricultural operations, even if other entities play more of a lead role. Most of the food consumed in the United States today is transported thousands of miles before it reaches our tables. Various opportunities to promote locally grown foods could slow this unsustainable trend. Some ways in which the City can contribute to these efforts include the following:

- Farmer's Market: Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage community building. Continuing to promote, grow, and enhance the City's farmers market in downtown Fort Atkinson will create an attraction for City residents and visitors, and will highlight the City's access to fresh, local foods. The farmers market also accepts SNAP benefits, which helps provide affordable fresh foods and vegetables to all community members regardless of income.
- Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. There is an abundance of CSA programs in southern Wisconsin, including many based in Jefferson County. Some relatively simple approaches for the City to support such efforts might be to arrange for the display of informational pamphlets for local CSA programs in City Hall, or to post information and links on the City's website or social media sites that inform residents about available CSA programs.
- Restaurants and Food Stores: Fort Atkinson is already home to several locally-owned restaurants and food stores. Such businesses have an opportunity to purchase, serve, and generally promote locally grown foods. This concept could also be used to market local restaurants and markets to people who live outside the City in surrounding communities. The City could encourage local restaurants and grocery stores to purchase and sell local and organic foods when possible. The City could also partner in marketing or recruitment efforts, such as promoting and facilitating the development of a smaller organic/local food cooperative in the City. Or, the City can simply create a supportive planning and zoning environment for further restaurant and food store development.
- Institutions: Since it is necessary for institutions such as schools and hospitals to consistently purchase large quantities of food, local food producers may be able to offer them fresh, in-season, healthful products that would promote the health of students, the elderly, and sick residents. The City could advance the goal of promoting local food by supporting and encouraging the School District and Fort Healthcare to purchase food directly from local farmers or grower cooperatives. This practice is encouraged through both State and federal programs such as the Wisconsin Homegrown lunch program and the National Farm to School

Network. The goal of both is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. In Fort Atkinson, one potential theme for such a program could be "Get FORTified." A supplement to this may be the development of an "edible schoolyards" program that combines curriculum with hands-on experience growing food in a schoolyard garden.

- Food Processors: Companies that manufacture food products provide an obvious target for the marketing of local, raw agricultural products. Fort Atkinson is home to a couple food producing companies, including Jones Dairy Farm and OSI. Increasing connections between these local producers and the raw agricultural products they depend on is an important way to support the agricultural economy, increase the efficiency and output of local producers, and enhance the sustainability of the goods produced.
- Community Education: The Hoard Historical Museum and National Dairy Shrine also serve a vital role in educating the public on the history of agriculture around Fort Atkinson, the important ongoing role of agriculture in Jefferson County, and opportunities for purchasing local foods and supporting local farms.

Promote Community Gardens

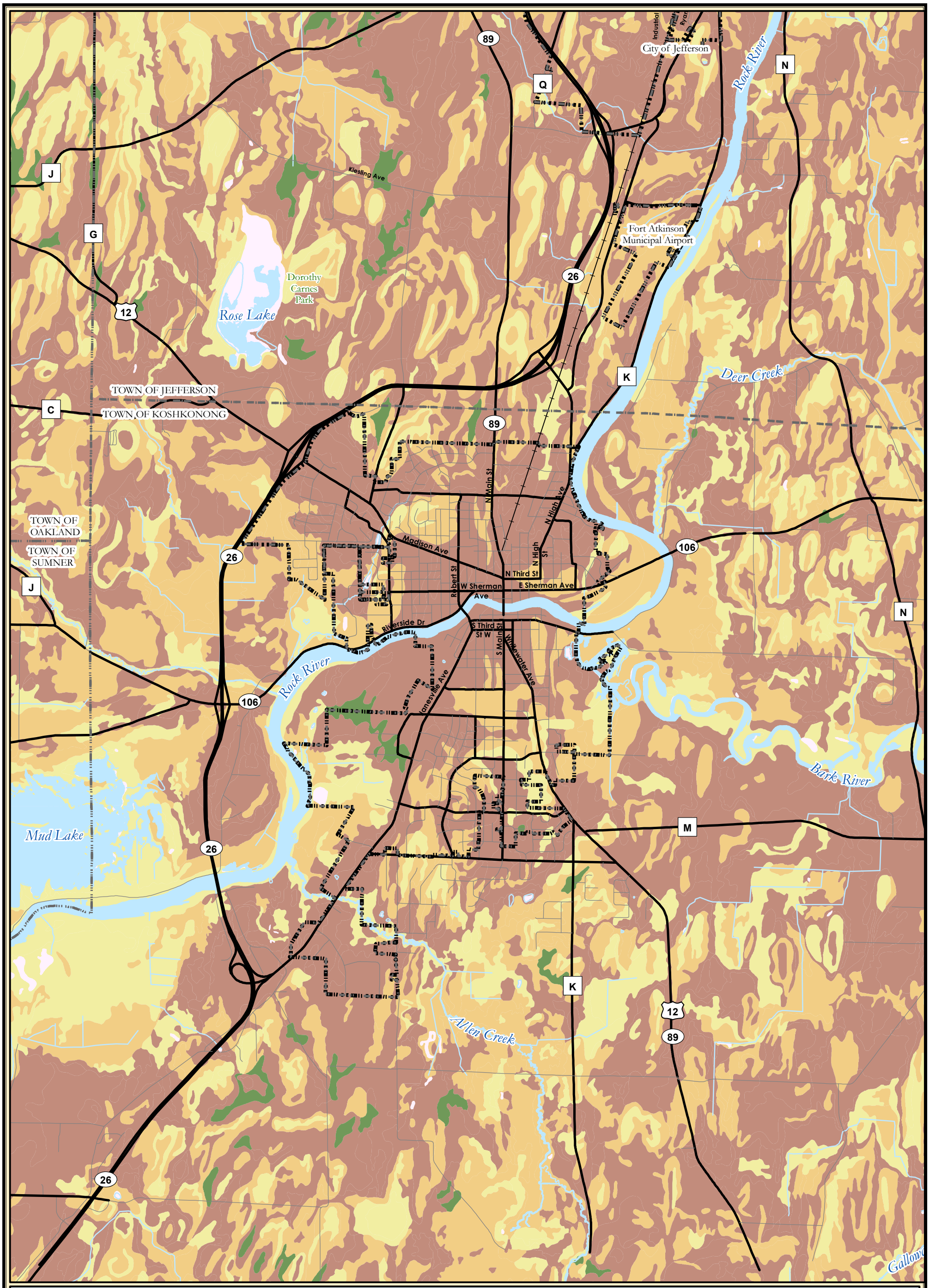
Establishing more community gardens in Fort Atkinson would promote the consumption of truly local food. Community gardens benefit the environment by increasing biodiversity and wildlife habitat, providing areas for stormwater infiltration, and reducing energy consumption associated with commercial food production. Community gardens also provide neighborhood gathering places, promote interaction, enhance health, and promote environmental education.

Now, thanks to a partnership between the United Way of Jefferson County and Northern Walworth County and the City of Fort Atkinson, city residents can rent garden plots at United Grove Community Garden located in Jones Park. Additionally, just north of the city another community garden with plots for rent has been established in Dorothy Carnes County Park. The City can further promote community gardening by cooperating with and supporting local groups that are trying to advance community gardening, incorporating recommendations for siting community gardens into City plans such as a Park and Open Space Plan, identifying public lands and parklands that may be appropriate sites for community gardens, and specifically addressing community gardens in the City zoning ordinance.

Develop New Uses for Agricultural Products

Historically, the City of Fort Atkinson has played an important role in advancing Wisconsin's agricultural economy. W. D. Hoard, who lived just north of the city, founded the Wisconsin Dairyman's Association and the Hoard's Dairyman Journal. His work was extremely influential around the state in leading the shift from wheat to dairy as Wisconsin's major agricultural production commodity. In motivating the change, he developed several key dairy industry innovations that made it more economically viable for farmers to pursue dairy farming.

Today, the City of Fort Atkinson is ideally located to be a part of the next wave of agricultural innovation. Mainly, this is because of its proximity to a major research and development center at the University of Wisconsin-Madison, agricultural producers, and the manufacturing centers of southeastern Wisconsin, north central Illinois, and Chicago. Moving forward, there is an opportunity for the City to encourage the future siting and development of agricultural technology-based industries in the expanded Klement Business Park on the City's southwest side. This will be discussed further in the Economic Development chapter.



City of Fort Atkinson Comprehensive Plan

Map 4: Soils

City Boundaries
Town Boundaries
Major Roads
Local Roads
Railroads
Surface Water

Soil Capability Class

- Capability Class I
- Capability Class II
- Capability Class III
- Capability Class IV - VIII
- Not rated or not available

Sources: Jefferson County, Dane County, Dodge County, US Census

0 0.25 0.5 1 Miles

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

3/19/19

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Chapter 4: Natural Resources



Chapter 4: Natural Resources

Recommendations Summary

Promote community sustainability City-wide.

Help protect the Rock River, Bark River, and Allen Creek; ground-water quality; and other important environmental features.

Promote the integration of recreation with natural resources, such as through more recreational trails.

Background

A survey of Fort Atkinson's natural resources was completed in the last iteration of the Comprehensive Plan and helped provide an important framework for guiding appropriate locations for development, in addition to pinpointing areas that should be preserved and managed for recreational purposes, stormwater management, and groundwater protection. Through this update of the Comprehensive Plan, another inventory was completed. Map 5 depicts the area's key environmentally sensitive areas, some of which are described in detail below.

Ecological Landscape

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. The City of Fort Atkinson falls within the Southeast Glacial Plains Landscape. Many of the attributes of this landscape are identified in the following sections.

Topography

The topography in the City of Fort Atkinson was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. Today, the city is relatively flat with most slopes totaling less than 5 percent. In the area around McCoy Park, the city's highest elevations reach more than 850 feet above sea level and in low areas along the Rock and Bark Rivers elevations reach about 780 feet.

Metallic and Non-Metallic Resources

While there are no active mineral extraction sites located in Fort Atkinson, there are quarries throughout Southern Wisconsin. Any landowner interesting in establishing a quarry is required to register their property as a nonmetallic mining deposit and notify each county, city, village and/or town that has zoning authority over their property, under State Statutes (295.20). Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located.

Water

The City is located within the Lower Koshkonong Creek Watershed in the Lower Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and incorporates 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through Fort Atkinson. The Lower Koshkonong Creek Watershed covers an area of about 220 square miles. The watershed includes Lake Koshkonong and the Rock River from Fort Atkinson to the Indianford Dam. Streams in the watershed include Saunders, Allen, and Otter creeks, in addition to a portion of the main stem of the Rock River.

The Rock River and Bark River are the City of Fort Atkinson's most prominent surface water features. The Rock River traverses through the center of the City from east to west, framing downtown, while the Bark River connects to the Rock River near downtown in the eastern portion of the City. Another important surface water feature in the city is Allen Creek, which cuts through the southwestern portion of the City just north of the Robert L. Klement Business Park. The Creek is the only waterway in the County that is considered an Exceptional Resource Water, meaning that it is characterized by excellent water quality and high-quality fisheries, and has a high recreational value.

In addition to surface water, groundwater plays a vital role in the city's sustainability. Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all water for domestic, commercial, and industrial uses in the City of Fort Atkinson.

The quality of groundwater in the City is generally good. However, groundwater availability and quality is and will continue to be an important issue

for Jefferson County. In the last few decades, the number of high-capacity wells in the region has increased to accommodate growth. Such deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron.

Another concern, especially in the areas surrounding the city that are served by private wells is groundwater contamination. In these more rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from many sources, including improperly functioning on-site wastewater systems, animal feedlots, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. These on-site wells are also typically shallower and draw from different areas of the underground water source than municipal wells, and because of this, it is important to continuously monitor them for contamination and overall quality. Long-term monitoring of wells can help provide insight and information to both municipal and county staff about potential public health issues that could arise in the water supply.

Moving forward, it is important for the city and its residents to be cognizant of their water consumption and the long-term quality of the surrounding aquifers. Water is a finite resource that must be planned for and protected. As the city continues to grow, it will be increasingly important for new development to incorporate good stormwater management and water consumption practices to preserve the resource, protect the public health of the community, and promote the city's attractiveness to new residents and businesses.

Water Planning

It has been recognized throughout the country that water planning is an important and necessary function of maintaining adequate long-term water supply and quality. The American Planning Association has created the term "One Water" to help facilitate this process. The goal of "One Water" is to manage water as one resource by breaking down agency silos to ensure policy advancements. A few of the fundamentals of the concept are:

- All aspects of the water system should be integrated into planning for the built environment, including the linkages with land use, energy, and transportation.
- Water is a key amenity in terms of urban design and reinvestment.
- Water planning is as important as land use and transportation planning.
- "One Water" promotes values of equity, environmental justice, and respect for nature.

Source: Cesanek, William, and Vicki Elmer and Jennifer Graeff, "Planners and Water, PAS Report 588", American Planning Association, August 2017.

Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged (to avoid property damage). The City of Fort Atkinson Floodplain Ordinance regulates development within floodplain areas.

Map 5 shows the 522 acres of land in the City classified as floodplain, comprising approximately 14 percent of the City's total land area. Floodplain areas in the City are located primarily along the Rock and Bark Rivers. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. These maps have recently been updated.

Wetlands

According to the Wisconsin Department of Natural Resources (WisDNR) Wetland Inventory Maps, wetland habitats comprise approximately 400 acres (not including small tracts of wetland that are less than five acres in size) within the City, most of which is located within the floodplain. These ecosystems play significant roles in maintaining the quality of groundwater and surface water, while also providing valuable habitats for fish, birds, and other wildlife. Wetland areas are generally located along

the Rock and Bark Rivers and in several low-lying areas of the City.

South of the City, in the vicinity of Star School Road and just west of County K, is the Star School Fen. The fen is a wetland complex associated with Allen Creek. The area is comprised of patches of calcareous fen, wet mesic prairie, and southern sedge meadow. Calcareous fens are the rarest type of plant community in Wisconsin and one of the rarest in North America. The harsh alkaline soils characteristic of these ecosystems supports a rare selection of calcium-tolerant plants. Calcareous fen's typically have a disproportionate number of rare, threatened, and endangered plant species when compared to other plant communities in the Great Lakes Region. The Star School Fen supports a diversity of species, including rare species such as prairie Indian plantain, slim-stem reed grass, least darter, and Blanding's turtle. The area is an important natural habitat that should be protected moving forward.

The City of Fort Atkinson Shoreland/Wetland Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lakes and ponds.

Woodlands and Natural Vegetation

The City of Fort Atkinson's native vegetation consists of a mix of prairie lands, oak forests, maple-basswood forests, savannas, wet-mesic prairies, southern sedge meadows, emergent marshes, and calcareous fens. Agriculture and development have significantly changed vegetative cover in this part of the state. Much of the natural vegetation has been removed and undeveloped areas are dominated by croplands. Today, larger stands of woodlands are mainly located outside the City limits, mostly along the Rock and Bark Rivers.

Steep Slopes

As shown on Map 5, slopes exceeding a 12 percent grade are in the northwest and south portions of the City. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Rare Species Occurrences/Natural Areas

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities and species of special concern. There are occurrences of aquatic endangered species in the City centered around the Rock and Bark Rivers. Animal species include the Queen Snake and Blanchard's Cricket Frog. There are also occurrences of aquatic endangered species west of the City in the Lake Koshkonong Marsh. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

State Natural Areas/Wildlife Areas

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the outdoors. Furthermore, these areas help protect and manage important habitat for wildlife, while also helping prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

The City does not have any state natural areas or wildlife areas within its 2019 boundaries. However, Rose Lake State Natural Area is located northwest of the City. Rose Lake is a shallow, hard water seepage lake that is surrounded by wetlands, oaks openings, and steep hills. The Lake has a maximum depth of 5 feet and contains a submerged aquatic plant community. The exposed mud flats attract numerous shore birds such as pectoral sandpiper, least sandpiper, solitary, sandpiper, and lesser yellowlegs. The lake and surrounding wetlands are also important breeding habitat for black tern, black crowned nigh-heron, redhead, sandhill cranes, great blue heron, pied-billed grebe, American coot, common moorhen, blue-winged teal, ruddy duck, tree swallow, bank swallow, marsh wren, and yellow-headed black birds. A diversity of other plant, mammal, reptile, amphibian, and insect species also inhabit the Lake and the surrounding habitat. A diverse dragonfly/damselfly population indicates that water

quality in the lake has remained fairly pristine. Prairie, savanna, and wetland habitats are being restored around the lake. Public land surrounding the Lake is owned by Jefferson County (Dorothy Carnes Park). The Lake was designated as a State Natural Area in 2006.

As part of the Glacial Heritage Project, the state and Jefferson County have long-term plans to acquire roughly 600 acres of additional land around the Lake to ensure the continuing preservation of this unique and treasured natural feature, but also to enable a broader range of recreational activities in the park.

The Lake Koshkonong Marsh Wildlife Area is located only two miles southwest of the City. The Wildlife Area is a large marsh, just west of Highway 26 along the mouth of the Rock River. It encompasses 844 acres and is home to waterfowl, deer, turkey, pheasants, grassland songbirds, and sandhill cranes. Snowmobiling, cross-country skiing, bird watching, fishing, and boating are among the recreational activities the area has to offer. A public boat ramp is available on Groeler Road under the Highway 26 Bridge and the WisDNR also has a boat ramp and a small natural area on Vinnie Ha Road providing access to the Wildlife Area.

Land Legacy Places

In the Wisconsin Land Legacy Report, the WisDNR identified key places that are critical to meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years. The Bark and Scuppernong Rivers and Jefferson Marsh Legacy Places have been identified in the area surrounding Fort Atkinson. This large area encompasses four State Wildlife Areas, including the Lake Koshkonong Marsh Wildlife Area. Because of this area's proximity to numerous urban centers, the Legacy Places offer some of the best remaining opportunities in southern Wisconsin to provide substantial land for outdoor recreation.

Glacial Heritage Area Project

The Glacial Heritage Area Project is an effort led by the WisDNR to establish a network of conservation areas, recreational facilities, and recreation trails in the Glacial Heritage Area of Southeastern Wisconsin. This area is centered on western Jefferson County, but includes portions of Dane County, Dodge County, Rock County, and Walworth County. The primary goal of the project is to help meet the demand for outdoor, nature-based, land and water recreational activities in the state by setting aside lands for hiking, biking, wildlife watching, camping, horseback riding, hunting, fishing, boating, and other activities. The portion of Southeastern Wisconsin that is known as the Glacial Heritage Area already boasts one state park, eleven large State Wildlife Areas, twelve State Natural Areas, the Glacial Drumlin and Glacial River trails, numerous county parks, and lands owned by private conservation groups. These resources provide the foundation for establishing an intricate network of "strings and pearls," in which conservation areas and parks represent the "pearls," and trails represent the "strings."

It is another goal of this project to directly connect these outdoor recreational resources with the numerous communities located within the Glacial Heritage Area. The northern two thirds of the City of Fort Atkinson is located within the project's primary study area, within which WisDNR is hoping to identify the majority of its new "pearls." The Rose Lake State Natural Area (Dorothy Carnes Park) had been identified as one of the County's "pearls". The Jefferson County Parks Department and WisDNR are continuing to actively plan for the long-term preservation and expansion of this area through working with landowners to protect land adjacent to the Lake through acquisition, easement, or agreement.

Natural Resource Goals, Objectives, and Policies

Goal:

1. Protect the health and integrity of ecological systems as part of a sustainable community.

Objectives:

1. Continue to recognize how significant natural features such as the Rock and Bark Rivers and Allen Creek help to shape Fort Atkinson's character and identity.
2. Protect natural features, including wetlands, rivers, woodlands, wildlife habitats, groundwater resources, and other environmentally sensitive areas.
3. Protect surface water and groundwater quality, specifically associated with the rivers and Allen Creek.
4. Link natural resource preservation with recreational and economic opportunities and community sustainability.

Policies:

1. Utilize subdivision review, zoning, and official mapping authority to protect environmental corridors and significant environmental features within the City's planning area.
2. Preserve natural resources by prohibiting new construction in mapped environmental corridors (see Maps 7 and 8).
3. Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites, monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.
4. Protect the area's natural resources, such as the Rock River, the Bark River, Allen Creek, Rose Lake, and Bark River Nature Park to protect threatened or endangered species and other wildlife, increase the public health of the community, and to promote local economic development.
5. Cooperate with other units of government and non-profit land conservation agencies on the preservation of natural resources that are under shared ownership or that cross jurisdictional boundaries.
6. Encourage a compact development pattern, mixed-use development, infill, and redevelopment in the City to preserve open spaces and natural resources.
7. Enhance and enforce progressive erosion control and stormwater management standards.
8. Review and revise City ordinances to ensure they allow property owners or developers to engage in environmentally-sustainable development practices.
9. Support and participate in the Glacial Heritage Project and other initiatives that are focused on preservation and enhancement of natural resources.
10. Develop a multi-use trail system that utilizes environmental corridors as key linkages.
11. Discourage the establishment of new mineral extraction operations within the City limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.
12. Promote the city to both tourists and potential new residents as a destination for natural resources and outdoor recreation.
13. Continue to pursue the climate adaption and resiliency mitigation strategies in the Jefferson County Hazard Mitigation Plan and actively participate in the next update of the plan.
14. Incorporate new alternative transportation options in the rewrite of the zoning ordinance including electric car charging stations and car-sharing spaces.
15. Retain the City's status as a Bird City and Tree City long-term.
16. Continue to seek proclamation as the Intersectional Peony City in Wisconsin.

What is Sustainability?

A community can advance sustainability through a variety of strategies such as promoting comprehensive transportation networks and services; ensuring

a variety of housing options throughout the community; investing in a strong economy that provides a diversity of local jobs, goods, and services; supporting well designed development that preserves high-quality farmland and complements the natural environment; seeking out opportunities to reduce non-renewable energy consumption and waste; and generally by developing comprehensive solutions to resolving complex issues.

The term sustainability refers to a community's capacity to support the long-term health and welfare of its natural and man-made environment, as well as all forms of life that depend on that environment. A sustainable community is focused not only on protecting natural resources, but also on ensuring a high quality of life for all residents. To move in the direction of sustainability, a community must recognize the interconnectedness of all things, as well as the impact their actions have on the greater region and the world.

What Is Climate Resiliency?

Fort Atkinson is not immune to the extreme weather events and natural disasters that are intensifying worldwide. Just over a decade ago, the community was hit hard by river flooding that ended up causing millions of dollars in damages. Because of events like this, it has become a necessity for governments, emergency management operations, and the population at-large to proactively prepare for these situations. Climate resiliency is essentially just that, it's the capacity for a system to maintain functions in the face of these types of situations and to adapt, reorganize, learn, and evolve from them to be better prepared in the future. This can be done through creating inventories, assessing vulnerabilities and risks, evaluating options, prioritizing strategies, long-term planning, and implementation. All over the world, cities have invested in climate resiliency plans, simulations, tools, technical expertise, and infrastructure. Future coordination with Jefferson County and other jurisdictions on the continued implementation and eventual update to the Hazard Mitigation Plan, in addition to continuing to conduct city-level climate resiliency planning, implementing the new Emergency Management Plan, and utilizing the new position of Emergency Management Director to help solve issues is recommended. There are several Wisconsin and Midwest climate resiliency-based case studies that provide prime examples of the need to be as proactive as possible in the face of potential natural disasters.

Natural Resource Programs and Recommendations

The Natural Resources within and surrounding Fort Atkinson are a complex network of invaluable landscapes, species, and resources. It is important over the next 20 years to continue to maintain, preserve, and protect them. The inventory and information provided above should be continuously updated and used to guide future development practices. The following programs and recommendations are tools that can be used to facilitate a sustainable future the city.

Promote Community Sustainability

The City can involve its residents and business owners in promoting a sustainable Fort Atkinson. The following strategies may be implemented:

- With UW-Extension, Jefferson County and local groups like Heart of the City, organize opportunities to educate the public on ideas and initiatives to become more sustainable. It will be particularly important for the City to provide opportunities for residents and business owners to help define what the term "sustainability" means for Fort Atkinson and to strategize on ways to advance the goal of becoming more sustainable. The City has already initiated such efforts by installing solar panels at the Water Utility booster station and looking to convert all lighting fixtures at the library to LED.
- Continue the City's Green Recognition Program to annually award businesses, organizations, and individuals who advance sustainable objectives.
- Refer to the publication "Toward a Sustainable Community: A Toolkit for Local Government Volume 2" to identify potential strategies for creating greater efficiencies in City operations. This publication was prepared by UW-Extension and outlines approaches to improve

efficiency in municipal departments, both in terms of their impact on the environment and in terms of government spending.

Promote the Use of Alternative Fuel Vehicles Through Policy

To promote energy efficiency and reduce the City's dependence on fossil fuels, the City will promote the use of alternative fuel vehicles through additions to the zoning ordinance and internal policies. Specifically, the City will consider:

- Requiring new multi-family or commercial developments to include electric car charging stations within their parking lots.
- Allow car-sharing spaces and electric car charging stations in public parking lots.
- Over time, conversion of the City's fleet to more energy efficient, alternative fuel models.

All Density and Water Quality

All development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Water bodies can become impaired when just 10 percent of the adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in an area is measured per building, versus per acre, higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed.

Nevertheless, it should be recognized that with denser development comes localized increases in impervious surfaces, which, over time will contribute to the impairment of waterways. Therefore, in addition to promoting compact development patterns, communities should take additional measures to mitigate the impacts of stormwater runoff.

Source: USEPA report "Protecting Water

Foster a Compact, Mixed-Use Development Pattern

Over the next 20 years, it's critical for the City to continue to promote compact development patterns through this Plan and updated ordinances. This can be done by focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, mixed-use neighborhood and economic centers, Traditional Neighborhood Design, and smaller lots sizes. Compact development will benefit regional water quality, facilitate walking and biking, increase public health, help keep development out of agricultural and natural areas, and be less expensive to serve with public utilities and services.

Protect Environmental Corridors

Preserving environmental corridors provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and protect and improve water and air quality. In addition, because environmental corridors are often comprised of wetlands, floodplains, steep slopes, and other specific environmental features, these areas often present severe limitations to development. For the purposes of this Plan, environmental corridors are comprised of the following features:

- Publicly-owned parks, recreation, and conservancy lands.
- Water bodies and wetlands as mapped in the Wisconsin DNR Wetlands Inventory and areas identified through more detailed field surveys, which are subject to regulations at several levels of government.
- Federal Emergency Management Association (FEMA) designated floodplains. The County and City are required to limit development within the 100-year floodplain as shown on Flood Insurance Rate Maps.
- Contiguous woodlands over 10 acres in size.
- 25-foot setbacks from navigable waters and well-defined drainageways.

- Lands with steep slopes of 12 percent or greater.

The City intends to protect environmental corridors by not allowing new buildings (that do not replace old buildings) or significant expansions to existing building footprints within these identified areas. Existing development and farming uses may continue within mapped environmental corridors. However, such natural areas may be strategically integrated into the design of new development, providing locations for potential trails. For example, the greenway east of Ralph Park could provide space for a new multi-use trail that could connect to and through the clinic area to the Rock River, linking the neighborhood to this important natural feature and enhancing mobility for children, the elderly, and the disabled. The Housing and Neighborhood Development section of this chapter includes additional details.

Take Measures to Protect Exceptional Natural Resources

Fort Atkinson is surrounded by several high-quality natural features, including, but not limited to, Allen Creek and Rose Lake. To preserve these exceptional resources, the City will coordinate with various entities such as the surrounding towns, WisDNR, property owners, Friends of the Allen Creek Watershed (FOACW), Jefferson County, and other private, public, and non-profit agencies. Whenever possible, the City will direct urban development away from areas being planned for acquisition by the state or county (see Map 10).

In 2008, the FOACW in coordination with professors at UW-Whitewater and river restoration company, collected water quality data at Allen Creek. Subsequently, they wrote a report on their findings titled "Baseline Water Quality of Allen Creek." It confirmed that Allen Creek is an Exceptional Resource Water in Jefferson County, with relatively high-quality unimpaired water quality, several rare species of plants and animals, and a dynamic, high-functioning hydrologic system. In the future, continued development around the creek and habitat fragmentation pose threats to the quality of this system. The City will communicate with FOACW and consider the findings of their study when making decisions regarding future development south of the City. At a minimum, the City will also collaborate with FOACW, property owners, and other groups and agencies to discourage additional development near the creek, where ever possible. To accomplish this goal, the City may also utilize strategies such as situating open space areas and/or stormwater management facilities between development and the creek to create an additional buffer.

Source: Baseline Water Quality Study and Report, Friends of Allen Creek Watershed

Advance Stormwater Best Management Practices

The City will refer to Stormwater Best Management Practices (BMPs) to mitigate the negative impacts stormwater can have on waterways and downstream properties. Stormwater BMPs aim to control run-off volume by managing precipitation as "close to where it hits the ground" as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes.

The BMPs that the City will promote and, in certain cases, require the following:

- **Maximize permeable surface areas.**
  This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts (e.g. front lawns), the preservation of environmental corridors will go a long way in mitigating stormwater impacts. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods,

where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g. less street frontage needed per lot).

- **Incorporate progressive construction site erosion control practices.**
  Construction sites generate a significant amount of sediment run-off if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. The City will enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

- **Include infiltration and retention areas.**
  Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site. Other possible infiltration techniques include: rain gardens, rain barrels, green roofs, vegetated buffer strips and berms, bioswales, permeable pavers, and Retention ponds.

  - **Rain gardens**
    A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements.

  - **Rain barrels**
    A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The City may actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.

  - **Green (vegetated) roofs**
    Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. The City will consider installing green roofs on new municipal buildings constructed in the future, and promote them in private developments.

  - **Vegetated buffer strips and berms (Figure 4.1)**
    Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

  - **Permeable pavers**
    Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a

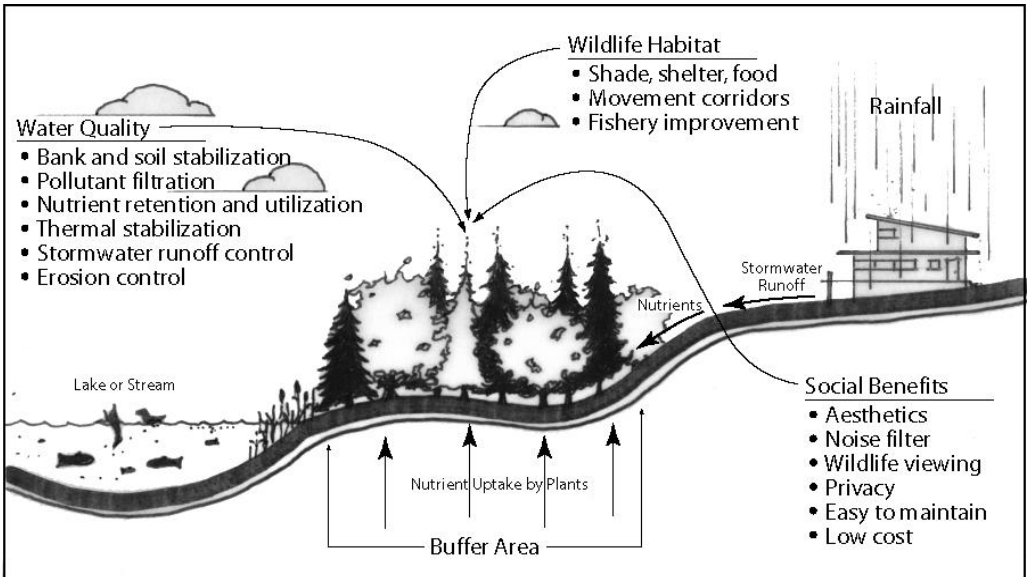
rapidly evolving and improving technology that offers a new form of on-site stormwater management.

- **Retention ponds**
  Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These are typically used in larger-scale developments or subdivisions.

- **Bioswales**
  A bioswale is a small-scale combination of a detention pond and vegetate buffer stip. It is typically designed to be sloped, so that it both filters the water with through organic materials that make up the buffer, while also containing the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

The City implemented a stormwater utility in 2010 (and is in the process of updating it in 2019) to better manage stormwater at a regional level, rather than relying on site-by-site approaches in all cases. Moving forward, it's important that the City continues to work with groups such as the Rock River Coalition, Friends of the Allen Creek Watershed, and others to identify and implement strategies to improve water quality in the Rock River and its tributaries and to identify and map groundwater recharge areas in and around the City. In such areas, the City should focus particularly on maximizing pervious surfaces and minimizing the potential for groundwater contamination. For projects close to Allen Creek, an Exceptional Resource Water, the City should continue to carefully manage the temperature, quantity, and quality of water reaching the Creek and may take additional measures to ensure that adjacent development is not contributing to the degradation of this important natural feature.

Figure 4.1: Example of Vegetative Buffer



Require Completion of Site Inventory & Analysis in Advance of Development

Neighborhood and site design processes that require the thoughtful inventory and analysis of natural resources before lots are platted or buildings are constructed are essential in accomplishing development that is sensitive to natural resources. Requiring completion of "site assessment checklists" as part of development approval process is a good way to achieve this (see example in Figure 4.2). The checklist suggests a comprehensive inventory of all natural resources when a development proposal, site plan, conditional use permit, or other petition is within a critical area. Also, natural resource features should be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees.

Once critical site features are identified and mapped, protection is the next step. Maximum clearance or removal standards for these features, or on-site mitigation where those standards cannot be met, may be considered. For example, some communities adopt woodland/mature tree identification, protection, and mitigation (e.g., replanting) standards in the Zoning and Land Development and Division ordinances to maintain this limited resource.

The City should consider site inventory, analysis, and protection standards in its rewrite of the Zoning and Land Development and Division ordinances.

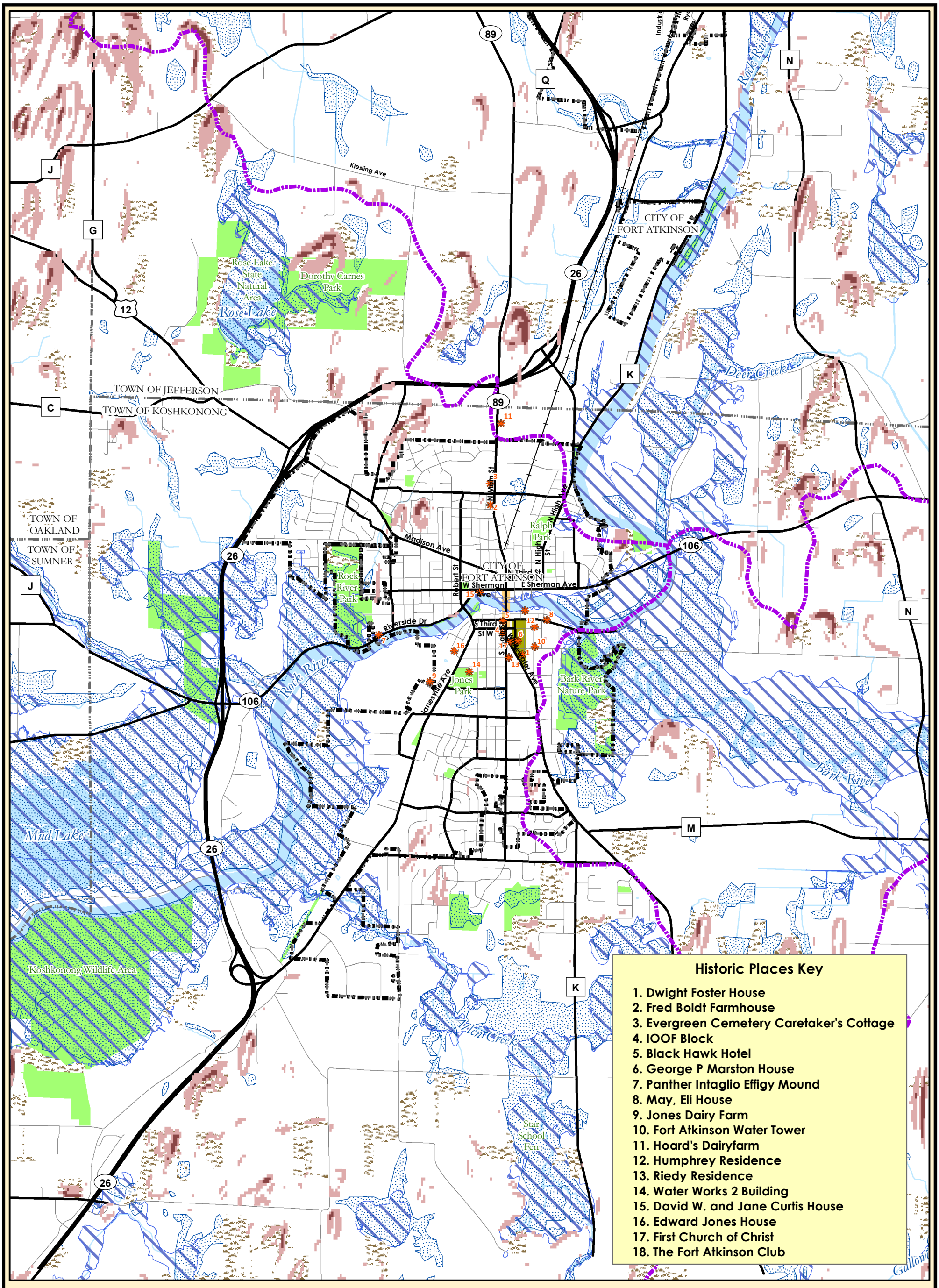
Link Natural Area Preservation with Recreational Opportunities

When siting new parks and considering improvements to existing parks, the City will identify areas that can accommodate both active recreation (e.g. ball fields, playgrounds, courts) and passive recreation (e.g. picnicking, nature walks, bird watching). Natural resource preservation areas can serve as important components of the City's overall park system, providing opportunities for outdoor education, relaxation, and exercise. Such areas also maintain and enhance the beauty of a community or neighborhood and serve a variety of ecological functions, such as providing habitat for wildlife, enhancing water and air quality, and providing natural flood control. The City may also consider the following opportunities:

- Work with the State and County to identify and preserve known open lands within the Glacial Heritage Area. Because the City of Fort Atkinson is located within the Glacial Heritage Area Project's study area, it will be important for the City to continue to work with the County and WisDNR to coordinate possible connections between State and County lands (like Rose Lake State Natural Area) and City neighborhoods. In association with the Glacial Heritage Project, the State and County have long-term plans to acquire additional land surrounding the Rose Lake State Natural Area to preserve the integrity of this significant natural feature. The City recognizes the value of having a State Natural Area in its backyard and intends to support acquisition plans by directing urban development away from the Rose Lake acquisition area. The City's Parks and Recreation Department will collaborate with the state and Jefferson County as needed to facilitate the expansion of this park and recreation area. The Rose Lake State Natural Area also presents an opportunity to enhance nature-based tourism in the City (e.g. bird watching).
- Continue to work with the County, WisDNR, the Rock River Coalition, and other nearby municipalities in promoting and updating the Rock River Water Trails Map for Jefferson County. Additionally, continue to promote the Glacial Heritage Area Water Trails map hosted by UW-Whitewater.
- Implement plans to install and maintain piers along the Rock River to help increase public access to this resource and enhance recreational opportunities and economic and housing development in the downtown.
- Work to establish off-road multi-use trail connections between those parks and Rock River Park in the City.
- Develop and implement a City-focused Bicycle and Pedestrian System Master Plan or utilize the county's Bicycle and Pedestrian Plan to actively promote walking and cycling as viable alternatives for short trips within the City. This is discussed in more detail in the Transportation chapter.

Figure 4.2: Sample Portion of a Site Assessment Checklist

SITE ASSESSMENT CHECKLIST		
ITEM OF INFORMATION	YES	NO
I. Land Resources. Does the project site involve:		
A. Changes in relief and drainage patterns (Attach a topographical map showing, at a minimum, 2-foot contour intervals)		
B. A landform or topographical feature including perennial streams		
C. A floodplain (If "yes," attach 2 copies of the 100-year floodplain limits.)		
D. An area of soil instability—greater than 18 % slope and/or hydric or alluvial soils, as depicted in the applicable "County Soils Survey"		
E. An area of bedrock within 6 ft. of the soil surface as depicted in the "County Soils Survey" or a more detailed source		
F. An area with groundwater table within 5 feet of the soil surface as described in the "County Soils Survey" or a more detailed source		
G. An area with fractured bedrock within 10 feet of the soil surface as depicted in the "County Soils Survey"		
H. Prevention of future gravel extraction		
I. A drainage-way with a tributary area of 5 or more acres		
J. Lot coverage of more than 50 percent impermeable surfaces		
K. Prime agricultural land as depicted in the applicable "County Soils Survey" or adopted farm land preservation plans		
L. Wetlands as depicted on DNR wetland inventory maps or more detailed sources		
M. Environmental corridors, as mapped by the City or county		
II. Water Resources. Does the project involve:		
A. Location in an area traversed by a navigable stream, intermittent stream, or dry run		
B. Impact on the capacity of a stormwater storage system or flow of a waterway within 1 mile		
C. The use of septic systems for on-site waste disposal		
D. Lowering of water table by pumping or drainage		
E. Raising of water table by altered drainage		
F. Frontage on a lake, river, or other navigable waterway		



City of Fort Atkinson Comprehensive Plan

Map 5:

Natural Features & Historic Places

- City Boundaries
- Town Boundaries
- Sections with Section Numbers
- Major Roads
- Local Roads
- Railroads
- Watershed Boundaries
- Parks and Public Open Space
- Slopes between 12% and 20%
- Slopes greater than 20%
- Woodland (not in public ownership)
- Wetlands
- Floodplain
- Surface Water
- Buildings listed in the National Register of Historic Places and local landmarks
- Main Street Historic District
- Merchants Avenue Historic District

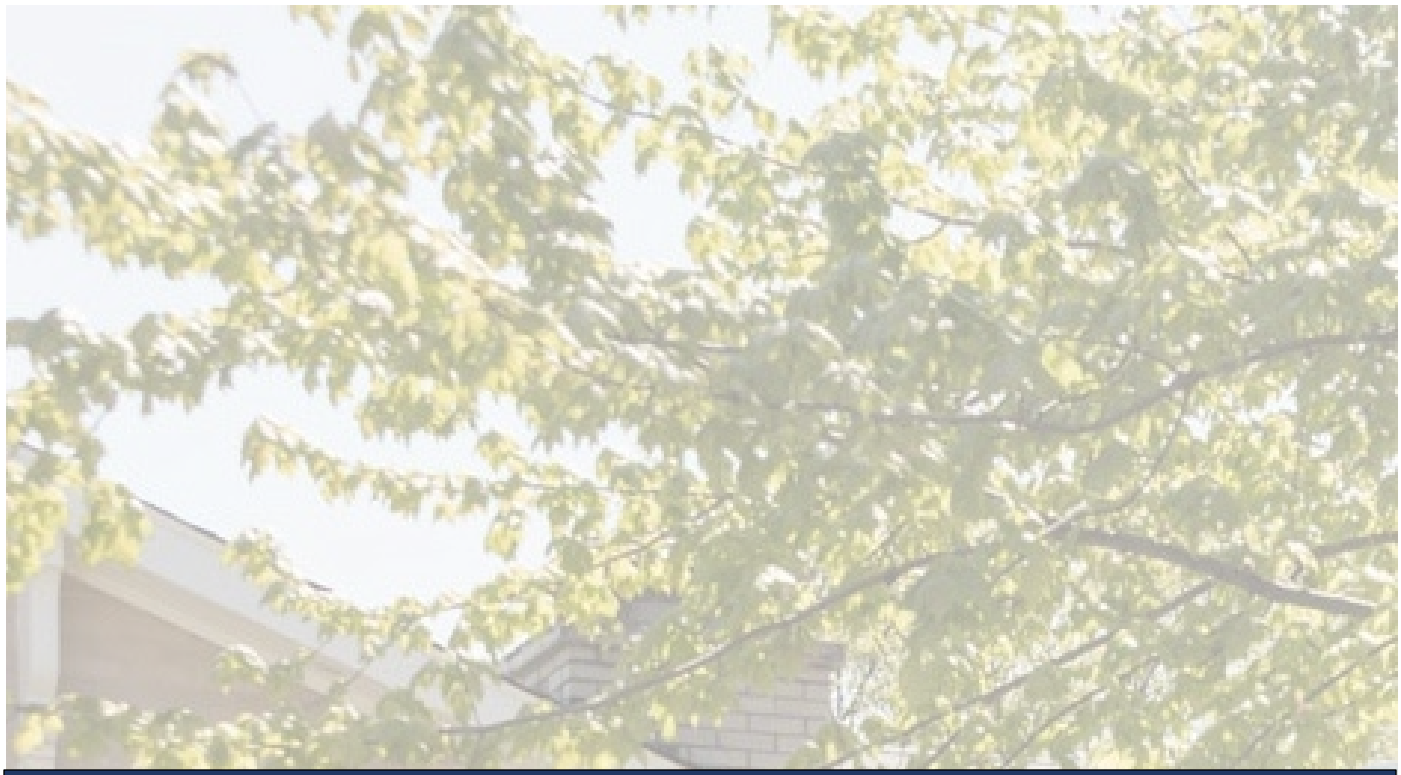
Sources: Jefferson County, Dane County, Dodge County, US Census

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VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

3/19/19

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Chapter 5: Cultural Resources



Chapter 5: Cultural Resources

Recommendations Summary

Work with property owners and the Historic Preservation Commission to ensure the long-term preservation of historically and culturally significant buildings and sites.

Collaborate on events and attractions that celebrate the City's culture and bring visitors to the community.

Develop a marketing strategy around the City's assets and leverage that branding to attract new residents and tourists.

Background

The City of Fort Atkinson derived its name from General Henry Atkinson, who, during the Black Hawk War of 1832, established his fort at the confluence of the Rock River and Bark River. The war began when a Sauk warrior named Black Hawk returned east across the Mississippi River into Illinois to reclaim the Sauk and Fox homelands. The warrior's actions were considered an "invasion of the state" by Illinois Governor John Reynolds. In response, he declared war against Black Hawk and his men, and General Henry Atkinson was charged with the task of forcing Black Hawk to retreat west of the Mississippi.

General Atkinson and his troops managed to push Black Hawk north into what is now the state of Wisconsin. However, by the time Atkinson arrived in the area he was short on supplies and frustrated by his inability to find Black Hawk. He and his men stopped along the Rock River and constructed Fort Koshkonong, so they could have a place to store the supplies being sent to them.

Many famous men were involved in the Black Hawk War, including future presidents Zachary Taylor, Abraham Lincoln, and Jefferson Davis. However, it was the commanding general whose name became forever associated with the area. In 1841, Congress declared that the settlement be named Fort Atkinson.

In the years that followed, Fort Atkinson's population grew, and the City became an important stop along the Chicago, Milwaukee, & St. Paul Railway. In time, the small community had launched many industries and is perhaps best known for the important role it played in establishing Wisconsin's dairy industry. In 1885, Hoard's Dairyman magazine made its début out of Fort Atkinson. Now, the magazine is published all over the world with thousands of subscribers. Fort Atkinson is also now home to many tourist attractions including the: Fireside Dinner Theatre (which draws tens of thousands of visitors each year and is the number one year-round bus tour destination in Wisconsin), Hoard Historical Museum, historic downtown, and a replica of the original Fort Koshkonong.

Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 364 documented places in the City of Fort Atkinson, mostly churches, retail businesses, and residences. Additionally, there are eight properties or areas in the City listed on the National Register of Historic Places. These include the following (also see Map 5):

- The Panther Intaglio Effigy Mound: End of Riverside Drive
- Arthur R. Hoard or George P. Marston House (323 Merchants Avenue)
- The Main Street Historic District (Main Street from Sherman Avenue to South 3rd Street)
- The Merchant's Avenue Historic District (bounded by South Third Street E, South Milwaukee Avenue E, Foster Street, Whitewater Avenue, and Merchant Avenue)
- The May, Eli House, also known as the site of the original Fort Koshkonong (407 East Milwaukee) Avenue
- Fort Atkinson Water Tower (S. High and Fourth Streets)
- David W. and Jane Curtis House (213 E. Sherman Ave.)
- The Fort Atkinson Club (211 S. Water St.)
- Jones Dairy Farm and Hoard's Dairyman Farm are located just outside the City boundaries and are also listed on the National Register of Historic Places.

The City's Historic Preservation Commission also designates other historic local landmarks that have not been included on the National Register of Historic Places but still have historic significance to the community. These properties include the following (also see Map 5):

- Dwight Foster House (410 Foster Street)
- Fred Boldt Farmhouse (809 N. Main Street)
- Evergreen Cemetery Caretaker's Cottage (1105 N. Main Street)
- IOOF Block (201 S. Main Street)
- Black Hawk Hotel (9 W. Milwaukee Avenue)

- Humphrey Residence, a.k.a. Della Pierce House (215 South High Street)
- Riedy Residence, a.k.a. A.T. Logan House (419 South Main Street)
- Water Works 2 Building (south side of South Sixth Street at the intersection with Milo Street)
- First Church of Christ, Scientist (359 Whitewater Avenue)
- Edward Jones House (432 Jones Avenue)

In 2002, the City's Historic Preservation Commission worked with a consultant to prepare an Architectural and Historical Residential Survey Report, which was an inventory of historic properties and architectural styles throughout the City. In 2013, Jefferson County hired a consultant to conduct an Architectural and Historical Intensive Survey and subsequent report on the Southwest Quadrant of Jefferson County, which includes Fort Atkinson. The survey updated and added to the 2002 survey inventory.

Archeological Sites

There are twenty-six archeological sites within the City of Fort Atkinson designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites and effigy mounds. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public.

Other Cultural Resources

The City and surrounding areas are home to numerous other cultural resources and attractions. Some include the following:

- **Entertainment**
  The City has numerous entertainment venues including the Fireside Dinner Theater, which is one of the Midwest's most popular professional theatres. The theater began in 1964 as a small building that could only hold 120 people. Now, the theater is large enough to seat 1,000 dinner guests and 652 theater patrons. The Fireside also offers gift shops, a bakery, and a lounge where the theater's original bar once stood. The theater hosts talent from Broadway and the regional stage, while also offering one of the best professional theater experiences in Wisconsin. The Council for Performing Arts is the leading county-wide organization for cultural enrichment and sponsors musical shows and plays throughout Jefferson County.

  The City also has numerous bars, restaurants, and music venues, including Café Carpe, a restaurant, bar, and music club in downtown Fort Atkinson, which has an excellent regional reputation for alternative and folk music.
- **Hoard Historical Museum**
  Dedicated to preserving, protecting, and promoting the history and culture of the area, the Hoard Historical Museum is a regional destination and community museum all-in-one. The Museum's exhibits showcase the history of the area including Native American mounds, the 1832 Black Hawk War, the Civil War, dairy history, and more. The Museum hosts multiple public programs during the year including the Mary Hoard Art Show, the annual 4th of July Ice Cream Social, and more.
- **Dwight Foster Public Library**
  Established over 100 years ago, the Dwight Foster Public Library is an important resource that serves over 21,000 people in the city and surrounding communities. The facility offers patrons the chance to rent books and e-books, use computers and meeting rooms, or research

extensive databases, among many other services and programs. It was also recently renovated including a large addition.

- **University of Wisconsin—Whitewater**
  The University is located less than 10 miles from Fort Atkinson. Year-round events such as lectures, music performances, plays, sporting events, graduation ceremonies, and other entertainment offer another cultural destination nearby with events often drawing visitors from outside of the area, many of which either stay in or visit Fort Atkinson.
- **Service Clubs and Civic Organizations**
  The City has various service clubs and civic organizations comprised of citizens interested in maintaining the City's small-town character and quality of life.
- **Historic downtown**
  The City's historic Main Street offers a variety of unique retailers, restaurants, taverns, and civic institutions.
- **Fort Replica**
  The replica of the original fort from which the City derived its name is located in Rock River Park. It is the site of the City's annual Memorial Day event called the Fort Atkinson Rendezvous, which involves a reenactment of 1830's fur trading, music, food, and knife and ax throwing competitions.
- **Riverwalk**
  This downtown attraction provides a vibrant public gathering space along the banks of the Rock River and is the envy of many nearby communities. The Riverwalk offers, an excellent place to walk, jog, or relax, and, for the more adventurous, canoe or kayak.
- **Glacial River Trail**
  This trail extends from the south side of Fort Atkinson to the Jefferson/Rock County line.

Cultural Resource Goals, Objectives, and Policies

Goal:

1. Preserve, enhance, and promote the City's unique character and cultural and historical assets.

Objectives:

1. Preserve unique historic and archaeological sites within the City's planning area.
2. Preserve the character of Fort Atkinson's historic downtown and the surrounding neighborhoods.
3. Promote the City's unique cultural assets as a source of community pride and as attractions.

Policies:

1. Promote the restoration and rehabilitation of historic buildings where possible, in order to enhance the viable economic use of these structures, particularly in and around Downtown.
2. Work with local historic preservation organizations and property owners to protect historic and cultural resources that contribute to the City's character.
3. Ensure that new development downtown is compatible with the historic context, form, height, and setbacks of existing buildings.
4. Work with the Chamber of Commerce, Hoard Historical Museum, and other local groups and organizations to plan and support local festivals, fairs, markets, and other events that celebrate the City's heritage and culture.
5. Support and promote the Fort Atkinson Public Library and the Hoard Historical Museum as important learning centers and community assets.
6. Enhance Fort Atkinson as a regional tourist attraction through supporting uses, businesses, and events that advance the city as a tourist destination.
7. Develop and maintain a community wayfinding signage system.
8. Enhance the beautification of downtown, commercial corridors, and other key places throughout the community with increased landscaping, signage, public infrastructure, and public art.

9. Continue to promote and recognize the value of strong local participation through partnering with key community groups, organizations, and volunteers to advance community character objectives.

Cultural Resource Programs and Recommendations

Support Current and New Events and Attractions

The City currently hosts many such events, including the Mary Hoard Art Show, Baseball Fest, Fort Atkinson Rendezvous, and Rhythm On The River, among others. The City has an opportunity to bolster the community's pride, cohesiveness, and sense of place by supporting these and other local events and programs that celebrate the history, culture, and values of City residents. The City will continue to work in conjunction with the School District, Chamber of Commerce, Hoard Historical Museum, Fireside Dinner Theater, and community groups on such efforts.

Also, the Chamber of Commerce started hosting a farmer's market in downtown Fort Atkinson. The weekly summer event has been a huge success with over 30 vendors each Saturday and over 50 at the monthly "Art Saturdays." Recently, the market has expanded to include a Winter Market in December and weekly Mini-Winter Markets from January through April. Together, these events are well attended by both residents and visitors from around the area.

The City should also consider how such events can be used to further market Fort Atkinson as a regional entertainment destination, in combination with the other strategies outlined in the Economic Development chapter.

Preserve Historically and Culturally Significant Buildings

The City will continue to coordinate with the Fort Atkinson Historic Preservation Commission and affected property owners to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation.

The Historic Preservation Commission will also educate property owners on resources available to assist with historically-sensitive remodeling projects, including the following:

- Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of the Interior has listed on the National Register of Historic Places.
- At the state level, the Wisconsin Economic Development Corporation administers an annual Historic Tax Credit Program. It allows for a state tax credit of 20% of qualified rehabilitation expenditures for income producing properties 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. However, this program can only be applied to projects exceeding $50,000 in rehabilitation. All work must comply with federal guidelines established in the Secretary of the Interior's Standards for Historic Building Rehabilitation.
- Another state-level tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that are certified historic or contribute to a historic district. To qualify, rehabilitation expenditures must exceed $10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. Applications for both Wisconsin programs must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provides mini (under $2,000) and major (under $10,000) grants for projects that enhance the appreciation of important historic buildings or decorative art works. All applications must be made to the Wisconsin Humanities

Council, where additional information can be obtained.

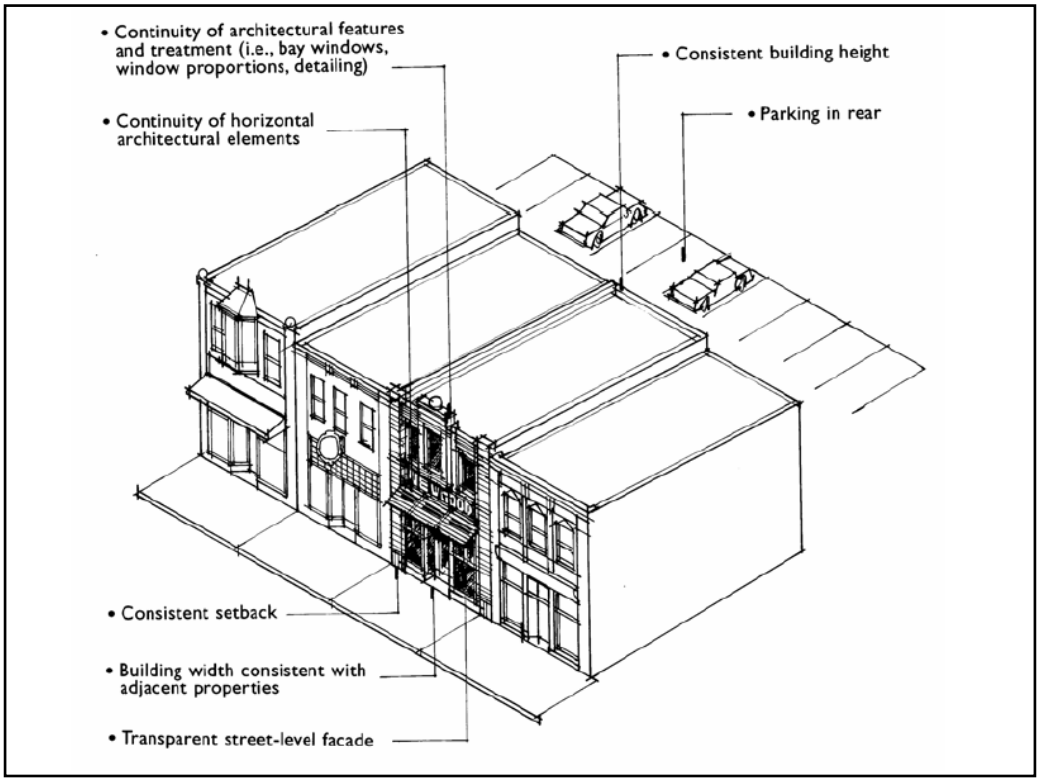
- The Chamber of Commerce offers a Revitalization Loan program which can be used for exterior improvements to properties used for business purposes. Through a partnership with local banking institutions, the Chamber of Commerce offers property owners a chance to apply for up to a $50,000 loan to renovate the façade of their building.
- The Fort Atkinson Historic Preservation Commission offers property owners the chance to register their local historic places to be formally recognized by the community and commission. While this does not directly offer property owners any incentives, it does allow them to be listed on the commission's walking/driving tour and maps, and potentially to be recognized in the future by the state or federal government.

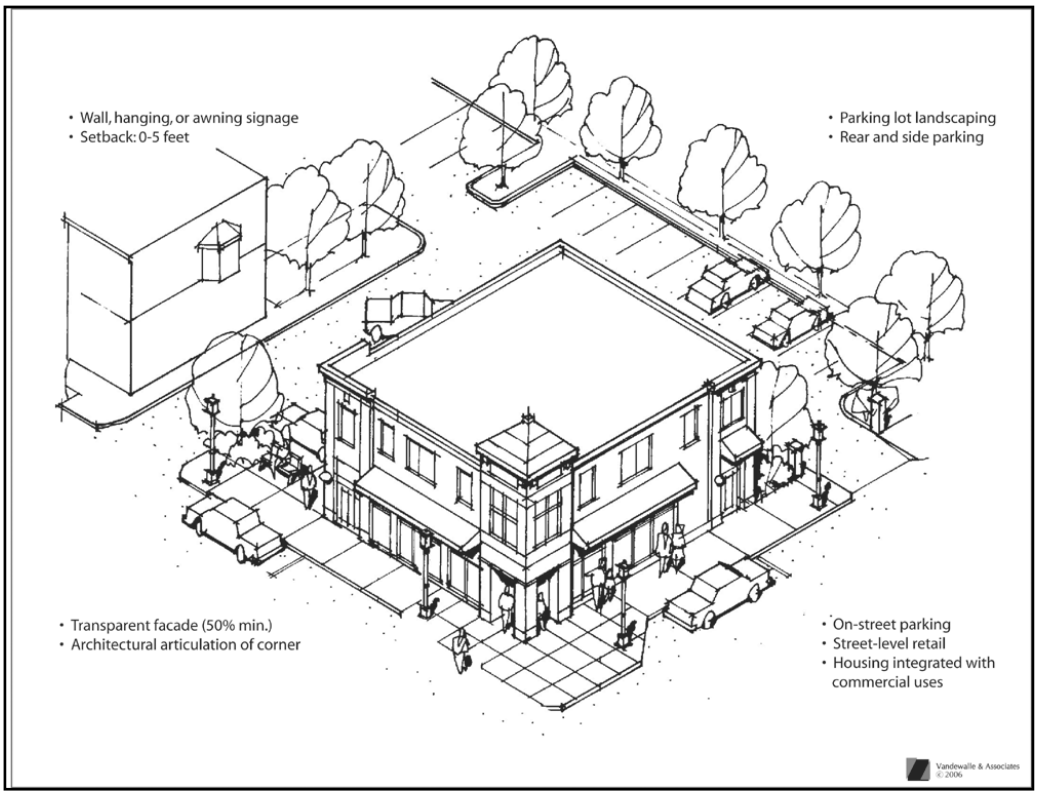
Preserve and Enhance the Character of Downtown Fort Atkinson

The City intends to utilize downtown area design standards when considering new downtown construction, remodeling, and demolition proposals, through incorporating basic design standards in its rewrite of the zoning ordinance. While perhaps not every old building will be retained; infill, redevelopment, and rehabilitation projects in the downtown should maintain the character and image of this area of the City. This applies to buildings and sites that are internal to the 19th century cluster of historic commercial buildings in the heart of the downtown. It also applies to sites along the periphery of the downtown, where redevelopment may be the most appropriate future. The "Main Street" pedestrian character should be included and extended through such projects.

Figure 5.1 illustrates some basic downtown area design standards. The City intends to utilize these in zoning approvals and will consider including a basic set of downtown design standards in its update of the zoning ordinance. The City will also promote a variety of downtown housing options, such as those shown in Figure 5.1, to encourage 24-hour activity in the downtown. The Economic Development chapter contains more ideas on promoting the further success of the downtown.

Figure 5.1: Model Downtown Design Guidelines





Maintain Fort Atkinson's Unique Community Character

"Community Character" is a term often used to describe the way a community looks, feels, and functions. As Fort Atkinson continues to grow, the community will be challenged to maintain and enhance its character. The good news is that many community character objectives can be pursued without raising taxes or spending a lot of money. Rather, by enforcing regulations and standards that specifically address the aesthetic components of development (such as architecture and building materials), thoughtful integration of open and gathering spaces, and preservation of attractive community entryways and historic and culturally significant features, the City can do a lot to ensure that any project has a positive impact on the way the community looks and feels to residents and visitors.

Paying attention to and preserving the characteristics that make small cities like Fort Atkinson such desirable places to live will help the City better protect and build upon its existing assets. The City of Fort Atkinson will strive to enhance and maintain the following characteristics:

- Development that is designed for people and intended to maximize human interaction. This can be done by providing gathering places, a walkable environment, buildings and sites oriented to people over cars, and new neighborhoods based on "Traditional Neighborhood Design" principles, mimicking the character of the City's existing central neighborhoods (see description of this concept in the Housing and Neighborhood Development chapter);
- A City oriented around a distinguishable downtown area, which functions as the focal point or activity hub of the community;
- New development that is compact and mixes uses to maintain comfortable walking and biking to key destinations (e.g., the downtown, parks, schools, Planned Mixed Use areas);
- An overall mix of land uses that allows residents to meet daily needs in the community, minimizing their need to drive long distances to find basic goods and services;
- Development that meets the different needs of all residents through an appropriate balance of commercial, residential, open space, recreation, transportation, and industrial land uses;
- Land uses that are blended together in a compatible manner, with mixed-use buildings encouraged in appropriate areas;
- Uniform public signage theme throughout the City, with signs constructed of appropriate materials;
- A "hard-edge" between city and countryside, and a focus on the preservation of open space and agricultural lands in the area;
- Beautification along key corridors with increased landscaping, public infrastructure, wayfinding signage, and public art features.

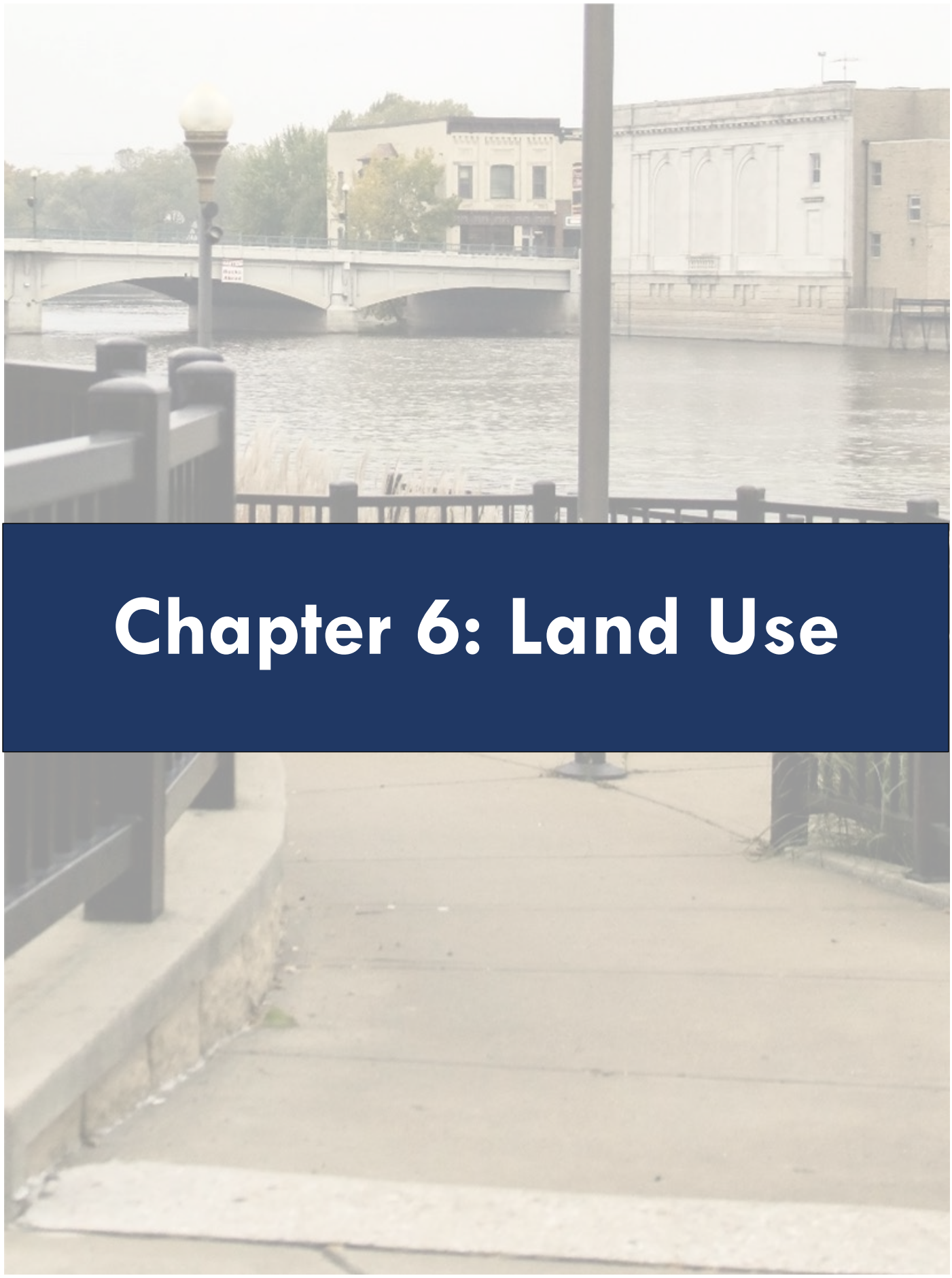
Market the City to New Residents and Tourists

The City of Fort Atkinson has many assets mentioned throughout this plan. In order to maintain and grow those assets, it is important for the city to increasingly market itself. Over the past decade, many cities around Jefferson County have seen little growth. Fort Atkinson is no different. However, with the rapid growth of neighboring Dane County, the city has an opportunity to distinguish itself as a community where people in all stages of life want to live, in part because of its recreational, cultural, historic, healthcare, educational, and affordability components.

Over the next twenty years, it is critically important for the city to work with the Chamber of Commerce, Tourism Commission, and other local groups and organizations to promote, market, and attract new residents to the community. This can be done through branding the city as an active, healthy, and recreation-focused community with a wide variety of amenities and assets, all of which can be leveraged to bring new residents and tourists to the area. Some of the city's assets and amenities include:

- A local museum and library with recent renovations and expansions
- Strong parks and recreation programming and infrastructure
- High performing schools
- A local hospital
- The Rock River and pristine open space
- Local events and festivals year-round

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Chapter 6: Land Use

Chapter 6: Land Use

Recommendations Summary

Promote compact, mixed-use development to enhance community interaction, preserve land, and decrease infrastructure and service costs.

Promote the redevelopment of key sites around the community, particularly around the northeast side, downtown, and other key corridors.

Recognize that City expansion is limited by natural areas and existing development, so it is important to make the most out of remaining development corridors (i.e., northwest, southwest, etc.).

Use the City's Future Land Use map and related policies when making day-to-day development decisions like rezoning, site plans, and annexations.

Implement the recommendations of this plan into the new Zoning and Land Development and Division ordinances.

Background

This chapter is intended to guide land use decision making in and around the City. Land use planning allows the City to guide development and redevelopment in a manner that promotes economic health, maintains community character, promotes sustainability, and protects sensitive environmental features. This chapter features a map showing recommended future land uses, and policies guiding development decisions within each of these mapped areas.

To note, over the coming years it is expected that the City will be rewriting the zoning code. Since this chapter is considerably interconnected with how the zoning code is currently written, it will be necessary to revisit this chapter after the new code is adopted. It is expected that considerable portions of the future land use category section will need to be rewritten, updated, or revised. After completion of the code, the abridged text will be placed in an Appendix to supplement the necessary changes to the text.

Land Use Map Categories

The Existing Land Use map (Map 6) and the Future Land Use maps (Maps 7 and 8) depict the land use categories listed below. On the Existing Land Use map, these categories indicate how land was being used at the time this Plan was written. On the Future Land Use maps, these categories indicate the City's desired future uses. Not all land use categories listed below are represented on all three maps.

Agriculture/Rural: Agricultural uses, farmsteads, and rural housing with low non-farm (housing) development densities in line with Jefferson County's farmland preservation policies;

Vacant: Open lands and vacant parcels, typically not being farmed and typically in the City limits;

Single Family Residential—Exurban: Single-family detached residential development served by individual on-site wastewater treatment (septic) systems, usually outside the City limits;

Single Family Residential—Urban: Single-family detached residential development served by a public sanitary sewer system, usually within current or planned future City limits;

Manufactured Residential: Single-family-oriented parks or subdivisions with manufactured or mobile homes.

Two Family/Townhouse Residential: Two-family and attached single-family residential development (duplexes, town homes, two-flats);

Multi-Family Residential: A variety of residential units, including apartment complexes, townhouses, senior housing, and some single and two-family residences;

Downtown: Pedestrian-oriented commercial, office, community facility, and residential uses in Fort Atkinson's historic downtown, usually with on-street parking and minimal building setbacks;

Neighborhood Commercial: Small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs. Neighborhood Commercial uses typically rely less on automobile traffic than Community Commercial land uses, and focus more directly on serving the surrounding neighborhood;

Community Commercial: Indoor commercial, office, community facilities, and controlled outdoor display land uses intended to serve the entire community and larger in scale than neighborhood commercial uses;

Planned Neighborhood: A carefully planned mix of primarily single-family residential development, including some two-family, multi-family residential, and neighborhood business uses consistent with the residential character of the area and retaining the City's existing balance of residential types. It may include unique neighborhoods designed using the principles of Traditional Neighborhood Design, described more fully in the Housing and Neighborhood Development chapter;

Planned Mixed Use: A carefully designed blend of commercial, office, multi-family residential, and/or community facility land uses, usually as part of a Planned Unit Development. Mixed-use areas are intended to be vibrant urban places that also function as community gathering spots;

General Industrial: Indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas, and usually with moderate attention to building design, landscaping and signage;

Light Industrial/Business Park: High-quality indoor manufacturing, warehousing and distribution, and office uses in an industrial or business park setting, usually with generous landscaping, screened storage areas, modest lighting, and limited signage;

Community Facilities: Larger-scale public buildings, power substations, schools, churches, and similar public and quasi-public uses. Smaller community facilities are often located on lands placed in other land use categories;

Health Facilities: A range of small to large-scale buildings that include: hospitals, specialty medical-care facilities, clinics, campuses, and other related quasi-public uses.

Farm-Historic: Includes the privately-owned Jones Dairy Farm and Hoard Dairy Farm, both of which are historically recognized, adjacent to the city, and represent protected land.

Parks: Includes publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities.

Environmental Corridor: Includes generally continuous open space systems comprised of known sensitive natural resources and/or characterized by limitations for development such as floodplains, wetlands, slopes of 12 percent or greater, wildlife areas, and riparian buffers. Also includes publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management, and planned buffers between otherwise incompatible land uses;

Long Range Urban Growth Area: This overlay future land use category defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period;

Surface Water: Lakes, rivers and perennial streams;

Rights-of-Way: Publicly-owned land for transportation uses, including roads, highways, and railroads.

Existing Land Use Pattern

An accurate depiction of the City's existing land use pattern is the first step in planning for a desired future land use pattern. The City of Fort Atkinson encompasses approximately 5.8 square miles. Figure 6.1 summarizes the existing acreage allocated to each of the various land use categories in the City limits. The Existing Land Use pattern is depicted on Map 6.

Figure 6.1: Existing Land Use

Land Use	Acres	Percentage
Agriculture/Rural	144	4%
Vacant	265	7%
Single-Family Residential – Urban	975	26%
Two Family/Townhouse Residential	69	2%
Multi-Family Residential	74	2%
Manufactured Residential	0	0%
Downtown	14	0.4%
Neighborhood Commercial	2	0.1%
Community Commercial	231	6%
General Industrial	161	4%
Light Industrial/Business Park	147	4%
Community Facilities	439	12%
Health Facilities	41	1%
Public Parks and Open Space	316	8%
Environmental Corridor	200	5%
Surface Water	97	3%
Right-of-Way	556	15%
Total	3,731	

Source: Vandewalle & Associates, GIS

Residential Development
Residential development areas are located throughout the City. Single family residential development comprises nearly 27 percent of land in the City, at an average gross density of roughly 4 homes per acre. When combined, Two Family/Townhouse Residential and Multi-Family Residential development areas account for an additional 4 percent of land in the City. These land uses are generally clustered together at average gross densities of between 6.5 and 10 dwelling units per acre. These developments typically consist of duplexes, townhouses, apartment buildings, and condominiums.

Commercial Development
There are approximately 233 acres in Fort Atkinson used for commercial development (not including commercial uses in the downtown), accounting for approximately 7 percent of the City's land. Commercial land uses are generally located along the City's major roadways, including Madison Avenue, Janesville Avenue, Whitewater Avenue, and downtown. Some smaller neighborhood businesses are in primarily residential areas of the City.

Industrial Development
Industrial uses currently account for nearly 8 percent of the City's land. In 2019, the City had three industrial parks. Two of the industrial parks are generally located in the southwestern portion of the City, and the third industrial park is in the northern portion of the City.

Downtown Development
In the historic core of Fort Atkinson along the north and south sides of the Rock River is the concentration of unique land uses that include commercial, institutional, industrial, and residential. While downtown development represents only 14 acres within the city, it is home to the largest concentration of destinations in Fort Atkinson and the only location with true mixed-use development patterns that facilitate multi-modal transportation options.

Other Development
Community facilities such as Fort Memorial Hospital and related Fort HealthCare buildings, churches, schools, municipal facilities, and utilities account for nearly 480 acres (13 percent) of the City's land. These facilities are well distributed throughout the City. In addition, there are another 316 acres of public parkland located in the City, including the Glacial River Trail corridor, but not including recreational lands associated with the school grounds. Another important land use is right-of-way, which makes up a significant amount of land (556 acres) and is found throughout the city. These areas are used mostly for transportation and utility services. More detailed information regarding community facilities is in the Utilities and Community Facilities and Parks and Recreation chapters.

Land Development Trends
Figure 6.2 shows the number and type of building permits issued by the City from 2007 to 2017. For this ten-year period, the City issued building permits authorizing a total of 172 housing units, for about 17 new housing units per year. Over this same period, an average of 3 permits for commercial structures were issued per year.

Land market trends indicate that property values are increasing in the City. Between 1999 and 2017, the State Department of Revenue reported a 41 percent increase in the total equalized value of all property in the City of Fort Atkinson (see Figure 6.3). However, most of that increase occurred prior to 2006. Since then, equalized values have only increased 5%. These rates are generally comparable to the majority of the other surrounding communities, with large increases experienced over the total eighteen-year time period, but stark decreases in that percentage over the past eleven years. However, other than Watertown, Fort Atkinson has recovered the slowest from the Great Recession, in terms of total equalized value increase.

Figure 6.2: Building Permits Issued

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total
Single Family Residential Units	16	5	10	2	11	1	-	3	3	8	7	66
Duplex Units	6	8	-	-	4	2	2	-	4	4	8	38
Multi-Family Units	-	-	4	4	-	-	-	-	60	-	-	68
Commercial Permits	3	4	4	2	2	4	4	-	-	1	5	29

Source: City of Fort Atkinson.

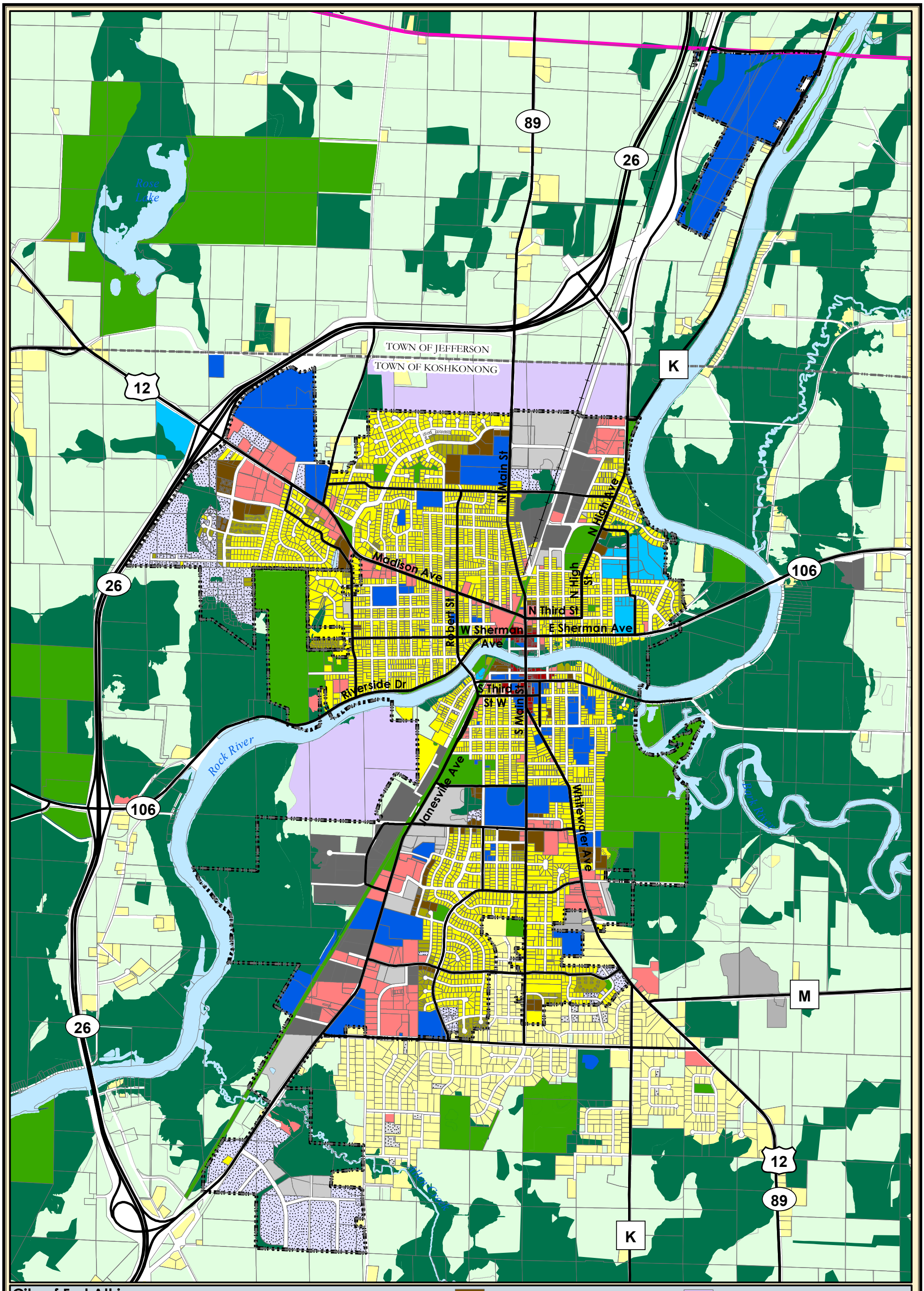
Figure 6.3: Equalized Value

	1999	2006	2017	1999-2017 Change	2006-2017 Change
City of Fort Atkinson	**$537,797,500**	**$858,736,000**	**$903,920,400**	**41%**	**5%**
Town of Jefferson	$124,307,800	$170,635,900	$201,271,300	38%	15%
Town of Koshkonong	$207,768,600	$357,343,800	$383,412,200	46%	7%
Village of Johnson Creek	$87,924,100	$284,853,600	$334,970,500	74%	15%
City of Jefferson	$308,464,500	$463,513,900	$521,951,000	41%	11%
City of Lake Mills	$247,841,300	$428,067,300	$543,381,000	54%	21%
City of Waterloo	$134,794,800	$200,796,300	$213,813,800	37%	6%
City of Watertown	$848,771,800	$1,397,326,600	$1,394,071,000	39%	0%
City of Whitewater	$362,485,500	$574,940,700	$646,775,000	44%	11%

Source: Department of Revenue, 1999-2017

Existing Land Use Conflicts

Land use conflicts are present in multiple areas of the City. For example, around the Janesville Avenue corridor and in the northeastern portion of the City west of high street, some residential neighborhoods directly abut industrial properties. These areas can be considered a land use conflict because of the incompatibility of uses. Additionally, there are neighborhoods, in older areas of the city zoned two-family, when in reality they are generally all made up of single-family homes. This presents potential future conflicts in maintaining neighborhood continuity in terms of owner-occupied homes. Through future land use recommendations presented in this Plan, the City seeks to minimize these types of conflicts through thoughtful planning, buffering, zoning, and strategic redevelopment.



City of Fort Atkinson Comprehensive Plan

Map 6: Existing Land Use

- City Boundaries
- Town Boundaries
- ETJ Boundaries
- Parcels
- Surface Water
- AG - Agriculture/Rural
- P - Parks
- SF-U - Single Family Residential - Urban
- SF-E - Single Family Residential - Exurban
- TF-R - Two Family/Townhouse Residential
- MH-R - Manufactured Residential
- MF-R - Multi-Family Residential
- NC - Neighborhood Commerical
- CC - Community Commerical
- DT - Downtown
- LI - Light Industrial/Business Park
- GI - General Industrial
- CF - Community Facilities
- HF - Health Facilities
- F-H - Farm-Historic
- EC - Environmental Corridor
- Vacant
- Right of Way

Sources: Jefferson County - County Land Use
Vandewalle and Associates - Fort Atkinson Land Use

0 0.125 0.25 0.5 0.75 Miles

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Shaping places, shaping change

3/19/19

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Figure 6.4: Land Use Demand Projections

	Years Used in Projection	2016-20	2020-25	2025-30	2030-35	2035-40	Total
Projected Population Increase[1]	1990-2016	429	558	582	607	633	2,809
	2000-2016	229	293	299	306	314	1,441
New Housing Unit Projections[2]	1990-2016	179	245	259	272	286	1,241
	2000-2016	95	129	133	137	142	636
Residential Acreage Demand[3]	1990-2016	40	54	57	60	64	276
	2000-2016	21	29	30	30	32	141
Non-Residential Demand[4]	1990-2016	18	25	26	28	29	127
	2000-2016	10	13	14	14	15	65
Preliminary Acreage Demand[5]	1990-2016	78	107	113	119	125	543
	2000-2016	42	56	58	60	62	278
Flexibility Factor[6]	1990-2016	156	214	226	238	251	1,085
	2000-2016	83	112	116	120	124	557

1. Projections are based on a compounded growth equation using population changes between 1990-2016 and 2000-2016.
2. Source: WisDOA Projections for average household size between 2010-2040.
3. Assumed 4.5 dwelling units per acre.
4. Assumed every new development would include a minimum of 48% additional acreage for non-residential development.
5. Assumed 33% additional acreage needed in every new development for roads, sidewalks, parks, etc.
6. Assumed 2x the preliminary acreage demand total as a margin of error.

Land Use Demand Projections

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for proposed future demand of future residential, commercial, industrial, and agricultural land uses.

As described in the Issues and Opportunities chapter, population projections over the next twenty years are based on the assumption that the City's average annual percentage change will continue through 2040. Due to the fact that the market demand has fluctuated significantly over the past 30 years, two different timeframes were used to calculate future land use demand. Figure 6.4 indicates that these assumptions yield a 2040 population of between 13,911-15,279.

The analysis for land use demand is based on the following projections:

- **2016 to 2040 population change**
  The City's 2040 population is projected to be between 13,911-15,279, or an additional 1,441-2,809 residents in 2040.
- **Projected number of new households in 2040**
  Based on a projected household size of between 2.25–2.0 people per household between 2020-2030, there's projected to be between 636-1,241 additional households in the City by the year 2040.
- **Residential density**
  Based on historic City density patterns (includes right-of-way, parks, open space, stormwater management, etc.), the residential density is assumed at 4.5 dwelling units per gross acre.
- **Non-residential development ratio**
  It was assumed that the ratio of residential to non-residential development will be 52 percent residential to 48 percent non-residential.
- **Flexibility factor**
  Because the market for land is not only driven by demand but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into land use demand projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. The land use demand projection for this Plan was made with a 100% flexibility factor (i.e. total land area needs yielded from the previous steps were doubled).

Land Supply

Based on the range of projected populations and including the flexibility factor, land demand for new land uses between 2016 and 2040 is projected to be between 557 - 1,085 acres. The

supply of land available for development includes areas of the City that have been planned or approved for development but are not yet built out, vacant areas within the developed portion of the City, lands currently within City limits but not yet developed, land available for redevelopment, and undeveloped land outside the City limits without development constraints.

Per Figure 6.1, the City has roughly 410 acres of undeveloped land within its 2019 municipal boundaries. Therefore, even after taking into consideration lands available for redevelopment and those areas planned for development but not yet developed, it is anticipated that the City will need to annex land in order to accommodate its future growth over the next 20 to 25 years.

Over the planning period, agricultural lands located within the City's planning area are projected to decrease as these areas become developed. Since much of the City's future development will occur on agricultural lands, it is reasonable to project that apart from the areas located in environmental corridors and those areas located in a Farm Preserve, agricultural land within the City's planning area could decrease by between roughly 250-500 acres.

Land Use Goals, Objectives, and General Policies

Goal:

1. Promote a future land use pattern that is in harmony with the natural landscape, helps maintain property values, preserves neighborhood integrity, encourages economic development, minimizes land use conflicts, and enhances community sustainability.

Objectives:

1. Promote compact, mixed-use development and redevelopment to preserve open space, facilitate interaction, advance economic growth, and advance energy efficiency.
2. Protect the City's long-term growth interests during and beyond the planning period.
3. Plan for an adequate amount of land to accommodate a variety of land uses, including residential, industrial, commercial, and community facilities.
4. Minimize land use conflicts in existing and newly developed areas of the City.

Policies:

1. Follow the land use recommendations that are mapped and described in this Plan (Maps 7 and 8) when reviewing new rezoning requests and making detailed land use decisions.
2. Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leap frog development patterns.
3. Continue to require that all new development in the City connect to sanitary sewer and public water systems; discourage development outside of the current City limits until sewer and water services are available.
4. Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
5. Use extraterritorial land division review and other techniques to direct intensive new development, such as subdivisions, commercial development, and industrial development to the City.
6. Promote mixed-use redevelopment and infill in key areas of the City, such as in and adjacent to the downtown, and along Janesville Avenue, Madison Avenue, Jefferson Street, High Street, Rockwell Avenue, Highway 106 and Whitewater Avenue.
7. Preserve and enhance the historic character of the downtown and the riverfront by encouraging compatible new development and redevelopment.
8. Direct new residential development into planned neighborhoods (as opposed to isolated subdivisions), with a focus on creating high-quality, human-scaled, safe, and interconnected places.
9. Promote compact neighborhoods and smaller lots as strategies to better manage the rate of

community expansion, preserve farmland, and protect natural resources.

10. Plan for new neighborhoods that feature a variety of housing, transportation, shopping, service, and recreational options, organized around gathering places and interconnected with the rest of the City.
11. Disperse higher-density residential development throughout the City, rather than creating large concentrations of this type of development in just a few areas.
12. Promote the stabilization and expansion of the economic base by identifying adequate areas in marketable locations for commercial and employment-based land uses.
13. Plan for the future of the Fort Healthcare facilities, whether through expansion of the existing site or elsewhere in the community.
14. Ensure appropriate transitions between potentially incompatible land uses. Wherever possible, avoid locating potentially conflicting land uses close to one another, and encourage steps that reduce incompatibilities in existing situations. Where necessary, buffer incompatible land uses through vegetation, fencing, open space, or other techniques.
15. The existing zoning and subdivision ordinances are over fifty years old and were written for development practices and growth patterns that are significantly outdated. In order to stimulate and facilitate new growth, the new Zoning and Land Development and Division ordinances should reflect contemporary development practices. They should also include the City's land use and community character goals, minimize potential land use conflicts, adequately protect water quality and other natural resources, preserve the City's growth interests, and include high-quality standards for building, site, landscape, signage, and lighting design in new development projects.

Overall Land Use Recommendations, Specific Policies, and Programs

This section is intended to guide land use and development in the City over the next 20 to 25 years. Maps 7 and 8, the Future Land Use maps, are the centerpiece of this chapter and illustrate the city's land use vision and direction. They are based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, and environmental constraints. The Future Land Use maps and the following detailed recommendations also reflect the combined public input during this and the Community Placemaking Initiative planning process, in addition to the city's overall vision statement.

The Future Land Use maps and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning map. They 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. Changes in land use that implement the recommendations below will generally be initiated by property owners and private developers. In other words, this Plan does not automatically compel property owners to change the use of their land.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use maps will develop during the next 20-25 years. Also, not all land shown for development on Maps 7 and 8 will be appropriate for rezoning or other land use approvals immediately following adoption of this Plan. Rather, the Future Land Use maps shows those areas in and around the City that are the most logical development locations for new City growth, regardless of the absolute timing of development. Given service demands and other factors, careful consideration to the amount, mix, and timing

of development is essential to keeping development manageable and sustainable long-term. The City advocates the phased development of land over time to focus growth in areas and types that advance the vision of the community and that can most efficiently be served by transportation, utilities, public services, and other community facilities. During the Community Placemaking Initiative, these ideas were summarized in the City's approach to development over the next 20 years, "embrace the bypass while growing our community smartly and sustaining a healthy and prosperous downtown."

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, desirable land use patterns within the existing City limits and in unincorporated areas around the City were identified. However, it was recognized throughout the planning process that the City's future growth patterns will be influenced by the land use choices made by adjacent unincorporated areas. Because of this, it is vital for the City to maintain continuous intergovernmental communication, coordination, and cooperation with neighboring jurisdictions. The City could, however, take unilateral action as allowed by law to carry out its land use vision, if it so chooses.

Future Land Use Categories

Each of the future land use categories shown on Maps 7 and 8 is described below. Each land use category description summarizes where that type of land use should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's vision for the future.

There are four overarching categories in which all future land use categories fall into:

- Residential
- Activity Centers
- Industrial
- Other

Residential Land Use Categories

Single Family Residential—Exurban (SF-E)

This future land use category is intended to accommodate single family detached residential development served by individual on-site wastewater treatment (septic) systems. All development in this category is at a density of 1 home per acre or larger. This type of development is shown on Maps 7 and 8 south of Hackbarth Road in the Town of Koshkonong and in a small area west of the Rock River and south of Highway 106. There is no zoning district in the city that allows this type of development

Single Family Residential—Urban (SF-U)

This future land use category is intended for primarily single family detached residential development, served by public sanitary sewer. Small community facility uses—such as parks, schools, and churches—may also be built on lands within this category. All new development in this category should be generally encouraged at densities of 4 to 6 homes per acre. As shown on Maps 7 and 8, future Single Family Residential–Urban development areas are shown mainly in and around other Single-Family areas, and some areas in the southern portion of the City. Single Family Residential uses are also a key component of Planned Neighborhoods described below. The zoning district most associated with this type of land use is R-1.

Manufactured Home Residential (MH-R)

This future land use category is intended to allow single-family-oriented parks or subdivisions with manufactured or mobile homes. All new development in this category should be generally encouraged at densities of 3 to 6 homes per acre. Currently, there is no development of this type in the city. There is no zoning district in the city that allows this type of development.

Two Family/Townhouse Residential (TF-R)

This future land use category is intended to allow for a mix of single-family detached homes and two-family and attached single-family residential uses with individual entries—such as duplexes, townhomes, rowhouses, and two-flats—all served by sanitary sewer. Small community facility uses—such as parks, schools, and churches—may also be

built on lands within this category. All new development of this type should be generally encouraged at densities of 6 to 10 units per acre. Two Family/Townhouse Residential land uses are shown on Maps 7 and 8 mainly in neighborhoods surrounding the downtown and in areas where these types of development currently exist. Two Family/Townhouse Residential uses are also a component of Planned Neighborhoods described below. The zoning district most associated with this type of land use is R-2.

Multi-Family Residential (MF-R)
This future land use category is intended to accommodate a variety of residential units, including apartment complexes, townhouses, and some single and two-family residences, all served by sanitary sewer. Small community facility uses—such as parks, schools, and churches—may also be built on lands within this category. All new development in this category should be generally encouraged at densities of 6 to 20 units per acre, with buildings between 4 and 16 units. Multi-Family Residential land use is shown on Maps 7 and 8 in areas throughout the City where these types of development exist currently. Multi-Family Residential uses are also a component of Planned Neighborhoods described below. The zoning district most associated with this type of land use is R-3.

Planned Neighborhood (PN)
The Planned Neighborhood future land use category is intended to provide for a variety of housing choices and a carefully planned mix of non-residential uses consistent with the mainly residential character of the area. Planned Neighborhoods are a collection of different future land use categories, often mixed on the same lots and sometimes in the same buildings. Planned Neighborhoods should be carefully designed as an integrated, interconnected mix of the use categories. Overall, the composition, appearance, and pattern of development should promote neighborhoods that instill a sense of community with their design.

Specifically, the Planned Neighborhood future land use category includes a mix of Single Family Residential—Urban, Two-Family/Townhouse Residential, Multi-Family Residential (including senior housing), Neighborhood Commercial, Community Facilities, and Parks and Environmental Corridor Land Uses. Maintaining a minimum percentage of Single Family Residential—Urban uses will have the effect of dispersing higher density development throughout the community. Appropriate non-residential uses include neighborhood-oriented shopping opportunities, such as a small market, barber shop, bakery, or pharmacy; or smaller employment opportunities and educational facilities for neighborhood residents.

A mixture of housing types and densities is key to a successful Planned Neighborhood. Single-family detached residences should comprise a minimum of 65% of all housing units. The neighborhood as a whole should be developed at a minimum gross density standard of 5 dwelling units per acre in all future Planned neighborhood areas. The zoning districts most associated with this type of land use are R-1, R-2, R-3, C-2, and PDD.

Maps 7 and 8 illustrate the northwest periphery of the City as a larger future Planned Neighborhood area, with smaller areas planned in other locations. These are indicated by the yellow and brown cross-hatching on the maps.

Recommended Residential Policies and Programs	Applicable Land Use Category
Plan for interconnected road networks in new residential areas and between individual subdivisions, and link town to City roads wherever possible.	All
Provide opportunities for linkages between urban and rural open space, park, and multi-use trail systems, and ensure that stormwater runoff does not impair lands in the City or waterways.	All
Provide connections between new neighborhoods, parks, schools, the downtown, and the City's multi-use trail system.	All

Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.	All
Require connection to sanitary sewer and water service for all new development.	All
Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets, excluding cul-de-sacs. This increases the safety of neighborhoods for pedestrians and children (also see the Transportation chapter).	All
Continue to enforce property maintenance codes, promote housing rehabilitation and home ownership programs, and target public improvement investments (e.g., sidewalks, streetlights) to maintain the quality of the City's existing neighborhoods.	All
Incorporate the minimum design standards presented in the Housing and Neighborhood Development chapter, some of which should be codified in the new Zoning Ordinance.	All
Avoid rezoning or approving land division of any new development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.	All
In advance of subdivision platting, prepare or require detailed neighborhood plans and adopt these plans as components of the Comprehensive Plan. Such plans should specify the desirable mix of land uses, the density of development, street layouts, and the amount and general location of open space areas. See the Housing and Neighborhood Development chapter for a description of detailed neighborhood plans.	All
Encourage Traditional Neighborhood Design principles for new neighborhood development wherever possible and adopt a Traditional Neighborhood Design zoning district option in the new zoning ordinance.	All
Encourage the development of an adequate supply of high-quality senior housing options.	All
Maintain the maximum buildable lot size of two acres to minimize the amount of land needed for housing.	SF-E
Assure that new development in these areas will not impede the logical future extension of municipal utilities or long-term City growth.	SF-E
Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Single Family Residential—Urban and Two-Family areas. Where such uses do occur in close proximity, the City will encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods. Require connection to sanitary sewer and water service for all new development in Single Family Residential--Urban areas.	SF-U
Disperse small areas of future Multi-Family Residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.	MF-R
In any case, the size of the building should be in scale with the surrounding neighborhood.	MF-R
Require by ordinance that all proposed multiple family residential projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.	MF-R
Require that developers of new housing developments include a strong program for maintaining the quality, value, and safety of the development over time as part of the initial development approval.	MF-R

Activity Center Land Use Categories

Community Commercial (CC)

This future land use category includes indoor commercial, office, community facilities, and controlled outdoor display land uses intended to serve the entire community. The land uses, development sites, and traffic and other impacts are typically larger in scale than for Neighborhood Commercial uses listed below. Community Commercial use areas are depicted on Maps 7 and 8 along major corridors such as Janesville Avenue, Madison Avenue, Whitewater Avenue, and adjacent to the downtown. The zoning districts most associated with this type of land use are C-1 and C-3.

Neighborhood Commercial (NC)

The Neighborhood Commercial future land use category is intended for small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs. Neighborhood Commercial uses are typically smaller in scale and have fewer traffic and other impacts than Community Commercial land uses, and typically are more focused to serve the surrounding neighborhood. As depicted on Maps 7 and 8, Neighborhood Commercial uses are generally planned for smaller areas adjacent to existing and future residential neighborhoods. The zoning district most associated with this type of land use is C-2.

Downtown (DT)

This future land use category is intended for pedestrian-oriented commercial, office, community facility, and residential uses in Fort Atkinson's historic downtown, with on-street parking and minimal building setbacks. The zoning district most associated with this type of land use is C-5.

Planned Mixed Use (PMU)

This future land use category includes a mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. Planned Mixed Use areas are intended to be vibrant urban places that should function as community focal points and gathering spots. This category is designed to facilitate a blend of land uses in the following categories: Community Commercial, Multi-Family Residential, Community Facilities, and Parks and Environmental Corridor. This land use category is shown on Maps 7 and 8 in spots along key community corridors such as Janesville Avenue, High Street, Jefferson Street, Whitewater Avenue, and Madison Avenue. The zoning district most associated with this type of land use is PDD.

Recommended Activity Center Policies and Programs	Applicable Land Use Category
Control collector street access by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems	All
Avoid extensive, uninterrupted areas of strip commercial development in future commercial areas by interspersing office, community facilities, and appropriate residential land uses.	All
Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval. Also, require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for commercial development projects are provided in the Economic Development chapter and should be included in the new Zoning Ordinance.	All
Utilize strategic zoning to reserve high-visibility areas—such as major intersections, community entryways, and key corridors—for high-quality, attractive commercial development.	All

Emphasize the commercial redevelopment and revitalization of properties along Janesville Avenue, High Street, Jefferson Street, and Whitewater Avenue. Efforts should be made to enhance the visual image of these important community corridors.	All
Ensure that future commercial development is adequately buffered from residential development areas, but also carefully consider pedestrian and bicycle accessibility, including the installation of bike racks, the provision of pedestrian amenities such as sidewalk connections, reoriented parking lots, and covered entryways, and the potential for rear entryways where the development backs up to a neighborhood.	All
Allow in the new Zoning Ordinance for increased flexibility in the land uses and development density and intensity allowed in the new zoning districts created to accommodate Planned Mixed-Use development.	All
In the new Zoning Ordinance, include customized zoning districts for commercial land uses sometimes considered undesirable in mixed-use or neighborhood settings.	All
Encourage retail and service businesses and recreational uses in areas that will conveniently serve existing and new City neighborhoods.	All
Avoid rezoning or approving land division of any commercial development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.	All
In the new Zoning Ordinance, the City should consider creating a variety of zoning districts that allow residential, business, and office uses together without needing a conditional use permit. With the recent adoption of Wisconsin Act 67 it is much easier for an applicant to be awarded a conditional use permit than it is to successfully petition the City for a rezoning.	All
Make sure that new buildings and redevelopment projects near the edge of the downtown extend the pedestrian character and form of the downtown area. For example, attempt to site new buildings in this area close to public streets with parking on street and to the sides and rear of buildings, and ensure that there are sidewalks serving the site.	DT
Preserve and enhance the character of the downtown by encouraging compatible new development and redevelopment, where appropriate.	DT
Promote the use of first floor spaces for specialty retail, restaurants, and commercial service uses, and upper story spaces for housing and offices. Continue to allow upper-story dwelling units by right in downtown buildings.	DT
Promote downtown as a commercial, civic, and social center of the community. Encourage commercial uses that are most appropriate downtown to locate or remain there, rather than in other commercial districts of the City.	DT
Work with downtown property owners and businesses to preserve and renovate historically significant buildings (also see the Cultural Resources chapter).	DT
Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining business and services in the downtown.	DT
Update signage standards in the new Zoning Ordinance to ensure new and upgraded signs provide both adequate advertising opportunities and support the historic character of the downtown.	DT
Generally, adhere to the design guidelines illustrated in the Mixed-Use Centers graphic below when reviewing new proposals.	PMU

MIXED-USE CENTERS

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Mixed-Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services.

Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street





A Retail/Residential Above



B Retail/Office Flex Space



C Retail



D Office



E Multi-Family Residential



F Office/Residential Above



G Gas Station – 2nd Floor Office – Fuel Pumps in Back



H Institutional

Typical Mixed-Use Center Land Uses:

- Multi-family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store

Industrial Land Use Categories

Light Industrial/Business Park (LI)
This future land use category is intended to include high-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage. This future land use category is mapped in the southwest portion and northern portions of the City within the existing business parks, and in certain areas along Janesville Avenue. The zoning districts most associated with this type of land use are M-1 and M-2.

General Industrial (GI)
This future land use category is intended for manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas and usually with moderate attention to building design, landscaping and signage. This land use category is in areas along Janesville Avenue and Jefferson Street. The zoning districts most associated with this type of land use are M-1 and M-2.

Recommended Industrial Policies and Programs	Land Use Category
Avoid rezoning or approving land division of any area designated for any industrial development until: public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered, or the City approves a business/industrial park layout and/or covenants.	All
Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.	All
Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future industrial use areas abut existing or future residential areas.	All
Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Promote and encourage sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices. More specific recommended design standards for industrial development projects are included in the Economic Development chapter.	All
Identify development opportunities for the Robert L. Klement Business Park that accommodate future industrial growth while taking into consideration the proximity of existing and planned housing and sensitive environmental features such as Allen Creek (see Economic Development chapter).	All
When reviewing proposals for industrial development carefully consider pedestrian and bicycle accessibility, including the installation of bike racks, and the provision of pedestrian amenities such as sidewalk connections, reoriented parking lots, and covered entryways.	All
Market Light Industrial/Business Park areas for light, indoor manufacturing and assembly, warehousing, and office-related development. Discourage the development of heavy uses that would either place excessive demand on municipal utilities, create a nuisance for nearby neighborhoods, or create environmental hazards.	LI

Other Land Use Categories

Community Facilities (CF)
This future land use category is intended to encompass larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities, and similar public and quasi-public uses. Some types of smaller community facilities such as churches and parks may be included under other land use categories. Community Facilities have been shown on Maps 7 and 8 in areas throughout the City where these types of development currently exist and are typically associated with all zoning districts.

Health Facilities (HF)
In the City there are a significant amount of existing medical facilities in addition to substantial large-scale plans for future relocation of them. This future land use category includes a range of small to large-scale buildings that include: hospitals, specialty medical-care facilities, clinics, campuses, and other related quasi-public uses. Medical Facilities have been shown on Maps 7 and 8 and are typically associated with all zoning districts.

Parks (P)
This future land use category includes existing publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities. Parks have been shown on Maps 7 and 8 in areas throughout the City where these types of development currently exist and are typically associated with all zoning districts.

Environmental Corridors (EC)
This future land use category includes existing generally continuous open space systems comprised of known sensitive natural resources and/or characterized by limitations for development such as floodplains, wetlands, slopes of 12 percent or greater, wildlife areas, and riparian buffers. This category also includes publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management, and in limited cases buffers between otherwise incompatible land uses. Environmental Corridors have been shown on Maps 7 and 8 in areas throughout the City where these types of development currently exist and are typically associated with all zoning districts.

Farm Historic (F-H)
The future land use category includes two historic farms on the edge of the city limits that are designated historic and are culturally significant to the history of the city. They are shown in Maps 7 and 8. There is no zoning district in the city associated with this type of development.

Long Range Urban Growth Areas (UGA)
This overlay future land use category defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period. While it is still possible for development in these areas to occur before the end of the planning period following amendments to this Comprehensive Plan and the Future Land Use map, premature development and utility extensions should be discouraged in these areas. Also prior to the development of these areas, the City intends to engage in a detailed planning process that would lead to an articulated vision and more refined land use, transportation, and utility plans for these areas. In the meantime, the policies associated with the Agriculture/Rural land use category should apply to these areas. There is no zoning district in the city associated with this type of development.

Agriculture/Rural (AG)
This future land use category is mapped over areas intended for agricultural uses, farmsteads, and very limited rural housing corresponding to the housing types allowed under the farmland preservation policies of Jefferson County. The Agriculture/Rural future land use category has been mapped around the periphery of the City out to the edge of the City's extraterritorial jurisdiction, except in areas specifically shown in other future land use categories. There is no zoning district in the city associated with this type of development.

Recommended Other Policies and Programs	Land Use Category
Take into consideration the possibility of development limitations in the area around the Airport and adjacent to the Highway 26/High Street Interchange when planning for long-range growth in this area.	All
Require and review detailed site, building, landscape, utility, signage, lighting, and storm-water management plans before approving any new or expanded facilities.	CF, HF
Ensure that land use decisions and future growth are consistent with the recommendations in the Utilities and Community Facilities and Parks and Recreation chapters and shown on Map 10 and identified on an Official Map.	CF, HF, P, EC
Continue to work with Fort HealthCare to plan future facilities, whether that be expansion of the existing site or moving locations. Either scenario will require further analysis, community discussion, planning, and development approvals.	HF
Amend this Plan as necessary to accommodate future facility locations.	CF, HF, P, EC
Generally, prohibit new private development in mapped areas. If development is proposed in or near mapped Environmental Corridors, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the features that define those areas.	P, EC
Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within these areas.	P, EC, F-H, UGA, AG
Revise the Land Development and Division Ordinance as necessary to ensure that new residential development dedicates an adequate amount of land for public parks and recreation and that all land use decisions take into consideration the park recommendations included in the Parks and Recreation chapter and Map 10.	P, EC
Design future planned neighborhoods around and with access to environmental corridors and public parks without negatively affecting the environmental health of these areas.	P, EC
Continue to support the long-term preservation and farming of the Jones Farm Preserve and Hoard Farm.	F-H
Recognizing that the Hoard Farm, as it stands now, presents a significant barrier to utility and community expansion to the north, the City intends to explore the long-term potential of development on the farm (in partnership with the property owner), but only on the west side of Highway 89. The City also recognizes that the integrity of the historic farm and farmstead must be retained in any future development scenario.	F-H
Within these areas, use the City's extraterritorial land division review to limit new development in accordance with all policies applicable to the underlying Agriculture/Rural category, until such time as the area is identified as appropriate for City development. Also, require the design and layout of all non-farm development projects to provide evidence that it does not impede the orderly future development of the area, until the area is identified as appropriate for City development. This can be applied by fully exercising the City's extraterritorial land division review authority. This will help ensure the implementation of the desired future land use category in areas outside the City's 2019 municipal boundaries. Work with the adjoining towns and Jefferson County to implement these policies and programs in a cooperative manner, where possible.	UGA, AG

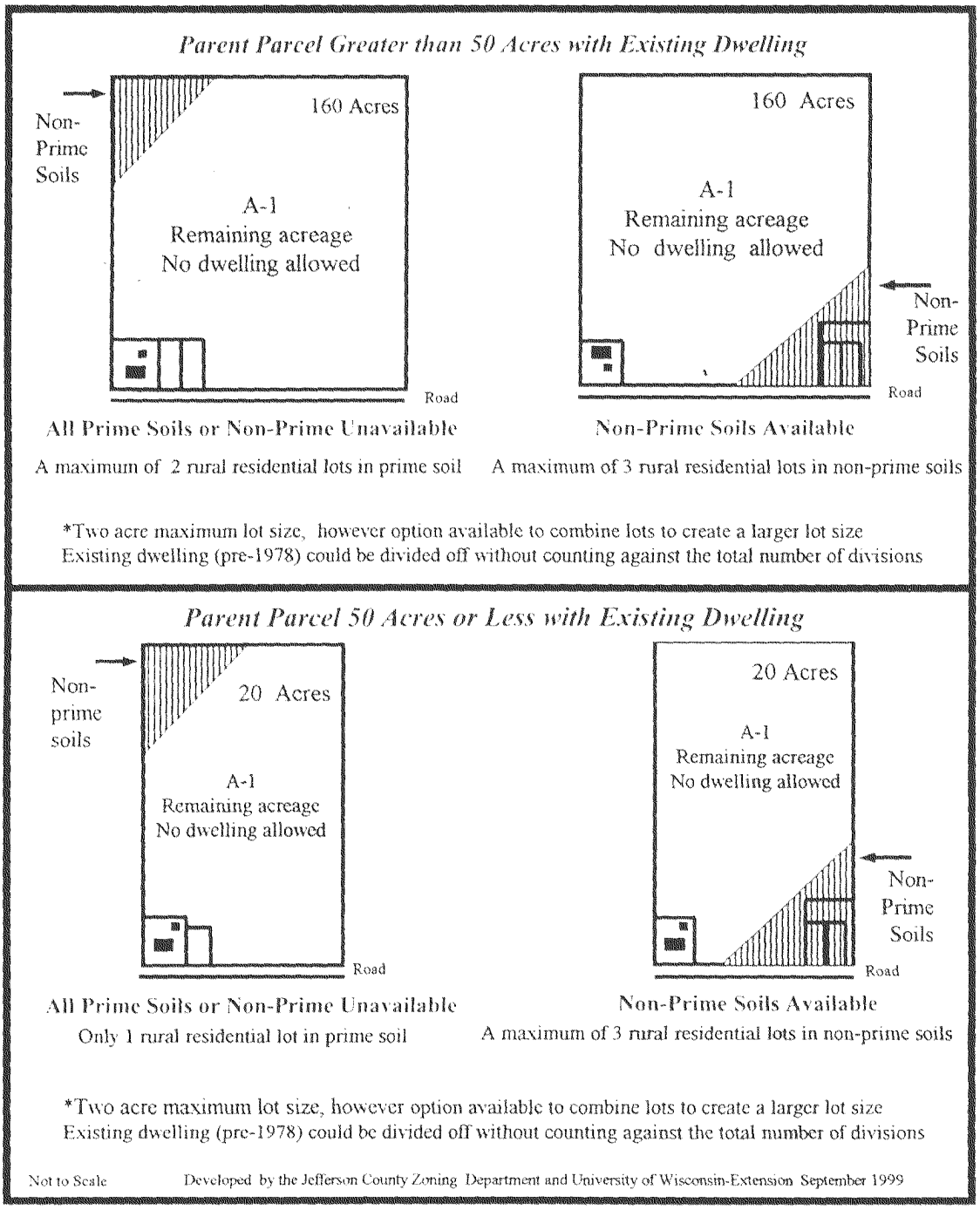
Recommended Other Policies and Programs	Land Use Category
Delay more intensive development until an amendment to this Comprehensive Plan is adopted to identify specific future land uses for the area and until public sewer and water service is extended to new development in the area.	UGA, AG
Work with the adjoining towns and Jefferson County to implement these policies and programs in a cooperative manner, where possible.	UGA, AG
This future land use category will mostly be enforced through a combination of County zoning, land division regulations (per Figure 6.6), and City extraterritorial land division review under recommendations described in the Intergovernmental Cooperation chapter.	UGA, AG

Figure 6.6 identifies which zoning districts are consistent with each of the Future Land Use Map categories.

Figure 6.6: Zoning District Consistencies

	Associated Zoning Districts											
Future Land Use Category	R-1	R-2	R-3	C-1	C-2	C-3	C-4	C-5	M-1	M-2	PDD	Not in the City
SF-E												X
SF-U	X											
MH-R												X
TF-R		X										
MF-R			X									
PN	X	X	X				X				X	
CC				X		X						
NC							X					
DT								X				
LI									X	X		
GI									X	X		
PMU											X	
CF	X	X	X	X	X	X	X	X	X	X	X	
HF	X	X	X	X	X	X	X	X	X	X	X	
P	X	X	X	X	X	X	X	X	X	X	X	
EC	X	X	X	X	X	X	X	X	X	X	X	
F-H												X
UGA												X
AG												X

Figure 6.7: Development Options with Jefferson County Agricultural Preservation Areas (to be utilized for areas mapped as Agricultural/Rural on Maps 7 and 8)



Smart Growth Areas and Opportunities for Redevelopment

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs." In Fort Atkinson, Smart Growth Areas include the City's downtown, Planned Mixed Use areas shown on Maps 7 and 8, and those redevelopment areas outlined in red on Map 7 and including the following:

- **Madison Avenue Sites**
  Madison Avenue functions as one of the key entryways into the City and is also the central arterial for a critical future growth area. Over the planning period, several sites along this corridor are likely to become ripe for redevelopment. Much of the far west side of the corridor near the Highway 26 interchange has been developed over the past few decades, however many of these sites have expansive and often underutilized parking lots. Through the use of smaller outlot type development, the corridor can continue to position itself for new development on its existing footprint. Sites closer to downtown will be appropriate for a mix of uses, including neighborhood-oriented businesses such as coffee shops, small cafes or restaurants, banks, or other small-scale office uses, mixed with residential uses.
- **Far Northwest Side**
  In 2016, Fort HealthCare bought a large parcel on the southwest corner of Highway 26 and Highway 12 interchange. The intended use of the land is for new construction of a hospital campus to replace the one currently located on Sherman Avenue. While no formal plans or timelines have been announced for the move, it is anticipated that this could occur over the next decade. If the hospital moves, it would be the first time the City's municipal borders expand outside of Highway 26 and would require significant utility infrastructure extensions to the west side of Highway 26. This potential project could be the largest and most significant new development in Fort Atkinson and would require careful planning and preparation.
- **Northeast Corridor**
  In the far northeast area of the city are several key redevelopment sites along High Street and Jefferson Street. The former Kmart and Smith Motors sites (1309 N. High Street) are located across the street from the Rock River, this site presents a unique opportunity for a redevelopment/infill project that helps to define the surrounding neighborhood and that provides an attractive and impressive gateway into the community. The future viability for retail in this area will be challenging given the prior rerouting of Highway 26, decisions in Jefferson for a commercial development on that city's south side, and other, better locations in Fort Atkinson for commercial activity.

  This site would be an appropriate location for mixed-use, "live-work" redevelopment. The focus may be on providing housing for nearby employment centers—for example, housing for Fort HealthCare employees or the abutting industrial park to the west. The same project could also feature other supporting service, retail, and employment uses to create a vibrant and unique development. Alternatively, given the limitations for the expansion of employment uses on the City's north side, redevelopment on this site could focus more on the expansion of office and/or business park uses, with some supporting and compatible residential development.

  Several site development concepts adopted by the City in 2018 as advisory documents deem the site suitable for medium to high density residential with a mix of housing types, as well as limited commercial uses suitable for a neighborhood environment. North High Street could also be reconfigured to allow expansion of existing riverfront greenspace in Klement Park, creating a valuable amenity for future redevelopment while still accommodating traffic between

neighboring residences and industrial users with the Highway 26 to the north. In any case, redevelopment on this site should be high quality and designed to maximize the benefits of its proximity to the Rock River, based on its position as a key entryway to the City.

The Lorman salvage yard site, along Jefferson Street adjacent to Ralph Park, has recently been identified as another key redevelopment site. While the site has challenges to redevelopment because of the likely soil limitations for building development, possible contamination, difficulty in relocating this type of operation, and the company's tenure in the City, it is important to focus redevelopment efforts over the next decade on the salvage yard because of the nearby residential neighborhoods and park uses.

Recently, the City has explored the feasibility of developing a Tax Incremental Financing District (TIF) in this area. The sites identified above were all included in this analysis. If the City chooses to pursue an incentive option in the Northeast Corridor, any development should incorporate the recommendations of this plan.

- **Downtown Sites**
  Downtown Fort Atkinson is one of the jewels of the City, and over the years the City has undertaken several initiatives to advance revitalization and redevelopment in key areas of downtown. Over the planning period, the City will continue to invest downtown and will continue to work in coordination with the Chamber of Commerce to market the downtown for targeted redevelopment, including the siting of additional residential, niche retail, entertainment, and lodging options. Map 7 features several sites downtown—generally collections of adjoining properties—that will be appropriate and beneficial for mixed-use redevelopment over the planning period. The Economic Development chapter contains additional recommendations for the future of the downtown.

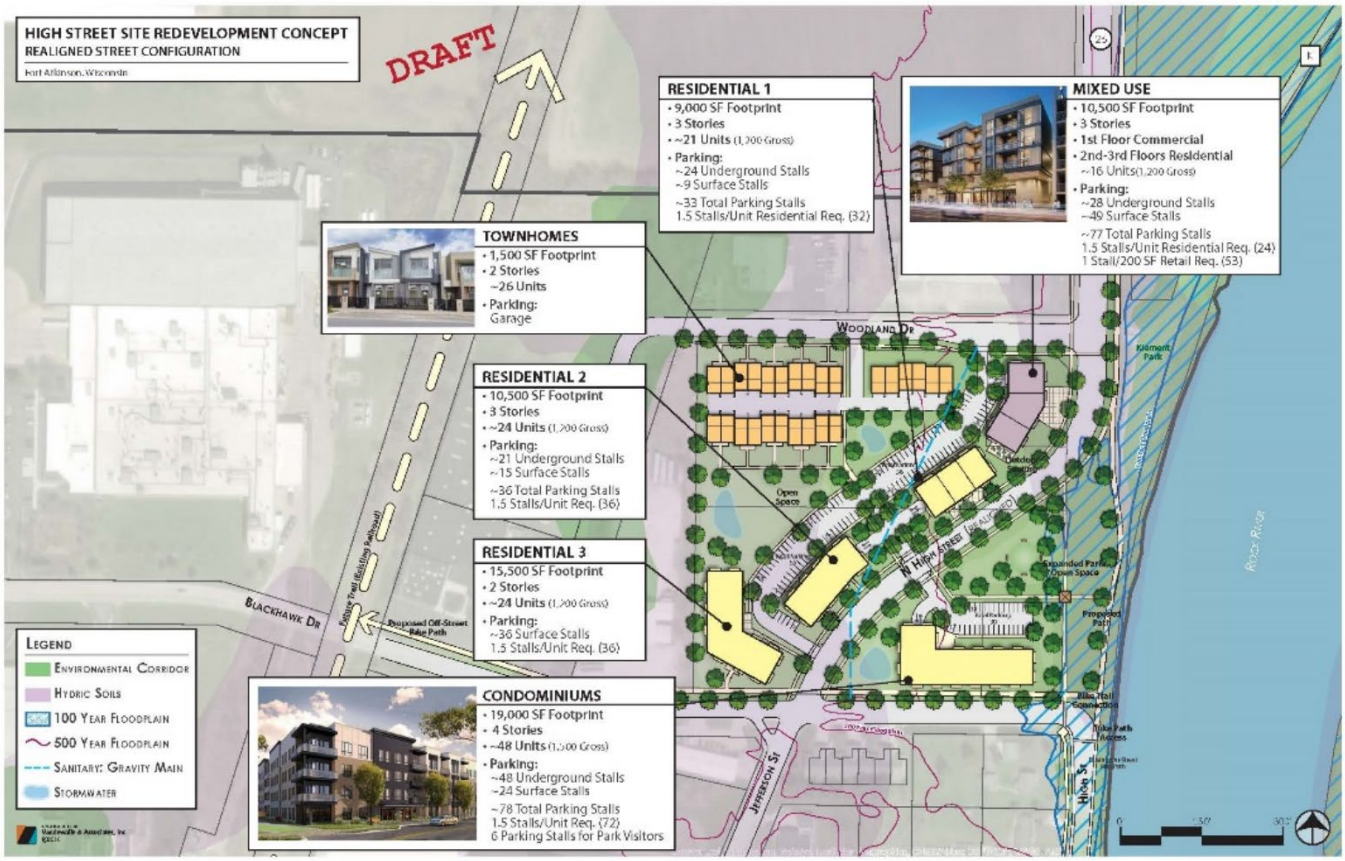
- **Janesville Avenue Sites**
  Janesville Avenue is an important community corridor and entryway, is home to community assets such as the Fireside Dinner Theater and the Glacial River Trail and adjoins the City's newest business park on the southwest side. Redevelopment efforts along this corridor will focus on advancing the City's goal of becoming a tourist destination. The City will specifically promote this corridor for additional entertainment, retail, hospitality, and dining uses. The City intends to identify opportunities for assembling multiple parcels—particularly in the Janesville/Hackbarth and Janesville/Hilltop intersection areas—to allow for a larger-scale redevelopment projects to occur there. The Economic Development and Transportation chapters include additional ideas for redevelopment along Janesville Avenue.

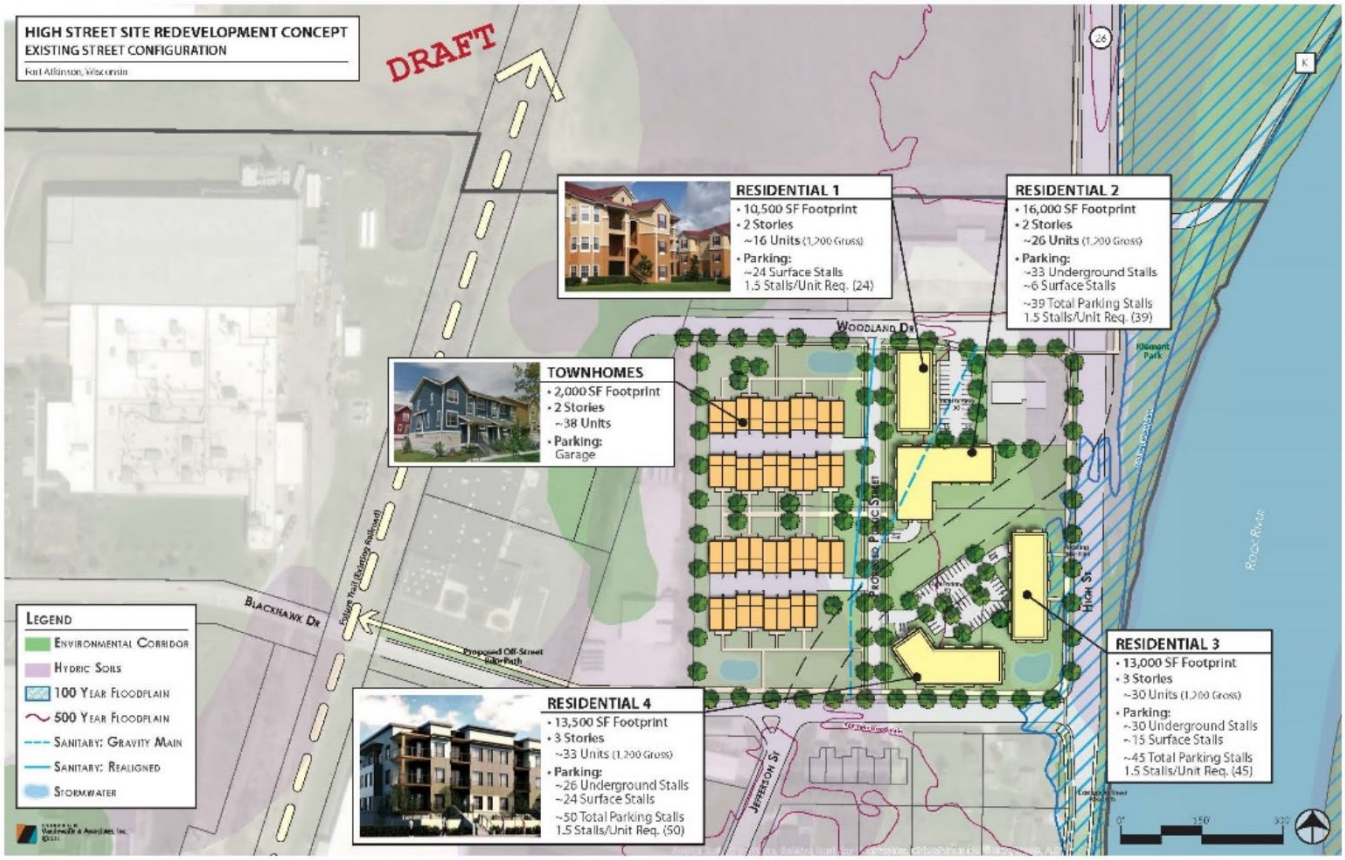
- **Whitewater Avenue Site**
  The Whitewater Avenue corridor also presents longer-term opportunities for redevelopment, particularly in the area between Hilltop Trail and Highland Avenue. This area is appropriate for a future mix of uses, including neighborhood-serving commercial uses fronting Whitewater Avenue, with Multi-Family Residential uses in the interior. Such uses could include a neighborhood-scale grocery or full-service convenience store to help serve the south-side of the City. Like Janesville Avenue, redevelopment strategies should involve the assembly of multiple parcels to promote larger-scale changes along this corridor, potentially near Jansen's Banquet Hall and the Villa Inn. However, the short-term market for redevelopment is probably not as strong as it is along Janesville Avenue. Interim strategies should involve provisions to prevent aesthetic decline in this area of the City, enforcement of property maintenance, approval of land uses with a long-range vision in mind, implementation of road access consolidation, installation of wayfinding signage, and intergovernmental cooperation on all of the above.

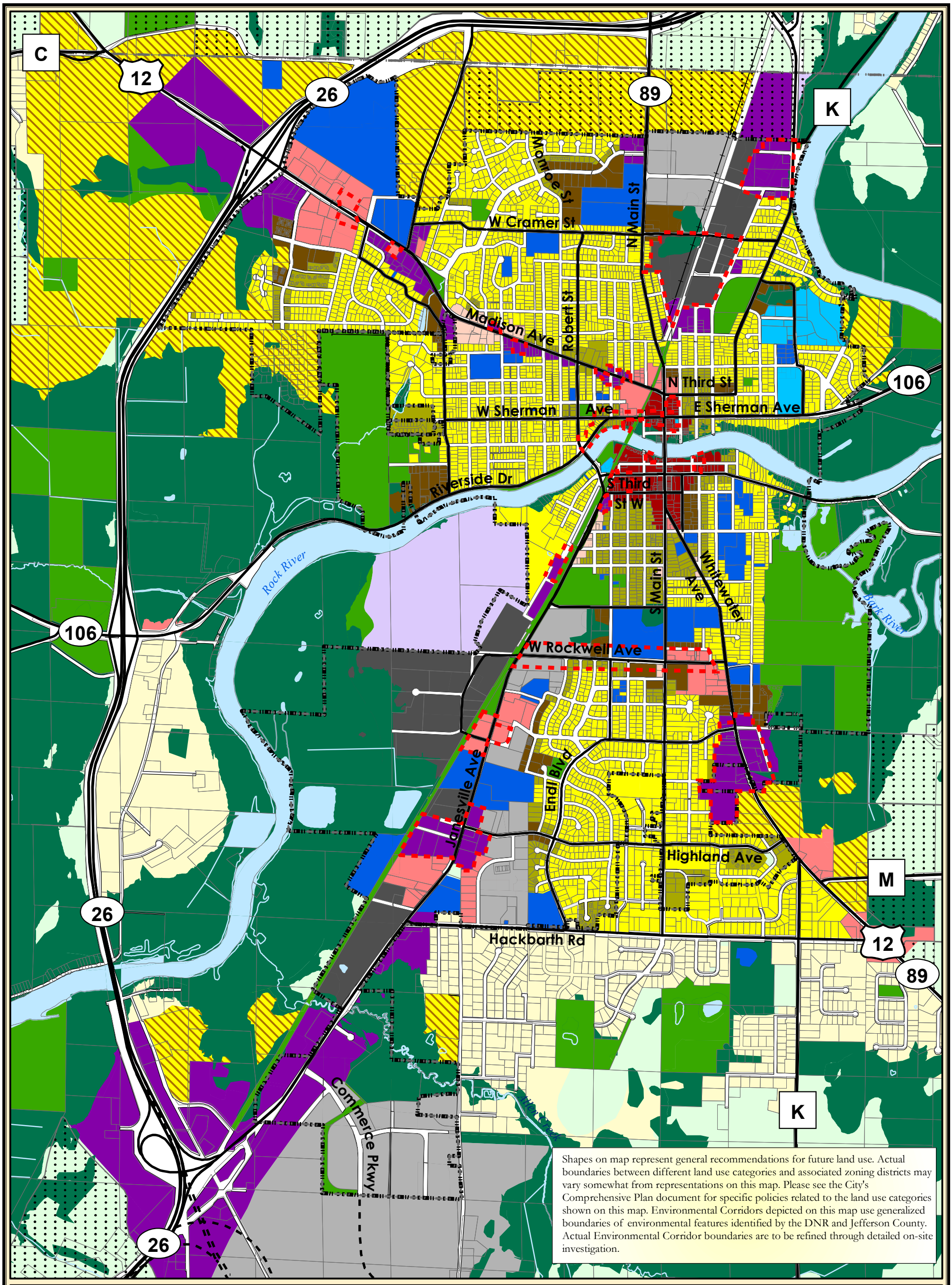
- **Rockwell Avenue Sites**
  Along Rockwell Avenue are a wide range of uses including parks, residential, neighborhood commercial, outdoor storage, and manufacturing. While a mix of uses is important, this mix could use some improvement aesthetically, particularly the multi-family units, grocery store, other commercial, and outdoor storage uses. The entire corridor offers an opportunity to keep Rockwell Avenue mixed-use, but enhance the community character of the neighborhood, better integrate land uses, increase green space, and improve the multi-family options in the area.

- **Highway 106 Near Downtown**
  Just west of downtown along Highway 106 from North Main Street to Robert Street is a key mixed-use redevelopment area. The road is another key corridor into downtown with small neighborhood commercial and single-family residential. This area presents an opportunity to enhance and promote the land uses and scale of the corridor, while also improving the aesthetics of it. Future uses should be oriented toward the street, with short setbacks, and be mixed-use.

Figure 6.8: Advisory Development Concepts for North High Street






C
12
26
89
K
106
W Cramer St
Monroe St
N Main St
Robert St
Madison Ave
N Third St
W Sherman Ave
E Sherman Ave
Riverside Dr
S Third St W
S Main St
Whitewater Ave
Rock River
Bark River
W Rockwell Ave
Jonesville Ave
Endl Blvd
Highland Ave
M
Hackbarth Rd
Commerce Pkwy
Otter Creek
Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR and Jefferson County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.
City of Fort Atkinson Comprehensive Plan
Map 7: Future Land Use - City View
City Boundaries
Town Boundaries
Parcels
Right of Way
Major Roads
Previously Proposed Hwy 12 Bypass
AG - Agriculture/Rural
P - Parks
EC - Environmental Corridor
SF-U - Single Family Residential - Urban
SF-E - Single Family Residential - Exurban
TF - Two Family/Townhouse Residential
MR - Manufactured Residential
MF-R - Multi-Family Residential
PN - Planned Neighborhood
NC - Neighborhood Commerical
CC - Community Commerical
DT - Downtown
LI - Light Industrial/Business Park
GI - General Industrial
CF - Community Facilities
HF - Health Facilities
PMU - Planned Mixed Use
F-H - Farm-Historic
UGA - Long Range Urban Growth Area
Future Redevelopment Opportunity Area
Surface Water
Sources: Jefferson County - County Land Use; Vandewalle and Associates - Fort Atkinson Land Use
0 0.125 0.25 0.5 0.75
Miles
VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change
3/19/19

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Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR and Jefferson County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.

CITY OF JEFFERSON

City of Jefferson Draft Future Land Use Shown

N OF OAKLAND

WN OF SUMNER

Rose Lake

Rock River

Bark River

Allen Creek

Banker Rd

Airport Rd

Bark River Rd

Riverside Dr

Madison Ave

Robert St

W Sherman Ave

E Sherman Ave

N Third St

S Third St W

N Main St

S Main St

Whitewater St

W Cramer St

W Rockwell Ave

Jonesville Ave

Endl Blvd

Highland Ave

Hackbarth Rd

Commerce Pkwy

Star School Rd

J G C Q N K M

12 26 89 106

City of Fort Atkinson Comprehensive Plan

Map 8: Future Land Use - ETJ View

- City Boundaries
- Town Boundaries
- Fort Atkinson Extraterritorial Boundary
- City of Jefferson Extraterritorial Boundary
- City of Whitewater Extraterritorial Boundary
- Major Roads
- Previously Proposed Hwy 12 Bypass

- AG - Agriculture/Rural
- P - Parks
- EC - Environmental Corridor
- SF-U - Single Family Residential - Urban
- SF-E - Single Family Residential - Exurban
- TF - Two Family/Townhouse Residential
- MR - Manufactured Residential
- MF-R - Multi-Family Residential
- PN - Planned Neighborhood
- NC - Neighborhood Commerical
- CC - Community Commerical
- DT - Downtown
- LI - Light Industrial/Business Park
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- CF - Community Facilities
- HF - Health Facilities
- PMU - Planned Mixed Use
- F-H - Farm-Historic
- UGA - Long Range Urban Growth Area
- Future Redevelopment Opportunity Area
- Right of Way
- Surface Water

Sources: Jefferson County - County Land Use; Vandewalle and Associates - Fort Atkinson Land Use

0 0.25 0.5 1 Miles

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Shaping places, shaping change

3/19/19

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Chapter 7: Transportation

Chapter 7: Transportation

Recommendations Summary

Work with WisDOT on future transportation initiatives including reconstruction on Highway 12, Highway 106 West, the Robert Street bridge rehabilitation, and other large-scale projects.

Plan for an interconnected road network in new development areas.

Enhance resident mobility and promote biking and walking through development of new multi-use trails and the promotion of compact, mixed-use development patterns.

Prepare and Official Map to reserve land for future transportation facilities.

Background

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Fort Atkinson. The chapter also compares the City's transportation policies and programs to state and regional transportation plans.

Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The City of Fort Atkinson is well connected to the region through the existing roadway network, including Highway 26 and Highway 12. Other transportation facilities, such as an airport, sidewalk network, bicycle paths, and multi-use trails are in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 9 shows existing and planned roadways in the City.

Roadways

Interstate 94 is located about eleven miles north of the City. This roadway serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis and Madison with Milwaukee and Chicago. Interstate 39/90 is located approximately ten miles west of Fort Atkinson and connects northern Wisconsin with Madison, Janesville, Beloit, and central Illinois.

State Highway (STH) 26, which bypasses the City to the west, is a north-south principal arterial that connects the City with Interstate 94. The highway's reconstruction was recently completed in 2015, further limiting access points to the roadway with new bypasses added around Watertown, Jefferson, and Milton, making travel along the corridor even more efficient. STH 26 includes a business route along its old alignment, which passes through the center of the City (North High Street and Janesville Avenue). United States Highway (USH) 12 is an east-west principal arterial providing a connection between Madison, Whitewater, and the lake areas in Walworth County. STH 106 is an east-west minor arterial connecting the City with Interstate 39/90 to the west, and with Waukesha County to the east. STH 89 is a north-south minor arterial connecting the City with communities to the north.

North-south collector roads in Fort Atkinson include Robert Street from Madison Avenue to Cramer Street and South Main Street from Whitewater Avenue to Hackbarth Road. East-west collector roads include Cramer Street from Banker Road to North High Street.

Bridges

The City of Fort Atkinson has three city-maintained bridges passing over the Rock River; Main Street (US 12), Robert Street (US 12) and the Glacial River Trail bridge. In addition, the State Highway 26 and State Highway 106 bridges cross the Rock River just beyond the municipal boundaries.

Airports

There are two airports with hard-surface runways in Jefferson County, one of which is in Fort Atkinson. The Fort Atkinson Municipal Airport located northeast of the City has an average of 30 operations per day. The other is the City of Watertown Airport, which provides larger freight and private plane service in the area. In neighboring Rock County, the Southern Wisconsin Regional Airport also provides smaller regional airport services for the area.

Located 40 miles northwest of Fort Atkinson in Madison, the Dane County Regional Airport (DCRA) offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area. Annually, there are nearly 82,000 aircraft landings and takeoffs from three runways. DCRA is served by 7 commercial air carriers and two air freight airlines. The airport serves 1.8 million passengers annually. Also, 65 miles to the east is General Mitchell International Airport in Milwaukee. Mitchell's 13 passenger airlines services nearly 7 million people annually, with an additional 11 cargo airlines on site. Alternatively, passenger travel is also available through the Chicago Rockford International Airport and through O'Hare and Midway in Chicago.

Road Functional Classification System

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

- **Principal Arterials.** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.
- **Minor Arterials.** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- **Collectors.** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system.
- **Local Streets.** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged.

Source: WisDOT, Facilities Development Manual, Procedure 4-1-15

Figure 7.1: Functional Roadway Classification (within the City)

Roadway Classification	Miles	Percentage
Primary Arterial	49	68%
Minor Arterial	11	15%
Collector	3	4%
Local	9	13%

Source: Vandewalle & Associates, GIS

Rail

The Union Pacific Railroad operates the freight line into the City of Fort Atkinson. The line ends at North Main Street. This line extends through the City of Jefferson, the Village of Johnson Creek, and the City of Watertown. However, the section through Fort Atkinson is rarely used anymore and may be better suited as an alternative transportation corridor in the future.

Passenger service is available in Milwaukee and Columbus, and the Hiawatha Amtrak passenger trains connect Chicago and Minneapolis though Watertown and Ixonia.

Bicycles and Walking

The City of Fort Atkinson is in close proximity of several multi-modal trails. The Glacial River Trail extends from downtown to the Jefferson/Rock County line. The trail, which traverses Jefferson County east to west, runs approximately 7 miles north of the City, and the 1,000-mile Ice Age National Trail crosses the southeast corner of Jefferson County. This trail segment runs between Janesville and the southern unit of the Kettle Moraine State Forest.

Public Transportation and Para-Transit

Shared Ride Taxi service is provided for residents within Fort Atkinson. Badger Coaches provide daily bus transportation between Madison and Milwaukee and offers regularly scheduled stops close to Fort Atkinson, in Johnson Creek. Bus service to Chicago is provided in the City of Janesville via Van Galder.

Jefferson County provides specialized transportation services which are designed for use by elderly or disabled persons. To be eligible for specialized transit services, an individual must be at least 55 years of age or be disabled. Transportation services are provided to all areas within Jefferson County in wheelchair-accessible vans.

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Fort Atkinson occur by truck. Semi-truck shipments are most prevalent along designated truck routes: State Highways 26, 89, and 106, and U.S. Highway 12.

Review of State and Regional Transportation Plans

The following is a review of state and regional transportation plans and studies that are relevant to the City, including those prepared by the Wisconsin Department of Transportation (WisDOT) and Jefferson County.

Connections 2030: Long-Range Multimodal Transportation Plan

Connections 2030 is the state's long-range transportation plan adopted in 2009. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state's priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for the WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would use existing rail lines to connect these nine Midwest states. As of right now, there are no active rail initiatives in the surrounding area.

Wisconsin Southwest Region 2018-2023 Highway Improvement Program

The WisDOT maintains a six-year improvement program for state and federal highways. Wisconsin has over 100,000 miles of public roads, from Interstate freeways to city and village streets. The highway improvement program covers only the state highway system which is administered and maintained by the WisDOT. The rest of the roadways are improved and maintained by the cities, towns, counties and villages in which they are located.

Projects in Jefferson County in the 6-year improvement program include reconstruction of Highway 12 south of the city, some rehabilitation of the Robert Street bridge, and continued bridge and general rehabilitation on Interstate 94.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While this plan does not include any Fort Atkinson-specific recommendations, the plan map illustrates existing state trails and future "priority corridors and key linkages" for bicycling along the State Highway system in Wisconsin.

Wisconsin Rail Plan 2030

The Wisconsin Rail Plan is the statewide long-range plan for freight rail, inter-city passenger rail and commuter rail. In addition, it identifies priorities and strategies that will serve a basis for Wisconsin rail investments over the next 20 years. The plan was officially adopted in 2014.

State Airport System Plan 2030

The Wisconsin State Airport System Plan is the statewide long-range plan for airport transportation. It was adopted in 2015 and helps establish an inventory of airports, while also being a guide for investment decisions. It outlines a vision for aviation, an analysis of the state's system, and an environmental justice analysis.

Wisconsin Pedestrian Plan Policy 2020

In 2001, the State adopted a pedestrian policy plan, which highlights the importance of walking and the need for pedestrian facilities. Additionally, the plan outlines measures to increase walking and to promote pedestrian comfort and safety. This plan provides a policy framework for addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

USH 12 Corridor Study at Fort Atkinson

The segment of USH 12 that travels through Fort Atkinson is intended to serve both regional and local traffic. Growing conflicts between these two distinct user groups founded a need to study this corridor. In 2001, the WisDOT initiated the USH 12 Needs Assessment Study, which identified three reasons to explore alternative routes: regional

mobility demands, safety and congestion problems, and public support for improvements. In 2005, WisDOT completed a Draft Environmental Impact Statement (EIS) outlining and analyzing six long-term alternatives. In 2007, it was decided that a long-term three-step approach would be used for the roadway to help safety and traffic issues moving forward:

- Make short term/interim improvements to extend the safe life of the existing route, including spot safety improvements and pavement restoration.
- Move forward with additional study of south bypass capacity expansion to refine them as appropriate to best minimize impacts and cost, adhere to design requirements, and meet project purpose and need. Select one of the refined corridors and Officially Map the right-of-way under Wis. Stat. Sec. 84.295. The other DEIS alternatives are dropped from further consideration.
- Construct the bypass when safety and congestion indicate the need and when funding is available.

In 2019, design of step 1 was underway on Highway 12 and is expected to be completed in multiple phases over the next six years.

Jefferson County Bicycle and Pedestrian Plan Update

In 2010, Jefferson County adopted the Jefferson County Bicycle and Pedestrian Plan Update, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Fort Atkinson. Recommendations include:

On-street improvements to:

- Riverside Dr. and Main St.
- Paved shoulder improvements to Hackbarth Rd.

Off-street improvements to:

- Extending the Glacial River Trail to the east
- New trail connecting the City to Dorothy Carnes Park
- New trail along the existing rail road lines from downtown to the northern City limits
- New trails southeast along the Rock River and Bark River
- New trails northwest along Madison Ave.

The Impact of Highway Bypasses on a City's Development Patterns and Economy

Highway bypasses are intended to divert traffic around, rather than through, an urban area for the primary purpose of improving regional traffic mobility. Left unregulated, both commercial and residential development is attracted to areas where access has been established along a new bypass route (e.g. interchange locations). This ultimately draws development and additional traffic farther from the city's existing businesses and infrastructure, while also encouraging sprawling development patterns. However, by implementing strict land division, land use policies, and strategic long-term planning, such development patterns can be precluded. Instead, access points and highway interchanges can be reserved for well-planned and appropriately timed development that supports the economic growth and positive image of the community.

In addition, by displacing truck traffic from a city's downtown and alleviating traffic congestion, bypasses can actually create opportunities for cities to establish safer, more pedestrian-friendly, and attractive downtowns. In order to capitalize on such opportunities, cities around which bypasses have been planned benefit from developing long-term economic and aesthetic plans for their downtown areas. These plans should address issues such as pedestrian and bike connections, streetscaping features, development design, public improvements, redevelopment/rehabilitation guidelines, and niche marketing strategies.

Transportation Goals, Objectives, and Policies

Goal:

1. Provide a safe and efficient transportation system that meets the varied needs in and around the City, including pedestrians, motorists, bicyclists, and freight.

Objectives:

1. Maintain a focus on Inter and Intra-City Transit.
2. Maintain and require an interconnected road network.
3. Maintain and require an interconnected pedestrian network.
4. Maintain and require an interconnected bike network.

Policies (applicable Objective labeled):

Applies to all Objectives:

- Continue to utilize the City's 5-Year Capital Improvement Program to provide for maintaining and reconstruction roads for all roadway users. Ensure annual maintenance is prioritized over reconstruction to maintain existing road miles.
- Reevaluate the Wheel Tax to ensure that it meets labor and materials cost increases, but also encompasses improvements to all forms of transportation.
- Actively participate in multi-jurisdictional transportation system planning and improvements, particularly with WisDOT.
- Encourage development designs such as traditional neighborhoods and mixed-use projects that integrate and support a range of transportation options, including biking and walking.
- Through the Land Division and Development Ordinance discourage the construction of cul-de-sacs except in very limited circumstances, such as when extreme topography or existing development patterns necessitate their use. In these instances, other alternatives to cul-de-sacs should be explored, and non-vehicular connections should still be attempted. The ordinance should include standards to ensure street interconnectivity and proper design and placement of new roads and paths in association with future subdivision plats.
- Prepare an Official Map to reserve lands for future transportation facilities within the City's planning area, including rights-of-way for future arterial and collector streets and pedestrian and bicycle paths. Before approving any certified survey map, preliminary plat, final plat, site plan, or planned unit development, the City will make sure that the proposed development is consistent with the Official Map.
- Adopt a Complete Streets Policy that requires multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true complete streets.

1.a. Maintain a viable Shared Ride Taxi System as long as financially feasible.

1.b. Maintain the Traffic and Transit quarterly meetings at the City with an annual review of Transit among underserved and target users in Fort Atkinson.

1.c. Work with Jefferson County and private providers to maintain and expand transit options within the City and potentially between Fort Atkinson and major cities in the region.

2.a. Coordinate utility plans with road improvement projects to ensure that they are not compromised by sub-standard underground utilities.

2.b. Integrate transportation system improvement planning with existing and future land use planning through evaluation of the Existing and Future Land Use Maps during the transportation planning process.

2.c. Within the rewrite of the Land Development and Division Code, require installation and

maintenance of aesthetic improvements such as canopy shade terrace trees, pedestrian-scale lighting, landscaped boulevards, traffic circles, banners, and benches with new roadway construction, reconstruction projects, and right-of-way development. Display these standards in cross sectional diagrams for each road functional classification type.

2.d. Work to control access to roads under the City's jurisdiction, reducing excessive driveway access openings as part of development approval or street reconstruction projects wherever possible. This is an increasingly important role for the City now that bypasses are shifting jurisdiction of older state highway routes to the City. Direct access to arterial streets will only be permitted for major facilities such as large shopping centers or other significant traffic generators.

3.a. Ensure the Land Development and Division Code requires comprehensive pedestrian accommodations consistent with national standards.

3.b. Develop a long-term ADA compliance plan and implementation schedule for existing infrastructure.

3.c. Require all new development to adhere to ADA standards through the Land Development and Division Code.

3.d. Develop a plan and implementation schedule for in-filling sidewalk on all city right-of-way. Utilize the Safe Routes to School Study to prioritize projects within the plan.

3.e. Develop a plan and implementation schedule for annual sidewalk maintenance.

4.a. Use the recommended projects in the Jefferson County Bicycle and Pedestrian Plan as the basis for the future bicycle infrastructure projects in the City. These projects should expand the City's network of multi-use trails, interconnect local trails and bike routes with recreation areas, and continue to create connections between communities throughout the county. Prioritize bicycle network connections between neighborhoods and places of interest throughout the City.

4.b. Develop a bike-share option, especially around the Glacial Heritage Trail, using partnerships and proven models from other communities.

Transportation Programs and Recommendations

Continue to Make Upgrades to Existing City Roadways

In the future, the City will continue to make upgrades to local roads and budget for these projects by annually updating the 5-Year Capital Improvement Program. Fort Atkinson will also continue to work with the State to make repairs and upgrades to State highways. When possible, utility upgrades should be combined with roadwork. Over the 20-year planning period, certain local, county, and state highways should be upgraded from rural to urban cross sections to handle increased traffic volumes and adjacent development, most notably along Janesville Avenue, North and South Main Street, Banker Road, Hoard Road, Hackbarth Road, and Whitewater Avenue, among others.

The City also has an opportunity to upgrade the aesthetic quality of important corridors such as Main Street, Madison Avenue, North High Street, Janesville Avenue, and Whitewater Avenue by installing streetscape improvements along these roadways. Streetscaping projects are likely to occur incrementally, over a period of years, usually in coordination with highway or redevelopment projects (also see the Economic Development chapter).

Prepare an Official Map

The City will prepare an Official Map to reserve land for roadways, trails, and other public facilities. An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is a municipal ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area within which a public facility is shown on the Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase.

Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, trails and parkways, and suggested wider rights-of-way for some existing major streets.

Official Maps generally show desired right-of-way widths for all future new and expanded roads, but do not show road improvement standards like pavement width or sidewalks. Official Maps rarely show planned minor streets, as their locations are usually difficult to determine in advance of development.

Wisconsin Statutes attach some unique authority to Official Maps. For example, a city or village may require that no building permits be issued within land shown for a future public facility on its Official Map. In addition, a community may require that no subdivision or land division may be recorded unless its arrangement conforms to the Official Map. These and related provisions may apply within both the municipal limits and within the City's extraterritorial jurisdiction.

Promote the Development of Trails, Paths, and Sidewalks

The City recognizes the importance of multi-use trail facilities to the overall transportation system and intends to enhance and facilitate the walkability and bikability of the City. This will be done through the installation of new trails, paths, sidewalks, bike racks, and on and off-street bike lanes, in addition to community design approaches that are supportive of biking and walking. Such facilities also improve the accessibility of parks, community facilities, and services for the elderly and disabled. All new facilities should be designed to accommodate non-motorized and motorized wheelchairs.

The City will consider steps and guidelines for enhancing these facilities, including the following:

- Extending the street grid to new development areas and provide interconnected roads, such as the proposed roads shown on Map 9. Focus in particular on achieving at least one new public road, sidewalk, and trail connection across Highway 26 in the City's northwest quadrant.
- Use Complete Streets design standards that emphasize safety, enhance connectivity, and restore the role of streets as "places" within the communities. For example, for new minor streets, explore reduced pavement widths.
- Requiring sidewalks and street trees on both sides of all new streets, except short cul-de-sacs, ideally to be installed at the time the land is developed.
- Promoting "Traditional Neighborhood Design" and mixed-use center design principles outlined in the Land Use and Housing and Neighborhood Development chapters.
- Prioritizing initiatives to fund the installation of sidewalks in key areas near schools, parks, and arterial roadways identified in the Safe Routes to School Plan, along with establishing at least one pedestrian connection within each neighborhood to the existing network.
- Develop a sidewalk evaluation and replacement ordinance that provides the City with the power to continuously update and maintain existing sidewalks throughout the City.
- Continuing to remain involved in the ongoing Glacial Heritage project, which will establish plans for an integrated network of regional trails through Jefferson County.
- Incorporating conceptual bike and pedestrian routes (see Map 9), existing and future park locations, school sites, and neighborhood retail centers into an up-to-date Park and Open Space Plan (see Utilities and Community Facilities and Parks and Recreation chapters for further explanation).
- Continue to implement the Fort Atkinson specific projects within the current Jefferson County Bicycle and Pedestrian Plan and work with Jefferson County and other surrounding communities closely on the next iteration and update of the plan in the future.
- Apply for WisDNR, WisDOT, and any other applicable grant monies leveraging the community's clear infrastructure plan to help acquire additional funds for projects.

- Encourage installation of bike racks and pedestrian amenities (e.g. benches, covered entryways) downtown and for other commercial and industrial projects throughout the City.

Coordinate with WisDOT on Transportation Projects

Over the planning period, the City will continue to actively communicate and cooperate with WisDOT on a variety of important transportation projects, including the following:

- Continue to work on coordinating future land use and economic development planning with the construction and repairs of Highway 12.
- Explore the potential for a Park and Ride facility near one of the Highway 26 interchanges. The facility could include the potential for co-development within a private mixed-use development project (see Map 9).

Redesign Main Street and Janesville Avenue as an Attractive, Local Urban Roadway

The City intends to prepare detailed plans to redesign multiple urban corridors, including Main Street and Janesville Avenue. Both streets now function as local arterial streets and could use significant enhancement to their visual appeal, community identity, and economic activity (also see the Land Use and Economic Development chapters). This should include conversion to an urban cross section, with curb and gutter, sidewalks, and possibly landscaped medians; street terrace trees; decorative street lights and banners; coordinated entryway and wayfinding signage; possibly the burying of utility lines; and clear linkages to the bicycle trail and downtown though the use of wayfinding signage and a continuation of certain streetscaping features all the way to those destinations. Streetscape design themes may be drawn from the lighting and signage located along the nearby bicycle trail or Riverwalk. The City may take an incremental approach to constructing these improvements, based on the pace of construction projects and redevelopment initiatives.

Prepare for Transportation Technological Changes

As transportation technology continues to rapidly evolve overtime, it will be important for the City to be prepared to accommodate these changes. Over the past few years, bike-share, ride-share, and car-share have all become prevalent throughout the country, and potentially the most revolutionary change is also rapidly approaching, automated self-driving vehicles. While it is impossible to know what the outcomes of this new technology will be, the City can continuously evolve its ordinances, procedures, and planning to accommodate these changes. An example of this could be as simple as an ordinance change to allow car-sharing or electric car re-charging stations in public parking lots, or it could be as significant as redesigning public facilities and infrastructure to better accommodate self-driving vehicles. The next two decades will see rapid changes in the way people use transportation and Fort Atkinson will have to be prepared and flexible enough to continuously evolve as new challenges arise.

While we do not yet know exactly what transportation will look like in the coming years or its potential implications, there are some preliminary considerations for the City to plan for:

- **Infrastructure.** It may be increasingly important to uniformly upgrade and maintain lane striping and signage to accommodate autonomous vehicles because they significantly rely on these infrastructure elements to navigate and function effectively. Additionally, in future roadway projects, considerations could be made for off-street or on-street staging facilities for vehicle pick-up and drop-off, instead of traditional on-street parking, parking lots, or parking garages.
- **Changing Revenue Sources.** Incorporating high-capacity electric vehicle charging stations within municipal lots could be a new revenue generating source for the city, in addition to promoting and accommodating ridesharing. Also, overtime, traffic violation revenue may decrease significantly because of overall safer roadways. It may be appropriate to

intermittently budget for lower revenue totals from this source to avoid dramatic changes to local resources.

- **Inequities.** The initial phase of autonomous vehicle integration may disproportionately disadvantage lower-income individuals who may not be able to afford the technology. Potential adjustments to traffic enforcement practices and/or wheel tax policies may be necessary to curb this inequity.
- **Technology Systems.** As many larger governing bodies increasingly integrate intelligent transportation systems (ITS), it will be important for the city to participate in data collection and sharing, in addition to utilizing wireless and cloud-based technologies within their own practices.

Support the Continuation and Possible Expansion of the Airport

The City will support the continuation and possible expansion of the Airport as a local economic development and transportation asset working in conjunction with the City, Town, and County of Jefferson, and the Bureau of Aeronautics. Planned airport expansion would most likely be a long-term project and would require coordination with the City of Jefferson to minimize any potential land use conflicts.

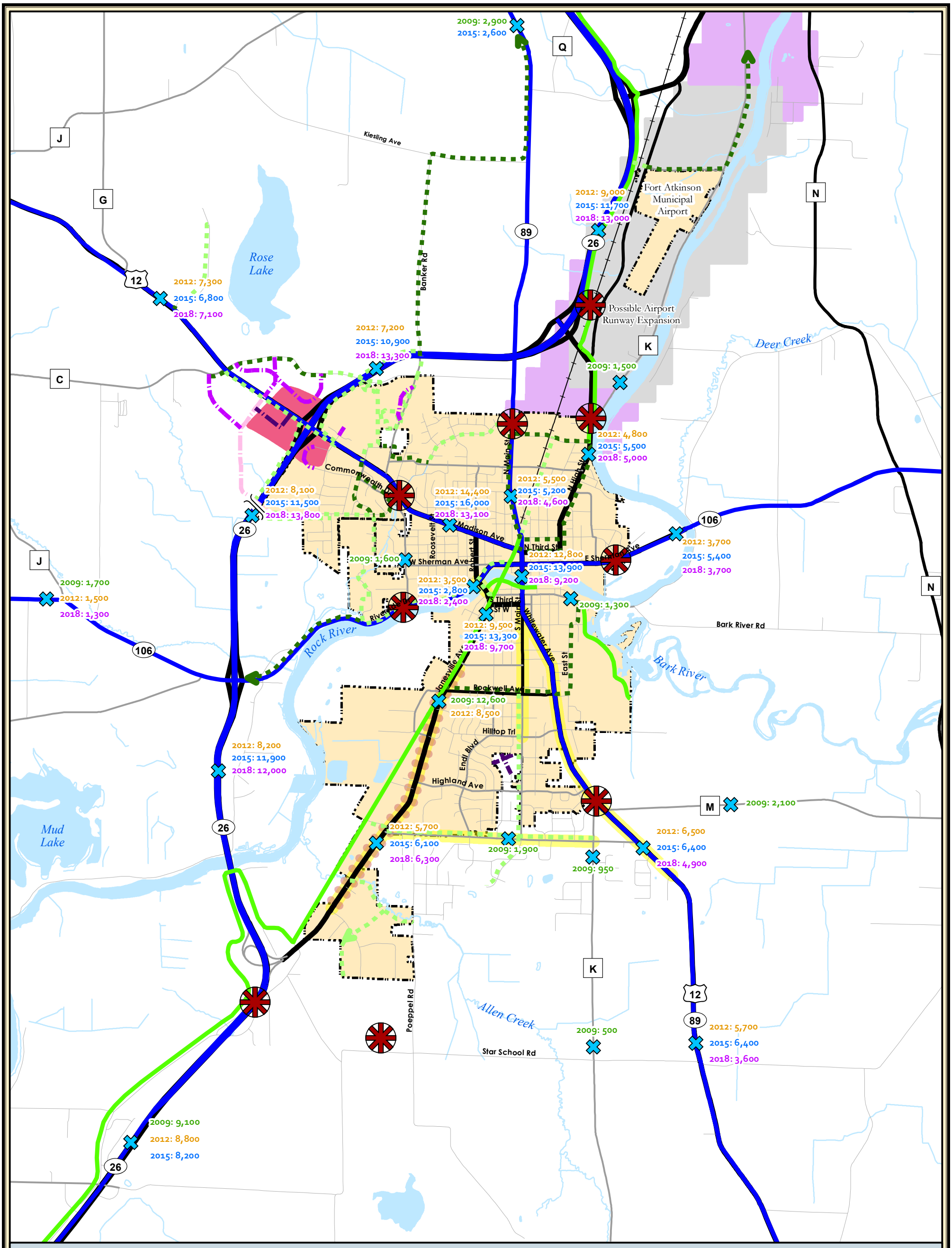
Support Other Transit Options

The City will continue to work with the County and other transportation providers to support alternative transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations, transportation services for lower income workers, and regional bus transit service to other cities. Some programs available include:

- Specialized Transportation Assistance Program for Counties
- County Elderly and Disabled Transportation Assistance
- Wisconsin Employment Transportation Assistance Program (WETAP).
- Rural Transit Assistance Program (RTAP)
- Statewide Transit Planning Grant Program
- Enhanced Mobility of Seniors and Individuals with Disabilities Program

The Jefferson County Aging and Disability Resource Center helps coordinate the transit options available in the county. The current services include: a medical-specific transportation service, shared ride taxi service, passenger transit, Veteran's Vans, and several volunteer-based programs for use by residents of Jefferson County. Continued work with these groups in coordinating rides, accessibility, hours, and routes are important for the City to be involved in moving forward. A county-wide transit coordinator position would be an extremely valuable addition in the pursuit of enhancing, expanding, coordinating, and better integrating these services, especially in coordinating between the County and City in potentially developing a regional transit or bus system option in the future. Another alternative partnership opportunity is with Fort Healthcare in developing better connections for people in the community to get to the medical services they need.

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City of Fort Atkinson Comprehensive Plan | **Map 9** | **Existing & Planned Transportation Facilities**

- City of Fort Atkinson
- Railroads
- Surface Water

Trails

- Existing Trails/Bike Route
- Proposed Off-Road Trail (Conceptual Location)
- Proposed On-Road Bike Facilities (Conceptual Location)

Roads

- Truck Routes
- Existing Principal Arterial Roads
- Existing Minor Arterial Roads
- Existing Collector Roads
- Existing Local Roads
- Other Proposed Roads (Conceptual Location)
- Average Daily Trips

Other Improvements

- Recommended Street/Sidewalk Upgrades
- Janesville Avenue Streetscape Enhancements
- Community Gateway Features
- Potential Park & Ride Facility

Airport Zoning Structure Height Limitations

- <875 Feet Above Mean Sea Level
- 875-925 Feet

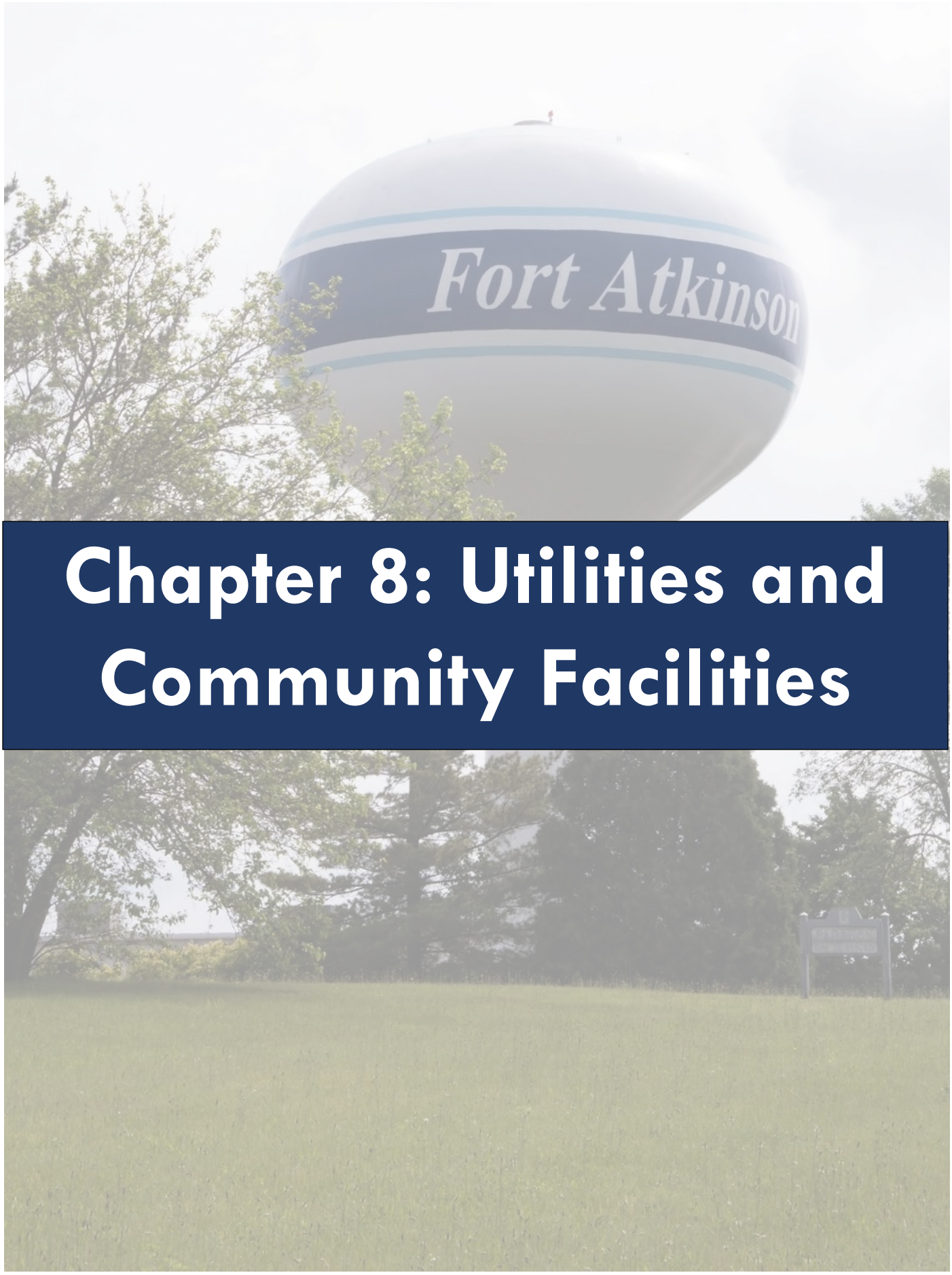
Adopted: 2/17/22

Sources: Jefferson County, V & A, City of Fort Atkinson

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VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

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Chapter 8: Utilities and Community Facilities

Chapter 8: Utilities and Community Facilities

Recommendations Summary

Ensure that future land development is coordinated with the provision of utilities and City services.

Continue to work with the School District to plan for future facilities through establishing a shared agreement with dedicated annual review meetings.

Support Fort HealthCare as a key community facility and asset.

Emphasize energy-efficiency, sustainability, and cost-effectiveness inn all aspects of municipal government. Leverage the local success stories of these initiatives by businesses and institutions in a marketing campaign for the city.

Background

This chapter includes background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Fort Atkinson. Map 10 highlights several of the utilities and facilities described below.

Existing Utilities and Community Facilities

City Administrative Facilities

The City of Fort Atkinson administrative offices are located in the Municipal Building in downtown Fort Atkinson. This historic building houses the offices of the city manager, clerk-treasurer, engineer, building inspector, and parks and recreation. The City's Office of Public Works, Wastewater Utility building, and Water Utility building are located throughout the city.

County Facilities

No County facilities are located in the City of Fort Atkinson.

Parks and Recreational Facilities

See the Parks and Recreational Facilities Chapter for details.

Hoard Historical Museum

The Hoard Historical Museum is a unique asset to the City, showcasing and bringing to the life the history of Fort Atkinson and the surrounding area through multimedia exhibits, artifacts, local artwork, a research library and archive, and gift shop featuring local artisans. The Museum also hosts multiple public programs a year. The Museum's exhibits and programs draw roughly 20,000 visitors a year; due to the support of the local community, the Museum charges no general admission and the majority of the public programs are also free to attend.

Police Facilities

The City Police Department is located in a relatively new facility downtown on the south side of the Rock River. The Department employs 20 officers, in addition to multiple telecommunicators and a records clerk. Officers undertake specialty assignments such as the Drug Enforcement Officer, Police School Resource Officer, Investigator and D.A.R.E. Fort Atkinson is a Neighborhood Watch Community. Fort Atkinson has police patrol service 24 hours a day.

Fire and Emergency Medical Services

The City of Fort Atkinson Fire Station is located next to the Police Station and services residents in the City of Fort Atkinson and surroundings towns. The Department is staffed by 30 paid-on-call volunteer firefighters and 4 full-time career firefighters. As a long-term facility planning initiative, expansion of the existing facility is planned within the next 5 years

Ryan Brothers Ambulance Service provides the primary emergency medical service (EMS) for the City, but in unique circumstances or instances where the ambulance service is at capacity, the Fort Rescue Squad is used. This group is a licensed Emergency Medical Responder with the state and is comprised of individuals who serve as firefighters from around the area, but also have a wide range of alternative rescue or medical skills.

Health Care Services and Child Care Facilities

Fort Atkinson is unique because of its relatively small size and abundant health care services and facilities. This is made possible by Fort HealthCare, who is the local health provider. Within the city, they operate a full-service 110-bed hospital, medical campus, and multiple smaller specialty clinics. Overall, Fort HealthCare has become an integral part of the community and is the largest employer in the city. They were also recently named a Top Workplace in Southeast Wisconsin by the Milwaukee Journal Sentinel.

In all Fort HealthCare facilities throughout the city there has been an effort to push for increased energy efficiency, environmental quality, and protecting the health and welfare of its staff and community. These ideas have become core goals of the organization and match many of the efforts made by the school district, other local businesses, and city in pursuit of a more sustainable Fort Atkinson.

There are several private childcare providers throughout the city that provide services for children of all ages. In addition, there are multiple faith-based preschools that offer a wide range of services. Together with the School District of Fort Atkinson, there are many childcare options for city residents, however there is a recognized need for additional infant care.

Schools

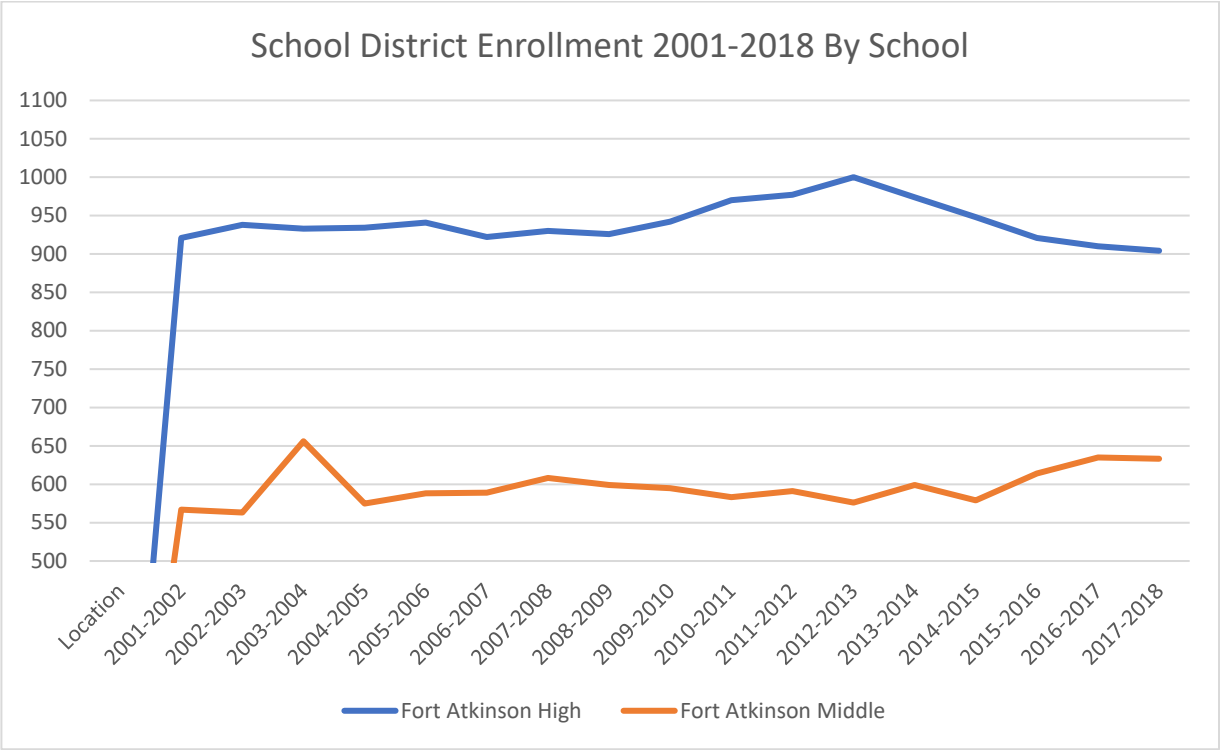
The City of Fort Atkinson is entirely within the School District of Fort Atkinson, comprised of four elementary schools, one middle school, and one high school. The School District serves an area of approximately 100 square miles that includes all of the City of Fort Atkinson and all or portions of the adjoining towns.

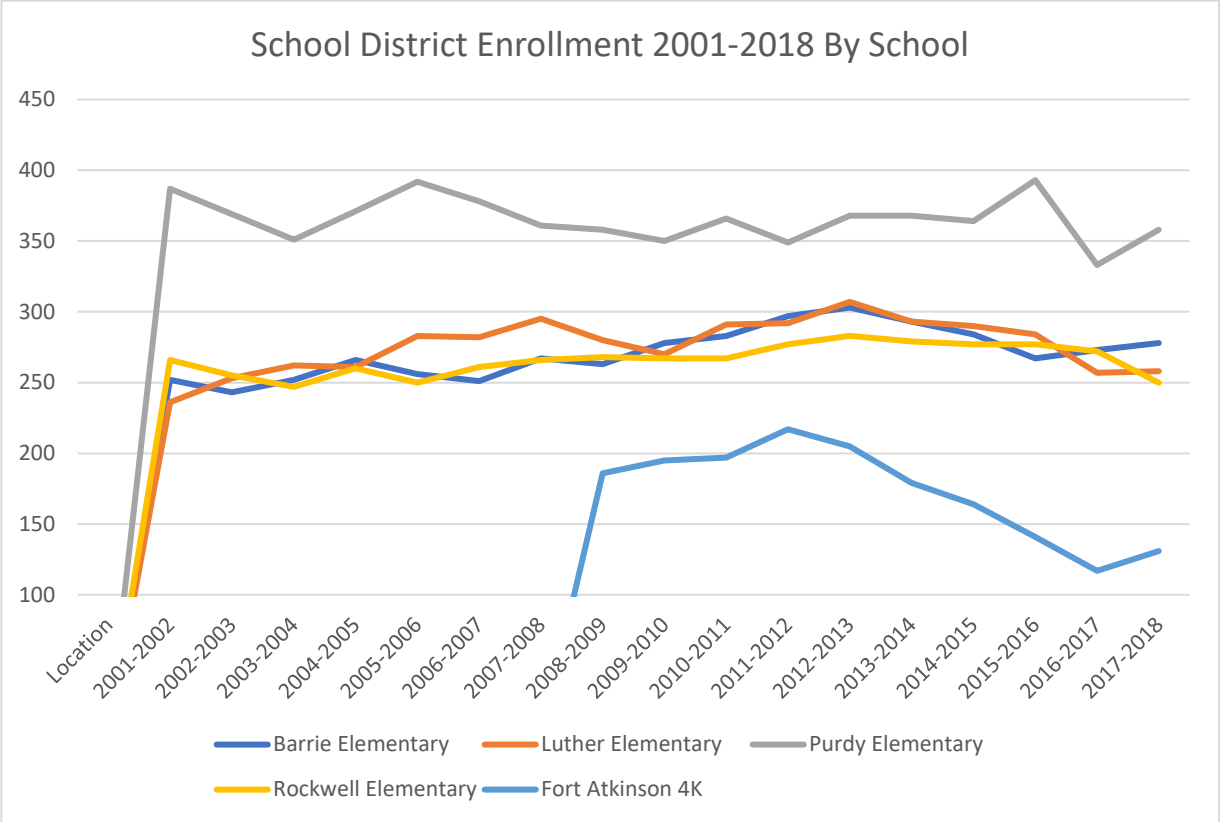
The high school, located on the City's northwest side, was constructed in 1998 and is the most technologically advanced facility in the area. The campus is adjacent to the recently finished Highway 26 bypass and a Madison Area Technical College (MATC) Campus, which provides additional educational opportunities to residents and offers hands-on learning experiences by coordinating with local businesses. A $130 million-dollar referendum was passed in 2010 for the planned expansion to all MATC facilities, including the Fort Atkinson location. The building's expansion was recently completed.

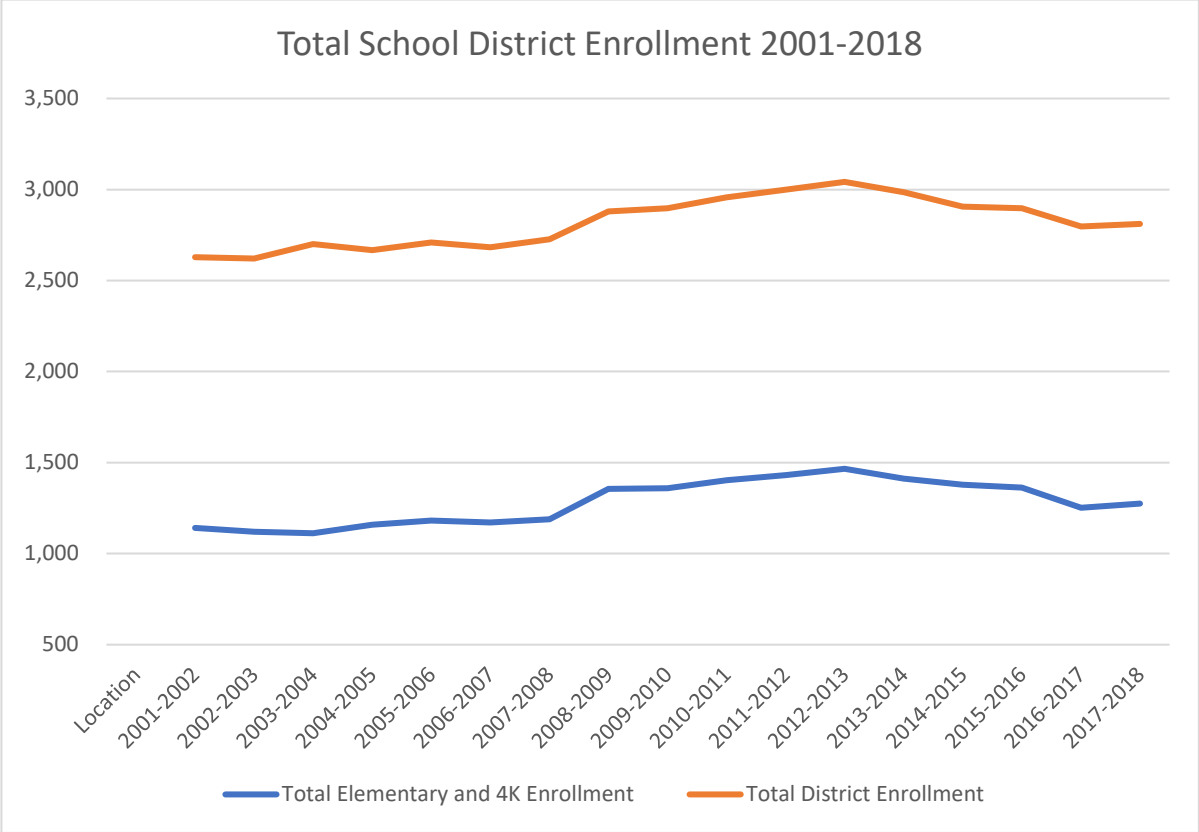
According to the Wisconsin Department of Public Instruction, enrollment in the School District of Fort Atkinson has remained relatively stable over the past seventeen years. The District's elementary school enrollment totals have remained generally consistent since 2001, peaking during the 2012-2013 school year. Middle school enrollment has also been relatively consistent with modest increases since 2015 and the high school also reached its peak enrollment during 2012-2013, but has trended down since then. Overall, the total enrollment of the district has experienced some fluctuation over the years, but has relatively similar enrollment numbers in 2018 as it did in 2001. There are many possible factors that could have contributed to these changes overtime including, but not limited to, the housing market, local economy, demographics, personal preferences, and policies. Moving forward, it is important for the city to continue to work with the school district on their enrollment projection and facility planning efforts to identify and adapt to the many different trends that emerge over time.

According to the Wisconsin Department of Public Instruction's 2016-17 School District Report Card on the School District of Fort Atkinson, the district scored 75.5 overall, an increase from 72.5 in 2012-13. This means that the district exceeds expectations for student achievement, student growth, educational equity, and preparing students for educational milestones, including college and career readiness. Overall, the district is on par with or exceeds state scores in student achievement, district growth, closing gaps, and on-track/postsecondary readiness. These figures show that the School District of Fort Atkinson is an asset to the community and is important to developing a qualified workforce, growing the local economy, and attracting new residents to the city. There are also four private parochial schools located in or near Fort Atkinson: St. Joseph's Catholic School, St. Paul's Lutheran School, Crown of Life Christian Academy, and Faith Community Christian School (Town of Koshkonong). Each mainly serves children between kindergarten through 8th grade.

Figure 8.1: School District Enrollment







The School District is also part of an internal initiative to reduce its energy consumption in its facilities by 20% in 2020. Through the initiative, the District has pursued all schools becoming Energy Star certified, integrating on-site renewable energy generation, and becoming the most energy efficient district in the state. The District was also -recognized in 2017 for its work in this area by the U.S. Department of Education by being named a Green Ribbon School.

Libraries

Established over 100 years ago and named after the City's first settler, the Dwight Foster Public Library is an important resource that serves over 21,000 people in the city and surrounding communities. The facility offers patrons the chance to rent books and e-books, use computers and meeting rooms, or research extensive databases, among many other services and programs. It was also recently renovated including a large addition in 2011.

Water Utility

The Fort Atkinson Water Utility and Fort Atkinson Sewer Utility provide public water and sewer service to land within the City's corporate boundaries. Any property located outside of the municipal boundaries is served by private wells and individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields.

Municipal water is drawn from five wells and is stored in four water storage facilities including two water towers (585,000 gallons and 500,000 gallons) and two aboveground reservoirs. The City provides over 600 million gallons of drinking water to Utility customers. Average residential water use is just over 5,000 gallons per month. Industrial users account for substantially higher, but varied volumes of water. Based on projected growth, the City projects the need for one additional water tower within the planning period, in the proposed north pressure zone. The utility will develop an annual main replacement program to replace aging distribution pipes.

As part of the City's pursuit to become more sustainable, solar panels were installed at the municipal water facility on Hackbarth Road. These panels

help generate some of the energy utilized by the Utility. Utilizing alternative and renewable energy to help power city facilities will continue to be a priority for the City as energy represents a significant cost in providing City services. As maintenance, upgrades, retrofitting, or installation of new city utilities takes place, it is recommended that the City continue to explore all energy efficiency and renewable energy options available.

Wastewater Utility
The City's wastewater treatment facility is located on the City's southwest side and discharges into the Rock River. The designed average flow for the plant is 2.7 million gallons per day. The current average flow is 2.2 million gallons per day, putting the facility at approximately 81 percent capacity. The facility's biochemical oxygen demand loadings are at approximately 60% of design capacity.

Planning has been done recently for upgrades to the Wastewater Treatment plant in order to comply with Phosphorous limits imposed by the Rock River TMDL. The plant was constructed in 1991 and is nearing the need for significant maintenance and upgrades, many of which coincide with equipment needed for Phosphorous compliance.

Stormwater Utility
In 2009, the City passed a Stormwater Utility Ordinance which details the rates, charges, credits, and application of the utility. It was developed as a response to changing federal and state laws, in addition to more frequently occurring flooding events. Using equivalent runoff units and impervious area, the City has established a fee for all developed property in the city. These fees help pay for infrastructure maintenance and upgrades, among other necessary Public Works functions.

Solid Waste Disposal and Recycling
Garbage collection in the City is provided by Advanced Disposal. Curbside garbage, recycling, yard waste, bulk pickup, is all collected curbside. Garbage is hauled to a sanitary landfill in Janesville and recyclable are sorted in Fort Atkinson. The City also runs its own compost site where residents can bring brush, leaves, and grass clippings, in addition to recycling some electronic waste products.

Telecommunications and Power Distribution
Both AT&T and Charter Spectrum offer hard-wired telephone internet and cable services to the City of Fort Atkinson. Additionally, most major providers offer cell phone coverage in the area. Natural gas and high voltage electric transmission lines are provided by WE Energies.

Cemeteries
Fort Atkinson has two cemeteries Evergreen Cemetery on the northern edge of the City and Lake View Cemetery in the southwest corner of the City. Both cemeteries are privately owned and operated.

Utilities and Community Facilities Goals, Objectives, and Policies

Goal:

1. Provide reliable, cost-effective, and efficient supply of public utilities, facilities, and services.

Objectives:

1. Ensure that basic public services such as adequate police and fire protection, right of way and utility services, solid waste disposal, and education are made available to all residents.
2. Continuously evaluate and coordinate utilities and community facilities planning with land use, transportation, natural resources, and recreation planning.
3. Encourage the logical, cost-efficient expansion of public facilities to serve compact development patterns.

Policies:

1. Maximize the use of existing public water and sanitary sewer facilities, while also planning for potential extension of utilities within the areas identified for future growth on Maps 7 and 8: Future Land Use.

2. Emphasize energy-efficiency, sustainability, and cost-effectiveness in every aspect of municipal operations.
3. Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.
4. Require all future development in the City to connect to public sanitary sewer and water services, and do not extend such services beyond the City limits.
5. Consider implementing impact fees, as appropriate, to help cover the public facility and utility costs of new development.
6. Require all new development in the City to make provisions for managing stormwater. Such facilities should ideally be constructed prior to the commencement of building development.
7. Cooperate with the private sector to provide access to quality health care and child care facilities, and continue to partner with Fort HealthCare in planning for future facilities in the community.
8. Continue to work with the School District and MATC in facility, land, district boundary, recreational, and cultural planning.
9. Identify locations for new public facilities, such as roads, sanitary sewer interceptors, wells, towers, trails, and parks on a new Official Map for the City. The Transportation chapter includes an explanation of an Official Map.
10. Revise other City ordinances and codes as necessary to implement the recommendations in this Plan, including building, mechanical, housing, and sanitary codes.
11. Consider waste reduction education programs and promote recycling throughout the City. Continue to contract with private waste disposal companies to provide reliable solid waste disposal and recycling services.
12. All future construction on City facilities should consider incorporating energy efficiency, renewable energy sources, and other sustainable building practices such as those required for LEED Certification.
13. Establish a growth management committee that includes City Staff, the School District, Fort HealthCare, the surrounding townships, and other interested representatives to discuss future planning of all facilities throughout the community.

Utilities and Community Facilities Programs and Recommendations

Continue to Coordinate with the School District on Future Planning Decisions

The City should continue to coordinate land use and development decisions with the School District's long-range planning efforts. Although School District enrollment has remained relatively steady over the past decade, any kind of sustained growth over the course of this planning period would require the District to consider the acquisition of land for one or more new elementary schools. In this instance, the City will work with the District to proactively identify appropriate sites for the school before land costs escalate and/or other development occurs in the most desirable areas. Appropriate sites would likely be located on the northwest side of the city where the majority of neighborhood growth is expected to occur (see Map 10). The City and school district may consider the development of combination community park/school sites, which may allow for efficiencies in construction and maintenance costs.

Additionally, over the coming years it is important for the City to continue to play a role in the strategic planning processes of the School District. The District continuously develops and implements 3-5-year strategic plans where they engage members throughout the community, establish goals and recommendations, and implement community-wide initiatives.

Energy Efficiency and Renewable Energy Sources

Institutions and businesses throughout the city are actively in pursuit of reducing their carbon footprint, increasing energy efficiencies, incorporating

more renewable energy sources, and overall becoming more sustainable long-term. The City itself can further these efforts by incorporating the sustainable practices into its own facilities anytime new equipment is purchased, remodeling takes place, or new facilities are constructed. The City and Chamber can also leverage local success stories by marketing these efforts in conjunction with the promotion of Fort Atkinson being a healthy community with a high quality of life. This would help generate community awareness, promote best practices, and potentially attract new businesses or residents who value these practices.

Review Development Impact Fees

In an era of diminishing municipal resources, many cities and villages are instituting impact fees on private developments as a way to pay for the off-site costs of community facilities and utilities that result from those developments. Impact fees for facilities like parks, roads, utilities, and planned public buildings are now standard in many communities across the State. However, because of the Recession and slow economic recovery since, many communities have either reduced or eliminated impact fees. While it may not be feasible for the city to institute an impact fee policy at the moment, it may be feasible in the future. It is important to continue to evaluate the need to institute impact fees to help fund park land acquisition, certain park improvements, expanded or relocated water towers, the library, the fire station, and any other public facilities for which future expansion may be likely, as permitted under State Statutes. (Also see the Parks and Recreation chapter for further discussion of this topic.)

Integrate Capital Improvement Plans (CIP) and the Comprehensive Plan

The comprehensive plan is the guiding document for the city over the next twenty years and should be utilized in the development and prioritization of the CIP. Annually, the city updates and assess the implementation table in this plan to track progress and prioritize future projects and initiatives. This is additionally an opportunity to start the Capital Improvement Planning process for the next year. Integrating these processes will make planning more consistent, helps bridge the gap between long and short-range planning, and gives decision makers more information and guidance when allocating funding. City staff will develop the internal process that works best in integrating these processes in the future.

Upgrade and Expand Public Utilities and Community Facilities as Needed

Over the next twenty years, the following utility and community facilities upgrades will be considered by the City:

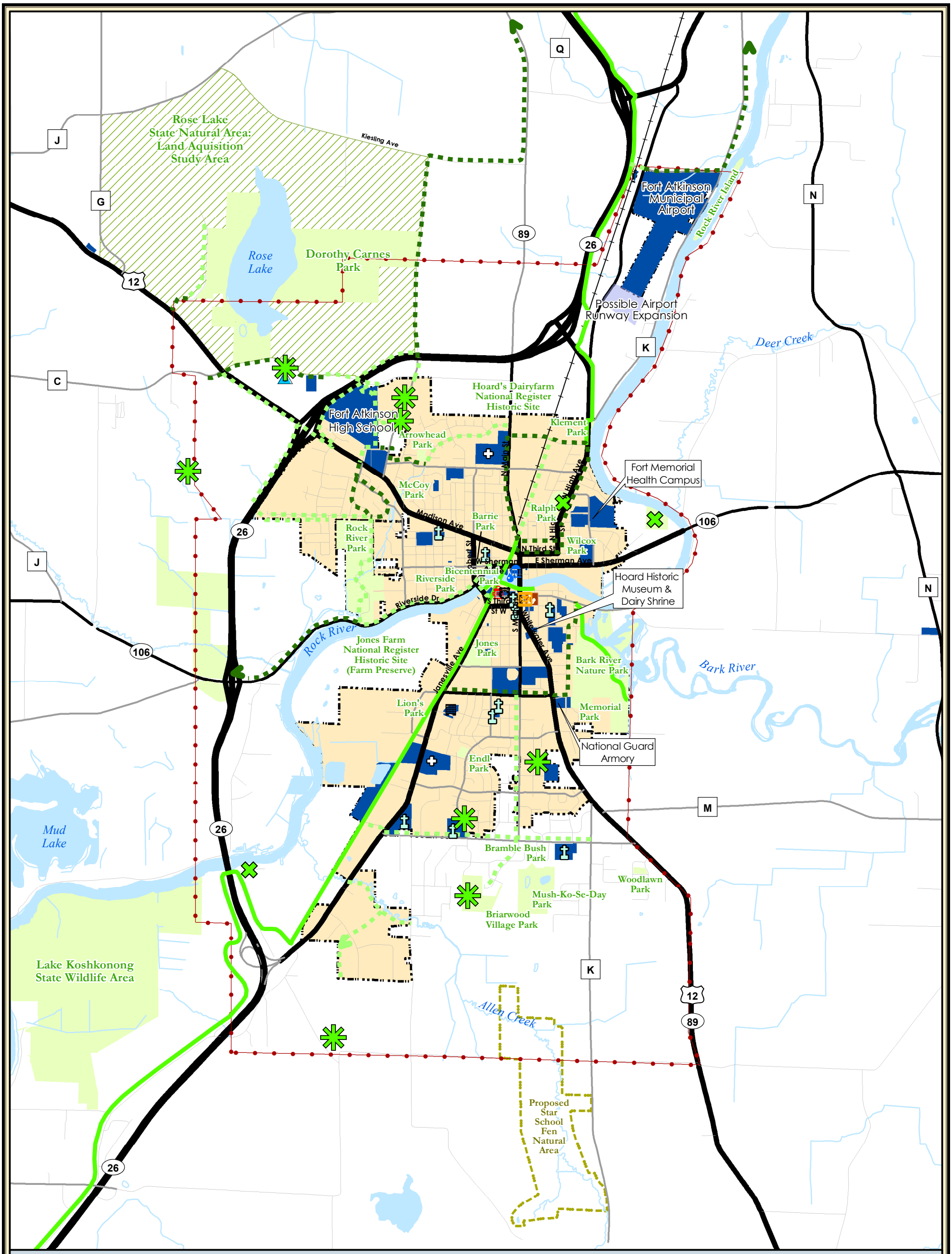
- Pursue siting and construction of a new water tower, as recommended by the City's Water System Master Plan (planned update in 2019), and as development and water pressure issues dictate (see Map 10).
- Plan for the acquisition of land for a new municipal well, as recommended by the City's Water System Master Plan (planned update in 2019).
- Carry out plans to replace older and at-risk mains while also installing larger water mains throughout the city, as specified in the City's Water System Master Plan.
- Pursue bringing broadband fiber and high-speed internet to the City to help existing businesses and as a marketing tool for new business attraction.
- Renovate and expand the existing Fire Station based on the recommendations of the recently completed facilities study.
- Incorporate alternative energy sources and more energy efficient buildings when retrofitting existing publicly owned facilities.
- Continue to develop a comprehensive infrastructure assessment city-wide to further prioritize future investment. This should include an initial asset inventory that collects data on infrastructure's condition, age, expected useful life, level of service, etc., in addition to an annually maintained inventory database.

Figure 8.2: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Solid Waste & Recycling Services	Ongoing	Consider waste reduction education programs and promote recycling in the City.
Stormwater Management	Ongoing	Explore and implement the recommendations of the Stormwater Quality Master Plan Update.
	Ongoing	Continue to update the City's stormwater plan and maintain the stormwater utility ordinance, as necessary.
City Hall	Ongoing	Continue to identify strategies for maximizing use of the existing building.
City Buildings	Ongoing	Retrofit existing building to be more energy efficient and sustainable. Consider LEED building certification for all new buildings.
Public Works	Ongoing	Continue to replace sidewalks in areas with existing infrastructure and fill in key gaps in the sidewalk network identified in the Safe Routes to School Plan.
	2025	Plan to renovate and expand the Public Works garage facilities.
	Annual updates	Continue to utilize the 5-Year Capital Improvement Program to plan for street maintenance and upgrades over the planning period. Continue to use the Jefferson County Bicycle and Pedestrian Plan Implementation Table to plan for new facilities within the city.
Police Station	Ongoing	Continue to upgrade and replace squad cars and equipment as needed over the planning period, considering hybrid or other energy-efficient vehicles.
Fire Department and EMS services	2018-2019 2020	Consider expansion to the downtown Fire Station. Renovate and expand downtown Fire Station.
Medical Facilities	Ongoing	Continue to work with Fort Healthcare to plan for its potential move and future for the existing hospital and campus.
Library	Ongoing	Continue to expand and provide new technological services and resources.
Schools	Ongoing	Coordinate with the School District on potential long-term facility needs and other joint initiatives.

Utility/Facility	Timetable	Comments
Park and Recreation Facilities	Ongoing	Continue to plan for future park and recreational facilities based on the recommendations in the Parks and Recreation chapter.
Youth Center	--	At the time this Plan was written, the City did not foresee the need for a new community center. However, the City will continue to monitor the need for such a facility in the future, and work with non-profit interests on a youth center.
Senior Center	Ongoing	The City will continue with minor building upgrades and will continue to investigate opportunities to expand the parking lot (see the Parks and Recreation chapter for a description of this facility).
Sanitary Sewer Service	Ongoing	Pursue recommended upgrades to the wastewater treatment plant over the planning period.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional systems for new development in the City. All new development will be served by municipal sewer and water. Pursue replacement or rehabilitation of collection systems.
Water	Ongoing	Pursue siting and construction of two new water towers, as recommended by the City's Water System Master Plan, and as development and water pressure issues dictate.
	Ongoing	Carry out plans to replace old, at-risk, and undersized water mains throughout the City, as specified in the Water System Master Plan.
Telecommunications	Ongoing	Explore bringing broadband fiber and high-speed internet to the city.
Power Plants/Transmission Lines	Ongoing	Continue to work with We Energies on issues related to the location or upgrade of transmission lines or power substations in and near the City.
Cemeteries	Ongoing	Private parties will provide cemetery capacity in and around the City as needed.
Child Care Facilities	Ongoing	Work with private industries in the city to continuously meet the child care services and facilities demand throughout the planning period.

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City of Fort Atkinson Comprehensive Plan — Map 10 — **Existing & Planned Community Facilities**

- City of Fort Atkinson
- Railroads
- Surface Water
- Existing Trails/Bike Route
- Existing Parks & Recreational Facilities
- Existing Community Facilities

Community Facility Points

- City Hall
- Police Department
- Fire Department
- Water Department
- U.S. Post Office
- Religious Facilities
- Cemeteries
- Library
- Public Works Garage
- Potential Aiport Expansion Area
- Proposed Off-Road Trail (Conceptual Location)
- Proposed On-Road Bike Facilities (Conceptual Location)
- Urban Services Boundary
- Proposed Water Tower
- Proposed Neighborhood Parks
- Proposed Community/Special Purpose Parks
- Proposed School/Community Park Sites

Adopted: 2/17/22

Sources: Jefferson County, V & A, City of Fort Atkinson

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VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

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Chapter 9: Parks and Recreation



Chapter 9: Parks and Recreation

Recommendations Summary

Continue the City's high level of service for the provision and maintenance of parks and recreational areas.

Provide a diversity of park types and recreational amenities to serve the needs of all City residents and visitors.

Explore the acquisition and development of new parks on the City's northeast, southeast, and northwest sides.

Partner with the School District on joint park/school sites and with Jefferson County on nature-based parks near the City's fringe.

Continue to leverage a variety of funding sources to finance future parkland acquisition and improvements.

Background

This chapter contains background information, goals, objectives, policies, and recommended programs to guide the future acquisition and improvement of land for parks, open spaces, and recreational facilities.

Existing Parks and Recreational Facilities

The following is a summary of the existing park and recreational facilities in the City of Fort Atkinson. These facilities are also depicted on Map 10.

As of 2019, the City had approximately 253 acres of parks and open space, not including an additional 138 acres that are owned and maintained by the School District. The inventory of parks listed below and the analysis that follows does not include Town, County, or State-owned park and recreational areas that also serve City residents (e.g. Dorothy Carnes Park).

Active Recreational Parks

Active Recreational Parks are intended for both passive and active recreational use and typically include amenities such as playground equipment, athletic fields and facilities, playfields, walking or jogging paths, and picnic areas. There are two types of parks that fall under the Active Recreation Parks classification, Neighborhood Parks and Community Parks. The City currently has four Neighborhood Parks and four Community Parks that together comprise over 88 acres of active recreational parkland. Neighborhood Parks are designed specifically to serve residents living within ¼ to ½ mile of the park and are typically 4-6 acres in size. Community Parks serve visitors from the community and multiple neighborhoods, and typically can accommodate a larger and broader diversity of park facilities. Community Parks tend to range in size from 10 acres to more than 50 acres.

Conservancy and Special Purpose Parks

Both Conservancy and Special Purpose Parks can be characterized by a unique and diverse range of features and can serve a variety of functions. Both enhance an overall park and open space system by maintaining and improving the community's natural resource base, accommodating special activities that aren't included in other parks, and providing interconnections between isolated parks and recreation areas.

Conservancy Parks typically include lands that have been protected primarily for their environmental significance or sensitivity but may also provide some opportunity for recreational use. Examples include floodplains, wetlands, shorelands and shoreland setback areas, drainageways, larger-scale stormwater management basins, conveyance routes, environmental corridors, wildlife habitats, areas of rare or endangered plant or animal species, prairie remnants, and restoration areas.

Special Purpose Parks include those lands that can accommodate passive or special recreational activities, such as: sledding/skiing hills, marinas, beaches, display gardens, arboreta, and outdoor amphitheaters, trailheads, or more urban public spaces such as courtyards, outdoor eating areas, or public squares.

The City currently has two Conservancy Parks and five Special Purpose Parks, comprising a total of over 166 acres of parkland.

School District Recreational Facilities

School District Recreational Facilities have many of the same characteristics as Neighborhood or Community Parks, depending on their size. School facilities primarily serve as locations for active recreational facilities associated with school functions. However, these sites can and do benefit the surrounding community during off-school hours, providing additional playground space for neighborhood children as well as athletic fields for recreational sports teams or for pick-up games. The School District of Fort Atkinson currently owns and maintains 125 acres of recreational lands and the city's two private schools own and maintain an additional 12+ acres of recreational lands.

Figure 9.1: Parks

Park Name	Amenities	Size	Type
Neighborhood Parks			
Barrie Park	Playground, Bandshell, Picnic Tables, Fountain, Restrooms, Drinking Fountain	1.4	Neighborhood
Endl Park	2-5 Year Old Playground, 5-12 Year Old Playground, 2 Soccer Goals, Backstop	2.6	Neighborhood
Klement Park	Picnic Area, Boat Launch	2.5	Neighborhood
Lorman Bicentennial Park	Playground, Memorial, Picnic Tables, Fishing, Riverwalk, Drinking Fountain, Gazebo	2.2	Neighborhood
Trailway Park	Playground, Picnic Area, Play Field, Trail	1.27	Neighborhood
	Total	**10**	
Community Parks			
Rock River Park	Aquatic Center, Tennis Courts, Basketball Court, Obstacle Course, Archery Range, Youth Football Fields, Restrooms, Drinking Fountain, Playground, Shelters, Walking Trails, Disc Golf, Replica Fort	43	Community
Memorial Park	Baseball Diamonds, Lights, Dugouts, Scoreboards, Concession Stand, Restrooms, Drinking Fountain, Trophy Entry Way, Astroturf Multi-use Batting Cages, Shelters	7.4	Community
Ralph Park	Softball Fields, Bleachers, Concessions, Restrooms, Drinking Fountain, Playgrounds, Future Skate Park, Picnic Shelters, Basketball Court	13	Community
Jones Park	Baseball Field, Stadium Seating, Grandstand, Restrooms, Concessions, Drinking Fountain, Playgrounds, Picnic Shelter	14.6	Community
	Total	**78**	
Conservancy Parks			
Bark River Nature Park	Haumerson Pond, Ice Skating, Hockey Rink, Lighting, Warming House, Walking Trails, Fishing Pier, Canoe Launch, Benches, Walking Bridge	100.7	Conservancy
Rock River Park (Floodplain and Wetlands)	Aquatic Center, Tennis Courts, Basketball Court, Obstacle Course, Archery Range, Youth Football Fields, Restrooms, Drinking Fountain, Playground, Shelters, Walking Trails	55	Conservancy
	Total	**156**	
Special Purpose Parks			
Lions Park	Shelter, Memorial, Statues, Glacial River Bike Trail	2.3	Special Purpose
Arrowhead Park	Green Space	3.1	Special Purpose
Wilcox Park	Green Space	0.8	Special Purpose
McCoy Park	Military Statues, Picnic Area, Walking Bridge	2.2	Special Purpose
Community Garden	Garden	1.5	Special Purpose
	Total	**10**	
School Recreational			
Purdy Elementary		13	School (Public)
Rockwell Elementary		6	School (Public)
Barrie Elementary		6.5	School (Public)
Luther Elementary/Admin		22	School (Public)
Middle School		7.4	School (Public)
High School		70.5	School (Public)
St. Paul's Lutheran		3.4	School (Private)
St. Joseph's Catholic		9	School (Private)
	Total	**138**	
	All Recreational Acres Total	**391**	

Source: Fort Atkinson Parks and Recreation.

Other Facilities

In addition to park and open space facilities, the City also offers several other unique community facilities that support the park system. These include the following:

- **Downtown Riverwalk**
  The Riverwalk is comprised of a lighted, paved walkway that extends from just east of Purdy Street to Robert Street. The Riverwalk offers scenic overlooks, an amphitheater, boat docks, and benches, and has direct connections to Main Street, the Glacial River Trail, Purdy Street, and Lorman Bicentennial Park.
- **Glacial River Trail**
  Over time, the city, county, and state have worked together to connect bicycle trails throughout Jefferson County. The Glacial River Trail, which runs through the heart of Fort Atkinson and connects north and south along Highway 26, is a premier example of this. The paved multi-use path has become a significant component of the area's tourism appeal and further promotes active lifestyles for city residents.

Figure 9.2: Trails

Trail Name	Amenities	Size	Type
Glacial River Bike Trail	Lighted, 2 Shelters, 5 Drinking Fountains, Dog Drinking Fountain, 7 Sculptures	5.5 miles	Paved
Riverwalk	Lighted, Benches, Drinking Fountain, Sculptures, Playground, Memorial, Restrooms	750 Yards	Paved

- **Fort Atkinson Family Aquatic Center**
  The outdoor Aquatic Center is located in Rock River Park and is open to City residents and nonresidents from June through August. The facility offers features such as a 175 -foot waterslide, a baby duck waterslide, a mini whale waterslide, tropical fish waterslide, a diving well with two diving boards, two sand playgrounds, sand volleyball court, gaga ball, and concessions.
- **Fort Atkinson Senior Center**
  The City's senior center hosts a variety of activities Monday through Friday, including sewing, crocheting, knitting, internet training, dart ball, euchre, painting, fitness, wellness, trips, and other educational and leisure programs.
- **Municipal Building Gymnasium**
  The 90+ year old facility is home to basketball and volleyball leagues, fitness, karate, pickleball, and youth sports programs. It is also the site for large community city club events and election voting.
- **Downtown Pocket Parks**
  The City has four pocket parks downtown. Amenities include benches, planters, and decorative features such as a large clock, chess tables, and decorative water feature.

Recreational Programs

The City of Fort Atkinson provides a wide variety of organized activities, leagues, and programs to kids and adults throughout the city and surrounding communities. Each year the Parks and Recreation Department produces a Summer Guide that details all events, programs, and facilities available.

- **Youth Programs**
  The city offers year-round programs that promote fitness, sportsmanship, social skills, and help build self-esteem for kids between the age of 3-17. There are over 10 different sports currently offered with leagues for all ages and skill levels.
- **Adult Programs**
  There are also a variety of activities for adults within the community. The Parks and Recreation Department offers basketball, softball, volleyball, and tennis leagues for essentially all skill levels, in addition to aerobics, toning, karate and pickleball. These leagues and classes attract participants from all over the county.

City Park Level of Service Standards

In order to guide the future acquisition of parkland in the City, it is useful to establish a set of minimum standards for the provision of parks and open spaces. Such standards enable communities to quantitatively measure how well its existing facilities are meeting the needs of residents and to plan for future facilities based on projected population growth. As such, park and recreation standards are commonly expressed as a ratio of the minimum number of acres recommended per 1,000 residents.

Figure 9.3 shows the total acreage of land devoted to each type of park in Fort Atkinson (e.g. neighborhood park, community park), as well as the total acreage per 1,000 residents for each park type. Acreage per 1,000 was based on the City's 2016 estimated population. For the purposes of this analysis, Active Recreational Parkland has been separated from Conservancy or Special Purpose Parklands and School District Recreation Facilities.

Figure 9.3: Existing Park Acreage per Resident

Park Type	2018 Total Acres	Actual Acreage per 1,000 Residents*
Neighborhood Parks	10	1
Community Parks	78	6
Total Active Recreational Parkland	**88**	**7**
Conservancy Parks	156	13
Special Purpose Parks	10	1
School District Recreational Facilities	138	11
Total Other Parks	**304**	**24**
City Total	**392**	**31**

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*

Future Level of Service Standard

Based upon the information in Figure 9.5, the City's 2019 standard for the provision of Active Recreational Parkland was 7 acres for every 1,000 residents. This was broken down into 1 acre of neighborhood parkland for every 1,000 residents and 6 acres of community parkland for every 1,000 residents. In addition, Special Purpose Parks add an additional 1 acre of parkland for every 1,000 residents.

As the City's population grows, it will strive to maintain a level of service of 8 acres of Active Recreational Parkland for every 1,000 residents, which is equal to the sum of the 2019 per capita park space actually being provided by the City for Neighborhood Parks, Community Parks, and Special Purpose Parks combined.

Special Purpose Parks have been included in the calculation of the "8-acre" standard because functionally they are similar to Neighborhood and Community Parks in that their purpose is primarily to serve the active and passive recreational needs of the community. Special Purpose Parks bolster the quality of the overall park system, fill otherwise unmet local recreational needs, and generally facilitate human interaction and enhance residents' sense of community. In addition, some Special Purpose Parks are intended for future park improvements that may eventually reclassify them as a Neighborhood Park (e.g., Arrowhead Park).

Importantly, it should be noted that the City's 8-acre standard does not account for the need for Conservancy Parks, nor does it directly consider the value of School Recreational Facilities throughout the community. This is because the contribution of Conservancy Parks is more difficult to quantify, and the provision of such lands is often based on a variety of community goals and objectives, many of which are somewhat external to the need to provide recreation space.

While conservancy lands can certainly provide significant recreational value to a community, such lands should be acquired and preserved based also on a need to ensure the long-term environmental integrity of a community, protect against flooding, mitigate stormwater runoff, conserve energy, and improve the overall aesthetic value and quality of life in the community. Applying a single quantitative measure to any of these goals would be difficult and therefore has not been used to determine the need for future conservancy lands. Rather, the City will acquire such land as needed to support its overall park and recreation goals outlined below; it's natural resource related goals, outlined in the Natural Resources chapter; and its other related

utility and community facilities goals, outlined in the Utilities and Community Facilities chapter.

In addition, the City recognizes that School Recreational Facilities serve as important and complementary components of the overall City park system, and that as the School District continues to plan for future schools and associated recreational facilities, the City will have an ongoing opportunity to evaluate the need to provide other park facilities in the neighborhood. Such decisions will be made on a case-by-case basis and will depend on the size and nature of planned school facilities, what other recreational opportunities are available in the area, the community's evolving recreation needs, and how accessible the school facilities will be to the community.

In summary, the 8-acre per 1,000 residents standard is intended to represent the City's needs for future Neighborhood, Community, and Special Purpose Park needs, but does not represent the overall need for a comprehensive future park system that also includes both Conservancy Parks and School Recreational Facilities as well.

Based on the 8-acre standard for future parkland, Figure 9.4 shows the minimal additional park acreage that will be needed to accommodate the City's projected population in years 2023, 2028, and 2040.

For the purposes of determining future parkland needs, this aggregate standard of 8 acres of Active Recreational Parkland per each 1,000 residents will not be broken down by park type. Rather, the City will strive to maintain a diverse and well distributed park system that ensures that residents of all neighborhoods are within a reasonable and safe walking distance of a park that accommodates the diverse recreational and open space needs of all ages and interest groups. The National Park and Recreation Association suggests that neighborhood parks are typically able to serve residents from within a ¼ - ½ - mile radius, unbroken by major barriers (e.g. major roads), and community parks typically serve residents from within a ½ - 3 -mile radius.

The year 2023 projection was calculated because the City will strive to update its park and recreational needs assessment and recommendations every five years to maintain eligibility for State and Federal grant monies.

The 2028 projection was calculated for two reasons. First, this represents the year the City of Fort Atkinson will have to prepare an update to its Comprehensive Plan. Second, ten years represents the timeframe within which collected impact fee monies must be spent by a community under State Statutes. Therefore, this projection represents the amount of parkland the City can expect to acquire with the next ten years, which will contribute to the calculation of an accurate and realistic park impact fee, should the City decide to enact an impact fee ordinance in the future.

The 2040 projection was made to reflect the planning period of this plan. Recommended park locations shown on Map 10 reflect the 2040-time horizon.

Figure 9.4: Active Recreation Parks Needs Assessment

Year	City Population Projection*	City Standard Park Per 1,000 Residents	Recommended Total Park Acreage	2019 Total Acreage	Additional Acres of Active Parkland Needed
2023	13,231	8	106	87	19
2028	13,803	8	110	87	23
2040	15,279	8	122	87	35

**Based on Compounded Population Growth Projection 1990-2016.*

Parks and Recreation Goals, Objectives, Policies

Goal:

1. Maintain and preserve existing facilities, effectively plan for future facilities that serve all residents, enhance opportunities for recreational tourism, and preserve the environmental integrity of the community.

Objectives:

1. Ensure the equitable distribution and maintenance of parks, open spaces, and recreational facilities throughout the City to provide all resident access to such facilities.
2. Provide safe and convenient pedestrian and bicycle access between residential neighborhoods and schools, parks, and other recreational facilities.
3. Work to permanently preserve environmental corridors and other environmentally sensitive areas for passive recreation and to protect natural resources.

Polices:

1. Provide neighborhood park facilities that are safely accessible by children within all residential neighborhoods.
2. Site new parks in areas that promote neighborhood accessibility and interaction. All new neighborhoods should be within walking distance of public park space.
3. Provide sufficient community park facilities to serve community-wide park and outdoor recreation interests.
4. In areas of the City that are not currently served by neighborhood parks, work to identify land appropriate for parkland acquisition.
5. Integrate drainageways, greenways, and environmental corridors into the City's permanent open space system. Such environmentally sensitive areas should not be used as substitutes for Neighborhood or Community Parks due to the fact that such areas cannot typically be used for active recreation.
6. Provide "special purpose" parks, plazas, and open spaces within commercial and industrial areas that provide aesthetic enhancements in otherwise developed environments.
7. Continue to enhance the city's trail system by linking Neighborhood and Community Parks, schools, and residential neighborhoods. Where feasible, the trail system should follow or utilize environmental corridors (also see the Transportation chapter and Map 10).
8. Continue to improve and expand access to the Rock and Bark Rivers, without impairing water quality or ecosystems.
9. Coordinate City park, trail, and open space planning and improvements with the towns of Koshkonong and Jefferson and Jefferson County. Where feasible, provide continuous trail and pedestrian access between City and regional recreational facilities.
10. Require that all proposed residential developments dedicate land for public parks or pay a fee-in-lieu of park land dedication and/or park impact fee.
11. Design park facilities to meet the requirements of the American's with Disabilities Act (ADA).

Parks and Recreation Programs and Recommendations

Continue to Establish Active Recreational Park Spaces in New Development Areas and in Areas Currently Underserved by Parks

The City will continue to ensure the logical siting and development of neighborhood and community parks, maximizing opportunities for developer land dedications and the strategic collection and expenditure of fees-in-lieu of land dedication, where appropriate. The City's goal is to provide at least one park within a comfortable walking distance of all homes, and to encourage pedestrian access to these parks via sidewalks, trails, or bicycle lanes. Wherever possible, new park sites should incorporate both active and passive recreational opportunities.

Based on the analysis provided in Figure 9.4, the City will strive to acquire, at minimum, an additional 19 acres of neighborhood and/or community parkland by the year 2023, an additional 4 acres between 2023 and 2028, and an additional 12 acres between 2028 and 2040, for a total of an additional 35 acres of parkland by the end of this planning period (2040) to serve the City's projected population. This should be considered a minimum acreage goal.

Map 10 shows several conceptual future park locations, including both Neighborhood and potential Community Park locations. Actual park boundaries and acreage will be determined upon further analysis of these areas.

Neighborhood Parks

Over the next twenty years, the city plans to pursue several new neighborhood parks, including near Fort Atkinson High School and in the southeast portion of the city. The area near the high school is experiencing new residential development, is in close proximity to several institutional amenities, and could be an area for increased recreational connections. These reasons make it an ideal location for a new Neighborhood Park. Additionally, on the southeast side the city is an area that is currently under served by parks, is near new residential growth, and could be an area that sees extended residential growth in the future. It is another key area of the city for the location of a future Neighborhood Park. However, because this area is adjacent to Koshkonong Township, the City must work with the Township and County to properly plan future parks in the area.

Community Parks/Special Purpose Parks

There is one key location where a future Community Park is targeted, if the city's boundaries expand, that's the area west of Highway 26 in the northwest part of the City. As the City continues to grow, its most significant area of future expansion will be west of Highway 26. This area may be the future location of the hospital and presents significant growth potential for all land uses. If utilities are expanded beyond Highway 26, significant residential development could occur. Any new residential development in the area should include dedicated park land large enough for a future Community Park.

Three other areas of the city have been identified for future Special Purpose Parks. The first location is in the northeastern portion of the City along the Rock River and Highway 106. Much of the land adjacent to the River is characterized by floodplains and, therefore, development of the area will be limited. However, the property has an elevation rise that affords lovely views of the River and could serve as an ideal location for a future Special Purpose Park. Although acquisition of this land may be explored by the City, Jefferson County should also take an interest in establishing a park in this location. The City will continue to communicate with the County on its long-term park plans and may work with the County to fund the acquisition and potentially the long-term maintenance of a park in this area.

Another Special Purpose Park has been shown southwest of the City along the Rock River and adjacent to Highway 26. The County currently has a boat launch in this location, and there may be a possibility for the County to acquire land in the area for a larger-scale park that would offer access to the River. The Park could potentially be located on either the east or west sides of the Highway, or both. Any land acquired on the west side of Highway 26 could easily be connected to the Lake Koshkonong Wildlife Area. Again, the City will explore opportunities to work with the County to acquire parkland in this area.

The final Special Purpose Park that the city has identified and is in the process of raising funds for is a skate park (Wheels Park). The park will be added to Ralph Park and include 6,000 square feet of surface, rails, ramps, an open bowl, and several other different challenges. The park will accommodate skateboards, bikes, and scooters. If donations continue, this park would make an important addition to the community and offer a completely new recreational amenity for residents. If/when this facility is installed, it will be necessary to analyze access to and from Ralph Park so that users of the skate park (mainly teens) can easily get to and from the facility.

As the City plans for future parks, it will also explore the appropriate balance between providing small parks within each neighborhood and combining lands to establish larger parks that are more cost effective to maintain and that can contain more, and larger, facilities. Where smaller neighborhood-oriented parks are desired or needed, the City will identify strategies for providing for and maintaining these parks cost effectively. For example, smaller neighborhood parks could be maintained by a Homeowners' Association rather than by the City. Or, small areas of parkland could be acquired at the edges of new subdivisions. When the adjacent land is developed, another piece of parkland abutting the existing parkland from the previous subdivision can be then acquired by City, eventually creating a larger park that is accessible to and serves the residents in all the subdivisions.

Conservancy Parks

As discussed above, the City recognizes that the provision of Neighborhood, Community, and Special Purpose Parks does not serve as substitute for the need to continue to acquire environmentally sensitive lands and to provide nature-based recreation opportunities. As the City grows, it will continue to explore opportunities for establishing new Conservancy Parks as part of other Neighborhood or Community Park acquisitions, or in other cases as standalone park areas. Furthermore, linear greenways owned by the City for the purposes of protecting environmental corridors or for stormwater and flood management may also be used for passive recreation and should be explored for their potential to accommodate trails.

The City will also collaborate with surrounding towns, Jefferson County, and WisDNR to facilitate the acquisition of additional land surrounding Rose Lake State Natural Area, to enhance recreational opportunities associated with the area, and to better connect it with the City and the Glacial River Trail

As a matter of policy, areas dedicated within a subdivision for stormwater management will not be accepted by the City as dedicated parkland under the provisions of the City's Land Division Ordinance.

Continue to Make Upgrades and Enhancements to Existing Parks

In addition to providing new park facilities throughout the community, the City will continue to ensure that existing parks are well maintained and are upgraded and improved to accommodate the needs of residents and visitors as funds become available. Figure 9.5 below lists the City's planned long-term park improvements. The City plans to explore extensions to the Downtown Riverwalk. This could be on the north side of the Rock River or west of the Robert Street Bridge with connections to Rock River Park. Although both will be challenging, it would further enhance alternative access downtown. As the City grows, it will continue to consider opportunities to expand the Riverwalk.

In planning for the future, capital improvement plans are key in identifying and prioritizing projects and funds. The City currently incorporates parks projects within its city-wide capital improvements plan.

Figure 9.5: Planned Improvements to Existing Parks

Park Name	Planned Improvements
Rock River Park	• Acquire the four former homes (Jefferson County-owned) along the west side of the park's Highway 106 entrance. If/when acquired, install a new gateway or landscaping feature on the land. • Install new playground equipment at Clubhouse • Resurface basketball court • Improve trail routes • Install drinking fountain • Enhance clubhouse parking • Continue archery upgrades
Memorial Park	• Upgrade spectator seating • Expand parking areas • Expand ballfield fence distances
Ralph Park	• Construct skate/wheels park • Replace and expand picnic shelter • Potentially add parking
Jones Park	• Add playground and/or fitness equipment • Parking lot addition • Tree planting program • New shelter on east boundary, convert current shelter to storage • Potentially relocate and expand United Grove community garden
Barrie Park	• Trees/shade
Endl Park	• Drinking fountain • Picnic area • Swings
Lorman Bicentennial Park	• Add trees/shade
Bark River Nature Park	• Interpretive signage • Improved trails, including cross-country skiing
Haumerson's Pond	• Add greenspace • Improvement parking and roadway • Enhance area adjacent to warming house for three-season use • Aeration of pond
Riverside Park	• Improvement of fishing and picnic areas • Consider trail connection to Robert Street
Klement Park	• Expansion of picnic facilities • Lighting for boat launch
Lions Park	• Drinking fountain • Sculpture additions
Wilcox Park	• Nothing new planned
Trailway Park	• Nothing new planned
Arrowhead Park	• Install drain tile • Playground equipment • Walkway

Promote Bike and Pedestrian Connections Between Parks

In addition to future parks, Map 10 also shows proposed conceptual locations for future trails, multi-use paths, and on and off-street bike facilities. Such connections ensure that all residents will have safe and convenient access to the City's park system and will accommodate bike and pedestrian activity for both recreation and transportation. The implementation of these facilities should continue to be planned for through the Jefferson County Bicycle and Pedestrian Plan. See the Transportation chapter for more details on these facilities.

Other identified connections include:

- Converting the rail line from North Main Street to the northern city limits with connections to Ralph Park, neighborhoods, and the existing multi-use trail.
- Create a new on and off-road trail from Rock River Park to Fort Atkinson High School and from there to the new residential development near Hoard Road.
- Create a new off-road trail from Rock River Park, along Montclair Place, to Highway 26.
- New multi-use path on Riverside Drive from Robert St. to Rock River Park.
- Widen the sidewalk over the Robert Street Bridge.

Consider a Variety of Approaches for Funding Parkland Acquisition and Improvements

Additions and enhancements to the City's park system will be financed through a combination of developer parkland dedications, fees-in-lieu-of-land payments, and possibly park improvement impact fee dollars. Whenever possible, locally generated funding should be used as "match" for State and Federal funds through the Stewardship Program, discussed in more detail below.

Land Dedication, Fees-in-lieu of Dedication, and Park Improvement Fees

The City will continue to require residential developers to dedicate parkland or pay a fee-in-lieu of land dedication. Land dedication and fee-in-lieu of dedication requirements will be based on the number of residential units being developed. Fees-in-lieu of dedication should reflect the current cost of acquiring land suitable for neighborhood park development. The City's current fees-in-lieu of land dedication is $1,600 per dwelling unit or lot, or 8% raw land value. The City will continue to update its land division ordinance as necessary to ensure that fee-in-lieu of dedication requirements reflect up-to-date land costs and parkland level of service standards as described in this chapter.

In addition to land dedication and fees-in-lieu of dedication, many communities in Wisconsin are also charging park improvement fees, which are intended to fund certain park improvements, as permitted under State Statutes. The City may consider the preparation of a Needs Assessment to determine the appropriate amount for park improvements. The information in this chapter can be used as a foundation starting point for this assessment, if the City ever chooses to pursue this option.

Stewardship Grants

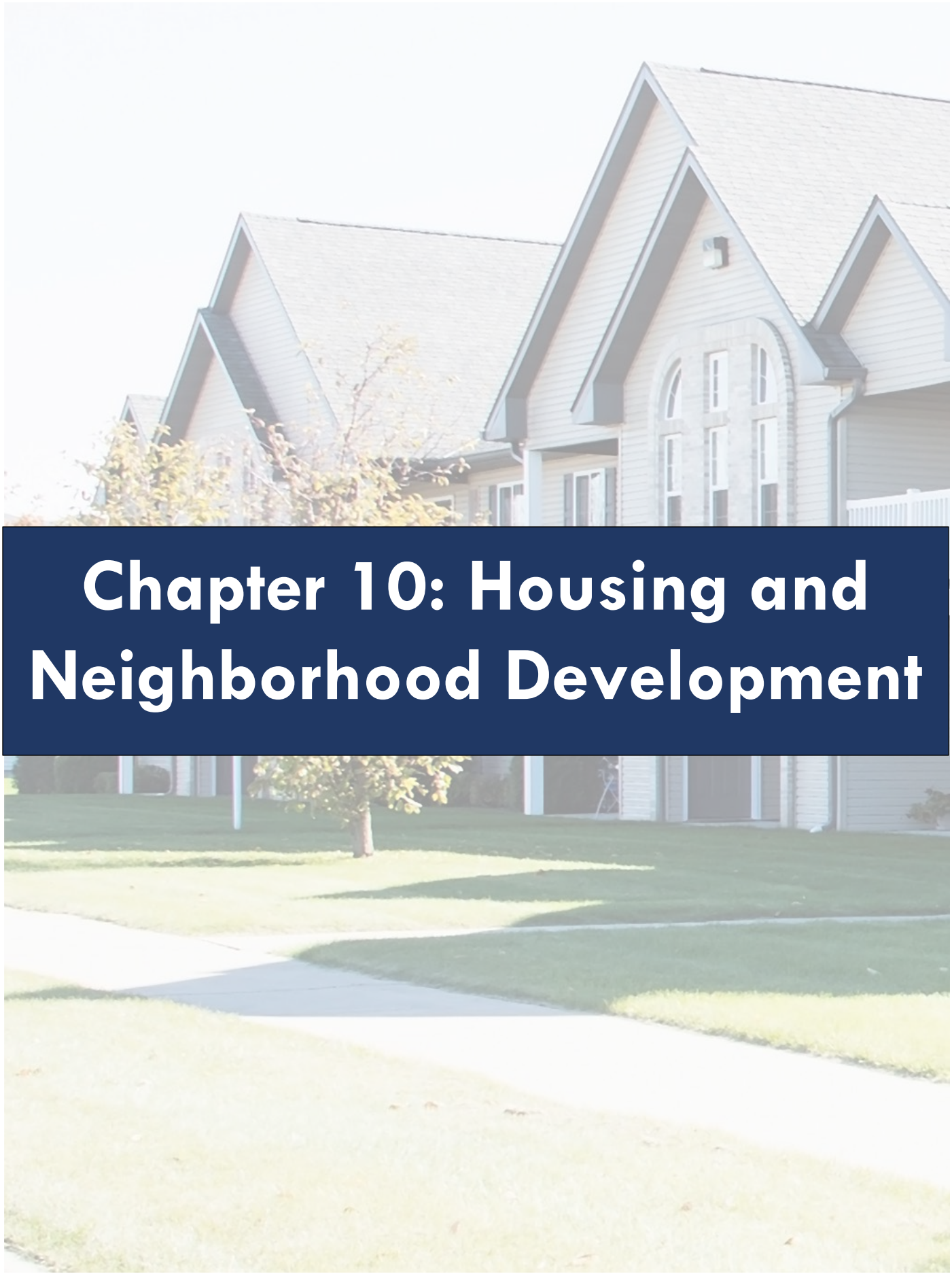
The Knowles-Nelson Stewardship Program is a Wisconsin Department of Natural Resources program that functions as an "umbrella" or single-source application program for a wide variety of State and Federal funding programs. The WisDNR program enables communities to use a single application to apply for funding from numerous funding sources which can be used for acquisition of land, plus development of trails, parks, and natural areas. Most of the Stewardship Program funding sources require a local "matching" contribution. The "match" can consist of a combination of municipal funds, private sector or foundation donations, and other in-kind donations of time, labor or materials.

The only way to become Stewardship grant eligible is through the completion of a Comprehensive Outdoor Recreation Plan, adopting the plan by formal resolution, approval by the WisDNR, and continuously updating the document every five years. Completing the plan is the first step to fully understanding the existing and future demands of Fort Atkinson's park system. In most municipalities, this document is used as the guide for prioritization of projects and future allocation of resources. If the City chooses to pursue this option in the future, this chapter will be the baseline for the analysis, inventory, assessment, and documentation needed. If a CORP is completed, the City can then utilize it to consider and submit future grant applications for prioritized projects.

Private Fund Raising

The Fort Atkinson Community Foundation and other private organizations have funded the majority of major park and recreation improvements in the City. The City will continue to coordinate its park acquisition and improvement programming with these organizations in order to maximize the opportunity for using private contributions as a "match" for State and Federal funding assistance.

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Chapter 10: Housing and Neighborhood Development

Chapter 10: Housing and Neighborhood Development

Recommendations Summary

Support the development of a variety of housing types.

Promote the use of Traditional Neighborhood Design for new neighborhoods/subdivisions.

Require the preparation of detailed neighborhoods plans before new subdivision development occurs.

Background

A community's housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land user in the developed portions of Fort Atkinson. Housing not only provides shelter, but neighborhoods also help to establish a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City, along with promoting high-quality, interconnected, well designed, and well-functioning neighborhoods.

Existing Housing Framework

From 1990 to 2016, the City's total housing stock increased 30 percent, from 4,074 to 5,285 housing units, however, most of that increase occurred during the 1990s and early 2000s. Since 2010, the housing stock has essentially flat lined, seeing relatively no change. As shown in Figure 10.1, most housing units in Fort Atkinson are single family homes but, over time the percentage of multi-family units in the City has gradually increased. Both trends are common in many small communities around the state because of both the Great Recession and changing housing and demographic choices.

As mentioned in the Issues and Opportunities Chapter, adapting to demographic shifts, changing housing preferences, and increasing housing diversity are key to the long-term sustained growth of the city. Both locally and nationally, the aging and Latino populations are growing, wages are stagnant, student loan debt is compounding, more people are living at or near the poverty line, people are waiting longer to get married and start a family, and younger generations are prioritizing mobility more than ever. All of these trends, however, provide opportunities for the city. By increasing the diversity in housing stock beyond single family dwellings, Fort Atkinson can attract new residents, accommodate changing housing preferences, increase affordability, and grow its population.

Addressing affordable housing is a priority for communities all over Wisconsin, including Fort Atkinson. Regardless of income level, housing is considered affordable if households spend no more than 30% of their gross income on housing costs. Any household that exceeds 30% is considered cost burdened. The U.S. Department of Housing and Urban Development compiles and calculates data on the extent of housing problems and housing needs for low income families. They use median household incomes and the average cost for renters and homeowners to calculate the number of cost burdened households across the country. According to HUD's most recent data and Comprehensive Housing Affordability Strategy report, just over 30% of Fort Atkinson households spend over 30% of their income on housing costs and 13% spend over 50% of their income on housing costs. While the city's figures are on par with both Jefferson County and the state, there is significant room for improvement when it comes to increasing access to affordable housing throughout Wisconsin.

Figure 10.3 illustrates the age of the City's housing stock. This characteristic is sometimes used as a measure of the general condition of the local housing supply. More than half of Fort Atkinson's housing was built before 1969, and nearly 30 percent was built prior to 1940. However, since 1990 nearly 20% of the city's housing stock has been built. Given that Fort Atkinson has over a hundred years of history it is not surprising that much of the housing stock was built before 1969. Nevertheless, a casual survey of the housing stock in the City reveals that housing is in generally good condition, regardless of age.

Figure 10.1: Fort Atkinson Units per Structure Type

	1990 Percent of Total	2000 Percent of Total	2010 Percent of Total
Single Family	71%	67%	72%
Two Family	11%	12%	8%
Multi-Family	18%	21%	20%

**Source: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates.*
Source: U.S. Census Bureau, 1990 and 2000.

Figure 10.2: Percentage of Total Households that are Housing Cost Burdened

	Fort Atkinson	Jefferson County	Wisconsin
Cost Burden <=30%	69%	72%	70%
Cost Burden >30% to <=50%	18%	17%	17%
Cost Burden >50%	13%	11%	13%

Source: U.S. HUD 2018 CHAS data calculated using ACS 2011-15.

Figure 10.3: Age of Housing Structure

	2010 Percentage of Housing Stock*	2016 Percentage of Housing Stock**
1939 or Earlier	33%	28%
1940-1949	8%	5%
1950-1959	10%	12%
1960-1969	10%	11%
1970-1979	14%	15%
1980-1989	7%	10%
1990-1999	11%	11%
2000-2009	8%	8%
2010 or Newer		0.4%

**Source: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates.*
***Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*

Housing Programs

Several housing programs are available to Fort Atkinson residents, including, but not limited to, the following.

Wisconsin Housing and Economic Development Authority (WHEDA)

The state offers home buyer education, home loan lenders, and a variety of programs for purchasing or refinancing. They also work with municipalities and developers in promoting new affordable housing units throughout the state using low income housing tax credits (LIHTC). There are two types of LIHTC's that WHEDA administers, the 9% Federal Housing Tax Credit and the 4% State Housing Tax Credit.

Community Development Block Grant (CDBG) Small Cities Housing Program

Local governments and counties can apply for CDBG funds for a variety of projects to principally benefit low- and moderate-income households. Eligible projects include home rehabilitation assistance, programs to provide homeownership opportunities to renters, payment of relocation costs, small public facilities projects, demolition or removal of buildings, conversion of buildings to low- or moderate-income dwelling units, acquisition of property for the construction of low- to moderate-income dwelling units, and site improvements for the construction of low- to moderate-income dwelling units. This program is administered by the Wisconsin Department of Administration, Division of Energy, Housing, and Community Resources (DEHCR).

HOME Investment Partnerships Program

Federal grants that provides money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. Wisconsin prioritized homeownership and the conservation of quality owner-occupied housing for these federal funds. Homebuyer assistance and owner-occupied rehabilitation are some of the eligible activities the DEHCR offers.

Housing Cost Reduction Initiative (HCRI)

This is another DEHCR program using state funds to award grant money to homebuyers for the purchase of affordable homes or to prevent of foreclosure. Eligible grant applicants include: counties, cities, village, or towns, among other non-profit and other organizations.

HOME Consortium

A 4-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents in Jefferson, Ozaukee, Washington, and Waukesha Counties. The Consortium works together to form a Participating Jurisdiction and become more eligible to receive formula funding through the HOME program.

Community Action Coalition for South Central Wisconsin

The CAC offers a wide variety of programs and workshops to help landlords, home owners, renters, and the homeless. The organization also offers low income housing throughout Jefferson County with 8 different locations within Fort Atkinson that provide subsidized rent to individuals in need.

Leveraging Tax Increment Districts

In 2009, the state amended the TIF law to allow municipalities to keep a district open for an additional year and allocate that increment to affordable housing. In the future, Fort Atkinson should use this strategy in successful and expiring TID's to provide additional funds for affordable housing units in the city.

Existing Neighborhoods

The City's existing neighborhoods provide some affordable housing, a potential template for future residential development, and help to define the character of the City. As in most small communities in Wisconsin, Fort Atkinson's most established neighborhoods are located surrounding the downtown. Built on small lots conforming to a linear and interconnected street pattern, these neighborhoods are also characterized by tree lined streets and primarily single-family homes. Small areas of multi-family development are found scattered around

the city, mostly on the south side and immediately surrounding the downtown.

Newer residential subdivisions are located along the periphery of the City, and are characterized by a more curvilinear street pattern, an increased number of cul-de-sacs, and slightly larger lots. Although comprised mostly of single-family homes, two-family, and multi-family development has also been built in new residential areas.

Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

1. Provide a variety of housing and neighborhood options at a range of designs, densities and costs to accommodate the needs of existing and future residents.

Objectives:

1. Encourage new neighborhoods to include a range of housing types, densities, and costs.
2. Encourage a mix of high-quality affordable housing options.
3. Encourage Traditional Neighborhood Design in new neighborhoods.
4. Promote the maintenance and rehabilitation of the existing housing stock.

Policies:

1. Based on the land demand analysis included in the Land Use chapter and shown on the Future Land Use maps, plan for a sufficient supply of developable land that includes a diversity of housing for a variety of income levels (including low- and moderate-income residents) and age groups (including young couples and seniors).
2. Direct new City housing and orientation of neighborhoods to areas that have convenient access to commercial and recreational facilities, transportation systems, schools, parks, shopping, jobs, community gathering places, mixed-use centers, and green spaces.
3. To encourage social interaction and a better sense of place, promote and prioritize the design of new City neighborhoods in accordance with Traditional Neighborhood Design principles, as described later in this chapter.
4. In the rewrite of the Zoning and Land Development and Division ordinances incorporate Traditional Neighborhood Design principles where applicable.
5. Encourage initiatives through the rewrite of the Zoning and Land Development and Division ordinances and utilization of a variety of funding sources to help strengthen existing neighborhoods through the maintenance of the housing stock; promotion of home ownership; creative reuse of vacant or under-utilized buildings; infill development; and development, maintenance, and improvement of parks and street infrastructure.
6. Require that the development of new neighborhoods matches the City's historic housing mix. In general, not less than 65 percent of all new housing units in any new Planned Neighborhood represented on Map 7 should be single-family units.
7. Phase residential development in a manner consistent with public facility and service capacity.
8. Through neighborhood development and site-specific plans locate multi-family housing 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. Through neighborhood development plans and
9. Require high-quality design for multi-family developments.
10. Ensure that each new residential development incorporates an adequate mix of housing styles, layouts, and colors to avoid monotony through the addition of guidelines in the Zoning and Land Development and Division ordinances.
11. Promote development of an adequate supply of high-quality senior housing options through

encouraging a variety of new affordable housing options on both infill and new development sites. Direct senior housing developments to areas that are close to services that seniors typically require. Logical locations may include the downtown area, the Madison Avenue corridor, and near health care facilities.

12. Promote residential uses in the upper stories of Downtown buildings through encouraging and promoting increased attractions, businesses, and walkability in an effort to enhance the viability and vitality of the Downtown area.
13. Limit housing development in rural areas at and beyond the City's fringe, except in areas specifically shown for residential development on Map 8 through specifying density thresholds in the rewrite of the Land Development and Division code.
14. Market the city's affordability compared to nearby metro areas, access to amenities, and proximity to job centers in order to attract new residents.

Housing and Neighborhood Development Programs and Recommendations

Support the Provision of Quality Living Environments

Throughout this planning process, the various public participation elements, and previous plans, several housing policy and program priorities emerged. They center around providing high-quality, affordable housing options, while also retaining the existing neighborhood settings in the community. The following strategies will be explored to further these ideas:

Promote the maintenance of older neighborhoods

The existing housing stock in Fort Atkinson is an important component of the affordable housing supply, provided that housing continues to be well maintained. This can be accomplished through:

- Using Community Development Block Grants, loans, or other programs described in this chapter for housing rehabilitation and to promote more home ownership in older neighborhoods. See the Housing Program section above for more details.
- Rewriting the zoning code to include standards that allow flexibility in redevelopment projects and promote infill/reinvestment. This will be applied through flexible sign, landscaping, and building design standards in addition to developing districts that allow for a wide mix of uses.
- Develop a plan for ongoing infrastructure maintenance through mapping specific corridors and blocks where sidewalk replacement, street resurfacing, park equipment replacement, and other similar initiatives should be prioritized (i.e. Milwaukee Street, Park Street, Janesville Avenue, Whitewater Avenue, etc.).

Support new housing downtown

As part of ongoing downtown revitalization efforts, the City will continue to emphasize the upgrade and conversion of upper story spaces into housing. This can be accomplished by:

- Providing low cost loans ready made for specific sites
- Planning and or developing sketches for concepts on specific lots in the downtown
- Developing a planned aesthetic for downtown that can be implemented over the next decades, including street lighting, signage, trees, art, sidewalk, and pedestrian improvements

Additional downtown redevelopment sites are identified on Map 7 and presented in the Land Use chapter.

Encourage smaller new lot sizes

The City will encourage residential lot sizes smaller than 8,250 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design (this could be a subdivision or zoning ordinance requirement). Smaller lot sizes result in lower development costs, lower lot prices, more affordable

housing units, and a more compact land use pattern that uses land more efficiently. Lots as small as 5,000 square feet and as narrow as 50 feet, particularly when combined with rear alley access, are becoming increasingly common in southern Wisconsin (also see description of Traditional Neighborhood Design below).

Foster new entry-level affordable housing in the city

Many cities have experienced an overall lack of new residential development since the recession and anything that has been built is higher-end single-family homes. In an attempt to counter those trends and restart residential development, non-profits and public organizations have started acquiring developable residential land to help foster new housing development. Usually the land is an unfinished subdivision or platted area where some infrastructure may already be in place. The idea is for the organization to own the land and allow individuals or developers to build homes on it. In turn, the City receives new taxes on the land and homes, the houses are much less expensive because land is not being purchased, and residential development is kick started again. This is an idea for the City, other local organizations, or large employers to consider and would be an effective way to reduce the existing barriers to home ownership in the city.

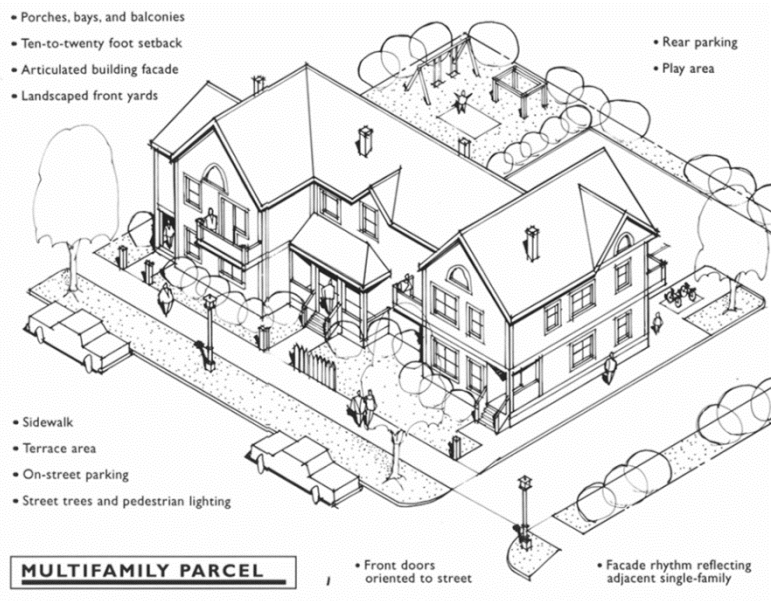
Require well-designed multi-family housing

Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. To address these issues, the City will continue to enforce design standards for these types of developments and include even more design standards in the rewrite of the Zoning and Land Development and Division ordinances, similar to those presented in Figure 10.4, and ensure that their location and quantity is compatible with the setting.

Promote "live-work" opportunities

In Fort Atkinson, specifically intended live-work, mixed-use development projects may be appropriate as a redevelopment project in the northeast side of the City on the former Kmart site: (1309 North High Street) and in the Downtown. More information on these opportunities, along with a definition of live-work development is included in the Economic Development chapter. More broadly, zoning standards related to home occupations that allow for an appropriate range of options, while still protecting the integrity of the surrounding neighborhood will be addressed in the rewrite of the zoning code.

Figure 10.4: Recommended Design Standards for Multi-Family Developments



Promote Traditional Neighborhood Design for New Neighborhoods

For areas designated as "Planned Neighborhoods" on the Future Land Use maps, the City intends to promote what is commonly referred to as Traditional Neighborhood Design. The implementation of Traditional Neighborhood Design will:

- Integrate a diversity of high-quality housing types to accommodate a variety of lifestyles and age groups;
- Ensure the long-term preservation of Fort Atkinson's small-city character;
- Provide housing, parks, and schools within walking distance of shops, services, and/or jobs;
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike;
- Preserve environmental systems that define, sustain, and connect neighborhoods and communities.
- Provide neighborhoods that make efficient use of land and reflect neighborhood styles common in communities before World War II.

In the design and approval of new neighborhoods (subdivisions), the City and developers should employ the following Traditional Neighborhood Design principles.

Establish Community Gathering Places

Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other community facilities.

Provide Housing Variety

Incorporate a variety of housing types in a compact and interconnected form, paying particular attention to the scale of buildings, walking distances, and the design of other neighborhood features such as street lights and signage. Still, at least 65 percent of housing should be single-family detached units.

Blend Land Uses

Integrate neighborhood-scale commercial and office uses and other small-scale community facilities in appropriate locations, generally along busier streets and intersections to draw on a broader market. Bring housing into upper stories of such developments, where appropriate.

Promote Walkability

Design the neighborhood to facilitate pedestrian movement that enhances mobility within the neighborhood and connectivity between other neighborhoods and nearby destinations, such as parks, schools, and business and job districts. Provide sidewalks and/or paths along all streets, and multi-use trails in the environmental corridor and park network. Require street trees to be planted along all new streets.

Promote Street Connectivity

Interconnect nearly all streets both within the neighborhood and to existing and future adjoining neighborhoods. Only create new cul-de-sacs in places where environmental features and odd property configurations require them.



Street trees and pedestrian lighting, modest building setbacks, landscaped front yards, balconies and porches are all characteristics of traditional neighborhood design

Calm Traffic

Accommodate on-street parking and promote narrower streets to calm traffic and increase pedestrian safety. Consider other traffic calming approaches on a case-by-case basis, such as traffic circles and medians. Integrate landscaped medians and boulevards into new neighborhood entryways and collector streets, using the City's mature neighborhoods as a model (e.g., Blackhawk Drive, Endl Boulevards). These new boulevards may also serve stormwater management functions.

Establish Street Activity

Focus new homes toward the street, and incorporate site and building design strategies like decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment. Set back garages from the main body of the house wherever possible and incorporate alley-loaded garage options where practical. All of these strategies should be incorporated into the rewrite of the Zoning and Land Development and Division ordinances.

Intertwine Natural Areas

Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management. Provide adequate vegetated buffers between development and natural features. See Map 6, 7, and 8 for the Environmental Corridors within the City's Extraterritorial Jurisdiction.



Example of a neighborhood street cross section: narrow streets and on-street parking help calm traffic and increase pedestrian safety

In order to implement these standards, the City will consider the following elements in the Zoning and Land Development and Division ordinance rewrite:

- Create neighborhood design guidelines that incorporate the principals of a Traditional Neighborhood zoning district.
- Support the development of mixed-use buildings and sites (e.g., first floor commercial, upstairs apartments) by allowing such uses as permitted-by-right in neighborhood commercial and certain multiple family zoning districts.
- Incorporate design standards for multiple family housing in the zoning ordinance to ensure high-quality multi-family components of these neighborhoods (see Figure 10.4).
- Consider anti-monotony and other design standards in the zoning ordinance for single family subdivisions, to enhance architectural diversity and avoid "garage-scape" street scenes.
- Integrate build-to lines and additional setback dimensions for garages, porches, and all principal and accessory structures to produce more form-based bulk regulations.



A local example of a very successful subdivision that includes many Traditional Neighborhood Design elements can be found in the Grandview Commons subdivision in Madison. It includes narrow, interconnected streets, alley loaded garages, reduced building setbacks, a mix of uses and housing types, central open space, street trees, and sidewalks. Due to the success of this development, several other subdivisions throughout the Madison Metro Area have been built with similar elements based on this model.

Require Neighborhood Development Plans in Advance of Development

The Land Use chapter includes a description of the "Planned Neighborhood" future land use category, which is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. These areas are mapped on Maps 7 and 8 for future development in different parts of the City.

Because of the complexity associated with developing well-thought-out "Planned Neighborhood" areas, with Traditional Neighborhood Design principals, the City will require detailed neighborhood development plans to further guide development of these areas. A neighborhood development plan should be prepared by a developer, a group of property owners, or the City in advance of the approval of individual subdivision plats within the area it covers.

Neighborhood development plans specify characteristics such as land use mix, density, street layouts, open space, and stormwater management features in greater detail than is possible within this Plan. These plans also suggest important connections between individual property ownerships and future subdivision plats. Neighborhood development plans should ideally be adopted as a detailed component of the City's Comprehensive Plan once they are completed and accepted by the City.

Support the Development of Cooperative Housing or Co-Housing in the City

To support affordable and unique housing options, the City will remain open to the idea of cooperative housing or co-housing options in appropriate locations.

Residents of a housing cooperative own a share in a corporation that owns or leases the buildings and/or land in which they live. All shareholders are entitled to live in a specific home or unit on the property and have a vote in the corporation. Shareholders pay for their proportionate share of the amount it costs to run the cooperative, including underlying mortgage payments, property taxes, management and maintenance costs, insurance, utilities, and costs associated with any reserve funds. Although housing cooperatives can be comprised of any housing type—including townhouses, apartments, single-family homes, and senior housing units—the common thread among all co-ops is democratic control by all members of the cooperative. This is typically accomplished by maintaining volunteer boards of directors that are elected by all co-op members. Many co-ops also have committees that are responsible for overseeing things like activities and newsletters. Maintenance is either handled by co-op members or by a hired manager or management company.

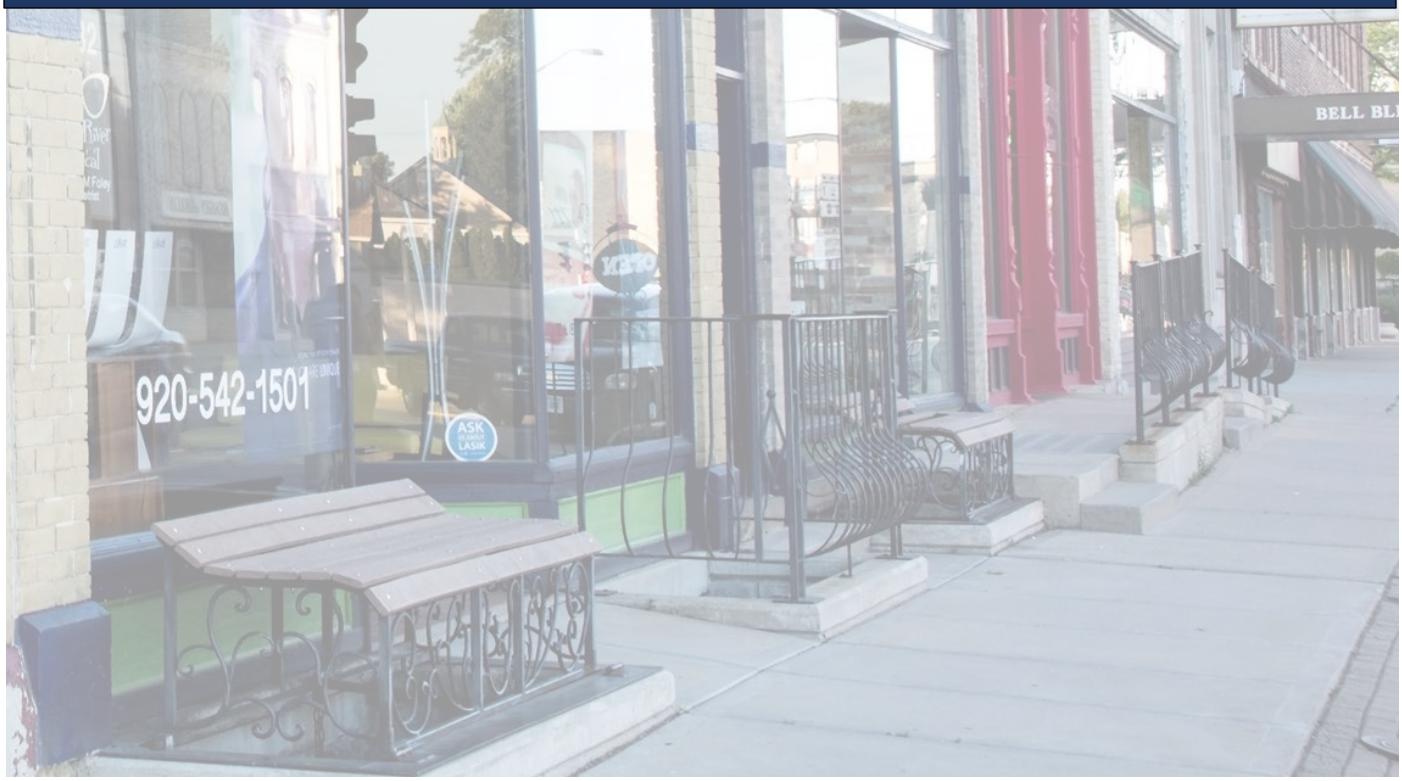
There are also types of housing arrangements that are similar to housing cooperatives in that they are democratically run by residents, but they may or may not be cooperatively owned. These include co-housing. Co-housing offers residents a strong community environment. They often have extensive common amenities, such as a common house and common open space and recreation areas. Co-housing developments are managed by the residents, but few are cooperatively owned. Rather, they are typically set up like condominiums.

Allow Alternative Affordable Housing Options

Another affordable housing option that can be incorporated into the rewrite of the zoning code is allowing mother-in-law suites and accessory dwelling units on single-family lots. Both utilize existing development, require no new land to be developed, and offer a cost-effective approach to maximizing single-family housing. A mother-in-law suite or accessory dwelling unit allows the city to react to many of the demographic trends previously described by allowing aging adults and young people an alternative living situation. In appropriate locations within the city, allowing these additional uses in single-family neighborhoods can be a simple zoning ordinance change that provides another affordable housing option within the city.



Chapter 11: Economic Development



Chapter 11: Economic Development

Recommendations Summary

Work with existing businesses and potential entrepreneurs to advance economic growth.

Promote the development and expansion of the Robert Klement Business Park in a manner that allows for economic growth while preserving nearby natural features.

Consider preparing a corridor plan for Janesville Avenue to guide redevelopment and City investments there.

Continue to invest in downtown redevelopment and rehabilitation efforts.

Help plan, guide, and facilitate the Fort HealthCare move, if/when it takes place.

Background

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the City's economic base. This chapter includes an assessment of new businesses and industries desired in the City, an assessment of the community's strengths and weaknesses with respect to attracting and retaining businesses and industries, and recommended strategies for economic development and redevelopment.

Economic Development Framework

Labor Force

The City's labor force is the portion of the population employed or available for work. It includes people who are in the armed forces, employed, unemployed, or actively seeking employment. As of 2016, 6,430 residents, or 66%, of City residents age 16 or older were in the labor force. Of this total, 6% were unemployed.

The percentage of the City's labor force employed by sector in 2010 compared to 2016 is shown in Figure 11.1. Almost 30 percent of Fort Atkinson's labor force is employed in the management, business, science, and arts sectors, and over 20 percent in both the service and sales sectors. Over the years, the city has experienced a shift in the major occupations of its labor force. Since 2000, health, education, and general technology-related jobs have increased, while manufacturing has decreased. This is partly due to the strong rise of the health care industry in Fort Atkinson and technological innovations in the manufacturing industry and factories leaving the city.

South Central Wisconsin's employment projections were provided by the Wisconsin Department of Workforce Development. While the data is not at the county or city level, it does offer a broad context to which occupations are projected to grow more quickly than others in this area of the state. One of the key projections for Fort Atkinson is that both healthcare practitioners and support staff is projected to grow over the next decade, and because Fort HealthCare is the largest employer in the city, this could have significant impact in the future. Projections are not available at the City level.

Educational Attainment

Educational attainment is another characteristic of a community's labor force. Between 2000-2016, Fort Atkinson, like many other neighboring communities, saw a gradual increase in both the percentage of residents who have graduated high school and obtained a bachelor's degrees. Additionally, the city's percentages in both areas were very comparable to other surrounding communities. In general, it is a positive sign that the city continues to reach higher educational attainment, but there is always an opportunity to improve over the coming years.

Income Data

Figure 11.4 presents income statistics for the City of Fort Atkinson and nearby communities. As previously mentioned, the Recession had a significant impact on the entire economy and Fort Atkinson, among several other comparable communities, has experienced a slow recovery since. This is evident in the sharp increase seen in median household income between 2000-2010, and the drop off since. However, on a positive note, per capita income has experienced some increase since 2010. In general, Fort Atkinson has comparable averages for both metrics over the time period.

Commuting Patterns

In 2016, Fort Atkinson residents spent an average of just over 17 minutes commuting to work and just over 22% of the City's workers traveled outside of Jefferson County for employment. This is low relative to other communities in the area, suggesting that the community has a relatively strong local job base. Additionally, over 82 percent of workers traveled to work alone, while approximately 10 percent carpooled. In general, residents' commuting patterns have stayed relatively the same to where they were in 2000.

Economic Base Analysis

The City of Fort Atkinson has several significant industries, several of which are manufacturing-related. Figure 11.5 lists the City's largest private employers. The School District is the largest public employer.

Figure 11.1: Occupational Groups, 2000

Occupational Group	Labor Force In 2010*	Percentage of Labor Force in 2010*	Labor Force in 2016**	Percentage of Labor Force in 2016**
Management, Business, Science, and Arts Occupations	1,566	26%	1,832	28%
Service Occupations	1,342	22%	1,381	21%
Sales and Office Occupations	1,385	23%	1m381	21%
Natural Resources, Construction, and Maintenance Occupations	438	7%	626	10%
Production, Transportation, and Material Moving Occupations	1,308	22%	1,237	19%
Civilian Employed Population 16 Years and Over	**6,039**		**6,430**	

**Source: U.S. Census Bureau, 2010.*
***Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.*

Figure 11.2: South Central Wisconsin* Employment Projections

Occupational Group	Change in Employment 2014-2024	Median Annual Wage
All Occupations	8%	$37,880
Management	8%	$92,072
Business and Financial	10%	$59,529
Computer and Mathematical	26%	$71,989
Architecture and Engineering	10%	$66,174
Life, Physical, and Social Service	12%	$56,408
Community and Social Services	8%	$42,663
Legal	4%	$65,558
Education, Training, and Library	4%	$43,519
Arts, Entertainment, and Media	5%	$44,236
Healthcare Practitioners	7%	$65,279
Healthcare Support	18%	$30,454
Protective Services	3%	$38,051
Food Preparation and Service	12%	$19,645
Building and Grounds Maintenance	10%	$22,740
Personal Care and Service	22%	$22,612
Sales and Related	6%	$25,516
Office and Administrative Support	1%	$34,635
Farming, Fishing, and Forestry	1%	$28,160
Construction and Extraction	11%	$50,390
Installation, Maintenance, and Repair	8%	$44,331
Production	2%	$32,945
Transportation and Material Moving	7%	$30,876

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015
**South Central Wisconsin Includes: Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties*

Figure 11.3: Educational Attainment, 2000

	Percent High School Graduates			Percent Bachelor's Degree or Higher		
	2000[1]	2010[2]	2016[3]	2000[1]	2010[2]	2016[3]
City of Fort Atkinson	**87%**	**87%**	**88%**	**20%**	**24%**	**22%**
Town of Jefferson	80%	88%	91%	12%	19%	19%
Town of Koshkonong	87%	92%	93%	20%	27%	31%
Village of Johnson Creek	86%	91%	94%	16%	24%	33%
City of Jefferson	78%	87%	90%	13%	19%	19%
City of Lake Mills	89%	92%	92%	27%	33%	36%
City of Waterloo	83%	88%	85%	16%	13%	15%
City of Watertown	82%	86%	90%	16%	21%	21%
City of Whitewater	81%	90%	91%	32%	32%	35%
Jefferson County	85%	90%	91%	17%	23%	24%
Wisconsin	85%	89%	91%	22%	26%	28%

1. Source: U.S. Census Bureau, 2000 Census.
2. Source: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates.
3. Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

Figure 11.4: Income Comparisons

	Median Household Income			Per Capita Income		
	2000[1]	2010[2]	2016[3]	2000[1]	2010[2]	2016[3]
City of Fort Atkinson	**$43,807**	**$52,345**	**$46,602**	**$21,008**	**$23,782**	**$25,881**
Town of Jefferson	$52,813	$57,853	$65,104	$23,327	$25,758	$32,837
Town of Koshkonong	$60,000	$64,030	$81,542	$24,100	$27,094	$35,424
Village of Johnson Creek	$45,694	$60,345	$70,074	$19,671	$24,738	$28,960
City of Jefferson	$40,962	$45,145	$50,016	$19,124	$21,922	$24,051
City of Lake Mills	$44,132	$55,029	$60,302	$21,929	$28,076	$27,150
City of Waterloo	$49,221	$50,221	$73,594	$22,099	$23,011	$27,555
City of Watertown	$42,562	$50,653	$46,361	$18,977	$21,806	$23,392
City of Whitewater	$31,793	$30,049	$30,934	$13,965	$18,288	$14,943
Jefferson County	$46,901	$54,769	$57,290	$21,236	$24,729	$27,272
Wisconsin	$43,791	$51,598	$54,610	$21,271	$26,624	$29,253

1. Source: U.S. Census Bureau, 2000 Census.
2. Source: U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates.
3. Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

Figure 11.5: Major Private Sector Employers

Employer Name	Industry
Fort HealthCare	General Medical and Surgical Hospitals
Nasco	Professional Equipment Wholesaler
On-Cor Frozen Foods	Frozen Specialty Food Manufacturing
Opportunities Inc.	Vocational Rehabilitation Services
South Comm Communications	All Other Publishers
Fireside Dinner Theatre	Theater Companies and Dinner Theaters
Spacesaver	Office Furniture Manufacturing
Jones Dairy Farm	Meat Processing

Source: Wisconsin WORKnet

Environmentally Contaminated Sites

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

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of 2018, there were over 60 sites where an activity related to a potential contamination was documented by the DNR. Of those 60, over half still have continuing obligations meaning that certain actions by the owner are still required. However, there are currently only 3 open contaminated sites that were either in need of clean up or where cleanup was already underway. Of the 3 sites, just one is classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. The other two sites are classified as open environmental repair, or ERP sites. These sites are often older and have been releasing contaminants into the soil, groundwater, or air over a long period of time. One of the ERPs is located in the northeast portion of the City, and the second ERP is located along the railroad line. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur. Additionally, there is the potential that other sites may have environmental issues associated with them. Further site assessments would reveal this information and will be a critical step for many potential redevelopment projects in the future.

The locations of these environmentally contaminated sites were considered when making the land use recommendations. The City encourages remediation and redevelopment of these sites for economic development where appropriate, and will require appropriate remediation as a condition of any development approval.

State and County Economic Development Programs

The state operates several economic development related grant programs. For example, the Blueprint for Prosperity Initiative includes Wisconsin Technical College Wait List Reduction grants, High School Pupil Worker Training Grants, and Workforce Training Grants for Persons with Disabilities, and the Wisconsin Fast Forward program includes mainly worker training grants by sector. Both are run by the Wisconsin Department of Workforce Development. Additionally, the Community Development Investment Grant Program focuses on downtown community development and supports urban, small city, and rural communities in their redevelopment efforts. There are also, brownfield grants that include both a general program and site assessment program. Both are run by the Wisconsin Economic Development Corporation, which also hosts a wide variety of other grant programs that could be applied for by the city, non-profits, or local businesses.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

The Jefferson County Economic Development Consortium (JCEDC) was the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to implement Jefferson's Overall Economic Development Program and to achieve the economic development goals of the County.

In 2016, through the strategic planning process, the Glacial Heritage Development Partnership was formed as a non-profit 501(c)3 to promote the economic competitiveness of both Jefferson and Dodge County. At that point, the JCEDC folded into the Glacial Heritage Development Partnership to manage the implementation of the strategic plan, which outlines the goals and strategies for the partnership between 2017-2021. Most recently, the Glacial Heritage Development Partnership was rebranded to become THRIVE Economic Development.

City Economic Development Groups and Programs

Business development in the City was guided for many years by the long-standing Fort Atkinson Area Industrial Development Corporation (FAIDC) until 2017. At that point, the City established the Economic Development Commission in an effort to look at Fort Atkinson -specific economic issues, while allowing commission members to bring forth new ideas and generate goals. The commission consists of private business owners, organizational leaders, and elected officials. One of the first major projects the commission prioritized was conducting a TIF Feasibility Study in the Northeast Corridor to help spark redevelopment in the area.

The City also has a strong Chamber of Commerce, which has its headquarters in downtown Fort Atkinson. Along with providing value-added services and benefits for its members, the Chamber has a progressive and consistent business plan that covers economic development, tourism development and promotion, workforce development, and government relations and advocacy. Overall, at 400 members strong, the Chamber works to promote, enhance, and celebrate that which makes Fort Atkinson a very special place—the community's high quality of life.

Some of their work includes:

- A monthly newsletter called "Focus on Fort Atkinson" which is distributed to over 600 area business owners and executives.
- An up-to-date and comprehensive website, with active job postings, and numerous promotional pieces including a "Quality of Life Book," intended to target people and businesses interested in relocating to Fort Atkinson. It includes

information on education, housing, health care, businesses, and recreation in the City.

- A social media presence on Facebook with over 2,000 followers.
- A Tourism Commission that runs the local Farmer's Market, room tax, city marketing, and other festivals. The commission actively promotes a wide range of tourism activities for economic benefit, community awareness, and business opportunities.
- It is the local clearing house for all inquiries concerning retail/commercial and industrial space needs.
- A Revitalization Loan for storefront façade improvement available to Chamber Members.
- A gift certificate program that generates well over $100,000 into the retail sector annually.
- A well-established school-business partnership focused on workforce development.

The City's Revolving Loan Fund was established in 1987 using grant monies from Wisconsin's Community Development Block Grant Program and has been used to provide a source of financing for approximately fifteen eligible businesses wishing to expand in Fort Atkinson or relocate from another community.

The City of Fort Atkinson has three active Tax Incremental Financing (TIF) districts. TIF is used as a funding tool to facilitate desired development that would not happen "but for" the use of TIF. Incremental tax dollars collected from rising property values within a TIF district are used to finance public improvements and/or to narrow an evident funding gap for a private development investment. The City currently has three TIF Districts.

TIF District #6 was established in 1999. The district encompasses 211.7 acres and lies south of Hackbarth Road between Janesville Avenue and Poeppel Road. The purpose of establishing the district was to finance the land acquisition costs and infrastructure improvements necessary to develop Phase 1 of the Robert L. Klement Business Park, located at the south end of the City of Fort Atkinson.

TIF District #7 was established in 2000 and amended in 2003. It encompasses lands in the City's downtown business district. The district generally lies east of the Glacial River Trail, west of South High and Jefferson Streets, south of North Fourth Street and north of South Third Street. The District was established to finance acquisition costs, infrastructure improvements, and development assistance to revitalize portions of the downtown business district and riverfront.

TIF District #8 was established in 2009. The purpose of creating the district was to address the commercial and vacant parcels along Madison Avenue (Highway 12) and the Highway 26 bypass as well as comprehensively addressing properties to the south along Reena Avenue for bike/pedestrian connections and future utility and roadway expansions to the other side of the bypass.

Assessment of Desired Economic Development Focus

In order to adequately assess categories or particular types of new businesses and industries that would be desirable in Fort Atkinson, it is important to first understand the City's assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development (Figure 11.6). The Programs and Recommendations section below outlines the City's desired economic development focus for different areas of the City.

Figure 11.6: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Regional Location ▪ Between Madison and Milwaukee and near Chicago ▪ Tourist attractions ▪ Proximity to major universities	▪ There is competition from communities that are located closer to Madison, Milwaukee, or Chicago
Access ▪ STH 26 bypasses complete from Janesville to Watertown/I94 ▪ USH 12 connects Chicago to Madison ▪ Multi-county multi-use trail	▪ Not on Interstate system ▪ USH 12 meanders through the center of the City
Local Assets ▪ Agricultural products and natural resources (e.g. Rock River) ▪ Health care cluster and diversity of businesses ▪ Attractive and active downtown ▪ Chamber of Commerce ▪ Affordable housing ▪ Large number of cultural resources for city size	▪ Environmental limitations, historic farms, and rural development limit growth directions ▪ Lack of downtown streetscaping
Infrastructure ▪ Three business parks and several larger employers ▪ Available utility capacity ▪ State-of-the-art high school ▪ Municipal airport	▪ Significant upfront cost to invest in extending utilities ▪ Lack of attractive entryway corridors ▪ A number of vacant sites
Education/Workforce ▪ Madison Area Technical College satellite campus in the City ▪ High-quality K-12 school system	

Economic Development Goals, Objectives, and Policies

Goal:

1. Attract and retain businesses that capitalize on the City's location and resources, enhance the City's character, continue to diversify the tax base and jobs, promote the City as a regional tourism destination, and serve resident needs.

Objectives:

1. Enhance quality of life throughout City by promoting an economically sustainable community.
2. Promote downtown as a commercial and civic center for the City.
3. Work to attract high-quality employment opportunities.
4. Plan for an adequate supply of improved land to accommodate future commercial and industrial development.
5. Foster mixed-use redevelopment on key sites and corridors throughout the City.

Policies:

1. Provide for and support infrastructure improvements that foster desired types of economic activity, including commercial, office, and industrial businesses.
2. Support mixed-use development projects that integrate non-residential and residential uses into high-quality unified places, downtown, along other major corridors, and on key sites in the City.
3. Discourage unplanned, strip commercial development, and an overabundance of competing commercial signs along major roadways. Instead, provide new shopping and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods.
4. Plan for smaller-scale neighborhood commercial developments convenient to and integrated with residential neighborhoods, without impairing neighborhood character.
5. Support proposals that provide a range of commercial opportunities while still considering the importance of preserving the City's character,

existing locally owned businesses, and the viability of the downtown.

6. Maintain and promote business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with the preservation of natural and cultural resources.
7. Encourage the expansion of agricultural-based, green, and/or renewable and alternative energy industries particularly in the Robert L. Klement Business Park.
8. Support the location of industries on sites and in areas where they have adequate expansion space to meet anticipated future needs and utility infrastructure in place.
9. Continue the strategic use of tax increment financing to promote new industrial development, expansion and relocation of existing industries, mixed-use development, and redevelopment.
10. Promote a vital and healthy downtown by encouraging mixed-use redevelopment, reuse of vacant and underused buildings and sites, and implementing public improvement and streetscaping plans.
11. Support the cleanup of brownfield sites for economic reuse.
12. Continue to invest in the redevelopment of key sites downtown and along major corridors, actively recruit new and complementary businesses, and increase and diversify opportunities for downtown housing.
13. Collaborate with Fort HealthCare on facility expansion and upgrading, either on-site or in a different location in Fort Atkinson. If the HealthCare campus moves, conduct an area plan for the reuse and adaption of the existing site.
14. Reserve the area north of the Hoard Farm—near the interchange and airport—for long-term economic development. Work with the Hoard Farm property owners and any other entities to explore possible future development along the High Street corridor portions of that property.
15. Work with existing businesses and industries to ensure their continued health and ability to grow, in collaboration with the Chamber of Commerce.
16. Work with JCEDC/Thrive ED and the City Economic Development Commission as conduits for economic expansion and diversification in the City, and the Chamber of Commerce as a key business attraction and retention partner.
17. Work with other communities in Jefferson and Dodge Counties on regional economic development initiatives through the Glacial Heritage Development Partnership and JCEDC/Thrive ED.
18. Incorporate performance standards and site design for all new buildings and signs into the zoning ordinance rewrite.
19. Collaborate with the Chamber, School District, MATC, and other local organizations/businesses on workforce development initiatives that helps prepare Fort Atkinson residents for the ever-changing economy and retains local talent.
20. Promote and market the city in partnership with the Chamber as an active, culturally vibrant, healthy, and affordable community to attract young professionals, empty nesters, and young families.
21. Work with the City of Jefferson on the potential expansion of the City's airport if/when it is feasible.
22. Explore the possibility of bringing a UW-Whitewater satellite or extension facility to the City to help foster collaboration with the university and provide additional educational resources.

Economic Development Programs and Recommendations

Work with Existing Local Businesses to Promote Economic Growth

In general, it is far easier to retain established businesses and industries than to recruit new ones, which makes the City's existing local businesses one of the City's most important economic assets. Most employment growth in any community occurs through existing business expansion. The City, in collaboration with the JCEDC/Thrive ED, Glacial Heritage Development Partnership, and Chamber, will continue

to actively facilitate and encourage the growth of existing Fort Atkinson businesses, either at existing or larger sites within the community. The City also intends to work in collaboration with the Chamber and local business owners to research, identify, and address obstacles to local business development and to develop future economic development strategies and the marketing of the City for new business. A successful example of a local business reinvesting in Fort Atkinson was the recent expansion of Jones Dairy Farm south to the former McCain building. Keeping established local businesses like Jones Dairy Farm in Fort Atkinson is incredibly valuable to the local economy and is critical to sustained long-term growth.

Recruit Businesses that Complement Existing Businesses and Fill Unmet Local Needs

The City will collaborate with the Chamber of Commerce and the JCEDC/Thrive ED to recruit new businesses that advance economic growth and diversity in Fort Atkinson. Specifically, the City will focus on the following business recruitment opportunities:

- Exploring the possibility of hiring an economic development person on staff to be the champion and leader for the City and specifically for the Klement Business Park.
- Businesses that complement, support, and help grow the local health care industry. This may include satellite medical offices and clinics, pharmacies, fitness services, and other businesses and industries that support the health services industry.
- Promote new businesses in mixed-use form that both complement existing development and helps foster redevelopment, infill development, and revitalization of key sites and corridors.
- Specialty shops and smaller-scale local businesses (e.g. bakery). Such uses are appropriate downtown, or at the neighborhood business or mixed-use center scale that serve adjacent neighborhoods.
- Small-scale and up-scale lodging facilities to encourage visitors to stay in the City, such as mid- to higher-end hotels, boutique inns, and beds and breakfasts.
- Businesses that promote outdoor recreation and other tourism related businesses, like paddling outfitters or bike shops.
- Other service related businesses, as necessary to meet residents' daily needs, such as an additional grocery store on the south side of the City.

The City will continue to enhance its online presence through creating and maintaining connections to the various interactive maps, site selection tools, and business resources put together and hosted by the Chamber, THRIVE ED, County, State, and others.

Grow the Economy by Enhancing Quality of Life

An important and sometimes overlooked approach to promoting economic development is maintaining a high quality of life for residents and business owners. Amenities and services such as quality and diversified housing, attractive neighborhoods, a strong downtown, parks and trails, and good schools draw employers and workers to a community. As well as providing new services and amenities, the City intends to continue to invest in its many existing assets, such as downtown, recreational services, local infrastructure, cultural assets, the School District, and the Fort Healthcare campus/neighborhood.

In addition to amenities and services, the external appearance of the City will make it a more desirable place to live, work, and own a business. The City will continue to capitalize on its abundance of natural amenities, including the Rock River to provide an exceptional location for industry. Beautification, streetscaping, gateway improvements, community entry and wayfinding signage, parks, trails, and unique amenities like the Riverwalk will also contribute to this effort.

The City will also support strategies to encourage youth retention and attraction of young professionals and families by marketing its assets and quality of life. Fort Atkinson has a significant number of cultural, natural, and recreational assets for a community of its size, which contributes to a relatively high quality of life for its residents. The City can leverage

these strengths to attract and retain young people. In turn, as more young people stay or relocate to the community, the economy and local tax base grows, which further enhances the quality of life.

Workforce Development

To help market the City for business growth, the City will also support the expanded facilities and profile of the Madison Area Technical College's (MATC) satellite campus in Fort Atkinson. In addition, in an effort to further improve the skills of the local workforce, the City, Chamber, School District, and MATC should continue to collaboratively work together to integrate K-12 programs, technical education programs, and local business needs. Expanding these relationships and further integrating all of these programs and systems helps strengthen the local economy long-term. An area of focus moving forward will be in creating specific connections between students and local business through multi-year internship programs starting in high school. This type of program offers local students the chance to receive on-the-job training, provides local businesses with a trained workforce, and promotes young people to stay and invest in the community long-term.

Encourage Entrepreneurship Using a Variety of Approaches

The City, in collaboration with the Chamber of Commerce, will explore ways of cultivating entrepreneurship and fostering new businesses started by area residents. Entrepreneurs are defined by their ability to create new products, services, or methods of production to meet local needs. Entrepreneurship can take many forms, ranging from the part-time home occupation to the start-up businesses that grow into larger firms. Individually or collectively, these activities can greatly enhance the overall economic health of the community. The following approaches are advised to foster greater entrepreneurial activity in Fort Atkinson:

- **Promote Live-Work opportunities in appropriate locations in the City**
  In Fort Atkinson, live-work, mixed-use development projects may be appropriate in and around downtown or as a redevelopment project on the northeast commercial site (1309 North High Street). In support of the local art scene, the promotion of live-work artisan spaces could be a unique and exciting addition to Downtown Fort Atkinson. On the northeast commercial site (1309 North High Street), redevelopment may include a different sort of live-work unit, or may be geared more towards providing housing for nearby employment centers.
- **Partner with UW-Whitewater**
  Less than 10 miles to the south of Fort Atkinson is the University of Wisconsin-Whitewater. The university is home to a top-tier business school, small business development center, development incubator, and many other resources for entrepreneurs, start-ups, and small businesses. Rather than creating new incubator space or attempting to duplicate these types of services in the city, establishing partnerships with existing space and resources nearby is a more cost-effective approach.
- **Bring together networks of individuals and agencies that can provide training and funding assistance**
  The City can be a key player in connecting prospective business owners with training and funding. Numerous County, Regional, State and Federal programs, agencies, and private organizations exist to provide would-be entrepreneurs with information and financial assistance on an array of issues including training, grants, and research. In addition to the UW-W connection mentioned above, another key resource is THRIVE ED. They provide staff capable of matching interested individuals with links to these numerous and varied resources. Also, the Chamber's partnership with Madison Area Technical College and UW-Extension has created training opportunities for small business owners. The Chamber's own members have also provided short seminars on everything from legal issues that the small business owner should be aware of, to accounting practices for the sole proprietor.
- **Expand the City's "Shop Fort First" Program**
  Led by the Chamber of Commerce, this initiative is intended to encourage residents to shop at

local businesses. As part of this program the Chamber distributes coupon books with coupons for local businesses and offers gift certificates that can only be redeemed locally. To expand this program, the Chamber could encourage local businesses to buy goods, services from other local businesses. For example, local restaurants or schools could be encouraged to purchase food from local farmers. The Chamber can continue to market this initiative through the City's website, local media, or through tasteful signage marking local businesses or businesses that buy local.

- **Creating reasonable standards for home occupations**
  Zoning standards should allow home-based businesses to start and flourish, without negatively affecting the neighborhood environment. Once a business grows beyond a home-based business status, it should move on to an incubator, appropriate live-work space, or other space in a district zoned for business use. Other prime locations for start-ups to locate within the city will be downtown, neighborhood business districts, and future mixed-use projects.
- **Bring broadband to the City**
  Access to internet service has now become a necessity for both personal and professional use. In addition, the demand for high-speed internet has increased because of the needed capabilities for a wide variety of uses. In order to continue to foster entrepreneurship, attract and retain young professionals, and overall increase community-wide business opportunities, the City should strive to help facilitate broadband infrastructure investments in Fort Atkinson.

What is Live/Work Development?

Live-work development, sometimes called zero-commute housing, refers to mixed-use development projects that combine home with the workplace. Live-work projects can vary with respect to how closely workspaces and living spaces are integrated. This can depend on the character and scale of the surrounding neighborhood and on the types of non-residential uses for which the units will be marketed. While many live-work projects allow for the workspace and living space to be combined within the same unit (e.g. artist's loft), spaces may also be designed so that workspace is separated from living space by a wall or a floor. Or, the spaces may be located in two separate structures divided by a courtyard or other short walking distance. Live-work projects can take the form of single-family homes, townhouses, or multi-unit buildings.

Live-work developments allow for small business owners and self-employed individuals to focus on their business or career without having to sustain excessive overhead costs. Although live-work projects are most common in larger urban areas, these projects can be beneficial to smaller communities by bolstering the local day-time economy, helping to provide non-residential tax base while at the same time sustaining the community's population, and supporting other nearby businesses and services. The most frequently cited live-work businesses tend to be geared towards internet-based businesses. However, the live-work arrangement can be appropriate for many other entrepreneurs and professionals.

Live-work developments also help create a collaborative and social atmosphere for people who work from home, an experience that is normally quite isolating for those who live in small communities or suburbs.

Continue the Strategic Use of Tax Increment Financing (TIF)

To help facilitate implementation of the Plan, the appropriate and thoughtful use of TIF will be necessary. Strategically utilizing this incentive will give the City a much stronger position when working with developers and business owners. It also allows the City to vie for types of projects that might not otherwise be possible without it—projects of a scale and quality that can change the local market and generate other quality projects.

The City has three active Tax Incremental Financing (TIF) districts and is in the process of planning the feasibility of a fourth. When considering projects in these TIF districts, or the future establishment of a new TIF district, the City will emphasize projects that generally meet the following criteria:

- Construction exceeds a pre-set minimum value per square foot.
- All new jobs being created are high-quality and provide livable wages.
- Includes high-quality site planning and building design that:
  - Works within the existing topography
  - Innovative stormwater management practices
  - Enhanced landscaping and on-site open space
  - Designed to promote pedestrian and bicyclists access
  - Meets or exceeds community architectural and site planning standards in the zoning code and described in this plan
- Complements other Fort Atkinson businesses and developments, while also making the area more attractive for future business investment or redevelopment.
- Advances community desires and promotes desirable business and industry types.
- Incorporates an appropriate mix of uses or supports business types identified in this plan.
- Prioritizes infill development and redevelopment projects, and increases the connectivity of public facilities.
- Advances other city goals, objectives, and policies related to the environment, health, and recreation.

Continue to Invest in the Downtown

Downtown Fort Atkinson is one of the City's most important assets, representing the historical center of the community, and contributing to the City's unique identity and character. The City will actively work over the next twenty years to promote the downtown area as a diverse and vibrant commercial, service, and civic center of Fort Atkinson. To advance this goal, the following strategies will be explored:

- **Continue to bring more events downtown and promote them**
  Downtown provides an attractive and logical location to host community events. Such events and activities draw people to the City, help build a sense of pride in the community, support the City's businesses, promote the downtown as a community gathering place, and encourage people to spend time in Fort Atkinson. Existing events like the Farmer's Market and Rhythm on the River already take place downtown and have become extremely successful in advancing many of these initiatives.
- **Work with downtown business owners to explore a Business Improvement District (BID)**
  Typically, businesses included in a BID contribute to programs designed to promote, manage, maintain, develop, and beautify the district. Special assessments on businesses within the BID raise the funds to implement a variety of programs to improve the business climate. A BID could help advance and accelerate the implementation of many recommendations in this chapter.
- **Retain local institutional uses downtown**
  The location of City Hall, Library, Chamber of Commerce, Hoard Historical Museum, Fort Atkinson Club, Police Station, and Fire Station in the downtown helps to create a civic core that is integral to the long-term vitality of the community. Over the past decade, several of these buildings have been renovated rather than relocating. It's that type of reinvestment in downtown that will help it continue to flourish in the future. The City will weigh this consideration heavily with the need to expand or relocate municipal services and facilities, in addition to continuously working to enhance connections between these facilities.
- **Advance downtown as an entertainment and lodging venue**
  Downtown Fort Atkinson is already home to several restaurants, bars, live music venues, in addition to the Riverwalk. To support these and other entertainment uses in the community, the City will promote the establishment of additional restaurants/brew pubs, coffee shops, and other music venues in the area. Also, in an effort to promote Fort Atkinson as a tourism destination, the City will support opportunities for the siting of additional lodging venues downtown.

- **Promote additional specialty retail businesses**
  Downtown Fort Atkinson offers a unique and advantageous location for many businesses, including specialized retailers. The City, in cooperation with the Chamber of Commerce and other strategic partners, will continue to actively recruit and retain unique retail businesses in the downtown.
- **Increase the number of people living downtown**
  Increasing housing opportunities downtown is a key strategy for enlivening downtown activity and will help create a "24-hour" environment that supports the viability of downtown businesses. In addition to promoting upper-story residential uses in existing downtown buildings, redevelopment projects in the downtown also present opportunities to provide new housing options. The Land Use chapter and Map 7 highlight downtown redevelopment sites. A successful example of this over the past decade has been the Waterford Condos that provide empty nesters with an opportunity to downsize, while also living on the river downtown.
- **Targeted infill development and redevelopment**
  Due to the fact that downtown is the oldest developed part of the city, there have been many instances of varying development patterns. It has left an opportunity for targeted redevelopment in areas that have been turned into surface parking lots, buildings that have experienced long-term vacancies, or sites that were developed in a style that does not fit the character of the area. Focusing on select lots and buildings will be important to fostering redevelopment of the properties. A recent successful example of this strategy is the Creamery building on the corner of North Main Street and Sherman Avenue that is now a variety of different businesses. Future targeted locations are identified in the implementation chapter.
- **Develop a downtown area plan**
  In order to identify many of the recommendations listed above, the most effective approach is to conduct a plan specific to the downtown area's assets and future opportunities. As a The plan should explore a variety of options, alternatives, and locations for parking, public space, wayfinding, and recreational activities. Overall, this plan is an important step in compiling the information needed, analyzing it, and producing a strategically prioritized action and implementation plan for the future. It is recommended that this plan be done in conjunction with the other efforts already underway downtown and be the stepping stone for where the area will go in the future.

Enforce High-Quality Design for Commercial and Industrial Development Projects

High-quality design for all new non-residential development and redevelopment projects in the City will ensure that these projects complement the character and enhance the image of Fort Atkinson. Adherence to good design standards will be important along highly visible corridors and particularly at major entryways to the community as represented on Map 9. In its review of site plans for new and expanded commercial and industrial development projects, the City will encourage and may require adherence to the following design standards, and those illustrated in Figures 11.7 through 11.9.

- High quality landscaping treatments to all bufferyards, street frontages, paved areas, and building foundations;
- Heavily landscaped parking lots with perimeter landscaping and/or landscaped islands;
- Street trees along all public street frontages;
- Parking to the sides and rear of buildings, where appropriate, rather than having all parking in between buildings and the street;
- Intensive activity areas such as building entrances, service and loading areas, mechanical equipment, outdoor storage areas, and trash receptacle storage areas positioned away from less intensive land uses and near the backs of buildings (except for entrances);
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor

storage areas through use of landscaping, walls, and architectural features;

- Common driveways, parking, and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street and to maximize efficient use of sites and parking.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings and to adjacent commercial developments;
- Site layout features that allow pedestrians to walk parallel to moving cars, and allow cyclists comfortable access and parking;
- Signage that includes quality materials and compatible appearance with buildings, and modest in height, number, and square footage;
- Lighting that keeps illumination on the site;
- High-quality building materials, such as brick, wood, stone, and tinted masonry whenever practical;
- Canopies, awnings, trellises, bays, and particularly windows to add visual interest to facades;
- Variations in building height and roof lines, including parapets, multi-planed and pitched roofs, and staggered building facades (in other words, variations in wall-depth or direction);
- All building facades with architectural details of similar quality as the front building façade, if not identical material selections;
- Central features and focal points that add to the comfort of people on the site and community character, such as patios, benches, fountains, trellises, or artfully designed stormwater facilities;
- Within multi-occupant development projects, buildings arranged and grouped so that their orientation complements each other and adjacent buildings; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities.

Figures 11.7 through 11.9 on the following pages illustrate many of these design standards for three example types of commercial development projects: indoor retail, service, and community facilities (small to moderate scale); indoor retail, service, and community facilities (large scale); and neighborhood commercial, community facilities, and mixed-use.

Figure 11.7: Indoor Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)

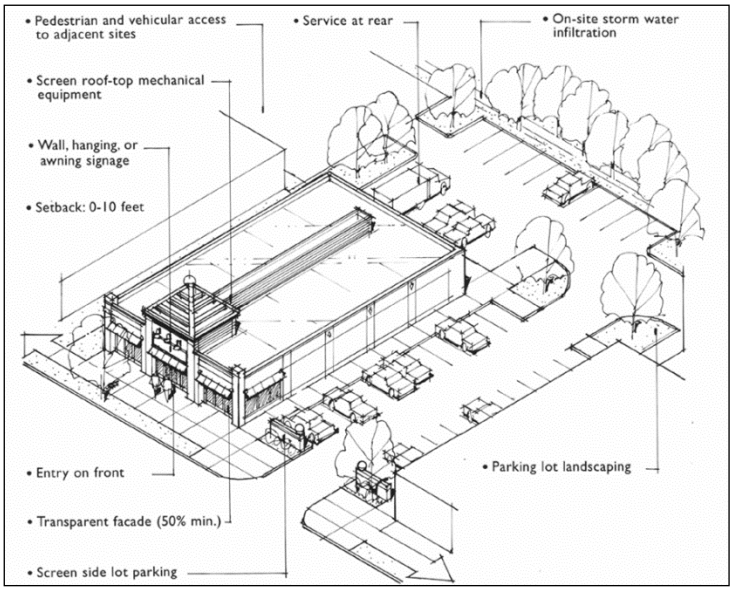


Figure 11.8: Indoor Retail, Service, and Community Facility Development Layout (Large Scale)

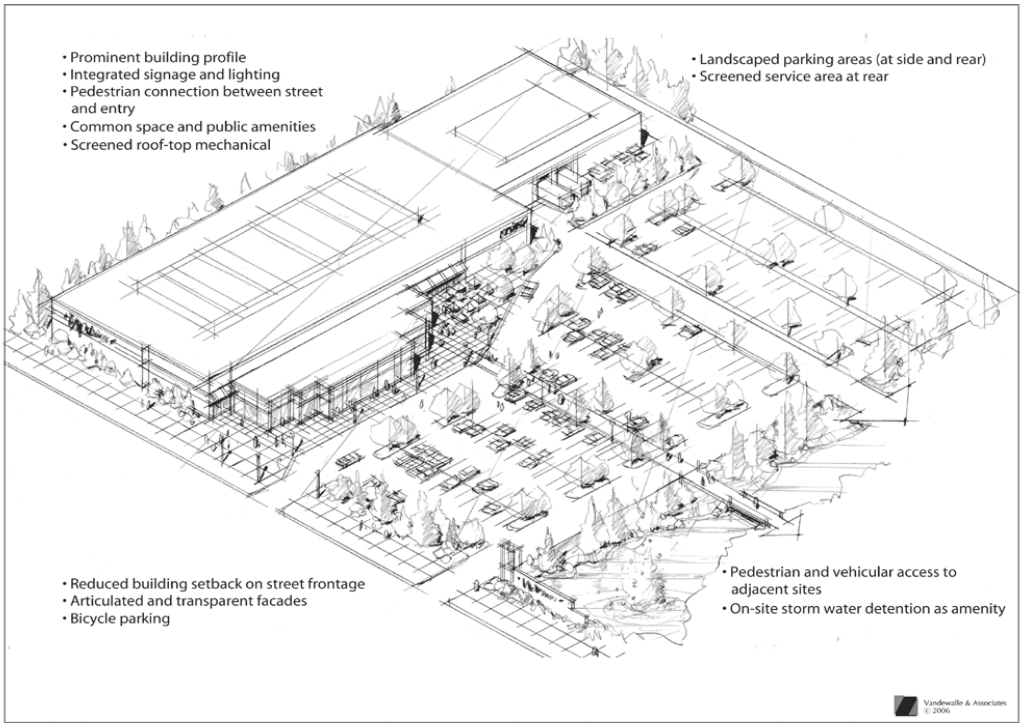
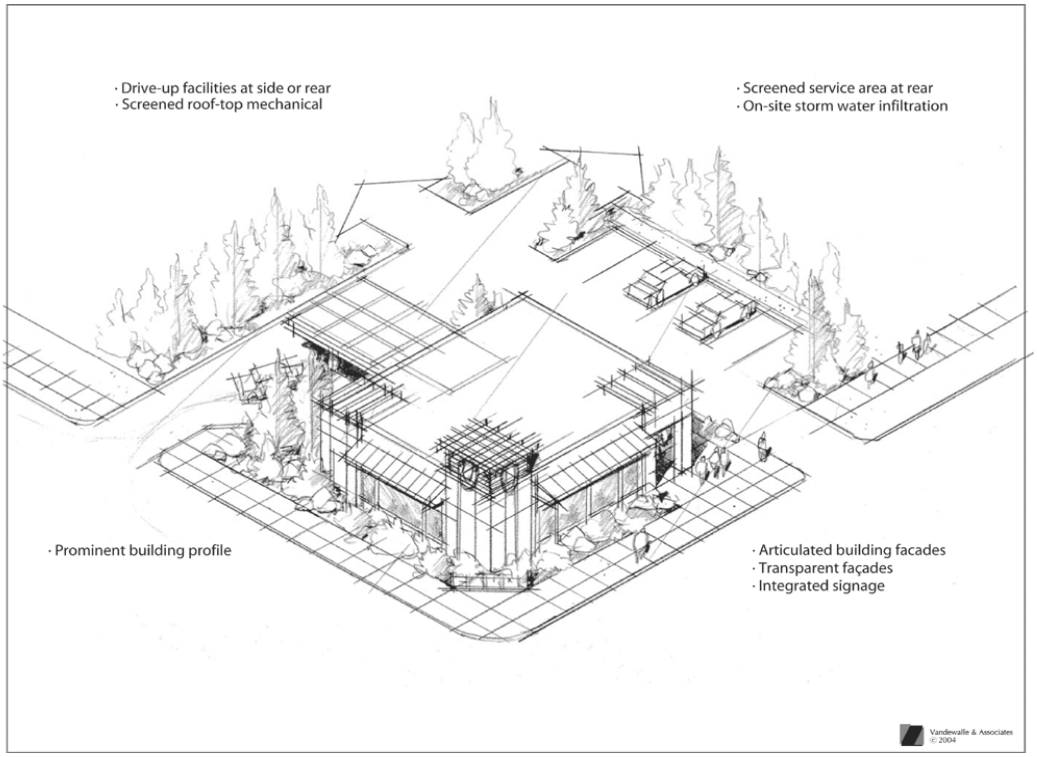


Figure 11.9: Neighborhood Business, Community Facilities, Mixed-Use



Prepare and Implement a Unified Corridor Plan for Janesville Avenue

To contribute to the long-term viability of the City's economy and to advance Fort Atkinson as a regional entertainment destination, the City will consider preparing a unified corridor plan for Janesville Avenue to guide reinvestments along this important roadway. Such a plan should:

- Encourage additional entertainment, retail, hospitality, and dining uses along the corridor. New uses should complement and support existing uses and help to establish a cohesive and identifiable business district in the southwest portion of the City. Focus should be placed on infill development and redevelopment opportunities.
- Identify opportunities for assembling multiple parcels to allow for larger-scale redevelopment projects that will spur additional redevelopment activities and investments along the corridor.
- Address detailed opportunities for enhancing the character of the corridor by installing unified streetscaping features, additional bicycle and pedestrian connections, and traffic and pedestrian management features to interconnect this corridor with adjacent neighborhoods.
- Guide the appropriate scale and design of new development to promote a visually attractive and inviting streetscape.
- Include district-specific building and site design standards including screening large parking lots, incorporating trees, and planting additional landscaping features to enhance the overall visual quality of development.
- Identify and develop approaches to preserve mature trees along this corridor during development and roadway projects.
- In the longer-term, the City will also consider the preparation of a similar corridor plan for other key commercial corridors to help guide investments in these areas of the City.

Expand and Position the Robert L. Klement Business Park

Working in collaboration with the Economic Development Commission and the Chamber of Commerce, the City will continue to promote the development, expansion, and marketing of the Robert L. Klement Business Park, to accommodate future industrial growth. While the park has seen very little development over the past decade, the area offers developable land, available utilities, and transportation access. It is an ideal location for future growth within the city limits. However, since there has been little growth and this area is seemingly primed for new development, the City or its economic development partners should consider further analyzing and researching why little to no growth has taken place thus far. This additional research could provide new initiatives or policy changes that could be leveraged to attract new businesses to the park. The park also has protective covenants that address land use, building appearance, landscaping, drainage, signs, billboards, and other development characteristics to help guide high-quality development.

The Business Park is also close to Allen Creek and existing rural housing. As the area develops, the City will ensure that adequately sized landscape buffers are established along the edges of the business park. The City will also consider "green" site and building design practices that will help soften the transition from industrial uses to residential uses and natural resource areas. This approach will not only be important for its environmental benefits, but also for neighboring land uses. Green building principles can result in reduced energy costs, increased public health benefits, and enhanced general well-being and productivity of workers. Environmentally conscious development also provides a net benefit to the area by efficiently using land, resources, and infrastructure. Rather than simply following national standards for "green" building and site design, the City may consider developing its own standards for determining what is "green" and sustainable in Fort Atkinson. The incorporation of these building standards, in addition to the surrounding natural resources and farmland, present

another unique marketing angle for the park. Moving forward, the city and its economic development partners must continue to collaboratively plan, market, and promote the area for new development to take place.

What is "Green" Development?

"Green" development is a term used to describe the practice of increasing the efficiency with which buildings and their sites use and harvest energy, water, and materials. "Green" development is intended to reduce negatives impacts on human health and the environment through better siting, design, construction, operation, and maintenance.

Examples of "green" development techniques may include the installation of bio-retention facilities, rooftop vegetation, pervious pavement, and infrastructure to capture heat from industrial processes to heat buildings.

Plan for the Future Expansion of the Fort HealthCare Campus

The Fort HealthCare campus represents another of Fort Atkinson's significant economic assets. Presently located in the northeast corner of the City, the campus is surrounded by a residential neighborhood. However, in 2016 it was announced that Fort HealthCare purchased new land on the far northwest side. While no plans have been formally made to build a new hospital or medical campus, it is expected that sometime over the next twenty years, the new development may occur. This represents potentially the most impactful development to occur in the history of the city. The new site would require utility and municipal border expansion beyond the Highway 26 Bypass, which would be a first for Fort Atkinson. This could potentially also provide opportunities for other types of land uses to locate in the area and drive future expansion west along Highway 12. The move and subsequent vacancy of the existing medical campus also presents one of the greatest redevelopment challenges ever faced by the city. If Fort HealthCare decides to move, it will be important for the city to be proactive in both planning for the new site and forming redevelopment plans for the existing site.

Another possible initiative that may involve hospital/City collaboration and planning is a program designed to encourage more healthcare workers to live in the City. Since Fort HealthCare is the largest employer in the city with over 1,000 employees, many people choose or are forced to live in other surrounding communities because of the housing options currently offered in Fort Atkinson. This presents an opportunity for both the city and Fort HealthCare to partner on new housing initiatives for health care workers. It would not only benefit the city by helping to grow the residential tax base and local economy, but it would also benefit the company by allowing its employees to establish roots in the community and potentially reduce turnover. The city and Fort HealthCare need to work together on any new strategy to keep heath care works in Fort Atkinson.



Pursue Redevelopment of Key Sites in the City

Prime redevelopment sites in the City have been outlined in red on Map 7 and include areas downtown, along Madison, Janesville, Rockwell, Sherman, and Whitewater Avenues, and at specific sites in the northeast corridor along High St. (former Kmart and Smith Motors sites) and Jefferson St. (Lorman Metals and Thomas Industries sites). These sites are described in more detail near the end of the Land Use chapter, and some have also been addressed in this Economic Development chapter. The City recognizes that sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, potential redevelopment incentives, and persistence over a number of years are required. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for the redevelopment area.
- Prioritizing individual redevelopment sites within the area.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and detailed plan map, with attention to priority sites.
- Assessing any possible new TIF district through the development of a TIF feasibility plan.
- Aggressively pursuing implementation through techniques like the 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.

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Chapter 12: Intergovernmental Cooperation



Chapter 12: Intergovernmental Cooperation

Recommendations Summary

Continue to communicate with surrounding communities, such as the Town of Jefferson, City of Jefferson, and Town of Koshkonong, on a variety of issues and opportunities, some of which may be addressed through formal intergovernmental agreements.

Remain involved in regional initiatives such as THRIVE ED and the County's economic positioning initiatives.

Continue to work with Jefferson County on bicycle trail, parks, and roadway planning, in addition to affordable housing initiatives and multi-modal transportation options.

Partner with the School District on a variety of mutually beneficial initiatives.

Work with WisDOT on highway planning.

Background

This chapter is focused on "intergovernmental cooperation," defined as 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, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions, like school districts.

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions. It incorporates by reference all plans and agreements to which Fort Atkinson is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes.

Existing City of Fort Atkinson Plans

City of Fort Atkinson, Wisconsin: Northwest Quadrant Plan, 2002

This Plan was prepared in 2002 for the area surrounding the USH 12/STH 26 interchange, and served as an update to the 1997 Master Plan for this area of the City. Recommendations in this Plan primarily call for Traditional Neighborhood Residential Development west of STH 26, and a mixture of residential and commercial development along USH 12, east of STH 26. The recommendations of this Quadrant Plan remain valid.

City of Fort Atkinson, Wisconsin: Comprehensive Plan, 2008

In 2008, the City of Fort Atkinson hired Vandewalle & Associates to rewrite its comprehensive plan based on the city's 1997 Master Plan and in accordance with Wisconsin Act 9 and Wis. Stat. 66.1001. The plan featured all nine required elements and produced the goals, objectives, policies, and recommendations that the city has pursued between 2008-2019. The 2019 City of Fort Atkinson Comprehensive Plan is significantly based on the 2008 plan, with strategic updates to the data, mapping, and text. Much of the structure and listed recommendations from the previous plan were incorporated into this plan.

Existing Regional Framework

Map 2 shows the boundaries of Fort Atkinson's neighboring or overlapping jurisdictions. The City is not within the jurisdiction of a regional planning commission. Planning documents for these local, regional and state jurisdictions were analyzed during the City's planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16-county region including Jefferson County. The Wisconsin Department of Natural Resources (DNR) provides service to all Jefferson County residents out of its six South Central Wisconsin offices including Madison, Fitchburg, Janesville, and Dodgeville. There are no known conflicts between the City's plans and the plans and actions of these State agencies.

Jefferson County

Over time, Jefferson County has increasingly felt growth pressures from surrounding metro areas. It has led to a strong push from County resident to preserve their historic agricultural land use base. Recommendations in the 2010 Jefferson County Comprehensive Plan and 2012 Jefferson County Agricultural Preservation and Land Use Plan advocate for long-term growth in the county's communities (mostly villages and cities) that have existing infrastructure and that are served by existing services. The intent of these recommendations is to protect and preserve the natural resources and rural character of the county's many undeveloped and pristine areas. The County Plans identify all lands, other than environmental corridors, outside of each communities' 20-year urban service area as Agricultural Preservation Areas. The County's plan is a model for fostering agricultural preservation, environmental protection, and vibrant cities and villages.

Town of Jefferson
The Town of Jefferson is near the City's northern border. Its 2016 estimated population was 2,032 residents. According to the Town's 2010 Comprehensive Plan and 2012 Jefferson County Agricultural Preservation and Land Use Plan, a significant portion of Town lands outside the City's boundaries are planned to remain agricultural. The Town is currently under County zoning and has an existing boundary agreement with the City of Jefferson.

Town of Koshkonong
The City of Fort Atkinson is completely surrounded by the Town of Koshkonong, which, in 2016, had an estimated population of 3,734 residents. In 2010, the Town completed a Comprehensive Plan in coordination with surrounding jurisdictions. The Town also currently uses County zoning.

In 1999, the City and Town entered into a boundary agreement, which stipulated that all lands south of Hackbarth Road, north of Star School Road, and generally east of Poeppel Road could not be annexed by the City until after June 2009. Town lands not located within these areas but within the City's extraterritorial jurisdiction are subject to the City's extraterritorial land division review authority in conformity with the City's Land Development and Division Ordinance.

Again in 2004, the City and Town entered into a second boundary agreement, which determined that subdivided lands located north of Hackbarth Road and just west of STH 89/USH12 could not be annexed by the City until after December 2009. Town lands not located within these areas but within the City's extraterritorial jurisdiction are subject to the City's extraterritorial land division review authority per the City's Land Development and Division Ordinance. Both agreements are now expired.

School District of Fort Atkinson
The School District of Fort Atkinson serves the entire City of Fort Atkinson, as well as large portions of the towns of Koshkonong, Sumner, Oakland, Hebron, and limited portions of the towns of Jefferson, Cold Spring, and the Town of Lima in Rock County. Enrollment in the District has been relatively stable over the last several years. Coordination on future school-community planning issues, including growth management, school siting, and recreation, is a critical recommendation of this Plan. At the time of writing this plan, the school district was in the process of updating its strategic plan. It will be important for the city to continue to work with the district on developing the plan and implementing it after completion. This is discussed in the Utilities and Community Facilities and Parks and Recreation chapters.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

1. Maintain mutually beneficial relationships with adjacent and overlapping governments.

Objectives:

1. Work with surrounding towns and the City of Jefferson to encourage an orderly, efficient land use pattern and to advance areas of mutual benefit and interest.
2. Work collaboratively with the School District of Fort Atkinson on joint recreational space and educational initiatives.

Policies:

1. Provide a copy of this Plan to all surrounding local governments and districts, and continue to update them on future changes to the Plan.
2. Work to resolve any differences that may arise between the City of Fort Atkinson Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.
3. Provide a copy of each surrounding unit of government's future plans to the Planning Commission for continuous review and consideration. Overall, actively monitor, participate in, and review and comment on any pending and future plans from nearby communities and the county.
4. Continue to cooperate with other units of government on issues related to land use, natural resources, recreation, transportation facilities,

economic development, and other systems that are under shared authority or that cross governmental boundaries.

5. Offer high-quality facilities and services to any parcel that annexes into the city to promote long-term sustainable services and cost savings for all involved.
6. Partner with the MATC and the School District of Fort Atkinson Area to improve educational achievement, promote local schools, pursue the provision of joint recreational facilities, boost workforce development, and enhance the economic health of the City.
7. Continue to participate in the implementation of THRIVE ED's 5-year strategic plan and economic development efforts.

Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this Plan. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters and where potential future conflicts may be the greatest without concerted future action.

Institute a Hierarchical Review Process for Different Areas within the City's Extraterritorial Jurisdiction

This City will amend its Land Development and Division Ordinance to define different levels of review for different areas within the City's 3-mile extraterritorial jurisdiction according to the following general guidelines:

- Within areas shown on the City's future land use maps (Maps 7 and 8) for City growth within the 20-year planning period, the City will enforce land division policies consistent with those applicable within the Agriculture/Rural future land use category and with the County's 2019 land division policies, both as described in the Land Use chapter. For new developments proposed to be more intensive than allowed under the Agriculture/Rural category or County policies, the City will first require annexation and connection to municipal sewer and water.
- For areas shown on the City's future land use maps (Maps 7 and 8) as Long Range Urban Growth Areas, and for all other areas within one mile of the City's limits, the City will enforce land division policies consistent with those applicable within the Agriculture/Rural and Long Range Urban Growth Areas future land use categories and with the County's 2019 land division policies, all as described in the Land Use chapter.
- For lands beyond the areas described in the first two bullet points, the City may adopt policies that provide more flexibility in development type, density, and service level. New land divisions may be allowed based on an analysis of the proposed development's impact on stormwater management, the City's Official Map, and other issues of City interest.

Revise ETJ Standards to Identify Conflicts with County Zoning "Split" Requirements

The City will review its extraterritorial land division policies to identify conflicts with the County's 2019 land division policies (see Figure 6.6 in the Land Use chapter). Minimally, to participate in the enforcement of these standards and protect the City's interests, in the event these standards change, the City may include minor modifications within its Land Development and Division Ordinance. The City will work with the adjoining towns and Jefferson County to implement these policies and programs in a cooperative manner, where possible.

Remain Involved in Regional Initiatives

Because many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the City intends to maintain

an active and open dialogue with surrounding communities. A few specific opportunities include:

Remain involved in THRIVE ED
The City of Fort Atkinson works closely with THRIVE ED in the implementation of the organizations 5-year strategic plan. There are three key topic areas within the plan:

- Business Development
- Workforce Focused
- Branding, Marketing, and Communications for Success

Some of the many opportunities suggested through the plan that also align with the recommendations in this plan, include:

- Connecting with regional institutions and innovators
- Aligning workforce skills with emerging technologies
- Fostering business retention and expansion
- Establishing a brand and increasing marketing to attract new businesses and residents

Stay involved in the Glacial Heritage Area Project
This project, administered by WisDNR, is described in the Natural Resources chapter. Because Fort Atkinson is located within the Project's study area, it will be important for the City to remain involved in the ongoing feasibility study process. In particular, the City will continue to communicate and coordinate with Jefferson County and WisDNR regarding additional land acquisition surrounding Rose Lake State Natural Area. The City intends to reserve the area adjacent to the lake, north of Highway 12 and west of Highway 26, for potential future Natural Area acquisition by directing urban development away from these lands and supporting long-term agricultural preservation around the existing park.

Continue Intergovernmental Discussions with the City of Jefferson
Over the planning period, the City of Fort Atkinson and the City of Jefferson will consider entering into an intergovernmental agreement. Often, intergovernmental agreements are executed after a year or more of meetings, research, negotiations, writing, and legal review. Intergovernmental agreements specify the length of time for which it is applicable. Twenty years is a typical timeframe (e.g., through 2040), as this corresponds with the comprehensive plan time horizon. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in peoples' minds and allows adaptability as conditions change. While the issues addressed in intergovernmental agreements vary, for the cities of Fort Atkinson and Jefferson such an agreement may address the following issues:

- Mutually agreed upon extraterritorial jurisdiction boundaries that do not overlap (see Map 8 for proposed boundary);
- Long-range urban growth boundaries for both cities;
- Locations and techniques for permanent community separation through open space and other approaches. Preliminary city staff discussions suggest using existing parklands, the Airport, and farmland to delineate this area;
- Future land use compatibility with airport operations;
- The development of a recreation corridor that connects the two communities;
- Long-range consolidation of services; and
- Billboard control.

Regardless of whether or not a formal agreement is established, the two cities will continue to openly discuss and collaborate on these issues to avoid longer-term conflicts, preserve the character of both communities, and facilitate cooperation with the Town of Jefferson. To note, the Future Land Use Map includes an informal boundary established in the 2008 Comprehensive Plan that serves as the basis for a potential intergovernmental boundary agreement.

Continue Intergovernmental Discussions with the Town of Koshkonong

Over the planning period, the City will engage in discussions with the Town of Koshkonong regarding the following issues, some of which may be addressed through more formal intergovernmental agreements:

- Potential future land use map conflicts identified following the completion of both communities' planning processes.
- Municipal boundary rationalization on the City's northwest side.
- The interconnection of roads, trails, parks, and open spaces in the Hackbarth Road area.
- The urbanization of Hackbarth Road to better accommodate growth on the south side of the City (curb and gutter, sidewalks, etc.).

Additionally, the City has significant opportunities to work with the Town to build stronger connections between the Lake Koshkonong recreational area and tourism opportunities in the City. The Town also experiences a significant increase in population during the summer months when people come to vacation on the Lake. Initiatives may include building better water trails and amenities for boaters, connecting the bike path to the lake, and engaging in joint marketing initiatives. The City will also support recreational activities by promoting businesses, services, and infrastructure that facilitate boating, hiking, fishing, paddling, camping, and other similar or related activities where appropriate. The City also intends to collaborate with the Town to ensure the preservation of resources such as Mush-Ko-Se-Day Park and Allen Creek.

Intergovernmental Agreements

Under Wisconsin Law

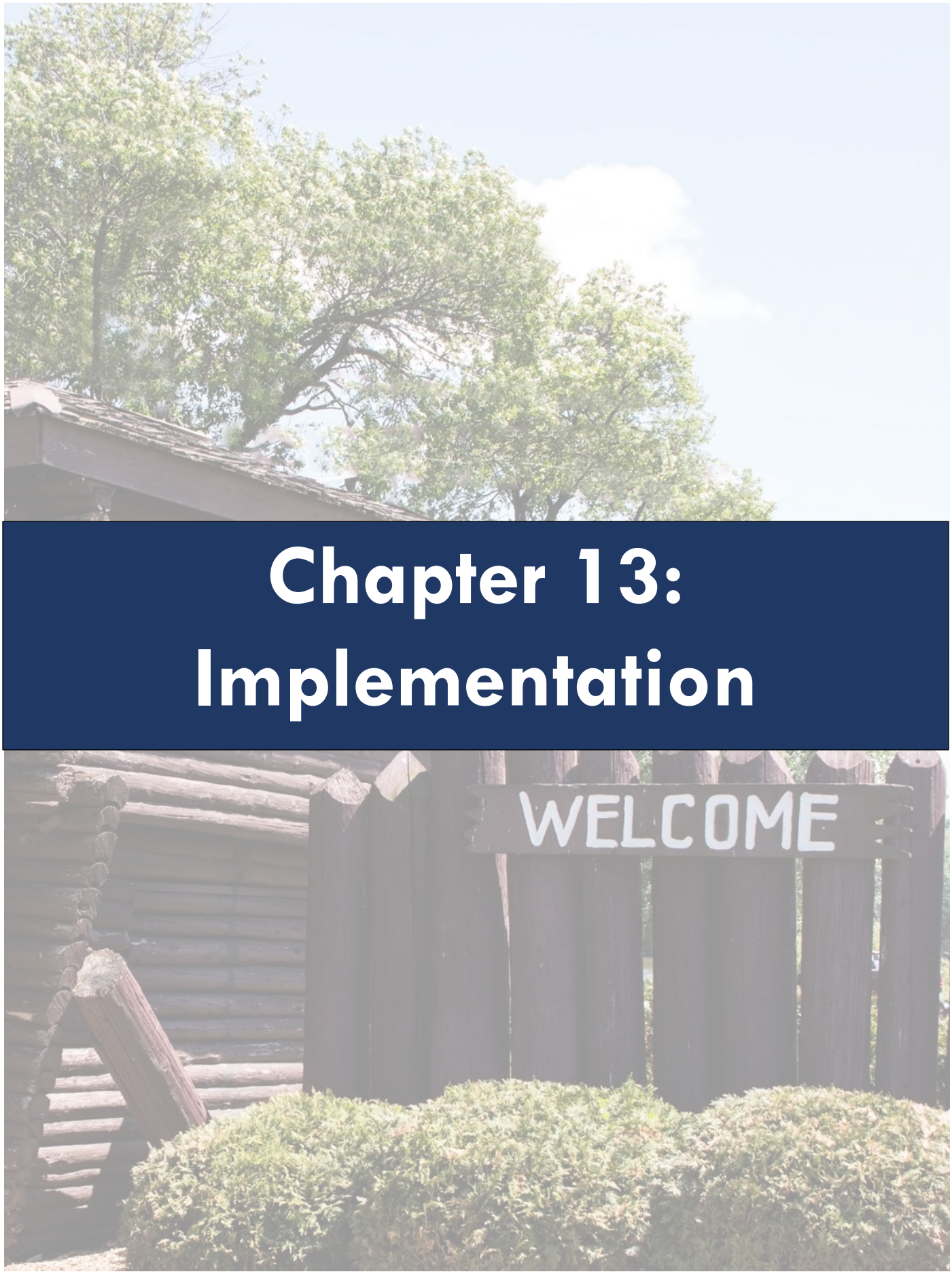
There are two main formats for intergovernmental agreements under Wisconsin Statutes.

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. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

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Chapter 13: Implementation

Chapter 13: Implementation

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide strategic initiatives related to growth, development, redevelopment, investment, programing, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan, described more fully in the Plan Amendments section that follows.

Background

Few of the recommendations of this Plan will be automatically implemented. Specific follow-up action will be required for the Plan to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the City of Fort Atkinson 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 under the state's comprehensive planning legislation. The City has also followed procedures for adopting this Plan under Section 66.1001(4), Wisconsin Statutes.

Plan Monitoring and Advancement

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide strategic initiatives related to growth, development, redevelopment, investment, programing, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan, described more fully in the Plan Amendments section that follows.

In fact, on January 1, 2019, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the Comprehensive Plan. Because some of the visions and recommendations of this Comprehensive Plan are not in line with the City's current Land Development and Division and Zoning ordinances and map, updates to these documents will be required. In addition to being required by law, complete updates to the City's Land Development and Division and Zoning ordinances and map will help the community achieve its desired character and land use pattern in ways the current ordinances cannot. Detail on the nature of the proposed updates is provided throughout the previous chapters of this Plan, most notably the Land Use chapter.

This Plan will only have value if it is used, understood, and supported by the community. It is critical that the City make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

- Prominently displaying the vision statement, Future Land Use map, Transportation Map, and other Plan materials at City Hall, other community gathering places, and online;
- Ensuring that up-to-date materials are easily accessible on the City's website;
- Speaking to community organizations and school groups about the Plan.
- Regularly presenting implementation progress reports to the City Council, and other municipal bodies;
- Incorporating Plan implementation steps in the annual budget process, Capital Improvement Plans, and other planning initiatives the city is involved in;
- Encouraging all City commissions and staff to become familiar with and use the Plan in their decision making.
- Annually reviewing and assessing the Plan by reviewing performance against the implementation steps and timeframe described in Figure 13.1 Plan Implementation Program. This review will appear on the agenda of a regular City Council meeting in late summer or early fall, in advance of the budget process. The City Council will hold a public hearing at the meeting in which the review is held. This meeting should also include the Planning Commission, city department heads, and interested members of the public. Resident participation in this review should be actively solicited by public notice, and public input allowed at the meeting at which the review is held. Any need for specific changes to the Plan in response to changes in the factors on which it was based could be addressed at this review. Amendments to the Plan will be made in accordance with the procedures described in the Plan Amendments section below.

Plan Administration

This Plan will largely be implemented through an ongoing series of individual decisions about

annexation, zoning, land division, public investments, and intergovernmental relations, as listed below:

Annexations
Proposed annexations should be guided by the recommendations of this Plan. Specifically, the Future Land Use, Transportation, and Community Facilities maps of this Plan will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, locations for future transportation facilities, and/or locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Planning Commission and City 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, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning
Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this Plan. Specifically, the Future Land Use map 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 Planning Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for planned unit development projects, plans involving a mix of land uses and/or residential development types, properties split by zoning districts, and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Planning 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 planned land uses, and the details of the proposed development. Therefore, this Plan allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division processes.

Land Division
Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this Plan. Specifically, the Future Land Use, Transportation, and Community Facilities maps, and the policies behind these maps, will be used to guide the general pattern of development and the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Planning 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 shall be resolved through the land division process for certified survey maps, preliminary plats, and final plats both within the City limits and the extraterritorial jurisdiction. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Planning Commission and City Council.

Public Investments
Proposed public investment decisions will be guided by the recommendations of this Plan. However, the timing and precise location of public investments may vary, as judged appropriate by the Planning Commission and City Council. This Plan allows for the timing and the refinement of the precise recommended public facilities and other public investments, as deemed appropriate by the Planning Commission and City Council.

Intergovernmental Relations
Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan, as deemed appropriate by the Planning Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Planning Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the recommended

agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

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 (as opposed to an "update" described later).

As a growing community, the City is likely to receive and wish to entertain requests for Plan amendments over the planning period. The Plan should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the Plan will become meaningless.

To provide a more manageable, predictable and cost-effective process, the City will establish a single Plan amendment consideration cycle every year. Several Wisconsin communities use an annual Plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed Plan amendment requests be officially submitted to the City by a designated date of each year. A full draft of the amendments would then be presented to the Planning Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may choose to bypass the annual amendment process described above if an amendment to this Comprehensive Plan is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this Comprehensive Plan and may be lost if required to wait for the regular Plan amendment cycle. However, the City is still required to use the amendment procedures outlined below.

The state comprehensive planning law requires that the City use the same basic process to amend this Comprehensive Plan as is 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.

- Either the City Council or the Planning Commission initiates the proposed Comprehensive Plan amendment(s). This may occur as a result of a regular review of the Plan or may be initiated at the request of a property owner or developer.
- The City Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes). If the resolution is appropriately drafted, the City may need to only have to take this step for the first of several amendment cycles.
- Following a meeting of and referral from the City Council (see Plan Monitoring and Advancement section above), the Planning Commission prepares or directs the preparation of the specific text or map amendment(s) to the Comprehensive Plan.
- The Planning Commission holds one or more public meetings on the proposed Comprehensive Plan amendments. Following the public meeting(s), the Planning Commission makes a recommendation by resolution to the City Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).
- The City Clerk sends a copy of the recommended Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended Plan amendment(s). Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested

notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendments.

- The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a City Council public hearing and containing information required under Section 66.1001(4)d.
- The City Council holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the Comprehensive Plan.
- Following the public hearing, the City Council approves or denies the ordinance adopting the proposed Plan amendment(s). Adoption must be by a majority vote of all members. The City Council may require changes from the Planning Commission recommended version of the proposed amendment(s).
- The City Clerk sends a copy of the adopted ordinance and the amendment(s) (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, mine operators, any person who has registered a marketable nonmetallic mineral deposit with the City, and any other property owner or leaseholder who has requested notification in writing as required under Section 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial rewrite of the plan document and maps. Based on this deadline, the City should update this Comprehensive Plan before the year 2029 (i.e., ten years after 2019), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency Among Plan Elements

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.

Implementation Programs and Recommendations

The implementation programs and recommendations identified fall into seven different focus areas: Downtown Revitalization, New Development, Recreational Assets, Targeted Redevelopment, Transportation Planning and Improvement, Fostering Sustainability, and Administration. These focus areas generally relate to one of the chapters within the plan, however the majority encompass ideas from several different chapters. Each focus area and associated action item derive from the prioritized recommendations heard throughout the public participation process and were confirmed through data collection, research, and staff and elected official input. Figure 13.1 is the detailed list of all focus areas, action items, specified implementation timelines, and the city department responsible for each task. Additionally, if the action item was identified in the previous comprehensive plan, was not completed, and is still a priority today, it is listed with a "yes" in the previously identified column.

The timeframes associated with each action item are recommendations for implementation and provide another level of prioritization for the city and its residents. Each one represents a generalized timeframe:

- In Progress: Work is already underway on the action item. The majority of these projects were identified in the 2008 Comprehensive Plan.
- Short: The City and any other organization involved plan to start the project in the next 0-5 years.
- Medium: The City and any other organization involved plan to start the project in the next 5-10 years.
- Long: The City and any other organization involved plan to start the project in the next 10+ years.

Figure 13.1: Plan Implementation Program

Focus Area	Action Item	Timeframe	City Department Responsible	Previously Identified
Administrative	Rewrite the City's Zoning Code.	In Progress	Administration and Building & Zoning	Yes
Administrative	Rewrite the City's Land Development and Division Code.	In Progress	Administration and Building & Zoning	Yes
Administrative	Use social media and other communication forms to involve and educate more diverse communities on city processes, functions, and planning.	In Progress	All	Yes
Downtown Revitalization	Concentrate time and funding on key sites: • Creamery building • Chamber of Commerce building • Corner of Madison Ave. and N. Main St. • Surface parking lots along Main St. • Vacancies along Main St.	In Progress	Administration	Yes
New Development	Partner with the Jefferson County Economic Development Consortium/Thrive ED in implementing the 5-year Strategic Plan.	In Progress	Administration	
Targeted Redevelopment	Concentrate time and funding on key corridors: • Northeast Corridor including Kmart, Smith Motors, Loeb-Lorman's Salvage Yard, and former Thomas Industries • Janesville Ave. • Madison Ave. from Main St. to Robert St. • Sherman Ave. from Main St. to Robert St. • Whitewater Ave. • Rockwell Ave. • Fort HealthCare Campus (if they move)	In Progress	Administration	Yes

Focus Area	Action Item	Timeframe	City Department Responsible	Previously Identified
Transportation Planning and Improvement	Increase the connectivity of multi-use trails and on-street bicycle facilities at key locations: • Along Main St. • Convert the railroad line from N. Main St. to the city limits • Hackbarth Rd. shoulder extension • Connect Glacial Trail to Co. K • Milwaukee Ave. and Zida St. to Bark River • McMillen St. to Rock River • Madison Ave. to Wisconsin Highway 26 • Expand the Riverwalk to the north side of the Rock River • Montclair Pl. connection to Dorothy Carnes Park	In Progress	Public Works and Parks & Recreation	
Transportation Planning and Improvement	Using the Safe Routes to School Plan, identify and install new sidewalk facilities.	In Progress	Public Works	
Administrative	Conduct an annual review of the Comprehensive Plan.	Short	Administration	Yes
Administrative	Participate in the School District of Fort Atkinson 5-year Strategic Planning Process.	Short	Administration	
Administrative	Develop a new internal process to include review of the Comprehensive Plan during the annual Capital Improvement Planning process.	Short	Administration	
Downtown Revitalization	Complete an area plan for downtown to analyze assets and identify specific opportunities, with a parking study included.	Short	Administration	
New Development	Move the community gardens to Jones Park and market the existing site for new residential, infill development.	Short	Administration, Public Works, and Parks & Recreation	
New Development	Develop an area plan for the far Northwest side in preparation for the future Fort HealthCare relocation.	Short	Administration and Parks & Recreation	

Focus Area	Action Item	Timeframe	City Department Responsible	Previously Identified
Recreational Assets	Develop a marketing campaign with local economic development organizations to promote the city to new residents and tourists through branding Fort Atkinson as active, healthy, and recreation-focused with many amenities.	Short	Administration and Parks & Recreation	
Recreational Assets	Create new fundraising methods to increase donations towards Wheels Park.	Short	Parks and Recreation	
Targeted Redevelopment	Implement the recommended strategies of the 2018 TIF Feasibility Study, when completed.	Short	Administration	
Fostering Sustainability	Purchase or integrate energy efficient and/or renewable energy sources into any new city equipment, remodeling, or new facilities.	Short	Public Works	
Administrative	Attempt to establish boundary agreements with all surrounding units of government.	Medium	Administration	Yes
Downtown Revitalization	Work with the Chamber of Commerce to attempt to establish a Downtown Business Improvement District.	Medium	Administration	Yes
Downtown Revitalization	Implement new streetscaping, wayfinding, and beautification elements along Main St.	Medium	Administration and Public Works	
New Development	Develop a partnership with UW-Whitewater to help local entrepreneurs utilize the school's resources, Incubator, and Small Business Development Center.	Medium	Administration	
New Development	Partner with local universities and economic development agencies to promote new industries in the Klement Business Park.	Medium	Administration	Yes
Recreational Assets	Seek Stewardship and other recreational facility grants to help fund new parks and recreation infrastructure.	Medium	Parks and Recreation	

Focus Area	Action Item	Timeframe	City Department Responsible	Previously Identified
Fostering Sustainability	Partner with local farms and agriculture groups to establish a Community-Supported Agriculture (CSA) Program.	Medium	Administration	
Transportation Planning and Improvement	Partner with Jefferson County and Fort HealthCare to increase the routes, hours, and options for transit services in the city.	Medium	Administration	
Transportation Planning and Improvement	Adopt a new sidewalk evaluation and replacement ordinance.	Medium	Public Works	
Transportation Planning and Improvement	Adopt a Complete Streets policy.	Medium	Public Works	
Transportation Planning and Improvement	Complete an Official Map for the city.	Medium	Administration, Public Works, and Parks & Recreation	Yes
Transportation Planning and Improvement	Partner with local bicycle shops and bicycle manufactures to bring bike-share to key locations along the Glacial Heritage Trail.	Medium	Administration and Parks & Recreation	
Administrative	Update the Comprehensive Plan before 2029.	Long	All	Yes
Administrative	Participate in the Jefferson County Comprehensive Plan and Farmland Preservation Plan updates.	Long	Administration	
Downtown Revitalization	Explore the concept of a Town Square on South Water Street West next to the Rock River.	Long	Administration and Parks & Recreation	
Transportation Planning and Improvement	Improve the street scaping and road conditions along: • Whitewater Ave. • Riverside Dr. • Janesville Ave. • Hackbarth Rd. • Robert Street Bridge	Long	Public Works	
Transportation Planning and Improvement	Consider a park and ride facility near one of the Wisconsin Highway 26 bypass interchanges.	Long	Public Works	

Appendix A: Fort Atkinson Area Non-Profits

Fort Atkinson Area Non-Profits

The following reference list is a combination of some countywide organizations, community-based groups, and other non-profits in the Fort Atkinson area. This list does not include all groups in the community or any City of Fort Atkinson Committees or departments. Some organizations/groups are repeated under multiple categories because they serve multiple functions/roles in the community.

Youth/Education/Childcare

- Badgerland After School Enrichment Program (B.A.S.E./Boys and Girls Club)
- Big Brothers, Big Sisters
- Madison Area Technical College (MATC)
- Jefferson County Literacy Council
- Friends of Dwight Foster Public Library
- The Fort Atkinson Club
- PTOs (Rockwell, Luther, Purdy, Barrie)

Arts

- Fort Arts Council
- Friend of Lorine Neidecker
- Fort Atkinson Community Theater (FACT)
- The Fort Atkinson Club
- Council for Performing Arts (Jefferson County)
- Fort Atkinson Music Boosters Association
- University of Wisconsin-Whitewater Auditorium (Jefferson County)

Conservation/Outdoors

- Heart of the City
- Fort Atkinson Wisconservation Club
- Sustain Jefferson (Jefferson County)
- Friends of Haumerson Pond
- Friends of Rose Lake
- Beautification Council – Fort Tree Fund
- Rock River Coalition
- Friends of Glacial Heritage Area

Agriculture/Local Food

- Future Farmers of America (FFA) Alumni (Jefferson County)
- Eat Here, Eat Well (Jefferson County)
- Heart of the City
- Fort Farmers Market

History

- Fort Atkinson Historic Preservation
- Hoard Historical Museum and National Dairy Shrine
- Fort Koshkonong Rendezvous
- The Fort Atkinson Club

Health/Social Welfare/Housing

- Rock River Clinic (Jefferson County)
- Fort Healthy
- Fort HealthCare (Jefferson County)
- Rainbow Hospice (Jefferson County)
- American Cancer Society (Jefferson County)
- Tomorrow's Hope (Jefferson County)
- Fort Atkinson Food Pantry
- Moms Demand Action (Jefferson County)
- Jefferson County Habitat for Humanity

Service Clubs

- American Association of University Women (AAUW)
- Lions and Lioness Clubs
- Kiwanis
- Rotary
- Optimist

Diversity

- The Unity Project

Animals

- Humane Society of Jefferson County
- Paddy's Paws

Sports

- Fort Atkinson Generals Baseball Team
- Fort Atkinson Swim Team (FAST)
- Fort Atkinson Youth Soccer Association (FAYSA)

Religious

- Cornerstone of Hope
- Salty Earth Pictures

General Community

- United Way of Jefferson and North Walworth County
- The Fort Atkinson Club
- Fort Atkinson Community Foundation
- CARE Wisconsin
- Heart of the City

RESOLUTION NO. 1372

RESOLUTION RECOMMENDING AMENDMENTS TO THE CITY OF FORT ATKINSON COMPREHENSIVE PLAN

PLAN COMMISSION OF THE CITY OF FORT ATKINSON, WISCONSIN

WHEREAS, the City of Fort Atkinson on March 19, 2019 adopted the City of Fort Atkinson Comprehensive Plan, (hereinafter "Plan") as the City's comprehensive plan under Section 66.1001(4), Wisconsin Statutes, with said Plan including procedures for consideration of amendments to it; and

WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to amend a comprehensive plan once it has been initially adopted; and

WHEREAS, the City of Fort Atkinson Plan Commission has the authority and responsibility to recommend amendments to the Plan to the City Council, under Section 66.1001(4)(b); and

WHEREAS, on February 1, 2022, the Plan Commission reviewed proposed amendments to the Comprehensive Plan's Transportation Map (Map 9) and Community Facilities Map (Map 10) which involves changing the location of some planned roads, trails, and other public facilities. The proposed amendments to the maps are described in a map provided dated December 22, 2021, copies of which are attached hereto and incorporated by reference herein as Exhibit A; and,

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Fort Atkinson hereby recommends that, following a public hearing, the City Council adopt an ordinance to constitute official City approval of the proposed amendments to the 2019 City of Fort Atkinson Comprehensive Plan that the Plan Commission recommended for approval at its February 1, 2022, Plan Commission Meeting.

This Resolution was adopted at a meeting of the Plan Commission of the City of Fort Atkinson on the 1st day of February, 2022.

PLAN COMMISSION

By: _____
Rebecca Houseman LeMire,
Plan Commission Chair

ATTEST:

_____
Michelle Ebbert
City Clerk/Treasurer/Finance Director

ORDINANCE NO. 815

ORDINANCE TO ADOPT AMENDMENTS TO THE CITY OF FORT ATKINSON COMPREHENSIVE PLAN

CITY COUNCIL OF THE CITY OF FORT ATKINSON, WISCONSIN

The City Council of the City of Fort Atkinson, Wisconsin, does ordain as follows:

WHEREAS, pursuant to sections 61.35 and 62.23(2) and (3) of Wisconsin Statutes, the City of Fort Atkinson is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the City Council adopted its comprehensive plan in 2019 entitled "City of Fort Atkinson Comprehensive Plan"; and

WHEREAS, as part of the City's original adoption of a comprehensive plan the City Council adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by §66.1001(4)(a) of the Wisconsin Statutes; and

WHEREAS, the Plan Commission of the City of Fort Atkinson, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the City Council the adoption of amendments to the Transportation Map (Map 9) and Community Facilities Map (Map 10) which involves changing the location of some planned roads, trails, and other public facilities. The proposed amendments to the maps are described in a map provided dated December 22, 2021, copies of which are attached hereto and incorporated by reference herein as Exhibit A; and,

WHEREAS, the City of Fort Atkinson has, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, provided opportunities for public involvement per its adopted public participation plan; and

WHEREAS, the City Council held a public hearing on the proposed amendments on February 1, 2022, considered the public comments made and the recommendations of the Plan Commission and staff, and has determined to approve the recommended amendments.

NOW, THEREFORE, the City Council of Fort Atkinson, Wisconsin, does ordain that the proposed amendments are hereby adopted as amendments to the City's Comprehensive Plan pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

Enacted this 17th day of February, 2022.

CITY OF FORT ATKINSON

Christopher Scherer,
City Council President

ATTEST:

Michelle Ebbert,
City Clerk/Treasurer/Finance Director