



City of Edgerton Comprehensive Plan Update



Adopted: December 21, 2015

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TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION	1
A. PURPOSE OF THIS PLAN.....	1
B. GENERAL REGIONAL CONTEXT	2
C. SELECTION OF THE PLANNING AREA.....	2
CHAPTER TWO: ISSUES AND OPPORTUNITIES	5
A. POPULATION TRENDS AND FORECASTS	5
B. DEMOGRAPHIC TRENDS	7
C. HOUSEHOLD TRENDS AND PROJECTIONS	8
D. KEY PLANNING ISSUES AND OPPORTUNITIES	10
E. OVERALL GOALS, OBJECTIVES, AND POLICIES.....	12
CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES.....	13
A. AGRICULTURAL RESOURCES	13
B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES	13
C. NATURAL RESOURCE INVENTORY.....	14
D. NATURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES.....	17
E. CULTURAL RESOURCES INVENTORY	17
F. CULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES	21
G. PARKS AND RECREATIONAL RESOURCES.....	21
H. PARK AND RECREATIONAL GOALS, OBJECTIVES, AND POLICIES	23
CHAPTER FOUR: LAND USE	25
A. EXISTING LAND USE.....	25
B. FUTURE LAND USE.....	31
C. LAND USE GOALS, OBJECTIVES, AND POLICIES	35
D. DETAILED LAND USE RECOMMENDATIONS	38
E. COMMUNITY CHARACTER AND DESIGN	42
CHAPTER FIVE: TRANSPORTATION.....	53
A. EXISTING TRANSPORTATION NETWORK	53
B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS	56
C. TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES.....	58
D. EDGERTON RECREATIONAL TRAIL NETWORK	59
CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES	65
A. EXISTING UTILITIES AND COMMUNITY FACILITIES.....	65
B. UTILITIES AND COMMUNITY FACILITIES TIMETABLE	72
C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES.....	73

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT 75

 A. HOUSING FRAMEWORK 75

 B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES 79

CHAPTER EIGHT: ECONOMIC DEVELOPMENT 81

 A. ECONOMIC DEVELOPMENT FRAMEWORK 81

 C. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES 88

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION 91

 A. REGIONAL FRAMEWORK 91

 B. INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES 93

CHAPTER TEN: IMPLEMENTATION 95

 A. PLAN ADOPTION 95

 B. IMPLEMENTATION RECOMMENDATIONS 95

 C. PLAN MONITORING, AMENDMENTS, AND UPDATE 98

 D. CONSISTENCY AMONG PLAN ELEMENTS 98

APPENDIX A: REGIONAL INTERGOVERNMENTAL COORDINATION 99

 A. REGIONAL PLANNING THEMES & GOALS 99

 B. REGIONAL MEETINGS – SOUTHEAST DANE COMMUNITIES 102

APPENDIX B: 2004 PUBLIC PARTICIPATION 103

 KEY PLANNING ISSUES AND OPPORTUNITIES 103

TABLE OF GRAPHICS

Map 1: Edgerton Area Jurisdictional Map **3**

Table 1: Population Trends 5

Figure 1: City Population Forecast Comparison 6

Table 2: City of Edgerton Population Forecasts 6

Table 3: City of Edgerton Age and Gender Statistics, 2010 7

Table 4: Income Data, 2000-2013 8

Table 5: Household Characteristic Comparisons, 2013¹ 9

Table 6: Household Forecast 9

Table 7: Existing Land Use 27

Map 2: Existing Land Use **29**

Table 8: Future Land Use Acreage Summary 33

Table 9: Projected Land Use Demand 35

Map 3: Future Land Use **49**

Map 4: Community Character **51**

Map 5: Transportation Plan **63**

Table 10: Utility and Community Facilities Timetable 72

Table 11: City of Edgerton Housing Types: 2000-2015 75

Table 12: Housing Stock Characteristics, 2013 76

Figure 2: Age of City of Edgerton Housing as a Percent of the Total 2013 Housing Stock 77

Table 13: Projected Housing Unit Demand 77

Table 14: Top Rock County Employers, 2014 82

Table 15: Labor Force Characteristics, 2013 83

Table 16: Occupations, City of Edgerton, 2013 83

Table 17: Industry and Labor Force, City of Edgerton 84

Table 18: Worker Commuting Patterns, Rock County, 2000-2010 84

Figure 3: Preferred New Commercial Project Layout 90

Figure 4: Preferred New Industrial Project Layout 90

Table 19: Implementation Actions 96

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CHAPTER ONE: INTRODUCTION

The City of Edgerton, located in north central Rock County and south central Dane County, is a small community that has experienced a modest growth in population over the past several decades. The City is located near larger cities such as Madison and Janesville, but maintains a unique sense of “small-town” identity while also enjoying access to all the metropolitan areas have to offer.

Residents enjoy the “small-town” atmosphere of the City. The historic downtown roots the City in its past. Particularly noticeable are the many warehouses from the tobacco industry that flourished here in the 19th and early 20th centuries. The downtown is now home to many businesses, as well as



the main institutional buildings such as City Hall, the post office, the police station, and the library. The downtown is surrounded with quaint neighborhoods reflecting a variety of fine residences in many architectural styles. Newer areas of the City provide further housing and business opportunities. The City prides itself on its parks, recreational opportunities, and schools.

These characteristics are treasured by current residents of the City; they are also proving attractive to an increasing number of new residents. Given the City’s proximity to the Madison and Janesville urban areas, growth over the next 20 years could gradually erode the City’s attractive character, if it is not carefully planned, reviewed, and approved. In this context, planned development in a timely, orderly, and predictable manner is essential to preserving the City’s historic residential and commercial buildings, providing appropriate housing and employment opportunities, and protecting and improving on the City’s small-town heritage.

A. PURPOSE OF THIS PLAN

The *City of Edgerton Comprehensive Plan* is intended to update and replace the City’s 2006 Comprehensive Plan. This updated *Plan* will allow the City to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend types of land use for specific areas in the City;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and commercial investment in the City; and
- Provide detailed strategies to implement *Plan* recommendations.

This *Comprehensive Plan* has been prepared under the State of Wisconsin’s “Smart Growth” legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the “Smart Growth” law.

This *Comprehensive Plan* is organized in nine chapters, each addressing one of the nine elements that are specified under the “Smart Growth” law.

B. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the City of Edgerton to neighboring communities in the region. The City is located in north central Rock County and south-central Dane County, about 30 miles southeast of Madison, 15 miles southeast of Stoughton, 12 miles north of Janesville, 75 miles west of Milwaukee, 160 miles southwest of Green Bay, 290 miles southeast of Minneapolis, and 120 miles northwest of Chicago. Most of the City is located in Rock County, with a portion of the north side in Dane County. The City abuts the Town of Fulton in Rock County and the Town of Albion in Dane County.

C. SELECTION OF THE PLANNING AREA

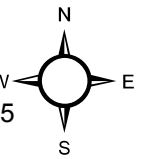
The Planning Area covers approximately 6 square miles (see Map 1).

Jurisdictional Boundaries

- City of Edgerton Municipal Boundary
- City of Edgerton Extraterritorial Jurisdiction (ETJ) Boundary
- Other Municipal Boundaries
- County Boundaries
- City of Edgerton 1.5 Mile ETJ Buffer
- Sections



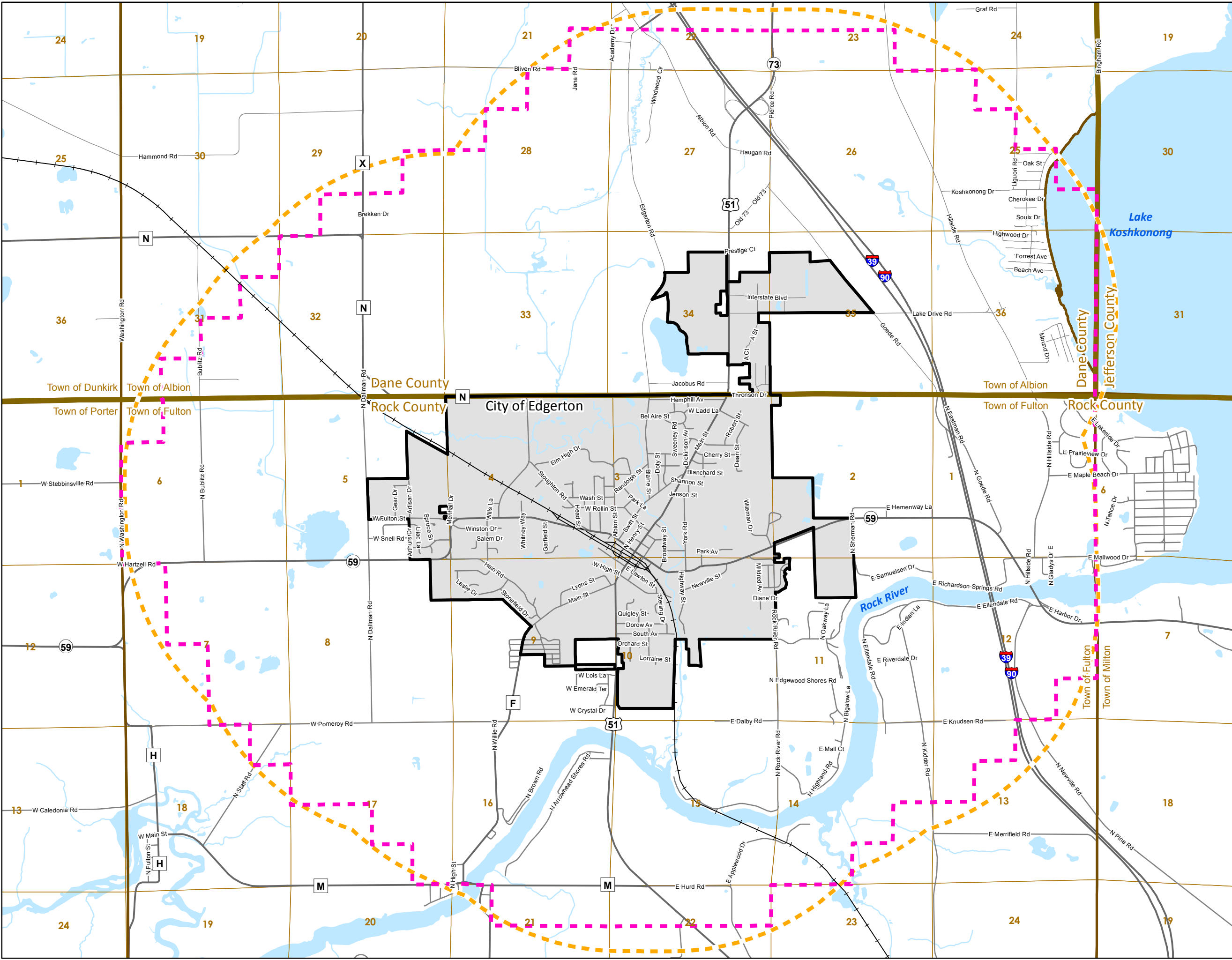
0.5 Miles



Adopted: December 21, 2015

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Shaping places. shaping change

Sources: City of Edgerton, Rock County, Dane County, US Census Bureau, FEMA, CARPC, WI DNR



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CHAPTER TWO: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* gives an overview of the pertinent demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the City of Edgerton. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education, and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies, and programs to guide the future preservation and development in the City over the 20-year planning period. Data used in this chapter is from the 2010 U.S. Census and the 2009-2013 American Community Survey 5-Year Estimates.

A. POPULATION TRENDS AND FORECASTS

The City experienced growth in the 1970s, with a population increase of 5 percent between 1970 and 1980. Between 1980 and 1990, the population decreased by 1.9 percent, which is most likely attributable to the out-migration of working-aged residents due to the loss of manufacturing jobs during that decade. Between 1990 and 2000, the City grew much faster, 15.9 percent over the decade. Growth continued but slowed between 2000 and 2010, as the City grew 10.7 percent (see Table 1). This growth rate is higher than the Towns of Fulton and Albion and the Cities of Janesville, Milton, and Stoughton, but it is quite a bit lower than the growth rate in the City of Evansville and in Dane County.

Table 1: Population Trends

	1980	1990	2000	2010	Population Change 2000-2010	Percent Change 2000-2010
City of Edgerton	4,335	4,254	4,933	5,461	+528	10.7%
Town of Fulton	2,866	2,867	3,158	3,252	+94	3.0%
Town of Albion	1,918	1,964	1,823	1,951	+128	7.0%
City of Stoughton	7,589	8,786	12,354	12,611	+257	2.1%
City of Milton	4,092	4,434	5,132	5,546	+414	8.1%
City of Janesville	51,071	52,210	60,200	63,575	+3,375	5.6%
City of Evansville	2,835	3,174	4,039	5,012	+973	24.1%
Dane County	323,545	367,085	426,526	488,073	+61,547	14.4%
Rock County	139,420	139,510	152,307	160,331	+8,024	5.3%
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	+323,311	6.0%

Sources: U.S. Census of Pop. and Housing, 1980, 1990, 2000, 2010

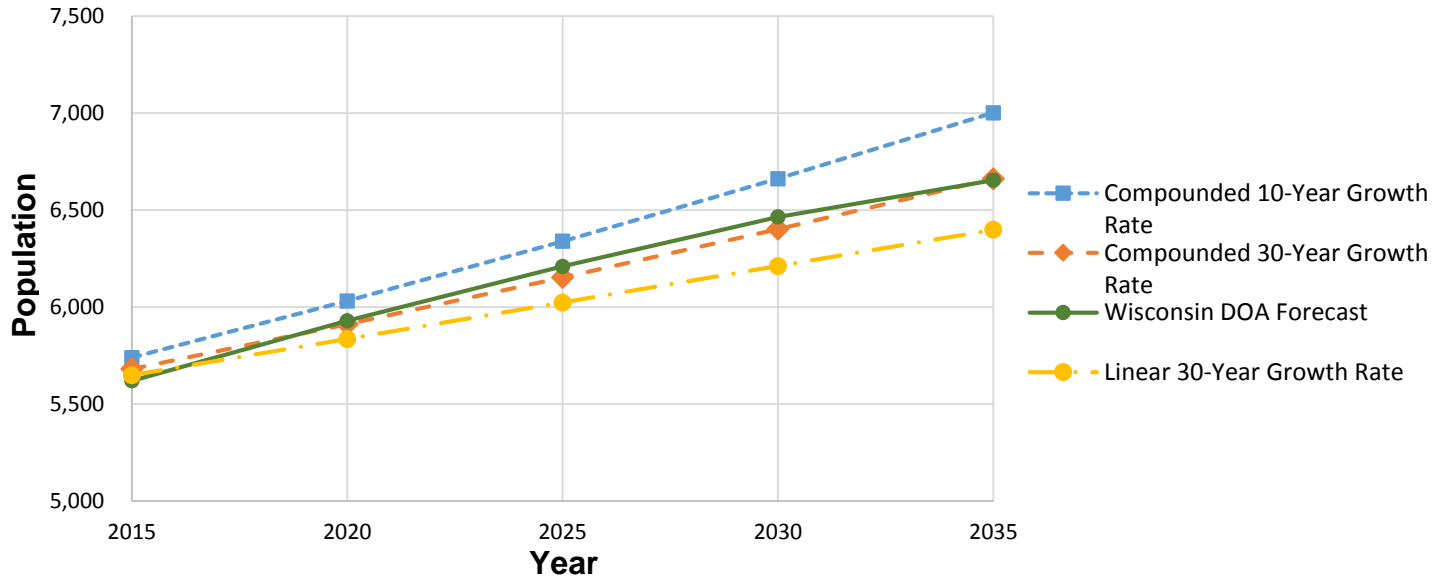
According to the 2009-2013 American Community Survey 5-Year Estimates, the population for Edgerton in 2013 was estimated to be 5,412. This is slightly lower than the 2010 Census count of 5,461 and results in an estimated loss in population of just under one percent between 2010 and 2013. Most of the comparison communities saw less than two percent growth between 2010 and 2013, with the exception of the Town of Albion, which saw a three percent increase in population in that period.

It is very difficult to predict future population growth. Actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 1 shows a forecast for the future City population increase using two different assumptions.

Table 2 shows these future populations at five-year intervals to the year 2035. The lower population forecast is obtained by assuming that the City will add the same number of residents over the next 20 years as it has over the last 30 years (1,126 residents added between 1980 and 2010, or about 38 residents every year). Using this first method, the City's population in 2035 would be 6,399. Higher population increases are obtained by assuming that the City will add residents at the same rate as it has in the past. Using the 30-year growth rate

of 0.77 percent per year yields a 2035 population of 6,663, while the higher growth rate of the last 10 years (1.02 percent) yields a future population of 7,003.

Figure 1: City Population Forecast Comparison



Source: Vandewalle & Associates

Table 2 also shows the City’s forecasted population in five-year increments over the next 20 years based on the historic growth trends. The projections prepared by the Wisconsin Department of Administration (DOA) show a population growth higher than that derived from linear growth rate, lower than that derived from the 10-year growth rate, but nearly identical to the forecast based on the 30-year growth rate.

Table 2: City of Edgerton Population Forecasts

	2015	2020	2025	2030	2035
Linear growth based on number of residents added over past 30 years (38 residents/year)	5,649	5,836	6,024	6,212	6,399
Long-term compounded growth based on rate of growth over past 30 years (0.77%)	5,681	5,912	6,153	6,403	6,663
Recent compounded growth based on rate of growth over past 10 years (1.02%)	5,740	6,032	6,340	6,663	7,003
Wisconsin Department of Administration forecast	5,620	5,930	6,210	6,465	6,655

Source: Vandewalle & Associates, Wisconsin Department of Administration Population and Housing Projections

As will be demonstrated in the chapters that follow, this *Plan* provides sufficient opportunities for housing development to accommodate even the highest population growth forecast over the planning period.

B. DEMOGRAPHIC TRENDS

1. Age and Gender Distribution

Table 3 compares the age and gender distribution of the City of Edgerton's population in 2010 to surrounding communities, Dane and Rock Counties, and the state. General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities, and the provision of social services.

In 2010, the City's median age was lower than that of the towns and the state, slightly higher than that of the City of Stoughton and Rock County, but similar to that of the City of Milton and Dane County. The percentage of the City's population aged 18 and under was higher than the Town of Fulton, Dane County, and the state, but comparable to the Town of Albion, the Cities of Stoughton and Milton, and Rock County. The percentage of the population aged 18 and under should be considered when comparing per capita school expenditures with other communities.

The percentage of the City's population that was aged 65 and older was comparable to the Town of Albion, the City of Milton, Rock County, and the state, lower than the Town of Fulton and the City of Stoughton, and higher than Dane County. Following nationwide trends, the average age of Edgerton's population has grown older in the past twenty years. In 2010, the City of Edgerton had a median age of 35.7, slightly higher than the median age of 35.4 in 2000. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. This suggests the need to consider different types of housing, transportation options, and other services in the City in the future.

Table 3: City of Edgerton Age and Gender Statistics, 2010

	Median Age	% under 18	% over 65	% Female
City of Edgerton	35.7	26.0%	12.7%	51.2%
Town of Fulton	45.2	22.4%	16.1%	48.4%
Town of Albion	41.5	25.7%	12.0%	45.1%
City of Stoughton	39.2	25.1%	14.6%	52.8%
City of Milton	35.8	26.3%	12.5%	50.9%
Dane County	34.4	21.7%	10.3%	50.5%
Rock County	38.0	25.1%	13.6%	50.8%
State of Wisconsin	38.5	23.6%	13.7%	50.4%

Source: U.S. Census Bureau, Census 2010

2. Educational Attainment

According to the 2010 Census, 89.1 percent of the City's population aged 25 and older had attained a high-school-level education. Approximately 16.1 percent of this same population had attained a college-level degree (bachelor's degree or higher). Statewide, 90.4 percent of adults have a high-school-level education and 26.8 percent of adults have a college-level degree.

3. Income Data

Table 4 compares income data for the City and surrounding communities.

Table 4: Income Data, 2000-2013

	Median Household Income, 2000	Median Household Income, 2013	% Change 2000-2013	Per Capita Income, 2000	Per Capita Income, 2013	% Change 2000-2013
Edgerton	\$44,540	\$47,621	6.9%	\$20,516	\$25,824	25.9%
Fulton	\$56,691	\$68,220	20.3%	\$24,033	\$34,040	41.6%
Albion	\$49,633	\$65,086	31.1%	\$24,643	\$29,739	20.7%
Stoughton	\$47,633	\$62,021	30.2%	\$21,037	\$28,167	33.9%
Milton	\$43,201	\$51,397	19.0%	\$22,058	\$24,756	12.2%
Dane County	\$49,223	\$61,721	25.4%	\$24,985	\$33,712	34.9%
Rock County	\$45,517	\$49,435	8.6%	\$20,895	\$24,094	15.3%
Wisconsin	\$43,791	\$52,413	19.7%	\$21,271	\$27,523	29.4%

Source: U.S. Census Bureau, Census 2000; U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

Median household and per capita income are obtained from Census data, and are used to compare changes over time. All communities were affected by the recession in terms of growth in income rate. As this data shows, Edgerton's median household income was well below those of all the comparison jurisdictions in 2000, and in 2013 Edgerton continued to have the lowest median household income of all of the comparison communities.

Between 1990 and 2000, median household income in the City of Edgerton grew at a rate of 81.6 percent, which was a much faster rate than many of the comparison communities. However, between 2000 and 2013, median household income in Edgerton grew at the significantly slower rate of 6.9 percent, which is a much slower than most of the comparison communities.

The per capita income increases over time are generally larger than the increase in per household income. This is likely a result of decreasing household sizes during the same period.

C. HOUSEHOLD TRENDS AND PROJECTIONS

Table 5 compares selected household characteristics in 2013 for the City of Edgerton with surrounding communities, Dane and Rock Counties, and the state. The City's average household size was comparable to all of the comparison communities.

When considering the percent of individuals living in poverty in 2013, Edgerton's poverty rate is higher than that of the towns and cities, comparable to that of Dane County and the state, and lower than that of Rock County. The family poverty rate is higher than the family poverty rate in the towns, but it is lower than the poverty rate in the rest of the comparison communities. These poverty measures have increased between 2000 and 2013, which is consistent with statewide trends. In Edgerton, 15.8 percent of all families in poverty are headed by women with no husbands present. This proportion has been reduced by about 5 percent since 2000. As compared to other communities, this is higher than the Town of Fulton, comparable to the Town of Albion, but much lower than the rate in the cities, the counties, and the state.

Table 5: Household Characteristic Comparisons, 2013¹

	City of Edgerton		Town of Fulton	Town of Albion	City of Stoughton	City of Milton	Dane County	Rock County	Wisconsin
	2000 ²	2013							
Total Housing Units	2,084	2,536	1,622	962	5,536	2,416	217,104	68,283	2,626,142
Total Households	1,958	2,391	1,378	850	5,335	2,258	206,982	63,309	2,288,332
Average Household Size	2.49	2.24	2.36	2.35	2.34	2.46	2.33	2.48	2.43
% Single-person household	29.0%	33.6%	19.2%	22.7%	33.2%	27.2%	31.1%	26.3%	28.8%
% With householder age 65 and over	14.2%	22.9%	3.6%	6.1%	12.2%	11.0%	7.8%	10.3%	10.4%
% Families in poverty status	3.7%	5.6%	1.2%	3.4%	6.8%	7.5%	6.4%	10.6%	8.8%
% Families with female head of household in poverty status	20.9%	15.8%	<0.1%	15.5%	27.5%	30.7%	24.8%	34.6%	31.2%
% Individuals in poverty status	5.7%	12.9%	5.3%	6.8%	10.0%	8.70%	12.9%	14.3%	13.0%

Sources:

1. U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates
2. All data from 2000 is from U.S. Census Bureau, Census 2000

The City's average household size has been declining over the past decades. The number of persons per household has dropped from 2.62 in 1970 to 2.43 in 2010. This echoes national trends.

While it is difficult to predict, the future average household size is not projected to change dramatically over the next twenty years. Therefore, the 2010 household sizes will be used in forecasting future housing unit development in the community over the next 20 years.

Dividing forecasted 2035 populations by forecasted 2035 average household size (2.43) yields a forecasted number of households in the year 2035 (see Table 6). Household forecasts are used to forecast future housing unit demand in the City over the next 20+ years in Chapter Seven: Housing and Neighborhood Development. As the Table 6 shows, there may be as many as 7,003 residents and 2,882 households in Edgerton in 2035.

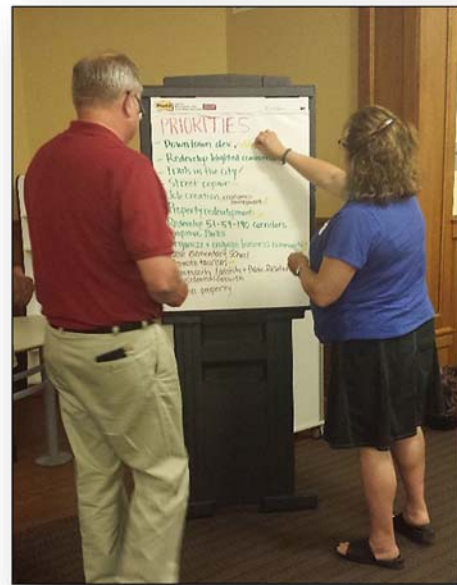
Table 6: Household Forecast

2010 Count		2035 Forecast	
Population	5,461	Forecasted Population, Low	6,399
		Forecasted Population, High	7,003
Number of Households	2,227	Forecasted Households, Low	2,633
		Forecasted Households, High	2,882

Source: Vandewalle & Associates

locations for infill/redevelopment and new residential, industrial, and commercial development. A few commonly mapped items included:

- Connect City parks with bicycle/pedestrian trails, particularly between Racetrack Park, the school campus, and the youth center
- Redevelopment and infill downtown
- New residential development at the southern, western, and northern edges of the city
- Industrial redevelopment at the CAT site and in the business park
- **Priorities:** Participants were asked to name their top priorities for the City to address over the next decade. Each participant was provided five stickers to place next to his/or preferred priorities. Participants could place as many stickers as they liked next to any given priority. The following top priorities were determined, with the number of votes shown in parenthesis:
 - Downtown development (11)
 - Redevelop blighted commercial (6)
 - Street repair (5)
 - Job creation, economic development (5)
 - Property redevelopment (4)
 - Improve parks (4)
 - New elementary school (4)
 - Promote tourism (4)
 - Organize and engage business community (3)
 - Community identity and public relations (3)
 - Redevelop the Dana property (3)
 - Trails in the city (2)
 - Residential growth (2)
 - Redevelop the US 51, WIS 59, and I-90 corridors (1)



2. Public Open House

A public open house was held the evening of August 25, 2015. Attendees reviewed and commented on the Future Land Use Map, the conceptual trail network, and the Transportation Plan map. The open house also included a short presentation reviewing the main changes to the 2015 *Plan*. Overall, attendees were supportive of the draft recommendations.

3. Public Hearing and Adoption

On December 7, 2015, a joint meeting of the Plan Commission and the City Council was held. This meeting included a formal public hearing on the *Comprehensive Plan*. In advance of the public hearing, the City provided copies of the *Plan* to surrounding governments and other parties under the requirements of Wisconsin Statutes. Following the hearing, the Plan Commission approved a resolution to recommend the *Plan* to the City Council. Following the Plan Commission's recommendation, the City Council voted to approve an ordinance adopting the *Plan*. The City Council's second reading of the adopting ordinance occurred on December 21, 2015.

E. OVERALL GOALS, OBJECTIVES, AND POLICIES

Through the comprehensive planning process, an overall vision was established for City of Edgerton. This overall vision provides the framework on which the more specific recommendations of the Plan are based. Each chapter of this comprehensive plan includes goals, objectives, and policies that will provide the policy guidance that the Plan Commission, City Council, residents, and other interested groups and individuals need to guide the future preservation and development of this area over the next 20 to 25 years. More specifically:

- A ***Vision Statement*** is an expression of the general direction the community wishes to take over the next 20 years. All goals, objectives, policies, detailed recommendations, and actions to implement the Plan should be consistent with this vision.
- ***Goals*** are broad, advisory statements that express general public priorities about how the City should approach preservation and development issues. These goals are based on key issues, opportunities, and problems that affect the City.
- ***Objectives*** suggest future direction in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- ***Policies*** are rules, courses of action, or programs used to ensure plan implementation and to accomplish the goals and objectives.

The goals, objectives and policies that advance this vision are found in subsequent chapters of this *Plan*.

Overall City Vision

- Preserve the City's "small-town in a rural setting" atmosphere while accommodating well-planned, coordinated new growth.
- Promote a future land use pattern containing a mix of uses and building types, while respecting the City's historic character.
- Protect important natural resources in and around the City, such as wetlands, woodlands, and agricultural lands, and use them as community separation areas where appropriate.
- Enhance opportunities for business and industrial development and redevelopment.
- Attract vibrant uses to preserve the historical downtown.
- Enhance the City's sense of community involvement and volunteerism.
- Maintain a balance of types and affordability levels in the housing stock.
- Emphasize intergovernmental cooperation and communication.
- Promote a trail system connecting key community destinations.

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter of the *City of Edgerton Comprehensive Plan* satisfies the required agricultural, natural and cultural resources comprehensive plan element described in §66.1001, Wisconsin Statutes.

A. AGRICULTURAL RESOURCES

Farming is a key part of the heritage of the City. Tobacco farming in particular played a large role in the shaping of the downtown. Agriculture remains an important part of the economy of the area, and is the dominant land use in the Towns surrounding the City. This agricultural landscape enhances Edgerton's aesthetic appeal. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural character of the areas surrounding the City. An important goal of this Plan is to help preserve the extent and integrity of this resource, while also accommodating well-planned, high-quality, compact urban development. This will mean gradual urbanization of some areas of good soils surrounding the current urban area—particularly in areas where sanitary sewer and public water can be provided at a reasonable cost. Long-term agricultural preservation is called for in other areas, where the cost-effective provision of urban services is not possible.



Within the City boundaries, there are also opportunities for urban agriculture, as the City organizes a community garden on Lyons Street. About 24 garden plots of various sizes are available for rent, and the City provides water and tilling at the beginning of the season. During the summer months, two farmers markets take place in the downtown.

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal: Protect agricultural resources in areas surrounding the City, until such time as development is warranted.

Objectives:

- a. Maintain agriculture as a significant economic activity within the City's extraterritorial area.
- b. Protect productive agricultural lands from land-consumptive residential, commercial, and industrial development in the City's extraterritorial area.

Policies and Programs:

- a. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves agricultural resources and minimizes conflicts between urban and rural uses.
- b. Use the City's extraterritorial jurisdiction to control the development of land in the extraterritorial area.

- c. Encourage the use of agricultural land within the City for agricultural production until a development plan for the land is approved.

C. NATURAL RESOURCE INVENTORY

Understanding the relationship between the City and its natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 2 depicts the City's environmentally sensitive areas, many of which are described in more detail below.

1. Landforms/Topography

Edgerton lies in a low area along Saunders Creek, a tributary of the Rock River. Two ridges located outside of the City boundaries form the edges of the drainage area. The area east and southeast of the City is rolling, with limited flat, high areas, and having many severe slopes greater than 20 percent. The remaining planning area is gently rolling with only occasional areas of steep slopes. The area's landforms are mostly glacial drift features.

2. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes, and high water tables. Most of the soils in the City of Edgerton are of one major soil association, as defined by the United States Department of Agriculture. The *Kidder-St. Charles* association is deep, well- or moderately-well drained soil with sandy clay loam to silty clay loam subsoil. The association rests on sandy loam glacial till.

More specific information about soils in the City can be found in the Soil Surveys of Rock County (1974) and Dane County (1978), conducted by the United States Department of Agriculture Soil Conservation Service. With proper construction practices, most of the soils found in the planning area are generally suitable for development. Exceptions include soils with steep slopes over 12 percent, and areas where high ground water and wetlands exist.

3. Drainage Basins

The City of Edgerton is located in the Lower Rock River Basin, which drains approximately 4,940 square miles of south-central and southwestern Wisconsin. The Basin is further divided into watersheds. The City lies within the Lower Koshkonong Creek watershed. Land use within the watershed is primarily agricultural, but as the cities and towns of this watershed continue to grow, stormwater management and construction site erosion control have become more important.

4. Groundwater

Groundwater resources are plentiful in the planning area at both shallow and deep levels. In Dane County and northern Rock County, water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a higher-quality source of water for nearly all of the deep municipal wells, including Edgerton's. The water table level in the City is approximately 860 feet above sea level.

Groundwater is the source for drinking water for all of the City's households. Its protection is critical. In 2007, the Wisconsin Department of Natural Resources (WDNR) and the U.S. Geological Survey published a Groundwater Contamination Susceptibility Map showing the risk of groundwater contamination from surface and subsurface activities on a county level. In general, areas considered to be of extreme risk are areas of shallow bedrock or shallow groundwater and alluvial valleys. Areas

of low or moderate risk are located throughout glaciated areas. The depth to bedrock in the Edgerton area ranges from 5 to 100 feet in different parts of the City. The Edgerton area is considered to be moderately or more susceptible to contamination due to the WDNR’s analysis of the following factors: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics of surficial deposits.

Dane and Rock Counties’ groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus, it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste applications and facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris.

One way the City of Edgerton protects its groundwater resources is through zoning. The Municipal Well Recharge Area Overlay District prohibits certain land use activities that may contaminate groundwater on lands located within the approximate groundwater recharge area of the City’s municipal wells, either existing or planned. The overlay zoning district is based on the City of Edgerton Well Head Protection Plan.

5. Stream Corridors

Saunders Creek originates in south-east Dane County and flows for ten miles. It enters Edgerton from the north, where it is joined by a tributary coming from the west. The creek turns to run around the north and east side of the downtown, then joins the Rock River south of the City. The meandering creek drains 36 square miles of predominantly agricultural land. Parts of the creek have been ditched and wetlands drained in its watershed. Polluted runoff from pastures and barnyards and erosion from fields—exacerbated by the ditching—carry sediments to the stream, affecting water quality. Some remnant wet meadows between Edgerton and Albion, and north of Albion, still exist, providing limited Northern Pike spawning habitat.



Some remnant wet meadows between Edgerton and Albion, and north of Albion, still exist, providing limited Northern Pike spawning habitat.

6. Surface Water

There are no major surface water features within the City limits. There is one small pond in Fishing Pond Park.

7. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas potentially subject to the 100-year flood event adjacent to navigable waters. All areas of the City subject to flooding are not necessarily reflected in mapped floodplains. Development is strongly discouraged in flood plains, to avoid both on-site and upstream and downstream property damage.

Floodplain areas in and near the City are located along Saunders Creek and the Rock River.

8. Wetlands

Wetland areas are located along Saunders Creek on the north and south sides of the City, and along the Rock River. There is also a wetland nature preserve in the southwest portion of the City. This preserve is intended to be part of a much larger open space area, which will include all of the wetlands in the area.

9. Woodlands

Areas of woodland around the City are primarily associated with areas of steeper slopes. These are located primarily to the south and east of the City, associated with several steep valleys and the Rock River basin.

10. Steep Slopes

Generally, the City has gently rolling hills. Steep slopes over 12 percent occur relatively infrequently in the City. The greatest incidence of steep slopes occurs to the east and southeast.

11. Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style. Within the City boundaries, several areas greater than 20 percent slope occur east and southeast of downtown. The area to the south and east of the City contains several ridges running south to the Rock River and beyond.

12. Rare Species Occurrences/Wildlife Habitat

WDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. Areas of wet mesic prairie and floodplain forest still exist around Edgerton, containing several rare plants. The prairie hosts an array of native plant species, such as Rattlesnake Master, New Jersey Tea, and Prairie Blazing Star. Other important plant and animal species found in natural areas of waterways in or near Edgerton include the Black-crowned Night-Heron, Least Darter, Pugnose Shiner, Redfin Shiner, Kitten Tails, Purple Meadow Parsnip, and several milkweeds and sedges. Increased residential development has reduced the habitat for these plant species. Effective protection of natural communities maintains populations of many native plants and animals, their interactions, and the ecological processes upon which they are dependent. More specific information on location and type of species is available from the WDNR’s Bureau of Endangered Resources.

13. Environmental Corridors

Environmental Corridors in the City are shown as an overlay on Maps 2 and 3. Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. They are intended to be protected and are not intended to be developed, due to their sensitive nature. Within the City, the most significant environmental corridor follows Saunders Creek, and encompasses the wetlands and open space of the parks to the southwest. Environmental corridors are used in this *Plan* to address the multiple concerns of drainage, water quality, recreation, wildlife habitat, and open space.

14. Nonmetallic Mineral Resources

Within the planning area there is one registered nonmetallic mineral deposit, which straddles the border with the Town of Fulton on the City’s south side. In order to be able to mine a registered deposit, a property owner or mine operator must obtain all necessary permits and approvals.

The City, through its extraterritorial review, might receive requests for new extraction sites over the planning period. Some nonmetallic mineral extraction may be appropriate in the extraterritorial area,

provided that they are properly sited, intended as a relatively short-term use (less than 20 years), reclaimed per new state and county rules, and are consistent with the City's policies. New or expanded extraction sites that are intended for long-term use (more than 20 years) are generally not appropriate in the extraterritorial area, as they will likely conflict with and/or impede future urban residential development.

D. NATURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal: Protect the City's important natural resources.

Objectives:

- a. Preserve streams, wetlands, woodlands, wildlife habitat, steep slopes, floodplains, drainageways, and other natural features.
- b. Protect surface water and groundwater quality.
- c. Prevent future problems associated with developing land.

Policies and Programs:

- a. Preserve environmental and open space corridors by prohibiting new buildings in wetlands, stream banks, floodplains, and on slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils outside of wetlands. Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available.
- b. Use the City's zoning, subdivision, and official mapping powers to protect waterways, shorelines, wetlands, and floodplain areas within the current City limits and extraterritorial area.
- c. Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees. Once identified, establish maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.
- d. Emphasize use of natural drainage patterns, construction site erosion control, and ongoing storm-water management measures that control the quality, quantity, and temperature of water leaving any site.
- e. Encourage "low-impact" developments that preserve natural features, and demonstrate the economic value that these developments have for the entire City.
- f. Work to educate citizens about the City's natural resource areas, and encourage them to enjoy them and participate in their maintenance and preservation. Ideas might include festivals, picnics, or community clean-up days.
- g. Consider setting aside additional natural areas as the City develops.

E. CULTURAL RESOURCES INVENTORY

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

1. History of the City

Native Americans, attracted to the Edgerton area by the abundance of wildlife and vegetation, the nearby Rock River, fertile soil, and temperate climate settled the area well before European settlers entered the State of Wisconsin. By the 1840s, pioneers from the East had settled in the area, including the William Bliven family, the first white settlers in what would become the City of Edgerton. The railroad came into the area in 1853, and in 1859 the City was named after the engineer of the railroad project, Benjamin Edgerton. Although the coming of the railroad was a prime factor in the founding of Edgerton, its further development is a result of many unique factors, including the rich soils that fostered the tobacco industry and the willingness of its citizens to invest in the future. By the turn of the century, Edgerton was referred to as “The Tobacco Capital of the World”, with tobacco barons coming to the area to buy and sell the commodity. Only a few of the original 52 tobacco warehouses still stand, but several of those that remain are being used for local businesses. In recent years, three historic tobacco warehouses have been converted to apartments, and another warehouse has been converted to house the offices and store for Edgerton Community Outreach. The adaptive reuse of the tobacco warehouses has ensured that these pieces of Edgerton’s history play a role in Edgerton’s future. The Edgerton community also honors its tobacco industry heritage by celebrating Tobacco Heritage Days each July.



Edgerton was the location of an important art pottery. Pauline Jacobus began the first art pottery studio in Chicago in 1883. In 1888, Jacobus moved the pottery to Edgerton to be near a supply of high-quality white clay. The pottery was forced into bankruptcy in 1894, but continued on under new ownership. Jacobus continued to make pottery on her own until her retirement in 1911. In 2000, the Edgerton Arts Council in conjunction with the Wisconsin Pottery Association moved and restored the cabin in which Jacobus did much of her work. The building is now located on Swift Alley, south of the railroad tracks downtown. Today, significant collections of local pottery are housed in the Edgerton Public Library and in City Hall.

The same clay that enabled fine pottery production also produced much fine brick. The first bricks were made in 1852 by Dr. Head for the Albion Academy. James Culton bought his land and developed a thriving brick business, shipping to communities throughout southern Wisconsin. The white clay used produced a cream colored brick, which was used to construct many of the commercial and residential buildings in the City. Its use in so many Edgerton houses created a kind of “Edgerton vernacular” style. Twelve tobacco warehouses were constructed of



cream brick; probably the most impressive of which is the Weil-Bloch Warehouse No. 55, constructed around 1912. Nicknamed “White Elephant,” it is 2 ½ stories tall and includes a basement. It is three sections long, each section containing five bays, with a broad three-bay front. As of this writing, this warehouse will be redeveloped into 28 loft apartments, with construction expected to be completed in 2016. Several of the remaining warehouses constitute “Tobacco Alley”, a group of structures on the south side of Fulton Street. As described above, several of these structures have recently been redeveloped for residential and commercial use.

Another famous inhabitant, and perhaps the most recognizable, was Sterling North. North was born on the shores of Lake Koshkonong, and grew up in Edgerton. He moved to Chicago, where he began his writing career. In 1963 he published his most widely-read book, “Rascal”, which tells the story of raising a pet raccoon. The story was based on North’s own experiences growing up in Edgerton, which is referred to as “Brailsford Junction” in his books. The book was translated into 18 languages, and made into a Walt Disney film in 1969.

2. Historic Resources

At the time of writing there were eight single properties and one district in the City of Edgerton listed on the State and National Register of Historic Places. Several prominent public buildings in the downtown—the train depot, post office, and former public grade schools—are listed. The Sterling North house at 409 W. Rollin Street is on the National Register and is operated by the Sterling North Society as a museum. The Society sponsors events throughout the year to support the maintenance of the house and dissemination of information about its famous inhabitant. The train depot has recently been restored, and now serves as a retail space and a community information center, housing the Chamber of Commerce offices.



Also listed on the State and National Registers is the Fulton Street Historic District. It is an architecturally significant, intact, and visually distinct grouping of late-nineteenth- and early-twentieth-century commercial buildings. Original uses included a pool hall, millinery shop, hotel, bank, drug store, grocery, dairy, and livery. The 27 contributing buildings in the district were built between the 1850s and 1910s. The buildings are located along Fulton Street, roughly bounded by Main and Albion Streets.

The Edgerton Public Library at 101 Albion Street is considered eligible for listing on the National Register. This means that the property has been documented, either by a professional consultant or a private citizen, and submitted to the Division of Historic Preservation for a preliminary opinion on eligibility.

The City also has a fine collection of historic or architecturally significant buildings and sites. The Wisconsin Historical Society’s Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin’s distinct cultural landscape. The AHI includes 125 documented properties in the City of Edgerton. These properties included mostly older houses and commercial buildings. Many of the listings on the AHI stem from a survey conducted in 1975 by the Rock County Historical Society and the Rock County Planning Department.

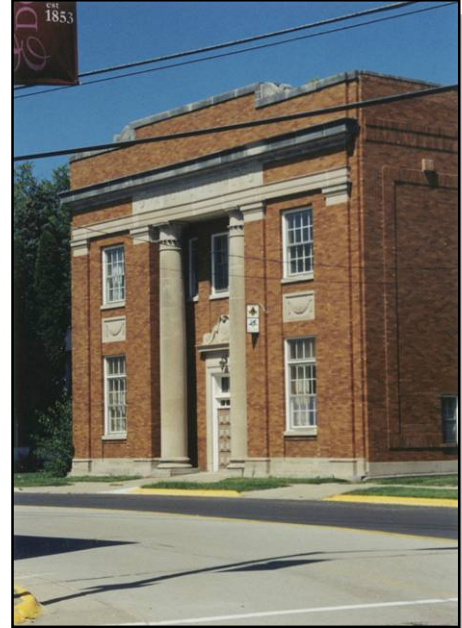
3. Archaeological Resources

The National Historic Preservation Act of 1966 (as amended) requires federal agencies to ensure that their actions do not adversely affect historic properties or archaeological sites listed on or eligible for the National Register of Historic Places. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Dane County ordinances require a 25-foot setback from Native American burial mounds. Many of these sites are located on private land, and may not be viewed by the general public.

According to the Wisconsin Historical Society, five archaeological sites and three cemeteries has been reported within 1 ½ miles of Edgerton. Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places.

The three cemeteries, the Jensen’s Lutheran Cemetery, the Fassett Cemetery, and the St. Joseph’s Cemetery, are located southwest of the City. The five archaeological sites are located to the south and to the east of the City.

Since only a small portion of the City and surrounding area has been surveyed, there is a strong possibility that other sites exist within the planning area. Archaeological sites in Edgerton may include locations of prehistoric settlement and historic houses and buildings. The Wisconsin Historical Society has determined that archaeological sites are more likely to be found in higher, dryer areas adjacent to existing and abandoned bodies of waters (e.g. Saunders Creek and the Rock River), areas adjacent to rock outcrops, and areas adjacent to older historic features such as trails, early roads, rail corridors, and earlier communities.



F. CULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal: Preserve and build on Edgerton’s historic character.

Objectives:

- a. Promote the downtown as the City’s community center and gathering place.
- b. Identify and protect unique historic and archaeological areas within the City and planning area.

Policies and Programs:

- a. Emphasize the value of remaining historic resource areas as community focal points.
- b. Encourage the preservation of historically and architecturally significant structures, districts, and archaeological resources in the City, especially the historic downtown and historic residences. Continue to update records and mapping to fully document these resources.
- c. Work with local historical societies and other organizations to protect resources that contribute to the City’s character.
- d. Pursue funding to refurbish historic retail buildings in the downtown.
- e. In the downtown area, the City will require that all new development in the downtown comply with all goals, objectives, and policies contained in the *Downtown Master Plan and Design Guidelines*.
- f. Consider applying for Certified Local Government status through the State Historic Society, in order to apply for special grants to fund planning and educational activities.
- g. Enhance the downtown’s role to encourage continued interest and investment in the historic infrastructure. Ideas include marketing to developers for residential condos and apartments, establishing a farmer’s market and/or other outdoor shopping venues, and encouraging businesses to locate downtown.

G. PARKS AND RECREATIONAL RESOURCES

The contribution of parks, open space, and other natural areas greatly contributes to Edgerton’s quality of life, and, therefore, the City places a high priority on the acquisition and maintenance of such resources. Parkland in the City is shown on Maps 2 and 3 as “passive/active recreation.”

As of 2015, the City had approximately 84 acres of parks and 258 acres of natural and open space, encompassing 13 percent of the City’s total land area. Environmental corridors cover 479 acres, about 18 of the city. Recreational standards call for approximately 12-15 acres of parkland for every 1,000 residents. The City’s acreage fulfills that standard, with an average of 16.3 acres for every 1,000 residents. The following is a brief description of the City-owned parks in the system:



- **Racetrack Park:** This 53-acre former stock car racetrack has been converted into a major community park. Saunders Creek passes through the northern part of the park. The land immediately adjacent to the creek is included in the floodplain and is a wetland. The north and south periphery of the park is heavily wooded. The remaining park area is open, with some scattered trees. The Conservation Club leases the west end of the park for its activities. A club house, two trap houses, and a small children’s animal farm are also located on the premises. The park has four lighted baseball diamonds, three shelters, restrooms, playground equipment, trap shooting, and picnicking facilities.
- **Central Park:** As the name suggests, this 3-acre park is located in the center of the City. It is the most intensively-used park in the community. The park is generally open, with some mature trees and shrubbery. Saunders Creek bisects the park. The park contains an outdoor swimming pool with bathhouse, sand volleyball court, basketball court, playground equipment, ice skating rink, bandstand, grills, and park shelters.
- **Veterans Park:** Adjacent to Central Park, this 2.4-acre grassy park contains a veteran’s memorial and serves as an extension of Central Park.
- **Kienbaum Park:** This 1.4-acre neighborhood park is located on the northeast side of the City. The majority of the park is undeveloped, although it does include playground equipment. The land immediately adjacent to the park’s north and east sides is undeveloped, which presents the opportunity to expand this park as the area around it is developed.
- **Fishing Pond Park:** This 2.5-acre neighborhood park was the site of the City’s first pool, which was originally a pond created by the excavation of clay for Edgerton cream bricks. The pool was filled in and used as open space after a new pool was built in Central Park. Today, the main facility of the park is the fishing pond, which is stocked with sunfish and bullhead. The park is bordered on the north and east by commercial and industrial uses. Little effort has been made to screen these uses from the park. The land south of the park and most of the land west of the park is wetland, and will most likely remain open space. The park also provides picnic areas, is the location of the Pauline Jacobus Cabin, and is the site of the popular annual fishing derby for Edgerton youth.
- **Wetland on Hain Road (14 acres) and Wetland southeast of Heritage Valley Estates (0.5 acres):** These specialized recreation areas are wetland nature preserves. The parcels are dedicated with the adjoining subdivisions. It is intended that this land will function as part of a much larger open space area, which will include all of the wetlands in the area. The only improvement planned for the preserve is a footpath. The preserves will be used as a nature study and possibly hiking area.
- **Dickinson Park:** This 0.3-acre sub-neighborhood park is heavily used. The park is bordered on all sides by streets, which may present a hazard as traffic increases. The park is flat with trees around the edges. Facilities include playground equipment, a basketball court, and picnic table.
- **West Meadows Park:** This 1.5-acre passive park has the finest mature oak/hickory woods in a public park in the City. Except for bark chip trails and rustic park benches, the park remains in its natural state, including a great variety of wildflowers.
- **Winston Drive Park:** This 2.1-acre park serves as the active play neighborhood park for the west side neighborhoods. Approximately half of the park is improved with playground equipment. The southern



half of the park is planned for a dog park. A pedestrian path should be reserved on the southern border of the park to ensure access from the south where the park is bordered by private property.

- ***Whispering Pines Park:*** This 2.3-acre park is an environmental corridor containing mature trees and very steep slopes. The park is primarily located in rear of private residential lots, with its only street frontage being a path on Dakota Circle. This street access point should be well marked.
- ***Orchard Heights Park:*** This 14-acre park has play equipment, a shelter, and a full-sized soccer field. There is an existing half-mile trail through the eastern environmental corridor, which contains woods, steep slopes, and wetlands. The northern and eastern portions of the park contain a stormwater control facility. This park will serve the southeastern neighborhoods.
- ***Hain Road Park:*** This 0.6-acre park serves as the neighborhood park for the southwest neighborhoods. It is connected to the northern part of the neighborhood by a walking path. Improvements include play equipment, a shelter, and a basketball court.
- ***Rock River Trail:*** The Rock River Trail includes a route for motorists and a route for bicyclists; both routes run through the City of Edgerton. The Rock River Trail is described in more detail in Chapter 5.
- ***Open Space Dog Park:*** There is a new dog park located inside the Edgerton Business Park off of Interstate Boulevard.

The following facilities are owned by the Edgerton School District:

- ***Edgerton School District Campus:*** The Edgerton School District maintains approximately 20 acres of recreational land primarily for the use of students, but which are accessible by the public at certain times. Facilities include an indoor swimming pool, playground equipment, tennis and basketball courts, baseball and softball diamonds, soccer fields, football stadium, and a track and field area. The Performing Arts Center provides facilities for a wide variety of performing arts. The public is welcome to use this facility, although school performances take priority. The school campus is located only a couple of blocks north of the downtown, providing a unique, interconnected relationship between the school campus and the community. As the City grows, this relationship should be extended and enhanced.

The following facilities are privately owned recreation areas:

- ***St. John's Park:*** This half-acre park is owned by St. John's Church and leased by the City. This is the only park serving the immediate area. Most of the site is open space. Facilities include playground equipment and a baseball backstop.
- ***St. Joseph's Park:*** This 0.3-acre park is maintained and owned by St. Joseph's parish.
- ***Tri-County Center:*** This center, located in the old high school at 112 N. Swift Street, provides a variety of recreational activities such as roller skating, basketball, soccer, judo classes, and exercise classes. The center also has many classes targeted at senior citizens.
- ***Towne Country Club Golf Course:*** This 18-hole course is open to the public and is located in the east central part of the City.

H. PARK AND RECREATIONAL GOALS, OBJECTIVES, AND POLICIES

Goal: Ensure adequate park and recreation space for the City.

Objectives:

- a. Preserve and enhance park, open space, and recreational opportunities currently available in the City.
- b. Ensure that all areas of the City are well served by parks.

- c. Provide recreational opportunities for users of all ages, demographics, and abilities.

Policies and Programs:

- a. Enforce the dedication of suitable parkland by developers, as chosen by the City.
- b. Work to expand the trail system serving the City, and promote connections to other municipal, county, and state trails.
- c. Work to expand the trail system within the City, and promote connections to key community destinations such as the school campus and city parks.
- d. Coordinate with the county and state on parks and recreational facilities, including potential future interurban trails or transportation service.
- e. Partner with civic and service organizations, as well as neighborhood associations, to help defray the cost of facility maintenance.

CHAPTER FOUR: LAND USE

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in the City of Edgerton. This chapter includes maps showing existing land uses and recommended future land uses over the 20-year planning period and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING LAND USE

An accurate depiction of Edgerton's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. City staff conducted an inventory of the existing land uses using data from the City, aerial photography, and spot field checks.

1. Existing Land Use Map Categories

Map 2 divides *existing* land uses in the City of Edgerton into several categories:

- a. **Agriculture/Rural:** Agricultural uses, farmsteads, open lands and single family residential development with densities at or below 1 dwelling per 35 acres;
- b. **Rural Residential:** Single family residential development, at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- c. **Single Family Residential:** Sewered single family residential development at densities up to 4 dwelling units per acre;
- d. **Duplex and Townhome Residential:** Two family and attached single family residential development, at densities up to 8 dwelling units per acre;
- e. **Multi-Family Residential:** A variety of residential units at densities averaging above 8 dwelling units per acre;
- f. **Neighborhood Office:** Neighborhood-related professional office and office-supporting uses which preserve neighborhood residential character through building scale, building appearance, landscaping and signage;
- g. **General Business:** Indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- h. **Central Mixed Use:** Pedestrian-oriented indoor commercial, office, institutional and residential uses with streetscaping and low-key signage typically associated with downtowns;
- i. **Light Industrial:** High-quality indoor manufacturing, assembling and storage uses with generous landscaping and limited signage;
- j. **General Industrial:** Indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- k. **Quarry, Landfill, or Logging:** Landfills, logging operations, quarries, gravel pits, clay extraction, peat extraction and related land uses;
- l. **Institutional, Utilities, or Airport:** Large-scale public buildings, hospitals, special-care facilities, and airports. Small institutional uses may be permitted in other land use categories;
- m. **Recreational:** Active or passive park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, natural areas, and related recreational activities;

- n. **Natural Area or Open Space:** Undeveloped land that has minimal recreational facilities and is intended to be conserved as open space;
- o. **Environmental Corridor:** Continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features;
- p. **Surface Water:** Lakes, rivers and perennial streams;
- q. **Rights-of-Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads;
- r. **Vacant Land and Lots:** Vacant lots located in platted subdivisions or located in other largely developed areas.

2. Existing Land Use Pattern

Development in Edgerton has been primarily dictated by major transportation corridors and land use features; originally, the rail corridor, and more recently US Highway 51 and WIS 59, and the environmental corridor associated with Saunders Creek. Map 2 depicts the existing land use pattern within the planning area. Table 7 summarizes the acreage within the various land use categories in the City. The following is a summary of the development patterns depicted in these maps.

Residential Development

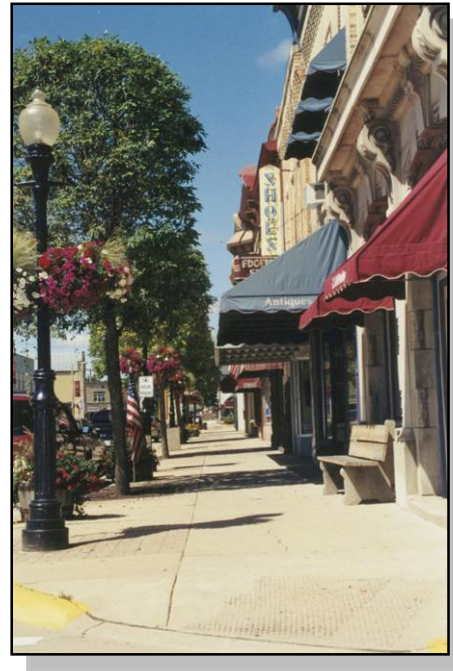
The City is dominated by residential development (comprising 27 percent of all land development in the community). Within the City, development density is fairly compact, particularly in older neighborhoods, averaging three to four homes per gross acre. Virtually all residences are served by sanitary sewers and municipal water. The majority of residential development is single family housing (24 percent), with scattered areas of more dense two family and multi-family units. Over the last ten years, 54 multifamily residential units and 30 assisted living units have been added to the downtown. At the time of this writing, the City anticipates an additional 28 multifamily units and 27 assisted living units to be developed in the downtown.

Commercial Development

Commercial development in the City is found mainly in the downtown and along US 51 (North Main Street). The Downtown is denoted by the *Central Mixed Use* category--businesses are small, consisting mainly of small services such as restaurants and antique shops. The downtown has struggled to maintain a business base—currently several storefronts are vacant. Larger businesses, such as a hardware store, are found on North Main Street. Within the ETJ boundary, highway-oriented development – consisting of a truck stop, various outdoor storage uses, a restaurant, and a hotel – is found at the WIS 59/I-39 interchange.

Industrial Development

Light industrial uses are found in the Edgerton Business Park, the City's primary industrial development area, located east of US 51 on the City's north side. Vacant lots still exist in the Edgerton Business Park and are ready to be developed. General industrial development is also found mainly along the railroad corridor on the southeast and northwest side of the City.



Institutional Development

The new hospital, constructed in 2011, is an important new institutional use in the city. The new hospital may affect the development pattern of the city, as more activity will occur on the east side of the city.

3. Land Development Trends

Between 2005 and 2014, 191 lots were created in the City. The vast majority of these lots were created before the housing market crash; 17 lots were created between 2009 and 2014. During the same time period, 256 new housing units were created: 172 single family, 26 duplex/townhome, and 58 multi-family units. Since 2005, 150.5 acres of land has been annexed into the City.

Table 7: Existing Land Use

Land Use	Acres	Percent
Agricultural/Rural	486	18%
Single Family Residential	533	20%
Duplex & Townhome Residential	34	1%
Multi-Family Residential	45	2%
Neighborhood Office	1	<1%
General Business	53	2%
Central Mixed Use	11	<1%
Light Industrial	42	2%
General Industrial	143	5%
Quarry, Landfill, or Logging	21	1%
Institutional, Utilities, or Airport	195	7%
Recreational	221	8%
Natural Area or Open Space	258	10%
Surface Water	4	<1%
Rights-of-Way	277	10%
Vacant Land and Lots	339	13%
TOTAL	2,662	100%

Source: GIS Inventory, Vandewalle & Associates, 2015

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Existing Land Use

- City of Edgerton Municipal Boundary
- City of Edgerton Extraterritorial Jurisdiction (ETJ) Boundary
- Other Municipal Boundaries
- County Boundaries

Land Use Categories

- Agricultural/Rural
- Rural Residential
- Single Family Residential
- Duplex and Townhome Residential
- Central Mixed Use
- Multi-Family Residential
- General Business
- Neighborhood Office
- Light Industrial
- General Industrial
- Quarry, Landfill, or Logging
- Institutional, Utilities, or Airport
- Recreational
- Natural Area or Open Space
- Surface Water
- Vacant Land and Lots
- Environmental Corridor*

*Consists of DNR Wetlands, Steep Slopes above 12%, and FEMA 100 and 500 Year Floodplains

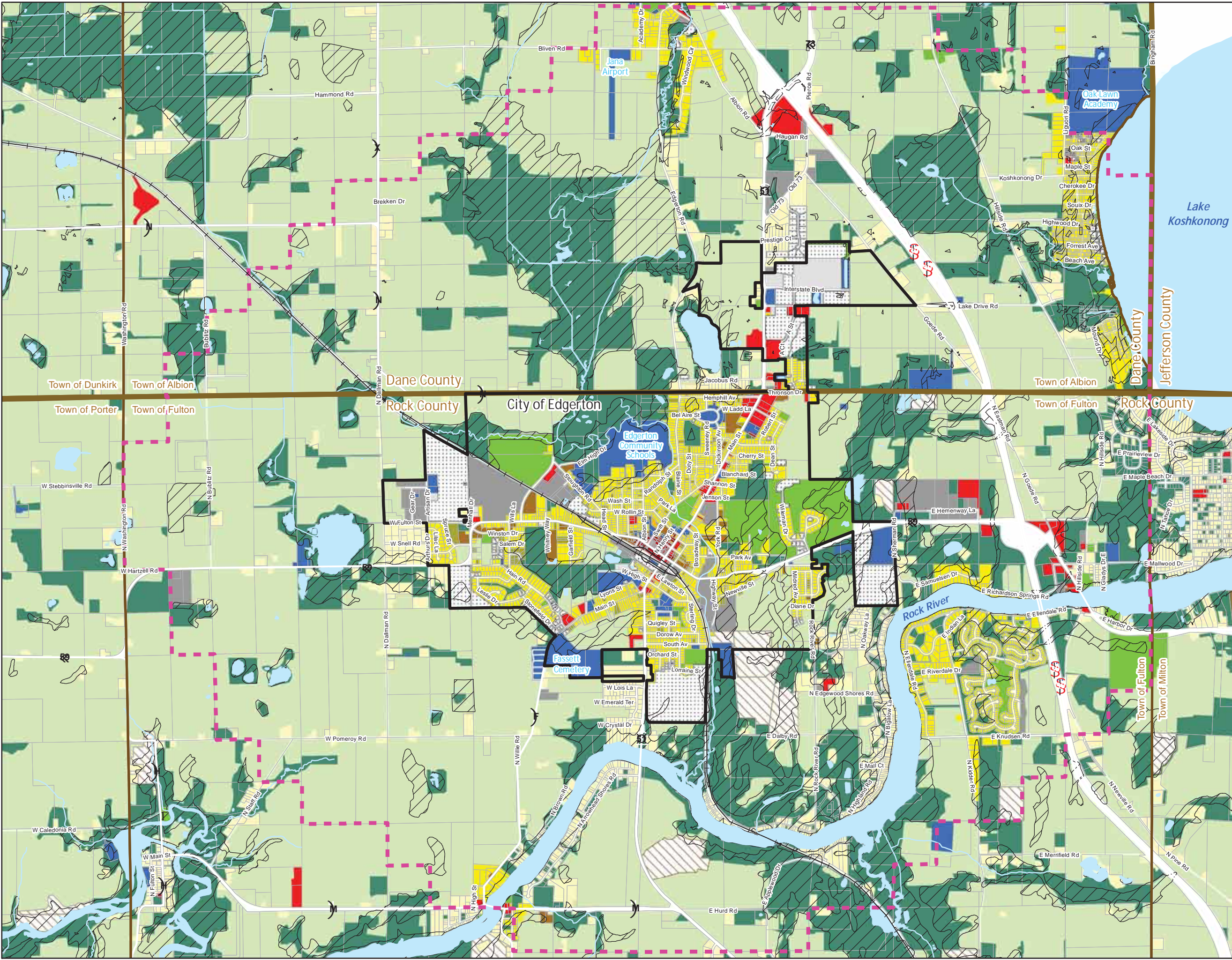


0.5 Miles

Adopted: December 21, 2015

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

Sources: City of Edgerton, Rock County, Dane County, US Census Bureau, FEMA, CARPC, WI DNR



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B. FUTURE LAND USE

1. Future Land Use Pattern

The Future Land Use Map (Map 3) indicates recommended future land uses over the 20-year planning period and their location within the City and the ETJ. Changes in land use to implement the recommendations of this *Plan* will be at the request of property owners. **This Plan will not compel property owners to change the use of their land.** Instead, the maps and the policies in this chapter will guide the City in its review of development proposals.

2. Future Land Use Map Categories

Map 3 divides *future* land uses in the City of Edgerton into several categories:

- a. **Agriculture/Rural:** Agricultural uses, farmsteads, and single family residential development with densities at or below 1 dwelling per 35 acres;
- b. **Rural Residential:** Single family residential development, at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- c. **Single Family Residential:** Sewered single family residential development at densities up to 4 dwelling units per acre;
- d. **Duplex and Townhome Residential:** Two family and attached single family residential development, at densities up to 8 dwelling units per acre;
- e. **Multi-Family Residential:** A variety of residential units at densities averaging above 8 dwelling units per acre;
- f. **Planned Mixed Use:** A carefully-planned mixture of planned business, planned neighborhood, industrial, and institutional land use categories.
- g. **Planned Neighborhood:** A carefully-planned mixture of predominantly single family residential development, combined with one or more of the following land use categories: two family/townhouse residential, multi-family residential, neighborhood office, neighborhood commercial, institutional, and park and open space facilities. This category is intended to accommodate the development that adheres to the principles of Traditional Neighborhood Design (TND). Based on the current mix of residential uses in the City, an appropriate mix of future housing units is approximately 70 percent single family detached units, 10 percent two family units, and 20 percent multi-family units;
- h. **Neighborhood Office:** Neighborhood-related professional office and office-supporting uses that preserve neighborhood residential character through building scale, building appearance, landscaping and signage;
- i. **Neighborhood Business:** Residential, office, and neighborhood-supporting institutional and commercial uses that preserve the residential character through building scale, building appearance, landscaping, and signage;
- j. **Planned Business:** High-quality indoor commercial, office and institutional land uses, with generous landscaping and limited signage;
- k. **General Business:** Indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
- l. **Central Mixed Use:** Pedestrian-oriented indoor commercial, office, institutional and residential uses with streetscaping and low-key signage typically associated with downtowns;
- m. **Planned Industrial:** High-quality indoor manufacturing, assembling and storage uses with generous landscaping and limited signage;

- n. **General Industrial:** Indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- o. **Quarry, Landfill, or Logging:** Quarries, gravel pits, clay extraction, peat extraction and related land uses;
- p. **Institutional, Utilities, or Airport:** Large-scale public buildings, hospitals, special-care facilities, and airports. Small institutional uses may be permitted in other land use categories;
- q. **Recreational:** Park and open space facilities devoted to both active and passive recreation, such as playgrounds, play fields, play courts, trails, picnic areas, natural areas, and related recreational activities;
- r. **Land Use Transition Buffer:** Open lands intended to provide a screen between a more intense land use and a less intense land use;
- s. **Natural Area/Open Space:** Undeveloped land that has minimal recreational facilities and is intended to be conserved as open space;
- t. **Environmental Corridor:** Continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features;
- u. **Surface Water:** Lakes, rivers and perennial streams;
- v. **Rights-of-Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads.

Projected land use was determined by a number of factors, including development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development or transportation facilities, and environmental and soil constraints.

Table 8 shows the acreage included in each future land use category on Map 3. Table 8 includes all land within the current City limits, plus some areas outside the current municipal boundary but within the City's extraterritorial jurisdiction the City has planned for growth (i.e. not environmental corridors or areas planned for continued agricultural or rural residential uses). It is important to note that unplatted growth area does not account for land needed for future right-of-way dedication. These future land use categories are described in greater detail in Section C below.

Map 3 also shows Urban Reserve Areas. These are areas that the City wishes to designate for a logical future use, but which may not be needed within the 20-year planning period.

Table 8: Future Land Use Acreage Summary

Land Use*	Acres	Percent
Agricultural/Rural	130	3%
Rural Residential	0	0%
Single Family Residential	713	15%
Duplex and Townhome Residential	18	<1%
Multi-Family Residential	69	2%
Planned Mixed Use	615	13%
Planned Neighborhood*	1374	30%
Neighborhood Office	1	<1%
Neighborhood Business	3	<1%
Planned Business**	115	3%
General Business	48	1%
Central Mixed Use	26	1%
Planned Industrial	506	11%
General Industrial	99	2%
Quarry, Landfill, or Logging	21	<1%
Institutional, Utilities, or Airport	176	4%
Recreational	264	6%
Land Use Transition Buffer	62	1%
Natural Area or Open Space	35	<1%
Environmental Corridor	0	0%
Surface Water	15	<1%
Right-of-Way	307	7%
TOTAL	4,597	100%

Source: GIS Inventory, Vandewalle & Associates, 2015

Note: Future land use totals include areas that lie outside the current (2015) municipal boundary of the City of Edgerton, in the City's extraterritorial jurisdiction area. Some of these areas may remain within the Towns of Albion or Fulton as they develop.

*The Planned Neighborhood acreage total includes 489 acres in the Urban Reserve.

**The Planned Business acreage total includes 53 acres in the Urban Reserve.

3. Projected Land Use Demand

Section 66.1001 of Wisconsin Statutes requires comprehensive plans to contain land use projections for the 20-year planning period (in five-year increments) of future residential, agricultural, commercial and industrial uses.

Land use demand projections for residential use are based on forecasts for population and housing needs made in Chapters II and VII of this *Plan*, and are shown in Table 9.

The following land use demand projections were calculated using the Wisconsin Department of Administration's households projection as a basis. For planning purposes, it is important that the City identify a sufficient amount of land, and recommended uses for that land, to accommodate future development, even if that forecast is not realized over the 20-year planning period. A flexibility factor (Row M) is included to ensure that enough land is available to accommodate future development, as the exact location and timing of future development cannot be predicted. These projections also include land needed for road rights-of-way, utilities, parks, and community facilities.

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

- **2015 to 2035 population change:** For planning purposes, the Wisconsin Department of Administration has projected that the City will have 2,920 households in 2035.
- **Projected number of new housing units:** As the number of housing units is typically higher than the number of households in a community, the residential vacancy rate in 2010 (7.6 percent) was applied to the WisDOA's household projections to determine the total number of housing units needed through 2035. Next, the number of existing housing units (2,410) in the City was subtracted from this figure to determine the number of *new* housing units needed. (See Rows A-C in Table 9.) Row D shows the number of projected new housing units for each five-year period through 2035. Based on this calculation, there will be a need for 732 additional housing units in the City by the year 2035.
- **Residential Land Demand:** Land demand projections were calculated using two steps. First, at the time this Plan was written, the City had 59 approved and platted lots that had not yet been developed. It was assumed that these lots would be developed first. The number of estimated additional housing units was subtracted from the number of already approved lots for each five-year period until there were no more approved lots available. Then, for the five-year increments in which there would be demand for additional unplatted land to accommodate new housing units, the projected number of housing units was divided by 5, which is the average density of development that has been approved as part of the City's most-recent subdivisions. (See Row E of Table 9.)
- **Non-Residential Land Demand:** It was assumed that over the planning period that there would be one acre of non-residential land demand for every one acre of residential land demand. (See Row I of Table 9.)

Table 9: Projected Land Use Demand

Projected New Housing Units Calculation		2015	2020	2025	2030	2035
A	WisDOA Household Forecast	2,357	2,525	2,675	2,812	2,920
B	Apply 2010 Vacancy Rate (Row A * 7.6%)	2,536	2,717	2,878	3,026	3,142
C	Subtract Existing Units (Row B - 2,410 existing units)	126	307	468	616	732

Residential Land Demand by Five-Year Period		2010-2015	2015-2020	2020-2025	2025-2030	2030-2035	Total
D	Projected New Housing Units	126	181	161	147	116	732
E	New Units After Available Lots are Developed ¹	67	181	161	147	116	673
F	Land Demand for Housing (Acres) ²	13.4	36.2	32.3	29.5	23.2	134.6
G	Land Demand for Residential Right-of-Way ³	3.4	9.0	8.1	7.4	5.8	33.6
H	Total Land Demand for New Residential Uses	16.8	45.2	40.4	36.9	29.1	168.2
Non-Residential Land Demand by Five-Year Period							
I	Land Demand for New Non-Residential Uses ⁴	13.4	36.2	32.3	29.5	23.2	134.6
J	Land Demand for Non-Residential Right-of-Way ⁵	2.7	7.2	6.5	5.9	4.6	26.9
K	Total Land Demand for New Non-Residential Uses	16.1	43.4	38.7	35.4	27.9	161.5
Total Land Demand by Five-Year Period							
L	Total Land Demand (Row H + Row K)	32.9	88.6	79.1	72.2	56.9	329.7
M	Flexibility Factor (100%)	32.9	88.6	79.1	72.2	56.9	329.7
N	Minimum Number of Vacant Acres Recommended to be Designated on Future Land Use Map	65.8	177.2	158.2	144.5	113.9	659.5

Notes:

1. Assumes 59 available lots
2. Assumes 5 dwelling units per acre
3. Includes land for roads, neighborhood parks, and stormwater management
4. Assumes 1 acre of new non-res. development for every 1 acre of new res. development (Row F = Row I)
5. Includes land for roads and stormwater management

Sources: Vandewalle & Associates, Wisconsin Department of Administration Population and Housing Projections; U.S Census of Pop. and Housing, 2010.

The Future Land Use areas shown on Map 3 and in Table 8 provide sufficient additional land within in the City to accommodate projected residential and commercial growth into the year 2035. The Urban Reserve areas provide additional residential and commercial expansion opportunities, in the event that growth above and beyond what is expected occurs.

C. LAND USE GOALS, OBJECTIVES, AND POLICIES

Goal: Promote a future land use pattern containing a logical and sustainable mix of uses and building types.

Objectives:

- a. Ensure a desirable and compatible mix of land uses consistent with the City's historical character.
- b. Ensure that adequate development areas are reserved for a variety of land uses.
- c. Promote an efficient pattern of future development for land within City boundaries and within the Extraterritorial Jurisdiction area, after annexation.
- d. Minimize conflicts between adjacent land uses.

- e. Follow the land use recommendations mapped and described in this *Plan* (see Map 3) when reviewing new rezoning requests and making detailed land use decisions.
- f. Promote redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- g. Balance individual property rights with the needs and vision of the community.
- h. Consider the mix of uses on a property carefully when reviewing zoning and land use decisions. The property's contribution to the overall balance of uses within the City should also be considered.
- i. A minimum of 70 percent of the dwelling units in the *Planned Neighborhood* area (and in developments within the *Planned Neighborhood* area) should be single family detached units, a maximum of 10 percent should be two family units, and a maximum of 20 percent multi-family units.
- j. Use logical transitions between neighboring land uses, such as buffering with landscaping, open space uses, or less intensive land uses, between potentially incompatible land uses.
- k. Focus neighborhood-oriented commercial development in areas close to existing and planned residential areas, and community- or region-oriented commercial development in areas close to major transportation corridors.
- l. Ensure that all development complies with the *Comprehensive Plan* and the Official Map.
- m. To promote more compact and efficient development, do not approve development that is inconsistent with a rural density within areas of the ETJ that are shown in a future land use category on Map 3, until these areas are incorporated into the City's Urban Service Area.
- n. Enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
- o. Design livable neighborhoods in Edgerton that are pedestrian oriented and are generally located within a ten-minute walk (approximately 1/3 mile) of a public park or open space area.
- p. Design new neighborhoods so that they are centered on civic spaces such as parks, schools, churches, monuments, and similar features.
- q. Discourage incompatible land uses (e.g. high traffic generators, noisy or unaesthetic uses) from locating within or next to residential neighborhoods. Provide open space buffers where needed.
- r. Provide for mixed-use development in the downtown area.
- s. Encourage rehabilitation, redevelopment, and infill development of older areas in the downtown in a manner which respect's Edgerton's character, is compatible with surrounding uses, and improves overall appearance.
- t. Preserve and re-establish attractive gateways and entryways into the community.
- u. Establish high design standards in the City's Zoning Ordinance for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
- v. Use existing public facilities to serve new development whenever possible.
- w. Require all new development within Edgerton's growth areas to be served with the full array of municipal services, including sanitary sewer, storm sewer, municipal water, police, and fire, and garbage collection service.
- x. Coordinate land development with transportation system improvements.

Urban and Rural Development Policies

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

Detailed Development Plan Policies

- a. Piecemeal, unplanned development is strongly discouraged by the City. New urban developments shall be designed in the context of a detailed development plan for the subject area and its environs.
- b. The City shall require that detailed development plans be prepared and adopted by the City Plan Commission and City Council prior to the zoning, platting, and development of City expansion areas as defined in the Comprehensive Plan. These detailed development plans shall include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, location of necessary municipal utilities, locations of parks, open space and civic or institutional buildings, and the proposed street system that will serve the area. The plans shall also provide a development phasing timetable so the City can coordinate capital improvements with the development of the area.
- c. Where appropriate in Planned Neighborhood areas, the City encourages the utilization of traditional neighborhood design concepts as new neighborhoods are platted and developed. Traditional neighborhoods typically include a full range of housing types (single family, duplex, multi-family, townhouse); parks, plazas and public squares; civic buildings and civic art; bicycle and pedestrian paths/walkways; institutional uses (churches, schools, community centers, etc.) that serve as neighborhood focal points; and neighborhood scale commercial, service and office uses. The City shall work with property owners and developers to create traditional neighborhood plans. It should be understood that in traditional neighborhoods, different types of land use, such as single

Land Use Policies

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

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

family and multi-family residences, are not interspersed in a random manner, but instead are located in a logical, compatible manner.

- d. The City may consider the creation of a special traditional neighborhood zoning district to allow for implementation of the traditional neighborhood design concept.

Land Use Planning Policies

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

Downtown Development Policies

- a. The City will require that all new development in the downtown comply with all goals, objectives, and policies contained in the *Downtown Master Plan and Design Guidelines*.
- b. The City encourages public-private partnership as a way to promote investment in the downtown area and to spur downtown revitalization.

D. DETAILED LAND USE RECOMMENDATIONS

This *Plan* for the City of Edgerton generally proposes only minor changes in the existing land use pattern within the current boundaries of the City, as depicted on Map 3. The *Plan* seeks to preserve the integrity of existing neighborhoods, and emphasize the importance of the historic downtown area, while also planning for necessary new neighborhoods, business and commercial, and mixed-use areas. There is a strong recommendation to establish a clearly defined area of downtown character development for the City, which is expressed fully in the *City of Edgerton Downtown Master Plan and Design Guidelines*, completed in 2000. The *Plan's* recommendations by major land use category are as follows:

1. Central Mixed Use

The City's historic downtown is a tremendous asset to the community. While the downtown area has several established businesses and other uses, there is an identified need for guidance and planning to preserve and maintain the quality of downtown Edgerton. *The City of Edgerton Downtown Master Plan and Design Guidelines* was adopted in 2000. It provides recommendations for future land uses and forms in the downtown, focusing on redeveloping underutilized parcels, maximizing pedestrian connections and opportunities, redesigning intersections and public areas, and reorganizing parking areas. The downtown currently contains a mix of residential, office, service, commercial, financial, entertainment, and institutional uses.

More recently, the City participated the *2014 Downtown Edgerton Strategic Planning Session*, through the assistance of the Wisconsin Economic Development Corporation's Community Connections program. This planning session resulted in a strategic plan which includes a prioritized list of strengths and challenges facing downtown, a 20-year vision for the downtown, and a list of strategic objectives, partnerships, and activities that should be pursued over the next year, the next three years, and the next five years. The following goals were developed through the strategic planning process:

- Improve the downtown business economy
- Improve aesthetics and appearance of the downtown
- Reduce incompatible uses and promote quality land use
- Establish consistent marketing and improve the perception of Edgerton and the downtown
- Maximize natural resources and provide quality recreation amenities

2. Single Family Residential

There are several areas shown on the Future Land Use Map as *Single Family Residential* that are zoned R-2 and R-3. In these areas, there are a number of legally-constructed, two family residences (duplexes). In the long term future, these areas are recommended to be primarily single family areas, and dividing existing single family homes into two family homes will be discouraged. Existing two family dwellings are allowed to stay as such indefinitely. New two family dwellings may be established based on the regulations of the zoning district in which the property is located.

3. Institutional

A number of existing *Institutional* uses, such as churches, schools, and municipal buildings, are present throughout the City. These uses are generally expected to remain at their present locations, with no recommended changes. They will remain important to the character of Edgerton over the planning period.

4. Neighborhood Business and Office

Several small areas of *Neighborhood Office* exist along Swift Street, just north of the downtown. Additional *Neighborhood Office* and *Neighborhood Business* uses will be included in the various Planned Neighborhood areas, discussed below.

5. Planned Business

This category is used extensively along the US 51 corridor north of the City, to plan for high-quality entryway development. The area south of the US 51/I90 interchange is intended for high-quality development and redevelopment, focusing on highway-oriented uses.

6. Planned Industrial

Planned Industrial areas are shown on Map 3 on the northeast side of the City, to the east of the current business park, and on the west edge of the City, west of the large existing industrial area. These areas make use of land adjacent to the City that, due to soil structure, flat topography, high water table, access to transportation infrastructure, and other environmental factors, is particularly suitable for industrial development. The northside business park expansion area, in particular, takes advantage of excellent transportation access. This land use is shown with buffers to shield nearby planned residential uses.

7. Planned Mixed Use

This future land use category includes a carefully designed blend of *Planned Business*, *Planned Neighborhood*, *Industrial*, and/or *Institutional* land uses. Mixed use areas are intended to be vibrant urban places that should function as community gathering spots. The following area is proposed as *Planned Mixed Use*:

Recommended Intergovernmental Planning Area for Interstate Environs

The realignment of Goede Road and its extension south of Thronson Drive will likely spur new development around the new road corridor. In addition, this area is home to the new Edgerton Hospital, which may also stimulate growth in the surrounding area. For this reason, this is a very likely growth area for the City and an important future planning area. This area has been specially designated on the Future Land Use Map (Map 3) as the “Recommended Intergovernmental Planning Area for Interstate Environs.” It is located east of the City, generally between the current municipal boundary and I-39/90.

When planning for this area, it will be important to consider when and where to provide urban services such as water and sewer. Certain developers or business may not consider buying or leasing in locations where these services are not provided. In addition, certain medium- and higher-density development simply may not be possible without the provision of urban services. Lack of urban services may result in the development of lower-density, lower-quality development in these areas. Other issues such as buffering of higher-impact land uses, the hospital’s plans for growth, access to Highway 59, traffic flow, and protection of environmental corridors will also need to be taken into consideration. In order to ensure that development in this area meets the goals of this *Plan*, the small area plan is recommended. A small area plan would require a planning process involving the City of Edgerton, the Town of Fulton, the hospital, WisDOT, Rock County, area business owners, property owners, and other stakeholders. The planning process for a small area plan is best way to ensure all parties with a stake in the future of this area are involved in planning its future. A small area plan may take the following into consideration:

- New commercial development should be of high quality materials and design.
- City services may be necessary for redevelopment of existing properties and for quality new development that meets the goals of this *Plan*.
- Establish a street grid where possible; logically connect new roads to existing roads.
- Consider extending the realigned Goede Road south of Highway 59 to connect to Samuelson Drive and Sherman Road.
- The small area plan should acknowledge and enhance the community asset that is the Edgerton Hospital.
- New development that is related to the hospital and that serves hospital users is desirable.
- The City will continue to have thoughtful conversations with Edgerton Hospital administration and leadership about the future of the area and the hospital’s plans for growth.
- Preserve easy and efficient access to the hospital from multiple directions.
- Allow for a wide mix of uses, including single family residential, multi-family residential, recreational, neighborhood-serving commercial, general business, industrial, and institutional.
- Buffer higher-intensity uses (i.e. industrial) to reduce their potential impact on lower-intensity uses (i.e. residential).

Until a more detailed plan is developed, the “Recommended Intergovernmental Planning Area for Interstate Environs” is shown as Planned Mixed Use future land use category on the Future Land Use Map. This category will provide for a wide range of land uses and signal a need for small area planning. The Planned Mixed Use category allows for a mix of *Planned Business*, *Planned Neighborhood*, *Planned Industrial*, and *Institutional* land uses.

8. Planned Neighborhood

Planned Neighborhood represents the largest amount of development shown on Map 3. These areas are planned to the southwest, north, and northeast of the current City boundary. The location and extent of these areas correlates with the boundary of land that can logically be served by current and planned sanitary sewer facilities.

This land use category encourages a mix of residential development. *Single Family Residential* development is planned to make up the majority of the residential units (approximately 70 percent of residential), integrated with well-designed, limited components of *Two Family Residential* (approximately 10 percent of residential), *Multi-Family Residential* (approximately 20 percent of residential), *Institutional*, *Park*, *Neighborhood Office*, and *Neighborhood Business* land uses. Such plans encourage the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

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

The *Planned Neighborhood* area is intended to provide a highly-planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities, such as convenience store or small specialty grocery stores, beauty shops, bakeries, or pharmacies; a range of employment opportunities (usually located on the edges of the neighborhood), including small offices and businesses such as those mentioned above; live-work arrangements, such as apartments or lofts over studio or other commercial space; and educational facilities, such as elementary schools and day care. These neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds, but still allow access to emergency and maintenance vehicles.

The following areas are proposed as *Planned Neighborhoods*:

Southwest Planned Neighborhood

A large (approximately 400-acre) *Planned Neighborhood* area is located on the southwest side of the City, generally south Stonefield Drive and Main Street. This area is near an area that was recently developed as a single family neighborhood. An additional 200 acres of this *Planned Neighborhood* area are designated as Urban Reserve Area which extends west to Dallman Road. This part of the future neighborhood abuts the Rock River corridor. Sensitivity in site design will be needed to adequately buffer and protect this sensitive natural feature. Sensitivity will also be required in design of areas that will abut existing rural residential development and lands in agricultural use. The topography of this neighborhood offers an opportunity to provide public open space with an excellent view across the City.

Westside Planned Neighborhood/I-90 Industrial Center (Former Dana Plant Site)

A *Planned Neighborhood* area is located south of the railroad tracks and north of Highway 59. This area is currently the site of the Dana/Caterpillar plant, an industrial site that has been partially occupied by primarily warehouse uses for years. Historically, this area had been planned for industrial use with the expectation that a new industrial user would eventually occupy the large site (125 acres). However, through the 2015 plan update process, it was determined that the site’s distance from the interstate make it hard to attract a new industrial user on the scale needed to occupy the entire site. It is now shown on the Future Land Use Map as *Planned Neighborhood* to allow the City to prepare for a new future for the site. A portion of the site (along Artisan Drive and to the western boundary of the City) is still planned for General Industrial. For this reason, an evergreen landscaped buffer is recommended to protect the *Planned Neighborhood* from potential impacts of adjacent industrial uses. The *Planned Neighborhood* land use also allows for some neighborhood-serving commercial such as a gas station, minimart, or mixed-use building. These uses may be best suited along Highway 59. This location may provide a good option for new senior housing. Special attention will need to be paid to roads and access in this location so that new roads logically connect to the existing road network.

This land use designation is not intended to preclude new industrial uses in this location. Regardless of the future land use category, any use permitted by the zoning code would be allowed on the site. If a new industrial user were to occupy the site, the new use may require review by the City (for example, through the conditional use process for a building expansion). In this case, the City could allow the proposed use if the City determined that the proposed use supports the goals of the *Comprehensive Plan*, particularly the *Plan's* economic development goals.

Northwest Planned Neighborhood

This approximately 300-acre *Planned Neighborhood* north of Racetrack Park, south of the City's northern boundary, and northwest of the City's boundary (north of the railroad tracks). This area is shown as a future neighborhood in Edgerton's *Peripheral Development Plan*, which is a long, long-range plan (beyond the planning outlook of the *Comprehensive Plan*). This entire area is designated as an Urban Reserve area, and other *Planned Neighborhoods* are expected to develop first. This neighborhood benefits from permanently protected open space alongside Saunders Creek and proximity to the Edgerton school campus. Careful consideration must be given to the transportation network to ensure adequate access without disrupting the environmental corridors that run through the area.

Northside Planned Neighborhood

Another large (approximately 85-acre) *Planned Neighborhood* area is located on the north edge of the City, west of the existing business park. Sensitivity will again be needed to design new development in harmony with existing rural residential and agricultural land uses, the environmental corridor, the ridge, and the lake. Detailed recommendations for the arrangement of land uses, appropriate zoning, private development concepts, transportation systems, and parks and open spaces can be found in the City's *North Gateway Neighborhood Development Plan* (2007).

Northeast Planned Neighborhood

This approximately 200-acre *Planned Neighborhood* is located north and east of the City, south of the existing business park and east of US 51. It abuts existing residential development to the southwest, and *Planned Industrial* to the east. A portion of this neighborhood will abut the golf course to the south, and an environmental corridor to the east. The hilly and wooded character of this environmental corridor may make this area attractive to higher-end residential development. This neighborhood has a great diversity of land use opportunities. Careful consideration must be given to the transportation network to ensure that highway traffic is not diverted through the neighborhood.

9. Peripheral Area

The area around the City, within its extraterritorial jurisdiction area, is mostly rural and agricultural in nature. The recommendation of this *Plan* is that these areas remain rural and agricultural, with development at no greater density than that allowed in the Agricultural Preservation districts of the Town, generally, 1 dwelling unit per 35 acres of land, until such time the land is transferred into the City's urban service area.

E. COMMUNITY CHARACTER AND DESIGN

The friendly, small-town character of the City was the most frequently-expressed strength at the Community Vision Workshop. Residents cherish the feeling of Edgerton, and wish to preserve it. This character comes from the City's relatively compact development, the proximity of rural and open spaces, and the historic downtown, which provides a central focus for the community, as well as the potential for a gathering place.

While the City still retains the basic form that lends itself to small-town character, it is extremely important that future planning keep in mind this overall character and quality of life. Development standards and procedures need to ensure that new development is not only safe and efficient, but maintains the desired character of the community. Specific, critical aesthetic components include architecture, open space connections, and the design of community entryways.

The City has been maintaining a high level of detailed site plan review, required landscaping, and sign controls, and providing support for the revitalization of the downtown area. However, these endeavors cannot ensure that a community will retain its identity, neighborhoods will remain attractive to new residents, or aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of this, this portion of the Plan provides the basis of a comprehensive approach to community character planning.

1. Community Character Components

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

Geographic Context

A key element of the character of Edgerton is its setting. Subtly rolling topography with few steep slopes, interspersed with expansive open areas, define the City's appearance. The natural features of the City, particularly wooded areas and wetland areas, should be preserved, and remain visible and accessible to the public. The City's compactness provides relatively easy access to the surrounding rural towns, whose landscape is dominated by fields of corn, soybeans, and woodlands and wetlands. This proximity to rural lands maintains the City's ties to its agrarian past, and is a valuable asset.

Density and Intensity

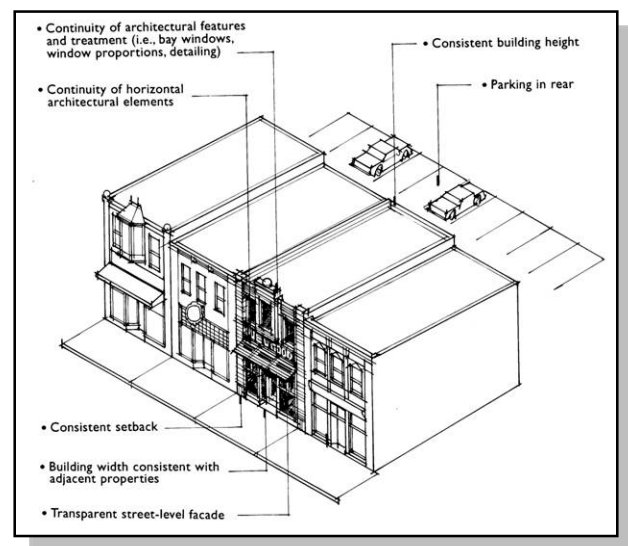
The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single family (townhouse) multi-family, commercial and industrial structures which are inconsistent with the dominant scale of surrounding buildings (of all uses) should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highway on its edge.

Urban Form

Edgerton's urban form is derived from its historic development as a railroad community. While undergoing substantial changes since its initial development, the downtown area retains many of the charms of smaller historic downtowns across Wisconsin. This character is reflected in the commercial brick buildings along Main Street and the architecturally rich residences in the surrounding neighborhoods. These unique properties provide local landmarks, and enhance the overall "urban" character of the community.



Building Location

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Downtown-type setbacks are essential to creating and maintaining a true downtown character.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the *Planned Business*, *Planned Office*, and *Planned Mixed Use* areas, and the City's downtown.



Signage

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the facade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In centers, sign area should also be related to facade area. Center occupants with very small facade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

The City should limit freestanding sign height. Low monument signs can be effectively landscaped—pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per frontage, with a transferring of signs permitted to bring the maximum to two per wall.

A variety of signs are very difficult to make and/or keep attractive, and should therefore be prohibited. These include, at a minimum: off-site advertising and directional signs (including billboards), roof signs and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin-type”) signs, and a wide variety of strings of lights, “tinsel”, “pom poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trademark-type buildings or color schemes may also be considered as a form of signage, which should be prohibited if considered visually disruptive.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

Public Furnishings and Spaces

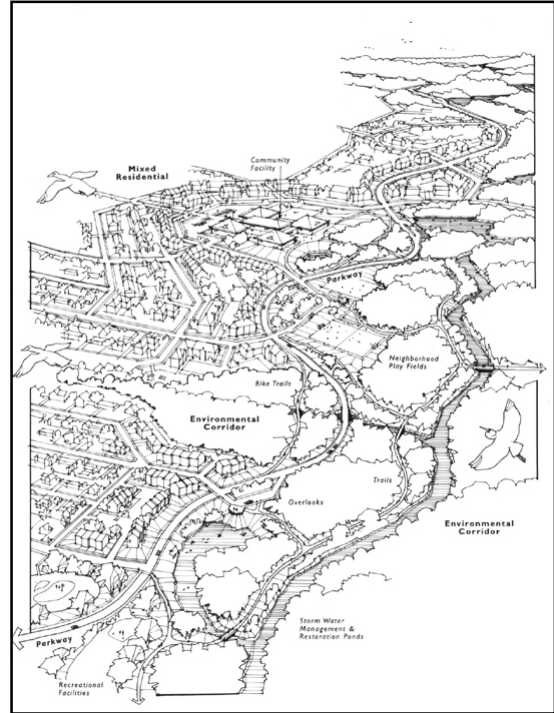
The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the com-

munity visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large-scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Land Use Transitions and Neighborhood Connections

Although most of the modern development on the periphery of Edgerton contains some form of land use transition, the subdivisions and projects that in theory create a neighborhood are in fact often acting in isolation from each other. This results principally because of a defensive, rather than inviting, relationship between the buildings, the sidewalk system, and the street. Very careful attention must be paid to providing an urban form which creates a clear-cut pattern of land uses that transition in a gentle, rather than abrupt fashion, and that invite, rather than repel, the pedestrian or viewer gaze across land use boundaries.



Landscaping

Significant amounts of landscaping should be required of all forms of development, except single family residential uses (which virtually always provide adequate amounts of landscaping without need for public regulation), and family farm structures. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in “yard” areas.

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



Views

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Edgerton, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping, such as on the Community Character Map of this Plan, cannot be under-emphasized, as many important views are lost through ignorance as are lost consciously.

2. Community Separation Areas/ Community Edges

As urban expansion continues to consume open space, it becomes increasingly important to visually distinguish the edges of a community. These community edges do not necessarily coincide with jurisdictional boundaries. Edgerton has clear-cut inner community edges in several locations. The combination of views, open space features, and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to the character of the community.

Two areas in particular are denoted on Map 3 as *Community Separation Areas*. These areas play a valuable role in preserving the character and distinctiveness of the City and surrounding towns and hamlets. The northern *Community Separation Area* provides an agricultural and open space buffer area between the hamlet of Albion and development adjacent to the US 51/I90 interchange. Limiting development in this area will preserve the rural feel of the Town and maintain the line between urban and rural as drivers approach the City. The southern *Community Separation Area* maintains a buffer between residential development associated with the Rock River corridor and the more urban development in the City. The hospital purchased land east of the large ravine that crosses the WIS 59 corridor on the eastern side of the City. The ravine will remain a natural area and serve as a feature to visually distinguish urban from rural development types. The hospital is a part of the City due to its need for City services. The City's high quality zoning regulations under which the available hospital property would develop would create an attractive institutional use in a campus setting that will enhance the corridor for the benefit of the Town of Fulton and the City of Edgerton in addition to providing an essential service to the community.

The City intends for these areas to remain largely undeveloped within the 20-year planning period. Any development allowed in these areas should either be rural or agricultural in nature, or, if more urban, should be adjacent to land which is designated on Map 3 for future development. The development should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections to the rest of the community.

3. Community Entryways (Shown on Map 4)

Entryways into Edgerton are unique and valuable assets. Community entryways are associated with community edges in that the entry experience tends to begin at outer community edges and end at inner community edges. Key entryways into Edgerton are shown on Map 4.

Entryways provide the first chance to make a favorable impression on visitors, and help to establish and reinforce the community's character and sense of place. This *Plan* seeks to preserve these entryways, and establish a complementary "sense of entry" in carefully-defined areas along the expanding edges of the City. This *Plan* also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting, and public furnishings.

Primary Entryways

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

US 51

US 51 is the most important entryway into Edgerton, having the highest average daily traffic counts. Most traffic coming from the Madison area sees the City from this corridor. Regional traffic also uses this route. From the north, highway related commercial development defines the entryway experience on the east side, while the west side remains fairly rural in nature. This gateway area is shared with the Town of Albion and the hamlet of Albion, which lies just to the northwest of the interchange.

From the south, the entryway experience begins when the driver emerges from agricultural areas to encounter the bridge over the Rock River. The river here serves as a clear dividing line between urban and rural, as residential development in the City lies just to the north. Development north of the river is quite visible from the south side of the river, due to the elevation.

In the long term, the City should strive to improve the entryway experience on both the north and south ends of US 51 through high-quality building design, landscaping, and controlled access.

WIS 59

WIS 59 brings traffic into the City from the east and west. It intersects with I-90 just two miles east of the City, and as such is the second most important entryway. *General Business* uses about the WIS 59/I-90 interchange and the WIS 59 corridor, in the Town of Fulton. Approaching the City from this interchange, the driver passes through the hilly, wooded environmental corridor designated as *Community Separation Area* on Map 3, which segues into the golf course. Preserving this environmental corridor is an important step in preserving this unique entryway into the City.

Much of the land along this corridor is planned for continued or expanded *General Business* use by the Town.

County N

County N runs south from Stoughton, and enters the City on its northwest side. This corridor is primarily rural and agricultural, but abuts the *Planned Industrial Urban Reserve* area on the west side of the City. As this area is developed, the City should work with Dane County to ensure that additional traffic is adequately accommodated. Future industrial development should maintain a high-quality “street face” on this corridor, to ensure that it remains an attractive entryway.

County F

County F is a low traffic entryway, entering the City from southwest. It provides a relatively easy transition between rural/agricultural and urban land, as it passes through the large cemetery at the south edge of the City. A large *Planned Neighborhood Urban Reserve* area is shown along this corridor at the City edge. Care should be taken to ensure that future City edge development is attractive and high quality.

Secondary Entryways

Edgerton has a few secondary entryways, primarily along historic farm to market roads such as Edgerton Road on the north side. The secondary entryways into Edgerton are more subtle portals used mainly by local residents. Large increases in travel along these routes are not expected within the near future, due to the excellent access to the interstate afforded by US 51 and WIS 59. Along these routes, qualities of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs or public art should be very low key, if used at all.

4. **Redevelopment Areas (Shown on Map 4)**

Several areas in the City are suitable for redevelopment over the 20-year planning period. Edgerton's downtown is ripe for redevelopment, as is the industrial area on the City's west side. Another redevelopment opportunity exists along US 51 just north of the downtown, at the site of a former shoe factory. The interchange of US 51 and I-39/90 provides another opportunity for highly visible redevelopment.

Over the long term, the City will need to be active in supporting the redevelopment of the older commercial buildings in these areas. Commercial uses should be continued and expanded, and the City should seek to contain outdoor storage uses, improve building design, better control access, and improve the general appearance of these areas as redevelopment opportunities arise. This should be the general approach as properties become available for redevelopment Citywide.

5. **Key Vista Locations (Shown on Map 4)**

This Plan seeks to preserve an important component of Edgerton's community character by identifying key vista locations in and around the City. Where possible, the viewsheds accompanying these vista points (shown on Map 4) should also be protected and preserved. Protecting public access to these vista points and critical viewshed termini as public parks or private open space can be particularly effective.

6. **"Smart Growth" Community Economic Development Areas (Shown on Map 4)**

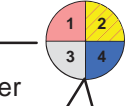
The City promotes economic development that is sustainable, high quality, and sensitive to the existing character of the City. The Community and Neighborhood Economic Development Areas shown on Map 4 are areas that the community has identified as key locations for both short- and long-term economic growth, due to their proximity to transportation corridors, their gateway characteristics, and their location relative to existing or planned residential development. These areas are discussed in more detail in Chapter Eight, Economic Development.

Future Land Use

- City of Edgerton Municipal Boundary
- City of Edgerton Extraterritorial Jurisdiction (ETJ) Boundary
- Other Municipal Boundaries
- County Boundaries
- Albion Hamlet Infill Planning Area

Future Land Use Categories

- Agricultural/Rural
- Rural Residential
- Single Family Residential
- Duplex and Townhome Residential
- Multi-Family Residential
- Planned Neighborhood
- Neighborhood Office
- Neighborhood Business
- Planned Business
- General Business
- Central Mixed Use
- Planned Industrial
- General Industrial
- Quarry, Landfill, or Logging
- Institutional, Utilities, or Airport
- Recreational
- Planned Mixed Use
- Land Use Transition Buffer
- Natural Area or Open Space
- Surface Water
- Urban Reserve
- Environmental Corridor*



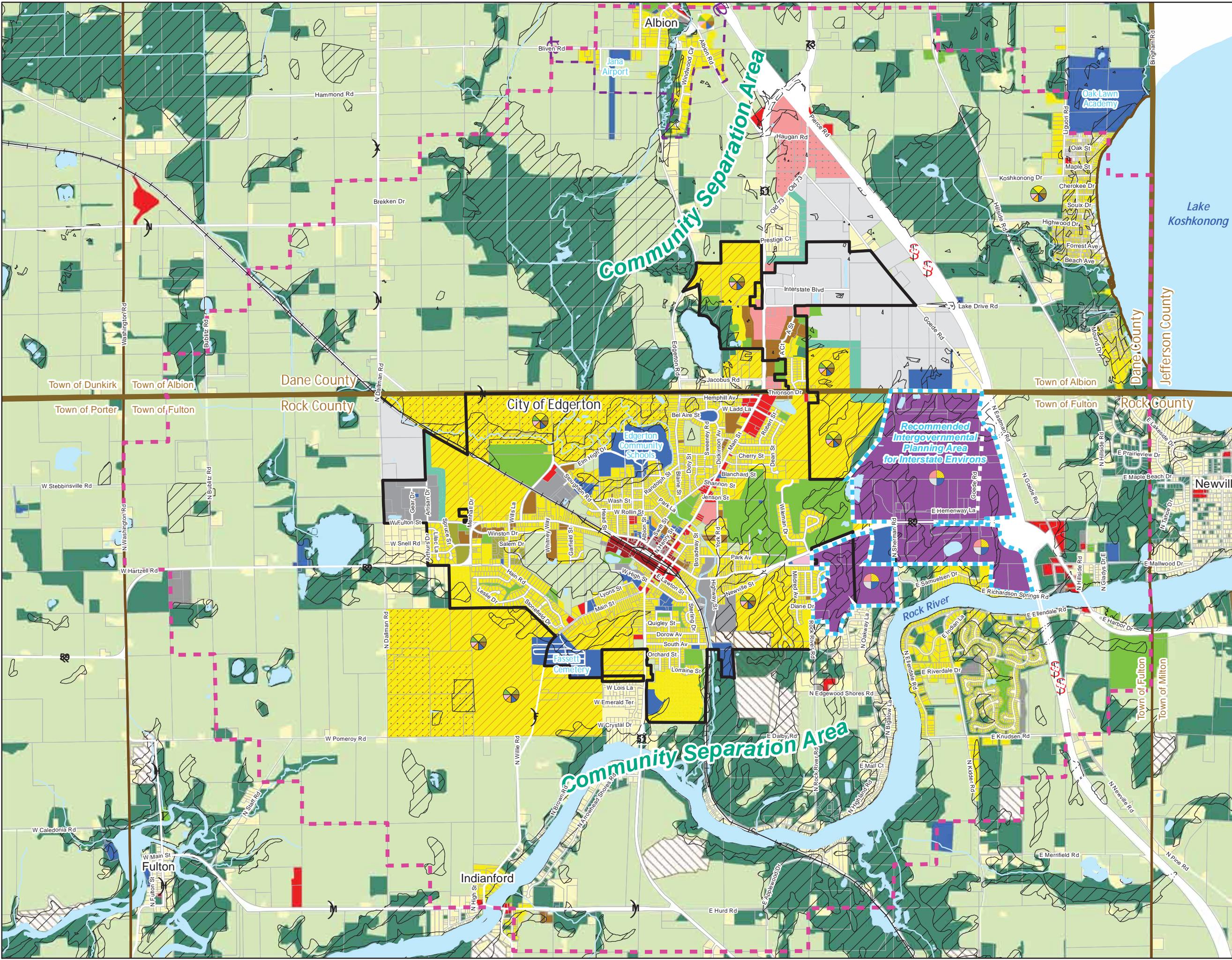
*Consists of DNR Wetlands, Steep Slopes above 12%, and FEMA 100 and 500 Year Floodplains



0.5 Miles
Adopted: December 21, 2015





VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

Sources: City of Edgerton, Rock County, Dane County, US Census Bureau, FEMA, CARPC, WI DNR



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Community Character

-  City of Edgerton Municipal Boundary
-  City of Edgerton Extraterritorial Jurisdiction (ETJ) Boundary
-  Other Municipal Boundaries
-  County Boundaries

Economic Development

-  Redevelopment Area
-  TIF Districts
-  Community Economic Development Area
-  Neighborhood Economic Development Area
-  Community Image Area

Transportation Corridors

-  Primary Corridor
-  Secondary Corridor
-  Community Gateway
-  Vista

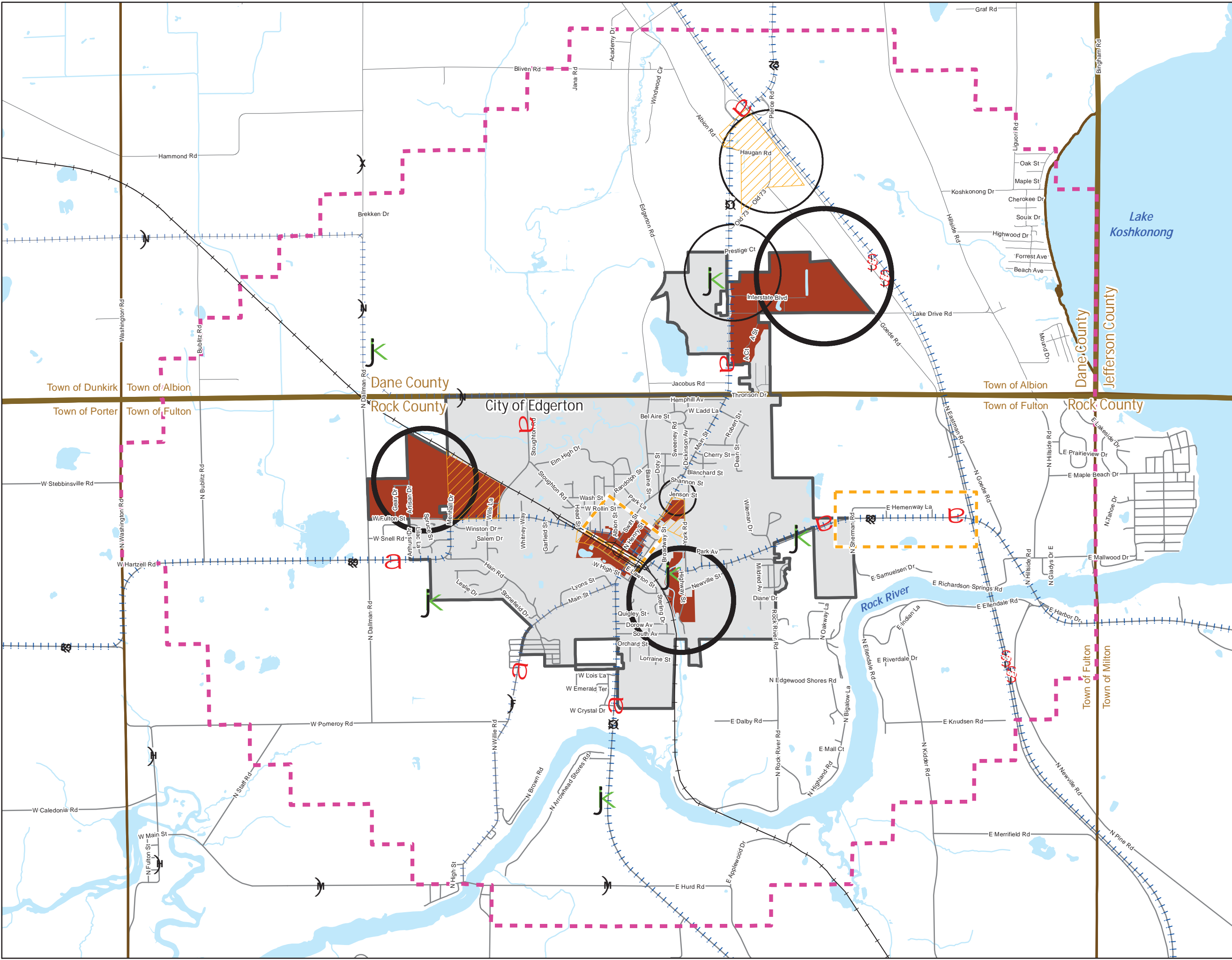


0.5
Miles

Adopted: December 21, 2015



Sources: City of Edgerton, Rock County, Dane County, US Census Bureau, FEMA, CARPC, WI DNR



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CHAPTER FIVE: TRANSPORTATION

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

A. EXISTING TRANSPORTATION NETWORK

Access is a key determinant of growth because it facilitates the flow of goods and people. The City of Edgerton is well-connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 5 shows existing and planned roadways in the City.

1. Roadways

Interstate 39/90 runs north-south to the east of the City. The interstate is one of the most important transportation corridors in Wisconsin, playing an important role in economic growth by moving freight, providing access to major cities and airports, and facilitating tourism. Edgerton has capitalized on its proximity to the interstate; the majority of City is far enough from the interstate to limit problems that might typically be associated with a major highway corridor, but close enough to provide very easy access for everyone in the City. The City has located its business park close to the interstate for optimal access for freight transportation.

At the time of writing, construction was scheduled to add additional lanes to the I-30/90 corridor between the Illinois state line and Madison, as part of the I-39/90 Expansion Project. The project is composed of three segments. Construction of all three segments is scheduled to start in 2015 and is expected to be completed in 2021. The North Segment (Edgerton to Madison) of I-39/90 will be reconstructed and expanded to six lanes, three lanes in each direction. The Central Segment (Janesville to Edgerton) of I-39/90 will be reconstructed and expanded to eight lanes, four lanes in each direction. In the South Segment (Beloit to Janesville, I-39/90 will be reconstructed and expanded to six lanes from the Illinois state line north to WIS 11. Eight lanes (four lanes in each direction) will continue from WIS 11 north to County O, south of Janesville.

The City is planning to realign Goede Road as a frontage road for I-39/90.

Traffic on the interstate has increased significantly over the past years. Data from the traffic counter placed at Newville, just south and east of Edgerton, shows a rise from about 18,500 to over 47,500 cars per day in the past 35 years. Traffic projections done for the Interstate 39/90 study show that volumes in 2030 could be as high as 90,000 cars per day.

US 51 runs north-south through the City. It serves as a principal arterial road, and connects with Janesville to the south, and Stoughton and Madison to the north. US 51 also serves as an alternative route for the interstate. On US 51 on the north side of the City (just north of Rollin St.), traffic volumes went from 8,410 vehicles per day in 1983 to 8,500 in 1995, fell to 6,400 in 2001, and rose again to 8,300 in 2010. This reflects little net growth over the 27-year period, but a nearly 30 percent increase between 2001 and 2010. Traffic on US 51 on the south side of the City (just south of the railroad tracks) was measured at 7,150 cars per day in 1983, rose to 8,000 in 1995, fell to 7,600 in 2001, and further fell to 7,200 cars per day in 2010, resulting in a minimal increase over the 27-year period.

WIS 59 runs east-west through the City, serving as a principal arterial road (Fulton Street through downtown). It connects with Milton to the east, and US 14 to the west, north of Evansville. Traffic growth on WIS 59 has varied since 2001. In the downtown, traffic volumes on WIS 59 went from

4,030 in 1983 to 5,900 in 2001, and grew to 6,700 cars per day in 2010. This results in a nearly 14 percent increase in traffic between 2001 and 2010. At the Saunders Creek bridge on the east side, traffic volumes on WIS 59 went from 5,390 in 1983 to 6,000 in 2001, but fell to 5,700 in 2010 (a five percent decrease between 2001 and 2010).

Several county highways also serve the City. County F enters the City from the south, becoming Main Street, and County N enters from the northwest. Traffic volumes on County F have fallen 10 percent, from 1430 in 1983 to 1300 in 2001. Volumes on County N have risen slightly (5 percent), from 620 in 1983 to 650 in 2001.

The Rock River Trail Scenic and Historic Route is an auto route that roughly parallels the Rock River, connecting people to natural resources and other assets of the Rock River Valley. This route runs 320 miles through eleven counties in two states, beginning in Fond du Lac County, Wisconsin, and ending in Rock Island, Illinois. The route runs through the City of Edgerton, beginning from the east on WIS 59/E. Fulton Street and continuing west until it meets S. Main Street. The trail continues south on S. Main Street out of the City and toward the City of Janesville. The Rock River Trail also includes the Rock River Trail bicycle route and the Rock River National Water Trail.

2. Airports

There are no airports located in the City of Edgerton. Larger air carrier and passenger facilities are located approximately 30 miles to the north in Madison at the Dane County Regional Airport, at Milwaukee's General Mitchell International Airport, and at Chicago's airports. The Rock County Airport south of Janesville provides smaller passenger and freight service. It is an all-weather airport with three paved runways. Bus service to all three of these areas is available in Janesville. Jana's Airport, formerly called the Tobacco City Airport, is a small private airport three miles north of Edgerton. It has a turf runway and is limited to small lightweight aircraft under visual weather conditions.

3. Rail

A line of the Wisconsin and Southern Railroad runs through the City, entering on the west, running generally along Fulton Street, and exiting to the south, generally following Saunders Creek south to the Rock River. The line runs to Madison to the northwest, to Milton to the southeast, and ultimately to Chicago. This is an active freight line, and there has been discussion about using the line as a passenger connection between Madison and Chicago. The railroad depot is owned by the City and could serve as a passenger station.

4. Bicycles and Walking

The City has a locally designated bike route system. A portion of off-road multi-use path, the Marsh Trail, exists to the southwest of downtown. The trail runs roughly from High Street west to Hain Road, through a wetland area. County F is a County-designated bike route. Lower-traffic roads in the City and surrounding rural areas provide opportunities for bicycling. Sidewalks provide opportunities for walking, especially along lesser-traveled roads. Sidewalks are required in new development on both sides of all new streets.



As this Plan was being written, Dane County Parks is converting the Wisconsin and Southern Railroad right-of-way to a shared use path, running between Madison and McFarland. This path will be

known as the Lower Yahara River Trail. There are plans to extend the trail from McFarland to Stoughton in the future, and the trail could potentially be further extended to Edgerton.

5. Elderly and Disabled Transportation

In Dane County, The Dane County Specialized Transportation Commission (STC) provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County. Residents of the City of Edgerton who are in Dane County can take advantage of four different specialized transportation services for the elderly, persons with disabilities, and low-income persons. The services are administered by the Adult Community Services Division of the Dane County Department of Human Services (DCDHS). The programs are funded through a combination of federal, state, and county funding. DCDHS contracts with private operators to provide these services through a competitive bid process every two years. Services available to residents of the City of Edgerton include the following:

- Older adults can participate in group services for trips to nutrition sites, senior center activities, day care centers, and shopping;
- STS, another group ride program, provides service to adults aged 18 or older attending work or day programs. Clients generally have a developmental disability or chronic mental illness;
- The *Retired Senior Volunteer Driver Escort Program* (RSVP) uses volunteer drivers to provide individual and small group rides for the elderly and persons with disabilities not using a wheelchair when other options are not available;
- Transportation can be provided to low-income persons with no other means of transportation to necessary services.

Rock County residents can access *Rock County Specialized Transit Van Services*, which provides transportation for elderly and disabled persons. It is a shared van service that charges a nominal fee for transportation to all areas within Rock County.

6. Transit

The City of Edgerton is not served by public transit. Several transportation options for the elderly, those with disabilities, and low-income persons are available through the Dane County Department of Human Services and Rock County Commission on Aging, as mentioned above.

Edgerton offers a shared ride taxi service, funded by a grant, user fees, and a local tax levy. The service is available to anyone in Edgerton and is offered Monday through Friday between 7:15 a.m. and 5:15 p.m. and 9:00 a.m. to 1:00 p.m. on Saturday. (The service is not offered on Sundays.) Transportation is provided within the city limits of Edgerton for \$3.00 each way. Discounts available for elderly, disabled, and student populations.

Rock County completed a Public Transit – Human Services Coordinated Transportation Plan in 2013. One of the recommendations was to develop a unified shared ride taxi service serving multiple communities along the WIS 26 corridor, including Edgerton. This service would modeled on the Edgerton program.

7. Water Transport

No water transport is available in the City. The Rock River is recognized as a major natural resource corridor having trail potential.

8. Trucking

Trucking through the City is accommodated primarily by US 51 and WIS 59. Interstate 39/90 to the east of the City is a primary local and regional trucking route.

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

The following is a review of state and regional transportation plans and studies relevant to the City. The City's transportation plan element is consistent with these state and regional plans.

1. Dane County Comprehensive Plan (2007)

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

2. 2014-2018 Madison Metropolitan Area and Dane County Transportation Improvement Program

The *Transportation Improvement Program for the Madison Metropolitan Area and Dane County Area 2014-2018* (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP identified two roadway replacement projects in the vicinity of the City of Edgerton. I-39/90 is identified for repair and overlay of the existing pavement in 2014. STH 73, north of Edgerton, was reconditioned in 2015.

3. Public Transit – Human Services Coordinated Transportation Plan (2013)

The primary focus of the *Rock County Public Transit – Human Services Transportation Coordination Plan* is to develop a unified comprehensive approach to transportation service delivery for elderly, low-income, and disabled populations. The plan provides guidance direction to assist human service agencies, public transit providers, and local leaders develop and deliver an improved transportation network for Rock County residents, with the goal developing a reliable, comprehensive, and efficient system. The highest priority goals for serving transportation-disadvantaged populations include: improving access to and quality of transportation information; increasing access to goods and services; maintaining existing services; and promoting bicycling and walking through education, encouragement, engineering improvements and enforcement.

4. Connections 2030 Statewide Long-Range Multimodal Transportation Plan (2009)

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

5. Wisconsin Bicycle Transportation Plan 2020

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

for bicycling along the State Trunk Highway system in Wisconsin. There are currently no priority corridors or linkages near Edgerton.

6. Wisconsin Pedestrian Plan 2020

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

7. Dane County Bike Plan (2000)

The 2000 *Bicycle Transportation Plan* for the City of Madison and Dane County recommends bicycle facility improvements for the Madison urban area and rural Dane County. In the City of Edgerton vicinity, County N north to the hamlet of Dunkirk is shown as “most suitable” for shared bicycle/motor use, as are County X, County A, and WIS 106 to the north. WIS 138 leading south from the City of Stoughton and County N from Dunkirk to Stoughton are considered possibly suitable for shared bicycle/motor use, depending on cyclist skills. WIS 73 north of the interstate and US 51 from the interstate to the City are considered least suitable, although US 51 between I-39/90 and the City has 3-foot paved shoulders. The Plan recommends adding paved shoulders on WIS 73 and widening the shoulders on US 51. County N from Dunkirk to Stoughton is planned for the addition of paved shoulders. Paved shoulders are also recommended for WIS 138.

As of this writing, the Madison Area Transportation Planning Board (the Madison MPO) was updating the 2000 plan, but Edgerton is not part of the MPO planning area and so it will not likely be directly addressed by this plan.

8. Rock County 2015-2020 Parks, Outdoor Recreation, and Open Space Plan

Rock County adopted the *2015-2020 Parks, Outdoor Recreation, and Open Space Plan* in 2015. Within the Edgerton planning area, the Plan proposed an off-road bicycle trail along WIS 59.

9. Dane County Parks, Recreation and Open Space Plan (2012-2017)

The *Dane County Parks, Recreation and Open Space Plan 2012-2017* identifies cultural, historical and natural resources that should be considered for protection, preservation or restoration. Updated every five years, the vision of this 2012-2017 plan is to “connect people to the land and water resources of Dane County.” The plan places a major emphasis on recommendations for new trails to connect existing and proposed parks, natural resource sites, and municipalities within the County. The Plan does not have any recommendations for new trails in the Edgerton area, but it does prioritize Phase Two Lower Yahara River Trail project, which is a multiuse trail that would run between the Village of McFarland and the City of Stoughton, which may one day be extended to Edgerton.

The overall goals of the plan are as follows:

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

10. Wisconsin Trail Network Plan (Revised 2003)

The Wisconsin State Trails Network Plan provides a vision for establishing trail network connectivity statewide; and focuses on abandoned rail, road, utility line, natural features and resources, interstate,

and public lands. The plan recognizes the important role that trails developed by local units of governments serve as critical links. Under the plan, WDNR staff will continue to work with local governments and encourage them to connect trails onto this network as they update local plans.

In the Edgerton area, the plan identifies the Rock River corridor as a major natural resource corridor that has the potential to be a state trail. The 60-mile corridor could also have interstate trail potential with a connection at the state line in Beloit.

As part of the Connections 2030 planning process, WisDOT identified 37 System-level Priority Corridors. Maps of the corridors can be viewed or downloaded online at www.wisconnections2030.gov. The information depicted on these maps provides visual representations of how the plan might be implemented. The corridor maps identify specific projects; however, the Plan does not guarantee that all potential projects will be implemented.

Two Priority Corridors relate to Edgerton. The first is the Rock River Corridor from Janesville to Oshkosh. It is primarily composed of WIS 26. The future vision for this corridor includes Rock County fixed guideway transit, additional intercity passenger rail service (operating on existing corridors), intercity buses connecting from Janesville, and continued bicycle and pedestrian enhancements. The other Priority Corridor is the South Central Connection Corridor from Beloit to Madison. It is composed primarily of I-39, I-90, US 14, US 51, WIS 213, serving Dane and Rock Counties. The future vision for this corridor includes the creation of a State Access Management Plan for US 51, additional intercity passenger rail service (operating on existing corridors), and continued bicycle and pedestrian enhancements.

C. TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES

Goal: Provide a safe, efficient transportation system that serves multiple users.

Objectives:

- a. Provide for adequate roadway capacities and safe conditions in conjunction with the County and State.
- b. Ensure that transportation system improvements are coordinated with future land development, existing uses, and community appearance objectives.
- c. Provide for adequate on- and off-street parking facilities, especially in the Downtown.
- d. Provide safe biking and walking routes in the City that serve neighborhoods, schools, parks, playgrounds, and activity centers.
- e. Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted, and existing neighborhoods are revitalized.
- f. Plan and implement a comprehensive network of sidewalks and bicycle routes in the City that serve neighborhoods, schools, parks, playgrounds, and activity centers.
- g. Ensure a sidewalk system that provides access to key destinations, such as schools, shopping, and the hospital.

Policies:

- a. Update and enforce the City's Official Map to reserve sufficient rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, bridges, and rail facilities.
- b. Design new or expanded collector roads and an interconnected network of local streets to serve the growth areas identified on the Future Land Use Map (Map 3), in a manner compatible with adjoining land uses, topography, and natural areas, as depicted on Map 5, and subsequently placed on the Official Map.

- c. Refine and clarify City policies for requiring sidewalks on new public and private streets.
- d. Establish bicycle paths and routes on local streets throughout the City to connect neighborhoods with schools, parks, and shopping, identified with appropriate signs.
- e. Work with organizations such as the Dane County Specialized Transportation Commission and Rock County to expand transportation opportunities for elderly and disabled Edgerton residents.
- f. Coordinate capital improvements programming with the recommendations presented in this *Plan*.
- g. Continue to support the shared ride taxi service as a public service for residents unable to drive.

D. EDGERTON RECREATIONAL TRAIL NETWORK

A clear theme in the 2015 planning process was strong interest in expanding the City's recreational trails. These trails could be used for bicycling, walking, or other non-motorized forms of transportation. The City should work to develop a trail network that runs throughout the city and links together the City's many amenities. Three considerations for such a trail are described below.

Connections to Key Destinations

The Edgerton trail network should link together a variety of different types of resources, amenities, and everyday destinations such as:

- Existing and planned neighborhoods
- Existing and planned parks
- Natural/open spaces
- Schools
- Edgerton Public Library
- Downtown
- Edgerton Hospital
- Key employment areas

By connecting these community amenities, they network could be used for recreation as well as daily trips like commuting and shopping. They would also draw attention to Edgerton's assets and remind residents to make the most of them.

Identity

The trail should be well defined and have a recognizable identity. This will create awareness among Edgerton residents and encourage them to take advantage of the trail network. Creating a defined identify for the trail will also create a destination for visitors and provide a new reason to visit Edgerton. An important first step is to name the trail network. Other communities have given their trails names such as "The Hometown Trail," "The City Loop," or have named the trail in honor of an esteemed citizen. Once a name has been determined, it should be included in the City's promotional/tourism materials and maps. The trail itself should be demarcated by signage (again with the trail's name) and by a unique type of paving, border, or paint, depending on the setting each portion of the trail is located. Public art could be installed at certain locations along the trail, further identifying it as a special place.

In the long term, the trail should be connected to other trails in Rock and Dane Counties, such as the Rock River Trail. As the Edgerton trail network becomes more developed, it could be shown on county-level trail maps, which would boost the prominence and awareness of the trail to potential visitors.

Quality of Life

While it would be a popular recreational asset for Edgerton residents and visitors, the trail network would also be a central component of Edgerton's ability to offer high-quality, affordable, and healthy lifestyle to its residents. Cities around the state have recognized that a healthy downtown and recreational trails are important to attract new residents to a community. Thus, the strength of the trail network will play an important role in how much Edgerton grows in the future and whether it grows at the rate of comparable communities in Rock County.

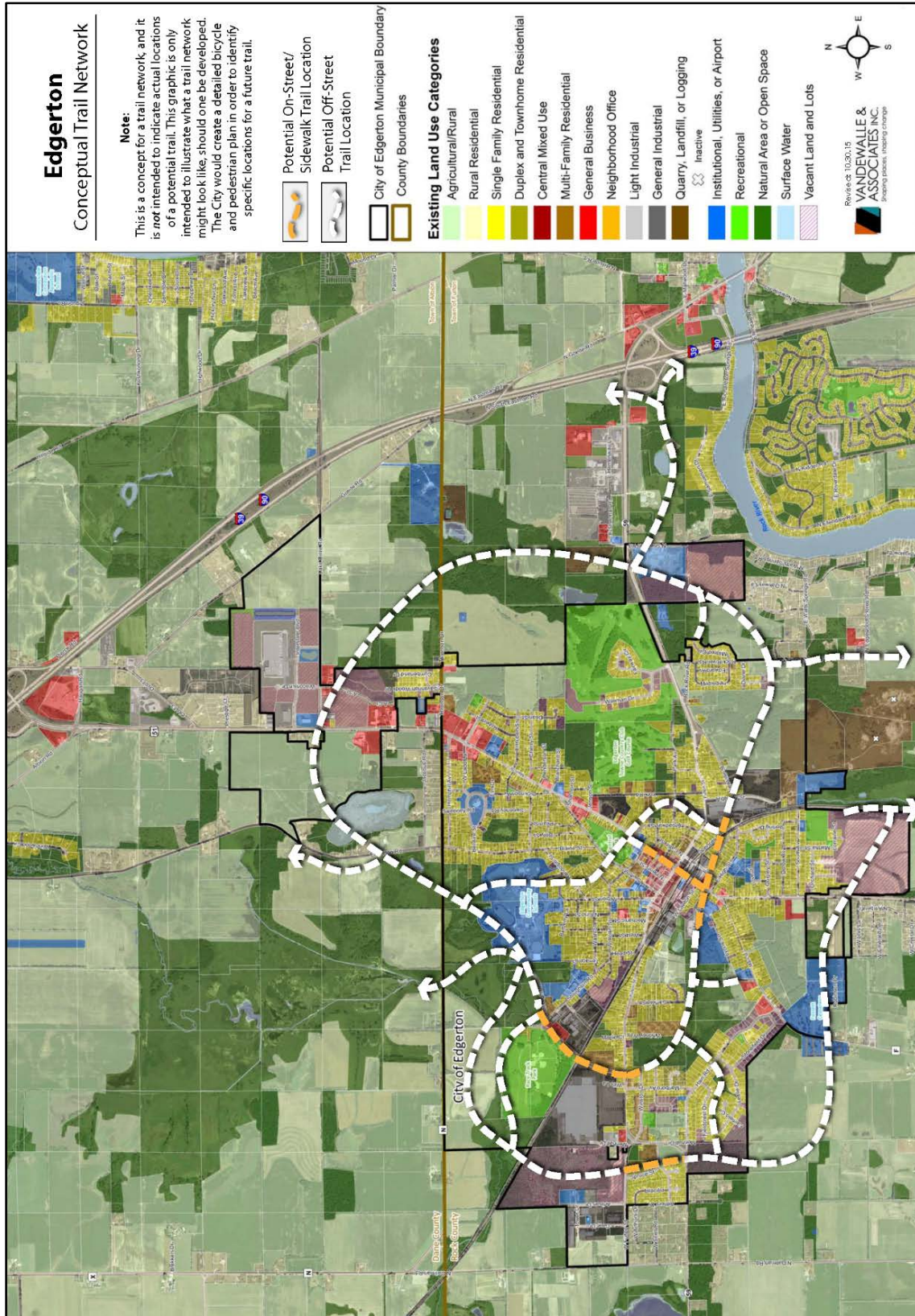
With an established trail network connecting employment areas to neighborhoods, an Edgerton family could choose to own just one car. For example, one member of the household might work at the Edgerton Hospital and could safely and comfortably walk or bike to work, eliminating the need for a second car. This can have a significant impact on a household budget, and it could make the difference for a family looking to buy their first home in Edgerton. The trail would also save Edgerton families money by allowing them to walk or bike to do daily errands or to head downtown together for special events. Senior citizens who do not choose to drive could also use the network to get to their daily errands and activities safely. The trail would also provide a free or low-cost recreation opportunity that people of all ages and most abilities can enjoy. By and large, the Edgerton recreational trail network would promote, active, healthy, high quality, and affordable lifestyles for Edgerton residents.

Planning the Trail Network

A concept for a potential trail network is illustrated in Figure 5. This figure is only a concept, and it is not intended to indicate actual location(s) of a potential trail. This graphic is only intended to illustrate what a trail network might look like, should one be developed. In areas of the City that are still undeveloped, it would ideally be an off-street trail, and the trail be integrated into the design of the new development. In areas of the City that have been developed, trails would be primarily on bicycle-friendly City streets and sidewalks.

In order to determine a specific route for the trail, the City would create a detailed bicycle and pedestrian plan which would include many opportunities for public participation and sharing of ideas. After a route has been determined, the City may wish to map the route on the City's Official Map. The implementation of the trail network would occur over many years, as properties become available for easements or as new properties are developed.

Figure 5: Conceptual Trail Network



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Transportation Plan

- City of Edgerton Municipal Boundary
- Other Municipal Boundaries
- County Boundaries

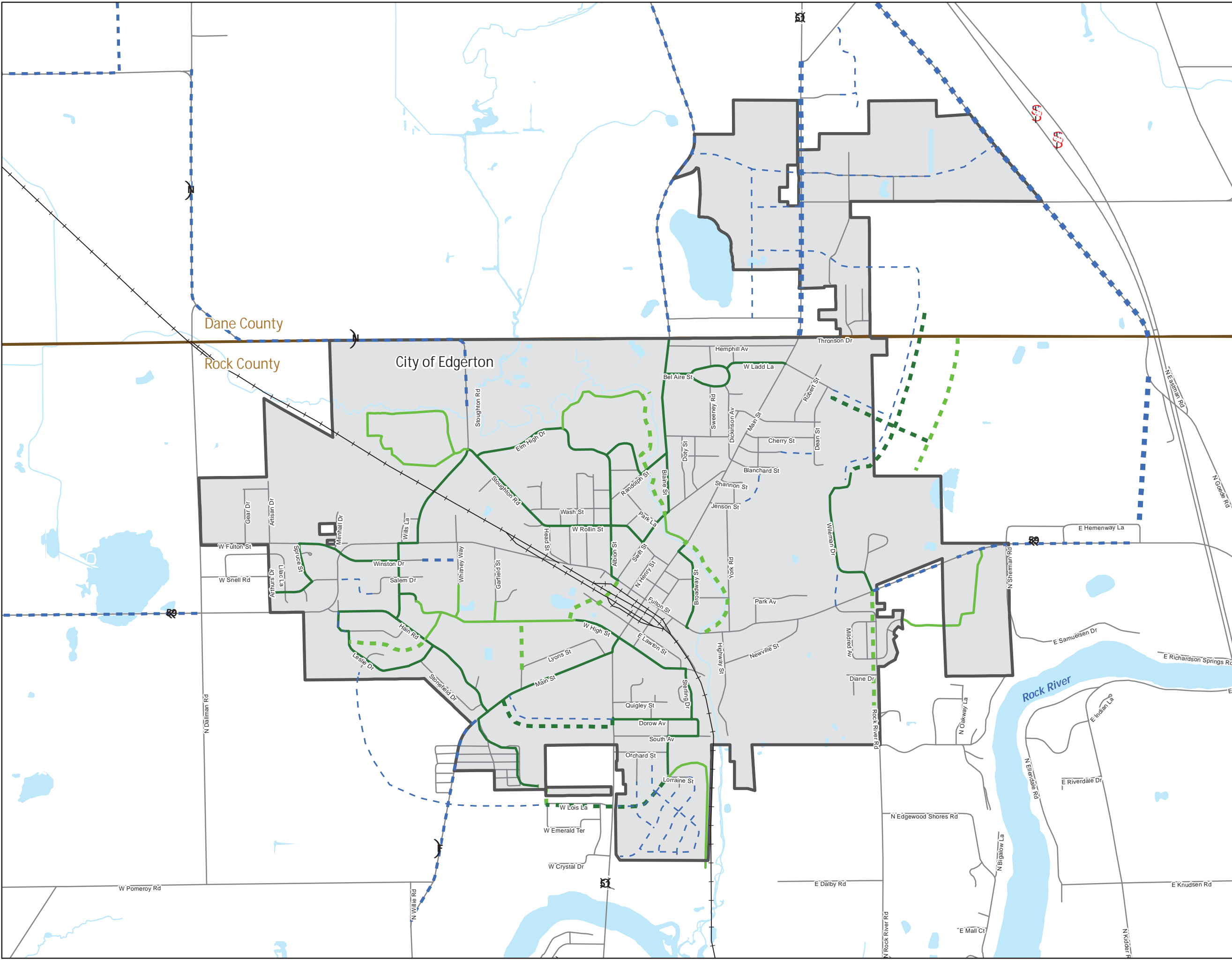
Existing Roads

Potential Road Extensions and Improvements

- 70 to 80' ROW
- 100' ROW
- 110' ROW

Trails

- Existing Off Street Trail
- Existing On Street Bike Route
- Proposed Off Street Trail
- Proposed On Street Bike Route



0.5 Miles

Adopted: December 21, 2015



Sources: City of Edgerton, Rock County, Dane County, US Census Bureau

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CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES

This section of the Plan contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities in the City of Edgerton, as required under §66.1001, Wisconsin Statutes.

In order for a City to expand, it must provide access to public services such as streets, sanitary sewer, and water service. To devise a plan for growth, the City must understand where these services can be provided most cost effectively. It is therefore essential to evaluate the factors that affect the provision of services.

A. EXISTING UTILITIES AND COMMUNITY FACILITIES

1. Wastewater Treatment

The adequate treatment of wastewater is essential for the maintenance of public health and the local economy. At the time of this writing, the City's wastewater treatment plant was being upgraded, with the upgraded plant expected to be in service at the end of 2016. The upgraded plant will be designed to treat an average daily flow of 960,000 gallons with a biological oxygen demand and suspended solids removal equivalent to 7,663 people. The design period will extend through the year 2034 and was determined by projected residential and industrial usage.

The new facility will use the conventional activated sludge process for secondary treatment with the ability for biological phosphorus removal and ultraviolet disinfection to meet future WDNR requirements. The facility will continue to discharge to the Rock River, as it has in the past.

Due to this increased capacity, the new facility will provide the City of Edgerton with more flexibility in accommodating new industrial or commercial users than the existing facility can provide.

2. Sanitary Sewer Service

Sanitary sewer service is the most growth restrictive public service because the system functions by gravity as opposed to pressure such as water or gas. While pressure systems can be forced uphill, gravity sewer systems must flow downhill or be pumped uphill via lift stations. Lift stations are expensive to install and maintain. Because they require a substantial capital investment and usually serve a large territory that may take years to develop, the financing of these stations can be an impediment to development. Therefore, it is in the city's best interest to promote growth that requires the fewest lift stations.

The sewerage collection system includes two lift stations: one is located on the west side of the City and one is located on the southeast side of the City serving the hospital. The system also contains approximately 35 miles of sewer main ranging in size from 6 inches in the older parts of the City to 18 inches in the N. Main Street corridor. In recent years, the Utility Commission has been committed to rebuilding the City's collection system in an attempt to eliminate inflow and infiltration. These efforts have been successful in that there has not been a significant increase in average daily flow to the plant since 2000, even though the City's population has increased by more than 10 percent during that period.

The Hain Road Area on the west side of the city is served by an 18-inch interceptor sewer located in the High Street extended right-of-way. The interceptor has enough capacity to serve the entire development area. An 18-inch interceptor that crosses Saunders Creek at the east end of South Street serves the Lord Street Area on the south side of the City. The E. Fulton Street area on the east side of the City is served by a 12-inch and 15-inch interceptor. These interceptors provide enough capacity to serve the entire development area. The N. Main Street Area interceptor also provides enough capacity to serve the entire development area.

The city is fortunate to have land on its periphery that can be served by gravity flow sewer to accommodate future growth. However, there may be particular development sites that are highly desirable because of an amenity such as transportation access or natural beauty that warrant the construction of a lift station. The economic feasibility of a lift station is greatly dependent upon the amount of land that will be in the service territory of the lift station. Development proposals made in areas not having gravity flow sewer must consider the topography of the region to ensure the location and sizing of the lift station results in the most economical design.

In addition to the City's sewerage treatment plant, the Edgerton area has another public wastewater treatment facility. The Consolidated Koshkonong Sanitary District provides service to development south and north of the Rock River immediately around the I-90/WIS 59 interchange, to Indianford, to the WIS 73/I-39 interchange and to the hamlet of Albion. The district was originally established to alleviate groundwater contamination from the many residential properties located around Lake Koshkonong. Recently there has been significant growth pressure in the Koshkonong District as more existing development with failing private systems has been added to the system as well as increase demand for service to new development. The addition of sanitary sewer service to the WIS 73/I-39 interchange is concerning to the City as this interchange and the land along US 51 south is an important entrance into the community. In addition to the concern about the attractiveness and function of the corridor, the types of commercial land uses developed in the area should be coordinated with the development within the City to ensure that uses complement and do not compete with commercial development within the City.

The Koshkonong wastewater treatment and collection system consists of many lift stations and a lagoon treatment system. Given the limited treatment capabilities of the existing pond system, the District is currently making plans to upgrade the wastewater treatment facility. The timing, extent and costs of the upgrades were still being determined at the time of this writing.

3. Water Supply

Edgerton, like most communities, is faced with increased demand for water. The domestic use of water increases along with the standard of living as the number of water-using appliances, such as dishwashers and washing machines increases. As residential and commercial development increases, demand on water systems for public and private fire protection service also increases. In 2013, 70 percent of the water sold was used by residential customers, 1 percent was used by industrial users, and 29 percent was used by other nonresidential customers

In addition to the 2,169 water customers served by the Water Utility, the Utility provides water to approximately 180 users in the Fulton Water District located in the Town of Fulton along the Rock River southeast of the city. The Edgerton Water Utility has a policy to provide water service only to property located within the City. Although the sale of water to the Fulton Utility is contrary to this policy, the agreement was made to eliminate private wells that had been contaminated by pollutants originating from the Edgerton Sand and Gravel landfill located southeast of the City. The agreement with the Fulton Utility limits the number of connections that can be made to the system as the system was designed to alleviate an existing problem not to encourage additional development

The City is supplied by three wells. Well #2 has a capacity of 625 gallons per minute and Well #3 and Well #4 each have a capacity of 975 gallons per minute. Average daily use ranges from 450,000 to 500,000 gallons per day. The water distribution system consists of two elevated towers and approximately 35 miles of water main ranging in size from 4 inches in the older parts of the city to 16 inches in the north side business park.

The water system's ability to accept additional users greatly depends upon industrial development and expansion. Demands for water by industrial users can vary greatly by the type of business. The requirement for process water and sprinkler systems can be significant. As is the case with most small-to-medium-sized water systems, new and expanded industrial developments should be evaluated for their potential impact on the utility.

The Utility Commission has made a commitment to rebuild Edgerton's aging infrastructure in an effort to reduce water loss and provide a safer supply of water to the public. Water loss, or the amount of water that is pumped but not accounted for due to leaks in the water distribution system has decreased from a high of 45 percent in 1989 to 15 percent in 2013. The water system is considered adequate for the planning period, other than routine local line upgrades. There are no major upgrades, other than maintenance, anticipated to either the water storage capacity (towers) or pumping capacity (wells) for the next 20 years, provided that current water usage per customer remains consistent with today's usage, residential growth occurs as projected by this Plan, and no major water user is added to the system. If a large water-using industry approached the City, the utility would consider the costs of making upgrades to the utilities to provide service to the customer. If a large capital improvement is needed in the water system, it will most likely be a new well. Preliminary analysis of the system indicates the well would be located on the north side of the City. The Utility will continue to evaluate the system capacity and work towards selecting a location for the well to ensure that the land uses that develop in the well area are suitable.

4. Natural Gas and Electricity

Gas and electricity are provided by Alliant Energy, which is the supplier for the vast majority of communities in Rock County. Large consumers of electricity and gas are limited by a permit system. High volume natural gas users receive lower rates. Major electric transmission lines run to the north, east, and west of the City. American Transmission Company, the owner of the transmission lines, has no planned upgrades to existing lines or plans for construction of new transmission lines in the Edgerton area within the 20-year planning period.

5. Solid Waste Disposal

Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution in Dane and Rock Counties. With the passage of stringent federal regulations in the late 1980s, many landfills closed, and the number of active sites has declined. Many of the older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These older landfills sites pose a much greater risk to local groundwater quality than modern landfills due to poor siting and absence of liners or advanced leachate collections systems. To protect drinking water quality, WDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells. The well protection zone is determined by using the 100-year zone of contribution measurement, which is the land surface area over which recharging precipitation enters a groundwater system and eventually flows to the well.

Solid waste from the City is disposed of by a private contractor. The City of Janesville owns and operates the Rock County Landfill, which serves all residential, commercial, demolition, and industrial waste generators in Rock County.

6. Stormwater Management

City policy has been to plan for and encourage the development of regional stormwater facilities to avoid the proliferation of smaller facilities that do little to address water quality. The City takes a proactive approach to addressing stormwater management needs, recognizing the necessity for properly managing stormwater runoff from existing and new development due to its location along Saunders Creek.

The City enforces a policy of stormwater management on all new development and redevelopment. The policy addresses both stormwater quantity and quality and is based on Rock County and Dane County standards.

7. Law Enforcement

The City of Edgerton Police Department serves as the primary law enforcement agency to City residents. The Department employs 10 full-time officers. One or two officers is on duty at all times. The City of Edgerton Police Department has a mutual assistance relationship with the Dane and Rock

County Sheriff's Departments and the State Patrol, providing and receiving assistance on an as-needed basis. Officers attend special events in the City such as the Kindergarten Roundup in order to get to know the members of the community.

The Police Department is located at 215 Fulton Street, in the downtown. The current facilities are considered adequate to serve the department through the planning period.

8. City Hall

The City Hall is located at 12 Albion Street, in downtown Edgerton. The City government has been at this site since 1960. In 2010, the City built a new 5,100-square-foot municipal facility on the same site, housing City Council and Municipal Court meeting rooms, City administrative offices, public meeting rooms, and municipal records storage. The structure is heated entirely by a geothermal system and has solar collection on its roof.

In 2014, the City constructed an urban garden, called Pottery Plaza in the front yard of City Hall. The garden celebrates and educates about Edgerton pottery history. The work to create the plaza was performed almost entirely by volunteers and the majority of the materials were donated.

9. Public Works Building

The City Public Works and Water Utility garages are located on W. High Street, south of downtown. No major changes or expansions are planned for the near future.

10. Fire Protection

The Edgerton Fire Protection District provides fire protection and emergency medical services to the City and surrounding Towns of Albion, Fulton, and portions of Sumner and Porter. The District serves approximately 15,000 people. The District Department is a combination agency that is made up of paid and volunteer personnel.

The fire station is located at 621 N. Main Street, just north of the downtown area. The Edgerton Fire Protection District operates from a budget developed by the District Board, which is made up of representatives from each of the municipalities in the District. Each municipality pays a portion of the total budget based on property evaluation.

11. Library

The City of Edgerton Public Library is located at 101 Albion Street, just north of City Hall, and south of the education campus. The library plays a critical part in enhancing the success and image of the City, and especially the downtown. The library is affiliated with the Arrowhead Library System, which serves libraries in Rock County. The library hosts children's story time two days a week. The library also provides access to the internet and word processing software and genealogy materials.

The original, 6,000-square-foot neoclassical Carnegie library was built in 1906 and had a collection of 2,400 holdings. The collections has since grown to 42,000, including books, newspapers, periodicals, audio/visual, and software offerings.

In 2006, a major renovation and addition to the library brought the library to 17,000 square feet, making it a fully accessible facility with vastly improved programs, equipment, and materials.



12. Veteran's Memorial Community Center

The Veteran's Memorial Center at 414 Albion Street was built in 1960. The City has managed the building since 1995. The building has served as a location for community meetings, including veteran's organizations, and events. The City now leases the space.

13. Community Center

The Tri-County Community Center, located at 112 N. Swift Street, provides a number of services for people of all ages. A converted school building, the Center rents space for special events and fitness classes, among other activities. The Center has had various tenants, such as a religious organization, daycare, martial arts studio, parks program, and an alternative schools program. The Center is supported by donations from Rock, Dane, and Jefferson Counties.

14. Senior Center

A new senior center was established in 2013. The Edgerton Care Center, located at 313 Stoughton Road, provides a meeting room for the Edgerton Senior Center. The Edgerton Senior Center is funded entirely by donations and is open 9:00 a.m. to 3:00 p.m. Tuesdays, Wednesdays, and Thursdays.

15. Trash/Recycling Facilities

The City contracts with a private firm for curbside trash collection for residential properties of four units or less. Recycling is collected along with trash, in separate containers.

16. Wireless Telecommunications Facilities

Wireless telecommunications towers are permitted in the City as conditional uses within areas with zoning classification of *General Industrial, Heavy Industrial, or Rural Holding*. Buffering is required between telecommunications facilities and adjacent uses. No private towers are located within the City. Towers that serve the area are located east of the City on WIS 59, northeast of the City at the end of Thronson Drive, southeast of the City near the wastewater treatment plant, and north of the City on Goede Road, near the interstate.

17. Medical Facilities

Edgerton Hospital and Health Services is a Critical Access Hospital serving Edgerton, Milton, Janesville and the surrounding areas. The 18-bed hospital offers medical, surgical, and comprehensive rehabilitation services (swing bed program) in addition to a full spectrum of outpatient therapy and diagnostic services. In 2011, the hospital built a new facility at the corner of WIS 59 and Sherman Road, on the east side of the community.

Edgerton Care Center, a 61-bed, Medicare-certified Long Term Care Facility, remains at the former hospital location on Stoughton Road. The facility underwent a significant upgrade when the hospital moved.

Additionally, a wide variety of medical facilities are within close proximity, in the Madison, Janesville, and Beloit metropolitan areas. These include the University of Wisconsin Hospitals and Clinics, St. Mary's Hospital, Meriter Hospital, and HMO provider facilities in Madison, Mercy Hospital in Janesville, and Beloit Memorial Hospital.

18. Educational Facilities

Children in the City attend public schools in the Edgerton School District. All of the schools—with the exception of one rural elementary school—are located north of downtown at the end of Albion Street, on a consolidated campus. There are no parochial schools in the area.

The District has two elementary schools, serving Early Childhood through 5th grade. Yahara Valley Elementary is located southwest of Edgerton, on County M at Raymond Road. The school had a 2015 enrollment of 113. Community Elementary is located on the City school campus, at 100 Elm High Drive, and had a 2015 enrollment of 820. All 6th through 8th grade students attend Edgerton Middle School, at 300 Elm High Drive, which had a 2015 enrollment of 405. All students attend Edgerton High School at 200 Elm High Drive, with a 2015 enrollment of 575. Approximately 1,913 students are enrolled in the Edgerton School District.



The historic former high school is used for an alternative high school run by the Edgerton School District.

The former high school building is used for the Tri-County Community Center, which includes an alternative school.

Four childcare/preschool providers in the City offer four-year-old kindergarten.

These include The Edgerton Children's Center, Central Lutheran Preschool, St. John's Little Saints Learning Center, and Creative Arts Class, LLC.

Oak Lawn Academy is located within the School District boundaries, north of the City near Lake Koshkonong. It is a private boarding school providing education for boys in 6th through 8th grades.

In response to a growing student population and service needs, the District greatly expanded school facilities on the Edgerton campus in 2000, doubling the size of the elementary school, nearly doubling the size of the high school, and making improvements to the middle school. The Edgerton Performing Arts Complex was also constructed at this time, providing rehearsal and performance space for students and the public.

School District enrollment has been relatively stable over the last decade, growing by 4.25 percent between the 2003-2004 school year and the 2014-2015 school year. The District is anticipating that enrollment will continue to be stable in the coming years. Existing facilities are expected to be adequate to serve student needs, and can accommodate at least 300 additional students. Many of the schools were built in the 1950s, 1960s, and 1970s, the District continues to monitor the demand for additional, renovated, or new facilities.

Blackhawk Technical College Central Campus is located between Janesville and Beloit, on County G. Blackhawk Technical College offers a variety of Associate Degrees as well as Certificate and Technical Diploma programs. Blackhawk Technical College also has a Center for Transportation Studies on Highway 14 north of Janesville and an Advanced Manufacturing Training Center in Milton.

Edgerton is within easy commuting distance of several higher education facilities, including Beloit College in Beloit, University of Wisconsin-Rock County in Janesville, University of Wisconsin-Madison, University of Wisconsin-Whitewater, and Madison College.

19. Child Care

Several child care centers serve the City's working parents. At the time of writing, providers include the Edgerton Children's Center, 414 Albion St; Tammy's Little Sweethearts, 149 Highwood Drive; Central Lutheran Preschool, 100 W. Rollin St.; Creative Arts Class, LLC, 800 S. Main St.; and St John's Little Saints Learning Center; 207 E. High Street.

20. Cemeteries

There are three cemeteries located in or immediately adjacent to Edgerton. Fassett Cemetery is located east of Evelyn Geske Drive between Ebbott Drive on the north and Schieldt Drive on the south. The land for the Fassett Cemetery was donated by John Fassett in 1869. The Jensen Lutheran Cemetery is situated on County Highway F, south of Pomeroy Drive across from Fassett Cemetery. St. Joseph's Catholic Cemetery was established in 1869. The cemetery is located to the west of County Highway F north of Jensen Cemetery and across from Fassett Cemetery.

Job Training at Edgerton High School

Edgerton Gear, a precision machine shop, looks to hire skilled machinists with strong critical thinking and interpersonal skills. In order to prepare local students for this type of work, Edgerton Gear collaborated with Edgerton High School's Agriculture/Technology Engineering Education Department and developed a course called "Craftsman with Character." The course serves the dual purpose of preparing student for the workforce and grooming candidates for employment with Edgerton Gear. The course develops students' technical skills as well as the soft skills that employers like Edgerton Gear are looking for. The 16-week course is held at off-campus at Edgerton Gear and includes a classroom segment, job shadowing, mentor relationships, and self-reflection through journaling. Eighty percent of the students' time is spent in the shop with their mentors, while the rest is spent in the classroom.

21. Parks and Recreation Facilities (as shown on Maps 2 and 3)

The City's park and recreation facilities are described in Chapter III, section G of this *Plan*.

B. UTILITIES AND COMMUNITY FACILITIES TIMETABLE

Table 10 shows a timetable for possible changes in utilities and community facilities:

Table 10: Utility and Community Facilities Timetable

City Utilities & Community Facilities	Timeframe	Comments
Water Supply	On-going	Routine maintenance and replacement of lines will continue. No major upgrades anticipated, unless a major user is added to the system. If this occurs, the City will work with the user to provide adequate capacity.
Sewer Service	On-going	The recent upgrade to the wastewater treatment plan will provide adequate services within the planning period. Routine maintenance and replacement of the main will continue.
Solid Waste	N/A	Solid waste is sent to either a facility in Janesville or a landfill in Delavan.
Stormwater Management	On-going	Enforce City stormwater ordinance and continue to improve stormwater management facilities.
City Hall	N/A	A new Edgerton City Hall was recently constructed and will provide adequate service to the City over the 20-year planning period.
City Garage/Shop	N/A	The City garage/shop is considered adequate to serve the City over the 20-year planning period.
Recycling and Trash Services	On-going	Trash and recycling services are considered adequate for the planning period. The City should monitor the services for potential improvements.
Law Enforcement Facilities	N/A	The police station is considered adequate to serve the City over the 20-year planning period. Additional staff may be required as the City grows.
Fire Protection Facilities	N/A	The Fire District is evaluating an expansion of the Fire Station.
Medical Facilities	N/A	A new hospital was recently constructed and will provide adequate service to the City over the planning period. A clinic was recently constructed on the former hospital site. Another clinic was significantly upgraded.
Library	N/A	The Edgerton Public Library was expanded in 2006 to accommodate its holdings, facilitate accessibility, and will provide adequate service to the City over the planning period.
Schools	On-going	School facilities are considered to be sufficient. Capacity is estimated to be adequate over the planning period.
Wireless Telecommunication Facilities	On-going	The City should enforce its wireless telecommunications ordinance, as permitted by state statutes.
Park & Recreation Facilities	On-going	The City should continue to require parkland dedication to provide generous parks as the City develops in the future. The City should continue to work with the state, county, and civic and service organizations on planning and maintaining new facilities.
Veteran's Community Center	On-going	The City should continue to evaluate the use and maintenance of this structure.
Tri-County Community Center	On-going	The City should investigate the potential for expanded services.

C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES

Goal: Provide a system of public utilities, facilities, and services to serve all Village residents and businesses.

Objectives:

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

Policies:

- a. Use extraterritorial review to discourage low-density, unsewered development in the unincorporated areas surrounding the City.
- b. Coordinate with the School Board on future land use and facilities planning.
- c. Follow the policies for park and recreational uses included in Chapter Three.
- d. Cooperate with other governmental units to avoid duplication of services. Promote the development of shared facilities and parks among various public land uses including, but not limited to, the coordination of county, town, City, and school recreation facilities.
- e. Limit the extension of urban services to the areas indicated in this *Plan* for urban development, and time these extensions to follow annexation, as demand dictates. Avoid extending public utilities over large acreages of undeveloped land for the purpose of serving scattered parcels of existing development.
- f. Plan for public facilities on a systems basis, rather than as a series of individual projects. Establish logical service areas for each community service, coincident with the urban service area.
- g. Promote infill development, redevelopment, and rehabilitation of areas that use existing utility systems and roads, and are close to existing community facilities such as schools, parks, and other public investments.
- h. Implement and prepare updates to the City's 5-year *Comprehensive Park and Open Space Plan 2008-2013*.
- i. Follow the recommendations of the City's utility studies when making utility and growth decisions. Prepare and update these studies as appropriate.
- j. Prepare and implement updates to the 5-year Capital Improvement Plan.

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CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

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

A. HOUSING FRAMEWORK

This section describes the City's predominant housing stock characteristics such as type, value, occupancy status, age, and structural condition. This section also provides projected housing demand in the City, describes housing development and rehabilitation programs available to City residents, describes neighborhood development recommendations, and includes a compilation of goals, objectives and policies regarding housing.

1. Housing Stock Characteristics

According to U.S. Census data, Edgerton added nearly 400 housing units between 2000 and 2015, which is an increase of about 18 percent. Table 11 describes the change in the distribution of housing types in the City since 2000. Single family dwelling units remain the predominant type of housing in the City, although the percentage of single family units grew.

Table 11: City of Edgerton Housing Types: 2000-2015

Units per Structure*	2000		2015	
	# of Units	% of Units	# of Units	% of Units
Single Family	1,340	64.3%	1,718	69.3%
Two Family (Duplex)	265	12.7%	233	9.4%
Multi-Family	480	23.0%	527	21.3%
Total:	2,085	100.0%	2,478	100.0%

Sources: U.S. Census Bureau, Census 2000; City of Edgerton

*The variation in two family and multi-family units over the time period is attributed to the fact that Census information is self-reported.

Table 12 compares other housing stock characteristics for the City with those of surrounding communities, Dane and Rock Counties, and the State. In 2013, the City had a vacancy rate of 5.7 percent, which is comparable to Milton and Rock County but higher than Stoughton and Dane County. The rate of owner-occupancy was 65.7 percent. The City's median housing value in 2013 was comparable to that of Milton and Rock County, lower than Evansville and the State, and significantly lower than Albion, Fulton, Stoughton, and Dane County.

Median home value in Edgerton doubled between 1990 and 2000, growing from \$45,800 to \$98,500. Following the housing market crash and early stages of economic recovery, median home value continued to grow, but at a slower rate. Median home value increased to \$140,600 between 2000 and 2013, at a rate of about 43 percent for the period. Median home values increased at a similar rate in most of the comparison communities. One notable exception is the Town of Albion, where median home value increased more than 80 percent between 2000 and 2013.

Table 12: Housing Stock Characteristics, 2013

	Total Housing Units	% Vacant	% Owner Occupied	Median Housing Value in 2013
City of Edgerton	2,536	5.7%	65.7%	\$140,600
Town of Fulton	1,622	15.0%*	84.8%	\$205,800
Town of Albion	962	11.6%*	83.3%	\$198,900
City of Stoughton	5,536	3.6%	64.0%	\$190,100
City of Milton	2,416	6.5%	67.8%	\$132,800
City of Evansville	2,032	7.4%	70.1%	\$163,400
Dane County	217,104	4.7%	59.5%	\$228,800
Rock County	68,283	7.3%	71.1%	\$133,000
Wisconsin	2,626,142	12.90%	68.10%	\$167,100

Source: 2009-2013 American Community Survey 5-Year Estimates

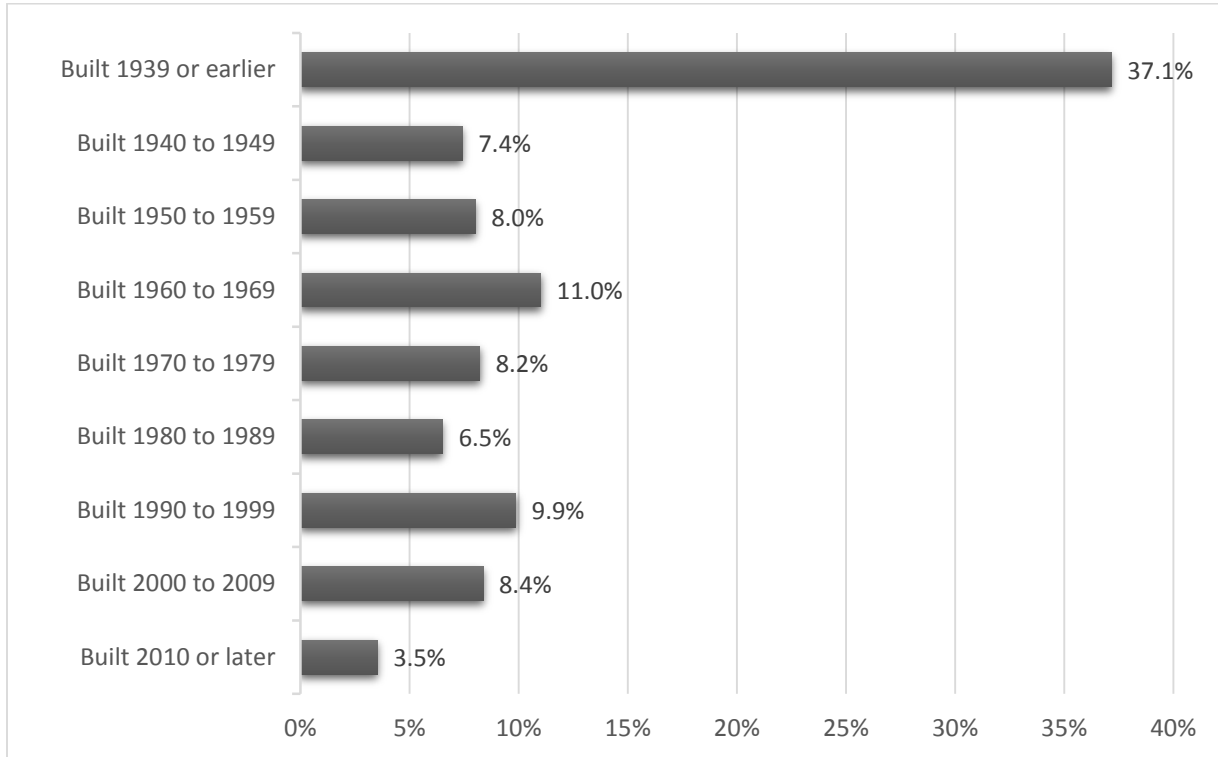
**The high percentage of vacancies is mainly attributable to the number of seasonal or recreational homes.*

2. Housing Condition and Age

Figure 2 illustrates the age of the City’s housing stock based on 2009-2013 American Community Survey 5-Year Estimates. The age of a community’s housing stock is sometimes used as a measure of the general condition of the community’s housing supply. Less than 30 percent of Edgerton’s housing stock was built in 1980 or later. Almost 25 percent Edgerton’s housing stock was built before 1940. Over the planning period, owners of these older homes will likely be interested in rehabilitation.



Figure 2: Age of City of Edgerton Housing as a Percent of the Total 2013 Housing Stock



Source: 2009-2013 American Community Survey 5-Year Estimates

3. Projected Housing Needs

Projected future housing unit demand in the City of Edgerton is based on the population forecasts shown in Table 2, the forecasted average household size of 2.43, and the predicted housing vacancy rate. The 2010 housing vacancy rate of 7.6 percent is predicted to remain fairly consistent in the coming years. Based on this methodology, expected housing demand in the City by 2035 may be as high as 3,101 total housing units and as low as 2,833 total housing units. The City had 2,410 housing units in 2010, and so a need for 423 to 691 additional units is anticipated by 2035. These figures are shown below in Table 13. The household projections provided by WisDOA are also provided for reference. Projected land use demand associated with the housing demand is presented in Chapter 4.

Table 13: Projected Housing Unit Demand

	2015	2020	2025	2030	2035
Linear growth based on number of residents added over past 30 years (38 residents/year)	2,501	2,584	2,667	2,751	2,833
Long-term compounded growth based on rate of growth over past 30 years (0.77%)	2,516	2,618	2,725	2,835	2,950
Recent compounded growth based on rate of growth over past 10 years (1.02%)	2,542	2,671	2,807	2,950	3,101
Wisconsin Department of Administration Household Forecast	2,357	2,525	2,675	2,812	2,920

Source: Vandewalle & Associates, Wisconsin Department of Administration Population and Housing Projections

The Department of Housing and Urban Development (HUD) uses the Census and American Community Survey data to assemble data for its Comprehensive Housing Affordability Strategy (CHAS). The primary purpose of the CHAS data is to determine the number of households in need of housing assistance. One important part of this analysis considers a household's cost burden, which is the fraction of a household's total gross income that is spent on housing. CHAS data shows that approximately 25 percent of households in Edgerton spend more than the recommended 30 percent of their income on housing. (This is based on 2007-2011 American Community Survey.)

Assuming that 25 percent of Edgerton households are cost-burdened today, Edgerton would need as many as 598 affordable housing units to meet the needs of its cost-burdened households today. (This is based on the most recent available data, the 2009-2013 American Community Survey.) If 25 percent of all Edgerton households continue to be cost-burdened in the future, then Edgerton would need as many as 775 affordable housing units to meet the needs of its population in 2035.

4. Housing Programs

The State of Wisconsin's "Smart Growth" legislation requires that the City provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This subsection identifies specific programs available in Edgerton that promote such housing.

The City of Edgerton's Housing Authority serves to implement and administer housing programs offered through State and Federal agencies. The Housing Authority is composed of five commissioners appointed for five-year terms by the Mayor with approval by the City Council. The Authority is semi-autonomous because it must receive City Council approval for projects and make annual reports to the Council according to the State Statutes under which it is organized. Currently, the only responsibility for the Housing Authority is overseeing the administration of the Elm Drive Apartments for the elderly.

The Housing Authority can administer a variety of housing programs that are available from the government. The most appropriate program with respect to the housing needs in Edgerton is the Section 8 Rental Assistance program available through HUD. It is a rent subsidy program by which income eligible people need not pay more than 30 percent of their income for rent. The Federal government pays the remainder. It is the responsibility of the Housing Authority to inspect the rental unit to make sure it meets certain minimum standards and to forward the subsidy portion of the rent to the landlord. Because there are many senior citizens on fixed incomes in Edgerton, the Section 8 Rent Assistance program is of great benefit.

There are other funding sources such as the Construction Plus Loan, a program of the Wisconsin Housing and Economic Development Authority (WHEDA), through which the Housing Authority and/or private developers can apply for funds for construction of rental housing for families, elderly, or people with disabilities. Additional elderly housing would reduce waiting lists for the current apartments, and help senior citizens who are currently having a difficult time making ends meet in market value housing.

Several State and Federal agencies provide funding for housing improvements. In 2011, the City received a housing rehabilitation grant targeting eligible owner-occupied homes in need of renovation. This grant provided for 31 housing rehabilitation projects within the City totaling approximately \$500,000.

Edgerton projects in Dane County can take advantage of the Dane County Community Development Block Grant (CDBG) program. Through this program, Dane County receive CDBG funds from HUD on an annual basis in order to support housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in Dane County. Eligible projects related to housing

vary but in the past have included major home rehabilitation, minor home repair, handicapped accessibility modifications, down payment assistance for first-time homebuyers, and housing education, training and counseling. Dane County also administers the HOME Investment Partnerships Program, which helps provide decent housing and suitable living environments for individuals. Funding can provide funds for down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development.

Other housing programs available to City of Edgerton residents include home mortgage and improvement loans from WHEDA and home repair grants for the elderly from the U.S. Department of Agriculture.

Owners of historic homes in Edgerton may be able to take advantage of the Historic Home Owner's Tax Credits, a 25 percent state income tax credit for repair and rehabilitation of historic homes. Information on this program can be obtained through the Wisconsin Historical Society.

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

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

Objectives:

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

Policies:

- a. Work with service providers to expand low-income housing options in the City, including Section 8 vouchers. Work with housing advocates and developers during the detailed neighborhood design process, to market the availability of land for the development or redevelopment of low-income and moderate-income housing.
- b. Promote affordable housing through smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multi-family housing, and continued participation in county and State housing programs.
- c. Design neighborhoods through the detailed neighborhood design process that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.

- d. Guide new housing to areas within the City with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
- e. Use detailed neighborhood development plans to tie the opening of new areas for neighborhood development with the capacity of utilities and public facilities to accommodate such development.
- f. Continue and enact programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
- g. Require that the development of new neighborhoods comply with the City's historic housing mix. In general, not less than 70 percent of all new housing units in any new neighborhood should be single family detached homes.
- h. Plan for multi-family developments in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the City, rather than larger projects in isolated areas.
- i. Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; complete sidewalk networks, accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs.
- j. Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

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

A. ECONOMIC DEVELOPMENT FRAMEWORK

This section details economic development characteristics of the City of Edgerton.

1. Existing Economic Framework

Edgerton and Rock County have historically had a strong industrial base. During the 1980s, as the economics of industries in Wisconsin and the nation changed, many industries closed or left the area. The loss of industry caused a decrease in population as employees left to follow jobs elsewhere. This was also a difficult time for other local commercial businesses, as the rise in "big box" retail in nearby larger communities coupled with the decline in population caused retail and service businesses to close.

The Great Recession, which began in 2007 and peaked in the fall of 2008, brought further economic woes to the national, but also the Rock County specifically. Between 2008 and 2009, General Motors closed its assembly plant in Janesville, which resulted in the loss of approximately 1,200 jobs. The plant closure indirectly led to the loss of approximately 800 additional jobs with GM suppliers and contracted transport companies. In particular, companies such as Lear Corporation, Alcoa Wheel International, Goodrich Corporation, and SSI Technologies left the area or laid off large quantities number of workers. This has significantly altered the employment landscape in Rock County.

Today, the prevalent type of business in the City has shifted to service industries. While the addition of these businesses has been valuable for the community, jobs in the service industry tend to be lower paying. This is reflected in the industry and labor force data for the City, shown in Table 15.

In Rock County overall, manufacturing is still an important component of the economic picture. As shown in Table 14, some of the top Rock County employers in manufacturing include Frito-Lay, SSI Technologies, and Prent Corporation. However, businesses in the healthcare, education, and public administration industries comprise six of the top ten largest employers in the County. Data Dimensions, which built a new data center in Janesville in 2010, has emerged as a large employer in recent years.



Table 14: Top Rock County Employers, 2014

Rank	Company	Product/Service	Employment	Location
1	Mercy Health System	Medical Services	3,877	Janesville*
2	Beloit Health System	Medical Services	1,550	Beloit*
3	Janesville School District	Public K-12 Education	1,450	Janesville
4	Rock County	Government	1,161	Janesville
5	Data Dimensions	Business Automation Processing	830**	Janesville*
6	Walmart/Sam's Club	Retail Department Store	804**	Beloit/Janesville
7	Beloit School District	Public K-12 Education	775**	Beloit
8	Blackhawk Technical College	Technical College	701	Beloit/Janesville
9	Grainger (Lab Safety)	Catalog Distributor – Safety Supplies	694	Beloit/Janesville
10	Kerry Americas	Dehydrated Food Products	690	Beloit
11	Frito-Lay	Snack Foods	685	Beloit
12	SSI Technologies, Inc.	Powder Metal Components & Sensors	626	Janesville
13	Hendricks Holdings (ABC et al.)	Wholesale Construction Materials & Tools; Electronics, Metal & Wood Manufactured Products	623	Beloit*
14	J.P. Cullen & Sons	Construction	588	Janesville
15	City of Janesville	Government	575	Janesville
16	Prent Corporation	Custom Thermoformed Plastic Parts	550	Janesville
17	Woodman's Food Market, Inc.	Supermarket	524**	Beloit/Janesville
18	Blain Supply, Inc.	Wholesale Distributors	496**	Janesville
19	Dean Health System	Medical Services	432	Janesville
20	Lemans Corporation	Distributor – Recreational Vehicles, etc.	415	Janesville

Source: 2014 Employer Survey, Rock County Development Alliance

*Employees at multiple locations

**Employs season and part-time workers

2. Labor Force and Employment Characteristics

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to the 2009-2013 American Community Survey 5-Year Estimates, 3,055 City residents aged 16 and older were included in the City of Edgerton's labor force. Edgerton's labor force characteristics are described in Table 15. In 2013, Edgerton had one of the lowest unemployment rates of the comparison communities.

With regards to educational attainment, 89.1 percent of the City's population age 25 and older had attained a high school level education. This is a notable increase from attainment numbers of 1990 and 2000. However, there was a slight decline in the percentage of those who obtained a bachelor's degree or higher. At 16.1 percent, Edgerton's post-high school education rate is now lower than that of comparison communities and the rest of the state. Statewide, 26.8 percent of adults have a college-level degree.

Table 15: Labor Force Characteristics, 2013

	In labor force	Persons unemployed	High school graduate or higher	Bachelor's Degree or higher
City of Edgerton, 2000	72.3%	2.3%	82.5%	19.0%
City of Edgerton, 2013	71.4%	6.0%	89.1%	16.1%
Town of Fulton	64.7%	3.4%	85.9%	20.7%
Town of Albion	81.6%	7.7%	92.5%	21.4%
City of Stoughton	72.2%	4.4%	89.8%	34.8%
City of Milton	71.9%	7.5%	91.8%	24.1%
City of Evansville	75.7%	2.1%	93.5%	24.6%
Dane County	73.8%	4.2%	94.7%	46.6%
Rock County	66.6%	6.9%	87.7%	19.4%
Wisconsin	67.9%	5.3%	90.4%	26.8%

Sources: U.S. Census Bureau, Census 2000; U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

The majority of workers in the City are employed in management, business, science, and arts occupations or in sales and office occupations. The percentage of the City's labor force employed by occupational group in 2013 is shown in Table 16.

Table 16: Occupations, City of Edgerton, 2013

Occupational Group	Percentage of Labor Force
Management, business, science, and arts occupations	31.8%
Sales and office occupations	29.0%
Production, transportation, and material moving occupations	19.0%
Service occupations	13.0%
Natural resources, construction, and maintenance occupations	7.2%

U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

Table 17 indicates employment by industry. About 18 percent of the labor force is employed in the manufacturing industry, which continues a downward trend over the last two decades. Employment in manufacturing was 30 percent in 1990 and 26 percent in 2000. Additionally, there has been a sizeable decrease in employment in the "educational services and health care and social assistance" category over the last decade. Employment in this industry group accounted for 21.7 percent of Edgerton's labor force in 2000, but it comprised less than 13 percent of employment in 2013. Retail trade is now the second-most-common industry group among residents of Edgerton.

Table 17: Industry and Labor Force, City of Edgerton

Industrial Group	% of Labor Force, 2013
Manufacturing	18.2%
Retail trade	16.2%
Educational services, and health care and social assistance	12.9%
Finance and insurance, and real estate and rental and leasing	9.5%
Transportation and warehousing, and utilities	9.0%
Arts, entertainment, and recreation, and accommodation and food services	6.8%
Public administration	6.6%
Construction	5.3%
Other services, except public administration	4.4%
Wholesale trade	4.1%
Professional, scientific, and management, and administrative and waste management services	4.1%
Information	2.5%
Agriculture, forestry, fishing and hunting, and mining	0.5%

Source: U.S. Census Bureau, 2009-2013 American Community Survey 5-Year Estimates

According to the most recent commuting estimates, there has been a small but significant change in Rock County commuting patterns in recent years. Table 18 shows the number and percentage of workers who live in Rock County and the county in which they work. As of 2010, by far the greatest number of workers are employed in Rock County (72.7 percent). Dane County and Winnebago County (in Illinois) are also employment destinations for residents of Rock County, as 11.1 percent of workers commute to Dane County and 5.6 percent commute to Winnebago County.

The number of Rock County residents commuting to Dane County has increased significantly over the last two decades. In 1990, 4 percent of Rock County residents worked in Dane County. That figure rose to 6.7 percent in 2000 and to 11.1 percent in 2010. At the same time, the proportion of residents who work in Winnebago County, Illinois, decreased from 8 percent to 5.6 percent between 1990 and 2010. This shows that the strong Dane County economy is attracting employees away from traditional employment bases in Illinois. It also reflects the general decrease in the number of jobs in the manufacturing sector (traditionally located in Rock and Winnebago Counties), and the strong market position of the Madison metropolitan area in offering jobs in retail, education, professional and managerial, and public administration categories. Since Edgerton is located on the border of Rock and Dane Counties, it is necessary to consider the economic climate of both counties to evaluate the City's economic future.

Table 18: Worker Commuting Patterns, Rock County, 2000-2010

	2000	2010
Rock County	58,246 (77.6%)	55,100 (72.7%)
Dane County	5,021 (6.7%)	8,444 (11.1%)
Winnebago County (IL)	4,871 (6.5%)	4,224 (5.6%)
Walworth County	2,383 (3.2%)	2,892 (3.8%)
Jefferson County	1,262 (1.7%)	1,622 (2.1%)
Elsewhere	3,250 (4.3%)	3,499 (4.6%)
Total Workers	75,033	75,781

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

3. Labor Force and Employment Trends and Forecasts

It is most effective to look at workforce data as a trend over time, due to the fact that the labor market experiences fluctuations over the year due to employment categories related to seasonal employment such as education and tourism.

Rock County

According to the U.S. Census Bureau, total civilian employment in all sectors decreased in Rock County by 1,565 jobs, or by 2.1 percent, between 2000 and 2013. The Agriculture, Forestry, Fishing and Hunting, and Mining sector decreased substantially, by 92.3 percent, which translates to over 16,000 jobs lost between 2000 and 2013. The number of manufacturing jobs in Rock County decreased by 32 percent, over 7,000 jobs, during the same period.

Jobs in the Arts, Entertainment, and Recreation sector increased the most during this period, growing by 25.6 percent. The Educational Services, Health Care, and Social Assistance industry had the largest numerical growth during this time, adding 2,343 jobs. Rock County also experienced significant growth in jobs related to Professional, Scientific, and Management, and Administrative and Waste Management Services sector and in the Wholesale Trade sector.

According to data from the Wisconsin Department of Workforce Development (DWD), following the national economic decline in 2008, Rock County's unemployment rate peaked at 13.4 percent in 2010 and has continued to decrease since then. As of February 2015, unemployment in Rock County was 6.2 percent and remains higher than state and national averages of 5.5 percent and 5.8 percent, respectively.

Dane County

Dane County's employment trends show a different picture. Total employment in all sectors grew in Dane County, growing by 13.4 percent, or 33,054 jobs, between 2000 and 2013. Jobs in the Professional, Scientific, and Management, and Administrative and Waste Management Services sector increased the most during this period, growing by 47.1 percent. As in Rock County, the Educational Services, Health Care, and Social Assistance industry experienced the largest numerical growth, adding 15,818 jobs. Dane County also experienced significant growth in jobs related to the Arts, Entertainment, and Recreation sector and the Agriculture, Forestry, Fishing and Hunting, and Mining sector. As in Rock County, the number of manufacturing jobs decreased, but at a much more modest 4.1 percent, as Dane County's economy is much less manufacturing-based as compared to Rock County's economy. Larger percentage losses occurred in Public Administration sector (a decrease of 18.3 percent) and the Other Services sector (a decrease of 31.9 percent) between 2000 and 2013.

As in Rock County, Dane County's unemployment rate peaked in 2010 and has continued to decrease since then. Dane County's peak unemployment rate in 2010 was 6.8 percent. As of February 2015, unemployment in Dane County had decreased to 3.6 percent, which is markedly lower than state and national averages.

According to the Wisconsin Department of Workforce Development's Long Term Industry Projections (2010-2020), employment in all industries is anticipated to grow by approximately 11 percent in southern and southwestern Wisconsin. In general, jobs related to producing goods are expected to increase by about 8 or 9 percent, and jobs related to providing services are expected to increase by about 12 percent.

In the South West Workforce Development Area (which includes Rock County), employment is projected to grow the most in the following industries (percent of projected growth shown in parentheses):

- Administrative and Support and Waste Management and Remediation Services (26.01%)
- Professional, Scientific, and Technical Services (25.45%)
- Accommodation and Food Services (22.6%)
- Health Care and Social Assistance, including State and Local Government (20.57%)

In the South Central Workforce Development Area (which includes Dane County), employment is projected to grow the most in the same four industries as above, at virtually the same rate. However, the DWD projects slight employment losses in the utilities industry (-3.61%) and the government industry (-0.25%) in the South Central area.

4. Economic Development Focus

This *Comprehensive Plan* must, under the Smart Growth law, assess categories or particular types of new businesses and industries desired by the City.

Through the planning process, including public participation exercises such as the community visioning workshop, public open house, and ongoing meetings with the City Plan Commission, it was determined that the City would like to encourage attractive, well-planned industrial growth, as well as commercial growth, particularly in the downtown.

The City's Future Land Use Map (Map 3) designates a sufficient number of sites and opportunities for the economic development focus of the City to be satisfied over the 20-year planning period.

5. Environmentally Contaminated Sites

The Wisconsin Department of Natural Resource's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The WDNR 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 WDNR database are self-reported and do not necessarily represent a comprehensive listing of possible brownfields in a community. They range from Superfund sites to small chemical spills not requiring cleanup.

Several sites in Edgerton and the surrounding area appear in the WDNR database. These sites include areas contaminated through spills or leaking underground storage tanks. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the WDNR. These properties may need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The City promotes appropriate cleanup and reuse of these sites.

6. Economic Development Programs

The City of Edgerton is involved in several economic development programs. The City uses Tax Increment Financing (TIF) districts to create incentives for business development. TIF provides for up-front public expenditures for land and infrastructure for certain types of development. The resulting development pays for such initial expenditures over time through dedicated property tax revenues. The City currently operates four TIF districts: two for the redevelopment of industrial property located at 405 E. Fulton Street and 1220 W. Fulton Street, one for the business park on the northeast side of the City, and one for the downtown area. The City has also prepared a redevelopment plan for the downtown, including suggestions for reuse of existing historic buildings, new construction, and design guidelines. The Edgerton Area Chamber of Commerce works to improve the economic and civic vitality of the Edgerton area by providing personal service and support to visitors, and by promoting business retention and development.

The Edgerton Economic Development Corporation (EEDC) is a private corporation whose members represent businesses and agencies in the city. Their purpose is to promote business development and retention in the city.

The Rock County Development Alliance promotes economic development activity within the entire county with a particular focus on attracting businesses to locate in Rock County. The Alliance provides a variety of services to business seeking to expand, relocate or start-up operations within the County. It offers a list of available properties and sites in Rock County and market data for various

geographic levels. It can offer direct support and/or provide referrals for business services, including planning (business plan development, market research), financing (lender referrals, financial assistance identification and acquisition), buildings and site searches, operations (employee recruitment, product development, engineering and promotion) and regulations (construction, environmental and safety permits).

The Dane County Community Development Block Grant (CDBG) program funds eligible projects related to economic development, such as providing loans, business counseling and education to small businesses that are owned by or provide jobs for low- to moderate-income residents. Businesses in the City within Dane County are eligible for such funds and training.

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.

7. Community and Neighborhood Economic Development Areas (Shown on Map 4)

The City promotes economic development that is sustainable, high in quality, and sensitive to the existing character of the City. Map 4 shows several areas that the City has identified as particularly suitable for future economic development. Map 3 shows future land uses for these areas.

Community Development Areas are located to provide for larger, community-serving and region-serving business and office development. Neighborhood Development Areas are located at key future residential development areas. These areas provide opportunities for more neighborhood-focused commercial development, with Neighborhood Office and Neighborhood Business land uses.

North Side Industrial Community Economic Development Area

The area surrounding the existing business park on the City's northeast side is ideal for additional industrial development, due to its proximity to transportation and existing utilities.

West Side Industrial Community Economic Development Area

Industrial infrastructure on the City's west side provides an opportunity for reuse and perhaps additional smaller scale industrial uses in this area.

US 51 Neighborhood Economic Development Areas

US 51 is the main gateway to the City of Edgerton, and therefore serves an important function as the first "face" that visitors encounter, as well as reflecting the flavor of both the City and the Town of Albion. The area south of the interchange of US 51 and I-39/90 provides an opportunity for economic development that serves both the City and the Town. The area further south, near the entrance to the industrial park, provides an opportunity for businesses to serve future north side residential development, as well as additional industrial development in the immediate area.

West Side Neighborhood Economic Development Area

The area north of the existing industrial area provides an opportunity for new commercial uses to serve both the expanding/redeveloping industrial area and nearby residential neighborhoods.

8. Strengths and Weaknesses for Economic Development

The City's strengths in fostering its desired economic focus in the future are its easy access to a large and skilled labor force, its proximity to the Janesville and Madison metropolitan areas, and its easy access to an excellent regional transportation network.

Other recent developments and trends discussed in other chapters of this Plan may impact Edgerton's economy over the planning period:

- Projected continual increase in the City's population through 2035
- Economic recovery in Edgerton following the economic recession
- Widening of I-39/90 to six lanes
- Widening of US 51 (Madison to Stoughton) and WIS 14 (Oregon to WIS 92) to four lanes
- New hospital
- New community facilities (City Hall, library, others)
- Recovering real estate development market (residential, commercial, industrial)

These developments and trends are likely to support a continuation of existing employment and economic conditions in the coming years. While their exact outcomes cannot be known with certainty, these developments are more likely to have a positive rather negative impact.

Potential weaknesses in advancing the desired economic focus include difficulty maintaining commercial activity in the downtown area, and, paradoxically, proximity to the Janesville and Madison metropolitan areas. This proximity creates wage and business location competition, which may decrease in the future, as the Madison market becomes saturated in regard to new development sites.

The following goals, objectives, and policies attempt to capitalize on strengths and minimize weaknesses to advance the City's economic development focus.

C. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

Goal: Attract and retain businesses that enhance Edgerton's desired "small city" character while strengthening and diversifying the non-residential tax base and employment opportunities.

Objectives:

- a. Continue to provide a generous supply of easy to access, serviced and developable land in the City devoted for industrial and commercial land uses.
- b. Provide for planned commercial development in concentrated areas and discourage unplanned, incremental strip commercial development along major community corridors, particularly along the north stretch of US Highway 51.
- c. Improve the quality of new non-residential development in community entryway corridors, and particularly at community gateway locations. (See Map 4)
- d. Enhance downtown Edgerton as the center of unique shopping and entertainment opportunities, and professional and government services.
- e. Actively encourage infill of vacant parcels and redevelopment of underutilized properties that are already served by utilities.
- f. Diversify the range of employment opportunities available in the community, with a particular focus on skilled professional and technical jobs.

Policies:

- a. Implement the Future Land Use Map to provide efficient and logical expansion areas for the Northside and Eastside Business/Industrial Parks, provide for new high quality businesses, and reserve designated sites for such development from premature development by other land uses.

- b. Support mixed use development projects that integrate non-residential and residential uses into high-quality, unified places.
- c. Require the planning of larger-scale commercial uses within the context of Neighborhood Development Plans in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.
- d. Provide appropriate incentives, including tax increment financing, to support *infill and redevelopment* for economic purposes and new *industrial and office* development in planned areas of the City.
- e. Support proposals that provide a range of commercial development opportunities, while considering the importance of preserving Edgerton's unique small city character and the downtown.
- f. Strongly encourage intervening non-commercial uses and shared driveways, shared parking spaces, and coordinated site plan designs to avoid the creation of new commercial strips.
- g. Consider the impact of proposed commercial rezonings on the economic viability of existing commercial areas in the community before making a decision on the request.
- h. The following illustrations provide suggestions for the type of layout desired by the City for commercial and industrial development:

Figure 3: Preferred New Commercial Project Layout

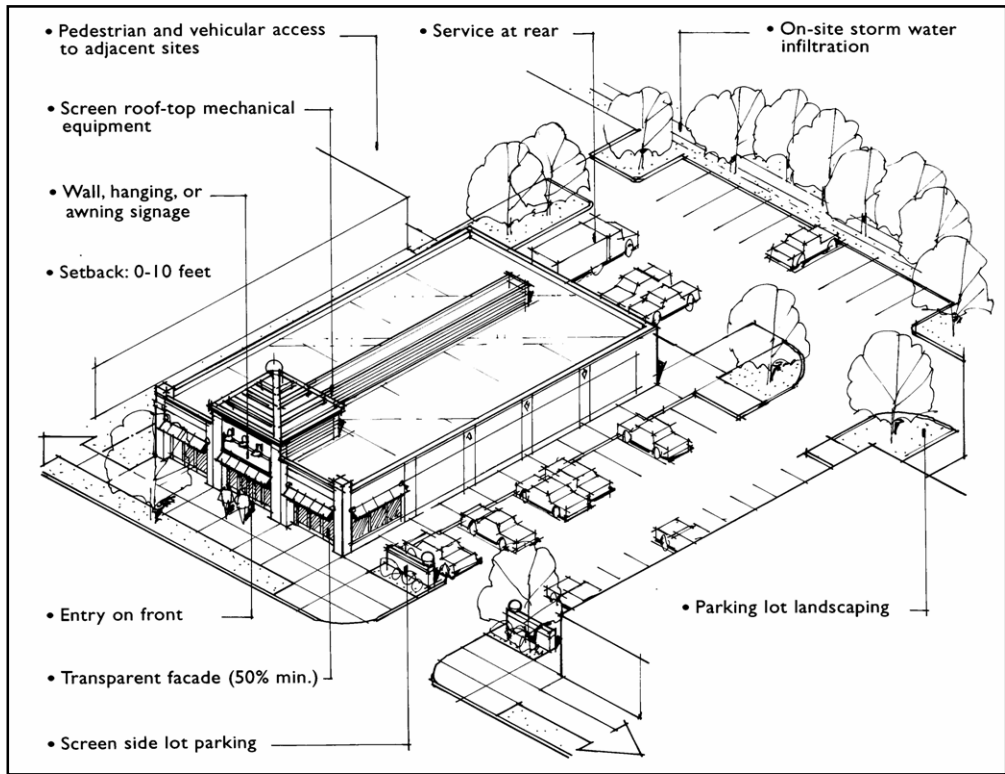
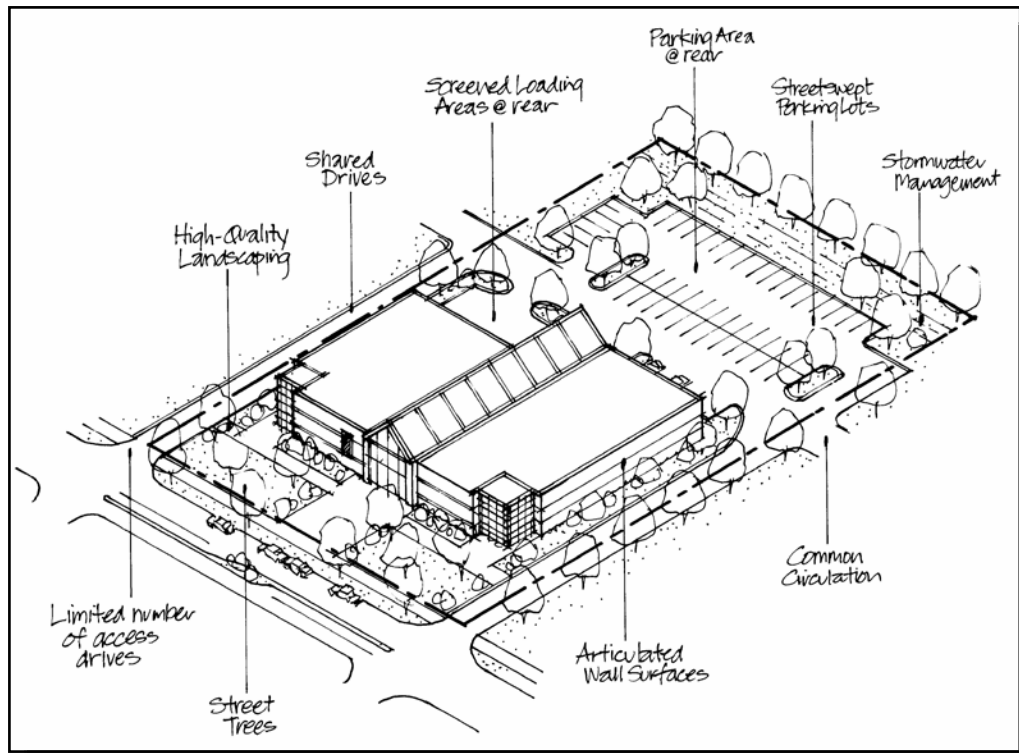


Figure 4: Preferred New Industrial Project Layout



CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

Per the requirements of Wisconsin's comprehensive planning legislation, this chapter of the *Comprehensive Plan* includes goals, objectives, policies, and programs for joint planning and decision-making; incorporates by reference all plans and agreements to which the City of Edgerton is a party under §66.0301, §66.0307, or §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent cities and towns, Rock County, Dane County, the State of Wisconsin, and school districts.

A. REGIONAL FRAMEWORK

The following is a description of the plans of other local and state jurisdictions operating within or adjacent to the City of Edgerton. Following the description of each jurisdiction's plan, this section analyzes potential conflicts with the *City of Edgerton Comprehensive Plan*. Where conflicts are apparent, a process to resolve them is also proposed.

1. Town of Fulton

The Town of Fulton's Comprehensive Plan was updated in 2009. Approximately 80 percent of land in the Town is designated for agricultural preservation, with an effective development density of two dwelling units per 35 acres of land. The future land use map designates two sizable areas for mixed used development. One area is east of the City surrounding the hamlet of Newville. This area is designated to accommodate approximately 60 percent (about 200 housing units) of new residential development in the Town from 2010 to 2035. The second area is in the far southeast portion of the Town, on either side of US 51, south of Manogue Road. This second area is designated to accommodate approximately 40 percent (about 120 housing units) of new residential development in the Town through 2035. One recommendation is to develop a Boundary Line Agreement with the City of Edgerton.

Areas zoned A-2 and A-3, which are agricultural zoning districts that allow more intensive residential development, are scattered throughout the Town and comprise approximately nine percent of the total land area.

In this *Plan*, the City of Edgerton has identified an important planning area is located west of the Highway 59 interchange with I-39/90. The City plans to undergo an intergovernmental planning process, which would involve the Town of Fulton and other stakeholders, to create a small area plan for this area. This area is described in further detail in Chapter 4 of this *Plan*.

In general, the City should work with the Town in the future to ensure that the City's future plans do not conflict with Town recommendations.

2. Town of Albion

The Town of Albion updated its comprehensive plan in 2006, which was at the same time City of Edgerton updated its 2006 comprehensive plan. This concurrent plan preparation helped to reduce the potential for conflicts in recommended land uses between the Town and City. Even though this Plan replaces the 2006 plan, many of the strategies and policies from the 2006 plan have been carried forward. The Town of Albion's future land use map was last amended in 2007.

A large percentage of the land in the Town is designated for agricultural preservation, with an effective development density of one dwelling unit per 35 acres of land. There is also a significant amount of conservancy land (areas of wetlands, floodplain, and open water) that is designated for preservation and recreation. The Plan shows future residential development within the Lake Koshkonong limited sewer service area, residential and neighborhood-serving commercial development in the Hamlet of Albion, and interchange commercial development in the north and south quadrants of the

I-39/US 51 interchange. Land adjacent to Edgerton in the Town is designated as “Inter-Community Area,” in which open space will be preserved, community separation maintained, and future land uses coordinated with the City. This designation serves a purpose akin to the “Community Separation Areas” noted on Edgerton’s Map 3.

Historically, the Town and the City have at times disagreed on land use planning issues in the area of the Town within the City’s extraterritorial planning area. These disagreements make cooperation between the two jurisdictions critical for the success of future development in the area. The City may choose to pursue a cooperative boundary agreement with the Town to ensure mutually beneficial future development and preservation of important resources.

3. Dane County

Dane County is contending with increasing growth pressure. The county’s 2010 population is 488,073, an increase of 61,500 (or 14.4 percent) since 2000. Most of this growth pressure is generated by employment growth throughout the region. While the overall population growth rate for the County has averaged about 1.7 percent per year since 1980, the growth rate has varied widely for each local government. Towns have grown by about one percent per year; the smaller cities and villages have growth more quickly (between two and three percent per year).

In recognition of the stress that such growth places on both natural and human systems, the County adopted the Dane County Land Use and Transportation Plan in 1997 and updated it in 2007 as the Dane County Comprehensive Plan. The Plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic hamlet locations.

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

4. Rock County

Rock County’s population has also grown at a steady pace. Between 2000 and 2010, the overall population increased by 5.3 percent, somewhat lower than the 6 percent growth experienced by the state during that time period. As in Dane County, the growth rate varies quite a bit between individual municipalities, with villages and cities generally outpacing the growth of towns.

Rock County Comprehensive Plan 2035 was adopted in 2009. It advocates preservation of natural and agricultural resources, maintaining agriculture as a viable economic activity, and diversifying the County’s industry clusters to capitalize on market opportunities.

Another element of the County’s Comprehensive Development Plan is the Park, Outdoor Recreation and Open Space Plan, adopted in 2009. This plan recognizes that parks, outdoor recreation, and open spaces are a valuable component of the county’s quality of life, adding value to surrounding privately owned land, and ensuring recreational benefits for current and future generations.

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

5. Regional Planning Jurisdictions

Edgerton is not located within any of Wisconsin’s Regional Planning Commission Jurisdictions. However, the Dane County portion of the City of Edgerton is located within the Capital Area Regional Planning Commission’s (CARPC) planning jurisdiction. CARPC reviews urban service area amendments for the WDNR and prepares city and village plans, town plans, plan and ordinance amendments and special studies at the request of local governments. The Commission provides an advisory role to local governments in the region on issues related to population, economic development, housing, and natural resources.

6. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves the City of Edgerton and all of Dane County. The City should continue to maintain good relations with District 1 as planning, congestion, and safety issues arise along area roads. WisDOT plans are summarized in Chapter 5. There are no known conflicts between the WisDOT plans and the *City of Edgerton Comprehensive Plan*.

The Wisconsin Department of Natural Resources (WDNR) provides service to the City out of its South Central Wisconsin office located in Fitchburg. There are no known conflicts between this state agency's policies and programs and the *City of Edgerton Comprehensive Plan*.

7. School District Plans

There are no known conflicts between the *City of Edgerton Comprehensive Plan* and the various adopted plans and policies of the Edgerton School District.

8. Past Regional Planning Efforts

In 2003, the City of Edgerton participated in a multi-jurisdictional planning process involving eight jurisdictions spanning three counties, which included the Village of Brooklyn, the Towns of Albion, Blooming Grove, Deerfield, Dunkirk, Pleasant Springs, and Rutland, the City of Edgerton.

The planning process included regular meetings of an advisory Regional Steering Committee comprised of local representatives. The Steering Committee's goals was to explore and resolve multi-jurisdictional issues. Representatives of neighboring jurisdictions and a number of state agencies were invited to Steering Committee meetings to ensure consistency between plan recommendations and advise on implementation strategies. More information about this regional planning process is found in Appendix A.

B. INTERGOVERNMENTAL GOALS, OBJECTIVES, AND POLICIES

Goal: Maintain mutually beneficial relations with nearby governments.

Objectives:

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

Policies:

- a. Work to resolve already identified and possible future differences between this *City of Edgerton Comprehensive Plan* and plans of adjacent communities.
- b. Actively participate, review, monitor, and comment on pending comprehensive plans for nearby Towns, Dane County, and Rock County.

- c. Work with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.
- d. Exercise extraterritorial powers where necessary to protect City interests or where intergovernmental cooperation efforts do not yield desirable results.
- e. Continue intergovernmental and shared service agreements for public facilities and services.
- f. Consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- g. Cooperate with other governments and non-profit agencies on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
- h. Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
- i. Cooperate with affected governments, planned neighborhood developers, and the Edgerton School District on proposed neighborhood development plans, as described in detail in Chapter Four of this *Plan*.

CHAPTER TEN: IMPLEMENTATION

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

A. PLAN ADOPTION

The *City of Edgerton Comprehensive Plan* must be adopted so that it may guide more detailed decision-making in the future. The City has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. This has included a City Plan Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and City Council adoption of the *Plan* by ordinance.

B. IMPLEMENTATION RECOMMENDATIONS

Table 19 on the following page provides a detailed list and timeline of the major actions that the City should complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with other parties, including County government and local property owners. The table has two different columns of information, described as follows:

- **Category:** The list of recommendations is divided into four different categories based on the proposed timeframe of the action. Actions may be categorized as “long-term,” “short-term,” “immediate,” or “on-going.” This responds to the State comprehensive planning law, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. City time and budgetary constraints may affect this time frame.
- **Recommendation:** The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. This column includes actions that the City might consider in an annual work program, recognizing that many of these actions may not occur without cooperation from others.

Table 19: Implementation Actions

Category	Recommendation
<p>Immediate Action: 2016-2017</p>	Consider applying for Certified Local Government status through the State Historic Society
	Implement and prepare updates to the City’s 5-year <i>Park and Open Space Plan</i> .
	Implement a traditional neighborhood design zoning district.
	Develop a map and plan for a city trail system to link key community destinations.
	Hang Future Land Use and Transportation maps on the wall at Plan Commission and City Council meetings.
<p>Ongoing Action:</p>	Work with Dane and Rock Counties and neighboring jurisdictions on joint comprehensive planning, and plan implementation efforts.
	Work with surrounding municipalities on new or extended formal intergovernmental agreements covering boundary, urban service area, land use, and extraterritorial area issues.
	Use the City’s extraterritorial jurisdiction to control the development of land in the extraterritorial area. Exercise extraterritorial powers where necessary to protect City interests or where intergovernmental cooperation efforts do not yield desirable results.
	Provide appropriate incentives, including tax increment financing, to support <i>in-fill and redevelopment</i> for economic purposes and new <i>industrial and office</i> development in planned areas of the City.
	Follow the land use recommendations mapped and described in this <i>Plan</i> (see Map 3) when reviewing new rezoning requests and making detailed land use decisions.
	Use extraterritorial land division policies to prohibit or strongly limit the provision of large lot homes and “hobby farms” within the extraterritorial area.
	Coordinate capital improvements programming with the recommendations presented in this <i>Plan</i> .
	Use extraterritorial land division policies to prohibit or strongly limit the provision of large lot homes and “hobby farms” within the extraterritorial area.
	Require that the development of new neighborhoods comply with the City’s historic housing mix. In general, at least 70 percent of all new housing units in any new neighborhood should be single family detached homes.
	Cooperate with affected governments, planned neighborhood developers, and the Edgerton School District on proposed neighborhood development plans, as described in detail in Chapter Four of this <i>Plan</i> .

Implementation Actions continued on following page

Category	Recommendation
<p>Short-Term Action: 2016-2020</p>	<p>Continue and enact programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.</p>
	<p>Establish high design standards in the City’s Zoning Ordinance for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.</p>
	<p>Ensure that the City’s subdivision ordinance requires the submission of detailed development plans prior to zoning, platting, and development, including the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, location of necessary municipal utilities, locations of parks, open space and civic or institutional buildings, the proposed street system that will serve the area, and a development phasing timetable for coordination with capital improvements.</p>
	<p>The City intends to require new development and redevelopment projects to include high quality building design, landscaping, and signage. Existing ordinances shall be amended as needed to ensure that this policy is implemented in a fair and consistent manner.</p>
	<p>Adopt and enforce the City’s Official Map to reserve sufficient rights-of-way for future arterial and collector streets, official citywide trail network, pedestrian and bicycle paths, bridges, and rail facilities.</p>
	<p>Seek funding for trail plan implementation.</p>
	<p>Explore partnerships with local healthcare providers (or other developers) to provide continuum of care housing for seniors.</p>
<p>Long-Term Action: 2020-2030</p>	<p>Refine and clarify City policies for requiring sidewalks on new public and private streets.</p>

C. PLAN MONITORING, AMENDMENTS, AND UPDATE

The City should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and it should amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

1. Plan Monitoring

The City should constantly compare its consideration of private development proposals, public investments, regulations, incentives, and other actions to the recommendations of this *Comprehensive Plan*. More specifically, the City Plan Commission should on an annual basis review its decisions over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a “living document.”

2. Plan Amendments

Amendments may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. Amendments are generally defined as minor changes to the *Plan* maps or text. In general, the *Plan* should be specifically evaluated for potential amendments every three years. Once completed, any future neighborhood development plans should be adopted as a detailed component of the *Comprehensive Plan*. All “Smart Growth” procedures should be followed. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the City use the same basic process to amend or add to the *Plan* as it used to initially adopt the *Plan*. This does not mean that new public participation events need to be held or that old committees need to be reformed. It does mean that the procedures defined under §66.1001(4), Wisconsin Statutes need to be followed. The City should monitor the new State law for any changes that may clarify the amendment process.

3. Plan Update

The State comprehensive planning law requires that the *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. Further, on January 1, 2010, “any program or action that affects land use” will have to be consistent with locally-adopted comprehensive plans—including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these two deadlines, the City should update its *Comprehensive Plan* before the year 2026 (i.e., ten years after 2015). The City should continue to monitor any changes to the language or interpretations of the State law over the next several years.

D. CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning law 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*.” Preparing the various elements of the *City of Edgerton Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this *Plan*.

APPENDIX A: REGIONAL INTERGOVERNMENTAL COORDINATION

In addition to the public participation efforts that were part of the 2015 comprehensive plan update process, this *Plan* was built on the foundation of a number of earlier planning efforts, including a 2003 multi-jurisdictional planning process and the 2006 comprehensive plan update process, which occurred in 2004.

The public participation processes from these earlier planning efforts were expansive and delved into many specific issues with a wide variety of stakeholders. Many of the goals, policies, and objectives that were developed through these public processes continue to be relevant and have been carried forward into this *2015 Comprehensive Plan*. For this reason, summaries of the public participation processes from these planning efforts have been included as appendices in this *Plan*.

Regional Intergovernmental Coordination

In 2003, the City underwent a multi-jurisdictional planning process involving eight jurisdictions spanning three counties. Along with the Village of Brooklyn and Towns of Albion, Blooming Grove, Deerfield, Dunkirk, Pleasant Springs, and Rutland, the City of Edgerton was awarded a Smart Growth Comprehensive Planning Grant in 2003. In addition to regular meetings of the City's Plan Commission, the planning process included a regional component with regular meetings of an advisory Regional Steering Committee comprised of local representatives to explore and resolve multi-jurisdictional issues. Representatives of neighboring jurisdictions and a number of state agencies were invited to Steering Committee meetings to ensure consistency between Plan recommendations and assist in devising implementation strategies. The Steering Committee reviewed the draft plans of each jurisdiction to check for consistency and help to resolve any differences and coordinate implementation efforts.

A website was used to coordinate efforts on this planning process. Steering Committee meeting agendas and minutes were posted on the website, along with the results of each community's public participation activities, and drafts of the maps and text of each community's plan. A wide e-mail distribution list was created and used to keep participating and neighboring communities and state and county representatives updated on the progress of the plans and the schedule for Steering Committee meetings.

The following are the themes and goals that resulted from the Steering Committee meetings. The list of meetings, with their dates and subjects, is also included.

A. REGIONAL PLANNING THEMES & GOALS

Southeast Dane Communities Comprehensive Planning Regional Steering Committee

1. Regional Issues & Opportunities (*Workshop 11/20/03*)

- a. Coordinate development with services.
- b. Draw on intergovernmental collaboration; consider shared services.
- c. Coordinate development with access and transportation links.
- d. Encourage a regional approach to affordable housing, promoting linkages among housing locations, jobs, and transportation.
- e. Promote business development that relates to work force presence; housing, including affordable housing supply; transportation; and existing services.

- f. Encourage intergovernmental discussion of common planning concerns. (Neighboring communities should be engaged in the discussion of common planning concerns.)

2. Regional Transportation (Workshop 2/19/04)

- a. Reduce traffic volume and congestion on major highways radiating from Madison. Strategies include:
1. Commuter Rail And Regional Express Bus With Park & Ride.
 - Plan commercial land uses at Park & Ride lots and at transit stations. Aim for efficient, compatible development, well-targeted to local demand (reducing regional shopping trips).
 - Encourage commuter rail cost-effectiveness, especially to outlying communities. Use existing railroad tracks. Implement full-cost urban parking pricing. (Urban parking charges that reflect traffic volume/ congestion impact would encourage use of transit over personal vehicles.)
 2. Planned Highway Improvements
 - Encourage improvements coordinated with long-term land use planning and growth management to enhance traffic safety and mobility.
 - Encourage improvements within the context of strategic land use decisions to avoid escalating traffic volumes.
 - Highway Studies include: Hwy 51 Needs Assessment and Stoughton Road Study
 - Highway Improvement Projects include: Hwy 14 Relocation
- b. Plan Highway Improvements Concurrently with Land Use Planning & Growth Management
- Attend to land use-transportation linkages during the planning process.
 - Encourage joint land use / highway improvement planning (Hwys 51, 14, 138). The communities, region, and DOT should have a mutual understanding of where growth should go and what kinds of development should occur.
- c. Coordinate Trail Systems within the Context of Broad Transportation Planning.
- Consider the broader transportation / land use context when planning bike facilities (dedicated trails, on-road lanes, etc.). See the DOT web site for guidelines on bike planning.

3. Regional Land Use & Growth Management (Workshop 04/15/04)

4. Regional Agricultural, Natural, and Cultural Resources (Workshop 06/17/04)

5. Draft Land Use Plans (Workshop 01/20/05)

- a. Develop and implement long-term strategies to manage growth while preserving farmland, natural resources and open space.
- b. Encourage intergovernmental collaboration to determine growth and preservation areas.
- c. Towns preferred growth scenarios range from very slow to moderate. Areas for future residential growth are identified, with some interest in TDR and/or conservation subdivisions. Planned commercial areas typically focus on highway interchanges, existing hamlets, or proximity to incorporated jurisdictions, without promoting rural growth corridors (as along Hwy 138). Incorporate

rated jurisdictions want to define community character through land use. Intergovernmental discussions are needed to handle inconsistencies between land use and growth expectations at jurisdictional boundaries.

6. Regional Intergovernmental Coordination (Workshop 09/16/04)

7. Regional Housing (Workshop 11/18/04)

8. Intergovernmental Land Use Decisions (Discussion with Legislators 03/14/05)

- a. Intergovernmental land use discussions are essential for worthwhile growth management, or individual jurisdictional efforts may be fruitless if a neighboring community makes contrary land use decisions.
- b. Smart growth areas in the region should be evaluated with jurisdictional boundaries erased from the map. As a region, neighboring jurisdictions should agree on an acceptable rate of growth, then work cooperatively on growth locations and on timing of adequate public infrastructure and services.
- c. Towns' efforts to plan can be frustrated by extraterritorial authority. Tax base erosion through annexation is a concern. Regional tax base sharing may be a way to facilitate growth management. (Neighboring jurisdictions may not cooperate on land use planning because they are focused on tax base and on keeping costs down.)

9. Regional Economic Development, Community Facilities & Utilities (Workshop 10/21/04)

- a. Most non-residential development requires public services and should be in cities and villages. At the same time, towns should have input on infrastructure needs for large-scale development because impacts from them may cross city/village borders into rural areas.
- b. Economic development should expand options to live and work in the same community.
- c. Cooperative efforts between communities, along with matching developer fees to project services, can hold the line on costs while maintaining desired levels of service.

B. REGIONAL MEETINGS – SOUTHEAST DANE COMMUNITIES

Meeting		Date
1	Initiate Regional Facilitation Public Participation; Regional-Local Coordination; Future Meetings	August 8, 2003
2	Public Education Products Public Participation - Regional Goals & Local Plans; Newsletter; Website; Press Releases and Other Media Uses	September 23, 2003
3	Regional Issues & Opportunities Workshop Regional Trends Review; Existing Plan Documents; Regional Planning Issues; General Regional Planning Goals	November 20, 2003
4	Transportation Workshop Planned Corridors; Regional Transportation Services and Systems; Regional Transportation Goals & Objectives	February 19, 2004
5	Regional Land Use & Growth Management Land Use & Growth Management; Rural/Urban Land Use & Development Expectations; Land Use Plans Compatibility; Land Use and Growth Management Policies and Goals	April 15, 2004
6	Regional Agricultural, Natural, and Cultural Resources Status of Farmland, Natural Resources/Environmental Quality; Agricultural, Natural, and Cultural Resources Goals	June 17, 2004
7	Intergovernmental Coordination Managing Growth and Development Among Communities; Planning Aspects of Intergovernmental Coordination	September 16, 2004
8	Economic Development, Community Facilities, Utilities Local Data, Trends & Projections; Regional Goals for Economic Development, Community Facilities, and Utilities	October 21, 2004
9	Housing Land Use & Growth Management; Rural/Urban Land Use & Development Expectations; Land Use Plans Compatibility; Land Use and Growth Management Policies and Goals	November 18, 2004
10	Review of Local Draft Plans	January 20, 2005
11	Meeting with Legislators: <i>Intergovernmental Coordination in Land Use Decisions</i>	March 14, 2005
12	Wrap-Up, Evaluation of Regional Process	June 16, 2005

All meetings were held at 4 PM in Pleasant Springs Town Hall, 2354 CTH N, Stoughton, Wisconsin 53589.

APPENDIX B: 2004 PUBLIC PARTICIPATION

In addition to the public participation efforts that were part of the 2015 comprehensive plan update process, this *Plan* was built on the foundation of a number of earlier planning efforts, including a 2003 multi-jurisdictional planning process and the 2006 comprehensive plan update process, which occurred in 2004.

The public participation processes from these earlier planning efforts were expansive and delved into many specific issues with a wide variety of stakeholders. Many of the goals, policies, and objectives that were developed through these public processes continue to be relevant and have been carried forward into this 2015 *Comprehensive Plan*. For this reason, summaries of the public participation processes from these planning efforts have been included as appendices in this *Plan*.

KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the City Comprehensive Plan Commission directed a number of efforts to ensure that this *Comprehensive Plan* is based on a vision shared by Edgerton residents. The results of these are summarized below.

1. Vision Setting Workshop

The City of Edgerton held a Vision Workshop on May 3, 2004. The purpose of the workshop was to identify a shared future vision for the city, and detailed strategies for achieving that vision. The results of the workshop helped craft the new comprehensive plan for the City. Approximately 35 residents attended this workshop and identified opportunities and challenges for future growth and preservation efforts.

In the first small group exercise, participants were asked to express their opinions about what they valued most in their community, and the crucial trends they see affecting the City's future. This was done first by individual brainstorming. Group members then shared their ideas with everyone at the table. The most frequently mentioned responses were:

- **Values:** A safe, small-town atmosphere and friendly people; high-quality schools and parks; proximity to Madison and other metro areas; good City services; concerned and involved citizens; reasonable taxes, affordable homes; and a quiet, well-kept atmosphere.
- **Trends:** Tough times for downtown businesses and the need to promote economic development throughout the City; competition with other metro areas for new business and industry; growth pressures from metro areas, particularly Madison, and dealing with growth effectively; a lack of a forward-looking vision for the City; facing the proposition of being a bedroom community; and a lack of recreational development to provide a "draw" for the community.

The next step was to discuss the future of the City. Participants were asked to first brainstorm hopes and dreams for the City's future individually, then to share with everyone at their table. Hopes and



dreams reflected the desire to provide facilities and services for the community (shopping, employment, green space and parks) while maintaining the City's friendly, small-town atmosphere and historic character.

Through discussion and consensus on the issues summarized above, small groups were asked to establish community planning goals, or vision elements, meant to guide the City's comprehensive planning process. The following vision statements were supported and identified at the workshop:

- ***“Achieve quality, balanced, controlled, and planned growth and provide economic stimulus for the local economy”***. Recommended implementation actions included creating an effective retail support system; identifying companies compatible with small town life; creating a community marketing program; and ensuring excellent infrastructure.
- ***“Preserve natural areas”***. Implementation actions included informing and educating community members on the benefits of natural areas; demonstrating their economic value; setting aside acreage for natural areas when dividing property and zoning and emphasizing low-impact development; and emphasizing the protection of Saunders Creek.
- ***“Create a vibrant historical downtown that provides for local needs”***. Implementation actions included establishing a unique market and mixed attractions; securing outside funding to refurbish historic buildings; assuring an adequate supply of parking; developing a central attraction, such as a square, to draw people to the downtown; developing residential uses downtown to extend the market for businesses; and establishing consistent design standards.
- ***“Encourage community involvement and volunteerism”***. Implementation actions included identifying and encouraging programs that can benefit a large number of people, such as Habitat for Humanity, and tapping into existing organizations such as neighborhood, church, hospital, and school groups, to help foster a sense of leadership and community pride.
- ***“Encourage smart growth through proper planning and a balanced sharing of taxation”***. Implementation actions included adopting plans based on community consensus, including citizens, builders/developers, government officials, and business owners; fostering cooperative agreements with neighboring governments; and taking a proactive and long-range approach to create balanced growth.

2. Community Survey

In May 2004, a community survey was sent to all households in the City, to gauge public sentiment on a variety of issues that will be addressed in the comprehensive planning process. A total of 2,375 surveys were mailed to City residents and landowners. A total of 527 surveys were returned, resulting in a response rate of 22.2 percent, which is good for a survey of this length (14 pages, 27 questions).

The survey included questions to gather basic demographic data, obtain an assessment of current situations in the City, and get opinions on the future. The following is a brief summary of the survey results, by issue:

- ***Community Character:*** Respondents were concerned with preserving the friendly “small-town” atmosphere of the City—it was one of the top-rated reasons given for choosing to live in Edgerton. Other top reasons included being near friends and/or family, and having grown up in or near the City. A majority of respondents would like to see Edgerton as a “full-service” community where work, shopping, and educational needs can be met, rather than as a “bedroom community” for other cities.
- ***Community Design:*** Respondents favored new residential neighborhoods with sidewalks, street trees, front porches, bike paths, and shopping within walking distance. They felt that the

general level of building design and quality in the City should be improved, and were not satisfied with the mix of businesses in the downtown.

- **Land Use:** Most respondents felt that the City had adequate policies in place to guide planning of future land uses. In general, more housing and commercial development in the City was desired. Respondents felt strongly that regulations should be used to preserve the historic and scenic beauty in and around the City.
- **Economic Development:** Respondents strongly felt that more good-paying jobs were needed in Edgerton, and that the city should support current businesses and encourage new retail, industrial, and office uses in the City. Many also indicated that they would support these types of development with an increase in their property taxes.

3. Visual Preference Survey

On October 12, 2004, the City of Edgerton held a Visual Preference Survey forum to help identify the public's preferred commercial, industrial, and residential development characteristics. Seventy-five images were presented at a meeting at the Edgerton Middle School. In addition, the images were made available to the public on the City's website (www.cityofedgerton.com), and on the City's local cable access television channel. Participants ranked the images based on whether or not they felt the building would be a comfortable and attractive place to live, shop, or work, based on physical attributes.



Images that rated highly on the visual preference survey included homes with front porches and garages in the back.

According to the results, the highest rated images had the following characteristics:

- At least some natural building materials, such as wood, brick or stone
- Awnings, covered walkways, and other pedestrian amenities
- Pitched roofs, often multi-planed with pronounced gable sections
- Small to moderate commercial building footprint—no “mega-box” retail buildings
- Articulated building façades (protrusions and recesses in exterior walls)
- Architectural details such as porches, arches, columns, dormer windows, and geometric design details in commercial buildings walls and windows
- Unobtrusive garages set back from, behind, or to the side of homes
- Attractive landscaping

4. Focus Groups

Five focus group discussions were held in November 2004 to provide more detailed consideration to some of the key visions and strategies identified in the vision setting workshop. The focus groups included affordable housing and elderly interests; neighborhood and civic organizations; retail business owners; manufacturing and industrial interests; and school and hospital officials. The main recommendations from each of these groups are summarized below:

- **Elderly and Low-Income Interests:** Representatives from Edgerton Housing Authority, Edgerton Outreach, and two apartment complexes that provide housing for disabled and elderly residents met on November 4th, 2004. Comments included the following:

- Current meal assistance programs in the City are underutilized, possibly because qualifying residents do not know about them.
- Housing options for elderly and disabled residents are currently adequate, but participants believed that the need for this housing will be increasing in the future and facilities will not keep pace with demand. Currently, assisted living facilities are often not affordable to elderly residents on limited incomes. Those that can no longer stay in their homes are forced into nursing homes, when often assisted living would be a better option. A pilot program is being conducted that would allow Department of Housing and Urban Development (HUD) facilities to dedicate some of their facility to assisted living for low-income elderly residents, using their social security or Medicaid funds.
- There is a need for more activities for seniors. Currently, the individual housing facilities where seniors are residents conduct activities separately. Participants thought it would be a good idea to have a central “Senior Center” where seniors from all over the City and nearby towns could participate in activities.
- Transportation options are poor for seniors, especially those who must use wheelchairs. Taxi service is available, but many seniors find it too expensive to use regularly. Rock County offers transportation only for medical appointments. The City is investing in the library, which is an excellent resource, but if seniors or the disabled are not able to get there it does them no good. Some areas of the City lack adequate sidewalks, particularly near the hospital. Remediating this deficiency should be a priority.
- More low-income housing options are needed. There is no Section 8 housing available. Obtaining Section 8 vouchers would be a tremendous help for those low-income people who want to stay in the City.
- Participants believed that some restaurants or other public places in the City do not meet accessibility requirements—the City should make an effort to enforce accessibility.
- ***Manufacturer/Industry Interests:*** Representatives from several industries met on November 3rd, 2004. Comments included the following:
 - A better technical program and direct links between employers and the high school would be beneficial to students and areas businesses.
 - Property and business owners need to be involved in policy making.
 - A better method of communicating with the City is needed.
 - City needs to overcome “inferiority complex” versus other nearby cities and strive to be world class.
 - The attitude in the City is sometimes resistant to growth. Although other public involvement input tells us that residents want more economic development and growth, politics and anti-growth factions can squash efforts at good growth.
 - A better communications infrastructure is needed to attract business growth.
- ***School District/Hospital Interests:*** Representatives from the Edgerton School District and Memorial Community Hospital met on November 16th, 2004. Comments included the following:
 - The Performing Arts Center is a great benefit to the community: It is booked at 80 percent of capacity and draws from Janesville and Madison—has many sell-out performances.
 - The hospital layout and building are outmoded--there is lots of support for renovating vs. tear-down
 - The schools have plenty of capacity. Buildings are very well maintained.
 - Fire and EMS services are in great shape.
 - City government/residents are resistant to change—more flexibility is needed in the downtown area

- The city government has a negative reputation—this makes company recruitment difficult
- Camping in the Newville area is a boon to the City—Piggly Wiggly and the movie theatre are draws—should capitalize on this. A bike path out to the camping area would help.
- **Retail Interests:** Representatives from the Edgerton banking and retail establishments met on November 23rd, 2004. Comments included the following:
 - The downtown parking lot might need a facelift to change public perceptions of it. Better signage could make the lot more user-friendly.
 - The City Council should work to reduce the negative effects of bad press that show the Council as divisive.
 - City events are good for downtown.
 - The City should encourage rehabilitation programs that help improve downtown buildings. This program could be funded through available grants and loan programs.
- **Service Organizations:** Representatives from several service organizations met on November 23rd, 2004. Comments included the following:
 - The retirement community is well thought out and represents a successful partnership with the City.
 - The City should pursue acquisition of derelict properties and address deferred maintenance issues on these properties.
 - Senior housing should be located in a variety of areas, not just the downtown.
 - Downtown renewal could focus on developing a network of bike trails, establishing the presence of the arts community, and providing an information kiosk.
 - Although the City is working well with the Chamber, more collaboration is necessary.
 - The need for a sporting goods store to complement existing and future recreational opportunities was identified.

5. Alternative Future Scenarios Open House

In fall 2004, the City's Smart Growth Steering Committee began to discuss and develop alternative growth scenarios that depicted various ways that development over the next 20-40 years might be arranged in and around the City of Edgerton. The geographic arrangement of each scenario was depicted on maps, the quantitative impacts (e.g., population, housing, traffic, school enrollment) of each scenario were depicted in charts and graphs, and the aesthetic impacts of each scenario were presented in photographs.

The City held an open house session on November 29th to gather input on these alternative future scenarios. The session consisted of two presentations of the scenarios, followed by a question and answer period and individual examination of graphic materials presenting information on the scenarios. The scenarios presented for public comment were:

- **Alternative Growth Scenario #1:** Alternative #1 showed a future where Edgerton experienced significant growth of mostly single family residential development. Commercial growth was also shown, including expansion of the business/industrial park on the north side, nodes of retail business along US 51, and development around the US 51/I39 interchange. Downtown redevelopment and infill consisted mainly of service and retail uses.
- **Alternative Growth Scenario #2:** Alternative #2 also showed expanded residential development, including more multi-family housing than Scenario #1. More emphasis was placed on business and industrial expansion, to promote job growth. Expanded commercial development included development along most of the US 51 corridor north of the City, and around the US 51/I39 interchange. Downtown redevelopment and infill consisted of service and retail, office, and housing uses.

- ***Alternative Growth Scenario #3:*** Alternative #3 showed Edgerton with expanded residential development, mostly in the form of “Planned Neighborhood” areas, which consist of a planned mix of single family, multi-family, institutional, and neighborhood commercial uses. Residential development is more compact and highly planned, leading to an overall reduction in the amount of land necessary to accommodate the same number of new residents. Emphasis was also placed on business and industrial expansion, with commercial nodes along US 51, and a limited amount of new commercial development/redevelopment around the US 51/I39 interchange. Downtown redevelopment and infill consisted of service and retail, office, and housing uses. Other development consisted of an emphasis on redevelopment of other areas in the community, such as the old shoe factory, the area near the Dana/Caterpillar plant, and the area south of downtown for mixed-use facilities.

Participants at the Open House were asked to give input on what aspects of each scenario they liked, and which scenario they liked best overall. Scenario 3 received the most votes for best overall scenario. Favorite ideas expressed in the various scenarios included:

- Increasing the vitality of the downtown with commercial and residential development and redevelopment
- Attractive industrial expansion
- Redevelopment of existing abandoned or underused properties
- Continued residential development of mixed single family and multi-family
- Preservation of open space, including wide community separation areas to the north and south-east

6. Public Hearing

A formal public hearing on the *Comprehensive Plan* and the adopting ordinance was held on July 3, 2006. In advance of that hearing, the City provided copies of the Plan to surrounding governments and other parties under the requirements of the “Smart Growth” legislation.