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Chapter One: Introduction

The City of Whitewater is an historic, independent community of 14,000 residents in south central Wisconsin. The City is the proud home of the University of Wisconsin-Whitewater. Owing in part to the University's presence, Whitewater is characterized by a unique and vibrant culture, offering many of the amenities typical of a larger community—including a vibrant downtown; a variety of businesses and jobs; a full range of housing options; and numerous opportunities in the arts, education, and recreation. Whitewater is ideally located among Madison, Milwaukee, and Chicago; at the doorstep of the Kettle Moraine; and among rich agricultural lands—all of which have also contributed to the City's success.

In the coming years, the City will be faced with ongoing growth and change. For instance, the establishment of a Whitewater University Technology Park will help bring "next generation" businesses and jobs to the community. In addition, the continued growth and evolving policies of the University of Wisconsin-Whitewater will generate a growing influx of young people, who will continue to shape the City's character. Such changes will present both opportunities and challenges, as the City strives to maintain the quality and character of its residential neighborhoods, direct new development to appropriate locations, and contribute to a high quality of life and business activity.

Purpose of this Plan

This *City of Whitewater Comprehensive Plan* is intended to help the City guide growth and development to ensure continued and enhanced community prosperity. Specifically, the *Comprehensive Plan* will:

- Identify areas appropriate for development and preservation over the next 20 years.
- Recommend appropriate types of land use for specific areas in and around the City.
- Preserve natural, cultural, and agricultural resources in and around the City.
- Identify needed transportation and community facilities to serve future land uses.
- Direct housing, neighborhood, and economic investments in the City.
- Provide a framework for long-term community sustainability.
- Supply detailed strategies to implement plan recommendations, featuring a Neighborhood Preservation Strategy.
- Build from the rich array of City plans that have been adopted and implemented over the past several years.

The *Plan* is organized into chapters that specifically address each of the elements required by the State of Wisconsin (e.g., Transportation, Land Use). Each chapter presents background information on the element it is addressing and then presents an outline of the City's goals, objectives, policies, and recommended programs for that element. The final chapter—Implementation—indicates priority steps and a timeline to ensure that the recommendations presented in this *Plan* become a reality.

Planning Process

This *Comprehensive Plan* was prepared under Wisconsin's comprehensive planning legislation, adopted in 1999, and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory requirements of the legislation. Starting in 2010, only those plans that contain the nine required elements and adopted under the state's prescribed procedures will have legal standing for zoning, subdivision, and official mapping actions.

The planning process was guided by the City's Plan and Architectural Review Commission. In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final recommendations reflect a broadly supported vision. In spring 2009, the Common Council adopted the City's plan for public participation in this process plan by resolution. Public participation activities are described in the Vision and Opportunities chapter.

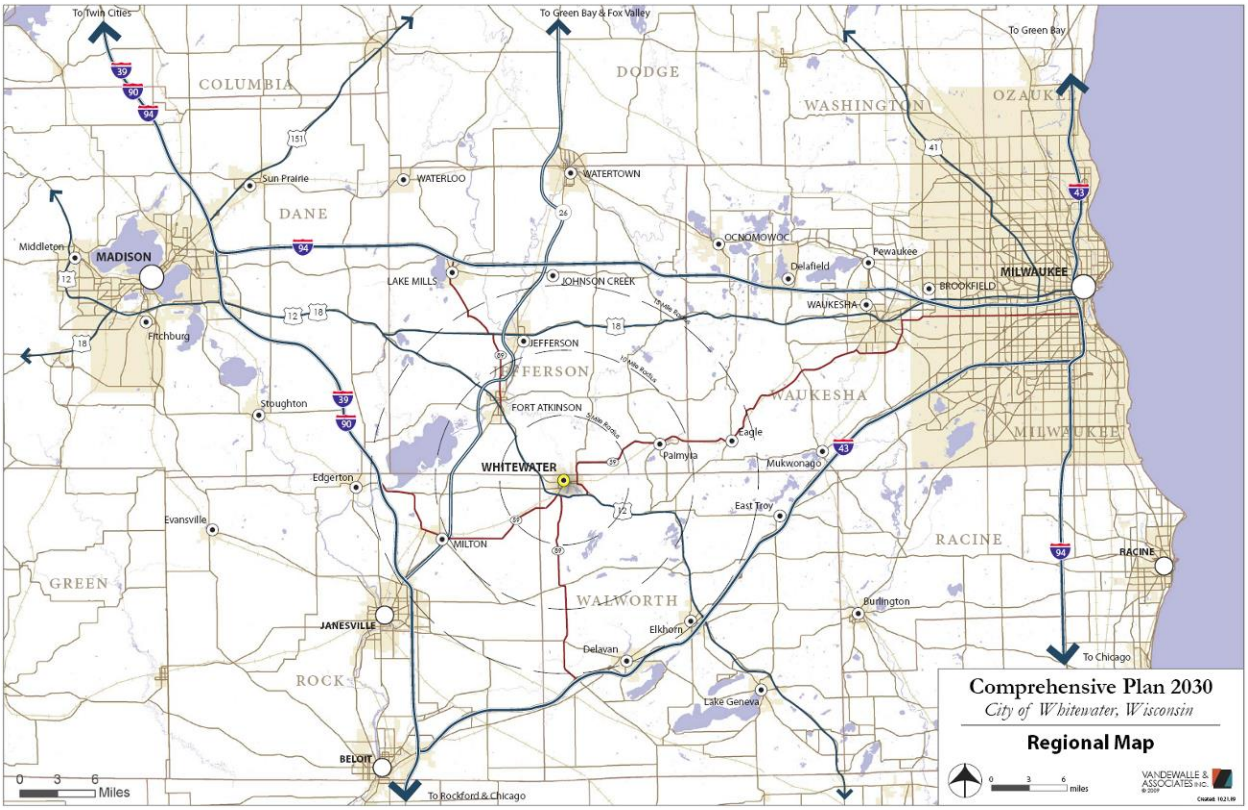
Regional Context

Understanding the region is critical to an informed exploration of Whitewater's future opportunities. The City is located approximately 40 miles southeast of Madison, with the quickest connection being Highway N to Interstate 39/90, which itself is 15 miles to the City's west. Whitewater is also located about 55 miles southwest of Milwaukee—and even closer to the burgeoning Waukesha County area. The best connection to Milwaukee and Waukesha is Highway 59. Finally, Whitewater is less than 100 miles from the "global city" of Chicago, which is accessible either via Highway 12 or Interstate 90. Highway 12 is the City's major roadway connection to the region, but Highways 59, 89, and N are also important (~~See Figure 1.1~~Refer to the map on the following page).

City residents are within a 20-minute drive to the other incorporated communities of Fort Atkinson, Palmyra, Elkhorn, and Milton. Larger-scale shopping and employment opportunities are available in Janesville (population 65,000), which is about 30 minutes to the southwest.

Map 1 shows the relationship of the City to neighboring communities. The extent of the map covers the expansive boundaries of the Whitewater Unified School District, which has all of its schools within the City except for Lakeview Elementary School, which is located along the border between the Town of Whitewater and the Town of Richmond. The School District boundary can be understood as the boundary of the "Whitewater community," which of course extends considerably beyond the City limits. The City straddles two counties (Walworth on the south and Jefferson to the north) and abuts a third (Rock to the west), which can complicate City decision making. The City abuts the Town of Whitewater to the south, the Town of Cold Spring to the north, and the towns of Lima and Koshkonong to the west.

~~Figure 1.1:~~ The City of Whitewater's Regional Context



Selection of the Planning Area

Before beginning the *Comprehensive Plan*, it is important to understand the area for which the City is planning. Clearly, the *Plan* encompasses and provides recommendations for all lands within the approximately nine square miles that were within the City limits in 2009.

State Statutes enable the City to plan for those areas beyond the City limits that bear relation to the City's future development. The planning area for this *Plan* extends roughly one and a half miles from the City, which coincides with the City's extraterritorial jurisdiction (ETJ). Within this area, the City also has land division review and approval authority, official mapping authority, and, under specific circumstances, extraterritorial zoning authority. Based on its population, the City of Whitewater has the legal right under Wisconsin Statutes to expand its ETJ to three miles beyond the City limits. In order to establish a three-mile ETJ, the City would first have to formally declare itself a City of the third class by action of the City Council. Both the one and a half-mile and three-mile ETJ boundaries have been illustrated on Map 1. Except for in cases where intergovernmental agreements preclude expansion, the City's ETJ boundary expands automatically as the City's municipal boundary expands (i.e., annexations occur). At the time this *Plan* was written, the City was not moving toward implementing a three-mile ETJ.

The recommendations within this *Plan* become more general as land gets further from the City limits. More specific recommendations are generally limited to lands within and near the City's 2009 Sewer Service Area (also shown on Map 1). This is the area within which the City may, as of 2009, legally extend municipal sanitary sewer service; it was designated by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and the Wisconsin Department of Natural Resources. It is generally sized to accommodate about 20 years of growth; the last major update of the Sewer Service Area was in 1995. Adjustments following this comprehensive planning process may be in order.

Relationship to Other City Plans

Over the years, the City has prepared numerous plans and studies to help guide the growth and development of the community. This *City of Whitewater Comprehensive Plan* is intended to incorporate and generalize directions from the City's other plans, most of which are not intended to be incorporated as part of the City's comprehensive plan themselves. Where appropriate, this *Comprehensive Plan* document includes references to the other planning documents that provide more specific information about a particular subject or recommendation. Also, this *Comprehensive Plan* functions as an update and replacement to some of the City's older planning documents, particularly the City's 1997 Central Area Plan.

The graphic that follows summarizes the nine required elements of this *Comprehensive Plan* and for each element lists more detailed planning documents the City has already adopted. The neighborhood development plans that are referenced in this graphic (for the north, south, east, and west quadrants) are described in more detail in the Land Use chapter.

Insert Comprehensive Planning in Whitewater Graphic

Map 1: Jurisdictional Boundaries

Chapter Two: Vision and Opportunities

This chapter provides an overview of demographic trends and background information for the City. This information provides an assessment of the changes taking place in Whitewater. It also explores local and regional opportunities, and concludes with a vision statement to guide future growth and establish the framework for the remainder of the *Plan*.

THE CITY OF WHITEWATER'S FUTURE OPPORTUNITIES

- Establishing a more sustainable and self-sufficient community.
- Growing the economy and expanding employment opportunities, particularly in the high-tech and university-related sectors, and businesses and jobs that capitalize on the local power plant.
- Capturing a greater share of the regional retail market and minimizing "leakage" of local resident spending to other communities.
- Continuing to enhance the downtown as the social and commercial hub of the City, while also providing retail opportunities in other areas.
- Enhancing and upgrading the City's housing stock, and improving its neighborhoods for all residents.
- Capitalizing on the area's natural resources including Whitewater Creek, Cravath and Trippe Lakes, and the Kettle Moraine.
- Enhancing cooperation with the City's many adjoining and overlapping units of government.
- Continuing to advance and market opportunities for cultural activities and recreation, such as those associated with the University.

Population Trends and Forecasts

In recent decades, the City of Whitewater has experienced a moderate rate of population growth. Figure 1.1 compares the City of Whitewater's population trends with trends from several neighboring communities, Jefferson County, Walworth County, and the State of Wisconsin. Between ~~1990~~ 2000 and ~~2000~~2010, the City experienced a ~~6.3~~7.1 percent increase in population. This rate ~~was somewhat lower~~ generally consistent ~~than~~ with that of many nearby communities and Walworth and Jefferson Counties.

~~The Wisconsin Department of Administration (WisDOA) estimates~~According to the 2010-2014 American Community Survey 5-Year Estimates, ~~that~~ the City's population increased by ~~6.4~~2.9 percent from ~~2000~~ 2010 to ~~2009~~2014. Over this same time period, it is estimated that Jefferson County's population increased by ~~7.3~~0.6 percent, Walworth County's by ~~8.6~~0.7 percent, and the State of Wisconsin's by ~~6~~ 0.7 percent. Most nearby communities surrounding the City of Whitewater also experienced comparable increases in population during this same time period, except ~~the cities of Elkhorn and Milton and the Town of Koshkonong, which were estimated to have increased their populations by 23.5, 10.6, and 11.3 percent, respectively.~~ the city of Elkhorn, towns of Whitewater and Lima, and the Village of Palmyra, which experienced slight population losses.

Figure 1.1: Population Trends

	1980	1990	2000	2010	2014 Estimate	Percent Population Change 2000-2010	Percent Population Change 2010-2014
City of Whitewater	11,520	12,636	13,437	14,390	14,801	7.1%	2.9%
City of Delavan	5,684	6,073	7,956	8,463	8,467	6.4%	0.0%
City of Elkhorn	4,605	5,337	7,305	10,084	10,020	38.0%	-0.6%
City of Fort Atkinson	9,785	10,213	11,621	12,368	12,436	6.4%	0.5%
City of Milton	4,092	4,444	5,132	5,546	5,562	8.1%	0.3%
Town of Cold Spring	684	683	766	727	843	-5.1%	16.0%
Town of Koshkonong	2,979	2,984	3,239	3,692	3,696	14.0%	0.1%
Town of Lima	1,179	1,285	1,312	1,280	1,201	-2.4%	-6.2%
Town of Whitewater	1,270	1,378	1,399	1,471	1,373	5.1%	-6.7%
Village of Palmyra	1,515	1,539	1,766	1,781	1,668	0.8%	-6.3%
Jefferson County	66,152	67,783	75,767	83,686	84,201	10.5%	0.6%
Walworth County	71,507	75,000	93,759	102,228	102,920	9.0%	0.7%
State of Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	5,724,692	6.0%	0.7%

Source: U.S. Census Bureau, 1980-2010 and 2010-2014 American Community Survey 5-Year Estimates

Figure 1.2 shows three alternative population projection scenarios for the City through the year ~~2030~~2040: (1) the ~~WisDOA's~~ projection provided by the Wisconsin Department of Administration; (2) a straight line projection calculated by determining the City's average annual population change between ~~1990~~ 2000 and ~~2009~~2004, and projecting it forward to the year ~~2030~~2040; and (3) a compounded projection that was calculated by determining the City's percentage population change between ~~1990~~ 2000 and ~~2009~~2014, and projecting that forward to the year ~~2030~~2040. Based upon these three projection scenarios, the City's population is projected to be ~~a little more than 16,000~~over 17,000 people by the year ~~2030~~2040.

For the purposes of this *Plan*, the City will utilize the compounded projection scenario (the third scenario). This population scenario will be used for housing and land use demand projections later in this *Plan*. While it is certainly possible that the City will not grow to this population by ~~2030~~2040, a careful approach to land use planning suggests that this *Plan* show how that amount of growth could be appropriately accommodated. Market conditions and City and University policies will help determine the actual rate of population growth.

Figure 1.2: City of Whitewater Population Projection Scenarios

	2010[1]	2014[2]	2020	2025	2030	2035	2040
WisDOA Population Projection	14,390	14,801	16,325	17,480	18,505	18,985	19,250
Straight Line Projection[3]	14,390	14,801	15,383	15,868	16,353	16,838	17,323
Compounded Projection[4]	14,390	14,801	15,476	16,063	16,671	17,303	17,958

[1] *U.S. Census Bureau, 2010*
[2] *2010-2014 American Community Survey 5-Year Estimates*
[3] *Extrapolated based on the average annual population change from 2000-2014 ((2014 pop. - 2000 pop.)/14) = 97 people per year)*
[4] *Extrapolated based on the average annual percent change from 2000-2014 (0.75% per year)*

Demographic Trends

Figure 1.3 shows the City of Whitewater's age and gender distribution in ~~2000~~2014, compared to surrounding communities. The City of Whitewater's median age is considerably lower than in nearby communities and Jefferson and Walworth Counties—this is attributable to the City's significant university student population. The City's median age increased from 20.7 in 1990, to 21.9 in 2000. In 2014, it decreased slightly to 21.7. The percentages of the population in Whitewater below the age of 18 or over the age of 65 are considerably lower than in surrounding communities, Jefferson County, and Walworth County. These figures are also heavily influenced by the large university student population.

Figure 1.3: Age and Gender Distribution, 2014

	Median Age	Percent under Age 18	Percent over Age 65	Percent Female
City of Whitewater	21.7	13.4%	8.2%	48.7%
City of Delavan	35.6	25.4%	14.8%	49.6%
City of Elkhorn	34.8	25.8%	11.9%	53.4%
City of Fort Atkinson	39.2	24.9%	14.1%	51.0%
City of Milton	36.0	25.6%	15.3%	48.7%
Town of Cold Spring	42.8	26.7%	15.7%	52.2%
Town of Koshkonong	46.7	19.9%	16.0%	48.5%
Town of Lima	40.6	22.9%	13.9%	45.8%
Town of Whitewater	48.9	19.2%	20.6%	46.2%
Village of Palmyra	39.3	21.6%	19.5%	50.1%
Jefferson County	38.8	23.0%	13.9%	50.4%
Walworth County	38.7	22.6%	14.3%	50.0%

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

Household Trends and Forecasts

Figures 1.4 and 1.5 present household characteristics for the City of Whitewater compared to several surrounding communities and Jefferson and Walworth Counties. Whitewater's housing mix and occupancy statistics are fairly typical of a college community, and therefore atypical of nearby communities. In ~~2000~~2014, Whitewater's average household size was smaller than all other nearby communities. Over the years, t~~T~~he City's average household size decreased significantly from 2.69 persons in 1990~~,~~ to 2.38 in 2000, and again decreased to 2.33 in 2014. The City had a substantially lower percentage of owner-occupied housing and single-family units than all other nearby communities and Walworth and Jefferson Counties. ~~However, the percentage of vacant housing units was lower than most other nearby communities.~~

Figure 1.4: Household Characteristics Comparison, 2014

	Total Housing Units	Total Households	Average Household Size	Median Value Owner-Occupied Units	Median Rent
City of Whitewater	5,319	$4,833	2.33	$169,800	$743
City of Delavan	3,433	3,134	2.67	$148,100	$796
City of Elkhorn	4,047	4,009	2.43	$163,400	$778
City of Fort Atkinson	5,449	5,077	2.39	$153,800	$747
City of Milton	2,404	2,212	2.51	$129,200	$798
Town of Cold Spring	280	276	2.99	$232,500	$840
Town of Koshkonong	1,613	1,418	2.59	$252,400	$868
Town of Lima	482	476	2.51	$211,600	$921
Town of Whitewater	899	547	2.48	$269,300	$775
Village of Palmyra	722	644	2.59	$155,200	$716
Jefferson County	35,220	32,267	2.50	$174,600	$761
Walworth County	51,598	39,846	2.51	$191,400	$820

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

Figure 1.5: Housing Occupancy Characteristics Comparison, 2014

	Percent Single Person Households	Percent of Vacant Housing	Percent Owner-Occupied	Percent Single-Family
City of Whitewater	31.8%	9.1%	34.7%	39.4%
City of Delavan	23.3%	8.7%	57.5%	55.6%
City of Elkhorn	28.8%	0.9%	60.2%	55.8%
City of Fort Atkinson	30.3%	6.8%	67.2%	61.2%
City of Milton	27.1%	8.0%	69.8%	65.7%
Town of Cold Spring	9.8%	1.4%	85.9%	87.5%
Town of Koshkonong	19.1%	12.1%	91.5%	93.6%
Town of Lima	23.3%	1.2%	88.2%	74.3%
Town of Whitewater	20.7%	39.2%	89.0%	93.7%
Village of Palmyra	26.6%	10.8%	74.4%	69.5%
Jefferson County	26.2%	8.4%	71.4%	69.1%
Walworth County	25.4%	22.8%	68.0%	71.1%

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

Figure 1.6 shows a household projection for the City through the year ~~2030~~2040, based on the compounded projection scenario for population from Figure 1.2. The City is projected to have ~~6,888~~7,707 households in ~~2030~~2040, or ~~880~~ 2,874 households more than in ~~2009~~2014. For the purposes of this calculation, it is assumed that average household size will remain at ~~2.38~~2.33.

Figure 1.6: Household Projections, 2010-2040

Households 2014[1]	Projected Households[2]					Additional Households 2014-2040
	2020	2025	2030	2035	2040	
4,833	6,642	6,894	7,155	7,426	7,707	2,874

[1] U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates
[2] Calculated by dividing the compounded population projection in Figure 1.2 by the 2014 average household size (2.33)

Comparison with Other University Communities

The City of Whitewater has unique demographic and housing characteristics compared to nearby communities because of the University of Wisconsin-Whitewater (UW-W). This section includes statistics for other regional university communities with roughly similar populations. As shown in Figure 1.7, the median age of Whitewater residents is still relatively young when compared to other regional communities with universities. The percentage of the Whitewater population that is between the ages of 20 and 24 is higher than in other university communities. The percentage of Whitewater's population that is between the ages of 25 and 34 is considerably lower than in other university communities. This may suggest that the UW-W has a smaller graduate student population than at other comparable universities, that most other university communities are larger and have a more significant non-student base, and/or that comparatively few UW-W students remain in Whitewater after they graduate.

Figure 1.7: Age Characteristics Comparison, 2014

	Median Age	Age 15-19	Age 20-24	Age 25-34
City of Whitewater	21.7	20.0%	32.8%	8.2%
City of La Crosse	28.8	11.2%	19.3%	13.2%
City of Menomonie	23.4	17.5%	26.1%	14.5%
City of Oshkosh	33.1	9.0%	14.1%	13.8%
City of Platteville	21.9	21.4%	30.2%	10.0%
City of DeKalb, IL	23.7	13.7%	24.1%	13.2%

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

Figure 1.8 compares household size, home ownership, single person household, and housing value statistics to the other selected regional university communities. The City of Whitewater's average household size of ~~2.38~~2.33 is larger than ~~all comparison communities except DeKalb, Illinois~~that of La Cross, Menomonie, and Oshkosh. The percentage of single person households in Whitewater is generally comparable to percentages in other university communities. The percentage of owner-occupied housing units (~~36~~ 34.7 percent) is considerably lower in Whitewater than in all of the comparable university communities. The average equalized value of residential property in Whitewater is significantly greater than values reported for all comparison communities. The reported median rent for Whitewater is also higher than in other Wisconsin-based university communities. ~~Rents in Whitewater are only slightly lower than those reported for DeKalb, Illinois.~~

Figure 1.8: Housing Occupancy and Value Characteristics Comparison, 2014

	Average Household Size	Percent Single Person Households	Percent Owner-Occupied	Median Value Owner-Occupied Units	Median Rent
City of Whitewater	2.33	31.8%	34.7%	$169,800	$743
City of La Crosse	2.27	35.5%	50.2%	$129,000	$704
City of Menomonie	2.28	34.3%	40.7%	$139,400	$716
City of Oshkosh	2.26	35.2%	54.6%	$115,300	$660
City of Platteville	2.45	28.7%	45.9%	$148,700	$772
City of DeKalb, IL	2.55	32.6%	43.0%	$162,200	$818

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

Education and Employment Trends

Detailed information on education and employment—required under the State's comprehensive planning legislation—can be found in the Economic Development chapter.

Themes Identified in Past City Planning Efforts

As identified in the Introduction chapter, the City has a rich history of planning, with several detailed plans completed in recent years. The following key themes and directions emerge from these plans:

- Progressively approach economic development and downtown redevelopment.
- Manage impacts of the Highway 12 bypass and take advantage of the opportunities it creates.
- Bring a diversity of land uses to all sides of the City (e.g., bring more shopping to the east side).
- Seek balance and stability in the housing market—advance the development and preservation of single-family housing and cooperate with others on student housing issues.
- Develop and upgrade existing parks and build new trails.
- Ensure that public infrastructure (e.g., roads, sewers, stormwater management) keeps pace with development, and address infrastructure problems in already-developed areas.
- Work with the development community on the quality and creativity of development projects, promoting both improvements to quality in general and consistency in quality across projects.
- Emphasize coordination with neighboring communities, the UW-W, and the School District.

Issues Raised Through Public Participation

While completed in an expedited timeframe, this *Comprehensive Plan* was informed by several opportunities for community input. In addition, public input, visioning, and other opportunities that preceded this planning process helped guide this *Plan*. A summary of key participation results follows. Some results have been included as appendices to this *Plan*.

Whitewater Citizens Survey/Community Visioning Task Force, 2005

In 2005, the Whitewater Citizens Survey/Community Visioning Task Force commissioned the National Research Center to conduct the City of Whitewater 2005 Citizen Survey. The survey questioned residents on

issues related to quality of life, community growth, safety, public services and infrastructure, future development, and long range priorities for the City. In general, respondents:

- Cited the City's most positive characteristics as (1) ease of movement around the City; (2) opportunities to attend cultural activities and events; and (3) overall appearance of the community.
- Identified key problems as (1) high taxes; (2) lack of growth; (3) building and yard maintenance; and (4) abundance of junk vehicles.
- Noted as essential community amenities (1) grocery stores; (2) large scale retail stores; (3) parks and open space areas; and (4) pedestrian and bicycle trails.
- Generally supported the following publicly funded City improvements: (1) downtown revitalization; (2) downtown parking; (3) Main Street pedestrian improvements; and (4) park and open space development.
- Felt that commercial and retail growth should be encouraged in the City, particularly in the downtown.
- Noted that new industrial development should be encouraged in the City.

Whitewater Student Housing Survey, February 2009

The Student Housing Survey was developed to gather information from property owners in the City regarding off-campus, student-oriented housing. The survey questionnaire was designed by the UW-W's Center for Fiscal and Economic Research, with input from the Whitewater Student Government, the UW-W administration, and the City Administration. Surveys were mailed to 1,179 randomly selected homeowners in February 2009. A total of 271 surveys were returned, yielding a response rate of 25 percent. In general, respondents:

- Reported that they believe there was an adequate supply of both apartments and single-family housing units in the City.
- Conveyed disagreement about the affordability of single-family homes in the community. However, respondents agreed that the provision of affordable single-family housing should be a priority for the City.
- Articulated that student housing was an important economic development tool for the City. Property tax revenue was reported to be the most important advantage of off-campus housing, followed by spin-off business development.
- Believed that the location of student housing should be restricted, with higher density student living options emphasized in areas closer to campus.
- Thought that rental properties should receive more rigorous inspection than they do currently, and that the City should strive to improve the quality of privately-owned housing geared to students.
- Reported the following challenges related to off-campus housing: (1) unkempt housing, (2) pedestrian traffic, (3) vandalism, (4) garbage, and (5) snow removal from sidewalks.
- Expressed that the City should better enforce residency parking restrictions and on-street parking restrictions, but not limit on-street parking during the day.
- Believed that the City and the UW-W should focus on developing a more pedestrian and bike friendly community in order to reduce student use of automobiles.

Neighborhood Preservation Discussion and Questionnaire, Spring 2009

In late 2008 and early 2009, the community began an informational and educational process on the topic of neighborhood preservation, including a session held at a joint meeting of the Common Council and Plan and Architectural Review Commission in March 2009. During and following that meeting, members of the Plan

and Architectural Review Commission, Common Council, and the general public were provided a short questionnaire to assess initial support for or interest in pursuing various possible neighborhood preservation options. In total, there were 28 responses. Respondents were asked to rate each particular option with a "5" if they were strongly in support of that option, a "1" if they were strongly opposed, or numbers in between to reflect gradations of support or opposition between those ends. Figure 1.9 reflects the results. This information assisted the City and its consultants in developing a viable overall Neighborhood Preservation Strategy that focused on options that might receive the greatest support.

Figure 1.9: Results of 2009 Neighborhood Preservation Questionnaire

	Average Rating
1. Distribute notices to the owners of all rental properties in the City reminding them of the City's requirements on the maximum size of non-family households.	4.64
2. Encourage the establishment/activities of neighborhood associations.	4.54
3. Limit upzonings in predefined "neighborhood preservation areas" in the City.	4.43
4. More clearly and obviously present the City's current non-family household limits in the zoning ordinance.	4.41
5. Limit residential density and household size increases in "neighborhood preservation areas."	4.30
6. Modify residential bulk standards to ensure that tear-downs or home additions are consistent with the size and character of the surrounding neighborhood.	4.29
7. Develop a zoning approach to regulate building additions.	4.25
8. Consider various approaches to upgrade homes in a manner that is compatible with the surrounding neighborhood.	4.21
9. Invest in neighborhood improvements (lights, sidewalks, better streets).	4.14
10. Consider down-zoning in pre-defined "neighborhood preservation areas" to R-1 or R-2.	4.11
11. Offer home buyer assistance to grow homeownership.	4.04
12. Encourage conversion of renter-occupied homes to owner-occupancy.	3.82
13. Encourage rental properties in predefined "neighborhood preservation areas" to be to be rented to families or non-student residents.	3.79
14. Work to reduce student housing demand in areas that are significantly off-campus.	3.79
15. Help convert two-family or multi-family buildings back to single-family homes.	3.78
16. Consider reductions in the number of unrelated people allowed per non-family household.	3.63

Public Kick-off Meeting, May 2009

In May 2009, the City officially began this comprehensive planning process with a public meeting of the Plan and Architectural Review Commission. At the meeting, the consultant discussed the purpose of the *Comprehensive Plan* and City's long history of planning. He also described how the City's previous planning documents would relate to this *Comprehensive Plan*.

The consultant asked the Plan and Architectural Review Commission to identify the City's opportunities and challenges that should be addressed in the *Plan*. The responses were as follows:

- Small town life is what makes Whitewater a unique place, and should be preserved.
- A vibrant downtown is important to the community.
- The City should work on becoming an even more full-service community, so that people do not have to leave the City for services and employment.
- A challenge will be to increase the growth of employers and jobs in the City.
- It is important for the City to grow wisely at its edges, particularly along the Highway 12 bypass.
- It is important to maintain the affordability of single-family housing.
- The City should maximize use of existing infrastructure throughout the City in the same way it has recently been done on the City's east side.
- Starin Road is very pedestrian friendly and Highway U should be improved as a bypass for that area of the City when Starin Road is extended east to Highway 59.
- The University is underleveraged and underutilized. More links should be built between the City and the University. The University is also an excellent source for planning input.

Community-wide Survey, Summer 2009

The City of Whitewater Comprehensive Plan Community Survey was designed and administered by City personnel. The survey was mailed at the end of June 2009 to all property owners and business owners who receive water bills. The survey was also available on the City's website, and residents who did not receive utility bills could complete the survey at the municipal building or the public library.

In total, 3,050 surveys were mailed, and 360 surveys were returned, for a 12 percent response rate.

High School Focus Group, December 2009

On December 3, 2009, 44 students in Mr. Greg Stewart's and Mr. Chris Zimmerman's government and economics classes at Whitewater High School were engaged in a discussion with community leaders (City Manager Kevin Brunner, Police Chief James Coan and Parks and Recreation Director Matt Amundson) about their opinions regarding the City's future.

Public Hearings, November & January 2010

On November 9, 2009, the City conducted a public hearing in front of the Plan Commission on a draft of the *Comprehensive Plan*. Before making its recommendation to the City Council to adopt the *Plan*, the Plan Commission recommended changes to the document based on public comment at the hearing. On January 19, 2010, the City Council conducted a final public hearing, per legislative requirements. The *Plan* was officially adopted at a subsequent Council meeting on February 2, 2010.

An Overview of the City's Future Opportunities

The City of Whitewater is characterized by a diversity of opportunities that can help shape the future of the community. The following list represents the City's most significant opportunities at the time this *Plan* was written, which have been integrated into the goals, objectives, policies, and recommendations found in later chapters of this plan document.

- Establishing a more sustainable and self-sufficient community.
- Growing the economy and expanding employment opportunities that capitalize on the local power plant, particularly in the areas of high-tech businesses, university-related jobs, and businesses and jobs.

- Capturing a greater share of the regional retail market and minimizing "leakage" of local resident spending to other communities.
- Continuing to enhance the downtown as the social and commercial hub of the City, while also providing retail opportunities in other areas.
- Enhancing and upgrading the City's housing stock, and protecting and improving its neighborhoods for all residents.
- Capitalizing on the area's natural resources including Whitewater Creek, Cravath and Trippe Lakes, and the Kettle Moraine.
- Enhancing cooperation with the City's many adjoining and overlapping units of government.
- Continuing to advance and market opportunities for cultural activities and recreation, such as those associated with the University.

City of Whitewater Vision Statement

The City's vision statement intends to broadly describe how the community would like the City to look, feel, and function in the future (e.g., in the year 2030—the planning horizon). All goals, objectives, policies, programs, and actions outlined in this *Plan* should move the City towards achieving this vision. The following vision statement was developed during the City's 2005 visioning/strategic planning process, and was endorsed and adopted during the preparation of this *Comprehensive Plan*.

THE CITY OF WHITEWATER'S VISION

Building upon our rich history, we will continue to be a welcoming, safe, and dynamic community. We will embrace the cultural and educational opportunities that the presence of a thriving university and an increasingly diverse population offers.

We will seek to continually improve and make Whitewater strong by fostering public trust and confidence in our government. We will encourage a community characterized by a spirit of openness and fairness that encourages individuals to participate publicly and prosper personally. We will maintain a high quality of life through careful stewardship of all of our many resources.

Approach for Addressing Sustainability

Wisconsin communities large and small have begun to focus their attention on the concept of sustainability, and have established a variety of initiatives to address sustainability in a comprehensive way. Efforts to achieve community sustainability typically emphasize the preservation of the natural environment. Yet, it has become clear that sustainability initiatives must also involve explicit efforts to maintain a healthy living environment for people. Sustainable societies require a diverse and stable economy, a variety of affordable and comfortable housing options, access to food and education, opportunities for social interaction, and safe and healthy transportation options. Most importantly, advancing sustainability requires that decisions be made based on a consideration of how today's actions will impact the future, and how local activities ripple outward to affect the greater region and the world.

As home to the University of Wisconsin-Whitewater and, in turn, the many young people who attend this institution, the City feels a unique responsibility to advance community sustainability and to support the next generation of thinking about how every community and individual contributes to the world. The City's broad

definition of sustainability also serves as a vital complement to its desire to be a full service community that includes a variety of job opportunities and living options.

Recommendations related to promoting sustainability have been woven into every chapter of this document, and the concept of sustainability was taken into consideration when developing all of the *Plan's* goals, objectives, policies, and recommendations.

The City recognizes that isolated decisions and actions will not, in and of themselves, make the community more sustainable. Rather, it will be the combination of all the City's activities over time that will ultimately move Whitewater toward a more sustainable future. In this sense, it could easily be argued that all recommendations and policies in this *Plan* relate in some way to sustainability. Nevertheless, to help advance the City's sustainability initiatives, those policies and recommendations that are more directly and overtly related to community sustainability have been called out using the following symbol:

Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of this *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to the Plan and Architectural Review Commission, Common Council, residents, and other interested groups and individuals for the next 20+ years.

- Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals attempt to capitalize on the City's key opportunities. Goals were prepared in conjunction with the above vision statement and are presented below.
- Objectives more specifically identify future directions. By accomplishing an objective, the City moves closer to achieving its goals.
- Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- Programs are specific projects or services intended to move the City toward achieving its goals, objectives, and policies.
- Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

City of Whitewater Goals

1. Contribute to the preservation of the agricultural economy and productive farmland in the Whitewater area.

2. Preserve our natural resources—including Whitewater Creek, the two lakes, and the Kettle Moraine—to support the strength of the economy, local quality of life, and the health of natural communities in and around Whitewater.
3. Celebrate our City's unique character, historical and archaeological assets, and vibrant culture, which are all enhanced by the University's influence.
4. Ensure that our neighborhoods and housing provide safe, comfortable, affordable, and enriching places for our residents to live.
5. Promote a future land use pattern that provides comfortable neighborhoods for all our residents, promote business development that focuses on a greater sustainability and self-sufficiency, and maximize compatibility among an appropriate mix of different land uses.
6. Provide and support a comprehensive transportation system that safely accommodates motorists, bikers, pedestrians, and rail commuters, and that supports our City's growing economy.
7. Offer a sustainable range of high-quality and energy-efficient services, utilities, facilities, and amenities to support our City's economy and residents.
8. Grow a sustainable local economy that offers a range of careers, shopping, and services; allow our residents to meet their daily needs without leaving the City; and take advantage of existing businesses, new partnerships, and future-oriented economic opportunities.
9. Continue to work with surrounding and overlapping jurisdictions to achieve mutual goals and address issues that transcend municipal boundaries.

Refer to the individual chapters of this *Plan* for specific objectives, policies, programs, and recommendations.

Chapter Three: Agricultural Resources

AGRICULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Collaborate with the surrounding towns and Walworth, Jefferson, and Rock counties on farmland preservation initiatives.
- Keep non-farm development out of farming areas and limit exurban development in the City's extraterritorial jurisdiction.
- Promote and support opportunities for community gardens.
- Encourage and participate in the development of the State's bioeconomy.

Chapter Introduction

This chapter provides information and recommendations to advance agriculture in the Whitewater area. The information will be used to guide future land use decisions designed to preserve agricultural land, support the farm economy, and help advance economic growth in Whitewater.

Character of Farming

Agriculture is an important component of the regional economy and comprises much of the land surrounding the City. Farmland accounts for 62 percent of land in Walworth County and 70 percent of land in Jefferson County. In 2009, a fair amount of land within the Whitewater city limits was still in agricultural use. Agriculture is fairly diverse in Jefferson County—products include dairy, aquaculture, ducks, forages, nursery stock, pheasants, poultry, eggs, soybeans, and tobacco. Top agricultural products in Walworth County include a wide range of specialty meats, horticulture crops, and equine facilities, in addition to dairy and grain.

Assessment of Farmland Viability

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

Map 2 depicts the locations of Class I, II, and III soils around the City of Whitewater. Areas

of Class I soils are located south of the City, to the northeast and southwest of Whitewater Lake. The majority of soils within the City's immediate vicinity consist of Class II soils.

Therefore, the farmland around Whitewater remains very productive. Preservation of farmland is an important consideration within respect to development related decisions that are covered in this *Plan* and those of nearby communities and counties.

Farmland Preservation Efforts

Lands located within City limits are, in effect, targeted for future development. The same may be said for most lands within the City's 2009 Sewer Service Area (see Map 2).

The continued viability of farming in the region largely depends on the commitment of not only the City, but also surrounding counties and towns. Lands in the surrounding towns are almost entirely zoned for exclusive agricultural use; these zoning districts are intended to preserve land for long-term farming ~~and have a minimum lot size of 35 acres~~ in accordance with Wisconsin Chapter 91. Jefferson County has particularly restrictive policies for land development in areas targeted for long-term farming. Within Walworth County, the area in the Town of Whitewater immediately adjacent to the southern boundary of the City is in the agricultural land holding district—a zoning district intended to keep land in agricultural use until it is appropriate for development. This land is also within the City's Sewer Service Area.

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

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The Wetland Reserve Program provides technical and financial support to help landowners with their wetland restoration efforts.
- The Wildlife Habitat Incentives Program provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- The Grazing Lands Conservation Initiative provides technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans including seeding recommendations, fencing, and watering plans.

State of Wisconsin Farmland Preservation Program ("Working Lands")

Updates to Wisconsin's Farmland Preservation legislation were adopted by the State Legislature in 2009, completely overhauling a program that was introduced in the 1970s. Wisconsin's new Farmland Preservation legislation specifies the following:

- By 2015, every County in the State is required to have a new or updated farmland preservation plan.
- Farmland preservation plans must identify where farmland preservation zoning districts should be mapped and specify how the County intends to grow its agricultural economy.
- Farmland preservation plans must be incorporated into the County's comprehensive plan and must be updated every ten years (the same requirement as for comprehensive plans).
- Counties have the option of adopting a farmland preservation (exclusive agricultural) zoning district. Such districts must be adopted or updated by 2016.
- Counties are required to collect "conversion fees" whenever land is rezoned out of a farmland preservation zoning district. Collected fees are then provided to the State help pay for a purchase of development rights program, which is also part of

- The Environmental Quality Incentives Program (EQIP) provides a voluntary conservation program for farmers and ranchers that promote agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

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

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be ~~35 acres or more and~~ zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. All program participants must comply with soil and water conservation standards set by the State Land Conservation Board. This program was recently amended through the State's new "Working Lands" legislation, described in the sidebar.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners ~~with 35 or more acres~~. The credit is computed as ~~a percentage of up to $10,000 of property taxes, with the maximum credit of $1,500 This has changed but I'm not sure the number now.~~flat per-acre payment of $5, $7.50, or $10, based on the farmland owner's qualifying acres.

Agricultural Resource Goals, Objectives, and Policies

Goal

Contribute to the preservation of the agricultural economy and productive farmland in the Whitewater area.

Objectives

1. Promote compact development patterns and maintain a "hard-edge" between City development and the countryside.
2. Direct new homes to City-sized lots in locations where housing and other development is already located.
3. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas outside the City.
4. Work with the surrounding towns and Jefferson, Walworth, and Rock Counties to help preserve farming as a viable occupation and way of life.
5. Support agriculture as a significant economic activity within areas identified for long-term agricultural use in Whitewater's planning area.
6. Promote business development in the City that capitalizes on and celebrates Whitewater's position and role in a rich agricultural region.

Policies

1. Carefully consider the location of productive agricultural lands before making decisions on the expansion of City services or growth.
2. Work with surrounding towns and Jefferson, Walworth, and Rock counties to advance a land use pattern that directs more intensive development into the City; maximizes the intensity/density of use for lands in the City and future annexed lands to minimize the conversion of agricultural land; and minimizes conflicts between urban and rural land uses.

3. Work with surrounding towns and Jefferson, Walworth, and Rock counties to encourage the continuation of exclusive agricultural (farmland preservation) zoning for most lands in surrounding towns, and the continuation of policies to significantly limit non-farm development of such lands.

Farmlands in and around the City of Whitewater represent an important part of community's character and the local economy.

4. Utilize extraterritorial land division review procedures in the City's subdivision ordinance in conjunction with this *Comprehensive Plan*, limiting non-farm development in productive farming areas identified for long-term farmland preservation.
5. Encourage interim farming use of open lands within future City development areas and "Long Range Urban Growth Areas" identified on Map 5, until such lands are ripe for planned development per the policies in the Land Use chapter.
6. Work cooperatively with Jefferson, Walworth, and Rock counties and the surrounding towns to explore innovative techniques for preserving agricultural lands in the towns including purchase of development rights programs, provided that such a program does not conflict with City growth objectives as expressed in this *Comprehensive Plan* (e.g., development rights should not be acquired over lands within future City development areas and "Long Range Urban Growth Areas" identified on Map 5).
7. Collaborate with the surrounding towns and property owners to preserve farmland and limit non-farm development in future City development areas located outside the City's municipal limits (see Map 5) until a reasonable amount of planned and available lands in and closer to the City are developed, the land has been annexed to the City, and City utilities can be extended to serve the area.
8. Support agricultural business development (e.g., industries that process agricultural materials, agricultural-based tourism uses) and direct marketing opportunities (e.g., farmers market) that enhance markets for local farm products, provide tourism opportunities, and promote community sustainability.

Agricultural Resource Programs and Recommendations

Collaborate on Mutually-Beneficial Farmland Preservation Initiatives

Representatives of surrounding counties and towns, as well as some area land owners have expressed an interest in preserving farmland in the City's planning area. Jefferson County's ~~1999 Land Use Plan~~Farmland Preservation Program, Walworth County's ~~2009 Multi-Jurisdictional Comprehensive Plan~~Farmland Preservation Tax Credit Program, and Rock County's ~~2009 Comprehensive Plan~~Rock County Land Conservation Program all identify long-term farmland preservation as a priority. The counties have instituted and administered various strategies

for achieving this goal, including "exclusive agriculture" zoning districts and the use of urban service areas/sewer service areas to promote planned city and village growth. In addition, Jefferson County is pursuing a Purchase of Development Rights (PDR) program, which may be bolstered by a recently adopted state PDR program that provides funding matches.

The City believes that a healthy farm economy adds many benefits to the region. To this end, it supports and will help implement long-range farmland preservation in areas shown for future "Agricultural Preservation" use on the City's Future Land Use map (Map 5). This map was prepared with close attention to the plans of the counties and other communities in the City's planning area. The City will work to make sure that all farmland preservation initiatives are compatible with long-term City growth within the City's identified future development areas and the "Long Range Urban Growth Areas," as illustrated on the City's Future Land Use map (Map 5). For example, the City does not consider these locations appropriate for development rights/conservation easement purchases.

Limit "Exurban" Development within the City's Extraterritorial Jurisdiction

Keeping non-farm development out of farming areas is a key component of an overall program of farmland preservation. Except for those areas that were already developed with some exurban (rural, non-farm) development at the time this *Plan* was written, the majority of the lands outside the City limits that are not planned for City development have been indicated on the City's Future Land Use map (Map 5) as appropriate for continuation in agricultural use. The City intends to exercise its land division review authority within its extraterritorial jurisdiction to limit housing development in these areas, directing intensive development (e.g., large subdivisions, multi-family residential, commercial, and industrial) to the City or other incorporated communities.

Some of the lands outside the City's ~~2009~~ municipal limits, but within the City's extraterritorial jurisdiction, have been indicated on the Future Land Use map (Map 5) as either appropriate for future City development or, beyond that, as "Long Range Urban Growth Areas." The City anticipates that "Long Range Urban Growth Areas" are not likely to be developed within the 20-year planning period. Therefore, although these lands provide logical long-term (20+ years) urban growth areas, in the shorter-term they should be preserved for mainly agricultural uses so as to maintain a well-defined edge between City development and the surrounding countryside and to ensure that these lands are "reserved" for City growth in the future.

Overall, the City will utilize its extraterritorial powers to achieve the following goals in areas intended for long-term City growth:

- Promote the continuation of agricultural uses in "Long Range Urban Growth Areas" over the planning period.
- Prohibit exurban (unsewered) housing development at gross densities higher than one house per 35 acres over all areas identified for future City development or "Long Range Urban Growth Areas" on Map 5.
- Discourage premature rural development over all areas identified for future City development or "Long Range Urban Growth Areas" on Map 5. Rural development could impede logical and cost-effective future utility and road extensions, result in an inefficient use of land since such developments need to accommodate large septic drain fields or buffers, and/or be incompatible with future surrounding urban growth.
- Discourage loud, unattractive, or malodorous rural businesses in areas that will likely be appropriate for future neighborhood development.
- Discourage uses and project designs that typify a rural level of improvements (e.g., gravel drives, metal buildings) that will not fit in the context of a future urban environment or may impede future investments in high-quality development in the surrounding area.

The City's extraterritorial land division review policies in such areas are described in more detail in the Land Use chapter.

Promote Opportunities for Urban Agriculture (Community Gardens)

Urban agriculture refers to the growing, processing, and distribution of food and other agricultural products in and around cities. There is vast potential for producing food in cities, and examples from around the country include municipal compost facilities, schoolyard greenhouses, community gardens, restaurant supported salad gardens, rooftop gardens, backyard orchards, window box gardens, and beekeeping. Community gardening and other forms of urban agriculture have been shown to provide a variety of benefits including economic benefits, environmental benefits, public health benefits, and reductions in crime—they are truly a sustainable approach to living in communities. Community gardens provide opportunities for recreation and can improve both the mental and physical health of residents, creating a place for social gatherings.

At the time this *Plan* was written, the City, in cooperation with a professor from the University of Wisconsin-Whitewater, had recently established a community garden in Moraine View Park. The garden offers a location for residents who do not otherwise have access to adequate land, such as people who live in apartments or have smaller or shaded lots. Also available are children's garden plots. Organized gardening activities are available for children every Saturday.

Depending on the success of the City's existing community garden, the City will consider the siting of additional community gardens as part of its next Park and Open Space Plan update. The City will also remain open to and support innovative and alternative locations and approaches for community gardens in the City. For example, in addition to public parks, utility rights-of way and school campuses have been used in other communities around the nation to sustain gardens. The City will also continue to support other potential partners who are interested in advancing urban agriculture goals, potentially including the School District and UW-Extension. Finally, the City may consider supporting, to the extent practical, unique approaches to providing water to garden sites, such as by redistributing water collected in regional stormwater detention basins.

WHAT IS THE BIOECONOMY?

Bioeconomy refers to the production of products, chemicals, and energy from renewable biomass (crops, crop waste, wood) instead of non-renewable fossil fuels such as petroleum. Ethanol from corn and biodiesel from crop waste are well known examples of fuels created from biomass. Research is underway to unlock the potential for higher energy yields from other organic sources such as grasses, legumes, and timber, all of which are readily grown in Wisconsin. The potential for biomass is certainly not limited to fuels. Many products that can be made from petroleum, such as plastics and lubricants, can also be made from biomass. By virtue of its natural resources, strong agricultural economy, and research facilities, Wisconsin is in a strong position to develop and expand its bioeconomy and biobased industries.

Encourage the Development of the Local Bioeconomy

Advances in technology are opening up new markets for traditional agricultural products. The "new bioeconomy" is focused on finding new ways to use and process corn, soybeans, and other organic matter into new marketable plastics, fuels such as biodiesel and ethanol, and even pharmaceuticals. As production costs to process these materials decline, environmental regulations are becoming more stringent, petroleum costs are rising, and "green" economic incentives are becoming more widespread.

Wisconsin is in a favorable position to be able to supply raw materials for the rising bioeconomy. To compete with the efforts of other states and regions, Wisconsin has launched a state-wide initiative to position itself to take advantage of this emerging economy.

The City of Whitewater is ideally located near agricultural producers; major research and development centers at the University of Wisconsin-Whitewater, University of Wisconsin-Madison, and Northern Illinois University; and the manufacturing centers of southeastern Wisconsin. This location places the City in an excellent position to be a processor for biobased products through new and expanded industrial development. In addition to economic benefits generated through the use of biomass, the City could benefit from on-site bioenergy production through the use of agricultural products or natural amenities such as wind and geothermal. At the time this *Plan* was written, the City was in the process of exploring opportunities to utilize agricultural waste to produce methane, which would then be used for energy. The treated agricultural waste would then be redistributed to farmers for use as fertilizer. The City will also explore the feasibility and efficiency of other waste to energy alternatives such as garbage incineration

Map 2: Soil Suitability for Agriculture

Chapter Four: Natural Resources

NATURAL RESOURCE RECOMMENDATIONS SUMMARY

- Build an ethic of progressive surface and groundwater mangement using a variety of tools and approaches, and consider different ways to improve stormwater management associated with redevelopment projects.
- Protect environmental corridors and other environmentally sensitive lands.
- Advance the clean-up and restoration of Trippe and Cravath Lakes.
- Advance sustainability by developing a Whitewater-specific approach.
- Preserve and enhance the City's urban forest resources.

Chapter Introduction

A survey of the Whitewater area's natural resources provides an important framework for guiding the *Comprehensive Plan*. As a growing community, such information can help identify the appropriate locations for development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and groundwater protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 3 depicts the area's key natural areas, described in detail below.

Ecological Landscape

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

Topography and Steep Slopes

The topography in Whitewater was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat.

As shown on Map 3, slopes exceeding a 12 percent grade are located between Trippe and Cravath Lakes and in a small area just north of East Main Street. More significant areas with steep slopes are located east and southeast of the City in the Kettle Moraine State Forest. Generally, slopes that have between 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development.

Metallic and Non-Metallic Resources

There are no metallic mining operations in the City of Whitewater. The Whitewater Limestone, Inc., is located directly south of the City in the Town of Whitewater. While there are no active mineral extraction sites located within the City of Whitewater, under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town

that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the county where the mineral deposit is located.

Groundwater

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies all of the water for domestic, commercial, and industrial uses in the City of Whitewater.

The quality of groundwater in the City is good; however, groundwater contamination is a concern in areas around the City that are served by private wells. In these more rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from many sources including improperly functioning on-site wastewater systems, animal feedlots, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

Watersheds and Surface Waters

The City is located within the Whitewater Creek Watershed in the Lower Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and incorporates ten counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico.

Whitewater Creek, Cravath Lake, and Trippe Lake are the City of Whitewater's most prominent surface water features. Whitewater Creek traverses the center of the City, flowing from south to north. Cravath Lake and Trippe Lake are connected by a short segment of Whitewater Creek, and are maintained by dams at the north ends of each lake. The Wisconsin Department of Natural Resources (WisDNR) has identified a portion of Whitewater Creek from Bluff Creek to Willis Ray Road (1.9 miles) at the southern edge of Whitewater that has the potential to become a Class II trout stream, meaning that the trout population has some natural reproduction, but some stocking occurs to supplement natural recruitment. Additional land acquisition and habitat improvement would be necessary to achieve this potential use.

Whitewater Creek

In its Whitewater Creek Watershed report, WisDNR indicated that comprehensive stormwater management planning that emphasizes water quality and reduction of peak stormwater flow, in addition to updates to the City of Whitewater's floodplain zoning map (completed), would provide additional protection to Whitewater Creek, Cravath Lake, and Trippe Lake. In this report, WisDNR also recommends that the City take advantage of federal, state, and private funding opportunities to acquire public access points and lands on Cravath and

Trippe Lakes. In addition, WisDNR recommended the City, potentially in conjunction with Walworth County, apply for a lake planning grant to investigate water quality issues for Cravath and Trippe Lakes, which the City had already done at the time this *Plan* was written.

Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a one percent chance of happening in any given year). Development within floodplains is strongly discouraged to avoid property damage. Map 3 shows the 758 acres of land in the City classified as floodplain, comprising approximately 13 percent of the City's total land area. Floodplain areas in the City are located primarily around Trippe and Cravath Lakes and the Whitewater Creek in the central portion of the City. The National Flood Insurance Rate (FIRM) program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. These maps were updated in ~~2009~~ 2014 and 2015 and adopted by the City, and the City's floodplain ordinance has been revised accordingly.

Wetlands

According the WisDNR Wetland Inventory Maps, wetland habitats comprise approximately eight percent (471 acres) of the City's total land area. Wetland ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife.

Woodlands and Natural Vegetation

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

Rare Species Occurrences/Natural Areas

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities and species of special concern. To find out if a proposed project may impact rare species, developers may request from WisDNR an Endangered Resources Review. Through this process WisDNR will identify for the applicant rare species, high-quality natural communities, and significant natural features in or near the proposed project area.

Occurrences of aquatic endangered species in the City can be found in the southeastern portion of the City around Trippe Lake. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

State Natural Areas/Wildlife Areas

State Wildlife Areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in wildlife preservation and recreation. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes. Whitewater is fortunate to be located in an area surrounded by numerous state natural and wildlife areas:

- The Southern Unit of the Kettle Moraine State Forest consists of 21,000 acres forest land of parallel, steep-sided ridges, conical hills, kettle-like depressions, and flat out-wash plains. Recreational activities in

the forest include bicycling, hiking, camping, swimming, nature study, horseback riding, cross-country skiing, hunting, and fishing.

- Bluff Creek Natural Area is located approximately ~~five~~ three miles ~~east~~ southeast of the City of Whitewater. Bluff Creek features a series of springs and seepage slopes that originate at the base of a morainal ridge. Bluff Creek is also home to numerous rare plant and animal species including tussock bulrush, beaked spike-rush, false asphodel, prairie straw sedge, Ohio goldenrod, slender bog arrow-grass, and the state-endangered queen snake.
- Clover Valley Fen features a series of peat mounds that were formed about 11,500 years ago by accumulations of partially decayed vegetation around slowly flowing springs. Clover Valley Fen and camping area is located south of the City of Whitewater.
- Lima Marsh Wildlife Area, located to the southwest of the City in the Town of Lima in Rock County, is a 2,048-acre park consisting of emergent marsh, restored prairie, and remnant tamarack swamp. Restoration of the Lima Marsh began in 1956, as a Federal Fish and Wildlife Restoration project. Recreational activities include bicycling, berry picking, wildlife viewing, hunting (waterfowl, deer, pheasant), trapping, and bird watching.
- Prince's Point Wildlife Area is located off of County Highway D three miles northeast of the City of Whitewater. This wildlife area consists primarily of riparian wetlands associated with the confluence of Spring Creek, the Scuppernong River, and the Bark River. Activities at Prince's Point include cross country skiing, snowmobiling, hiking, trapping, hunting (waterfowl, pheasant, deer, turkey), canoeing, fishing, wildlife viewing, bird watching, and berry picking.
- The ~~Lake~~ Koshkonong ~~Marsh~~ Wildlife Area, located to the northwest of the City, is a large marsh, just west of Highway 26 along the mouth of the Rock River. It encompasses 844 acres and is home to waterfowl, deer, turkey, pheasants, grassland songbirds, and sandhill cranes. A boat ramp is available on Groeler Road under the Highway 26 Bridge. Snowmobiling, cross-country skiing, and bird watching are other activities. The WisDNR also has a boat ramp and a small natural area on Vinnie Ha Ha Road providing access to the Wildlife Area.

Glacial Heritage Area Project

The Glacial Heritage Area Project is an effort led by the WisDNR to establish a network of conservation areas, recreational facilities, and recreation trails in the Glacial Heritage Area in Southeastern Wisconsin. This area is centered on western Jefferson County, but includes portions of Dane County, Dodge County, Rock County, and Walworth County—including Whitewater. The primary goal of the project is to help meet the demand for outdoor, nature-based, land and water recreational activities by setting aside lands for hiking, biking, wildlife watching, camping, horseback riding, hunting, fishing, boating, and other activities. The portion of Southeastern Wisconsin that is known as the Glacial Heritage Area already boasts one state park, 11 large State Wildlife Areas, 12 State Natural Areas, the Glacial Drumlin and Glacial River trails, numerous county parks, and lands owned by private conservation groups. These resources provide the foundation for establishing an intricate network of "strings and pearls," in which conservation areas and parks represent the "pearls" and trails represent the "strings."

This project also seeks to directly connect these outdoor recreational resources with the numerous communities located within the Glacial Heritage Area. The northern portion of the City of Whitewater is located within the project's study area. The Glacial Heritage Area Proposed Plan identifies a future linking trail along Whitewater Creek connecting Whitewater with Fort Atkinson and eventually continuing all the way up to Lake Mills.

Natural Resource Goals, Objectives, and Policies

Goal

Preserve our natural resources—including Whitewater Creek, the two lakes, and the Kettle Moraine—to support the strength of the economy, local quality of life, and the health of natural communities in and around Whitewater.

Objectives

1. Continue to recognize how significant natural features such as the Whitewater Creek, Cravath Lake, and Trippe Lake help to shape Whitewater's character and identity.
2. Protect natural features including wetlands, rivers, woodlands and mature specimen trees, wildlife habitats, and other environmentally sensitive areas, consistent with state and federal laws.
3. Protect groundwater and surface water quality, specifically associated with the lakes and Whitewater Creek.
4. Link natural resource preservation with recreational opportunities, economic health, and a broader approach to community sustainability.
5. Work with surrounding towns; Walworth, Jefferson, and Rock Counties; non-profit land conservation agencies; property owners; and other interested parties on the long-term preservation of farmland and natural areas in mutually agreed areas.

Policies

1. Encourage a compact development pattern, mixed use development, infill, and redevelopment in the City to preserve open spaces and natural resources.
2. Utilize subdivision review, zoning, and official mapping authority to limit new construction in environmental corridors (see Map 5), archeological resources, and significant environmental features within the City's planning area.
3. Recognize that mapped environmental corridors are taken from generalized sources, and that actual conditions may vary. Refine the boundaries of environmental corridors as development projects are proposed near these areas, with refinements based on actual site conditions.
4. Use environmental corridors depicted on Map 5 to define the edges of development groupings, serve multiple natural and recreational functions (e.g., passive park sites), and enhance neighboring property.
5. Recognize that soil and bedrock conditions and location in certain areas may form constraints for the development that is anticipated by this *Plan*, which is particularly challenging in and

CITY'S INVOLVEMENT IN STATE AND NATIONAL SUSTAINABILITY INITIATIVES

In 2005, the City of Whitewater signed the U.S. Mayors Climate Protection Agreement. This agreement is intended to advance the principles of the Kyoto Protocol on a local level in order to address global climate change. The agreement commits the city to the following:

- Strive to meet or beat the Kyoto Protocol targets in the City, through actions ranging from anti-sprawl land-use policies to urban forest restoration projects to public information campaigns;
- Urge Wisconsin and the federal government to enact policies and programs to meet or beat the greenhouse gas emission reduction target suggested for the United States in the Kyoto Protocol (seven percent reduction from 1990 levels by 2012); and
- Urge the U.S. Congress to pass the bipartisan greenhouse gas reduction legislation, which would establish a national emission trading system.

In October 2009, the City took the additional step of passing a resolution to become a Wisconsin Energy Independent Community. Communities who pass this resolution commit to advancing the State's goal of generating 25 percent of its electricity and 25 percent of its transportation fuels from renewable resources by the year 2025.

around Whitewater. Adjustments to private development plans may be necessary based on more detailed soil and environmental studies at the time of development.

6. Identify and protect rare, threatened, and endangered plant and animal species, relying on data provided by WisDNR and requiring identification of such species as part of development approvals (i.e., through completion of "site assessment checklist").
7. Create a stormwater management system in accordance with the City's stormwater management plan and ordinance; consistently enforce that ordinance; and make that ordinance more widely available and accessible to the public, developers, and property owners.
8. Promote the dedication and acquisition of park lands within and/or adjacent to natural areas, if consistent with the City's Park and Open Space Plan.
9. Encourage neighborhood and site designs that are sensitive to and help connect nearby environmental features, and recognize the potential impacts from and to nearby farming.
10. Use low-impact street design techniques for roads crossing and adjacent to environmental corridors to minimize surface water pollution and runoff.
11. Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites, monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.
12. Map wellhead protection areas for all City wells as part of the recommended update to the City of Whitewater Zoning Map (see Land Use and Implementation chapters).
13. Complete lake management plan for Cravath and Trippe Lakes and implement the recommendations from those plans (see more detailed recommendation later in this chapter).
14. Work to preserve and restore shoreline areas around Trippe and Cravath lakes and Whitewater Creek.
15. Discourage the establishment of new mineral extraction operations within the City limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.
16. Practice a program of community sustainability, including continued implementation of the City's commitments under the Mayors Climate Protection Agreement (see sidebar above).

Natural Resource Programs and Recommendations

Build an Ethic of Progressive Surface and Ground Water Management

Various strategies may be used to mitigate stormwater runoff. Generally, the best strategies are designed to manage runoff onsite, facilitating the infiltration of water back into the ground, or allowing it to evaporate back into the atmosphere. Such approaches typically decrease the quantity of runoff and improve the quality of the runoff that does end up in streams and lakes. The City encourages the following practices for addressing stormwater runoff:

Example of how native landscapes can be integrated into a development site to provide both aesthetic and stormwater management benefits.

- Maximize permeable surface areas. This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods, where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g., less street frontage needed per lot).
- Preserve and enhance environmental corridors. Since the impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts such as lawns, the preservation of environmental corridors will go a long way in mitigating stormwater impacts.
- Install native landscaping. Natural landscapes and vegetation are far better at managing stormwater than manicured groundcover or grounds that have been altered by construction. To save dollars on lawn maintenance and provide better stormwater management, native vegetation and landscaping (e.g., prairie, wetland, woodland) can be installed on appropriate sites.
- Consider unique infiltration and retention areas. Where stormwater basins are necessary to effectively manage runoff, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site. Aside from more traditional techniques like stormwater basins, other possible infiltration techniques include:

Top: A rain garden located outside the Village of DeForest Municipal Center provides attractive landscaping, as well as a location for stormwater to filter back into the ground. A rain barrel has also been installed to directly collect rainwater from the roof.

Bottom: The Village takes advantage of an opportunity to educate the public by integrating educational signage into its rain garden.

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

- *Rain Barrels*: A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The City may actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.
- *Green (vegetated) roofs*: Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. The City will consider installing green roofs on new municipal buildings constructed in the future, and promote them in private developments.
- *Vegetated buffer strips and berms*: Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City may seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas, such as near the Whitewater Creek and the lakes. Programs include the WisDNR Target Runoff Management Program and the WisDNR River Protection Grant Program.
- *Grassy Swales*: Grassed swales function by slowing runoff as it comes off an impervious surface (such as a parking lot). The grassed swale can remove sediments and other pollutants and provides some infiltration into the soil. Still, grassy swales can be ineffective at absorbing and treating runoff during a large rain event.

URBAN DENSITY AND WATER QUALITY

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

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

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

Source: USEPA report "Protecting Water Resources

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

- Foster a compact, mixed use development pattern. The City intends to promote a compact development pattern, focusing on techniques that minimize the amount of land required for additional growth such as infill development, redevelopment, mixed use neighborhoods, and neighborhood design principles described in the Housing and Neighborhoods chapter. Not only will compact development benefit regional water quality (see "Urban Density and Water Quality" sidebar), but it will also facilitate walking and biking, help keep development out of agricultural and natural areas, and be less expensive to serve with public utilities and services.

Consider Different Approaches for Stormwater Management for Redevelopment Projects

By the year 2013, municipalities subject to the municipal stormwater permit requirements of NR 216 Wis. Admin. Code, which include the City of Whitewater, are required to implement a 40 percent reduction in the amount of total suspended solids found in stormwater runoff that enters "waters of the state," when compared to a situation in which no controls would be used. This requirement is under NR 151.13 (2) Wis. Admin Code. Meeting this requirement will not be easy and not be without significant City expense. To accomplish this directive and to preserve the City's surface water and groundwater resources, the City will practice progressive stormwater management techniques and require these techniques of private developers, addressing both water quality and water quantity.

At the time this *Plan* was written, only development projects disturbing one acre or more of land in Whitewater were required to meet certain stormwater standards. However, many redevelopment projects in Whitewater involve less than one acre of disturbance and a significant percentage of development activity in Whitewater occurs as a result of redevelopment of previously-developed sites. The large number of redevelopment projects taken together will have a significant impact on stormwater quantity and quality in the City. Therefore, the City will consider amendments to its stormwater management ordinance to reduce the minimum threshold at which stormwater management is required for redevelopment projects and/or to establish unique water quality standards for redevelopment projects. The City, in consultation with its engineering consultant, will also consider other approaches for mitigating the cumulative effects of incremental increases in impervious surfaces in the City.

Protect and Refine Environmental Corridors

Preserving natural areas and environmentally sensitive lands provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and protect and improve water and air quality. In addition, these areas often consist of wetlands, floodplains, steep slopes, and other specific environmental features, which present severe limitations for development. At the time this *Plan* was written, SEWRPC had not yet updated its environmental corridors to account for recent changes in FEMA

Many undeveloped lands in and around the City are characterized by floodplains and wetlands.

floodplain and WisDNR wetland boundaries. For the purposes of this *Plan*, a "working environmental corridor" layer has been developed and mapped (see Map 5), and is comprised of the following features:

- Water bodies and wetlands as mapped in the WisDNR Wetlands Inventory, most recently amended in 2005. These are subject to regulations at several levels of government.
- FEMA designated floodplains. The County and City are required to limit development within the 100-year floodplain as shown on FEMA's Flood Insurance Rate Maps, amended in ~~2009~~ 2014.
- Seventy-five-foot setbacks from navigable waters and well-defined drainageways.
- Lands with steep slopes of 20 percent or greater.

Under one or more of the following circumstances, the City intends to refine this "working environmental corridor" layer to assist in its review of development proposals and future *Comprehensive Plan* amendments:

- When SEWRPC updates its digital environmental corridor layer and provides it to the City. Note, however, that SEWRPC has not typically mapped environmental corridors located significantly beyond the designated Southeast Region (i.e., not in Jefferson or Rock counties).
- When more detailed study reveals that the characteristic(s) that originally resulted in its designation as an environmental corridor no longer exists, never existed, or exists in a different location or configuration on the site.
- When approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its classification as an environmental corridor will no longer exist.
- When a mapping error has been identified.

Take a Leadership Role in the Clean-up of Trippe and Cravath Lakes

At the time this *Plan* was written, the City was in the process of preparing a lake management plan that would outline best management practices for improving water quality in Trippe and Cravath Lakes. The City's process to evaluate the lakes was funded by a WisDNR Lake Management Planning Grant. A citizen survey administered in conjunction with the study suggested community-wide concern that the environmental quality of the lakes has degraded considerably in recent years, and that a more concerted and formalized effort should be made to restore the lakes.

One possible strategy being explored is the formation of a lake district. If formed, the lake district boundary might encompass the entire city and would be led by a five- to seven-member commission. The commission would be charged with developing and recommending a work plan to advance the clean up of the lakes, as well as an annual budget. Monies obtained through grants, donations, and a possible lake district tax could be used to fund lake clean up and maintenance.

In addition, the City will practice and require developers to practice a variety of progressive erosion control and stormwater management strategies, such as those identified above to help manage and treat stormwater as close to where it hits the ground as possible, thereby reducing the amount of water, pollutants, and sediment that enters the Whitewater Creek and the Lakes. This will also involve taking measures to reduce the amount of erosion occurring in Whitewater Creek.

Since the City of Whitewater is surrounded by active farmland, another significant source of lake pollutants is agriculture, more specifically fertilizers, pesticides, animal waste, and soil erosion. To the extent possible, the City will support the efforts of the surrounding towns; Walworth, Jefferson, and Rock counties; and UW-Extension offices to reduce soil erosion, nutrient runoff, and animal waste runoff from surrounding farms particularly those near the Whitewater Creek.

Design a Whitewater-specific Approach to Community Sustainability

Based on the recommendations in this *Plan,* the City will consider new ways to more directly and proactively advance sustainability. This may involve partnering with the University to brainstorm and implement initiatives. Other organizations also offer advice in this area, including UW-Extension and 1000 Friends of Wisconsin. The City will consider opportunities to work with such organizations to identify a specialized approach to achieving its sustainability goals. Many local and regional "eco-municipality" movements (see sidebar) have also cropped up around the state, including several in Jefferson County. The eco-municipality movement is designed to achieve a more organized effort towards advancing sustainability. The City may consider evaluating how this movement has functioned in other nearby communities to identify opportunities to better organize its own initiatives.

WHAT IS AN ECO-MUNICIPALITY?

An eco-municipality is a community that has adopted *The Natural Step* framework as a guide to a more sustainable future. Using this framework, sustainability is defined by the following four system conditions:

In a sustainable society…

1. Nature is not subject to systematically increasing concentrations of substances extracted from the Earth's crust;
2. Nature is not subject to systematically increasing concentrations of substances produced by society;
3. Nature is not subject to systematically increasing degradation by physical means; and
4. People are not subject to conditions that systematically undermine their capacity to meet their needs.

The Natural Step advises a bottom-up approach to community decision-making and emphasizes the value of educating residents and decision-makers about the benefits of sustainable practices. Instead of prescribing universal courses of action that all communities must follow to achieve sustainability, *The Natural Step* framework encourages communities to use a method called "back-casting." Using this approach residents and decision-makers envision a future in which all of the above system conditions have been met, and then identify specialized ways to move toward achieving that vision.

Source: The Natural Step for Communities: How Cities and Towns can Change to Sustainable Practices, by Sarah James & Torbjorn Lahti

Preserve and Enhance Whitewater's Urban Forest

The City recognizes the important value in preserving and enhancing Whitewater's urban forests (see call-out box). The community's established neighborhoods boast beautiful tree lined streets and the City has been a member of Tree City, USA for 15 consecutive years. To preserve this important legacy, the City will continue to manage and maintain its urban trees and work with other partners such as UW-W to enhance and expand the size and diversity of forested areas, as well as opportunities to utilize such areas for education, recreation, and rejuvenation.

Whitewater's neighborhoods boast beautiful tree-lined streets.

WHY PRESERVE URBAN FORESTS?

An urban forest is comprised of all the trees and associated vegetation and ecosystems found in an urban area. Urban forests are, by their very nature, characterized by the unique interaction between the natural world and the man-made environment. In 2001, it was estimated that urban trees covered approximately 25 percent of Wisconsin's urban areas. Interestingly, this is somewhat lower than in other Midwest States (30 percent in Michigan, 37 percent in Minnesota, and 34 percent in Illinois). The City of Whitewater wishes to preserve and enhance its urban forest amenities, recognizing that higher percentages of tree and vegetative cover in urban areas are associated with tremendous benefits to the community. These benefits include the following:

- Enhancements to air quality
- Management of stormwater runoff and flooding
- Reductions in ambient noise levels
- Improvements in water quality
- Preservation of wildlife habitat
- The moderation of ambient temperature
- Reductions in energy use
- Contributions to community aesthetics
- Increases in property values
- Opportunities for recreation
- Enhancements in the connections between people with the natural environment
- Opportunities for education
- Enhancements in overall human well-being

Source: People and Trees: Assessing the US Urban Forest Resource. David J. Nowak, Mary H. Noble, Susan M. Sisinni, John F. Dwyer. 2001. Journal of Forestry. 99(3)

Map 3: Natural Features

Chapter Five: Cultural Resources

CULTURAL RESOURCE RECOMMENDATIONS SUMMARY

- Preserve Indian Mounds Park, as well as other historically and culturally significant sites and buildings.
- Advance "placemaking" projects to celebrate and showcase the City's unique character and culture and inspire a sense of community.

Chapter Introduction

This chapter provides an overview and recommendations related to Whitewater's cultural resources. This includes not only its historic resources, but also an overview of the places and events that distinguish Whitewater and also contribute to its quality of life.

A Brief History of Whitewater

Whitewater's first settler, Samuel Prince, erected a cabin on his claim of 60 acres in 1837. The Potowatomi Tribe originally named the area Wau-be-gan-naw-po-cat meaning white water because of the white sands that covered the bottom of what is now known as Whitewater Creek.

The Old Stone Mill was constructed in 1839, at which time the community began to grow into an industrial hub. By 1852, the first railroad was constructed through Whitewater, spurring greater industrial growth. It was around this time that several important industries were established, among them were the Winchester and DeWolf Plow Factory (established 1850), the Esterly Reaper Works (established 1857 and at one time Whitewater's largest employer), and the Winchester and Partridge Wagon Works (established 1860).

Between 1855 and 1888, the City's population expanded quickly from 2,224 to 3,621. In 1868, the University of Wisconsin-Whitewater became the state's second public college. The school was originally named the Whitewater Normal School and was dedicated to training teachers. When the school first opened its doors it had only 39 students taught by nine faculty members.

Whitewater continued to grow until the 1890s when Esterly Reaper Works moved its operation to Minnesota and Winchester and Partridge Wagon Works closed its doors. With the loss of these major employers, the City lost one quarter of its population, which it did not regain until the 1950s. During the world wars the community's economy was comprised largely of agricultural trade and light industry.

The Wisconsin Normal School went on to become a state teacher's college, a Wisconsin state college, and then eventually became part of the Wisconsin State University System. It wasn't until 1972 that the campus became known as the University of Wisconsin-Whitewater.

Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 500 documented places in the City of Whitewater within Walworth County and three within Jefferson County. Five properties or areas in the City are listed on the National Register of Historic Places. These include the following:

- East Wing (Old Main) of the University of Wisconsin-Whitewater.
- Halverson Log Cabin of the University of Wisconsin-Whitewater.

- Maples Mound Group located in the Whitewater Effigy Mound Park (or Indian Mounds Park) on the City's west side. This is an extraordinary collection of intact Native American effigy mounds.
- Whitewater Post Office, located at 213 Center Street.
- Main Street Historic District, located along West Main Street from Prairie Street to Fremont Street and Church Street from Forest Avenue.

Archeological Sites

There are 37 archeological sites within the City of Whitewater or within 1000 feet of the City limits designated by the Wisconsin State Historical Society, including the extraordinary Indian Mounds Park. These sites include cemeteries/burial sites and effigy mounds. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist.

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

Cultural Activities and Local Attractions

The culture of the City of Whitewater is as diverse as the people who live here. The following is a sample of the many cultural, recreational, and artistic opportunities in and near the City ~~in 2009~~. While an effort was made to identify many of the City's most prominent events and venues, this list is not intended to be all-inclusive.

Cravath Lake Waterfront Park provides an ideal location for community events.

- The University of Wisconsin-Whitewater (UW-W) offers many cultural opportunities that are not typically available to communities of Whitewater's size, including performing arts and sporting events. For example, the University has one of the top Division III football teams in the nation. In addition, the presence of college students in the community contributes significantly to the culture of the community.
- Young Auditorium, located on the UW-W campus, serves as the regional cultural and education center for the performing arts. Young Auditorium provides continuing education courses, guest lectures, student performing arts, community activities, and conference facilities. Young Auditorium provides an arena for outreach between the UW-W and the community at large.

- Opened in spring 2004, the Whitewater Aquatic and Fitness Center is a 6,000-square foot fitness center that offers personal training, aerobics, and water aerobics; and houses state of the art weight and fitness equipment. It is directly adjacent to Whitewater High School on the City's southwest side.
- Indian Mounds Park, also known as the Maples Mounds Group, is a Native American ceremonial and burial site dating back to approximately 1,000 A.D. This park features a diverse collection of animal and geometric mounds. This site continues to be used for Native American fasts and fire burning ceremonies.
- Located within Cravath Lakefront Park, Whitewater's historic Train Depot is home to the City of Whitewater's Historical Society Museum which houses artifacts and archives of the City's past. At the time of writing, the Depot was undergoing significant renovations. Cravath Lakefront Park itself is home to the City's regionally-renowned 4th of July Celebration.
- Sponsored by the Whitewater Tourism Council, the Whitewater Historic Homes Walking Tour is a historical walking guide of homes, buildings, schools, parks, and cemeteries. Landmarks include the City's octagon house, Birge fountain, and the Victorian Gothic passenger train depot.
- The Whitewater Cultural Arts Center is located in the historic White Memorial Building, which was the original home of the Whitewater Public Library, constructed in 1903.

Cultural Resource Goals, Objectives, and Policies

Goal

Celebrate our City's unique character, historical and archaeological assets, and vibrant culture, which are all enhanced by the University's influence.

Objectives

1. Preserve unique historic and archaeological sites.
2. Preserve and enhance the character of Whitewater's downtown and the City's main entryways.
3. Promote and enhance the City's unique cultural assets as a source of community pride and as attractions.

Policies

1. Promote the restoration and rehabilitation of historic buildings where possible, in order to enhance the viable economic use of these structures, particularly in and around the Downtown.
2. Work with the Whitewater Historical Society, the Landmarks Commission, Downtown Whitewater, Inc., its Design Committee, and property owners to protect historic and cultural resources that contribute to the City's character.
3. Ensure that new development in the downtown is compatible with the historic context and the form, height, and setbacks of existing buildings, using the City's Downtown Design Guidelines to guide decisions.
4. Effectively provide and mark important approaches, transitions, and gateways to significant community features such as the planned University Technology Park and the Walworth Avenue, Elkhorn Road, and Highway 89/59 entrances to the City.
5. Work with the Chamber of Commerce, UW-Whitewater, neighborhood associations, and other local groups and organizations to plan and support local festivals, fairs, markets, and other events that celebrate the City's heritage and culture.
6. Continue to collaborate with the University, the School District, and others to cross-promote and mutually support local events such as sporting events, performing arts events, city festivals, and other activities.

Cultural Resource Programs and Recommendations

Preserve Indian Mounds Park

Indian Mounds Park is established around a Native American ceremonial and burial site that dates back to 1000 A.D. The park has a diverse collection of burial mounds and draws people from near and far to view and learn from these historic features. To preserve and promote this important piece of local and regional history, the City has expanded the park to the west to help buffer this area from future development. If and where deemed appropriate by the State Archaeologist, the City will also support the restoration of mounds that have already been disrupted. Such projects may warrant significant investment to ensure that they are done correctly and effectively, and therefore grants and other contributions (financial and volunteer) will be sought wherever practical.

Preserve Historically and Culturally Significant Buildings

The City will continue to coordinate with the Landmarks Commission, Downtown Whitewater, Inc., the Whitewater Historical Society, and affected property owners to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation. The City will also support these organizations' efforts to educate property owners on resources available to assist with historically-sensitive remodeling projects, which include the following:

- Property owners can qualify for a 20 percent federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional five percent ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
- At the state level, another tax relief program provides a 25 percent Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed $10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provides grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

Advance "Placemaking" Projects in the City

The term "placemaking" generally relates to the idea or process of adding value to both public and private spaces to enhance community identity and better connect people to the local values, history, and culture of a place. In other words, "placemaking" helps instill in people a sense that they belong to a unique and identifiable community.

Examples of placemaking projects may include constructing community or neighborhood entryway features; placing markers on historic or significant community sites; decorating buildings, structures, walkways, or sidewalks; installing or enhancing public art, small monuments, or statues; displaying unique community features or relics from the community's history; working together to construct play equipment or amenities in a public park; hanging signs or banners; planting median strips or terrace areas; and incorporating any other similar or related projects that build upon the culture, history, or unique features of a place.

Placemaking initiatives are generally carried out through locally-based revitalization projects, but need not be expensive or large-scale to be effective. During more difficult economic times, it is important to recognize the impressive achievements communities can make just by drawing upon the energy, creativity, and resources of the people who live and work in a place.

The City will continue to act as a facilitator to placemaking projects in the community where practical. The City of Whitewater has access to a diversity of talent and resources at the University and through groups like the Arts Alliance, who can continue to work with volunteers, students and professors to advance such projects.

Chapter Six: Housing and Neighborhoods

HOUSING AND NEIGHBORHOODS RECOMMENDATIONS SUMMARY

- Advance a comprehensive neighborhood preservation strategy to elevate the quality and appearance of all neighborhoods in Whitewater and provide comfortable places for all residents to live.
- Promote high-quality neighborhood design for Future Neighborhood Growth Areas.

Chapter Introduction

Housing provides shelter, an investment, and lasting memories. When working well, Whitewater's neighborhoods provide a sense of place, comfort, and recreation. This chapter contains goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply and at preserving and enhancing the City's neighborhoods. To fully understand the City's Neighborhood Preservation Strategy, this chapter should be reviewed in tandem with the Land Use chapter that follows it.

Existing Housing Framework

From ~~1990~~ 2000 to ~~2000~~2014, the City's total housing stock increased ~~15~~ 23 percent, from ~~3,743 to~~ 4,323 to 5,319 housing units. As shown in Figure 6.1, multi-family housing units are more prevalent in the City of Whitewater than single-family homes (not considering owner-occupancy versus renter-occupancy). The percentage of multi-family units in the City relative to the overall total of all housing units increased slightly from 1990 to 2000, while the percentage of duplexes and single-family housing units decreased slightly. Figure 6.2 compares the percentages of housing unit types in the City with other nearby communities. The City of Whitewater has an atypically low percentage of single-family housing when compared with other nearby communities. This is a result of the City's higher-than-usual demand for two-family and multi-family rental properties oriented towards University students.

Figure 6.1: Housing Types, 2000-2014

Units per Structure	2000 Units	2000 Percent	2014 Units	2014 Percent
Single-Family (detached)	1,655	38.3%	2,094	39.4%
Two Family and Attached	566	13.1%	716	13.5%
Multi-Family	1,884	43.6%	2,383	44.7%
Mobile Home	218	5.0%	126	2.4%
Total	4,323	100.0%	5,319	100.0%

Source: U.S. Census of Population and Housing 2000 and U.S. Census Bureau, 2010-2014 American Community Survey 5-Year Estimates

Figure 6.2: Housing Unit Comparison, 2014

	Single-Family (detached)	Two-Family and Attached Units	Multi-Family	Mobile Home
City of Whitewater	39.4%	13.5%	44.7%	2.4%
City of Delavan	55.6%	15.3%	29.1%	0.0%
City of Elkhorn	55.8%	10.2%	31.4%	2.5%
City of Fort Atkinson	61.2%	16.7%	21.9%	0.2%
City of Milton	65.7%	16.4%	17.8%	0.0%
Town of Cold Spring	87.5%	9.6%	2.9%	0.0%
Town of Koshkonong	93.6%	5.0%	0.7%	0.7%
Town of Lima	74.3%	3.4%	0.0%	22.4%
Town of Whitewater	93.7%	3.9%	2.2%	0.2%
Village of Palmyra	69.5%	6.8%	16.2%	7.5%
Jefferson County	69.1%	10.4%	16.3%	4.1%
Walworth County	71.1%	8.6%	17.9%	2.3%

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

Figure 6.3 compares other ~~2000~~ 2014 housing stock characteristics in Whitewater with surrounding communities and Jefferson and Walworth Counties. In ~~2000~~2014, Whitewater had an average vacancy rate of ~~4.8~~9.1 percent, ~~slightly less than~~ which is generally comparable to the average vacancy rate for many of the surrounding communities. The percentage of owner-occupied housing units in the City was ~~36.2~~34.7 percent, which was also considerably lower than average for nearby communities, but somewhat more typical for a college community with a large student population. The ~~average equalized value of residential property~~median value of owner-occupied homes in Whitewater in ~~2008~~ 2014 was comparable to neighboring cities and Jefferson County, but considerably lower than Walworth County and several of the surrounding towns. The City of Whitewater's median monthly rent ~~(in the year 2000)~~ of $~~504~~ 743 was fairly competitive compared to nearby ~~communities except for the City of Delavan~~cities and villages.

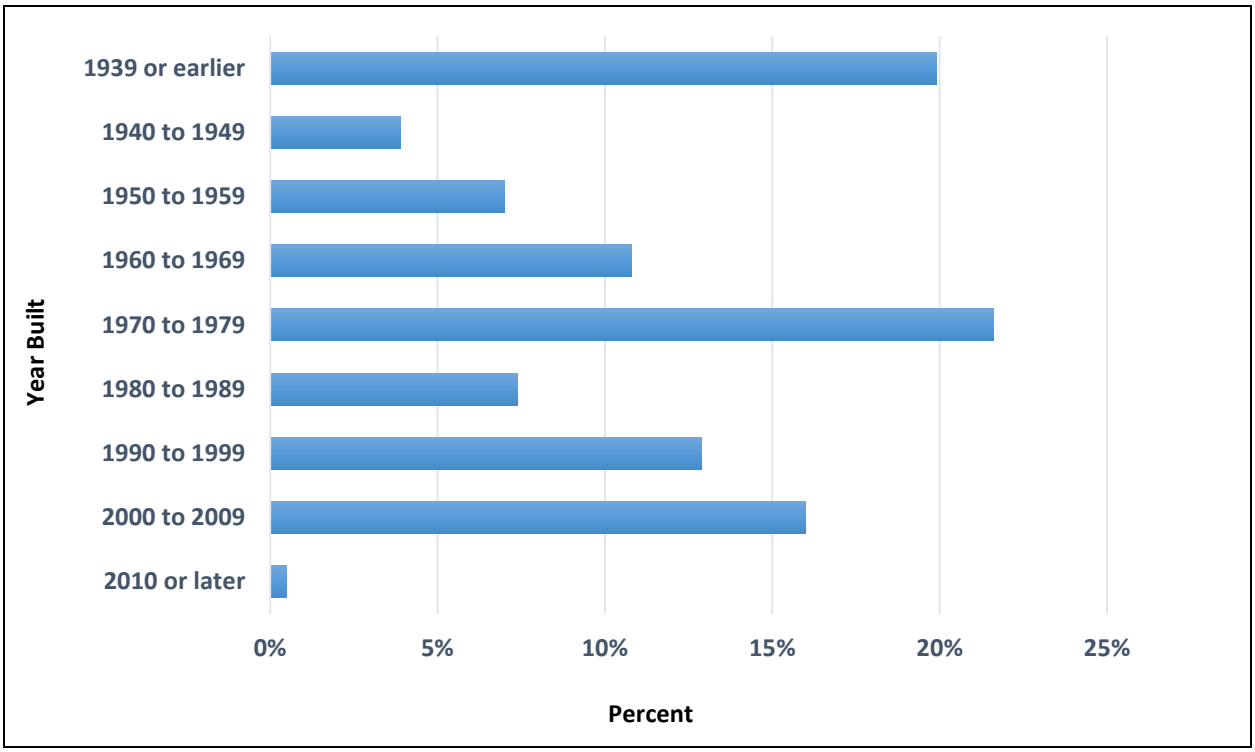
Figure 6.3: Household Characteristics Comparison, 2014

	Total Housing Units	Percent Vacant Housing	Percent Owner-Occupied Housing	Median Value Owner-Occupied Units	Median Rent
City of Whitewater	5,319	9.1%	34.7%	$169,800	$743
City of Delavan	3,433	8.7%	57.5%	$148,100	$796
City of Elkhorn	4,047	0.9%	60.2%	$163,400	$778
City of Fort Atkinson	5,449	6.8%	67.2%	$153,800	$747
City of Milton	2,404	8.0%	69.8%	$129,200	$798
Town of Cold Spring	280	1.4%	85.9%	$232,500	$840
Town of Koshkonong	1,613	12.1%	91.5%	$252,400	$868
Town of Lima	482	1.2%	88.2%	$211,600	$921
Town of Whitewater	899	39.2%	89.0%	$269,300	$775
Village of Palmyra	722	10.8%	74.4%	$155,200	$716
Jefferson County	35,220	8.4%	71.4%	$174,600	$761
Walworth County	51,598	22.8%	68.0%	$191,400	$820

*Source: U.S. Census Bureau, 2000; * Department of Revenue, 2007-08 (includes land plus improvements)*

Figure 6.4 illustrates the age of the City's housing stock based on ~~2000~~ 2010-2014 American Community Survey estimates~~Census data~~. This characteristic is sometimes used as a measure of the general condition of the local housing supply. More than ~~half~~ 60 percent of Whitewater's housing was built before ~~1969~~1979, and nearly ~~25~~ 20 percent was built prior to 1940. The condition of housing in Whitewater has also being impacted by the significant amount of rental housing geared to the student population.

Figure 6.4: Age of Housing as a Percent of the Total 2014 Housing Stock



Housing Programs

The following programs and organizations provide assistance to homeowners and renters in the City of Whitewater:

- CDA Housing Loan Program: The Whitewater Community Development Authority provides loans to low and moderate income homeowners and landlords to make repairs and improvements to residential properties. Housing loans are based on income guidelines, but are offered to eligible applicants with zero percent interest. Money may also be used to assist with home buyer's closing costs and up to one half of a required down payment, subject to certain conditions.
- Wisconsin Housing and Economic Development Authority (WHEDA): Offers home mortgage and improvement loans. Further information can be obtained by visiting the WHEDA website or by contacting Jefferson County's WHEDA representative.
- Community Development Block Grant (CDBG) Small Cities Housing Program: Local governments and counties can apply for CDBG funds for a variety of projects to principally benefit low and moderate income households. Eligible projects include home rehabilitation assistance, programs to provide homeownership opportunities to renters, payment of relocation costs, small public facilities projects, demolition or removal of buildings, conversion of buildings to low or moderate income dwelling units, acquisition of property for the construction of low to moderate income dwelling units, site improvements

for the construction of low to moderate income dwelling units. This program is administered by the Wisconsin Department of Commerce, Division of Housing and Community Development.

- HOME Investment Partnerships Program: Federal grant that provides money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. In Wisconsin, the program is administered by the Wisconsin Department of Commerce, Division of Housing and Community Development.
- Housing Cost Reduction Initiative (HCRI): Grantees can use funds to help eligible homebuyer purchase homes by providing down payment, closing cost, and/or gap financing assistance and to help low to moderate income homeowners prevent foreclosure. Eligible grantees include governments (local or county), Indian tribes, nonprofit corporations, for-profit corporations, a cooperative, a religious society, and a housing authority, including a redevelopment authority or housing and community development authority.
- HOME Consortium: A four-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents. Serves Jefferson, Ozaukee, Washington, and Waukesha Counties.

A Flavor of the City's Existing Neighborhoods

The City's existing neighborhoods provide a range of housing options, offering affordable housing; comfortable and peaceful living environments for families, retirees, and the City's workforce; and a variety of options for undergraduate and graduate students. The City's neighborhoods also help to define the character of the community.

The City's older sections contain a mix of neighborhoods. East of the creek and downtown, the City's older neighborhoods are characterized by relatively modest single-family residences. Washington School provides a gathering spot for these east side neighborhoods. West of the creek, the City's older neighborhoods are more diverse, owing in large part to the influence of the University. Older neighborhoods to the west and south of campus contain a sizable stock of student-oriented rental housing, while older neighborhoods to the east (south of Starin Park) and southwest (in the elementary/middle schools area) are characterized by mainly single-family, owner-occupied housing.

More recent neighborhood development has occurred on the City's west, northwest, south, and southeast sides. This was spurred by the development of the Mound Park Acres neighborhood, along Indian Mounds Drive, in the early 1990s. This neighborhood is predominantly single-family and owner-occupied in character. Most other, more recent neighborhood development near the City's edges certainly focuses on single-family housing, but also includes condominiums and rental apartments in the mix.

Housing and Neighborhoods Goals, Objectives, and Policies

Goal

Ensure that our neighborhoods and housing provide safe, comfortable, affordable, and enriching places in which our residents can live.

Objectives

1. Provide a safe and comfortable living environment for all residents and types of households including families, retirees, students, empty nesters, and owners and employees of Whitewater businesses.
2. Encourage an appropriate mix of housing unit types, densities, and costs in new neighborhoods.
3. Support affordable housing options for renters, students, and residents interested in owning a home.
4. Promote high quality design for all neighborhoods and housing—whether new, upgraded, expanded, or converted.
5. Endorse the maintenance and rehabilitation of the existing housing stock.
6. Work with property owners, residents, and neighborhood associations to encourage neighborhood safety, pride, and cohesiveness.

Policies

1. Based on the land demand analysis included in the Land Use chapter of this *Plan* and as shown on the Future Land Use map, plan for a sufficient supply of developable land (and redevelopment areas) for housing for a variety of income levels (including low and moderate income residents) and age groups (including young people and seniors).
2. Direct new City housing to areas that have convenient access to commercial and recreational facilities, transportation systems, schools, parks, shopping, and jobs; while providing appropriate buffers from more intense or incompatible nearby uses.
3. Organize neighborhoods around community gathering places like parks and schools, mixed use/commercial centers, and green spaces; and ensure interconnectivity between neighborhoods and the broader City.
4. To encourage social interaction and unified neighborhoods, promote carefully planned and high quality new City neighborhoods, as described later in this chapter.
5. Encourage initiatives that strengthen existing neighborhoods through the maintenance of the housing stock; promotion of home ownership where appropriate; creative reuse of vacant or under-utilized buildings; compatible infill development and redevelopment; and development, maintenance, and improvement of parks and street infrastructure.
6. Plan for multi-family housing in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity.
7. Ensure that each new residential neighborhood (subdivision) incorporates an adequate mix of housing styles, layouts, and colors to avoid monotony, mainly by working with developers on covenants that achieve this policy.
8. Encourage modest front yard setbacks, limit front yard parking, promote recessed garages, and encourage other creative housing design characteristics to avoid a "garage-scape" street appearance for new and converted housing.

9. Facilitate high-quality senior housing options, ideally in locations close to services that seniors typically require and enjoy, such as commercial services (e.g., grocery store, bank, restaurants, health care) and cultural activities and venues (e.g., parks, churches, schools).
10. Promote additional residential uses in the upper stories of Downtown buildings—and on redevelopment sites in and near the Downtown—to enhance the viability and vitality of the Downtown area, while assuring that adequate parking is available to serve new residents.
11. Restrict additional subdivision development in rural areas ~~at and beyond the City's fringe~~within the City's extraterritorial jurisdiction, except in areas specifically shown for this type of development on Map 5.

Housing and Neighborhoods Programs and Recommendations

Advance a Neighborhood Preservation Strategy to Elevate All Neighborhoods in Whitewater

The University of Wisconsin-Whitewater constitutes an important element of the City of Whitewater's character, economy, and culture. Therefore, it is not surprising that the University's strong ~~local~~ presence provides both opportunities and challenges for the community. Opportunities include the broad range of cultural and commercial opportunities presented by the University and its students, and the additional tax base and jobs generated by "spin-off" development from the University.

This "spin-off" development also presents one of the greatest challenges ~~to~~ of having a university anchor the community. In particular, off-campus, student-oriented rental housing—if not appropriately located, designed, and managed—can present challenges to one of the City's foremost goals, which is to provide desirable and comfortable places for all residents to invest and live.

As with most university communities, Whitewater is challenged by how to appropriately integrate students into City neighborhoods and simultaneously preserve quiet, safe, stable, and amenity-rich places for non-student residents to live, raise families, and enjoy retirement. For most non-student residents, a house is an investment not only in siding and shingles, but also in family and life. The housing needs, interests, and lifestyles of many college student residents are often quite different and sometimes at odds with those of these non-student residents. As a result, over time, neighborhoods with increasing concentrations of student rental housing generally become less desirable for non-student residents.

The City recognizes that not all neighborhoods in the City are or can be ~~identical~~ equal in terms of character, housing composition, or the percentage of owner- versus renter-occupied housing units. And the reality is that being home to a ~~University~~ university means that the City's neighborhoods must be able to accommodate and integrate those students who do not choose to live on campus.

Yet, despite these and other challenges, the City has identified a number of specific approaches for elevating the quality, appearance, and function of all neighborhoods in Whitewater and for increasing owner-occupancy and neighborhood investment throughout the community. Collectively, these approaches make up the City's Neighborhood Preservation Strategy. The following paragraphs describe this Strategy in more detail.

Approach for Delineating Different Neighborhoods in the City

The first step in developing a ~~City-wide~~Citywide Neighborhood Preservation Strategy was to divide the entire City into separate neighborhoods for preliminary analysis. With City Plan and Architectural Review Commission and staff input, the consultant delineated neighborhoods based on several factors, including commonly understood subdivision boundaries, zoning district boundaries, locations of major roads, and breaks in different types of land uses. The objective in dividing the City up into neighborhoods was to delineate relatively homogenous areas, so that ~~different~~ customized policy approaches could be ~~later~~ developed to address the unique needs of each neighborhood.~~and applied to different areas of the City.~~

After neighborhoods were delineated, the consultant conducted an analysis to gain a better understanding of the characteristics of each neighborhood as compared with all other neighborhoods in the City. For each neighborhood, the analysis included a comparison of the following characteristics:

1. The average assessed value of residential parcels.
2. The average property condition rating for residential parcels per the City's assessment records.
3. The average "curb appeal" rating for residential parcels per the City's assessment records.
4. The percentage of owner-occupied housing within the neighborhood.
5. The neighborhood's distance from and connections to the University, considering obvious and appropriate student travel corridors to and from campus.
6. The locations of the City's elementary and secondary schools.
7. The City's current zoning and future land use plans for the neighborhood.
8. Local knowledge about the existing composition and character of the neighborhood, including the general presence of student renters at the time this *Plan* was written.

Neighborhood Categorizations Based on Analysis Results

Based on the results of the comprehensive analysis described above, the City classified the neighborhoods into four different categories. Each category corresponds with one or more residential future land use designation described in the Land Use chapter of this *Plan* and illustrated on the Future Land Use map (Map 5). This categorization process helped organize neighborhood preservation approaches and direct specific approaches to appropriate areas of the City.

The four neighborhood categories are described below—again, Map 5 shows the future land use designations that correspond to each neighborhood category:

- **Single-Family Residential - City Neighborhoods** are considered to be the most appropriate areas for predominately single-family, owner-occupied housing now and in the future. Within Single-Family Residential - City Neighborhoods, the City will utilize a variety of approaches to maintain a quiet, family-oriented neighborhood atmosphere and to maintain a predominately single-family, owner-occupied housing character. The Single-Family Residential - City future land use designation is described more fully in the Land Use chapter and is shown on the Future Land Use map (Map 5). See that chapter for more detailed policy guidance for this category of neighborhoods.

- **Central Area Neighborhoods** are areas of the City characterized by ~~some additional~~a wider variety of housing types, usually focused on single-family housing, but also including two-family, townhomes, ~~-~~and some multi-family housing (three~~+~~ or more units per building)~~ housing~~. ~~Housing occupancy is a greater mixture of owner-occupied and~~These neighborhoods contain a greater mix of higher-density ~~renter-occupied~~ housing as compared to ~~than in~~ Single-Family Residential - City Neighborhoods. Central Area Neighborhoods are also relatively close to campus and/or are along a logical travel corridor between areas with higher concentrations of student-oriented housing and the campus. These factors also distinguish them from Single-Family Residential - City Neighborhoods.

  It is envisioned that Central Area Neighborhoods will continue to accommodate a similar range of residents, housing types, and owner-occupied and renter-occupied options that they do today. Within such neighborhoods, the City intends to institute a variety of policies to preserve property values, maintain owner-occupancy levels to the extent practical, and preserve an environment in which residents at different stages of life and with varying lifestyles can continue to co-exist. Within Central Area Neighborhoods, "upzonings" (e.g., rezonings from R-2 to R-~~3~~2A) will generally not be entertained, but compatible redevelopment that improves neighborhood quality under existing zoning districts will be

considered. In certain areas, rezoning to the R-2A zoning district to allow more than three unrelated individuals per dwelling unit will be considered. The Central Area Neighborhood future land use designation is described more fully in the Land Use chapter and is shown on the Future Land Use map (Map 5). See that chapter for more detailed policy guidance for this category of neighborhoods.

- **Higher Density Residential Neighborhoods** are those areas located mainly near the UW-W campus that are already characterized by significant percentages of student-oriented and multi-family housing (greater than in Central Area Neighborhood areas), or if undeveloped are logically positioned to accommodate future student-oriented and multi-family housing options. Within Higher Density Residential Neighborhoods, upzonings (e.g., rezonings from R-2 ~~to~~ ~~&~~and R-3 to R-3A) will be entertained in appropriate locations. However, as with the Central Area Neighborhoods, the City will work to preserve and enhance the appearance and functionality of these neighborhoods. The Higher Density Residential future land use designation is described more fully in the Land Use chapter and shown on the Future Land Use map (Map 5). See that chapter for more detailed policy guidance for this category of neighborhoods. Neighborhood Preservation approaches associated with areas designated on the Future Land Use map as Two-Family Townhouse future land use designation are similar to those indicated for the Higher Density Residential. See the Land Use chapter for details.
- **Future Neighborhoods** are areas planned for future neighborhood development on the City's fringe, but were generally not yet developed at the time this *Comprehensive Plan* was written. With such areas, located comparatively distant from the UW-W campus, efforts will be undertaken to create primarily single-family, primarily owner-occupied neighborhoods. The Future Neighborhood future land use designation is described more fully in the Land Use chapter and shown on the Future Land Use map (Map 5). See that chapter for more detailed policy guidance for this category of neighborhoods.

This categorization of neighborhoods is not intended to suggest that certain neighborhoods in Whitewater are more important than others, nor is it intended to diminish the efforts of the many residents who have invested time, money, and years of their lives into their properties and the community. In fact, the intention is quite the opposite. The City must find a realistic, sustainable way to maintain and enhance the City's neighborhoods for its residents, and this categorization is an approach to realize this goal.

Neighborhood Preservation Approaches

The overall Neighborhood Preservation Strategy involves a variety of interrelated educational, incentive, and regulatory approaches, some directed ~~City-wide~~Citywide and others directed to different categories of neighborhoods. Those approaches applicable to all neighborhoods in the City are described in Figure 6.5. Approaches that are specific to one or more (but not all) categories of neighborhood have been described in the Land Use chapter as part of the broader list of policies associated with the future land use designation that corresponds with each neighborhood category (as defined above). Neighborhood preservation approaches located in the Land Use chapter have been called out using a ⇨ symbol.

In order for these approaches to be successful, the City must rely on the efforts and input of all its residents and stakeholders, including students, renters, landlords, developers, home owners, representatives of the University, and neighborhood associations.

Figure 6.5: ~~City-wide~~Citywide Neighborhood Preservation Approaches*

Type of Approach	Description of Approach
Education/Communication	▪ Continue the Foresee Committee and the Neighborhood Enhancement Team to enhance communication among UW-Whitewater, the City, and students regarding the rules and responsibilities associated with living off campus.

Type of Approach	Description of Approach
	▪ Continue to interact and coordinate with the UW-Whitewater on student housing policies that may have an impact on the number of students choosing to live off-campus. ▪ ~~Revise the zoning ordinance to more clearly and obviously present the City's non-family household size limits, which are currently difficult to locate.~~ ▪ Distribute notices to the owners of all rental properties in the City reminding them of the City's requirements on the maximum size of non-family households and outlining the City's expectations for rental housing. ▪ Consider supporting the development of student and renter associations to encourage these populations to have a stronger and more unified voice in discussions with the City. ▪ Identify opportunities to enhance two-way communication between renters/landlords and the City. This could involve a City-sponsored forum to discuss approaches for improving neighborhoods and to identify ways all parties can contribute to this effort. ▪ Encourage the establishment of new neighborhood associations and promote the activities of existing associations. Actively encourage neighborhood associations to include landlords and renters in these associations. Potential resources include the Wisconsin Chapter of the Community Associations Institute and UW-Extension. ▪ In cooperation with neighborhood associations, identify what opportunities exist to enhance neighborhood pride and cohesiveness. This includes developing neighborhood-based events and festivals, as well as enhancing the appearance and functionality of neighborhoods through physical improvements. The City will consider establishing a matching fund to assist individual neighborhoods in funding such events. ▪ Develop graphics and a PowerPoint presentation to visually communicate the City's Neighborhood Preservation Strategy to neighborhoods, UW-W officials, property owners/landlords, community service organizations, and others, and offer to make presentations.
Regulation/Enforcement	▪ Provide a tighter definition for what constitutes a single-family home and consider more careful review of additions based on that definition. ▪ Revisit lot coverage standards for the City's R-1 and R-2 zoning districts to preserve neighborhood character and to limit large backyard parking lots both for aesthetic and stormwater management reasons. ▪ Develop parking strategies to encourage students to live closer to campus, discourage excessive numbers of students from parking on residential streets for extended periods of time, and raise money to fund

Type of Approach	Description of Approach
	investments in neighborhood preservation. This approach may involve variations on the following elements: ○ Accommodate new on-street parking spaces on appropriate streets immediately adjacent to the campus. Such spaces should be allocated by paid permit or (as a second choice) metered. ○ Require student parking permits for certain residential streets close to campus. ○ Work with the University to identify strategies for handling student commuter traffic and parking. Discuss options for using University commuter parking pass revenues to help fund neighborhood preservation approaches, such as supporting the efforts of the Foresee Committee. ○ Consider restricting parking from 2 a.m. to 5 a.m. on certain streets. ▪ Zone lands in accordance with the recommendations in this *Comprehensive Plan*.~~ See Figure 6.6 for general areas that should be evaluated for rezoning following adoption of this *Plan* to support the City's Neighborhood Preservation Strategy.~~ As an alternative or enhancement to rezoning lands, the City could adjust zoning standards within its residential zoning districts. ▪ Vigorously enforce City property maintenance, noise, nuisance, and zoning ordinance provisions, through: ○ Seeking automation and other efficiencies in code enforcement wherever possible. ○ Developing collaborative relationships with neighborhood associations to identify and help resolve violations of City ordinances. ○ Considering increases in neighborhood services officer and/or administrative hours focused on more expeditious enforcement.

** ~~See~~Refer to the Land Use chapter for a description of those neighborhood preservation approaches that are applicable in one or more of the categories of neighborhoods in the City, but not ~~City-wide~~Citywide.*

~~Figure 6.6: Areas to Be Evaluated for Possible Rezoning for Neighborhood Preservation~~

Promote High Quality Design for New "Future Neighborhoods"

For areas designated as "Future Neighborhood" on the Future Land Use map (Map 5), the City seeks to:

- Integrate a diversity of attractive and quality housing types.
- Promote a high percentage of owner-occupancy and single-family housing.
- Provide housing, parks, schools, shops, services, and jobs within walking distance of one another.
- Offer a safe and welcoming living environment for all City residents.
- Support and bolster the economy by providing a desirable place to live for the City's workforce.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike.
- Preserve environmental systems that define, sustain, and connect neighborhoods.
- Provide neighborhoods that make for efficient use of land, thereby minimizing use of farmland in the Whitewater area and minimizing intrusion into natural areas.

New housing should be characterized by designs that emphasize the architecture of the main body of the house, not the garage.

In the design and approval of new neighborhoods (subdivisions), the City will expect that developers employ the following design principles. These principles are intended to complement the City's Neighborhood Preservation Strategy described earlier in this chapter, by creating new neighborhoods with lasting quality.

- Provide Housing Variety, with Emphasis on the Single-Family Home: Incorporate a variety of housing types in a compact and interconnected form, paying particular attention to the scale of buildings, walking distances, and the design of other neighborhood features such as street lights and signage. Single-family homes should be the predominant form of housing.

Street trees and pedestrian lighting, modest building setbacks, landscaped front yards, balconies and porches, and variety in architecture all contribute to a welcoming neighborhood environment.

- Establish Street Activity: Focus new homes toward the street, and incorporate site and building design strategies like decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment. Set back garages from the main body of the house wherever practical, and consider alley-loaded garage options, which may be privately owned to reduce the need for City maintenance.
- Establish Community Gathering Places: Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other institutional uses. Some of these may already exist, while others may be designed into the neighborhood.
- Blend Land Uses: Integrate neighborhood-scale commercial and office uses and other small-scale institutional uses in appropriate locations, generally along busier streets and intersections to draw on a broader market. Bring housing into upper stories of such developments, where appropriate.
- Promote Walkability: Design the neighborhood to facilitate pedestrian movement and enhance citizen mobility within the neighborhood and between the neighborhood and other nearby destinations such as parks, schools, and business and job districts. Continue to require sidewalks and street trees along all new streets, and provide multi-use paths in the environmental corridor and park network in accordance with City bikeway plans.
- Promote Street Connectivity: Interconnect nearly all streets both within the neighborhood and to existing and future adjoining neighborhoods. Limit the creation of cul-de-sacs to places where environmental features, odd property configurations, or the character of development require them.
- Calm Traffic: Accommodate on-street parking (at least in the daytime), and promote narrower streets to calm traffic and increase pedestrian safety. Consider other traffic calming approaches on a case-by-case basis, such as traffic circles and medians. Integrate landscaped medians and boulevards into new neighborhood entryways and collector streets. These new boulevards may also serve stormwater management functions.
- Intertwine Natural Areas: Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management. Provide adequate vegetated buffers between the development and natural features.
- Provide Visual Diversity: Promote variation in the appearance of homes, including differences in color and architecture for houses located on the same street. Promote opportunities to locate garages behind the front façade of the house/building. Consider incorporating anti-monotony design standards into the City's zoning ordinance to advance these goals.

Chapter Seven: Land Use

LAND USE RECOMMENDATIONS SUMMARY

- Use the City's Future Land Use map and related policies when making day-to-day development decisions, like rezonings, site plans, and annexations.
- Promote compact, carefully designed development to enhance community interaction and cohesiveness, preserve resources, and decrease infrastructure and service costs.
- Encourage the redevelopment of key sites, particularly in and around the downtown.
- Implement a variety of polices for elevating the quality, appearance, and function of all neighborhoods in Whitewater.
- Promote and plan for a diversity of land uses to accommodate attractive new neighborhoods; employment, shopping, and service opportunities, and education, recreation, and community interaction.
- Reflect the recommendations in this *Plan* when updating zoning and subdivision ordinances.

Chapter Introduction

This chapter is intended to guide land use decision making in and around the City. Land use planning allows the City to guide development in a manner that promotes economic health, maintains community character, preserves the quality of neighborhoods new and old, and protects sensitive environmental features. This chapter features a map showing recommended future land uses and policies guiding development decisions within different mapped areas. To fully understand the City's Neighborhood Preservation Strategy, this chapter should be reviewed in tandem with the Housing and Neighborhoods chapter that precedes it.

Land Use Map Designations

The Existing Land Use map (Map 4) and the Future Land Use map (Map 5) each depict at least some of the land use designations listed below. On the Existing Land Use map, these designations indicate how land was being used at the time this *Plan* was written. On the Future Land Use map, these designations indicate the City's desired future uses for different parts of the City. Not all of the land use designations listed below are represented on both maps. The following is a summary description of each of the designations.

- Agriculture/Vacant (on Existing Land Use map only): Lands predominantly in agricultural or open space use, or open lands and vacant parcels within the ~~2009~~ City limits.
- Agricultural Preservation (on Future Land Use map only): Land intended for agricultural uses, farmsteads, and rural housing with low non-farm (housing) development densities.
- Single-Family Residential - Exurban: Single-family detached residential development served by individual on-site wastewater treatment (septic) systems, usually outside the City limits.
- Single-Family Residential - City: Single-family detached residential development served by a public sanitary sewer system, usually within the current or planned future City limits.

- Two-Family/Townhouse Residential: Groupings of two-family and attached single-family residential development (duplexes, town homes, two-flats).
- Multi-Family Residential (on Existing Land Use map only): Residential units in buildings that each contain three or more housing units, including rental apartments and larger condominium buildings, but do not contain first floor commercial uses.
- Higher Density Residential (on Future Land Use map only): A variety of residential units, including rental apartment complexes, condominiums, townhouses, and some single- and two-family residences interspersed.
- Mobile Home Residential: Single-family mobile home dwellings, and the associated sanitary, washing, recreational, road, and office facilities to service mobile home dwellings.
- Central Area Neighborhood (on Future Land Use map only): Mostly single-family and two-family housing, with a definite mixture of owner- and renter-occupancy. Some limited smaller-scale multi-family development may be allowed in certain areas, particularly where these types of land uses existed at the time this *Plan* was written or where current zoning supports such uses. See more detailed description and policies later in this chapter.
- Future Neighborhood (on Future Land Use map only): A carefully planned mix of primarily single-family residential development, including some two-family, higher density residential, and neighborhood-compatible business and institutional uses that are consistent with the residential character of the area.
- Community Business: Business and office uses serving local and regional shopping and service needs, and generally located in proximity to both residential areas and major traffic routes. Community Business areas may also include new residential uses meeting the standards of the City's R-3 zoning district, when mixed with commercial uses in a unified project.
- Highway Commercial (on Future Land Use map only): Commercial service, retail, and some light assembly uses that are highway oriented or have large land area requirements, and/or that may be focused on serving the traveling public, generally located in places more distant from residential areas.
- Central Business: Whitewater's historic downtown area, which accommodates pedestrian-oriented retail, service, office, community, institutional, and upper story housing.
- Mixed Use: A carefully designed blend of commercial, office, higher density residential, and/or institutional land uses, usually as part of a Planned ~~Community~~ Development zoning project. Mixed Use areas are intended to be vibrant places that also function as gathering spots.
- Institutional: Public and semi-public uses, including public and private schools, churches and religious institutions, government facilities, museums, institutions geared to senior citizens, hospitals, public transportation terminals, airports, and similar uses.
- University of Wisconsin-Whitewater: The University of Wisconsin-Whitewater campus (~~2009~~ campus boundaries).
- Office/Technology Park (on Future Land Use map only): High quality indoor professional offices; research, development, and testing uses, with certain compatible and specialized manufacturing and support facilities, all in a highly-controlled office park setting.
- Business/Industrial Park: Clean indoor manufacturing, warehousing, and associated uses in a controlled, business park setting.
- Manufacturing: A wide range of industrial uses, generally outside of a business/industrial park setting, including manufacturing, warehousing, distribution, freight terminals, and power generating facilities.
- Mineral Extraction: Quarries, gravel pits, clay extraction, peat extraction, and related land uses.

- Parks and Recreation: Publicly-owned lands devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational and conservancy activities. Also includes privately owned, outdoor recreational lands, such as the Whitewater Country Club. As presented on Map 5, lands designated as "Working Environmental Corridor" are shown over the top of Parks and Recreation lands.
- Working Environmental Corridor (on Future Land Use map only): Lands in floodplain, wetland, steep slope, and/or waterway buffer intended for mainly open space use.

The City's Existing Land Use Pattern

An accurate depiction of the City's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City of Whitewater encompasses approximately nine square miles. Figure 7.1 summarizes the existing acreage allocated to each of the various land use categories in the City limits. The existing land use pattern is depicted on Map 4.

Figure 7.1: Existing Land Use Totals, City of Whitewater, 2016~~09~~

Land Use	Acres*	Percent
Agriculture/Vacant	2,387	41.18%
Single-Family Residential - Exurban	7	0.12%
Single-Family Residential - City	774	13.35%
Two-Family/Townhouse Residential	123	2.12%
Multi-Family Residential	240	4.14%
Mobile Home Residential	27	0.46%
Central Business	14	0.24%
Community Business (also Highway Comm.)	267	4.61%
Mixed Use	2	<0.1%
Business/Industrial Park	165	2.85%
Manufacturing	101	1.74%
Institutional	265	4.57%
University of Wisconsin-Whitewater	397	6.85%
Parks and Recreation	221	3.81%
Rights-of-Way	608	10.49%
Surface Water	198	3.42%
TOTAL	**5,796**	

Source: GIS Inventory, City of Whitewater 2016~~Vandewalle & Associates, 2009~~
** Values have been rounded to nearest whole number*

Residential Development

Residential development areas (neighborhoods) are located throughout the City~~,~~ and are described more fully in the Housing and Neighborhoods chapter. Areas used for Single-Family Residential - City development comprise roughly ~~11~~ 13 percent of total land in the City~~,~~ and roughly ~~21~~ 23 percent of developed land, at an average gross density of roughly three homes per acre. When combined, Two-Family/Townhouse Residential ~~,and~~ Multi-Family Residential, and Mobile Home Residential development areas shown on Map 4 account for an additional ~~four~~ 11.4 percent of developed land in the City. This ~~includes mobile homes, but~~ does not include on-campus dormitories. Average gross densities within Two-Family/Townhouse Residential and Multi-Family Residential areas are between eight and ~~thirteen~~ 13 dwelling units per acre.

Commercial Development

There are approximately ~~148~~ 267 acres in the City of Whitewater used for commercial development, not including commercial uses in the downtown. This accounts for ~~less than three~~4.6 percent of the City's total ~~2009~~ 2016 land area, or ~~roughly five~~nearly eight percent of the City's developed land area. (In comparison, seven percent of the total land area in the nearby city of Fort Atkinson is in commercial uses.) Commercial land uses are generally located along Whitewater's major roadways, including West Main Street, East Milwaukee Street, Highway 59, and the downtown.

Industrial Development

~~Industrial uses currently account for approximately four percent of the City's land.~~ The Whitewater Business Park is located on the northeast side of the City. A heavier industrial area is located along the City's north side, which ~~includes and is near the~~including ~~-~~Cogentrix power plant and the surrounding area. ~~Industrial uses~~Business/Industrial Park and Manufacturing uses ~~-~~currently account for ~~approximately four~~4.6 percent of the City's total land area.

Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for ~~224~~ 265 acres (~~3.9~~4.57 percent) of the City's land. The University of Wisconsin-Whitewater comprises and additional ~~387~~ 397 acres~~, per the consultant's GIS analysis~~. In addition, there are another ~~242~~ 221 acres of public parkland located in the City, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in the Utilities and Community Facilities chapter.

Roughly ~~50~~ 41 percent of the land located within the City limits at the time this *Plan* was written is in agricultural use or is otherwise undeveloped. Of these undeveloped lands, ~~23~~ approximately 47 percent are undevelopable ~~un-developable~~ (i.e., characterized by floodplains, wetlands, or steep slopes).

The City of Whitewater's Neighborhood Plans

The City's neighborhood plans (or quadrant plans as they are sometimes called) have, when combined, served as the City's land use plan, master plan, or comprehensive plan (depending on terminology) for decades. Between the years 1999 and 2009, the City prepared new and updated detailed neighborhood plans for the peripheral areas of the City. Each plan provides specific recommendations regarding land use, natural resources, and transportation for that area of the City. As described in the Introduction to this *Comprehensive Plan,* the recommendations of each of these plans have been integrated into this *Comprehensive Plan,* to the extent appropriate. The following paragraphs summarize each of the City's neighborhood plans that remain relevant.

East Whitewater Neighborhood Development Plan (EWNDP), 1999

Whitewater's East Neighborhood is generally bounded by Highway 59 on the north, Howard Road on the east, the Highway 12 Bypass on the south, and Trippe Lake and Newcomb Road on the west.

The northern two-thirds of the East Neighborhood planning area is reserved for the expansion of the Whitewater Business Park, although much of this space is undevelopable. The southern one-third, the Gateway East Neighborhood, was planned as a mixed use neighborhood focused around a commercial corridor near Elkhorn Road, with parks and associated natural resource-focused open spaces planned on both sides of Elkhorn Road.

Most of the East Neighborhood planning area—and recommendations for the future of this land—have since 1999 been incorporated into the more up-to-date North and South Neighborhood development plans, described below. The exception is Business Park lands west of Howard Road and north of the railroad tracks.

West Whitewater Neighborhood Development Plan (WWNDP), 2001

The West Neighborhood planning area encompasses much of the area on the City's expanding west side. The area is generally bounded by Tratt Street on the east, a private airport and large wetland area on the north, and the Highway 12 bypass on the west.

This West Neighborhood is planned for primarily residential development, with higher density residential uses planned for the areas along major roadways (like Tratt Street) and near intersections. Commercial development is planned for the intersection of West Main Street and Indian Mound Parkway and, further west, near the intersection of West Main Street, Tri-County Road, and the Highway 12 bypass.

Major connections to the road network are envisioned, including a "University Avenue" extending east west from the university to the Tri-County Road intersection with Highway 12. Due to wetlands and floodplains, significant areas are planned to remain in open space. A potential school site is also identified.

North Whitewater Neighborhood Development Plan (NWNDP), 2007

The North Neighborhood planning area encompasses areas on and beyond the north side of the City and is generally bounded by Tratt Street (County Highway N) on the west and Howard Road on the east. The northern edge of the planning area generally corresponds with the City's Sanitary Service Area boundary, as prepared by Southeastern Wisconsin Regional Planning Commission (SEWRPC).

This planning area is envisioned for a wide variety of land uses. These include new residential development on the west side of the planning area, north of the University campus. Parks and open space uses along the Whitewater Creek corridor and nearby lands dominate the central part of the planning area. Industrial development capitalizing on the location along County Highway U, State Highway 59, and the Cogentrix power plant is envisioned for the northern parts of the planning area (east of the creek). Expansion and refinement of earlier concepts for the Whitewater Business Park are the focus of the eastern portion of the area.

Major new and upgraded road connections include the easterly extension of Starin Road all the way to the Business Park, and the upgrading and realigning of Highway U to serve as a better north "bypass" for the City.

South Whitewater Neighborhood Development Plan (SWNDP), 2009

The South Neighborhood planning area encompasses approximately 2,500 acres around the south side of the City. The planning area generally extends from Cravath and Trippe Lakes out to the edges of the City's southern Sanitary Service Area boundary, and east and west to the edges of the City's planned growth areas. The planning area straddles the Highway 12 bypass.

The plan focuses future commercial/retail development near existing Highway 12 bypass interchange locations, particularly at the Elkhorn Road location. There, larger retail uses at a scale similar to those uses currently on West Main Street are envisioned. Smaller, community-focused commercial uses are envisioned near the Highway 89 and Walworth Avenue intersections. At the time the SWNDP was prepared, the University Technology Park was planned for the area south of the Highway 12 bypass and west of Highway 59 and the Whitewater Country Club. Shortly after the SWNDP was adopted, the location for the University Technology Park was moved to the southeastern section of the Whitewater Business Park, which is a location that is also compatible with the SWNDP. Much of the remainder of the planning area is planned for residential development, with opportunities for Whitewater Country Club expansion and a new school site also considered.

The planning process incorporated a concerted effort to work closely with the Town of Whitewater and affected property owners. The Town and City plans are, as a result, in relatively close alignment in the South Neighborhood planning area.

Land Development Trends

Figure 7.2 shows the number and type of building permits issued by the City for new construction from ~~1998~~ 2005 to ~~2008~~2015. For this 11-year period, the City issued building permits authorizing a total of ~~841~~ 445 housing units, or about ~~76~~ 40 new housing units per year. Of this total, only ~~228~~ 130 (or ~~27~~ 29 percent) were for single-family houses, which is below the historic percentage of approximately 40 percent single-family units relative to other housing types. Over this same time period, an average of ~~two~~ one permit ~~s~~ for commercial structures was issued per year.

Figure 7.2: Number of Units for which Building Permits Were Issued, 2005-2015 (New Construction Only)

Type of Structure	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	**Total**
Single-Family Residential Units	50	28	11	6	4	5	0	5	13	1	7	**130**
Duplex Housing Units	4	14	18	14	6	6	2	2	6	6	12	**90**
Multi-Family Housing Units	6	11	52	31	28	0	18	10	12	42	15	**225**
Commercial Permits	1	3	1	1	1	1	0	2	1	0	2	**13**

Source: City of Whitewater

Land market trends indicate that property values are increasing slightly in the City. Between ~~1999 and~~ 2008 and 2015, the State Department of Revenue reported a ~~76~~ 0.41 percent increase in the total equalized value of all property in the City of Whitewater (see Figure 7.3). This rate of increase is roughly ~~-~~comparable to ~~that~~ those seen ~~of~~ in the ~~City of Fort Atkinson, but considerably lower~~ Town of Lima and the Town of Cold Spring. ~~than that of other communities in Walworth County.~~ Other nearby communities have experienced a decrease in total equalized values since 2008. As a whole, Jefferson County saw a~~n~~ ~~84 percent increase~~ nearly 6 percent decrease in property values, and Walworth County's property values ~~increased by 120~~decreased by more than 13 percent. ~~-~~These numbers are striking when compared to the growth rate experienced between 1999 and 2008, during which the City of Whitewater's total equalized value of all property increased by 76 percent, Jefferson County's value increased by 84 percent and Walworth County's value increased by 120 percent. ~~This has perhaps been fueled by growth associated with both the Chicago and Milwaukee areas to a greater degree in Walworth County.~~ This pre-economic-recession rate of growth reflects the housing market bubble, and the current growth rate reflects the subsequent housing market crash and emerging economic recovery.

Figure 7.3: Total Equalized Values

	2008	2015	Percent Change 2008-2015
City of Whitewater	$638,131,200	$640,750,100	0.41%
City of Delavan	$760,057,900	$548,590,800	-27.82%
City of Elkhorn	$754,798,100	$659,590,700	-12.61%
City of Fort Atkinson	$915,405,200	$874,030,900	-4.52%
Town of Cold Spring	$73,953,100	$74,307,200	0.48%
Town of Koshkonong	$384,376,800	$361,841,600	-5.86%
Town of Lima	$92,969,900	$96,822,000	4.14%
Town of Whitewater	$324,378,200	$309,253,600	-4.66%
Village of Palmyra	$135,441,400	$119,549,500	-11.73%

Jefferson County	$6,897,170,600	$6,488,642,200	-5.92%
Walworth County	$15,466,199,300	$13,374,832,500	-13.52%

Source: Wisconsin Department of Revenue

Existing Land Use Conflicts

Land use conflicts are present in areas of the City where residential neighborhoods are adjacent to higher intensity commercial and industrial properties, such as along the East Milwaukee Street corridor and Jefferson Street. Conflicts also exist in neighborhoods where student-oriented rental housing is located within a predominately owner-occupied housing area. Over time, conflicts could arise on the eastern and western edges of the City where existing rural subdivisions will eventually be surrounded by more intensive urban land uses, such as industrial uses on the east side and commercial uses on the west side. (This presents an argument for limiting future "rural" subdivisions of this type near the edges of the City in the future.) Through the land use policies and recommendations presented in this *Plan,* the City seeks to minimize these types of conflicts through thoughtful planning, buffering, limits on rural development, and strategic redevelopment.

Map 4: Existing Land Use

Land Use Demand Projections

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for proposed future demand for future residential, commercial, industrial, and agricultural land uses. As described in the Vision and Opportunities chapter, for the purposes of this *Plan*, population projections over the next 20 years are based on the assumption that the City's average annual percentage change from 2000 to 2014 (0.75 percent) will continue through 2040. (This is referred to as the Compounded Projection scenario.) These assumptions yield a projected land use demand associated with future City growth was projected using the following analysis:

1. **2014 to 2040 population change:** The City's 2040 population is projected to be 17,958, or an additional 3,157 people from 2014.
2. **Projected number of new households in 2040:** Based on an average household size of 2.33 people per household, there is projected to be 1,356 additional households in the City between 2014 and 2040.
3. **Residential density:** Assumed at 5.5 dwelling units per acre, based on historic City density patterns.
4. **Non-residential development ratio:** It was assumed that the ratio of residential to non-residential development will be 59 percent residential to 41 percent non-residential.
5. **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into land use demand projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. The land use demand projection for this *Plan* was made with a 100 percent flexibility factor (i.e., total land area needs yielded from the previous steps were doubled).

Figure 7.4: Land Demand Projections in Five Year Increments, 2014-2040

	2014-2020	2020-2025	2025-2030	2030-2035	2035-2040	Total 2014-2040
Projected number of new residents	675	586	609	632	656	**3,157**
Projected number of new housing units	290	252	261	271	281	**1,356**
Total residential acreage demand	53	46	47	49	51	**246**
Total new non-residential acreage demand	36	31	33	34	35	**170**
Total preliminary acreage demand*	121	105	109	113	117	**564**
Total acreage demand including flexibility factor	**242**	**209**	**217**	**226**	**234**	**1,129**

**Sum of residential and non-residential acreage plus an additional 36 percent to account for roads, sidewalks, parks, and other spaces not already accounted for.*

Land Supply

The supply of land available to meet the projected development demand of ~~844~~ 1,129 acres includes areas of the City that have been planned or approved for development but are not yet built out, lands currently within

City limits but not yet developed, land available for redevelopment, and undeveloped land outside the City limits without development constraints (mainly those within the Sewer Service Area).

The City's Future Land Use map (Map 5) plans for sufficient land area to meet land development demand over the 20-year period. It is important for the City to plan for its longer term future and therefore has identified those lands both within and outside of the City's ~~2009~~ municipal limits that are appropriate for future City growth. Lands shown for development on Map 5 are largely based on the "development plan" maps from the City's neighborhood plans, described earlier in this chapter. However, for the purposes of this *Comprehensive Plan,* certain areas that were shown for nearer term development in the City's neighborhood plans have been reclassified as longer-term development areas (see description of Long Range Urban Growth Areas later in this chapter and shown on Map 5). This is because the development demand calculations—available now but not at the time each neighborhood plan was prepared—justify less acreage for development over the 20-year planning period than anticipated in each of those plans.

As expressed in the Agricultural Resources chapter above, agricultural preservation in the Whitewater area is an important goal for the City. Still, over the planning period, agricultural lands located within the City's planning area are projected to decrease as some of these areas become developed. Since much of the City's future development will occur on what is now agricultural lands, it is reasonable to project that agricultural land within the City's planning area will decrease by roughly ~~800~~ 1,000 acres over the next 20 to 25 years.

It is projected that industrial development will comprise roughly 60 percent of future non-residential development projected in Figure 7.4. This roughly amounts to a projected ~~15~~ 20 acres of new industrial development every five-year period, not including the flexibility factor. It is projected that commercial development will comprise an additional 40 percent of future non-residential development, or roughly ~~ten~~ 13 acres every five years, not including the flexibility factor. The City seeks to increase these projected totals if possible.

Future Land Use Goals, Objectives, and General Policies

Goal: *Promote a future land use pattern that provides comfortable neighborhoods for all our residents, promote business development that focuses on a greater sustainability and self-sufficiency, and maximize compatibility between and appropriate mixing of different land uses.*

Objectives:

1. Promote compact, mixed use development and redevelopment to preserve open space, facilitate interaction, advance economic growth, and advance energy efficiency.
2. Encourage orderly, planned, and phased growth within the City's planning area in general accordance with the City's growth projections and adopted neighborhood plans.
3. Plan for an adequate amount of land to accommodate a variety of land uses including residential, industrial, office/technology, commercial, and institutional uses, working to expand both single-family housing and non-residential uses in the City.
4. Plan for new development in a way that minimizes impacts on the environment, farming, and nearby property owners.

Policies:

1. Follow the land use recommendations that are mapped and described in this *Plan* (Map 5) when reviewing new rezoning requests and making detailed land use decisions.
2. Manage the rate and intensity of planned development to coincide with the City's ability to provide services and manage the impacts of new development.

3. Require that all new development in the City connect to sanitary sewer and public water systems and discourage premature development without public utilities within the City's planning area, particularly in the City's Sanitary Sewer Service Area.
4. Ensure that new development includes high-quality building, site, landscaping, signage, and lighting design (consistent with City ordinances); respects the pedestrian as well as the automobile; and fits within the context of a mid-sized, freestanding community.
5. Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leap frog development patterns.
6. Use transportation and environmental corridor systems to provide appropriate breaks between different land use types and intensities.
7. Relate neighboring land uses to each other through integrated site planning; lighting and signage control; and interconnections for walking, biking, and driving.
8. Ensure appropriate transitions between potentially incompatible land uses. Wherever possible, avoid locating potentially conflicting land uses close to one another, and encourage steps that reduce incompatibilities in existing situations. Where necessary, buffer incompatible land uses through vegetation, fencing, open space, or other techniques. This includes transitions between areas identified for a mixture of housing types and those identified as key neighborhood preservation areas.
9. Carefully consider the impact of pre-existing adjoining uses, such as farming, before approving new development within the City's planning area.
10. Concentrate higher intensity commercial development along the City's main highways, particularly along the Highway 12 bypass near at-grade intersections/future interchanges, and in high-visibility locations, recognizing that the market may not support such uses in all locations that have these characteristics.
11. Work cooperatively with the University of Wisconsin-Whitewater on the development of a University Technology Park as a center for "next generation" job and tax base growth for the community, implementing the recommendations of the Whitewater University Technology Park: Feasibility Study.
12. Diversify the commercial and employment base in the City to promote greater economic self-sufficiency and sustainability, implementing the recommendations of the Whitewater University Technology Park: Feasibility Study and Strategic Implementation Recommendations and Strategies for Retail Recruitment Report.
13. Work with Downtown Whitewater Inc., to preserve and enhance the historic character of the downtown. Promote mixed use redevelopment and infill in and around the downtown and on other key sites.
14. Direct lower intensity, predominantly residential uses to areas that surround open space, where available, and to other areas that may be less attractive for non-residential development. Orient such new residential development to adjoining open space without restricting public access or views to that open space.
15. Plan for new neighborhoods that feature a variety of housing, transportation, shopping, service, and recreational options, organized around gathering places and interconnected with the rest of the City, using the City's neighborhood plans as a guide.
16. When reviewing development proposals, require adherence to zoning ordinance design standards and encourage compliance with the design guidelines in the City's neighborhood plans, Downtown Design Guidelines, City of Whitewater Landscaping Guidelines, and City of Whitewater Parking Lot Curbing Guidelines.
17. Modernize, professionally refine, and update the City's zoning map, particularly as a means for better understanding of existing zoning and for full implementation of the City's Neighborhood Preservation Strategy (see the Housing and Neighborhoods chapter).

18. Continue consistent and assertive enforcement of existing building and property maintenance codes to maintain property values and the overall appearance of the City.
19. Allow lands that were in agricultural use (cropping) at the time this *Plan* was written but are shown on the Future Land Use map as planned for development to continue to operate as crop farms as long as desired by the property owner.

Land Use Recommendations, Specific Policies, and Programs

This section of the *Plan* is intended to guide land use and development in the City over the next 20 to 25 years. Map 5, the Future Land Use map, is the centerpiece of this chapter and illustrates the *Plan*'s land use direction. It is based on an analysis of a variety of factors including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, and the City's desired Neighborhood Preservation Strategy. The Future Land Use map and the following detailed recommendations also reflect citizen input gathered over the course of several years leading up to this planning process, and the City's overall vision, presented in the Vision and Opportunities chapter.

The Future Land Use map and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning map. They should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use map will develop during the next 20 to 25 years. Also, not all land shown for development on Map 5 will be appropriate for rezoning or other land use approvals immediately following adoption of this *Plan*. Rather, the Future Land Use map shows those areas in and around the City that are the most logical development locations for new City growth, regardless of the ~~absolute~~ actual timing of development. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential.

The City advocates the phased development of land that focuses growth in areas and types that advance the City's vision and that can most efficiently be served by transportation, utilities, public services, and other community facilities. The City expects that the following areas will be ripe for development within the next ten years:

- The Prairie Village area, on the north side of the City along Fremont Street
- Area located east of the existing Starin Road (where the roadway extension is planned; see Map 6)
- Lands within the Whitewater Business Park
- The Whitewater University Technology Park
- The Elkhorn Road corridor on the City's southeast side
- Lands immediately east and west of the High School and the Indian Mound Parkway extension, on the City's southwest side
- Lands on the west side of the City between the bypass and West Main Street (generally west of Indian Mounds Park)
- ~~Lands west of North Tratt Street, between existing developed lands in the Carriage Drive area and the Park Crest neighborhood~~

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City, with the recognition that the City's growth will be facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. As a result, implementing many of the land use recommendations of this *Plan* will benefit from intergovernmental coordination and cooperation. Specific strategies and opportunities for cooperation are described in the Intergovernmental Cooperation chapter. The City may also take unilateral action as allowed by law to attempt to carry out its land use vision.

Each of the future land use categories shown on Map 5 is described below. Each land use designation description summarizes where that type of land use should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future. Condominium forms of ownership are appropriate for all residential future land use categories.

Where applicable, the ⇨ symbol identifies policies associated with the City of Whitewater's Neighborhood Preservation Strategy, which are described in the Housing and Neighborhoods chapter.

Descriptions and Policies of Residential Future Land Use Designations on Map 5

1. Single-Family Residential - City

Description: This future land use designation is intended for single-family detached residential development, served by public sanitary sewer service. Small institutional uses—such as parks, schools, and churches—may also be built on lands mapped under this designation. As shown on Map 5, Single-Family Residential - City areas are envisioned mainly in and around pre-existing single-family areas. ~~Single-Family Residential - City land uses are~~ This category is also a key component of the Future Neighborhood future land use designation, which is described later in this chapter.

Example of Single-Family Residential - City development

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the R-1 Single-Family Residential District and the R-1x District.

b. In addition to the city-wide neighborhood preservation approaches described in the Housing and Neighborhood chapter, the City will pursue the following additional neighborhood preservation approaches for Single-Family Residential - City neighborhoods, following additional research where necessary:

   1. Amend the City's R-1 Single-Family Residential District, potentially reducing the minimum lot size and lot width requirements to match those same requirements for single-family homes within the R-2 One- and Two-Family Residence District. This will make the R-1 district more widely applicable to existing and future neighborhoods in the City, thereby making it more appealing to map the R-1 district than it is today.

   2. Revisit and potentially revise lot coverage standards for the R-1 and R-1X zoning districts to help preserve neighborhood character and limit large backyard parking lots, for aesthetic, noise and light mitigation, and stormwater management reasons.

   ~~3. Consider reducing housing unit occupancy to a maximum of three unrelated individuals in certain areas where R-3 zoned lots abut lands zoned R-1, R-1X, and possibly R-2, as a means to facilitate smoother population density transitions in these areas.~~

   ~~4. Revisit the concept of Planned Residential Developments (PRDs) and consider removing these provisions from the zoning ordinance (at least in the R-1 district), instead requiring a rezoning to Planned Community Development (PCD) or other zoning district for projects that may have~~

~~otherwise been enabled by PRD conditional use provisions. Alternatively, the City may consider amending the PRD ordinance text to clarify the intent of the option, which is to allow for the clustering of single-family homes in more creative development forms, and not to permit increases in residential density or intensity.~~

~~5.~~3. Consider retooling the City's housing rehabilitation and home buyer assistance loan programs to focus on increasing rehabilitation and increasing owner-occupancy in Single-Family Residential - City neighborhoods and to broaden the pool of people eligible for these types of assistance programs. Additional funding sources may include University of Wisconsin~~—~~ Whitewater, CDBG monies, tax increment financing revenues, re-inspection fees, and parking permit/meter fees.

~~6.~~4. During the City's annual evaluation of its Capital Improvement Program, consider the needs of Single-Family Residential - City neighborhoods as one criterion for determining the allocation of funds for public improvements, recognizing that quality neighborhoods depend in part on quality public spaces and infrastructure.

c. Encourage new development in Single-Family Residential - City areas generally at densities of four to six homes per acre. Promote the construction of compact, smaller lot single-family uses.

d. Minimize incompatible land uses (e.g., high traffic generators, noisy users) within or adjacent to Single-Family Residential - City areas. Where such uses do occur in close proximity, encourage the use of buffers to mitigate the impacts such land uses could have on these residential neighborhoods.

e. Plan for interconnected street, sidewalk, trail and open space networks in new residential areas; between individual subdivisions; and between new neighborhoods, parks, the University, schools, the downtown, the Business Park, and the Technology Park.

f. Promote diversity in housing architecture, design, formats, and colors. Promote housing designs in which garages are recessed from the front façade of the house, side-loaded, or detached and located behind the house. In any case, the garage should not dominate the front façade of the house.

2. Single-Family Residential - Exurban

Description: This future land use designation is intended to accommodate single-family detached residential development served by individual on-site wastewater treatment (septic) systems. This type of development is shown on Map 5 in a few other scattered locations around the City where smaller subdivisions existed at the time this *Plan* was written, and are separated from planned City growth areas.

Example of a Single-Family Residential - Exurban use

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. Exercise City extraterritorial land division review authority to ensure that Single-Family Residential - Exurban development is limited to the areas indicated for this type of use on Map 5, except at those densities that are compatible with the City's extraterritorial land division policies (see the Intergovernmental Cooperation chapter).

b. When public sewer service and water service becomes available to existing subdivisions and individual lots that currently contain Single-Family Residential - Exurban uses (i.e., houses on well and septic systems), ~~attempt to~~ require connection to such public systems.

c. Plan for interconnected roads in new residential areas and between individual subdivisions, and link town to City roads wherever practical.

3. **Two-Family/Townhouse Residential**

Description: This future land use designation is intended to allow for groupings of two-family and attached single-family residential uses with individual entries—such as duplexes, town homes, and two-flats—all served by sanitary sewer. Small institutional uses—such as parks, schools, and churches—may also be built on lands within this category. Areas designated for Two-Family/Townhouse Residential land uses are shown on Map 5 mainly where these types of uses existed at the time this *Plan* was written. Two-Family/Townhouse Residential uses are also a component of the Future Neighborhood future land use designation, described below.

Example of Two-Family/Townhouse Residential Use

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation are the R-2 One and Two-Family Residence District, along with PCD zoning. Pre-existing areas zoned R-3 may also be used for this purpose.

b. Consider amending the existing R-2 District to (i) allow all forms of duplexes and two-flats (both converted buildings and new buildings) as conditional uses, (ii) limit the maximum allowable building size to duplexes/two-flats, and (iii) consider reducing maximum lot coverage standards ~~revisit~~ lot coverage standards to preserve neighborhood character and limit large backyard parking lots for aesthetic, noise and light control, and stormwater management reasons.

c. Plan for interconnected street, sidewalk, trail and open space networks in new residential areas; between individual subdivisions; and between new neighborhoods, parks, the University, schools, the downtown, the Business Park, and the Technology Park.

d. Promote diversity in housing architecture, design, formats, and colors. Promote housing designs in which garages are recessed from the front façade of the house, side-loaded, or detached and located behind the house. In any case, the garage should not dominate the front façade of the house.

e. For townhouses and rowhouses allowed under this future land use designation, require clearly defined, individual entries to the outside for each housing unit; a clear orientation of each housing unit to the public street; and clearly defined front porches/stoops and other architectural details to enhance street-facing appearance and activity.

f. Allow up to eight attached housing units in townhouse/rowhouse designs, provided that this is compatible with existing zoning or the scale of the surrounding neighborhood if rezoning is proposed. This policy is not intended to enable standard eight-unit apartment buildings under this designation, but rather townhouses/rowhouses that meet the design standards in this section.

4. Central Area Neighborhood

Description: The Central Area Neighborhood future land use designation is mapped within areas of the City characterized by some variety of housing types, usually focused on single-family housing, but also including two-family and some multi-family (three+ units per building) housing. Housing occupancy is mixture of owner-occupied and renter-occupied units. Central Area Neighborhoods are positioned relatively close to campus and/or are along a logical travel corridor between areas with higher concentrations of student-oriented housing and the campus. Carefully addressing the City's Central Area Neighborhoods is key to an effective and sustainable Neighborhood Preservation Strategy.

Example of typical home within the Central Area Neighborhood future land use designation.

Certain properties in the Central Area Neighborhoods are suitable for increased occupancy, specifically those on larger lots that can accommodate additional on-site parking and those buildings that are designed so that they could accommodate additional bedrooms. Other properties are not suitable for such conversions. In order to accommodate student-oriented housing on a case-by-case basis, the City of Whitewater has established the R-2A overlay zoning district which allows up to five unrelated individuals per dwelling unit with the granting of a conditional use permit. Only properties in the R-2A Overlay Permission Area are eligible to apply for R-2A zoning. R-2A zoning is granted on based on the suitability of the property for increased occupancy as well as other factors specific to the property. Areas outside of the R-2A Overlay Permission Area are limited to three unrelated individuals per dwelling unit.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation are the R-1 Single-Family Residential District, the R-2 One and Two Family Residential District, and the R-3 Multi-Family Residential District (but only in areas where the R-3 district was already mapped on the date this *Comprehensive Plan* was adopted).

b. In addition to the city-wide neighborhood preservation approaches described in the Housing and Neighborhood Development chapter, the City will pursue the following additional neighborhood preservation approaches for Central Area Neighborhoods, following additional research where necessary:

1. Within the R-2A Permission Area: Consider rezonings to R-2A zoning district to allow up to five unrelated individuals on a case-by-case basis.

~~1.~~2. Outside of the R-2A Permission Area: Strongly discourage rezonings from less intensive to more intensive residential zoning districts (e.g., from R-2 to R-3), in order to preserve the overall character of the Central Area Neighborhoods and prevent R-3-level housing densities in areas that were not previously zoned R-3.

~~2.~~3. Consider amending the existing R-2 District to (i) allow all forms of duplexes and two-flats (both converted buildings and new buildings) as conditional uses, (ii) limit the maximum allowable building size to duplexes/two-flats, and (iii) consider reducing maximum lot coverage standards ~~revisit lot coverage standards~~ to preserve neighborhood character and limit large backyard parking lots for aesthetic, noise and light control, and stormwater management reasons.

~~3. Within pre-existing areas zoned R-3 in Central Area Neighborhood areas shown on Map 5, and where other discretionary development approvals (e.g., conditional use permits) are considered, consider limiting the number of unrelated housing occupants to the number of bedrooms in the unit.~~

4. Consider amendments to the zoning ordinance that would require design review of any proposed increases in the number of bedrooms of pre-existing housing units within Central Area Neighborhood areas.

5. Work with developers and landlords to identify ways the City can help facilitate housing conversions, housing upgrades, and the development of new housing to meet expected demands for student and renter-occupied housing.

6. Work to form and empower neighborhood associations in these areas to serve as a voice for the neighborhood on areas of common concern.

c. To protect and elevate the character, quality, appearance, and function of Central Area Neighborhoods, utilize the following criteria to consider whether and how to grant requested approvals that will result in increases in the number of housing units within any building or lot:

1. The extent to which the project provides a positive and lasting contribution to the character of the neighborhood.

2. The extent to which the project improves the appearance and condition of the building and lot, and increases or at least maintains the value of the subject property and surrounding properties for current and possible future uses in accordance with City plans.

3. A determination that architectural styles, building size, building height, lot coverage, setbacks, buffering, number of housing units, parking, ~~tenure (owner or renter)~~ and landscaping are compatible with surrounding development and preserve the overall character of the neighborhood. New and converted buildings that are out of proportion with the houses on nearby lots are discouraged.

4. A design whereby all housing units provide or retain individual entries to the outside. Entries from a common hallway are generally not permitted.

5. Design and placement of residential buildings so that are they oriented toward the street. For example, modest front setbacks, porches and balconies on the front façade, and new garages located behind the front façade of the residence are encouraged.

6. Proposals to convert attached garages to living spaces would be allowed only under certain conditions, such as when the applicant can demonstrate that the conversion will actually improve the appearance, value, and function of the house and lot and that where following construction there will be no evidence that the space was once a garage (e.g., driveways once leading to the garage ideally

restored to green space or reoriented, new façade of the former garage matches the remainder of the house).

7. A design and operational approach that assures that the project will not require the establishment of "commercial" or "apartment-like" features (e.g., commercial dumpsters, tall light poles, large parking lots).
8. Assurances that the maximum number of unrelated persons in the housing unit will be restricted to the number of bedrooms in the unit, or maximum requirements of the zoning district, whichever are less.
9. The extent to which stormwater management enhancements contribute to efforts to reduce stormwater runoff ~~city-wide~~citywide.
10. A determination that required off-street parking will be provided in a manner results in a parking arrangement and associated landscaping that are aesthetically pleasing and include progressive stormwater management approaches.
11. Where applicable, a design that shows that a house that is proposed for conversion/expansion is suitable for that intent without significant compromises to the building architecture, floor plan, and/or historic character.
12. In the case of proposed expansions to existing buildings, consideration of whether the lot (possibly in combination with other adjacent) would instead be better suited for building demolition and new construction.
13. Variances to zoning ordinance provisions are not required, except where such variance will clearly meet hardship criteria and advance the above criteria.

5. Higher Density Residential

Description: This future land use designation is intended to accommodate a variety of residential units at higher densities—including rental apartment complexes, condominiums, townhouses, and the continuation of pre-existing single- and two-family residences where desired—all served by sanitary sewer. Small institutional uses—such as parks, schools, and churches—may also be built on lands within this category. Areas are mapped Higher Density Residential on Map 5 mainly near the UW-W campus, in areas that are already characterized by significant percentages of student-oriented and multi-family housing (greater than in Central Area Neighborhood areas). Or, if the land is undeveloped, Higher Density Residential areas are logically positioned to accommodate future student-oriented and multi-family housing options. Along West Main Street, west of Franklin Street, those areas identified as Higher Density Residential on Map 5 may also accommodate small businesses such as business offices, consistent with the provisions of the City's R-3

zoning district. This may promote the preservation of larger existing brick homes along this corridor by allowing the continued conversion of these homes to smaller businesses and offices.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. When considering future rezoning requests, the existing City zoning district most appropriate to implement this future land use designation is either the R-3 Multi-Family Residence District or the P~~C~~D Planned ~~Community~~ Development district.

b. In addition to the ~~city-wide~~citywide neighborhood preservation approaches described in Housing and Neighborhood Development chapter, the City will pursue the following additional neighborhood preservation approaches for Higher Density Residential neighborhoods, following additional research where necessary:

Example of Higher Density Residential development in Whitewater

1. Work with developers and landlords to identify ways the City can help facilitate housing conversions, housing upgrades, and the development of new housing to meet expected demands for student- and renter-occupied housing.
2. Encourage the development of owner-occupied multi-family housing (e.g., condominiums), wherever practical.
3. ~~In association with new building projects that require discretionary approval (e.g., rezoning, conditional use permit), consider occupancy restrictions that limit the number of unrelated people allowed per non-family household.~~

~~4.~~3. As recommended by the Housing Task Force, further consider the desirability, legality, and approach to requiring developers of new multi-family housing—or alternatively of upzoning lots for higher density residences (e.g., from R-2 to R-3)—to contribute financially or in-kind to the City's Neighborhood Preservation Strategy, such as by providing or funding the conversion of two- or multi-family residences in planned Single-Family Residential - City areas.

c. To protect and elevate the character, quality, appearance, and function of Higher Density Residential neighborhoods, utilize the following criteria to consider whether and how to grant requested approvals that will result in increases in the number of housing units within any building or lot:

1. The extent to which the project provides a positive and lasting contribution to the character of the neighborhood.
2. A determination that such project is supported by adopted City plans covering the area, including the City's desire to preserve certain areas outside of the district for single-family housing that is not student-oriented.
3. The extent to which the project improves the appearance and condition of the building and lot, and increases or at least maintains the value of the subject property and surrounding properties for current and possible future uses in accordance with City plans.

4. A design and determination that off-street parking for the requested number of units can be provided in a manner that will meet ordinance requirements, result in a parking arrangement and associated landscaping that is aesthetically pleasing, and include stormwater management so as to not negatively affect nearby properties or the City's stormwater management system. The City may require that the petitioner demonstrate parking could be accommodated in a manner that meets the expected demand associated with having the proposed number of unrelated persons living in each housing unit or maintains full compliance with parking space quantity and location requirements in the zoning ordinance.
5. Consideration of the character of nearby residential land uses, including the predominant number of units per building, whether surrounding buildings are predominantly renter or owner-occupied, and whether the scale of the proposed project is compatible with the surrounding neighborhood.
6. Where applicable, a design that shows that a house that is proposed for conversion/expansion is suitable for that intent without significant compromises to the building architecture, floor plan, and/or historic character.
7. In the case of proposed expansions to existing buildings, consideration of whether the lot (possibly in combination with other adjacent) would instead be better suited for building demolition and new construction.
8. The extent to which stormwater management enhancements contribute to efforts to reduce stormwater runoff ~~city-wide~~citywide.

d. Apply the following design guidelines to building projects in the Higher Density Residential areas (guidelines will be applied to conversions/expansions of existing buildings to the extent practical):

1. Incorporate architectural designs that fit the context of the surrounding neighborhood.
2. Encourage layouts where buildings appear as a grouping of smaller residences.
3. Promote the use of brick and other natural materials as components of building facades.
4. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.

Example of desirable Mixed Residential design and character.

5. Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
6. Locate dumpsters and other unattractive uses behind buildings and/or screen them with materials that match the building.
7. For parking lots and garages, generally promote the following: (1) locate garage doors and parking lots so they are not the dominant visual element; (2) buffer parking areas from public view; (3) break up large parking lots with landscaped islands and similar features; (4) provide direct links to building entrances by pedestrian walkways that are physically separated from vehicular movement areas; (5)

large, prominent parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.

8. Offer on-site recreational and open space areas to serve the needs of residents.
9. Provide generous landscaping that is of sufficient size at time of planting. Emphasize landscaping in the following areas: (1) along all public and private street frontages; (2) along the perimeter of all paved areas and in islands in larger parking lots; (3) along all building foundations; (4) along yards separating land uses that differ in intensity, density or character; (5) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (6) around all utility structures or mechanical structures visible from public streets or less intensive land uses.

6. Future Neighborhood

Description: The Future Neighborhood land use designation is intended to provide for a variety of housing choices (generally focused on single-family housing), along with a carefully planned of mix neighborhood-compatible commercial, institutional, and parks and open space uses. Future Neighborhoods should include a mix of Single-Family Residential - City, Two-Family/Townhouse Residential, Higher Density Residential (including senior housing), Community Business, Institutional, and Parks and Recreation land uses. Each Future Neighborhood shown on Map 5 should be intentionally and thoughtfully designed as an integrated, interconnected mix of uses. Overall, Future Neighborhoods should instill a sense of community with their design. Map 5 identifies several areas on the City's periphery as Future Neighborhoods, on all four sides of the City. These are indicated by the yellow with brown "speckles" on the maps.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. The existing City zoning districts most appropriate to implement this future land use designation include combinations of the R-1 Single-Family Residential District, R-2 One and Two-Family Residential District, R-3 Multi-Family Residential District (possibly with additional restrictions), the B-1 ~~Community Commercial~~Community Business District, and I Institutional District. As an alternative, use the P~~C~~D Planned ~~Community~~ Development District~~, particularly the TND Traditional Neighborhood Development option~~.

b. Accommodate a mixture of housing types, lot sizes, and densities in each Future Neighborhood, generally focused on single-family housing, but also considering duplexes, townhouses, condominiums, apartments, and senior housing in carefully planned, interconnected areas. Note that there might be a variety of individual property ownership/development areas within each Future Neighborhood depicted on Map 5, and that not every such individual property ownership/development must include the full range of uses envisioned for the Future Neighborhood area as a whole.

c. Encourage a minimum gross density standard of five dwelling units per acre for each Future Neighborhood.

d. Advance the City's Neighborhood Preservation Strategy, in part by following the policies described under the above sections of this Land Use chapter that deal with Single-Family Residential - City, Two-Family/Townhouse Residential, and Higher Density Residential future land use designations.

e. For duplex/townhouse and multi-family residential development in Future Neighborhoods, also follow the policies listed for Two-Family/Townhouse Residential and Higher Density Residential areas in this chapter respectively. In addition, for Higher Density Residential areas (multi-family housing developments) located in each Future Neighborhood, require a design and scale that are compatible with a predominantly single-family neighborhood setting; encourage the development of owner-occupied multi-family options and family- and senior-oriented rental apartments; and consider occupancy restrictions that limit the number of unrelated people allowed per non-family household to equal the number of bedrooms, wherever possible.

Future Neighborhood Growth Areas should be developed around community facilities like schools, such as the one seen at the end of this residential street.

f. Avoid rezoning or approving land divisions in any area designated for Future Neighborhood development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.

g. Wherever applicable, refer to the City's neighborhood plans to provide additional guidance on the general layout and land use pattern appropriate for each Future Neighborhood in the City. If Future Neighborhood areas are developed in phases, require the individual phases to be planned and presented to the City with consideration of the entire area.

h. Encourage developers to coordinate development plans with adjoining property owners so that there will be an efficient system of streets, stormwater facilities, utilities, and other public facilities.

i. Encourage high quality neighborhood design principles for new neighborhood development within each Future Neighborhood (see Housing and Neighborhoods chapter).

j. Consider developing a set of specific anti-monotony policies to be applied to all new subdivisions. Such policies may be made requirements of the City's zoning ordinance, or used as a general guide for reviewing development proposals, or some combination of both.

k. For commercial and office developments in these areas, also follow the policies for Community Business areas in this chapter.

l. Plan neighborhoods around community focal points and gathering places, such as parks and schools.

m. Plan for an interconnected system of public streets, sidewalks, and trails, and bike lanes that is designed to efficiently and safely accommodate all users (cars, bicycles, and pedestrians).

n. Require developers of new subdivisions to install adequate connections, such as existing and planned streets, sidewalks, trails, bike lanes, between the subdivision and existing development areas. At minimum, these should be required through development agreements.

o. Cluster housing where development is adjacent to environmental corridors.

p. When planning for new Future Neighborhoods, take a comprehensive approach to managing stormwater quality and quantity.

q. Defer development of Future Neighborhoods indicated over lands not already in the City until significant development of Future Neighborhoods within the City's ~~2009~~ current municipal boundaries is underway, except if the Whitewater Country Club proposes to expand.

7. Mobile Home Residential

Description: The Mobile Home Residential future land use designation is intended to accommodate single-family mobile home dwellings and the associated sanitary, washing, recreational, and office facilities that serve these dwellings. ~~Mapped~~ Mobile Home Residential areas are shown on Map 5 in areas in and near the City where these uses existed at the time this *Plan* was written.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. The existing City zoning district most appropriate to implement this future land use designation is the R-4 Mobile Home District.

b. Promote continued reinvestment in these properties, including efforts to bring existing homes up to modern standards, to replace existing homes with more modern manufactured homes, and to provide and enhance on-site amenities (e.g., playgrounds) for residents.

c. Maintain a minimum ten-foot separation between units (including all additions) for fire safety, access, and to minimize overcrowding.

d. Consider expansions to existing mobile home parks only where exceptional design of the expansion area will result, and where appropriate upgrades to the existing developed area are also proposed.

Descriptions and Policies for Non-Residential Future Land Use Designations on Map 5

1. Central Business

Description: This future land use designation is intended for pedestrian-oriented uses that are associated with Whitewater's historic downtown, such as commercial, office, institutional, and residential uses (with residential generally in upper stories).

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. The existing City zoning district that is most appropriate to implement this future land use designation is the B-2 Central Business District. P~~C~~D Planned ~~Community~~ Development zoning may also be appropriate for redevelopment projects

b. Advance the revitalization objectives, policies, and actions described in the City's Action Plan for Downtown Revitalization, as may be amended from time to time by the Plan and Architectural Review Commission and Common Council, in collaboration with the Community Development Authority.

c. Preserve and enhance the character of the Central Business district by encouraging compatible new development and redevelopment. Refer to the Downtown Design Guidelines to guide the redevelopment, rehabilitation, and construction of buildings in the downtown.

d. Promote the use of first floor spaces for specialty retail, restaurants, and commercial service uses, and upper story spaces for housing and offices.

e. Continue to promote the downtown as a commercial, civic, and social center of the community. Encourage commercial uses that are most appropriate to the downtown to locate or remain there, rather than in other commercial districts of the City.

f. Work with downtown property owners and businesses to preserve and renovate historically significant buildings.

g. Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining business and services in the downtown, utilizing the 2008 Retail Coach study as a guide (see the Economic Development chapter).

2. Community Business

Description: This future land use designation includes commercial and office land uses intended to serve local and some regional shopping and service needs, generally located in relative proximity to residential areas and major traffic routes. Community Business areas may also include new residential uses meeting the standards of the City's R-3 zoning district, when mixed with commercial uses in a unified project. Community Business use areas are depicted on Map 5 along major corridors such as West Main Street, and along parts of the Highway 12/59/89 interchange area, East Milwaukee Street, and Elkhorn Road.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the B-1 Community Business District and the P~~C~~D Planned ~~Community~~ Development District.

b. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.

c. Avoid extensive, uninterrupted areas of strip commercial development in future ~~Community Commercial~~Community Business areas by interspersing office, institutional, and appropriate residential land uses.

d. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.

e. Reserve high-visibility areas—such as major intersections and community entryways—for high-quality, attractive commercial development.

f. Continue efforts to enhance the visual image of important roadway corridors in the community. Emphasize the commercial redevelopment and revitalization of certain developed but aging properties along West Main Street, East Milwaukee Street, Highway 59, and Elkhorn Road.

Example of an existing community business in Whitewater

g. Ensure that future Community Business development is adequately buffered from residential development areas, but also provides appropriate pedestrian and road connections to them.

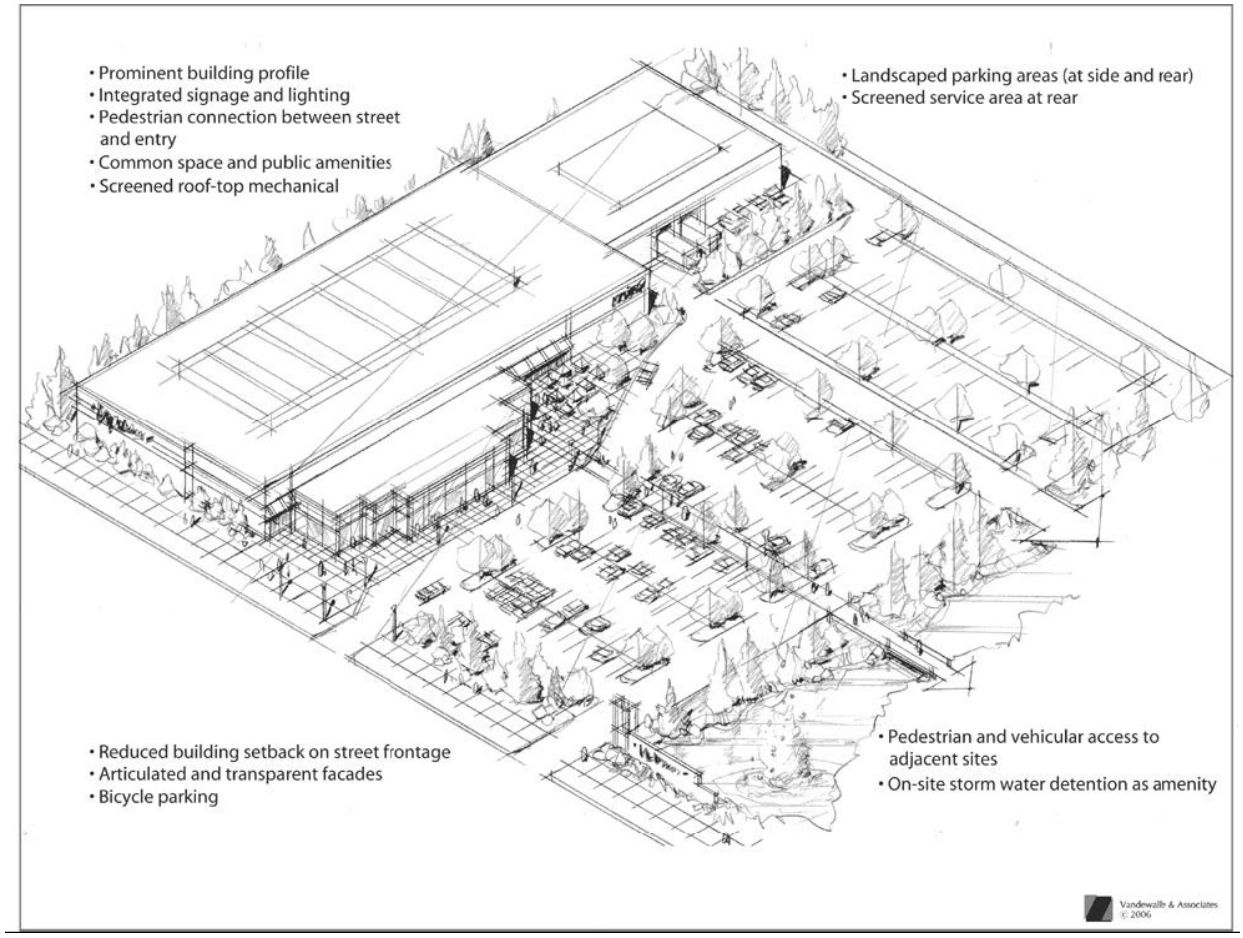
h. When reviewing proposals for Community Business development, carefully consider pedestrian and bicycle accessibility, including the installation of bike racks, the provision of pedestrian amenities such as sidewalk connections, reoriented parking lots, and covered entryways, and the potential for rear entryways where the development backs up to a neighborhood.

i. Encourage and promote high quality design for all ~~Community Commercial~~Community Business development, based on the following guidelines:

   1. Installing high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
   2. Orienting intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses.
   3. Using heavily landscaped parking lots with perimeter landscaping and/or landscaped islands to buffer views from streets and residential uses.
   4. Orienting parking to the sides and rear of buildings, rather than having all parking in the front.
   5. Installing signage that is high quality and not excessive in height or total square footage. Monument signs are the preferred type of freestanding signs.
   6. Locating loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
   7. Screening loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.

8. Limiting the number of access drives along arterial and collector streets.
9. Providing safe, convenient, and separated pedestrian and bicycle access to the site, from the parking areas to the buildings, and to adjacent commercial developments.
10. Keeping illumination from lighting on site through use of cut-off luminaries.
11. Emphasizing high quality building materials, such as brick, wood, stone, and tinted masonry and de-emphasize corporate franchise architecture.
12. Using low reflectant, solid earthtone, and neutral building colors.
13. Including canopies, awnings, trellises, bays, windows and other architectural details to add visual interest to facades.
14. Providing variations in building height and roof line, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
15. Using materials on all building facades that are of similar quality to those on the front facade of the building, except where non-front façades have low public visibility or are aggressively screened.
16. Providing central features that add to community character, such as patios and benches.

j. Consider adopting unique, detailed design standards for large-scale retail development into the zoning ordinance, as such larger scale projects typically have the greatest impact on the community, either good or bad. Refer to the following graphic for potential approaches for addressing large-scale retail uses.



Example of preferred design for large-scale retail uses in ~~Community Commercial~~Community Business areas

3. Highway Commercial

Example of Highway Commercial development

Description: This future land use designation is designed to accommodate commercial service, retail, and some light assembly uses that are highway-oriented or have large land area requirements, and/or that may be focused on serving the traveling public (e.g., gas stations, fast foods restaurants). Such areas are generally mapped in places more distant from residential areas, due to common compatibility issues. Areas intended for Highway Commercial use are depicted on Map 5 generally near the intersections (future interchanges) of the Highway 12 bypass and other roadways, and along East Milwaukee Street, particularly between that street and the railroad tracks.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the B-3 Highway Commercial and Light Industrial District and the P~~C~~D Planned ~~Community~~ Development District.

b. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.

c. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.

d. Reserve high-visibility areas—such as major intersections and community entryways—for high-quality, attractive commercial development.

e. Continue efforts to enhance the visual image of important roadway corridors in the community. Emphasize the commercial redevelopment and revitalization of certain developed but aging properties along West Main Street, East Milwaukee Street, Highway 59, and Elkhorn Road.

j. Encourage and promote high quality design for all Highway Commercial development, based on the following guidelines:

    1. Installing high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
    2. Orienting intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses.
    3. Using heavily landscaped parking lots with perimeter landscaping and/or landscaped islands to buffer views from streets and residential uses.
    4. Orienting parking to the sides and rear of buildings, rather than having all parking in the front.

5. Installing signage that is high quality and not excessive in height or total square footage. Monument signs are the preferred type of freestanding signs.
6. Locating loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
7. Screening loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
8. Limiting the number of access drives along arterial and collector streets.
9. Providing safe, convenient, and separated pedestrian and bicycle access to the site, from the parking areas to the buildings, and to adjacent commercial developments.
10. Keeping illumination from lighting on site through use of cut-off luminaries.
11. Emphasizing high quality building materials, such as brick, wood, stone, and tinted masonry and de-emphasize corporate franchise architecture.
12. Using low reflectant, solid earthtone, and neutral building colors.
13. Including canopies, awnings, trellises, bays, windows and other architectural details to add visual interest to facades.
14. Providing variations in building height and roof line, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
15. Using materials on all building facades that are of similar quality to those on the front facade of the building, except where non-front façades have low public visibility or are aggressively screened.
16. Providing central features that add to community character, such as patios and benches.

4. Business/Industrial Park

Description: This future land use designation is intended to accommodate clean indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, all in a controlled business park setting. This future land use designation is mapped in the northeastern and north-central portions of the City (in and near the Whitewater Business Park), south of the Highway 12 bypass and east of the Indian Mound Parkway extension, and in a smaller area already used as such in the Clover Valley Road/Willis Ray Road intersection area.

Example of Business/Industrial Park development

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. The existing City zoning district that is most appropriate to implement this future land use designation is the M-1 General Manufacturing District. However, the City will consider amending the M-1 District to establish a clearer distinction between this zoning district and M-2 Manufacturing and Miscellaneous District. The M-1 District should truly serve as the City's "light" industrial district, accommodating high quality, indoor industrial and business park-type uses. Currently, the M-1 District allows for a range of

industrial uses, including salvage yards, paper mills, and plastic manufacturing facilities. While these types of uses are prohibited in the Whitewater Business Park through the use of covenants, other areas on the Future Land Use map that are classified as Business/Industrial Park would not necessarily be regulated in the same manner without changes to the M-1 district.

b. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.

c. Require the use of high-quality building materials, attractive lighting, and signage for all existing and future business park areas and in accordance with business park covenants where applicable.

d. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future industrial use areas abut existing or future residential areas.

e. Market Business/Industrial Park areas for light indoor manufacturing and assembly, warehousing, and office-related development.

f. Where planned industrial areas are located close to sensitive natural resources, promote and encourage sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

5. Office/Technology Park

Description: This future land use designation is intended to include high quality indoor professional offices; research, development, and testing uses; certain compatible and specialized manufacturing facilities and limited supporting uses. This future land use designation is mapped over the University Technology Park, in the eastern portion of the City south/southeast of the Whitewater Business Park. The designation is also mapped in a second area near the intersection of Highway 12 and Tri-County Road, which may be appropriate for office development in the longer term.

Example of Office/Technology Park development

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. The existing City zoning district that is most appropriate to implement this future land use designation is the WUTP Whitewater University Technology Park District, for lands located within the University Technology Park. For other future office areas, the B-1 Community Business District or the P~~C~~D Planned ~~Community~~ Development District may be the most appropriate zoning districts.

b. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.

c. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future office/research use areas abut existing or future residential areas.

d. Where development areas are located close to sensitive natural resources, promote and encourage sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

e. Interconnect Office/Technology Park areas via a new road, trail, and sidewalk networks. Provide ample access to permanently preserved parks and passive open spaces adjacent to and integrated within the development, such as Moraine View Park

f. Within the University Technology Park, require the use of high-quality building materials, attractive lighting, signage, and sustainability standards in accordance with the WUTP zoning district standards and covenants. In accordance with the Whitewater University Technology Park covenants and zoning district, encourage the following characteristics for development within the Technology Park:

1. Progressive approaches to erosion control and stormwater runoff that address the quantity, quality, and rate of runoff; require that runoff quantity and rate do not exceed those of pre-development conditions; and incorporate progressive practices such as green roofs, bioretention, rain gardens, and pervious pavement.
2. Specific techniques for the conservation and reuse of water, such as watering plants, with water pumped from retention ponds or from "grey water" sources internal to new buildings (non -septic water).
3. Alternative and redundant energy systems, including solar, wind, and geothermal.
4. Energy-efficient building and site design, such as through use of LED and other low-energy light fixtures.
5. Adherence to building placement guidelines and the use of building materials that complement rather than detract from the natural environment.
6. Significant new landscaping using native vegetation.
7. Sites and buildings that are accessible via multiple modes of transportation, including biking and walking, and with access to Moraine View Park and nearby natural areas. Incorporate multi-use paths and other interconnecting pedestrian facilities.

Example of Manufacturing development

6. Manufacturing

Description: This future land use designation is intended for a wide range of industrial uses, generally outside of an industrial park setting, including indoor manufacturing, warehousing, distribution, freight terminals, and power generating facilities. This land use designation is show on Map 5 in the north-central portion of the City, along Highway U and near the Cogentrix power plant.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. Recognize that the existing City zoning districts that are most appropriate to implement this future land use designation are the M-1 General Manufacturing District and the M-2 Manufacturing and Miscellaneous Use District.

b. Require that all proposed Manufacturing projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.

c. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future industrial use areas abut existing or future residential areas.

d. Promote opportunities to locate businesses that can take advantage of and utilize excess energy (e.g., steam) produced by the power plant.

7. Mixed Use

Description: This future land use designation includes a carefully planned and intentionally integrated mix of commercial, office, residential, and institutional uses on public sewer and water. This category is designed to grow the City's economic and employment base and create dynamic, walkable, and convenient places to live and work.

This category is intended to allow consideration of a range of uses and zoning districts, with the understanding that the appropriate combination and arrangement of uses and zoning districts will be approved on a case-by-case basis. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—often as part of a Planned Development. Mixed Use areas are intended to be vibrant places that should function as community focal points and gathering spots. This designation facilitates a blend of land uses in the following land use designations described in detail elsewhere in this chapter: Community Business, Higher Density Residential, Institutional, and Parks and Recreation. This future land use designation is shown on Map 5 in strategic/transitional locations along key community roadway corridors such as West Main Street, Elkhorn Road, and Highway 12.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. ~~Acknowledge that the~~The existing City zoning district that is most appropriate to implement this future land use designation is the P~~C~~D Planned ~~Community~~ Development District.

b. Avoid rezoning or approving land division of any area designated for Mixed Use development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.

c. Grant approvals for projects within this future land use designation only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans.

d. If Mixed Use areas are developed in phases, require the individual phases to be planned and presented to the City with consideration of the entire area.

e. Through site layouts, development scale, and building groupings, reflect appropriate relationships between the different land uses occupying the site.

f. Incorporate adequate recreational space into residential components of Mixed Use projects, either on-site or within walking distance.

~~g.~~ Meet the design guidelines applicable to Higher Density Residential and ~~Community Commercial~~Community Business future land use areas, ~~as appropriate. Figure 7.6 shows some examples of how mixed use development could look in Whitewater.~~and incorporate the following additional design features, as appropriate:

a. Walking relationship between uses.
b. Regular street activity.
c. Multi-story buildings, generally with more active uses on the first floor.
d. Minimal front setbacks.
e. Buildings and sites designed for pedestrians.
f. Parking located on streets and to rear of buildings.
g. Building entrances oriented to the street.
h. Intensive landscaping.
i. Modest and coordinated signage.
j. Pedestrian and bicycle accommodations, connecting with other locations in the City.

Figure 7.6 shows some examples of how mixed use development could look in Whitewater.

h. Promote opportunities for a live/work development in the City that effectively and appropriately combines residential uses with jobs. Such a development project should advance entrepreneurialism in the community, and promote affordable options for residents to expand their home-based businesses. The development should also be designed in the context of adjacent developments.

~~g.~~

Figure 7.6: Examples of Mixed Use Development Appropriate for Whitewater

Descriptions and Policies for Other Future Land Use Designations on Map 5

1. Institutional

Description: This future land use designation is intended to accommodate public and semi-public uses, including public and private schools, churches and religious institutions, government facilities, museums, institutions geared to senior citizens, hospitals, public transportation terminals, airports, and similar uses. Some types of smaller institutional uses such as churches and parks may be permitted on lands under other future land use designations. Institutional uses have been shown on Map 5 in areas of the City where these uses existed at the time this *Plan* was written.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded institutional use.

b. Ensure that land use decisions and future growth are consistent with the community facility recommendations in the Utilities and Community Facilities chapter of this *Plan* and shown on Map 6.

c. Reserve future sites for major public facilities by identifying these areas on the City's Official Map.

d. Amend this *Plan* as necessary to accommodate future institutional locations, which are difficult to plan for in advance. Some sites identified for Institutional use on the Future Land Use map, may, for whatever reason cease to remain viable for the Institutional use in the future. In such cases, the City will consider some type of Residential use, Neighborhood Business use, or other mixed use compatible with the site's location. The process for considering such alternative uses will include consideration of an amendment to this *Comprehensive Plan*, under the procedures described in the Implementation chapter of this *Plan*..

2. University of Wisconsin-Whitewater

Description: This future land use designation is intended to accommodate the University of Wisconsin-Whitewater Campus, and is mapped on Map 5 over lands that were in University ownership as of the date this *Plan* was adopted. Some University-affiliated facilities located off-campus may be folded into other land use designations.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded development on the UW-Whitewater campus.

b. Partner with the University on land-use related issues, including parking, student housing, and any future plans to expand the campus, considering amendments to this *Comprehensive Plan* as appropriate. Future campus expansion may be appropriate in the areas north and west of the existing campus.

c. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded University uses.

3. Parks and Recreation

Description: This future land use designation is mapped over existing and planned publicly-owned lands devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational and conservancy activities. Also includes privately owned, outdoor recreational lands, such as the Whitewater Country Club. As presented on Map 5, lands designated as "Working Environmental Corridor" are shown over the top of Parks and Recreation lands.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. Ensure that all land use decisions take into consideration the park recommendations included in the Utilities and Community Facilities chapter of this *Plan* and the City's Park and Open Space plan, including the desired locations of future parks (see also Map 6).

b. Reserve future sites for major parks by identifying these areas on the City's Official Map.

c. Amend this *Plan* as necessary to accommodate future park locations, which are sometimes difficult to plan for in advance.

4. Agricultural Preservation

Description: This future land use designation is mapped over areas intended for agricultural uses, farmsteads, and very limited rural housing allowed under County farmland preservation policies where present, and, where not, City density policies included in the City's subdivision ordinance. The Agricultural Preservation future land use designation has been mapped around the periphery of the City out to the edge of the City's extraterritorial jurisdiction, except in areas specifically shown in other future land use designations on Map 5.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. Implement this future land use designation mostly through a combination of County zoning and land division regulations, and City extraterritorial land division review under recommendations described in the Intergovernmental Cooperation chapter and the City's subdivision ordinance.

b. Abide by the extraterritorial land division review policies described in the Intergovernmental Cooperation chapter of this *Plan* when reviewing proposed land divisions in areas mapped as Agricultural Preservation. Work with the adjoining towns and Jefferson, Walworth, and Rock counties to implement these policies and programs in a cooperative manner, where possible.

c. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this future land use designation.

d. Do not extend sanitary sewer service or public water service into Agricultural Preservation areas until and unless the City changes the future land use designation for such areas through a *Comprehensive Plan* amendment.

5. Long Range Urban Growth Area

Description: This overlay future land use designation defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period. While it is still possible for development in these areas to occur before the end of the planning period following amendments to this *Comprehensive Plan* and specifically the City's Future Land Use map, premature development and utility extensions should be discouraged in these areas. Also prior to the development of these areas, the City intends to engage in a detailed planning process that would lead to an articulated vision and more refined land use, transportation, and utility plans for these areas. In the meantime, the policies associated with the Agricultural Preservation land use designation should apply to these areas.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

a. Within areas designated as Long Range Urban Growth Areas, use the City's extraterritorial land division review to limit new development in accordance with all policies applicable to the underlying Agricultural Preservation category, until such time as the area is identified as appropriate for City development.

b. Use the City's extraterritorial land division review authority to require the design and layout of all non-farm development projects approved within the Long Range Urban Growth Areas to not impede the orderly future development of the area, until such time as the area is identified as appropriate for City development (see also Intergovernmental Cooperation chapter).

c. Delay more intensive development until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area and until public sewer and water service is extended to serve new development in the area.

d. Work with the adjoining towns and Jefferson, Walworth, and Rock counties to implement these policies and programs in a cooperative manner wherever possible.

e. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use designation in areas that are outside the City's 2008 municipal boundaries.

6. Working Environmental Corridor

Description: This future land use designation is composition of several sensitive environmental features that present limitations for development, including wetlands, floodplains, steep slopes greater than 20 percent, and 75-foot buffers around surface waters features (e.g., streams, lakes, major drainage courses). This designation is mapped throughout the City's planning area in areas where these features are located, most notable in areas surrounding Cravath and Trippe Lakes, Whitewater Creek, and its tributaries.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

a. Consider that the existing City zoning districts that are most appropriate to implement this future land use designation are the C-1 Shoreland Wetland District, C-2 Nonshoreland Wetland District, and FWW Floodway/Wetland District.

b. Where not already limited by zoning, discourage new private development in areas designated as Working Environmental Corridor. Development on lands adjacent to Working Environmental Corridor areas should be limited to types that will not impair the resource. A combination of distance and vegetation should be used as a buffer between development and Working Environmental Corridor areas wherever possible.

c. Generally, consider the following as appropriate uses within the Working Environmental Corridor: open space, non-structural recreational uses (like trails), stormwater management, and farming uses. Parks and other recreational uses, and extremely low-density residential development at a density not to exceed one housing unit per five acres of upland land, may also be permitted within upland segments of Working Environmental Corridors.

d. Consider lands shown on Map 5 as Working Environmental Corridor areas for more intensive uses if (a) detailed studies reveal that the characteristic(s) which resulted in their designation as a Working Environmental Corridor area is not actually present, (b) approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its designation will no longer exist, or (c) a mapping error has been identified.

e. Encourage SEWRPC to update its official environmental corridor layer for the City of Whitewater's entire Sewer Service Area and Extraterritorial Jurisdiction area, including lands located in Rock and Jefferson counties. The City's *Comprehensive Plan* maps should be updated with this data when it becomes available.

Smart Growth Areas and Opportunities for Redevelopment

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs." In Whitewater, Smart Growth Areas include the City's downtown, lands planned for development that are immediately adjacent to or surrounded by already-developed areas of the City, and various redevelopment sites, including the following:

- "5 Points," near the intersection of Walworth Avenue and Janesville Street
- The "Hawk Bowl" site and nearby lands, located along West Main Street
- Lots near the northwest corner of West Main Street and Tratt Street
- Former middle school site, presently vacant, located south of West Main Street along Whiton Street
- Certain properties on the south side of East Milwaukee Street, adjacent to residential areas

- "Hardscapes" site along Highway 59, just south of the Highway 12 bypass
- Current residential properties on Whitewater and 4th Streets in the downtown area
- Lands near the east end of James Street, north of Ann Street and across from Cravath Lake Waterfront Park
- Former Alphacast site and current salvage yard site located near the north end of Jefferson Street
- Lands along west side of Jefferson Street and east of the Whitewater Creek, between North Street and Main Street
- Properties both east and west of the current intersection of Main Street and East Milwaukee Street, at the east edge of the downtown ("gateway" area)
- Properties on the east and west sides of Wisconsin Street, between Clay and East Milwaukee Streets

The City intends to utilize the policies listed earlier in this chapter under the appropriate future land use designation to guide redevelopment design in these areas. In some cases, the City also has more specific guidance in earlier redevelopment concept plans for some of these sites. Where possible, the City may also use tax increment financing and attempt to secure grants to promote redevelopment.

Map 5: Future Land Use Map

Chapter Eight: Transportation

TRANSPORTATION RECOMMENDATIONS SUMMARY

- Prepare an update to the City's Official Map to help reserve appropritate land for future roadways and other public lands.
- Plan for improvements to and extensions of roadways to more efficiently accommodate future City growth and development.
- Develop strategies for enhancing the City's system of multi-use paths, sidewalks, and bike lanes to provide safe and healthy transportation alternatives.

Chapter Introduction

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

Existing Transportation Network

Access is a key determinant of community growth and success because it facilitates the flow of goods and people. This section inventories the existing transportation facilities in and around the City.

Major Roadways

The City of Whitewater is well served by regional transportation facilities, including Interstate 39/90, located about 15 miles west of the City; Interstate 43, located about 15 miles south of the City; and Interstate 94, located approximately 20 miles north of the City. In addition to these regional connections, the following transportation facilities directly serve the City of Whitewater:

- The U. S. Highway (USH) 12 bypass is the most prominent transportation route in the planning area and runs east-west along the entire southern edge of the City, immediately connecting Whitewater to the cities of Fort Atkinson and Elkhorn. The bypass is currently a two-lane highway, but sufficient right-of-way has been acquired for the eventual expansion to a four lane divided freeway. Along the bypass corridor are three signalized, at-grade intersections serving as major entrances to the City: West Walworth Avenue/County Highway (CTH) N; State Highway (STH) 89; and Elkhorn Road/STH 59/CTH P. These are planned to eventually be converted to interchanges. In addition to the three intersections, there are four underpasses and overpasses connecting the City with the rest of the planning area, but which have no direct access to the bypass: Indian Mound Parkway (overpass), STH 59/South Janesville Street

(underpass), South Franklin Street (underpass), and Clover Valley Road/South Wisconsin Street (overpass).

- Business USH 12 passes through the center of the City and functions as an east-west primary arterial. It follows the route of West Main Street on the City's west side, East Milwaukee Street on the City's near east side, and Elkhorn Road on the City's far southeast side. East Milwaukee Street is scheduled for reconstruction in the near future.
- STH 89 is the main entrance to the City from the south, and connects the City with USH 14. The southern portion of this highway connects the City to Interstate 43 at the Village of Darien. STH 89 also runs north, connecting to the City to Fort Atkinson, Lake Mills, and Interstate 94.
- STH 59 serves as the main entrance to Whitewater from the northeast. STH 59 extends under the Highway 12 bypass, and runs southwest to connect the City to Milton, Interstate 90/39, and Janesville. To the northeast, Highway 59 runs though Palmyra, Waukesha, and eventually Milwaukee. The intersection of Highways 59 and 89 in Whitewater is scheduled for realignment to improve traffic flow and safety.
- CTH N (North Tratt Street) enters the western side of the City from the north and the west. CTH N connects to I-94 approximately 15 miles to the north of the City and to I-90 approximately 15 miles to the west. On-street bicycle lanes are planned to be constructed on CTH N and are planned to connect with bicycle facilities on Starin Road.
- CTH U traverses the planning area in an east-west pattern at the north edge of the current Whitewater municipal limits. CTH U connects to CTH N and CTH D.
- CTH P enters the City from the southeast, connecting with USH 12 and Business USH 12.

ROAD FUNCTIONAL CLASSIFICATION SYSTEM

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

- **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways. (Whitewater example—USH 12 bypass).
- **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials. (Whitewater example—Main and Milwaukee Streets).
- **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. (Whitewater example—Prince and Elizabeth Streets).
- **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged. (Whitewater example—S. Dann and S. Green Streets).

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

Airports

Gutzmer's Twin Oaks is a private airport located just beyond the City's northwest edge, along Tratt Street. It is a low volume airport mainly serving recreational traffic, including ultralight planes.

There are other local airports with hard-surface runways in the area. The Fort Atkinson Municipal Airport is located at northeast of that City, and has an average of 30 operations per day. The Southern Wisconsin Regional Airport in Janesville provides larger freight and private plane service in the area.

General Mitchell International Airport in Milwaukee is located about 50 miles northeast of Whitewater. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International. Other passenger travel is available through the Chicago Rockford International Airport, through O'Hare and Midway in Chicago, and via the Dane County Regional Airport in Madison.

Rail

The Wisconsin & Southern Railroad Company operates the freight line that passes through the City of Whitewater. There are currently relatively few users of freight rail service in Whitewater. Passenger rail service is available in Milwaukee and Columbus, and the Hiawatha Amtrak passenger trains connect Chicago and Minneapolis though Watertown.

Bicycling and Walking

Most of the City of Whitewater is served by a sidewalk system. Sidewalks are required along all roads in new subdivisions, and have been retrofitted in areas (particularly along arterial and collector roads) through an annual program.

While lesser-traveled roads have always served as reasonable routes for bicycling, within the past decade, the City has begun to develop more concerted efforts towards accommodating bicycle use for recreation and transportation. This features development of a central "spine" path that extends from the north to south ends of the City, generally following the Whitewater Creek corridor and the lakes (with a remaining gap downtown). Various paths and on-street routes are being completed to implement the City's bikeway plan, which was initiated in the year 2000. Bicycle and hiking trails are also available within the Kettle Moraine State Forest.

Rural roadways in the area that have generally been identified as the best routes in and out of Whitewater include Clover Valley Road, Bluff Road, and Fremont Road. Highways that have been mapped by WisDOT as providing the best conditions for bicycling include STH 59 from Whitewater to the Village of Palmyra, CTH D from Whitewater to Hebron, and CTH N and KK in Rock County.

Public Transportation and Para-Transit

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

One shared-ride taxi company provides service in the City, Brown Cab Service.

Supplemental Transportation Rural Assistance Program (STRAP) grants provide federal funds for new start, expansion, and planning of non-urbanized transit service projects. In 2009, WisDOT awarded a STRAP grant to fund a feasibility study for establishing commuter bus service between Janesville, Milton, and Whitewater, including the UW-Whitewater campus and the rural areas between these communities. The feasibility study will also review the potential to upgrade the shared-ride taxi services in the City of Whitewater.

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Whitewater occur by truck and rail. Semi-truck shipments are most prevalent along designated truck routes: STHs 59 and 89, and USH 12.

Review of State and Regional Transportation Plans

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

regional plans are consistent with the goals and recommendations of this *Comprehensive Plan*. For more information on many of the plans referenced below, visit the WisDOT website at www.dot.wisconsin.gov.

Wisconsin Department of Transportation Connections 2030

Currently under development, this multimodal transportation plan will help the state meet transportation needs of the 21st century. This plan focuses on strategies to maintain and enhance the state's transportation system to support future mobility and economic growth. Key elements of this plan include: ensuring safety and security; preserving the existing and future system; optimizing investment in the system for continued safety, enhanced mobility, and efficiency; responding to local, regional, national, and international economic trends to maintain state economic competitiveness; considering environmental issues to maintain Wisconsin's quality of life; and providing users with transportation choices. The policies in this plan will aid transportation decision-makers when evaluating transportation programs and projects.

Connections 2030 includes a series of multimodal corridors for each part of the state to assist the state in prioritizing investments and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans. Most relevant to the City of Whitewater are the recommendations associated with the "Geneva Lakes System Priority Corridor." Long term plans for the entire segment of Highway 12 between the Wisconsin Dells and the Illinois state line include conversion to a freeway sometime between the years 2020 and 2030, if supported by environmental studies.

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

The Translinks 21 Plan includes an overall vision and goals for transportation systems in the State for the next 25 years. More specifically, the goal is to provide a statewide highway network designed to shape a comprehensive, integrated, multimodal transportation blueprint that sets the framework for future policies, programs, and investments and provides essential links to key centers throughout the state.

This 1995 plan recommends complete construction of the Corridors 2020 "backbone" network, the creation of a new state grant program to help local governments prepare transportation corridor management plans, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This plan does not include any Whitewater-specific recommendations.

Wisconsin State Highway Plan

The Wisconsin State Highway Plan focuses on the 11,800 miles of STH routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety. Given its focus, the plan does not identify improvement needs on roads under local jurisdiction.

Wisconsin Bicycle Transportation Plan 2020

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

Wisconsin Pedestrian Plan Policy 2020

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

A Regional Transportation System Plan for Southeastern Wisconsin, 2035

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) recently updated its Regional Transportation System Plan. That plan provides a comprehensive list of multimodal transportation actions designed to address existing and anticipated future transportation problems and needs in the region.

Transportation recommendations related to Whitewater include the expansion of Highway 12, with freeway interchanges at Indian Mound Parkway, Highway 59, and Elkhorn Road. That plan also indicates an extension of Indian Mound Parkway to the north (which the City no longer has planned) and improvements to Highway 59.

Jefferson County Bikeway/Pedestrianway Plan

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Whitewater. Recommended emphases include:

- New on-street bicycle lanes along Indian Mound Parkway as part of new roadway from Main Street to Tratt Street. Given wetlands in the area, the City no longer plans to build this northerly extension of Indian Mound Parkway.
- Construction of new on-street bicycle lanes along Starin Road as part of new roadway from Fremont to Newcomb Streets.
- A multi-use asphalt trial along around Cravath Lake, and north along Whitewater Creek. Much of this had subsequently been built.
- Connection of Whitewater to the Ice Age Trail (to the south) via Clover Valley Road.
- Connection of Fort Atkinson to Whitewater via Fremont Road out of Whitewater, and other roads as one approaches Fort Atkinson.
- Connection of Whitewater to Palmyra via Bluff Road to Tamarack Road.

At the time of writing, Jefferson County was undertaking an update to this plan, in which the City will participate.

USH 12 Corridor Study (Fort Atkinson Bypass)

The segment of USH 12 that travels through Fort Atkinson is intended to serve both regional and local traffic. Growing conflicts between these two distinct user groups founded a need to study this corridor. In 2005, WisDOT completed a Draft Environmental Impact Statement (EIS) outlining and analyzing six alternatives. At the time of writing, these alternatives had been narrowed to two—both being southern bypasses of Highway 12 in the Fort Atkinson area. One of these options reconnects the bypass to existing Highway 12 via an interchange that would be just beyond the City of Whitewater's current one and a half - mile extraterritorial jurisdiction boundary. A Final EIS is expected to be completed in 2009, which will be followed by corridor mapping and, ultimately, construction. There is currently no timetable for construction.

WisDOT Six-Year Highway Improvement Programs

WisDOT maintains a six-year improvement program for state and federal highways. This highway improvement program covers the 11,753-mile U.S., State, and Interstate highway system, which is administered and maintained by WisDOT.

As a City that falls within two counties, Whitewater is covered by two WisDOT regions. The Southwest Region's Six-year Improvement Program includes a project to resurface a 7.5-mile stretch of STH 59 from Whitewater to Palmyra Road, which occurred in 2009.

The WisDOT Southeast Region's Six-year Improvement Program includes resurfacing of 4.12 miles of USH 12 from the City of Whitewater to the intersection of STH 20/67, which also occurred in 2009. The Southeast Region's program also includes the resurfacing of approximately two miles of USH 59 from the western Walworth County line to the City of Whitewater.

A Transportation Improvement Program for Southeastern Wisconsin: 2007-2010

This transportation improvement program (TIP) is the twenty-third such program prepared by SEWRPC for the Southeastern Wisconsin Region. The TIP is a federally required listing of all arterial highway and public transit improvement projects proposed to be carried out by State and local governments over the next three years (2007-2010) in the seven-county southeastern Wisconsin region. It includes general transportation system improvements and maintenance, as well as specific projects in the City of Whitewater, including the resurfacing of Highway 12 from the City of Whitewater to Highway 20/67 interchange, the reconstruction of Highway 59 from the eastern Rock County line to Highway 89, the reconstruction of the intersection of Highway 59 eastbound with southbound old Highway 89, the resurfacing of Highway 89 from Highway 14 to the City of Whitewater south city limits, and capital and operating assistance for the City's taxi-based transit system.

County Five-Year Highway Improvement Programs

Both Walworth County and Jefferson County have five-year highway improvement programs to help plan for future construction projects on County roadways. At the time this *Plan* was written, neither of the counties' improvement programs included projects for the county highways immediately surrounding Whitewater.

Transportation Goals, Objectives, and Policies

Goal

Provide and support a comprehensive transportation system that safely accommodates motorists, bikers, pedestrians, and rail commuters, and that supports our City's growing economy.

Objectives

1. Provide safe, convenient transportation connections for motorists, non-motorists, children, and adults throughout the City and its planning area.
2. Maintain and require interconnected road, pedestrian, and bike networks.
3. Provide alternative road routes between UW-Whitewater and regional highways.
4. Discourage high traffic volumes and speeds in existing and proposed neighborhoods.
5. Ensure that transportation system improvements are coordinated with land development.
6. Encourage new development designs that support a range of transportation options, including biking and walking.
7. Actively participate in multi-jurisdictional transportation system planning and improvements, particularly with WisDOT.
8. Provide for adequate road capacities and safe road conditions in cooperation with the counties and the state.

Policies

1. Continue to utilize the City's Capital Improvement Program to provide for upgrading of local roads. This will help avoid fluctuations in budgets on a year-to-year basis and promote responsible borrowing of funds, where necessary.
2. Plan for multiple road connections to all new subdivisions and other large developments in a manner that is consistent with the City's subdivision ordinance. Require new subdivisions to provide more than one vehicular access point when they would otherwise exceed maximum cul-de-sac street lengths in the City's subdivision ordinance.
3. For planned local streets, emphasize the goal of safe and efficient access and connectivity over the goal of moving traffic quickly.
4. Discourage the construction of cul-de-sacs except in very limited circumstances, such as when extreme topography or existing development patterns necessitate their use. In these instances, other alternatives to cul-de-sacs should be explored, and non-vehicular connections should still be attempted.
5. Work to control access to roads under the City's jurisdiction, reducing excessive driveway access openings as part of development approval or street reconstruction projects wherever possible. Direct access to arterial streets will generally be limited to major facilities such as large shopping centers or other significant traffic generators.
6. When arterial and collector streets are built or reconstructed, consider traffic control features to control speeds and increase motorist, pedestrian, and bicyclist safety, including pedestrian refuge medians, bulb-outs at intersections, and bike lanes.
7. Require all new residential, commercial, institutional, and mixed-use developments to be served with sidewalks or pedestrian/bicycle paths, and carefully consider accessibility for pedestrians, bicyclists, and the disabled when reviewing residential subdivision plats.
8. Plan for safe bicyclist- and pedestrian-controlled crossings at major intersections and across arterial and collector roadways at planned locations, such as across Main Street and East Milwaukee Street.
9. Install lighting, when appropriate, along off-street multi-use paths to increase the safety of the paths and make them more welcoming to all people at various times of the day.
10. Take advantage of road upgrades and improvements to establish bike paths or lanes on roadways throughout the City to connect neighborhoods with schools, parks, jobs, and shopping. Whenever possible with roadway construction and reconstruction project, also include aesthetic improvements such as canopy shade terrace trees, pedestrian-scale lighting, landscaped boulevards, traffic circles, banners, and benches.
11. Provide bike and pedestrian routes through environmental corridors and along neighborhood streets in accordance with the City's Park and Open Space Plan and Map 6, and work with the County and State to interconnect local trails and bike routes with recreation areas like the Kettle Moraine and to communities like Fort Atkinson, in order to encourage transportation options, active lifestyles, and a clean environment.
12. Professionally update the City's Official Map to reserve lands for future transportation facilities within the City's planning area, including rights-of -way for future arterial and collector streets and pedestrian and bicycle paths. Before approving any certified survey map, preliminary plat, final plat, site plan, or ~~planned~~ Planned ~~community development~~Development, ensure that the proposed development is consistent with the updated Official Map.
13. Potentially pursue bus service between Whitewater and Janesville, and work with Jefferson, Walworth, and Rock counties and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.

14. Coordinate with WisDOT and other units of government as necessary to ensure adequate transportation facilities for trucking, transit, and rail, as well as air and water travel and transit.
15. Remain involved in discussions regarding future Highway 12 expansion and interchange development. Support recommendations described in the State's Connections 2030 Long-Range Multi-Modal Transportation Plan to upgrade the highway from the Dells to the Illinois state line to a freeway in the future.
16. Support improvements to Highway 59, including short-term realignment with Highway 89 and the potential longer-term rerouting of Highway 59 to the Howard Road corridor area. Work cooperatively with surrounding towns and Jefferson, Walworth, and Rock counties on future road alignments and maintenance.
17. Preserve the City's existing rail line for freight as well as potential future passenger rail, if opportunities arise.

Transportation Programs and Recommendations

Complete a Professional Update to the City's Official Map

The City of Whitewater's Official Map has not been updated in more than 15 years, and has become mostly irrelevant as a result. In order to ensure the reservation of lands for future roadways, trails, parks, and other public facilities, the City intends to prepare a complete update of its Official Map. Because of the important legal function of the Official Map, it is critical that it be updated with the highest level of professional care. The City will also establish a schedule for future updates to the Map to ensure that the Map stays current.

WHAT IS AN OFFICIAL MAP

An Official Map is a plan implementation tool authorized under Wisconsin Statutes (Section 62.23(7)) for adoption by cities and villages. An Official Map is not the same as a chamber of commerce-type road map. It is a municipal ordinance that may be used to show alignments of future roads, expanded rights-of-way for existing roads, and other planned public facilities like trails and parks. When land development is proposed in an area within which a public facility is shown on the Official Map, the city or village may obtain or reserve land for that future facility through public dedication, public purchase, or reservation for future purchase. Cities and villages generally use Official Maps to show future highways and bypasses, other future arterial and collector streets, and suggested wider rights-of-way for some existing major streets.

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

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

Plan for Improvements to and Extensions of City Roadways

In the future, the City will continue to make upgrades to and extensions of City roadways, as needed, and will continue to budget for these projects by annually updating its Capital Improvement Program. The City will also continue to work with the surrounding counties and the State to make repairs and upgrades to County and State highways. The City intends to abide by the following principles when planning for road upgrades and extensions:

- Public roads should respond to the surrounding land uses. Public rights-of-ways should be designed to standards that help reinforce travel speeds, serve the intended users of the street, and provide opportunities for pedestrian and bike travel.

- Public road connections should be made through and between parcels so local traffic does not have to use major streets to travel between adjacent developments, business parks, and subdivisions.
- Public roads should bisect deep properties, and cul-de-sacs should generally be avoided, in order to ensure access to all properties and integrate individual developments into the larger community.
- Where different future land use designations are shown on either side of a planned road (see Maps 5 and 6 combined), any approved realignment of that road should consider the reconfiguration of planned land use areas to maintain the same relationship across the road.

Recommendations for specific roadway upgrades, improvements, and extensions include the following:

- Realignment of the Welcome Travelers Park Intersection (at Highways U and 59) to more efficiently move traffic through this busy intersection and to help Highway U serve as a de facto "north bypass." Currently, a bulk of east-west traffic generated from the UW-Whitewater campus and the Whitewater Business Park uses Highways U and 59. The current arrangement has two "T" intersections to navigate this east-west connection. The proposed realignment minimizes the intersections to one "T" intersection, allowing for a safer and timelier travel through the corridor.

- The Whitewater Business Park North/South Connector is a planned roadway on the east side of the Business Park. This road will be designed with limited access, driveway cuts, and landscaping that enhances this important future road for the Business Park. The connection is important because it eases wayfinding and mobility of Business Park employees, visitors, and delivery truck traffic; adds access points and eliminates four dead end streets, significantly improving safety, wayfinding, and mobility for emergency vehicles, fire trucks, semi trailers, and 18-wheelers; takes pressure off the north-south stretch of Highway 59; helps transition existing and proposed residences to the east; and provides more form, organization, and aesthetic appeal to the Business Park.
- Innovation Drive (recently renamed from Corporate Drive) will extend east to Howard Road. This east/west connector will also terminate the planned Business Park North/South Connector. This connection will improve wayfinding, mobility, and safety of the Business Park and the University Technology Park, which will be located on the southeast side of Corporate/Innovation Drive.
- Starin Road has been included in City plans to connect from Fremont Street to Highway 59 for at least ten years. This *Plan* illustrates a logical location for this needed east/west connection. This connection will serve the UW-Whitewater campus, Business Park, University Technology Park, and residents of the growing community. Starin Road currently runs through the heart of campus and is heavily used by students and pedestrians. The extension of Starin Road to Highway 59 will be designed to a standard that will handle two travel lanes, on-street bike lanes, and sidewalks. Special attention will be taken to create a pedestrian friendly environment along Starin Road. Crosswalks will be prevalent, and intersections will be designed to maintain safe speeds. Additional traffic calming measures should be designed to maintain safe

travel speeds for both automobiles and pedestrians. Starin Road will align with Executive Drive on Highway 59, at which point the cross section will transition back to that of the Business Park. The City recently received funding for this extension of Starin Road from the federal Economic Development Administration. The City has determined that this roadway extension is needed for the following reasons:

- The extension is consistent with various City plans dating back more than ten years.
- The extension is consistent with UW-W's intent to make Starin Road the main campus entryway. The planned extension enhances this desired image by improving the entryway experience from the east, enhancing the accessibility of the campus to the larger region.
- The Starin Road connection is not envisioned as a "freeway" or even a wide road designed like Indian Mound Parkway. Rather, the long-standing plan has been to construct the road with a design speed of 25 miles per hour, and other features (such as real curves) to make it more pedestrian friendly.
- The Starin Road extension will provide an actual and symbolic connection between UW-W and the Whitewater Business Park and Whitewater University Technology Park. This may facilitate the flow of employees, interns, and ideas.
- The extension is consistent with professional transportation planning principles. There are one and a half miles between Highway U and North Street/West Main Street—the only two east-west through roads on the City's north side. The Wisconsin Department of Transportation's Facilities Development Manual recommends the construction of through roads at half-mile intervals, so the current situation falls well below the standard. Environmental corridors and existing development do not allow for alternatives to address this deficiency.
- The extension would facilitate the delivery of services, including emergency, protective, school bussing, garbage collection, and other services.
- The extension can be integrated with the planned future development pattern for the City's northeast side. The extended Starin Road will serve—and should predominately be funded by—adjacent new development when that land is ripe for development. That new growth will be redevelopment and "infill" development surrounded by existing developed areas or environmental corridors on all sides. Infill development and redevelopment are the essence of "smart growth" planning, and key components of the City's planning program.
- The extension would increase the life and functionality of existing east-west routes. At full build-out, a significant amount of new residential and industrial/business park development is planned for the City's north side. It is unreasonable and unwise to expect new development of this scope without additional through roads to serve it.
- The extension would help protect the environment and existing neighborhoods. Not building the Starin Road extension will result in longer-than-necessary car trips. Residents and employees will still want to travel across town, but without the Starin Road connection, they will have to travel more miles to do so. This will result in unnecessary air pollution, traffic congestion, and personal time and expense. Also, traffic will unnecessarily spill over onto residential streets like Jefferson, Prairie, and Prince in order to get to existing cross-town roads. The Starin Road connection will allow uses like UW-W deliveries to get to highways without traveling such local streets.
- The extension would provide a key east-west connection for bikes and pedestrians. The Comprehensive Bikeway Plan, within the City's 2008 Park and Open Space Plan, identifies this Starin Road connection as a key future east-west bike route. Starin Road is planned to have both sidewalks and bike lanes. The great distance to North Street would dramatically decrease biking and walking trips in this area, particularly as the area develops in the future.

- University Avenue, a new collector road on the west side of the City, north of West Main Street, which would provide an alternative connection to the University. As the only east-west road north of West Main Street, this road would also interconnect future neighborhood and provide a link to the proposed community park in the northwest portion of the City. Future construction of the proposed "University Avenue" is not without its challenges. The permitting requirements and expenses associated with crossing environmentally constrained lands represent one set of challenges. A second challenge is addressing recommended road realignments near the proposed intersection of this road with West Main Street. The map suggests that the segment of Cold Spring Road south of its proposed "University Avenue" crossing should be realigned to remove the present angled connection to West Main. Affected local governments, WisDOT, and private property owners should work together to resolve this challenge. The proposed "University Avenue" should be constructed to the City's standards for collector streets, with controlled access and incorporation of design features to control speeds and increase pedestrian and bicyclist safety (e.g., refuge medians, bulb outs, bike lanes).
- A UW-Whitewater North Neighborhood Connection will be investigated by the time the Future Neighborhood to the north of the campus is developed. As UW-Whitewater and the City both grow, an additional access/entry point on the north of campus may be desirable. This connection could serve local residents, staff, students, and visitors of UW-Whitewater athletic events. The City will continue to communicate with the University as it prepares its updated Campus Master Plan to ensure coordination on potential future connections.
- An Indian Mound Parkway Extension, potentially as far south as Highway 59. This extension would serve as an important north-south City connection on the City's west side. The City's South Neighborhood Development Plan provides additional details and options for this extension.
- An extension of a road from the CTH N/Warner Road intersection southeast to Highway 59, on the west side of the City, to provide a connection through this planned development area.
- An intersection realignment for State Highways 59 and 89. This planned intersection realignment will create a perpendicular configuration and improve the development potential on surrounding lands.
- An intersection improvement at the "five points" intersection area (Walworth, Janesville, and Summit streets), in conjunction with future redevelopment/reuse projects near this intersection.
- A South Street connection, north of the bypass, as adjacent land develops. South Street will then connect Elizabeth Street (near the High School) to South Janesville Street (Highway 89).
- Elkhorn Road improvements, when this planned commercial City gateway corridor undergoes development. The existing and planned intersections at Jake's Way, South Moraine View Parkway, and Cox Road may warrant additional roundabouts, similar to the Bluff Road intersection. For the purposes of efficient traffic circulation and safety, the streets extending from these intersections provide access to commercial sites and nearby neighborhoods. Limited or no new private driveway access will be permitted along Elkhorn Road from the bypass north to Bluff Road. Additional consideration for the desired character along this gateway Elkhorn Road corridor should be given, with respect to features like landscaping, lighting, signage, wayfinding, sidewalks, pedestrian connections, building placement, and setbacks.
- A potential rerouting of Highway 59 to the Howard Road corridor, which is intended to serve multiple purposes. These include providing a more direct route to the Whitewater Business Park and future expansion areas and providing a more efficient route through Whitewater for through traffic. This idea is a modification of past City plans, which also suggested the rerouting of Highway 59, but along a somewhat different route. Obviously, substantial coordination with WisDOT and others will be necessary to accomplish this proposed rerouting.

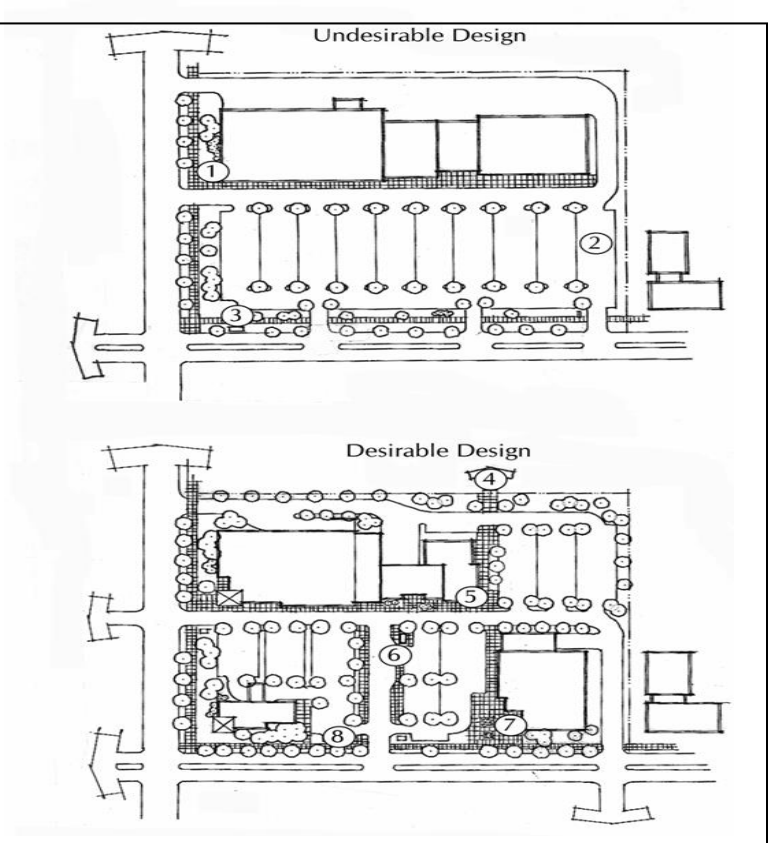
- The expansion of Highway 12 to four lanes, which is being studied by WisDOT. This, combined with a bypass around Fort Atkinson, would have significant implications for Whitewater's economy. The City intends to stay involved in and support the State's efforts to study this corridor, and will work with state legislators as necessary to help advance these projects.

Advance the Development of Multi-Use Paths, Bike Lanes, and Sidewalks

The City recognizes the importance of multi-use paths, bike lanes, and sidewalks to the overall transportation system and intends to enhance opportunities to bike and walk throughout the City by installing, over time, a network of new paths, sidewalks, and on-street bike lanes in accordance with its adopted plans. The City will also employ and encourage community design approaches that are supportive of biking and walking. Promoting biking and walking will also improve the accessibility of parks, community facilities, and services for the elderly and disabled, and will offer alternative ways for secondary and University students to travel to and from campuses, helping to mitigate traffic and on-street parking issues. A pro-biking, pro-walking approach also makes for a more sustainable community.

Undesirable Design Features:
1. All buildings are located far from the street.
2. Large, unbroken expanse of parking.
3. Bus stop located on the edge of the site.

Desirable Design Features:
4. Pedestrian link to adjacent neighborhood.
5. Integrated pedestrian circulation and bike parking.
6. Bus stop integrated into the site.
7. Pedestrian plaza, building located close to the street.
8. Parking divided into smaller pods.



The City will consider multiple approaches for advancing bicycling and walking, including the following:

- Extending the street grid to new development areas and providing interconnected roads, such as the proposed roads shown on Map 6.
- Using street design standards that emphasize safety, enhance connectivity, and restore the role of streets as "places" within communities.
- Continuing to require sidewalks and street trees on both sides of all new streets, to be installed at the time the land is developed.

- Promoting high quality neighborhood design and mixed use design principles outlined in the Land Use and Housing and Neighborhoods chapters.
- Continuing the City's annual program to install sidewalks along key streets where they do not currently exist, using the City's 1997 sidewalk plan map and more recent analyses as guides to inform annual decision making.
- Continuing to implement the various bike and trail system plan recommendations of the City's Park and Open Space Plan, as well as this *Comprehensive Plan* as funds become available and as opportunities arise (e.g., install bike lanes at the time of street upgrades). Apply for WisDNR and WisDOT grant monies, which remain plentiful to those communities that have a clear plan, to help fund projects.
- In collaboration with the School District and other interested local organizations, initiating a local Safe Routes to School program, drawing upon the many resources available at the National Center for Safe Routes to School to enhance opportunities for children to walk and bike safely to school. The City will consider the goals of this program when preparing the next five-year update to the City's Park and Open Space Plan, specifically the bike and pedestrian facilities component of that plan.
- Requiring installation of bike racks and pedestrian amenities (e.g., benches, covered entryways) for commercial and industrial projects throughout the City. When reviewing development proposals, consider how the design of the development relates to its accessibility for bicyclists and pedestrians (see graphic above).
- Continuing to plan for safety improvements for pedestrians and bicyclists along key corridors such as West Main Street, the downtown, East Milwaukee Street, and at major intersections. This may involve the installation of public improvements such as medians, divided bike lanes, alternative pavement types at crossings (e.g., brick), and additional or modified traffic signals (e.g., pedestrian countdown signals, automated pedestrian sensors). Installing appropriate lighting along off-street multi-use paths will also help increase the safety of the paths.

WHAT IS SAFE ROUTES TO SCHOOL?

Safe Routes to School programs are locally-based initiatives to better enable children to safely walk and bike to school. The National Center for Safe Routes to School is an organization designed to assist communities in developing their own successful Safe Routes programs and strategies. The National Center offers a centralized source of information on how to start and sustain a Safe Routes to School program, case studies of successful programs in other communities, as well as many other resources for training and technical assistance.

Source: National Center for Safe Routes to School

- In cooperation with the Police Department, enhancing pedestrian and bicyclist safety, though additional efforts to encourage safe driving, and developing public education programs to teach bicycle safety. Such a program could be developed through a joint effort between the University and the City.
- Installing pedestrian-directed wayfinding signage, maps, and interpretive signage, particularly at trailheads and in the downtown.
- When planning for future trails and bike facilities, continuing to coordinate with Walworth County, Jefferson County, Rock County, and SEWRPC to provide a continuous and efficient trail and bike facilities system. Work to identify ways to interconnect these facilities and extend the functionality of these systems as both recreational amenities and transportation networks.

Support Other Transportation Options

The City will continue to work with the counties, other area communities, and other transportation providers to support alternative transportation options, including commuter routes and facilities, para-transit for the

growing elderly and disabled populations, transportation services for lower income workers, and regional bus transit service to other cities. Some opportunities and programs available at the time this *Plan* was written include:

- Commuter Bus Service between Whitewater and Janesville, if determined feasible through the pending STRAP grant feasibility study.
- Specialized Transportation Assistance Program for Counties program, which provides funding for transportation services, purchasing services from any public or private organization, subsidizing elderly and disabled passengers for their use of services or use of their own personal vehicles, performing or funding management studies on transportation, training and the purchase of equipment. This program requires a 20 percent local match in funding.
- Elderly and Disabled Transportation Capital Assistance program. Eligible applicants include private and non-profit organizations, local public bodies that do not have private or public transportation providers available, and local public bodies that are approved providers of transportation services for the elderly and disabled. The program covers 80 percent of the cost of eligible equipment.
- Wisconsin Employment Transportation Assistance Program (WETAP). This program supports transportation services to link low-income workers with jobs, training centers and childcare facilities. Applicants must prepare a Regional Job Access Plan that identifies the needs for assistance. Eligible applicants include local governments and non-profit agencies.

Map 6: Transportation and Community Facilities

Chapter Nine: Utilities and Community Facilities

UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS SUMMARY

- Continue to provide a variety of high-quality park and recreation facilities and programs to serve a variety of age groups and interests.
- Coordinate with the School District and UW-W on future facility needs and issues of mutal concern.
- Ensure that future land development is coordinated with the provision of utilities and City services.

Chapter Introduction

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Whitewater. Map 6 highlights several of the utilities and facilities described below.

Existing Utilities and Community Facilities

City Administrative Facilities

The City of Whitewater administrative offices are located in the Municipal Building at 312 West Whitewater Street in downtown Whitewater. This building houses the offices of the city manager, city planner, human resources, city clerk, Municipal Court, information technologies, Police Department, Fire Department, Rescue Department, Finance Department, Community Development Authority, Parks and Recreation, and the Department of Public Works.

Police Facilities

The City of Whitewater Police Department employs 24 sworn officers and 14 civilians organized in three bureaus (Administrative Services, Field Services, and Support Services) and the Office of the Chief of Police. The Administrative Services Bureau is comprised of the communications, investigations, training, and community service components of the Department. The Field Services Bureau is comprised of the uniform patrol component of the Department. The clerical and records section of the Department makes up the Support Services Bureau.

Fire and Emergency Medical Services

The Whitewater Fire Department and Rescue Squad provides fire protection and emergency medical service to the City of Whitewater and the towns of Whitewater, Richmond, Lima, Koshkonong, Cold Spring, and Johnstown. The fire station is located at 312 West Whitewater Street. The Fire Department is staffed by volunteer firefighters and utilizes four fire trucks. The Rescue Squad is staffed by volunteer emergency medical technicians and operates three ambulances. The Fire Department typically receives between 150 and 200 fire calls per year. The Rescue Squad receives between 850 and 950 rescue calls per year.

Whitewater Community TV

Whitewater Community TV is a public, education, and governmental access cable television station in the City of Whitewater. Whitewater TV broadcasts locally-produced, television programs year-round. The Whitewater TV Coordinator is a City of Whitewater employee and is responsible monitoring the cable television service provided within the City of Whitewater.

Healthcare Services and Childcare Facilities

Healthcare in Whitewater is provided by several medical clinics. Residents are also served by the Fort Memorial Hospital located at 611 Sherman Avenue East. Fort Memorial is a full-service 110-bed hospital with emergency, inpatient, and outpatient services. Lakeland Hospital and affiliated Lakeland Counseling Center, located in Elkhorn, provide additional healthcare services to Whitewater residents.

Childcare services are available through Learning Depot, Little Red Schoolhouse Preschool, UW-Whitewater Childcare Center, UMOS Whitewater Center, RWCFS Whitewater Head Start Center, and several smaller in-home childcare providers.

Library

Constructed in 1991, the Irvin Young Memorial Library is located at 431 West Center Street in Whitewater. The library is a member of the SHARE consortium, consisting of 43 public libraries and two school libraries in Dodge, Jefferson, Racine, Walworth and Washington counties. The Library Board of Trustees, made up of seven members, outlined a set of goals and objectives for 2009. These goals include providing and maintaining a quality library facility and continuing to make progress toward building the library addition. The Library Board outlined the following objectives to achieve these goals:

- Renovate the north entrance walkway.
- Meet the requirements of the new Gates Foundation grant for replacing old computers.
- Finalize the design plans for the expansion project.
- Send out a Request for Qualifications to fundraising consultants once the City has a dollar amount for the cost of the project.

Water Supply

The Whitewater Water Department, located at 308 N. Fremont, provides public water to land in the City. Groundwater supplies 100 percent of the City's municipal water. Municipal water is drawn from five wells varying in depth from 657 to 1,019 feet. Pumping capacity of the City's water system is 7.2 million gallons per day. The average daily consumption is 1.66 million gallons per day. Properties located outside the City limits are served by private wells and individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. The City does not provide public water or sewer services to areas outside of its boundaries.

Wastewater Treatment

Built in 1982, the City's wastewater treatment facility is located at 109 CTH U. The facility's design capacity is 3.65 million gallons per day; the City's average flow for the plant was 1.9 million gallons per day in 2008. The City's wastewater system consists of approximately 50 miles of buried sanitary mainlines and nine lift stations located throughout the City. Wastewater effluent from the facility is discharged into Whitewater Creek.

At the time this *Plan* was written, the City had requested approval from the WisDNR for improvements to its wastewater treatment plant. Proposed improvements include replacing the raw sewage pumps, installing a new screenings press, rehabilitating the primary and secondary clarifiers and effluent filters, improving the ventilation system for the building housing the biologic treatment units, replacing the chlorination system with an ultraviolet disinfection system, rehabilitating the sludge digestion facilities, and making additional miscellaneous improvements.

Solid Waste Disposal and Recycling

Weekly curbside garbage collection service in the City is provided by John's Disposal Service. Curbside recycling is collected on a bi-weekly basis.

The City operates a ~~City-wide~~Citywide composting site located at the north end of Jefferson Street. Residents may bring yard waste to the composting site for disposal, or they may help themselves to composted material or woodchips.

Telecommunications and Power Distribution

Ameritech, Inc., provides telephone services to the City of Whitewater. Power, natural gas, and high voltage electric transmission lines are provided by WE Energies.

The Cogentrix power plant located just south of County Highway U, and has been in operation since 1996. This 200-plus mega-watt plant provides power to the WE Energies power grid, producing energy at the discretion of WE Energies. The plant is the largest customer of the City's water utility, as it uses water for cooling purposes. Excess steam generated by the plant is piped to the University of Wisconsin-Whitewater for heating and cooling. The plant also provides hot water to a five-acre greenhouse operation located just west of the plant. The City is considering opportunities for the Wastewater Treatment Utility to use excess steam.

The Cogentrix power plant

The plant does not pay City property taxes. However, the City does receive utility shared revenues from the State of Wisconsin. The amount of money received is based on a formula that is tied to the value of the power plant. As the value of the plant depreciates, the City's share of the utility revenues decreases. The City has designated these revenues as funding for its Capital Improvements Fund, which is used for many different types of projects. The fund is being used to pay debt service on the construction of the Whitewater Aquatic Center and the addition to the municipal building. Other projects paid for through this fund include street reconstructions, multi-use trail development, and other specialty projects such as traffic signal installations.

Cemeteries

Three cemeteries are located in the City of Whitewater, including Hillside Cemetery, Oak Grove Cemetery, and Calvary Cemetery, which is located on the UW-Whitewater campus. According to local folklore, three of the cemeteries originally formed an equilateral triangle with a "witch tower" in the very center of the triangle. The witch tower is said to be an old water tower that is now located next to the University in Starin Park.

Parks and Recreational Facilities

Whitewater's extensive park and open space system consists of 188 acres of park land and recreation facilities, including community parks, neighborhood parks, mini parks, passive and active recreation facilities, and conservancy areas. In addition to City-owned recreation areas, public school facilities and open space within the UW-Whitewater campus provide an additional 235 acres of recreation and open space to area residents.

Figure 9.1: Existing Parks and Recreation Facilities

Name	Description	Function	Acres
Archaeological Park	Located in the southwest corner of the City, this park features an intact collection of Native American mounds and hiking trails.	Nature Study	21.5
Starin Park	Located in adjacent to the University in the north central portion of the City, this park provides facilities for basketball, baseball, horseshoes, softball, sledding, and hiking/cross-country ski trails.	Community Park	34.2
Trippe Lake Park	Located along Trippe Lake in the southwest quadrant of the City, activities at this park include volleyball, ice skating, boating, fishing, cross country skiing, and swimming. This park also includes an open shelter, a bath house, a picnic area, a small orchard, play equipment, and restroom facilities.	Community Park	24.2
Cravath Lake Waterfront Park	This park is located along the north side of Cravath Lake and near the south side of the downtown. The Lakefront Center community building is located here as well as an outdoor performance stage, boat launch, lakefront promenade, and a rail underpass to Lake Street.	Community Park	6.1
Moraine View Park	Located in the Whitewater Business Park, this nature area features wetland and prairie restoration areas and a pet exercise area.	Community Park	45.0
Whitewater Creek Nature Area	Located between Fremont and Whitewater Creek, this large community park includes a picnic area, hiking/cross-country ski trails, fishing, and a wildflower/prairie planting area.	Community Park	59.8
Brewery Hill Park/Armory	This indoor and outdoor recreation area is located along the Whitewater Creek on North Street. This park features the City's skate park and the adjacent Armory building houses a gym for basketball and volleyball, a dance studio, a ceramics workshop, and community meeting rooms.	Neighborhood Park	7.3
Meadowsweet Park	This new park is located at the far northwest corner of the City. There are not any recreational facilities within this park at the present time.	Neighborhood Park	4.0
Park Crest Park	Park Crest, located on the City's far northwest side, includes playground equipment, open space, and environmental corridor areas.	Neighborhood Park	3.3
Clay Street Nature Park	Located on the north shore of Trippe Lake, this park features a canoe launch.	Mini Park	0.6
Main Street Shoppes Courtyard	Located in the downtown behind retail and professional buildings.	Mini Park	0.1
Birge Fountain Park	This triangular shaped park, originally constructed in 1900, contains Birge Fountain and a War Memorial.	Mini Park	0.7
Big Brick Park	Located on Center Street, this park offers an enclosed shelter, restrooms, ice skating, playfield, basketball court, playground equipment, and a picnic area.	Mini Park	1.1
Mill Race Park	This observation area is located on the north side of Main Street along Whitewater Creek.	Mini Park	0.6

Name	Description	Function	Acres
Optimist Turtle Mound Park	Located in the southwest quadrant of the City in the Mound Park Acres neighborhood, this park contains a playfield, play equipment, and a picnic area.	Mini Park	1.0

Source: City of Whitewater Park and Open Space Plan: 2008-2013

The City of Whitewater last updated its Park and Open Space Plan in 2008. As noted in that plan, the City's existing park facilities served most of the City's needs at that time. At the time it was written, there were a few service area gaps in already developed areas of the City, and rehabilitation was required of certain park facilities. In addition, new parks and conservancy areas will be needed as the City's population grows and development occurs. Some of the general recommendations of the 2008 Park and Open Space Plan include:

- Promote civic group "adoption" of parks to assist in acquisition, development, and maintenance of park facilities.
- Coordinate maintenance and upkeep of ice rink with the University to provide for demand of University students and other citizens.
- Develop a coordinated system of park and bikeway signage, including both way-finding and park identification signage.
- Provide sites for non-organized recreation, including arts, crafts, native plantings, and interpretation of natural, archaeological, and geologic forms.
- Continue to work with the UW-W to explore opportunities for shared facilities, including appropriate circumferential trail routes through University land.

Cravath Lake Waterfront Park

Detailed recommendations and a general site plan for some new park and open space facilities can be found in the Park and Open Space Plan.

Whitewater Unified School District

The City of Whitewater lies within the Whitewater Unified School District, comprised of three elementary schools, one middle school, and one high school. The School District serves an area of approximately 138 square miles that includes all of the City of Whitewater and all or portions of the Towns of Koshkonong, Cold Spring, La Grange, Whitewater, Richmond, Johnstown, and Lima. The Kettle Moraine Baptist Academy, serving grades kindergarten through 12, is also located within the Whitewater Unified School District.

According to the Wisconsin Department of Public Instruction, enrollment in the Whitewater Unified School District fluctuated moderately during the previous five years leading to the preparation of this *Plan*. During

this time period, elementary school enrollment shifted somewhat between Lakeview Elementary and Lincoln Elementary. Whitewater High School saw a significant increase in students during this period, while Whitewater Middle School's enrollment declined. Overall, from 2004 to 2009, the District experienced less than one percent change in enrollment.

Figure 9.2: Whitewater Unified School District Enrollment, 2004-2009

Name	Location	2004	2005	2006	2007	2008	2009
Lakeview Elementary	W8363 R&W Townline Road	446	209	181	197	195	196
Lincoln Elementary	242 S. Prince Street	216	380	371	359	469	479
Washington Elementary	506 E. Main Street	389	272	285	291	284	295
Whitewater High	534 S. Elizabeth Street	274	676	629	651	630	662
Whitewater Middle	401 S. Elizabeth Street	726	452	468	467	433	428
Total District Enrollment		**2,051**	**1,989**	**1,934**	**1,965**	**2,011**	**2,060**

Source: Wisconsin Department of Public Instruction, 2009

University of Wisconsin-Whitewater

Located in the heart of the City, the University of Wisconsin-Whitewater was founded in 1868 as a "normal" college, or teacher's college. Today, the University is made up of four colleges: the College of Business and Economics, the College of Letters and Sciences, the College of Education, and the College of Arts and Communication.

The 634-acre University campus consists of roughly 400 acres of main campus, 122 acres of drumlin/nature preserve area, and 67 acres of prairie. The campus has 41 buildings of diverse architectural styles, one of which is listed on the National Register of Historic Places.

The University serves 10,700 students from over 36 countries and offers 46 undergraduate majors, 13 graduate programs, and 1,865 courses of study. The University employs 1,090 people: 329 faculty members, 409 academic staff members, and 352 classified staff members. Figure 9.3 provides enrollment statistics for the 2009 academic year. Undergraduates make up the majority of the student body.

Figure 9.3: University of Wisconsin—Whitewater Enrollment, 2009

Student Body	Enrolled
Undergraduates	9,436
Freshmen	2,301
Sophomores	2,542
Juniors	1,893
Seniors	2,444
Others	256
Graduate/Professional	1,264
Men	5,286
Women	5,414
TOTAL STUDENTS	**10,700**

Source: University of Wisconsin—Whitewater

Figure 9.4 shows the capacity of the University's existing residence halls for student housing. Based on this information, approximately 7,400 students reside off campus—the majority of which likely reside within the City of Whitewater.

Figure 9.4: University of Wisconsin—Whitewater Residence Halls

Residence Hall	Location	Number of Rooms	Residence Hall Capacity
Arey Hall	1024 West Starin Road	119	197
Benson Hall	1008 West Starin Road	119	199
Bigelow Hall	1018 West Starin Road	119	218
Clem Hall	1012 West Starin Road	103	231
Fischer Hall	355 Graham Avenue	102	163
Fricker Hall	1022 West Starin Road	102	219
Knilans Hall	411 North Prairie Street	133	226
Lee Hall	1020 West Starin Road	120	222
Tutt Hall	431 North Prairie Street	133	233
Wellers Hall	441 North Prairie Street	135	251
Wells East Tower	471 North Prairie Street	297	530
Wells West Tower	471 North Prairie Street	334	595
TOTAL		**1,816**	**3,284**

Source: University of Wisconsin—Whitewater

UW-Whitewater continuously plans for upgrades to existing campus facilities, and new facilities where appropriate, to meet the needs of current and future students, faculty, and staff. Recent and planned future campus enhancement projects include:

- Construction of the new, centrally-located Timothy J. Hyland Hall was completed in summer 2009. This 180,000-square foot building will include 38 hi-tech classrooms, a 400-seat auditorium, five computer labs, and will house the Center for Entrepreneurial Development, Global Business Resource Center, Fiscal Economic Research Center, Minority Business Center, and International Studies.
- Construction on Carlson Hall is preliminarily scheduled to begin in July 2011, and will accommodate all of the faculty and staff of the "letters" portion of the College of Letters and Sciences.
- White Hall and McCutchan Hall are planned to be razed in 2011 and 2013, respectively.
- Construction started in November 2008, on a new suite-style residence hall to replace White Hall and Sayles Hall. The new residence hall will house 446-bed suite style rooms, including 19 universal design four-person suites, 90 traditional four-person suites, and ten Resident Assistant suites. This project is planned north of Carlson Hall and is expected to be completed in 2010.
- A new multi-sport athletic complex is expected to be completed in the summer of 2009. The athletic complex will include the Prucha baseball field, Fiskum soccer field/Foster track and field, Van Steenderen softball complex, and Perkins Stadium.
- Reconstruction of Walker D. Wyman Mall included underground utilities along the entire length of the mall between Main Street and Starin Road.
- Reconstruction of Moraine Hall, including removal of abandoned plumbing and food service equipment, and a new storefront, exterior doors and windows, remodeled restrooms, and a new elevator. Remodeling/reconstruction were completed in June 2008.

UW-Whitewater is also initiating several "sustainability" projects around campus, including:

- New neighborhood electric vehicles (NEV) were deployed on campus in May 2009. NEVs will be used by campus postal services, iCIT staff, maintenance personnel, and the campus Project Manager.
- The new residence hall is targeted to be the first LEED (Leader in Energy Efficiency and Design) certified residence hall in the state of Wisconsin.

Utilities and Community Facilities Goals, Objectives, and Policies

Goal

Provide a sustainable range of high-quality and energy-efficient services, utilities, facilities, and amenities to support our City's economy and residents.

Objectives

1. Ensure that basic public services such as adequate police and fire protection, street services, solid waste disposal, sanitary sewer services, and education are made available to all residents.
2. Coordinate utilities and community facilities planning with land use, transportation, natural resources, and recreation planning.
3. Encourage the logical, cost-efficient expansion of public facilities to serve compact development patterns.
4. Coordinate with the Whitewater Unified School District and University of Wisconsin-Whitewater on opportunities for shared facilities and services.

Policies

1. Maximize the use of existing utilities and facilities—such as public water and sanitary sewer—and plan for an orderly extension of municipal utilities within the areas identified for future growth on Map 5: Future Land Use.
2. Emphasize energy-efficiency, sustainability, and cost-effectiveness in the delivery of public facilities and services, and in City buildings and equipment purchases.
3. Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.
4. Require all future development in the City to connect to public sanitary sewer and water services, and do not extend such services beyond the City limits.
5. Continue to require development projects to include provisions for managing stormwater runoff—both for quality and quantity purposes. Such facilities should be constructed prior to the commencement of building development.
6. Continue to work with the School District and UW-Whitewater to ensure adequate school facilities and land; well-planned and located future school siting; and joint park, continuing education, recreation, and arts initiatives.
7. Seek opportunities to utilize excess steam generated by the Cogentrix power plant for the operations of the Wastewater Treatment Plant. Longer term plans may involve seeking ways to divert steam to the Whitewater Business Park, or to closer lands intended for future manufacturing development.
8. Continue to coordinate with the University on any plans for future roadway connections between campus and the City and any plans to expand the campus. Appropriate future expansion areas include the areas north and west of the existing campus.

Utilities and Community Facilities Programs and Recommendations

Continue to Provide High-Quality Park and Recreational Facilities and Programs

As the City of Whitewater grows and changes, it will be critical to not lose sight of the important role parks, natural areas, and recreational amenities play in supporting quality of life and sustainability in the City and preserving the City's character and charm. The availability of parks and green spaces also serves as an important economic and marketing tool for the City, since such amenities have been shown to attract residents and businesses, raise property values, and help maintain economic viability in communities across the nation. To ensure that the City's park system remains healthy and vibrant in the coming years, and to accommodate an ever-growing population, the City will pursue the following:

- Maintain an Up-to-Date Park and Open Space Plan. In order to remain eligible to receive federal and state grant monies, communities are required to prepare an updated Park and Open Space Plan every five years. The City's most recent Park and Open Space Plan was updated in 2008. The City will continue to update the plan every five years to ensure that the information in the document is complete, that it reflects the vision of the community, and that the City can maintain its eligibility for state and federal grant monies. Some of the ideas described under the following "bullets" could be integrated into the next Park and Open Space Plan update.

- Identify Opportunities for New Parks and Public Gathering Places. Map 6 shows several conceptual future park locations, including both neighborhood and potential community park locations. Actual park boundaries and acreage will be determined upon further analysis of these areas. The City will continue to ensure the logical siting and development of neighborhood and community parks, maximizing opportunities for developer land dedications and the strategic collection and expenditure of fees-in-lieu of land dedication, where appropriate.

  The City's goal is to provide at least one park within a comfortable walking distance of all homes, and to encourage pedestrian access to these parks via sidewalks, multi-use paths, or bicycle lanes. Wherever possible, new park sites should incorporate both active and passive recreational opportunities. The City will also investigate opportunities to develop a new centralized athletic complex that includes soccer fields and a baseball/softball complex.

- Continue to Require Land Dedication, Fees-in-lieu of Dedication, and Park Improvement Fees. The City will continue to require residential developers to dedicate parkland or pay a fee-in-lieu of land dedication. Fees-in-lieu of dedication should reflect the current cost of acquiring land suitable for park development. In addition to land dedication and fees-in-lieu of dedication, the City will continue to charge park improvement fees, which are intended to fund certain park improvements, as permitted under State

Statutes. The City will update its ordinances as necessary to ensure that fee-in-lieu of dedication and park improvement requirements reflect up-to-date land costs and parkland level of service standards as described in this chapter.

When accepting parkland dedications, the City will work with the developer to ensure that the lands being dedicated are usable for both active and passive recreation, are "uplands" (i.e., not comprised of s or otherwise unbuildable, unusable, or "left-over" land), and are positioned within the development such that they will meet City goals for the provision of park space (e.g., will be easily accessible to the maximum number of residents, in a safe and appropriate location).

- Continue to Make Upgrades and Enhancements to Existing Parks. In addition to providing new park facilities throughout the community, the City will continue to ensure that existing parks are well maintained and are upgraded and improved to accommodate the needs of residents and visitors as funds become available.
- Pursue Partnerships to Meet Shared Objectives. The City will remain open to and in some cases could seek out partnerships with other agencies and organizations to help accomplish its park and recreation goals. Such partnerships can be developed with both non-profit and for-profit organizations, allowing the City and its partners to pool resources, accomplish goals that might otherwise be unattainable, and achieve mutual benefit. Partnerships can also have the effect of broadening ownership of and increasing public support for park and recreation projects. Partnerships may involve cash donations, access to alternative funding sources, property investments, labor, donation of materials or equipment, sponsorships, and donations of technical and/or management skills.

  The City, in cooperation with the School District, the University, and neighborhood associations intends to continue to coordinate community working/volunteer days to help with park maintenance and the construction of new park amenities, where appropriate. The City could also coordinate an initiative to get residents involved in designing, raising funds for, and building a unique City playground, or other park space. This effort would also help support Whitewater's broader Neighborhood Preservation Strategy and strategies to improve residents' pride in their neighborhoods. There is also a longer term opportunity for the City and School District to work together towards the construction of an outdoor swimming pool adjacent to the aquatic facility.
- Enhance Connections Between Parks. A key characteristic of any park system is connectivity, or the extent to which people can access those parks from neighborhoods and other areas of activity without driving. The City will strive to enhance the path, sidewalk, and bike facilities system to ensure that parks are safely accessible by all age and interest groups (also see the Transportation chapter). Parks can also function as important "trail heads" and stopping points or destinations along multi-use paths. For example, the City, potentially in coordination with UW-Whitewater, will investigate opportunities to develop a formal arboretum along a multi-use path to serve a location for the growth of numerous plant species and to provide a unique public amenity.

Continue to Coordinate with the School District on Future Planning Decisions

The City will continue to coordinate land use and development decisions with the Whitewater Unified School District's long-range planning efforts. Participating in a joint "Safe Routes to School" initiative, described in the Transportation chapter, may be a good opportunity to enhance collaboration.

Although School District enrollment has remained relatively steady in recent years, it is likely that over the course of this planning period the District will need to consider the acquisition of land for one or more new elementary schools. The City will work with the District to proactively identify appropriate sites for a new school before land costs escalate and or other development occurs in the most desirable areas. Appropriate sites would likely be located on the west or southwest side of the City where significant neighborhood growth is planned to occur (see Map 6).

Upgrade and Expand Public Utilities and Community Facilities as Needed

Over the next ten years, beyond park system and road improvements, the following utility and community facilities upgrades will be considered by the City:

- Pursue siting and construction of a new water tower (see Map 6).
- Install proposed upgrades/improvements to the wastewater treatment plant.
- Explore creation of a wireless network ~~City-wide~~Citywide, or at least in certain "hot spots" (e.g., downtown, around campus).
- Apply for a grant to deploy dark fiber from UW-Whitewater to other locations in the City.
- Evaluate space needs and identify potential opportunities to move the Police Department into its own stand-alone facility.
- Consider construction of a new fire station or expansion to the existing fire station.
- Continue investigating opportunities to expand the library, based on needs identified earlier in this chapter.
- Explore the need for a community center and possibly an outdoor aquatic center.

Figure 9.5: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Solid Waste and Recycling Services	Ongoing	Consider waste reduction education programs and promote recycling in the City.
Stormwater Management	Ongoing	Work with developers to establish/maintain adequate stormwater management facilities to help the City meet its goal ~~of a 40 percent reduction in~~ of reducing total suspended solids entering surface waters ~~by the year 2013~~.
	~~2010~~2017	Consider amendments to the stormwater management ordinance, possibly reducing the minimum threshold at which stormwater management is required for redevelopment projects and/or potentially developing additional standards for redevelopment projects (also see Natural Resources chapter).
	Ongoing	Consistently enforce the City's stormwater management ordinance and make the ordinance more widely available and accessible.
Municipal Building (police, fire, and public works are listed separately below)	Ongoing	Continue to identify strategies for maximizing use of the existing building to accommodate additional personnel over time and from various departments.
Public Works	~~2010- 2018~~2017-2025	Identify opportunities to expand the department's office/personnel, storage, and equipment space.
	~~2011-2014~~2017-2020	Consider budgeting for additional personnel for all divisions of the Public Works Department.

Figure 9.5: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
	Annual updates	Continue to utilize the Capital Improvement Program to plan for street maintenance and upgrades over the planning period.
Police Station	~~2015-2020~~2022-2027	Evaluate space needs and identify potential opportunities to move the Police Department into its own stand-alone facility.
Fire Department and EMS services	~~2010-2014~~2017-2022	Consider construction of a new fire station or expansion to the existing fire station.
Medical Facilities	--	Medical services and facilities are expected to meet demand through the planning period and will be handled through private parties.
Library	~~2010-2014~~2017-2022	Continue investigating opportunities to expand the library.
Schools	~~2010-2014~~2017-2022	Coordinate with the School District on potential long-term facility needs and other joint initiatives, including potentially an outdoor swimming facility.
	~~2015~~2022+	Work with the School District on identifying appropriate sites for future schools so that land can be proactively purchased in advance of need.
Park and Recreation Facilities	Ongoing	Continue to plan for future park and recreational facilities based on the recommendations in the City's Park and Open Space Plan and in this chapter of the *Comprehensive Plan*.
	~~2011-2014~~Ongoing	In cooperation with the Public Works Department, investigate opportunities to enhance the City's capacity to provide maintenance to park and recreation facilities.
Community Center	~~2015~~2022+	Explore the need for a community center.
Sanitary Sewer Service	2017-2018~~2010 (phase 1)~~ ~~2015 (phase 2)~~	Continue upgrades and improvements to wastewater treatment plant.~~Install proposed upgrades/improvements to the wastewater treatment plant.~~
	~~2012-2014~~2016-2018	Petition SEWRPC to amend the City's Sewer Service Area to better correspond with the City's 20-year development plans (see Map 5).

Figure 9.5: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional systems for new development in the City. All new development in the City and its Sewer Service Area should be served by municipal sewer and water.
Water	2014~~7~~-+	Pursue siting and construction of a new water tower on the City's southwest side.
Telecommunications	~~2010-2012~~2017	Explore creation of a wireless network ~~City-wide~~Citywide, or at least in certain "hot spots" (e.g., downtown, around campus).
	~~2010~~ 2017 (apply for grant money)	Deploy dark fiber from UW-Whitewater to other locations in the City.
	~~2010-2011~~2017-2018	Discuss options for establishing a disaster recovery system to restore City network operations quickly and efficiently in the case of failure/emergency.
Power Plants/Transmission Lines	~~2010-2014~~2017-2022	Seek opportunities to utilize excess steam generated by the Cogentrix power plant for the operations of the Wastewater Treatment Plant, potentially the Whitewater Business Park, and industrial development planned in the Highway U corridor.
Cemeteries	--	Private parties will provide cemetery capacity in and around the City as needed.
Child Care Facilities	--	Child care services and facilities are expected to meet demand through the planning period and will be handled through private parties.

Chapter Ten: Economic Development

ECONOMIC DEVELOPMENT RECOMMENDATIONS SUMMARY

- Working in collaboration with the CDA and UW-W, the City will promote the development and marketing of the Whitewater University Technology Park.
- Utilize a variety of strategies to promote investments in the downtown.
- Actively work to recruit a variety of new business and industries to Whitewater, including retail businesses; reserve areas around the Highway 12 interchanges to high-quality development.
- Pursue the redevelopment of key sites throughout the City.

Chapter Introduction

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

Economic Development Framework

Labor Force

The City's labor force is the portion of the population employed or available for work. It includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S Census data, 8,324 residents, or 69.8 percent, of City residents age 16 or older were in the labor force. Of this total, 1,083 (or 9.1 percent of the labor force) were unemployed.

The percentage of the City's labor force employed by sector in ~~2000~~ 2014 is shown in Figure 10.1. Over 30 percent of Whitewater's labor force is employed in the educational, health, and social services sector. About ~~16~~ 20 percent is employed in the arts, entertainment, recreation, accommodation, and food services sector; and an additional ~~14~~ 13 percent is employed in retail trade.

These data reflect the strong presence of the University of Wisconsin-Whitewater has in the community, both in terms of jobs for University staff and faculty, as well as jobs that support the student population.

Figure 10.1: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Educational, health, and social services	31.2
Arts, entertainment, recreation, accommodation and food services	20.2
Retail trade	12.8
Manufacturing	12.4
Professional, scientific, management, administrative, and waste management	5
Finance, insurance, real estate, and rental and leasing	1.8
Construction	2.6
Other services (except public administration)	3.4
Transportation and warehousing, and utilities	1.6
Wholesale trade	2.4
Information	2.2
Public administration	2.6
Agriculture, forestry, fishing and hunting, and mining	1.8

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

Figure 10.2a: Jefferson County Employment Projections

	2006	2010	2015	2020	2025	2030
Farm Employment	1,990	1,960	1,930	1,900	1,860	1,830
Agricultural Services	640	700	770	840	910	980
Mining	30	30	30	30	30	30
Construction	2,420	2,620	2,860	3,100	3,340	3,570
Manufacturing	11,210	11,430	11,730	12,050	12,410	12,790
Transportation, Communication, and Public Utilities	2,210	2,370	2,570	2,770	2,980	3,200
Wholesale Trade	1,790	1,860	1,960	2,060	2,170	2,290
Retail Trade	9,760	10,280	10,940	11,630	12,330	13,070
Finance, Insurance, and Real Estate	2,240	2,230	2,220	2,210	2,210	2,220
Services	12,660	14,000	15,680	17,380	19,100	20,850
Federal Civilian Government	200	190	190	180	170	170
Federal Military Government	260	260	260	260	260	260
State and Local Government	4,230	4,520	4,890	5,270	5,660	6,060
Total Employment: Jefferson County	**49,640**	**52,440**	**56,000**	**59,660**	**63,430**	**67,330**

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

Jefferson County employment projections were provided by Woods & Poole Economics, Inc., a regional economic and demographics analysis firm (Figure 10.2a). These data predict the County's total employment to grow approximately 36 percent by the year 2030. Over this time period, the most significant increase in jobs is projected to be in the service sector (65 percent increase). By 2030, the percentage of employees working on farms is projected to decrease by eight percent. Projections are not available at the City level.

Figure 10.2b: Walworth County Employment Projections

	2006	2010	2015	2020	2025	2030
Farm Employment	1,324	1,266	1,242	1,218	1,195	1,171
Agricultural Services	893	1,155	1,253	1,352	1,451	1,552
Mining	32	28	28	28	28	28
Construction	3,080	2,988	3,368	3,746	4,121	4,493
Manufacturing	10,163	9,307	9,645	10,002	10,382	10,790
Transportation, Communication, and Public Utilities	2,010	1,707	1,810	1,916	2,025	2,139
Wholesale Trade	1,831	1,602	1,696	1,793	1,897	2,008
Retail Trade	9,347	10,416	10,812	11,223	11,654	12,108
Finance, Insurance, and Real Estate	2,902	3,220	3,500	3,779	4,061	4,351
Services	13,537	15,638	17,950	20,281	22,639	25,032
Federal Civilian Government	244	196	194	193	192	191
Federal Military Government	314	325	327	329	331	333
State and Local Government	6,324	6,934	7,519	8,119	8,735	9,368
Total Employment: Walworth County	52,001	54,782	59,344	63,979	68,711	73,564

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

Walworth County employment projections are shown in Figure 10.2b. These data predict the County's total employment to grow approximately 41 percent between the years 2006 and 2030. Over this time period, the most significant increase in jobs is projected to be in the service industry, which is expected to double. By 2030, the percentage of employees working in mining, in federal government, and on farms is projected to decrease.

Educational Attainment

Educational attainment is another characteristic of a community's labor force. According to the ~~2000 U.S. Census~~2010-2014 American Community Survey 5-Year Estimates, ~~more than 80~~ 89 percent of the City's population age 25 and older had attained a high school level education or higher. This percentage is comparable to many other comparison communities. The percentage of residents in Whitewater that have obtained a college degree or higher was approximately ~~32~~ 35 percent; which is considerably higher than the majority of comparison communities, except the Town of Whitewater.

Figure 10.3: Educational Attainment, 2014

	Percent High School Graduates (or higher)	Percent Bachelor's Degree or Higher
City of Whitewater	89.0%	35.1%
City of Delavan	82.3%	16.2%
City of Elkhorn	91.5%	21.8%
City of Fort Atkinson	91.6%	26.8%
Town of Cold Spring	91.2%	34.4%
Town of Koshkonong	90.9%	30.3%
Town of Lima	85.2%	23.2%
Town of Whitewater	92.5%	41.0%
Village of Palmyra	90.5%	10.7%
Jefferson County	91.7%	23.3%
Walworth County	90.3%	26.3%

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

Income Data

Figure 10.4 presents income statistics for the City of Whitewater and nearby communities. According to 2010-2014 American Community Survey estimates~~2000 U.S. Census data~~, the City's median household income was $~~31,793~~30,281 and its average per capita income was $~~13,965~~16,097. Both figures are considerably less than most other surrounding communities, but reflective of the City's large student population. In the City of Whitewater, median household income has decreased from $31,793 in 2000.

Figure 10.4: Income Comparisons—Neighboring Communities, 2014

	Median Household Income	Per Capita Income
City of Whitewater	$30,281	$16,097
City of Delavan	$48,199	$20,321
City of Elkhorn	$50,910	$23,746
City of Fort Atkinson	$47,868	$26,041
Town of Cold Spring	$73,750	$25,526
Town of Koshkonong	$71,458	$34,609
Town of Lima	$53,625	$26,908
Town of Whitewater	$72,212	$34,976
Village of Palmyra	$47,500	$22,404
Jefferson County	$54,522	$26,349
Walworth County	$54,522	$27,321

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

Figure 10.5 compares income statistics for the City of Whitewater with other college communities of similar size. When compared to other college communities, Whitewater's median household income is ~~comparable~~ significantly lower~~to La Crosse and Menomonie, but slightly less than Oshkosh, Platteville, and DeKalb~~. Similarly, Whitewater's per capita income is also lower than ~~all~~ most of the comparison communities, with the exception of the City of Platteville.

Figure 10.5: Income Comparisons—College Communities of Similar Size, 2014

	Median Household Income	Per Capita Income
City of Whitewater	$30,281	$16,097
City of La Crosse	$40,340	$21,723
City of Menomonie	$37,155	$18,289
City of Oshkosh	$42,860	$22,367
City of Platteville	$39,756	$15,836
City of DeKalb, IL	$38,357	$19,088

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

Commuting Patterns

According to 2000 U.S. Census data, Whitewater residents spent an average of 18 minutes commuting to work. More than half of Whitewater residents commuted outside of the City for employment. Seventy percent of the City's workers traveled to work alone; approximately eight percent carpooled; seventeen percent walked to work; and only one percent took public transportation.

Economic Base Analysis

The City of Whitewater has several significant employers, the largest of which (by far) is the University of Wisconsin—Whitewater. Figure 10.6 lists the City's largest employers.

Figure 10.6: Major Employers

Rank	Employer	Product or Service
1	University of Wisconsin—Whitewater	Colleges, Universities, and Professional Schools
2	Generac Power Systems, Inc.	Motor and Generator Manufacturing
3	Whitewater Unified School District	Elementary and Secondary Schools
4	Arrow Financial Services	Collection Agencies
5	Fairhaven Corp	Continuing Care Retirement Communities
6	Universal Electronics, Inc.	Printed Circuit Assembly Manufacturing
7	City of Whitewater	Municipal government
8	Trostel LTD	Gasket Packing & Sealing Device Mfg
9	Husco INTL Inc	Fluid Power Valve and Hose Fitting Manufacturing
10	Wal-Mart	Discount Department Stores
11	Schenck Accurate, Inc.	All Other Industrial Machinery Manufacturing
12	Weiler & Co, Inc.	Food Product Machinery Manufacturing
13	Trek Bicycle Corporation	Motorcycle, Bicycle, and Parts Manufacturing
14	Golden State Foods Corp	General Line Grocery Merchant Wholesalers
15	Productive Living Systems, Inc.	Residential Mental Health and Substance Abuse
16	Daniels of Whitewater, LLC	Supermarkets and Other Grocery (except Convenience) Stores
17	First Citizens State Bank	Commercial Banking
18	The Charlton Group, Inc.	Telemarketing Bureaus and Other Contact Centers
19	Toppers Pizza of Whitewater Wisconsin	Limited-Service Restaurants
20	Compass Group HE Services	Caterers
21	Lavelle Industries, Inc.	Rubber Product Manufacturing for Mechanical Use
22	Nelson's Bus Service, Inc.	School and Employee Bus Transportation
23	John's Disposal Service, Inc.	Solid Waste Collection
24	UW—Whitewater Foundation, Inc.	Grantmaking Foundations
25	Frawley Oil Company, Inc.	Gasoline Stations with Convenience Stores

Source: Wisconsin Department of Workforce Development, 2009

Environmentally Contaminated Sites

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

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of May 2009, there were 19 contaminated sites in Whitewater that were either in need of clean up or where clean up was already underway. Of the 19 incidents shown, eight are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Nine sites in the Whitewater area are classified as environmental repair, or ERP sites. These sites are often older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. One of the sites is listed as AC, or abandoned containers. Abandoned containers may contain potentially hazardous contents, but no known discharge to the environment has occurred. One of the sites is listed as VPLE, or Liability Exemption, which is a voluntary action in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that

contamination under §292.15, Wisconsin Statutes. Many of the properties on the BRRTS list will 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 encourages remediation and redevelopment of these sites for economic development where appropriate, and will require appropriate remediation as a condition of any development approval.

Existing Economic Development Plans

City of Whitewater Action Plan for Downtown Revitalization, 2005

In 2005, the Community Development Authority of the City of Whitewater commissioned Vierbicher Associates to develop a revitalization action plan for the downtown. This effort resulted in eight goals to achieve a revitalized downtown for Whitewater. These goals are listed below as well as the status of each as of May 2009.

1. Establish an organizational structure for implementing downtown revitalization.
   - ☑ Whitewater became a designated Main Street community in June 2006—the Main Street community functions as the organizational structure to implement downtown revitalization in the City of Whitewater.
2. Establish a management structure for downtown revitalization.
   - ☑ An Executive Director, hired as part of the Main Street community initiative, serves as liaison between the City and property owners. The Executive Director answers to the Board of Directors.
3. Increase the number and mix of residential units in the downtown.
   - ☑ As a result of the Main Street initiative, more than 60 residential units have been created on the second and third floors of downtown buildings.
4. Increase downtown employment levels.
   - ☑ Over 43 jobs have been created as a result of the Main Street initiative.
5. Improve existing building conditions.
   - ☑ Over $8 million dollars have been devoted to infrastructure and building improvements.
6. Create downtown destinations.
   - ☑ Work is in progress on this initiative. Examples of work completed to date include relocation and restoration of Stone Stable to Cravath Lake Front Park; Restoration of the Historical Depot building in Cravath Lake Front Park; and installing 3-D public art in Cravath Lake Park. The City continues to work on recruitment of shops.
7. Increase the level of coordination and communication between downtown stakeholders.
   - ☑ The Executive Director and administrative staff produce quarterly newsletters, weekly reports, monthly reports to the Planning Board, and quarterly reports to the Common Council. In addition, a new website has been created.
8. Develop an integrated design theme.
   - ☑ Work is in process on developing a branding theme for "The Triangle," including commercials and print ads promoting shopping, eating, and recreation in The Triangle.

Strategies for Retail Recruitment Report, 2008

In 2008, the City hired the firm The Retail Coach, LLC to prepare a retail market analysis and develop a recruitment strategy to help attract new retail businesses to the community. Key results of the analysis include the following:

- Whitewater is underserved in several retail categories.

- The City lacks lodging options.
- Residents must travel outside the community to find many retail goods and services.
- New restaurants and more specialty stores downtown could attract more tourists.
- New retail on the bypass will allow the City to stretch its retail market.

The study also identified several locations throughout the City where retail development would be appropriate and identified several other strategies for attracting retail development, including the following:

- Continue to partner with UW-Whitewater to develop a University Technology Park.
- Continue business development efforts to attract new primary jobs to the community.
- Host an annual Whitewater Area Economic Summit, inviting state leaders and developers.
- Recruit industrial and retail developments to attract the retiring baby boomer demographic to the community.
- Initiate a Whitewater Commercial Exchange.
- Work regionally to develop allies and partnerships and share resources.
- Recruit unique businesses from the Chicago-Cook County area to the Whitewater downtown.
- Attract a diverse range of businesses to the downtown, including antique stores, fine dining, art stores/galleries, and specialty shops.

Whitewater University Technology Park: Feasibility Study and Strategic Implementation Recommendations, 2008

In 2008, the City, in partnership with the University of Wisconsin-Whitewater, hired a consultant team to complete the Whitewater University Technology Park: Feasibility Study and Strategic Implementation Recommendations—a master plan for a potential University Technology Park. The University Technology Park is intended to accommodate high quality technology and research industries that complement the academic strengths of the University of Wisconsin-Whitewater.

The Technology Park was originally planned for a 250-acre area south of the Highway 12 bypass and west of Highway 59, along an extension of Indian Mound Parkway. In May 2009, the City announced plans to instead develop the Technology Park in the southeastern section of the City's existing business park. The Technology Park will be located on 125 acres bounded by Innovation Drive, Howard Road, Bluff Road, and Moraine View Park. The UW-Whitewater Innovation Center will be located on five acres immediately east of the Moraine Park. This center will be designed to foster the development of new businesses with a focus on UW-Whitewater research.

Targeted land uses for the Technology Park include agribusiness, software and information technology services, education and training services, financial services, and self-employed consultants. Light assembly, research facilities, office uses, and a limited range of directly supportive commercial uses (e.g., café, coffee shop) may also be appropriate (see the Land Use chapter for a refined description). Given factors such as the need to ensure a protected environment for Technology Park investment, this is not the location in the City for heavy industry. Emphasis will be placed on creating an environment that will support and provide amenities for Technology Park development. These include high quality building and site design, natural area preservation, sustainability and ecologically-sound development practices, energy efficiency and reliability, and high-speed telecommunications. Particular attention will be paid to environmental sustainability and energy efficiency, including opportunities to share and recycle excess energy between businesses. The provision of reliable and redundant sources of power will also be important to the future operations of the potential Technology Park, as will be access to high speed telecommunication technology.

At the time of writing, the City had just received a $4.7 million federal Economic Development Agency grant to assist with the development of the University Technology Park, and site and building plans for the Innovation Center were being prepared.

City Economic Development Groups

Whitewater Community Development Authority (WCDA)

The Whitewater Community Development Authority (WCDA) is the primary economic development organization for the City of Whitewater. WCDA has been working in the community since the 1980s. Prominent projects the WCDA has provided assistance with include the development of the Whitewater Business Park, the Whitewater Creek Path and Enterprise Drive, redevelopment of the Hawthorn Mellody Dairy into Water's Edge Condominiums, and new water and sanitary sewer mains. WCDA also facilitates residential development in the City and is working to bring new housing options to Whitewater.

Downtown Whitewater, Inc.

Downtown Whitewater, Inc., was established in 2005 as a result of a joint effort of citizens, the business community, WCDA, and the City of Whitewater to address downtown revitalization. As part of this effort, the City applied for and received designation status from the Wisconsin Department of Commerce as a Main Street community in 2006. Downtown Whitewater, Inc.'s mission is to improve and preserve Whitewater's quality of life by strengthening the historic downtown as the heartbeat of the community through concentrated efforts in organization, education, design and beautification, promotion, and overall revitalization.

Whitewater Tourism Council (WTC)

The WTC partners with area organizations to organize and sponsor special events in the community. The Council also provides partnership funding via the Community Tourism Program (CTP) to local non-profit agencies to promote tourism in the City. The CTP is a matching grant reimbursement program that is awarded to non-profit groups that hold events that generate tourism and appeal to markets beyond Whitewater. The CTP is awarded on a monthly, first come, first serve basis.

Whitewater Technology Park Committee

At the time this *Plan* was written, a Whitewater Technology Park Committee had formed to oversee the development of the Technology Park. The Committee was working on several fronts to bring the Technology Park to reality, addressing issues such as developing a business plan and mission statement for the park and considering financing options, including the identification of grant monies.

City Economic Development Programs

Economic Development Loan Program

This program offers three types of loans: Industrial Development, Commercial Enterprise, and Micro-Loans. Industrial Development Loans are primarily granted to larger projects and targeted to manufacturing businesses. Commercial Enterprise Loans are made to larger retail and service businesses. Both the Industrial Development and Commercial Enterprise loans are given at a four percent interest rate and can be used for asset expenses, such as land or building acquisition, building construction, or purchases of machinery. The Micro-Loan program is intended for small and start-up businesses. This program offers a maximum loan of $15,000 and may be used for a greater number of purposes.

Façade Loan Program

Façade program loans are funded by a combination of local and federal dollars and are available to owners of commercial buildings to make improvements to the exterior of their buildings. This program is primarily targeted to the downtown district, although any building may be eligible. Certain design guidelines may apply. Applicants should consult with the program coordinator prior to submitting an application.

Façade Grant Program

Façade grants are available to eligible downtown business owners to make improvements to the exterior of their building. Improvements must follow the Downtown Whitewater Design Guidelines, and projects must be reviewed by the Design Committee of Downtown Whitewater, Inc. These grants are funded through TIF #4 funds, which will expire in 2011.

Capital Ideas Technology Zone

The City's historic downtown and Business Park are both included in the Capital Idea's Technology Zone, which consists of businesses producing high-tech products or employing advanced technology in their operation. Eligible businesses within the Zone may apply to receive up to $150,000 in state income tax credits for new projects.

Tax Increment Financing (TIF)

The City of Whitewater uses tax incremental financing to promote economic development in the community. There are currently six active TIF Districts in the City. These TIF Districts were created to provide incentives for commercial, industrial, and residential mixed-use development in key areas of the City by providing public improvements such as roads and sewer to these areas. The presence and locations of these six TIF Districts will profoundly influence where development in Whitewater will occur over the coming years.

- TIF District #4 covers a significant land area, including lands immediately surrounding the downtown, lands that comprise the Whitewater Business Park on the eastern/northeastern portion of the City, and lands in the north-central portion of the City.
- TIF District #5 comprises land on the western periphery of the City, north of West Main Street.
- TIF District #6 includes lands south of the bypass, northwest of Highway 59 and on either side of Indian Mound Parkway, north of the bypass on the west side of Indian Mound Parkway, and north and south of the bypass along Highway 59.
- TIF District #7 is located on the southeast side of the City and includes lands north of the bypass and on either side of Elkhorn Road.
- TIF District #8 is located in the northeastern-most portion of the City, between Highway 59 and Howard Road, and west of Highway 59 and north and south of County Highway U.
- TIF District #9 is located on the eastern edge of the City, east of Howard Road and north of the railroad tracks.

County and State Economic Development Organizations and Programs

Community Based Economic Development Program

The State's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe, or community-based organization is eligible to apply for grant funding. Funds are available on an annual

basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

U.S. Small Business Administration's Certified Development Company (504) Loan Program

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.

Walworth County Economic Development Alliance (WCEDA)

The Walworth County Economic Development Alliance (WCEDA) is a private corporation that is dedicated to promoting economic development in Walworth County. WCEDA provides technical assistance to commercial and industrial businesses in Walworth County in areas such as marketing, writing business plans, planning for business expansion, and acquiring necessary permits. The organization also offers direct, secured loans to businesses with 50 or fewer employees and less than $1 million in gross receipts. Loans cannot exceed $50,000 and must generate one job for every $10,000 loaned. WCEDA offices are located in Elkhorn, WI.

Jefferson County Economic Development Consortium (JCEDC)

The Jefferson County Economic Development Consortium (JCEDC) serves as the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to implement Jefferson's Overall Economic Development Program and to achieve the economic development goals of the County. Its overall goals are to foster and encourage responsible, sustainable economic development activities that result in job creation, job retention, increase the tax base and improve the quality of life for the citizens of Jefferson County. The JCEDC is a non-profit organization that supports the business community and maintains a positive business climate. In this effort, JCEDC offers training programs and has assisted numerous businesses in obtaining financing information from banks, the Wisconsin Department of Commerce, Wisconsin Business Development, the Women Business Initiative Corporation, and other financing sources. In 2007, the JCEDC hired Vandewalle & Associates to undertake a county-wide economic positioning initiative, which will ultimately lead to the development of a vision and framework for economic development in Jefferson County and a strategy for implementing the vision.

Assessment of Desired Future Economic Development Focus

In order to adequately assess categories or particular types of new businesses and industries that would be desirable in Whitewater, it is important to first understand the City's assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development.

Figure 10.7 lists the City's strengths and weaknesses for economic development.

Figure 10.7: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Highway 12 bypass provides good access to the City and is planned for expansion to a freeway sometime in the next 20 years.	Competition from other communities located closer to the population centers of Madison, Milwaukee, Chicago, and Janesville.
Employers have access to a young, educated workforce coming out of college, as well as interns and/or inexpensive student labor where needed.	Some may have the perception that Whitewater is "just a college town."
Access to outdoor recreational opportunities.	Lack of direct access to an interstate highway.
Access to University resources, research, and cultural offerings.	Potential to lose many graduated students to jobs in bigger cities or areas with a greater diversity and quantity of employment and cultural options.
City already makes active use of TIF and supports the use of such tools to spur economic development.	Shortage of lodging options within the City.
The City has an established Community Development Authority.	
The City has a well-established and active downtown, and now an organization devoted to supporting it (Downtown Whitewater, Inc.).	
The City has good regional access, located between Madison, Milwaukee, Janesville, and with access to Chicago.	
The City already has an established business park, with room to grow.	
The University is a "recession-proof" industry, and University students and staff provide positive spill-over economic benefits to the community.	
The City and University have recently collaborated on a new Technology Park, with groundbreaking in 2009.	

Economic Development Goals, Objectives, and Policies

Goal

Grow a sustainable local economy that offers a range of careers, shopping, and services; allow our residents to meet their daily needs without leaving the City; and take advantage of existing businesses, new partnerships, and future-oriented economic opportunities.

Objectives

1. Become a more economically self-sufficient and sustainable community.
2. Continue to promote the downtown as the commercial and civic heart of the City.
3. Facilitate the growth of high-quality retail and employment opportunities to serve the daily shopping, service, and job needs of all residents.

4. Plan for an adequate supply of improved land to accommodate future commercial and industrial development.
5. Continue to promote and advance the development of the Whitewater Business Park, Whitewater University Technology Park, and other job centers.

Policies

1. Provide for and support infrastructure improvements that foster desired types of economic activity, including commercial, office, industrial, and technology-based businesses.
2. Provide for new shopping and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods.
3. Promote a vital and healthy downtown by encouraging mixed-use redevelopment; reuse of vacant and underused buildings and sites; additional housing; increased activity levels and informal gathering spots; and good organization through Downtown Whitewater, Inc.
4. Support proposals that provide a range of commercial opportunities while still considering the importance of preserving the City's character, existing locally owned businesses, and the viability of the downtown.
5. Plan for smaller-scale neighborhood commercial developments convenient to and integrated with residential neighborhoods, without impairing neighborhood character.
6. Support mixed-use development projects that integrate non-residential and residential uses into high-quality, unified places, both in the downtown and in other key locations such as along West Main Street, Highway 12, and Elkhorn Road (see also the Land Use chapter).
7. Locate industries on sites and in areas where they have adequate expansion space to meet anticipated future needs, focusing in particular on the continued growth of the Whitewater Business Park.
8. Continue the strategic use of tax increment financing to promote new development, expansion and relocation of existing businesses and industries, and redevelopment. Remain poised to capitalize on opportunities within the City's active TIF districts.
9. Seek opportunities to locate industries in the City that could take fuller advantage of the Cogentrix power plant.
10. Support the clean-up and restoration of brownfield sites for economic reuse.
11. Continue to invest in and promote the redevelopment of key sites in the downtown, along West Main Street, and in other key corridors around the City (see the Land Use chapter for a list).
12. Work with existing businesses and industries to ensure their continued health and ability to grow, in collaboration with the Whitewater Chamber of Commerce and Downtown Whitewater, Inc.
13. Continue to rely on the Whitewater Community Development Authority as a conduit for economic expansion and diversification in the City, and Whitewater Downtown, Inc., as a key partner in downtown redevelopment.
14. Work with other communities in Jefferson, Walworth, and Rock counties on regional economic development initiatives, such as the Jefferson County regional economic positioning project initiated in 2007.
15. Consider new sources of funds to sustain the Downtown Façade Grant program. The existing funding source, TIF #4, will expire in 2011.

Economic Development Programs and Recommendations

Advance Development of the Whitewater University Technology Park

Working in collaboration with CDA and UW-W, the City will promote the development and marketing of the Whitewater University Technology Park, located on the eastern side of the City, to accommodate the appropriate future technology- and innovation-driven business growth. Development in the Park is guided by protective covenants that address land use, building appearance, landscaping, parking, and other development characteristics, and will be partially funded by a large federal grant.

In addition to providing a location for high quality research, development, and office uses, a secondary goal of the Technology Park is to promote "green" site and building design practices (see description of and policies for the Office/Technology Park future land use designation in the Land Use chapter). The Technology Park will also provide an opportunity to retain University of Wisconsin-Whitewater students after graduation by offering well-paying jobs.

Continue to Invest in the Downtown

Downtown Whitewater is an important asset to the economy and culture of the City, representing the historic center of the community, and contributing to the City's unique identity and character. The City has worked hard over recent years to strategically invest in the downtown, and in the future will continue to actively work to promote the downtown as a diverse and vibrant commercial, service, and civic center that can serve everyone in the community—from University students to senior citizens. To advance this goal, the following strategies will be explored:

- Bring more events downtown and promote them: The downtown provides an attractive and logical location to host community events. Such events and activities draw people to the City, help build a sense of pride in the community, support the City's businesses, promote the downtown as a community gathering place, and encourage people to spend time in Whitewater. For example, the City may consider working to relocate the farmers market, which currently takes place in the Walmart parking lot, to the downtown.
- Advance downtown as an entertainment venue: Downtown Whitewater is already home to various restaurants and bars. The City will continue to promote the establishment of additional entertainment uses and supporting uses in the downtown including coffee shops and cafes, and music venues.
- Attract additional businesses to the downtown: The City, in cooperation with Downtown Whitewater, Inc., and the CDA, will continue to use marketing, investment, and incentive strategies to attract and retain specialty retail businesses, offices, and services in the downtown.
- Promote a variety of compatible land uses: Part of what will continue to make downtown Whitewater a unique and interesting environment is a diversity of compatible uses, including retail, dining, office, service, and appropriate residential uses. Such diversity encourages 24-hour activity in the downtown, with different uses mutually supporting one another. In addition to promoting upper-story residential uses in existing downtown buildings, redevelopment projects in the downtown also present opportunities to provide new housing options. Infill, redevelopment, and rehabilitation projects in the downtown should be regulated so as to maintain the character and image of this area of the City.
- Preserve historic structures: Work with downtown property owners, businesses, Downtown Whitewater, Inc., the Landmarks Commission, and the Downtown Design Committee to preserve and renovate historically significant buildings cost effectively (also see the Cultural Resources chapter).

Support the Economy through Enhancement of City Neighborhoods and Amenities

An important and sometimes overlooked approach to promoting economic development is providing attractive neighborhoods, a variety of amenities, and a high quality of life for residents and business owners. Quality housing, attractive and safe neighborhoods, a strong downtown, parks and trails, and good schools draw employers and workers to a community.

The external appearance of the City and the City's neighborhoods will make Whitewater a more desirable place to live, work, and own a business. The City intends to actively implement the recommendations outlined in the Neighborhood Preservation Strategy (see Housing and Neighborhoods chapter) to improve the cohesiveness and appearance of neighborhoods throughout Whitewater, and will also invest in other improvements such as streetscaping, gateway features, community entry and wayfinding signage, parks, trails, and, potentially in the future, other unique amenities like an outdoor aquatic facility and community center, as constrained budgets and other City priorities permit.

Recruit Retail and Other Commercial Businesses to Appropriate Locations in the City

The 2008 Retail Coach, LLC retail market analysis and recruitment strategy identified several general locations throughout the City where future retail development would be appropriate. These locations included properties on either side of Elkhorn Road close to the Highway 12 bypass, the East Towne Market site at the corner of Elkhorn and Bluff Roads, a redevelopment site on the northwest corner of West Main Street and Tratt Street, undeveloped lands west of Culvers on Main Street, and lands west of the High School campus. The future land use recommendations in this *Comprehensive Plan* regarding locations for commercial development are generally consistent with the recommendations in the Retail Coach study. However, while it was the Retail Coach's primary objective to identify the most viable areas of the City for retail development, the land use recommendations in this *Plan* are the result of a variety of factors and considerations that go beyond the factors considered as part of the Retail Coach study.

For example, the Retail Coach study identifies the roughly 70-acre site west of the High School campus, and located on either side of Indian Mound Parkway, as a viable location for retail development. But this does not mean that the entire site should be planned for retail development. When developing the Future Land Use map, a range of factors were considered, such as the nature of surrounding land uses, traffic concerns, community character issues, a desire to distribute retail opportunities and other commercial development throughout the community, and the need to interconnect and integrate this site with existing and other planned areas of the City. Based on these considerations, the City's proposed land use pattern for this area west of the High School campus accommodates commercial development on the west side of Indian Mound Parkway, but indicates Future Neighborhood uses for the east side of Indian Mound Parkway, adjacent to the High School. This is illustrated on Map 5.

A second example is the Elkhorn Road corridor. While this area of the City provides an ideal location for retail development given its proximity to and visibility from the Highway 12/Elkhorn Road intersection, the City's proposed plan for this corridor (as advised through this *Comprehensive Plan*) advises not only commercial development, but also planned housing and mixed use areas for different tracts. This future land use pattern will still accommodate a variety of retailers (including those with a large building size) and restaurants, but will also provide appropriate transitions to existing and planned residential areas, open spaces, and Trippe Lake.

For those areas that have been identified within this *Comprehensive Plan* as appropriate locations for future commercial development, the City, in cooperation with the CDA will actively recruit appropriate retail businesses and restaurants, implementing the steps and strategies identified in the Retail Coach report (specifically "How to Best Utilize the Retail Gap Analysis Report").

Reserve Land around Planned Highway 12 Interchanges for the Highest-Quality Development

The City recognizes the economic value of the undeveloped lands located around the Highway 12 interchanges, particularly at Highway 12 and Tri County Road, Highway 12 and Walworth Avenue, Highway 12 and Highway 89, and Highway 12 and Elkhorn Road. In these areas, the City will plan for high-quality, attractive employment, commercial, and mixed use uses. Development in these areas should showcase

Whitewater's employment, shopping, and service opportunities, function as an attractive entryway into the community, and provide an important location for new jobs. These areas should not be prematurely developed or "undersold" to lower-quality uses. Patience and persistence will be key.

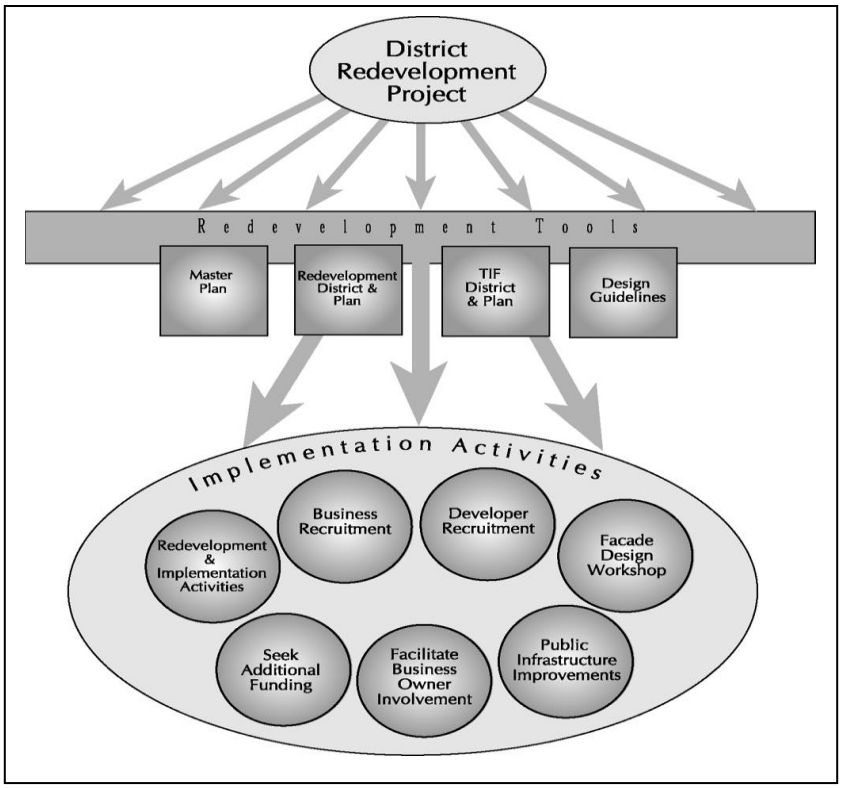
Assertively Pursue Redevelopment on Key Sites in the City

As listed near the end of the Land Use chapter, there will be several redevelopment opportunities in Whitewater over the planning period. These include several older properties in the downtown area and scattered site redevelopment opportunities in other parts of the City.

Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. Typically, this type of detailed planning and implementation process includes:

- Prioritizing redevelopment sites.
- Evaluating the redevelopment sites' conditions.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for each redevelopment site.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and concept plan map, for each priority site.
- Aggressively pursuing implementation, possibly through adoption of a statutory redevelopment plan and blight determination; establishment of a tax increment financing district (where not presently available); possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Figure 10.8 Redevelopment Planning and Implementation Process



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Redevelopment strategies for brownfield (contaminated) sites are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There is a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the clean-up and redevelopment of brownfields in Wisconsin.

To assist with redevelopment, the appropriate and thoughtful use of TIF will place Whitewater in a much stronger position when working with developers and business owners and will allow the City to vie for types of projects that might not otherwise be possible without it: projects of a scale and quality that can change the local market and generate other quality projects.

When considering the use of TIF to attract new businesses and promote redevelopment, the City should emphasize projects that generally meet the following criteria:

- Construction exceeds a pre-set minimum value per square foot.
- Site planning and building design works with the topography, includes green building and innovative stormwater management practices, features enhanced landscaping and on-site open space, is designed to promote pedestrian access, and meets or exceeds community architectural and site planning standards included in the Comprehensive Plan.
- Uses complement other Whitewater businesses and developments and make the area more attractive for future business investment or redevelopment.
- The project clearly advances the City's economic development direction as described in this *Plan*.

- The project would be financially infeasible without TIF.
- TIF is necessary to make project costs comparable to those associated with doing a similar project on a "greenfield" site under similar market conditions.
- The project is guaranteed to support itself by generating enough new tax increment to service any incurred debt.
- The project has the ability to remove or prevent blight.
- The project will help retain existing businesses or attract new businesses from outside of the community.

Chapter Eleven: Intergovernmental Cooperation

INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS SUMMARY

- Continue to communicate with surrounding communities, such as the towns of Whitewater and Lima, Cold Spring, and Koshkonong on a variety of issues and opportunities, some of which may be addressed through formal intergovernmental agreements.
- Consider appropriate amendments to the City's extraterritorial land division policies in the subdivision ordinance.
- Remain involved in a variety of regional inititatives that affect Whitewater.

Chapter Introduction

This chapter is focused on "intergovernmental cooperation," defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and a movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions, such as school districts.

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

Existing Regional Framework

Map 1 depicts the boundaries of Whitewater's neighboring or overlapping jurisdictions. Planning documents for these local, regional, and state jurisdictions were analyzed during the City's planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis:

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16-county region that includes Jefferson County. WisDOT's Southeast Region office, located in Waukesha, serves a seven-county region that includes Walworth County. WisDOT plans as they affect Whitewater are reviewed in the Transportation chapter; there are no known conflicts between this City *Comprehensive Plan* and WisDOT plans and policies.

The Wisconsin Department of Natural Resources (WisDNR) provides service to Jefferson and Walworth County residents out of six South Central Region offices and four Southeast Region offices. WisDNR plans as they affect Whitewater are reviewed in the Natural Resources chapter; there are no known conflicts between this City *Comprehensive Plan* and WisDNR plans and policies.

Walworth County

Walworth County is nearing completion of a multi-jurisdictional comprehensive planning effort to comply with the State comprehensive planning requirements by January 1, 2010. Southeastern Wisconsin Regional Planning Commission (SEWRPC) staff provided planning assistance in this initiative. Participating

communities include the towns of Darien, Delavan, East Troy, Geneva, LaFayette, LaGrange, Richmond, Sharon, Spring Prairie, Sugar Creek, Troy, Walworth, and Whitewater. The County Plan will serve as the local comprehensive plan for each of the participating towns. Recommendations for the Town of Whitewater, which is generally located south and east of the City and partially lies within the City's extraterritorial jurisdiction, are generally described under the Town of Whitewater section below.

Jefferson County

Since Jefferson County is facing growth pressures from the surrounding metro areas, County residents are concerned about preserving their historic agricultural land use base. Recommendations in the 1999 Jefferson County Agricultural Preservation and Land Use Plan advocate for long-term growth in that County's "urban service areas" (mostly associated with villages and cities) that have existing infrastructure and that are served by existing services with the intent of protecting and preserving the natural resources and rural character of the County's many undeveloped and pristine areas. The County's 1999 Plan identifies nearly all lands, besides environmental corridors, that are outside of communities' 20-year urban service areas as Agricultural Preservation Areas. The County's Plan is considered a strong model for fostering agricultural preservation, environmental protection, and vibrant cities and villages.

At the time of writing, Jefferson County was in the process of updating its 1999 plan, particularly in the areas of agricultural preservation and economic development. There are no known conflicts between Jefferson County's plan and that of the City of Whitewater, although the City intends to work with Jefferson County to fully acknowledge this City *Comprehensive Plan* in the County's update.

Rock County

At the time this *Plan* was being prepared, Rock County had just completed its own comprehensive planning process. Recommendations for the Town of Lima, which is located west of the City of Whitewater and lies partially within the City's extraterritorial jurisdiction, are generally described under the Town of Lima section below.

Town of Koshkonong

A portion of the southeast corner of the Town of Koshkonong is located within the City of Whitewater's extraterritorial jurisdiction. At the time this *Plan* was written the Town of Koshkonong was in the process of adopting its own comprehensive plan. The town intends to keep lands within the City of Whitewater's extraterritorial jurisdiction for long-term agricultural preservation (and zoned for exclusive agriculture). Land division policies in these areas will be consistent with Jefferson County's policies. Through its Plan, the Town also expressed interest in working with the City of Whitewater to develop a mutually beneficial boundary agreement.

Town of Whitewater

The Town of Whitewater surrounds the majority of the portion of the City that lies within Walworth County. The Town of Whitewater has been a participant in Walworth County's multi-jurisdictional comprehensive planning effort, which will result in the preparation of a long-range comprehensive plan for the year 2035.

As part of the County planning effort, the Town of Whitewater planned for most of the land surrounding the southern boundary of the City, within most of the City's 2009 Sanitary Sewer Service Area, as "urban reserve." This future land use designation indicates that the Town expects these lands to eventually develop. The Town's plan shows the majority of lands outside the City of Whitewater's Sanitary Sewer Service Area as "Prime Agricultural"—intended for lands planned to remain in agricultural use, with a minimum parcel size of 35 acres. Additionally, the Town plan recommends:

- Future commercial development southwest of the City at the Highway 12/ N intersection, along Highway 59 southwest of the City, and southeast of the City at the Highway 12/P intersection.

- Future industrial development south of Highway 12 close to the Town Hall in the Willis Ray Road corridor.
- Several small areas of the Town designated for "urban residential" use, which allows densities less than 5 dwelling units per acre. These are located south of Trippe Lake, adjacent to Highway 12; at the northeastern most corner of the 2009 City limits and the County/Town boundary; and in the northwestern portion of the Town (in an area that is nearly completely surrounded by the City).
- Agriculture and rural residential (5-34 dwelling units/acre) both southwest of the City (just outside the City's 2009 Sewer Service Area) and just east of Howard Road (east of the University Technology Park area).

While there is largely alignment between the recommendations of the Town of Whitewater plan and this City *Comprehensive Plan*, there remain some areas of disagreement or at least uncertainty as to what jurisdiction future development planned near the City's edges should occur within. For example, in its Plan, the Town expressed interest in working with the City to extend city sewer and water to certain lands outside the City (without annexation). The Town suggested the establishment of a boundary agreement, though which the Town and City would negotiate and formalize the conditions under which this would occur.

Town of Lima

A portion of the southeast corner of the Town of Lima is located within the City of Whitewater's extraterritorial jurisdiction (ETJ). The Town of Lima adopted its comprehensive plan in June 2009. Recommendations pertaining to the City of Whitewater included: (1) Monitor development and annexations of the City of Whitewater; (2) Maintain the productive and cooperative relationship with the Whitewater Chamber of Commerce; and (3) Support the implementation of the City of Whitewater's Park and Open Space Plan, including the development of regional bicycle and pedestrian routes, lanes, and trails.

The Town's Future Land Use map designates land at the northeastern corner of the Town at the Highway 12/Business 12 intersection for future "mixed-use," which includes a combination of residential, commercial, industrial, and special purpose development. A small area to the west of the mixed use area is designated for residential development in the Town plan. The majority of the remaining land in the Town near or in the City's ETJ is designated for future "exclusive agricultural" use.

While there is largely alignment between the recommendations of the Town of Lima plan and this City *Comprehensive Plan*, there remain some areas of uncertainty as to what jurisdiction future development planned near the Highway 12/Business 12 intersection should occur within.

Town of Cold Spring

The Town of Cold Spring, located in Jefferson County, surrounds the northern portion of the City of Whitewater. The Jefferson County Agricultural Preservation and Land Use Plan serves as the Town's plan. The Town has designated all land within the City of Whitewater's extraterritorial jurisdiction as either an agricultural preservation area or environmental corridor. Provided that permanent development rights/conservation easements are not acquired for lands identified in this City Comprehensive Plan for future City growth, the Town's plan and this City *Comprehensive Plan* are compatible with one another.

Regional Planning Commission and Metropolitan Planning Organization

Walworth County and Whitewater is part of the jurisdiction of the Southeastern Wisconsin Regional Planning Commission (SEWRPC). SEWRPC was established in 1960 as the official area-wide planning agency for the southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha (but not Jefferson County, which is not served by any regional planning commission). SEWRPC's specific planning services include land use planning; transportation improvements and corridor planning; open space, recreational, and environmental planning; economic development planning; demographic information and projections; and Geographic Information Systems services and aerial photography distribution.

SEWRPC recently updated the Regional Land Use Plan and the Regional Transportation System Plan. The new Land Use Plan serves as a guide to land use development and redevelopment at the regional level through the year 2035. The Transportation System Plan includes recommended multimodal transportation actions designed to address existing and anticipated future transportation problems and needs.

SEWRPC also acts as the Metropolitan Planning Organization (MPO) for the region. The MPO prepares a long-range transportation plan and a five-year Transportation Improvement Program (TIP) and is the designated regional policy body responsible for cooperative, comprehensive regional transportation planning and decision making. Projects must be listed in these documents to obtain federal funding support. More details regarding the current TIP are included in the Transportation chapter.

There are no known conflicts between this City Comprehensive Plan and SEWRPC plans. The City will work with SEWRPC to adjust the City's Sewer Service Area to better correspond with this City *Comprehensive Plan* (see Map 5 and Land Use chapter).

School District

Residents of the City of Whitewater are served by the Whitewater Unified School District. The District is described in detail in the Utilities and Community Facilities chapter. There are no known conflicts between this City *Comprehensive Plan* and the plans and policies of the School District.

Intergovernmental Cooperation Goals, Objectives, Policies

Goal

Continue to work with surrounding and overlapping jurisdictions to achieve mutual goals and address issues that transcend municipal boundaries.

Objectives

1. Work with surrounding towns to encourage an orderly, efficient land use pattern and to advance areas of mutual benefit and interest.
2. Work collaboratively with the Whitewater Unified School District and University of Wisconsin-Whitewater on joint recreational space and educational initiatives.

Policies

1. Provide a copy of this *Plan* to all surrounding local governments and districts, and continue to involve and update them on future changes to the *Plan*.
2. Work to resolve remaining differences between the *City of Whitewater Comprehensive Plan* and the plans, policies, and ordinances of adjacent communities.
3. Actively monitor, participate in, and review and comment on pending and future comprehensive plans from nearby communities.
4. Continue to cooperate with other units of government on issues related to land use, natural resources, recreation, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.
5. Consider additional opportunities to share public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both.
6. Partner with UW-Whitewater and the Whitewater Unified School District to improve educational achievement, promote local schools, pursue the provision of joint recreational facilities, and enhance the economic health of the City (see also Utilities and Community Facilities chapter).

7. Work cooperatively with the University of Wisconsin-Whitewater on the development and marketing of the University Technology Park as a center for "next generation" job and tax base growth for the community, and on transportation, land use, housing, and open space issues near the campus's northern border.
8. Participate in the Jefferson County Economic Development Consortium's preparation and implementation of a County-wide economic positioning initiative to capture the area's future potential given its unique assets and position, and similar efforts undertaken by the Walworth County Economic Development Corporation.
9. Pursue an intergovernmental agreement or otherwise cooperate with the Town of Whitewater on issues such as municipal boundaries, land use near City edges, jurisdiction in which planned development will occur, farmland preservation, stormwater management, sewer and water services, Howard Road/Highway 59 align, and road jurisdiction, access, and maintenance.
10. As need warrants, pursue an intergovernmental agreement or otherwise cooperate with the Town of Lima on issues such as land use at the Highway 12/Business 12 intersection, jurisdiction in which planned development will occur, farmland preservation, municipal boundaries, farmland preservation, and road maintenance.

Intergovernmental Cooperation Programs and Recommendations

Continue Intergovernmental Discussions and Possible Agreements with the Surrounding Towns

Over the planning period, the City will continue to engage in discussions with the towns of Whitewater, Cold Spring, Koshkonong, and Lima regarding the following issues:

- Additional opportunities for the sharing of municipal services.
- Interconnection of roads and trails in the City's growth areas, and improvements to transportation corridors, such the possibly rerouting of Highway 59 along the City's east edge.
- Improvement to water quality in Whitewater Creek, Cravath Lake, and Trippe Lake, and stormwater management in general.
- Future land use, municipal boundaries, and municipal service issues.
- Other issues that concern one or both communities.

INTERGOVERNMENTAL AGREEMENTS UNDER WISCONSIN LAW

There are two main formats for intergovernmental agreements under Wisconsin Statutes.

The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

It appears from a review of plans and degree of interface that the City's interest in entering an actual formal intergovernmental boundary/land use agreement may be greatest with the Town of Whitewater, and second

greatest with the Town of Lima. The majority of those towns' 2009 future land use maps are consistent with the City of Whitewater's Future Land Use map. Still, there are some areas of disagreement, uncertainty as to which jurisdiction planned development would occur within, and uncertainty over which jurisdiction would be expected to provide necessary public services. The City will work with the Towns to address these and other issues. The City's initial intent is to maintain its policy of not extending municipal utilities to lands outside the City unless and until the land is annexed into the City, and to maintain its extraterritorial authorities.

Revise the City's Extraterritorial Land Division Policies in the Subdivision Ordinance

This City will consider amending its extraterritorial land division review policies within its subdivision ordinance to better relate to those areas of City interest in the future, based on the Future Land Use map (Map 5) in this *Comprehensive Plan*. Within the City's extraterritorial jurisdiction, the City will consider the following amended policies through subdivision ordinance amendments:

- Within areas shown on the City's Future Land Use map (Map 5) for City growth within the 20-year planning period, the City will require rural development densities of no greater than one home per 35 acres, or adhere to County policies if they are equally or more strict. This includes some areas located both within and outside of the City's 2009 Sewer Service Area boundary.
- For areas shown on the City's Future Land Use map (Map 5) as Long Range Urban Growth Areas, and for all other areas within the City's extraterritorial jurisdiction, the City will consider greater flexibility in terms of development density, but will generally adhere to the land division policies of Jefferson County, Walworth County, and the Towns (depending on where the land division is proposed). In addition, within these areas, the City intends to adjust its ordinance to only allow land divisions by certified survey map (no subdivision plats of five or more lots).

If and when the City decides to become a City of the third class and is granted a three-mile extraterritorial jurisdiction, the City will revisit its extraterritorial land division regulations and adjust them accordingly. However, at this time, the City's growth characteristics do not appear to warrant a need for three-mile extraterritorial review authority (i.e., the current one and a half-mile limit appears to suffice).

Remain Involved in Regional Initiatives that Affect Whitewater

Many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use). Therefore, the City intends to maintain an active and open dialogue with surrounding and overlapping communities. A few specific opportunities include:

- Remaining involved in the Jefferson County Economic Positioning Project: At the time this Plan was being prepared, the Jefferson County Economic Development Consortium (JCEDC) was leading an initiative to advance economic development county-wide. The project identified the following key economic assets for Jefferson County: regional location, agriculture and food, corporate presence and manufacturing diversity, emerging bioenergy, water and natural resources, small-town living, and cultural heritage. Building on these assets, the project is exploring opportunities that may be the foundation or building blocks for a future vision for the County. Opportunities suggested through that initiative include: connecting with regional institutions and innovators, aligning workforce skills with emerging technologies, and participating in the bioenergy economy. The City will stay actively involved in this process, particularly as it relates to attracting development to the University Technology Park and the Whitewater Business Park.
- Monitoring the Jefferson County Purchase of Agricultural Conservation Easements (PACE) Program: For several years leading up to the preparation of this *Plan,* Jefferson County had been working toward establishing and funding a Purchase of Agricultural Conservation Easements (PACE) program. In 2009, the County identified a preliminary funding mechanism for starting the program and developed an approach for identifying areas where the purchase of conservation easements would be prioritized. The

City will remain involved in this initiative to ensure that it proceeds in a manner that is in the best interest of the City, while still being successful at preserving prime farmland in perpetuity. In brief, the City should express its support for the program if it does not attempt to procure permanent conservation easements over lands within City future growth areas, as designated in this *Comprehensive Plan* (see Map 5).

- Pursuing and implementing the Janesville-Milton- Whitewater Transit Feasibility Study: At the time this *Plan* was being prepared, a study was underway to determine the feasibility of establishing commuter bus service between Janesville, Milton, and Whitewater, including the UW-Whitewater campus and the rural areas between these communities. The City will remain involved in this study, and if commuter bus service is determined to be feasible, will engage in working with the necessary parties to advance this opportunity.

Chapter Twelve: Implementation

The City will realize its *Plan* goals through a coordinated, continuous program of *Plan* implementation, evaluation, and updates. The purpose of this chapter is to identify high-priority implementation steps, timeframes for completing implementation activities, and the parties responsible for implementing various aspects of the *Plan*. This chapter will also outline a process and criteria for subsequent amendments to the Comprehensive Plan. The detailed implementation table identifies and prioritizes activities that the City should complete to implement this *Plan*.

Plan Adoption

A first step in implementing the *City of Whitewater 2030 Comprehensive Plan* is making sure that it is adopted in a manner that supports its intended future use as a tool for consistent and well-thought-out decision-making. Pursuant to Section 66.1001, Wisconsin Statues, the City has included all necessary elements for this *Plan* to be adopted and has followed the procedures for adopting this *Plan* under the State's comprehensive planning legislation.

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

Plan Advancement and Awareness

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. In fact, beginning January 1, 2010, zoning, subdivision, and official map "actions" must to be consistent with the adopted *Comprehensive Plan*, under State law.

This *Plan* will only have value if it is understood, supported, and used by the community. It is critical that the City make concerted efforts to increase community awareness and education on this *Plan*. To this end, efforts may include:

- Prominently displaying the City's vision statement, Future Land Use Map, Future Transportation and Community Facilities Map, and other *Plan* materials at City Hall, the Library, or other community gathering places.
- Ensuring that up-to-date materials are easily accessible on the City's website.
- Speaking to community organizations and school and University groups about the *Plan*.
- Regularly presenting implementation progress reports to the Common Council, Plan and Architectural Review Commission, and other municipal bodies.
- Incorporating *Plan* implementation steps in the annual budget process, and strategic planning efforts.
- Encouraging all City commissions and staff to become familiar with and use the *Plan* in their decision making.
- Reviewing and assessing the *Plan* by reviewing performance against the implementation priorities and suggested timeframes described later in this chapter.

Plan Administration and Addressing "Consistency"

The comprehensive planning statute does not provide guidance about how to determine if zoning and land division actions are "consistent" with the *Plan*. As such, this concept will evolve, potentially via further legislation or court action. Subsequent amendments to this *Comprehensive Plan* may further address the "consistency" requirement as this evolution occurs.

In the meantime, the City will use the following general approach for purposes of determining whether or not any action is "consistent," as that term is used in 66.1001(3), Wisconsin Statutes. First, the City designates itself as the entity charged with determining whether its implementation actions are consistent with its *Comprehensive Plan*. Second, the City intends to use a system for making and documenting consistency findings for Common Council and Plan and Architectural Review Commission zoning and subdivision decisions, with assistance from the City Planner and City Attorney.

Many of the individual decisions made under this *Plan* will revolve around zoning, land divisions, public investments, and intergovernmental relations. The City's approach for addressing each of these types of decisions—and evaluating consistency of subsequent decisions with this *Comprehensive Plan*—is as listed below:

- **Zoning.** Proposed zoning map amendments (rezonings) should be consistent with the recommendations in this *Plan*. Specifically, the Future Land Use map, in combination with the policies behind it, should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan and Architectural Review Commission and Common Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned ~~Community~~ Development district projects, mixed use projects, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan and Architectural Review Commission and Common Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this *Plan* allows for the phased timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, Planned ~~Community~~ Development, and land division processes.
- **Land Division.** Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations in this *Plan*. In their consideration of land divisions, the Plan and Architectural Review Commission and Common Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the land division process for certified survey maps, preliminary plats and final plats. This *Plan* allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan and Architectural Review Commission and Common Council.
- **Official Map.** The Transportation and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, and will also be used to guide revisions to the City's Official Map. In their consideration of official mapping issues, the Plan Commision and City Council will also evaluate the specific timing of the development request, its relationship to both existing and future land uses, and the details of the proposed development. Deparatures from the exact locations depicted on the Transportation and Community Facilities map will be resolved through the official mapping and platting processes both within the City limits and City's extraterritorial jurisdiciton.
- **Public Investments.** Proposed public investment decisions will be guided by the recommendations in this *Plan*. In many cases, the *Plan* indicates that the City will "consider" or "explore" the possibility of certain identified public investments. Further, the timing and precise location of public investments may vary, as judged appropriate by the Plan and Architectural Review Commission and Common Council.

This Plan allows for the phased timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan and Architectural Review Commission and Common Council.

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

Plan Amendments

This *Plan* can be amended. Amendments may be appropriate in the years following initial adoption, particularly in instances where the *Plan* has become irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. "Amendments" are generally defined as minor changes to the *Plan* maps or text—as opposed to an "update," which is described later in the chapter.

Over the planning period, the City is likely to receive and wish to entertain requests for *Plan* amendments. The *Plan* should be evaluated for potential amendments regularly. To provide a more manageable, predictable and cost effective process, the City intends to establish a single *Plan* amendment consideration cycle every year. Several Wisconsin communities use an annual *Plan* review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed *Plan* amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan and Architectural Review Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may choose to bypass the annual amendment process described above if an amendment to this *Comprehensive Plan* is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this *Comprehensive Plan* and may be lost if required to wait for the regular *Plan* amendment cycle. However, the City is still required to use the amendment procedures outlined below.

The state comprehensive planning law requires that the City use the same basic process to amend this *Comprehensive Plan* as is used to initially adopt the *Plan*. This does not mean that new surveys need to be administered or a several-month process needs to occur. It does mean that the following procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

1. Either the Common Council or the Plan and Architectural Review Commission initiates the proposed *Comprehensive Plan* amendment(s). This may occur as a result of a regular review of the *Plan*, or may be initiated at the request of a property owner or developer or the City in the case of implementing a component of the *Plan* or portion thereof.

2. The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes). If the resolution is appropriately drafted, the City will only need take this step for the first of potentially several amendment cycles before the *Plan* is fully updated.

3. The Plan and Architectural Review Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendments. Following the public meeting(s), the Plan and Architectural Review Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes).

4. The City Clerk sends a copy of the recommended *Plan* amendment (not the entire *Comprehensive Plan*) to all adjacent and overlapping government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should ideally have at least 30 days to review and comment on the recommended *Plan* amendment(s). Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. Note: This is a statutory requirement, but at the time of writing there were no nonmetallic mines in the City.

5. The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d.

6. The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed amendment(s) into the *Comprehensive Plan.*

7. Following the public hearing, the Common Council approves or denies the ordinance adopting the proposed *Plan* amendment(s). Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan and Architectural Review Commission recommended version of the proposed amendment(s).

8. The City Clerk sends a copy of the adopted ordinance and the amendment(s) (not the entire *Comprehensive Plan*) to all adjacent and overlapping government jurisdictions, mine operators, any person who has registered a marketable nonmetallic mineral deposit with the City, and any other property owner or leaseholder who has requested notification in writing as required under Section 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City intends to update this *Comprehensive Plan* by the year 2019 (i.e., ten years after 2009) at the latest.

Implementation Programs and Initiatives

Figure 12.1 provides a summary list of the major implementation actions the City intends to undertake in order to implement this *Plan*. The table is intended to summarize and prioritize discrete and specific actions the City will pursue to advance its goals and objectives. There are many policies and recommendations described in this *Plan* that will be carried out over time and will require on-going, recurring, and in some cases daily efforts on the part of City staff, elected and appointed officials, and other agencies, districts, and organizations. These "ongoing" policies and recommendations have not been included in this table. Their exclusion is not intended to diminish their importance. In fact, the vast majority of this *Plan* will be implemented over time through incremental actions and decisions. But because such activities have no specific timeline associated with them, it was determined unnecessary to include them in the following table.

Implementation actions related to utilities and community facilities have been summarized and prioritized in Table 9.5 in the Utilities and Community Facilities chapter.

The table has five columns of information and has been organized into three separate sections described below:

Checklist Sections:

- **Priority Action Items:** Absent subsequent Common Council redirection, the City intends to initiate Priority Action Items over the course of the two to three years following adoption of this *Plan*. Priority action items were selected because they meet one or more of the following criteria:
    - The action relates to a "high impact" project that is likely to drive growth and change in the community for the next several decades;
    - The action is critical to the effective on-going, day-to-day implementation of this *Plan*;
    - The action has already been started, is making progress, has established some momentum, and/or has partners who have identified a willingness to participate; or
    - The action is necessary in order to allow for future implementation actions to occur or represents an early step towards meeting a broader goal.
- **Next Steps:** Next Steps represent actions that are anticipated to occur roughly three to seven years after the adoption of this *Plan*. A fairly broad timeline has been assigned to these items because, generally, they will occur when the timing is right, and/or after prerequisite actions take place. The City will review the list of "Next Step" items on an annual or biannual basis as part of its *Comprehensive Plan* adoption cycle (see Plan Amendments section above) to determine whether these items should be moved or down on the list of priority actions.
- **Longer-Term Action Items:** Longer-Term Action Items are not likely to occur sooner than five years after the adoption of this *Plan*. Similar to the "Next Steps" category described above, these action items will occur when capacity and funding become available, when the timing is right, and/or after certain prerequisite actions take place. Of all implementation activities, those classified as Longer-Term Action Items are considered to be of a lower priority than those classified as Priority Action Items or Next Steps.

Checklist Columns:

- **Implementation Action:** The first column lists steps, strategies, and actions that will help advance the goals and objectives identified in this *Plan*. Items in this list have been described in additional detail in other areas of the *Plan*.
- **Chapter Reference:** The second column includes a cross-reference to the chapter of this *Plan* where the recommended implementation action is described in greater detail.
- **Primary Parties Responsible for Implementation and Potential Partners:** The third column lists the parties or groups that may be primarily responsible for leading or carrying out the particular action, and other groups that may be partners in implementation. The Common Council would also be responsible for initial authorization and/or final approval of many of these actions.
- **"Completed":** The final column simply includes check boxes for City staff and officials to use when a particular implementation step has been completed. During the annual *Plan* evaluation process, this table should be reviewed for items that should be pursued in the upcoming year.

Figure 12.1: Comprehensive Plan Implementation Checklist

Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
Priority Action Items			
1. Develop graphics and a PowerPoint presentation to visually communicate the City's Neighborhood Preservation Strategy.	▪ Housing and Neighborhoods	▪ City staff/consultant	❑
2. Consider distributing notices to the owners of rental properties reminding them of the City's requirements on the maximum size of non-family households and outlining expectations for rental housing.	▪ Housing and Neighborhoods	▪ City staff	❑
3. Develop a parking strategy that supports and contributes to the City's Neighborhood Preservation Strategy.	▪ Housing and Neighborhoods	▪ City staff ▪ UW-W	❑
4. Consider steps to more vigorously enforce City property maintenance, noise, nuisance, and zoning ordinance provisions.	▪ Housing and Neighborhoods	▪ City staff ▪ Neighborhood Associations	❑
5. Evaluate potential zoning map and text amendments to support neighborhood preservation efforts.	▪ Housing and Neighborhoods ▪ Land Use	▪ Plan Commission ▪ City staff/consultant	❑
6. Evaluate the desirability, legality, and approach to requiring developers of new or converted multi-family housing to contribute financially or in-kind to the City's Neighborhood Preservation Strategy.	▪ Housing and Neighborhoods	▪ City staff ▪ City Attorney	❑
7. Explore new sources of funds to sustain the Downtown Façade Grant program before the existing funding source, TIF #4, expires in 2011.	▪ Economic Development	▪ CDA ▪ City staff	❑
8. Work cooperatively with the University of Wisconsin-Whitewater on the development of the University Technology Park.	▪ Economic Development	▪ CDA ▪ City staff ▪ UW-W	❑
9. Professionally and accurately upgrade City's Zoning Map, including indication of adopted wellhead protection areas.	▪ Natural Resources ▪ Land Use	▪ City staff/consultant ▪ Walworth/Jefferson counties	❑
10. Professionally update the City's Official Map to reserve lands for future public facilities.	▪ Transportation	▪ Plan Commission ▪ City staff/consultant	❑
11. Consider amendments to the stormwater management ordinance to better address redevelopment projects.	▪ Natural Resources	▪ City staff/consultant	❑
Next Steps			
12. Explore new ways to advance sustainability, including evaluating the Eco-Municipality option.	▪ Natural Resources	▪ City staff/consultant ▪ UW-W ▪ UW-Extension	❑
13. Initiate a local Safe Routes to School program and a strategy for systematically enhancing pedestrian and bicyclist safety and access.	▪ Transportation	▪ Parks Commission ▪ City staff ▪ School District	❑
14. Explore the establishment of a Lake District to help fund the restoration and preservation of the City's lakes.	▪ Natural Resources	▪ City staff ▪ Non-profit conservation organizations	❑
15. Update the City's Park and Open Space Plan every five years, and implement its recommendations.	▪ Utilities and Community Facilities	▪ Parks Commission ▪ City staff/consultant	❑
16. Advance a strategy for actively recruiting appropriate retail businesses and restaurants to the City.	▪ Economic Development	▪ CDA ▪ City staff	❑
17. Consider amending the extraterritorial land division review policies to better relate to those areas of City interest in the future.	▪ Intergovernmental Cooperation	▪ Plan Commission ▪ City staff/consultant	❑

Figure 12.1: Comprehensive Plan Implementation Checklist

Implementation Actions	Chapter Reference	Primary Parties Responsible for Implementation & Potential Partners	Completed
18. Explore the potential for specific anti-monotony policies to be applied to new subdivisions.	▪ Housing and Neighborhoods ▪ Land Use	▪ Plan Commission ▪ City staff/consultant	❑
19. Consider amending the M-1 zoning district to establish a clearer distinction between this zoning district and M-2 district.	▪ Land Use	▪ Plan Commission ▪ City staff/consultant	❑
20. Consider adopting unique, detailed design standards in the zoning ordinance for large-scale retail development.	▪ Land Use	▪ Plan Commission ▪ City staff/consultant	❑
Longer-Term Actions			
21. Pursue intergovernmental boundary/land use agreements with the towns of Whitewater and potentially Lima.	▪ Intergovernmental Cooperation	▪ City staff ▪ Town of Whitewater ▪ Town of Lima	❑
22. Encourage SEWRPC to update its official environmental corridor layer for the City of Whitewater's entire Sewer Service Area.	▪ Natural Resources	▪ City staff ▪ SEWRPC	❑
23. Consider retooling the City's housing rehabilitation and home buyer assistance loan programs to focus on better achieving the Neighborhood Preservation Strategy.	▪ Housing and Neighborhoods	▪ CDA ▪ City staff	❑
24. Identify opportunities to enhance neighborhood pride and cohesiveness, including the development of neighborhood-based events and festivals, and enhancing the appearance and functionality of neighborhoods through physical improvements.	▪ Housing and Neighborhoods	▪ City Staff ▪ Neighborhood Associations	❑