



**PLAN COMMISSION MEETING AGENDA**

**MONDAY, FEBRUARY 23, 2026 AT 4:30 PM**

**COUNCIL CHAMBERS, SECOND FLOOR, MUNICIPAL BUILDING, 106 JONES STREET,  
WATERTOWN, WI 53094**

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**Virtual Meeting**

**Info:** <https://us06web.zoom.us/j/2371460557?pwd=BEMd9xKvRtdlbBE9BaUKWV9kCbr96e.1&omn=81022943934> or call 1-646-931-3860 and use Meeting ID: 237 146 0557 Passcode: 53098

All public participants' devices will be muted during the meeting except during the public comment period.

**1. CALL TO ORDER**

**2. APPROVAL OF MINUTES**

**3. BUSINESS**

- A. Public Hearing: 320 A Summit Avenue – request for a Conditional Use Permit (CUP) for proposed Light Industrial Incidental to Indoor Sales under Section §550-33C(2)(e) and Outdoor Display Incidental to Indoor Sales and Service, Section §550-33C(2)(c)
- B. Review and take action: 320 A Summit Avenue – request for a Conditional Use Permit (CUP) for proposed Light Industrial Incidental to Indoor Sales under Section §550-33C(2)(e) and Outdoor Display Incidental to Indoor Sales and Service, Section §550-33C(2)(c)
- C. Review public hearing comments and make recommendation to Common Council: 510 S. Second Street Rezoning from Multi-Family Residential (MR-8) to Central Business (CB)
- D. Review public hearing comments and make recommendation to Common Council: 510 S. Second Street Comprehensive Plan Amendment

**4. ADJOURNMENT**

*Persons requiring other reasonable accommodations for any of the above meetings, may contact the office of the City Clerk at [cityclerk@watertownwi.gov](mailto:cityclerk@watertownwi.gov) phone 920-262-4000*

*A quorum of any City of Watertown Council, Committee, Board, Commission, or other body, may be present at this meeting for observing and gathering of information only*

## NOTICE OF PUBLIC HEARING

Section 3, Item A.

In accordance with Wis. Stat. § 62.23(7)(de) and Section § 550-142E(1) of the City of Watertown Municipal Code, a notice is hereby given by the Plan Commission of the City of Watertown, Wisconsin, that a public hearing will be held on the 23<sup>rd</sup> day of February, 2026 at 4:30 P.M., or shortly thereafter, in the Council Chambers of the Municipal Building, 106 Jones Street, Watertown. This public hearing will be to consider the request of Mark Wille of Cabintek Consulting Services, LLC (applicant) and Todd D Burgess Properties LLC (owner) for a Conditional Use Permit for proposed Light Industrial Incidental to Indoor Sales, Section §550-33C(2)(e) and Outdoor Display Incidental to Indoor Sales and Service, Section §550-33C(2)(c). 320 A Summit Avenue is zoned GB, General Business, and is further described as follows:

Mulberger and Werlich's Add., Block 5, part of Lots 1 and 2. Lot 1 of CSM No. 4820 Rec. in V.25 P.81 Doc. No. 1182163. Located in the City of Watertown, Jefferson County, Wisconsin. (PIN: 291-0815-0342-079)

All persons wishing to be heard are invited to be present. Written comments may be submitted to the Building Safety & Zoning Department at [nzimmerman@watertownwi.gov](mailto:nzimmerman@watertownwi.gov).

CITY OF WATERTOWN  
Brian Zirbes  
Planning & Zoning Administrator

BZ/nmz

PUBLISH: February 9, 2026  
And  
February 16, 2026

(BLOCK AD)



BUILDING SAFETY & ZONING DIVISION  
PLAN COMMISSION STAFF REPORT

TO: Plan Commission  
DATE: February 23<sup>rd</sup>, 2026  
SUBJECT: 320 Summit Ave, Conditional Use Permits - CUPs

A request by Mark Wille, agent for Cabintek Consulting Services LLC, for Conditional Use Permits (CUP) for 'Light Industrial Incidental to Indoor Sales' and Outdoor Display Incidental to Indoor Sales and Service'. Parcel PIN(s): 291-0815-0342-079

SITE DETAILS:

Acres: 1.02  
Current Zoning: General Business (GB)  
Existing Land Use: Vacant Retail Space  
Future Land Use Designation: Planned Mixed Use

BACKGROUND AND APPLICATION DESCRIPTION:

The applicant is seeking approval of conditional use permits for 'Light Industrial Incidental to Indoor Sales and Service' and 'Outdoor Display Incidental to Indoor Sales and Service' to allow for light manufacturing and outdoor display uses associated with a proposed indoor retail sales business. The proposed indoor retail sales business will be the retail showroom and sales office for Cabintek Consulting Services LLC and will include a model log cabin on the retail floor. The company manufactures and sells log cabins and similar modular wooden structures. The light manufacturing to occur at this site includes making custom parts for log cabins as well as the manufacturing of other smaller wood products and some light assembly. The request for a CUP for Outdoor Display Incidental to Indoor Sales and Service is to allow for some model products to be displayed in the parking area outside the building.

STAFF EVALAUATION:

Land Use and Zoning:

1. Within the General Business (GB) Zoning District, 'Light Industrial Incidental to Indoor Sales and Service' is an accessory land use permitted as a conditional use [per § 550-33C(2)(e)]. 'Light Industrial Incidental to Indoor Sales and Service' includes any light industrial activity conducted exclusively indoors which is incidental to a principal land use such as indoor sales or service on the same site [per § 550-56I].

Applicable regulations for 'Light Industrial Incidental to Indoor Sales and Service' land uses include the following:

- o The total area devoted to light industrial activity shall not exceed 15% of the total area of the buildings on the property or 5,000 square feet, whichever is less. [per § 550-56I(1)(a)].
- o Production area shall be physically separated by a wall from other activity areas and shall be soundproofed to the level required by § 550-112 for all adjacent properties. [per § 550-56I(1)(b)].

2. Within the General Business (GB) Zoning District, 'Outdoor Display Incidental to Indoor Sales and Service' is an accessory land use permitted as a conditional use [per § 550-33C(2)(c)]. 'Outdoor Display Incidental to Indoor Sales and Service' includes Outdoor display land uses include all land uses which conduct sales or display sales or rental merchandise or equipment outside of an enclosed building. [per § 550-52D].

Applicable regulations for "Outdoor Display Incidental to Indoor Sales and Service' land uses include the following:

- o Shall comply with all conditions of § 550-52D. [per § 550-56F(1)(a)].
- o Display area shall not exceed 25% of gross floor area of principal building on the site [per § 550-56F(1)(b)].

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**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

Applicable regulations for § 550-52D land uses include the following:

- The display of items shall not be permitted in permanently protected green space areas, required landscaped areas, or required bufferyards.
- The display of items shall not be permitted within required setback areas for the principal structure.
- In no event shall the display of items reduce or inhibit the use or number of parking stalls provided on the property below the requirement established by the provisions of § 550-107. If the number of provided parking stalls on the property is already less than the requirement, such display area shall not further reduce the number of parking stalls already present.
- Display areas shall be separated from any vehicular parking or circulation area by a minimum of 10 feet. This separation shall be clearly delimited by a physical separation such as a greenway, curb, fence or line of planters, or by a clearly marked paved area.
- Signs, screening, enclosures, landscaping or materials being displayed shall not interfere in any manner with either on-site or off-site traffic visibility, including potential traffic/traffic and traffic/pedestrian conflicts.
- Outdoor display shall be permitted during the entire calendar year; however, if goods are removed from the display area, all support fixtures used to display the goods shall be removed within 10 calendar days of the goods' removal.
- Inoperative vehicles or equipment, or other items typically stored or displayed in a junkyard or salvage yard, shall not be displayed for this land use.
- Facility shall provide a bufferyard with a minimum opacity of 0.60 along all borders of the display area abutting residentially zoned property, except per Subsection D(1)(e).

**WISCONSIN STATUES:**

All Conditional Use Permits are subject to the requirements of Wisconsin Act 67.

*Under 2017 Wisconsin Act 67: Section 16. 62.23 (7) (de) Conditional Use Permits.*

1. 62.23 (7) (de)(1) *In this paragraph:*
  - a. "Conditional use" means a use allowed under a conditional use permit, special exception, or other special zoning permission issued by a city, but does not include a variance.
  - b. "Substantial evidence" means facts and information, other than merely personal preferences or speculation, directly pertaining to the requirements and conditions an applicant must meet to obtain a conditional use permit and that reasonable persons would accept in support of a conclusion.
2. 62.23 (7) (de)(2)
  - a. If an applicant for a conditional use permit meets or agrees to meet all of the requirements and conditions specified in the city ordinance or those imposed by the city zoning board, the city shall grant the conditional use permit. Any condition imposed must be related to the purpose of the ordinance and be based on substantial evidence.
  - b. The requirements and conditions described under subd. 2. a. must be reasonable and, to the extent practicable, measurable and may include conditions such as the permit's duration, transfer, or renewal. The applicant must demonstrate that the application and all requirements and conditions established by the city relating to the conditional use are or shall be satisfied, both of which must be supported by substantial evidence. The city's decision to approve or deny the permit must be supported by substantial evidence.
3. 62.23 (7) (de)(3)

*Upon receipt of a conditional use permit application and following publication in the city of a class 2 notice under ch. 985, the city shall hold a public hearing on the application.*
4. 62.23 (7) (de)(4)

*Once granted, a conditional use permit shall remain in effect as long as the conditions upon which the permit was issued are followed, but the city may impose conditions such as the permit's duration, transfer, or renewal, in addition to any other conditions specified in the zoning ordinance or by the city zoning board.*
5. 62.23 (7) (de)(5)

*If a city denies a person's conditional use permit application, the person may appeal the decision to the circuit court under the procedures contained in par. (e) 10.*

**PLAN COMMISSION DECISION:**

Light Industrial Incidental to Indoor Sales and Service Land Use Criteria	Applicant Provided Substantial Evidence		Opponent Provided Substantial Evidence		PC Finds Standards Met	
	Yes	No	Yes	No	Yes	No
<i>The total area devoted to light industrial activity shall not exceed 15% of the total area of the buildings on the property or 5,000 square feet, whichever is less.</i>	<b>Yes</b>	No	Yes	<b>No</b>	<b>Yes</b>	No
<i>Production area shall be physically separated by a wall from other activity areas and shall be soundproofed to the level required by § 550-112 for all adjacent properties.</i>	<b>Yes</b>	No	Yes	<b>No</b>	<b>Yes</b>	No



**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

Outdoor Display Incidental to Indoor Sales and Service Land Use Criteria	Applicant Provided Substantial Evidence		Opponent Provided Substantial Evidence		PC Finds Standards Met	
	Yes	No	Yes	No	Yes	No
<i>Shall comply with all conditions of § 550-52D.</i>	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
<i>Display area shall not exceed 25% of gross floor area of principal building on the site.</i>	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No

Outdoor Display § 550-52D Land Use Criteria	Applicant Provided Substantial Evidence		Opponent Provided Substantial Evidence		PC Finds Standards Met	
	Yes	No	Yes	No	Yes	No
The display of items shall not be permitted in permanently protected green space areas, required landscaped areas, or required bufferyards.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
The display of items shall not be permitted within required setback areas for the principal structure.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
In no event shall the display of items reduce or inhibit the use or number of parking stalls provided on the property below the requirement established by the provisions of § 550-107. If the number of provided parking stalls on the property is already less than the requirement, such display area shall not further reduce the number of parking stalls already present.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
Display areas shall be separated from any vehicular parking or circulation area by a minimum of 10 feet. This separation shall be clearly delimited by a physical separation such as a greenway, curb, fence or line of planters, or by a clearly marked paved area.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
Signs, screening, enclosures, landscaping or materials being displayed shall not interfere in any manner with either on-site or off-site traffic visibility, including potential traffic/traffic and traffic/pedestrian conflicts.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
Outdoor display shall be permitted during the entire calendar year; however, if goods are removed from the display area, all support fixtures used to display the goods shall be removed within 10 calendar days of the goods' removal.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
Inoperative vehicles or equipment, or other items typically stored or displayed in a junkyard or salvage yard, shall not be displayed for this land use.	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No
Facility shall provide a bufferyard with a minimum opacity of 0.60 along all borders of the display area abutting residentially zoned property, except per Subsection D(1)(e).	<u>Yes</u>	No	Yes	<u>No</u>	<u>Yes</u>	No

*If Plan Commission answers “no” to any of the questions, above, the CUP must be denied. Otherwise, proceed to the conditions of approval.*

**PLAN COMMISSION OPTIONS:**

The following are possible options for the Plan Commission:

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**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

1. Deny the Conditional Use Permit, based on failure to provide substantial evidence to meet one or more of the regulatory standards.
2. Approve the Conditional Use Permit without conditions, based on successfully providing substantial evidence of regulatory compliance.
3. Approve the Conditional Use Permit with conditions as identified by the Plan Commission:

**STAFF RECOMENDATION:**

- Staff recommends approval of this Conditional Use Permit with conditions:
  - 1) Construct a wall between the light industrial production area and other activity areas.
  - 2) Establish a clearly delimited physical separation between the outdoor display area and vehicular parking or circulation areas.
  - 3) Limit the Outdoor Display to three display items.
  - 4) Establish independent addresses for the three units/suites on the property.

**ATTACHMENTS:**

- Application materials



January 29, 2026

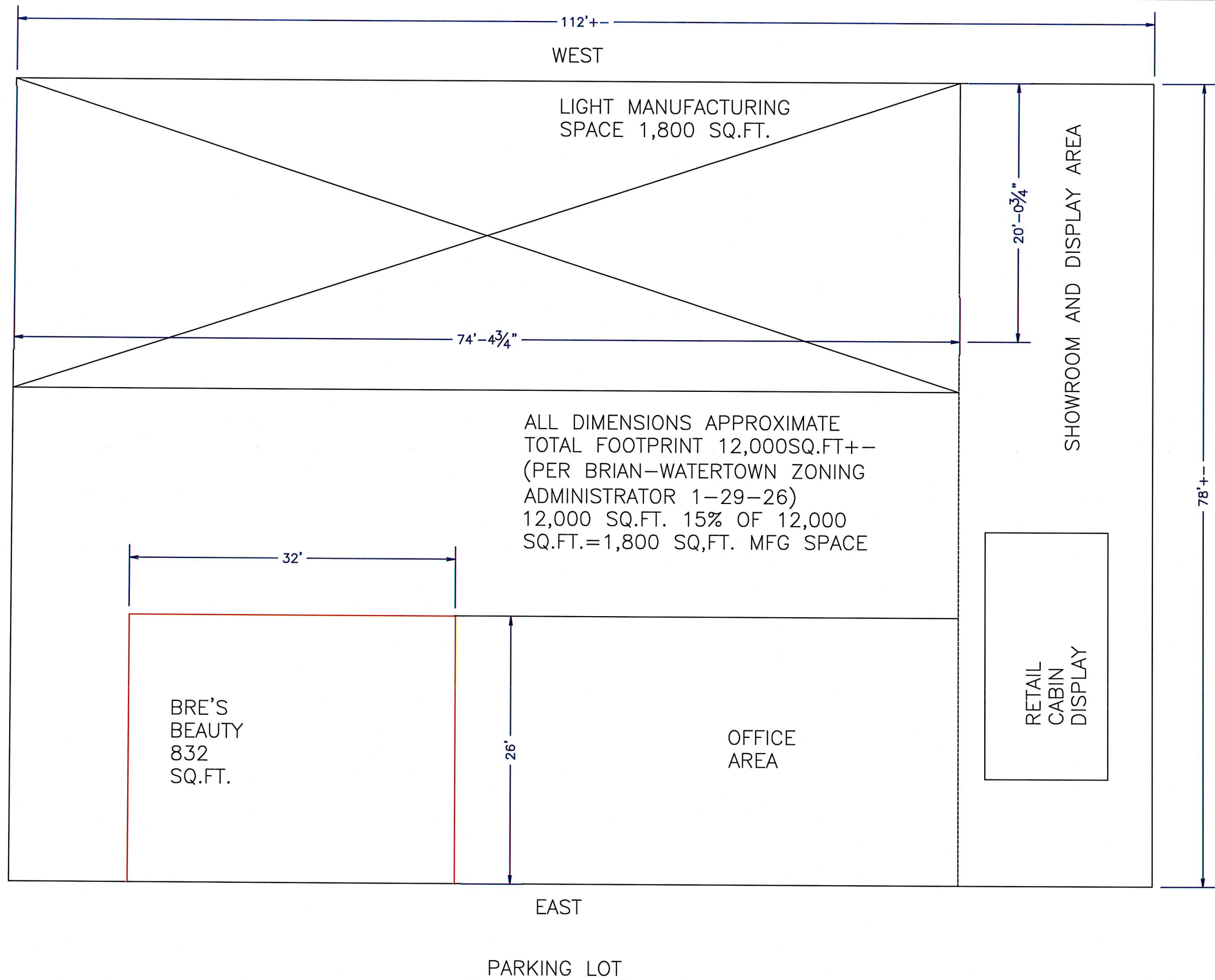
Cabintek Consulting Services LLC  
133 Saeger Ave  
Oconomowoc WI 53066

To whom it may concern,

We propose to lease the property at 320 Summit Ave Watertown WI and use a portion of the area as defined on the worksheet dated 1-29-26 for minor light manufacturing of certain wood products similar to cabinet making. The balance of the area under lease will be used for a retail showroom and sales office as well as a log cabin model. An assembly and shipping area will also be incorporated into the showroom space as shown. Any abnormal noise of equipment will be contained in walled off light manufacturing space as shown. No significant noise or vibration issues will occur that might disturb other tenants or neighbors.

Thank you for your consideration

Mark Wille  
Cabintek Consulting Services LLC  
262-853-1492  
mark@cabintek.com



ALL DIMENSIONS APPROXIMATE  
 TOTAL FOOTPRINT 12,000SQ.FT+--  
 (PER BRIAN-WATERTOWN ZONING  
 ADMINISTRATOR 1-29-26)  
 12,000 SQ.FT. 15% OF 12,000  
 SQ.FT.=1,800 SQ.FT. MFG SPACE

AUTO GARAGE SOUTH

NORTH

320 SUMMIT AVENUE-WATERTOWN WI 53094

EAST  
 PARKING LOT

THESE DRAWINGS ARE AUTHORED TO GIVE THE CLIENT APPROXIMATE DIMENSIONS. CABINTEK OR ITS AFFILIATED COMPANIES ARE NOT RESPONSIBLE FOR DIMENSION OR MATERIAL PLAN DEVIATIONS THAT MAY OCCUR IN THE BUILDING OR SUPPLY PROCESS. THESE DRAWINGS ARE INTENDED FOR CONSTRUCTION OF THE WOODY LOG KIT. THE CLIENT IS RESPONSIBLE FOR OBTAINING REQUIRED PERMITS.

**Cabintek LLC**

The **WOODY** concept  
 A Cabintek concept

CABINTEK LLC AND AFFILIATED COMPANIES CLAIMS OWNERSHIP OF DOCUMENTS, ALL RIGHTS RESERVED. THIS DOCUMENT, AND THE IDEAS AND DESIGN INCORPORATED HEREIN, AS AN INSTRUMENT OF PROFESSIONAL SERVICE IS THE SOLE PROPERTY OF CABINTEK LLC, AND IS NOT TO BE USED IN WHOLE OR IN PART FOR ANY OTHER PROJECT OR PURPOSE WITHOUT THE EXPRESSED WRITTEN AUTHORIZATION OF CABINTEK LLC.







CONTACT: [www.cabintek.com](http://www.cabintek.com) or [www.thewoodylogcabin.com](http://www.thewoodylogcabin.com) : 1-920-390-4999


TITLE: PROPOISED 320 SUMMIT AVE. WATERTOWN WI DATE 1-29-26 SHEET 8

DRAWN BY: CABINTEK DESIGN TEAM REV 2-2-26

CONDITIONAL USE PERMIT APPLICATION



	Municipal Boundary		Addresses
	Parcels Boundaries		Address Labels
	Common Areas		Parcel Acreage

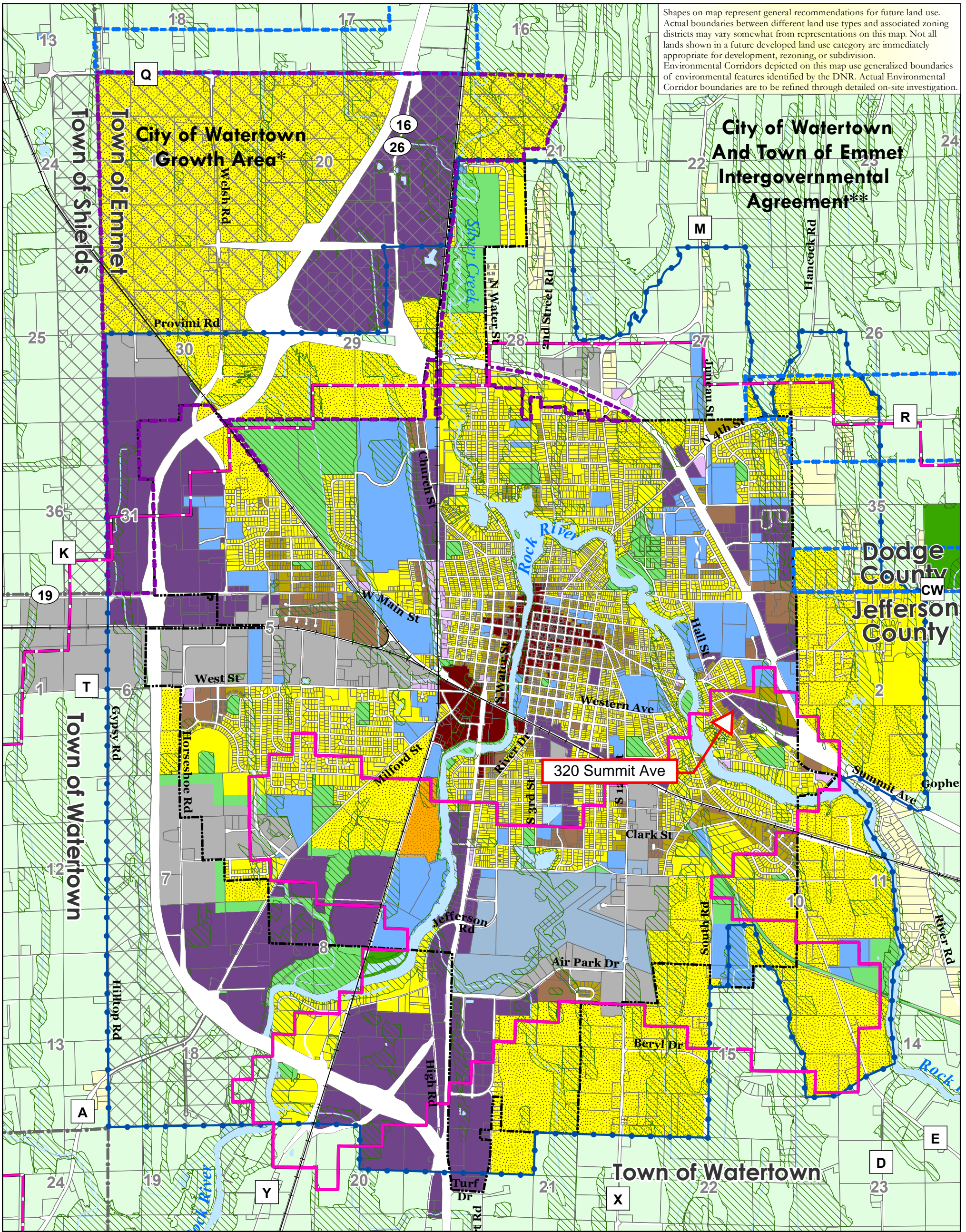


**THE CITY OF WATERTOWN**  
Opportunity runs through it.

*City of Watertown Geographic Information System*

Scale: 1:1,542      Printed on: February 1, 2014  
SCALE BAR = 1"      Author: [ ]

DISCLAIMER: This map is not a substitute for an actual field survey or onsite investigation. The accuracy of this map is limited to the quality of the records from which it was assembled. Other interested inaccuracies occur during the compilation process. City of Watertown makes no warranty whatsoever concerning this information.



Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.

**City of Watertown  
And Town of Emmet  
Intergovernmental  
Agreement\*\***

**Dodge  
County  
Jefferson  
County**

**320 Summit Ave**

# Future Land Use Urban Area

## Map 6b

City/Town IGA\*\*  
City Growth Area  
City Periphery Areas

### City of Watertown Comprehensive Plan

- Land Use Categories**
- Agricultural
  - Single-Family Residential - Unsewered
  - Single-Family Residential - Sewered
  - Two-Family Residential
  - Multi-Family Residential
  - Planned Neighborhood\*\*
  - Institutional
  - Airport

- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use\*
- Central Mixed Use
- Riverside Mixed Use\*\*\*
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

- \*Each "Planned Mixed Use Area" may include mix of:
1. Office
  2. Multi-Family Residential
  3. Mixed Industrial
  4. Commercial Services/Retail
  5. Institutional
  6. Parks & Recreation



- \*\*\*"Planned Neighborhoods" should include a mix of the following:
1. Single-Family - Sewered (predominant land use)
  2. Two-family Residential
  3. Multi-Family Residential
  4. Institutional
  5. Neighborhood Mixed Use
  6. Parks & Recreation



- \*\*\*Each "Riverside Mixed Use Area" may include mix of:
1. Office
  2. Single-Family - Sewered
  3. Two-Family Residential
  4. Multi-Family Residential
  5. Commercial Services/Retail
  6. Institutional
  7. Parks & Recreation

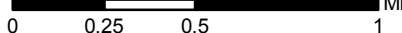


- City of Watertown
- Town Boundary
- Parcel
- Railroad
- Watertown Urban Service Area
- Watertown Long Range Growth Area

- Airport Height Limitations**
- Maximum Building Elevation b/t 865 and 968 ft
  - Maximum Building Elevation b/t 968 and 1005 ft

Draft: August 7, 2019  
Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

**VANDEWALLE & ASSOCIATES INC.**  
Shaping places. shaping change





BUILDING SAFETY & ZONING DIVISION  
PLAN COMMISSION STAFF REPORT

TO: Plan Commission  
DATE: February 23<sup>rd</sup>, 2026  
SUBJECT: Public Hearing Comment Review and a Recommendation to Council – Rezoning

Public Hearing Comment Review and a Recommendation to Council for a rezoning requested by Carol Quest, agent for the City of Watertown Health Department, to change the zoning on the parcel located at 510 S Second St. Parcel PIN: 291-0815-0424-040

SITE DETAILS:

Acres: 0.14  
Current Zoning: Multi-Family Residential - 8 (MR-8)  
Existing Land Use: Vacant Land  
Future Land Use Designation: Two-Family Residential

BACKGROUND & APPLICATION DESCRIPTION:

The applicant is proposing to change the zoning designation from Multi-Family Residential-8 (MR-8) to Central Business (CB) for the development of a Non-Residential Accessory Structure. The subject parcel was recently purchased by the Health Department to construct a storage building and heated garage space to provide services to clients of the Health Department. To construct the proposed building the purchased parcel needs to be rezoned to Central Business (CB) zoning so that it can be combined via a Certified Survey Map (CSM) with the other adjacent Health Department parcels. All parcels must have the same zoning designation to be combined.

The 2019 City of Watertown Comprehensive Plan designates the Future Land Use (FLU) of this parcel as Two-Family Residential FLU. A Comprehensive Plan Amendment to change the FLU to Institutional FLU, a CSM to combine the lots, and a Conditional Use Permit (CUP) for a Non-Residential Accessory structure are also pending for this development project.

STAFF EVALUATION:

Land Use and Zoning:

Nearby Future Land Use designations include Two-Family Residential to the north, south, and east. Central Mixed Use exists to the West.

Nearby Zoning includes Multi-Family Residential - 8 Zoning to the north, south, and east. Central Business Zoning exists to the west.

Zoning Code

The zoning code requires the Plan Commission to review rezoning requests and make a recommendation to the Common Council.

Per Section § 550-141G:

*G. Review and recommendation by the Plan Commission. The Common Council shall not make an amendment to the Official Zoning Map without allowing for a recommendation from the Plan Commission per the provisions of this subsection.*

- (1) Within 60 days after the public hearing (or within an extension of said period requested in writing by the applicant and granted by the Plan Commission), the Plan Commission shall make a written report to the Common Council stating its findings regarding Subsection D above and its recommendations regarding the application as a whole. Said report shall include a formal finding of facts developed and approved by the Plan Commission concerning the requirements of Subsection D(3)(a) through (c).*
- (2) If the Plan Commission fails to make a report within 60 days after the filing of said complete application [and in the absence of an applicant-approved extension per Subsection G(1) above], then the Common Council may act on the application within 30 days after the expiration of said sixty-day period. Failure to receive said written report from the Plan Commission per Subsection G(1) above shall not invalidate the proceedings or actions of the Common Council.*
- (3) If the Plan Commission recommends approval of an application, it shall state in the minutes or in a subsequently issued written decision its conclusion and any finding of facts supporting its conclusion as to the following: that the potential public benefits of the proposed amendment outweigh any and all potential adverse impacts of the proposed amendment, as identified in Subsection D(3)(a) through (c) above, after taking into consideration the proposal by the applicant*

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**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

**PUBLIC HEARING COMMENT:**

Public comments from the February 16th, 2026 Public Hearing before the Common Council, if any, are attached.

**OPTIONS:**

The following are possible options for the Plan Commission:

1. Negative recommendation of the Rezoning to Common Council.
2. Positive recommendation of Rezoning to Common Council.
3. Positive recommendation of the Rezoning to Common Council, with conditions identified by the Plan Commission:

**STAFF RECOMMENDATION:**

- Staff recommends a positive recommendation of the rezoning to the Common Council.

**ATTACHMENTS:**

- Application materials.

The Health Department currently operates several outreach programs that provide critical health services to our community. However, the existing facilities and spaces are becoming increasingly limited in their ability to meet the demand for these services. An additional lot and building would provide the necessary room to expand these programs, ensuring accessibility to the community. Specifically, the new lot and building would allow for:

- **Car Seat Checks:** Space for trained professionals to educate parents and caregivers on the correct installation and use of car seats, helping ensure child passenger safety.
- **Drive-through Immunization Clinics:** A safe, efficient environment for residents to receive immunizations without the need to leave their vehicles, especially beneficial for those with mobility challenges or time constraints.
- **Other Health Department Programs:** Additional space would allow for the seamless operation of and storage for various health programs as space becomes limited in our current building.

#### **Benefits to the Community:**

The allocation of a new lot and building for Health Department use will provide numerous benefits to the community, including:

- **Increased Access to Health Services:** More space will allow for greater participation in vital health programs, especially for those who may otherwise face barriers to access.
- **Improved Public Health Outcomes:** By offering easier access to services like immunizations and child safety education, the community will see improved overall health and safety.
- **Enhanced Community Engagement:** The expanded capacity will support the Health Department's goal of reaching more residents and meeting their health needs in a timely and efficient manner.

The need for additional space to support the Health Department's critical programs has become urgent. The proposed lot and building would significantly enhance our ability to serve the community and contribute to the health and well-being of our residents.

Carol Quest

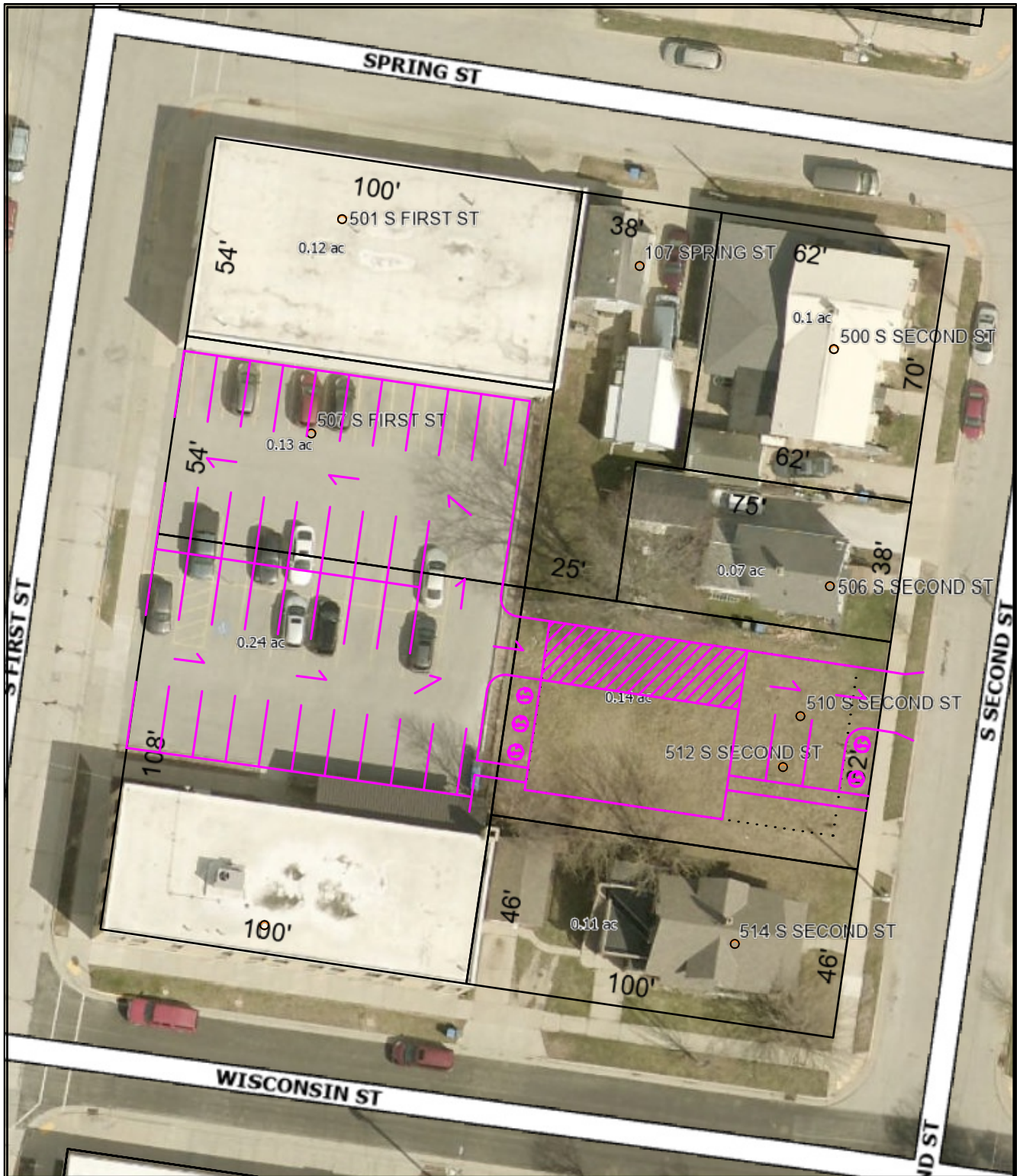
Health Officer/Director  
Watertown Dept of Public Health  
515 South First Street  
Watertown, WI 53094  
Ph. (920) 262-8090  
Fax (920) 262-8096

[cquest@watertownwi.gov](mailto:cquest@watertownwi.gov)

***Creating opportunities for safe and healthy living.***



Health Property



- City Boundary
- Common Area
- Address Labels
- Parcels Lines
- Address Points
- Acreage

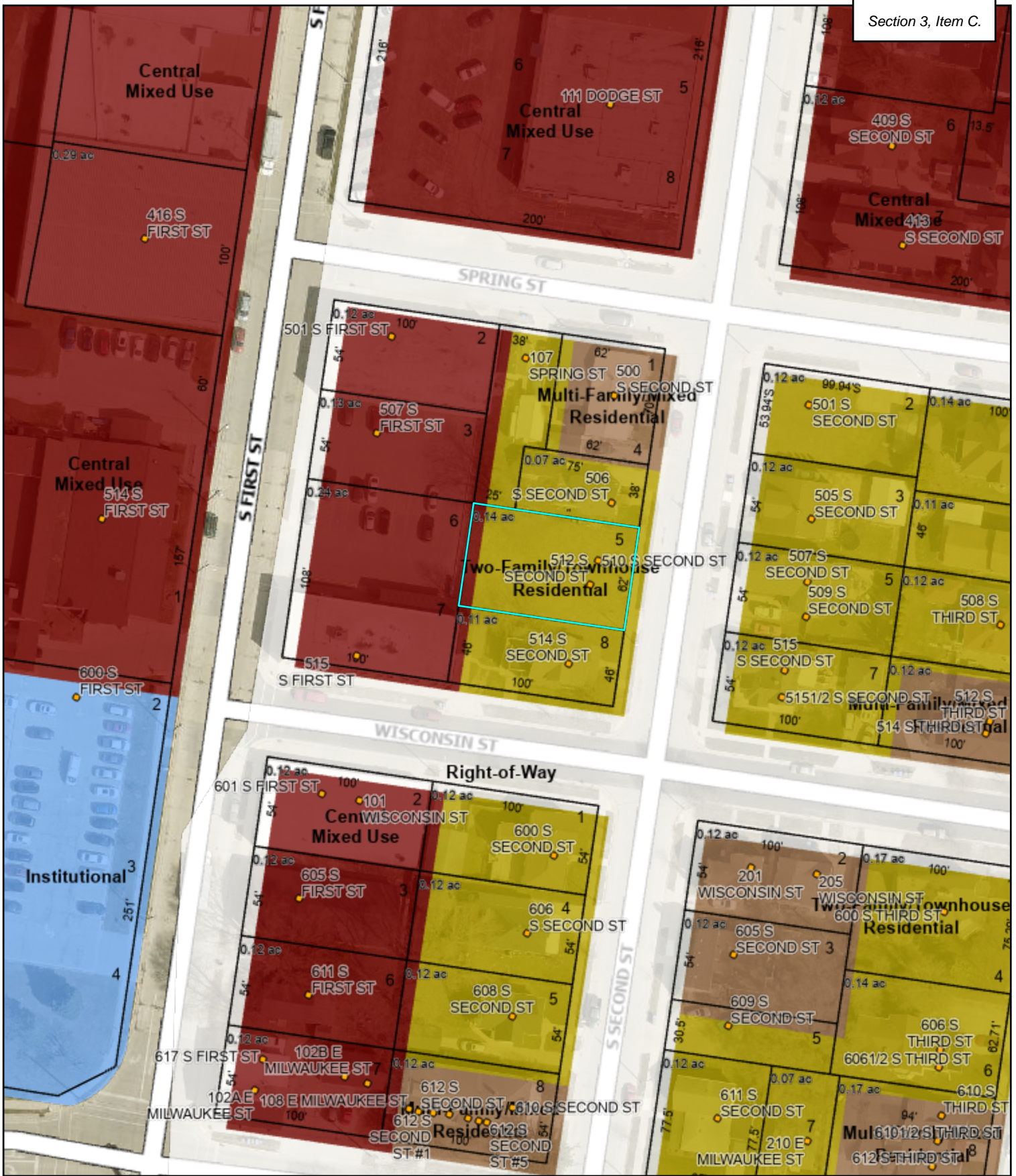


City of Watertown Geographic Information System

Scale: 1:417 Printed on: January 23, 2025  
 SCALE BAR = 1" Author:

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Section 3, Item C.



Municipal Boundary	Central Mixed Use	Airport
Parcels Boundaries	Multi-Family/Mixed Residential	Institutional
Common Areas	Two-Family/Townhouse Residential	Planned Industrial
Addresses	Neighborhood Mixed Use	General Business
Address Labels	Planned Business	Mixed Industrial
Parcel Acreage	Planned Office & Institutional	Riverside Mixed Use
	Right-of-Way	Parks & Recreational
	Surface Water	
	Agriculture	
	Single-Family Residential	

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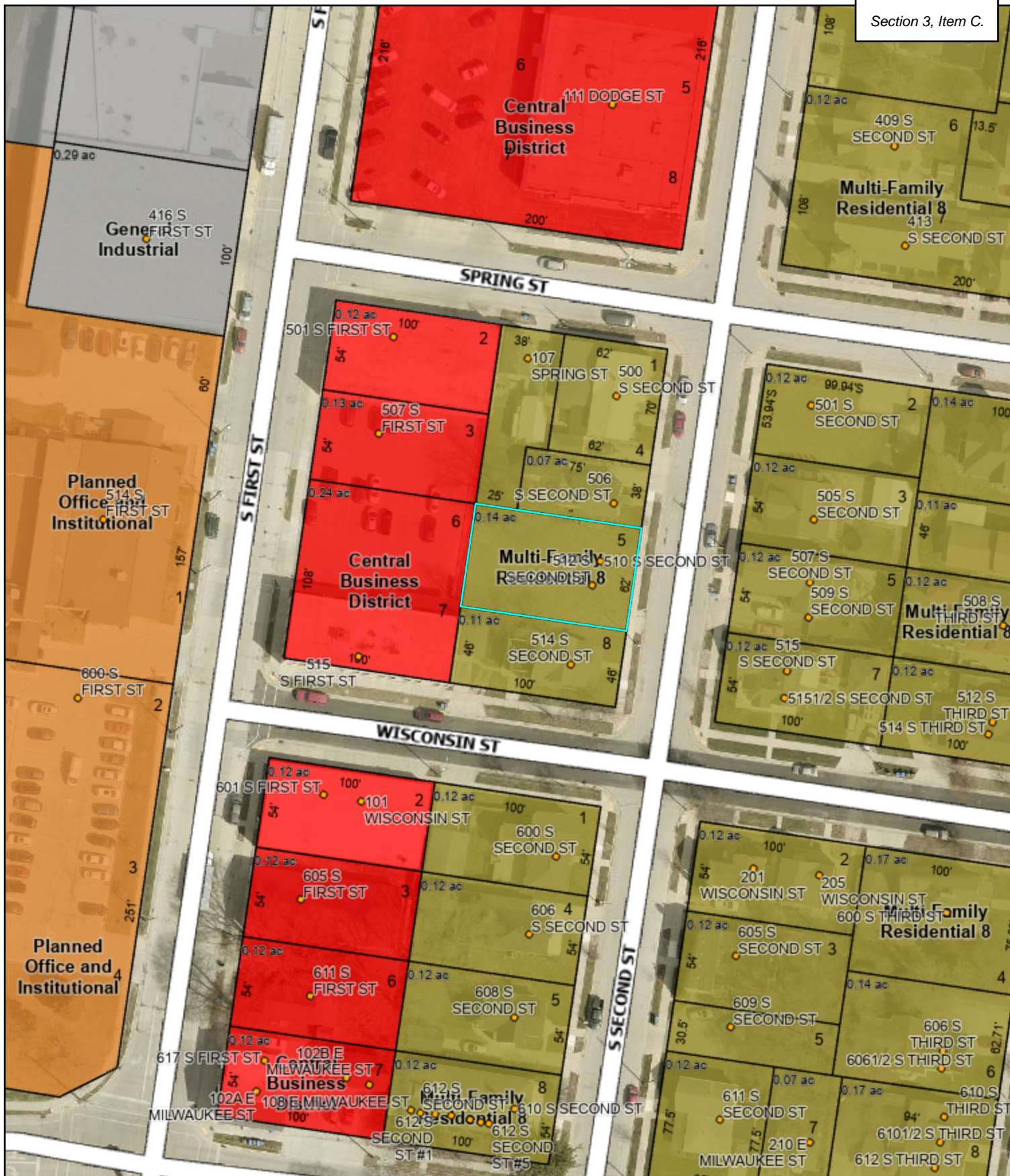
**City of Watertown Geographic Information System**

Scale: 1:923      Printed on: Decemb  
SCALE BAR = 1"      Author:

16

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Section 3, Item C.



	Municipal Boundary		Rural Holding		Neighborhood Business		General Business
	Parcels Boundaries		Planned Unit Development		Multiple Zoning		Conditional Use
	Common Areas		Planned Office And Institutional		Multi-Family Residential-8		Central Business District
	Addresses		Planned Industrial		Multi-Family Residential-10		
	Address Labels		Planned Business		Heavy Industrial		
	Parcel Acreage		Senior Residential		General Industrial		
			Neighborhood Office				

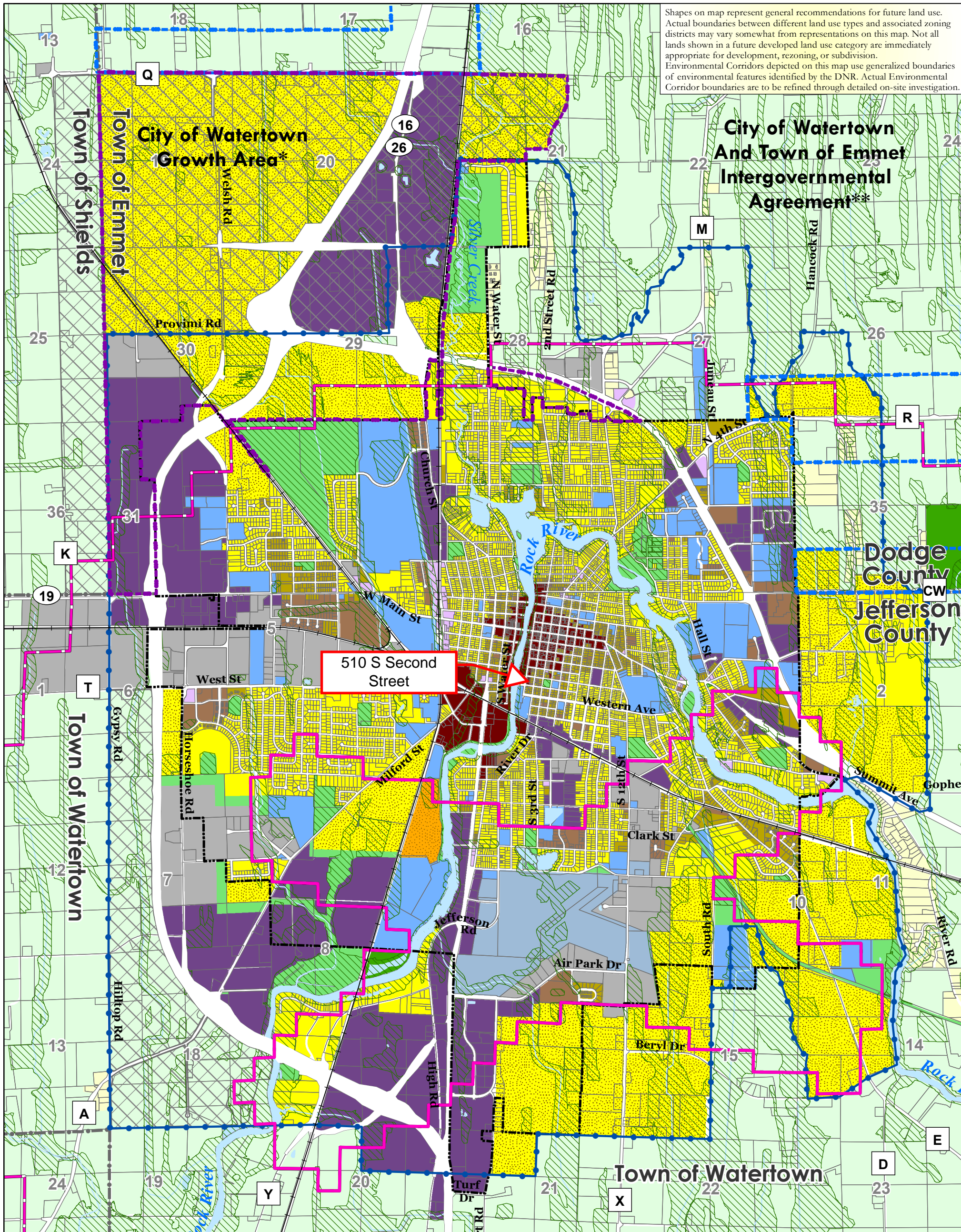


City of Watertown Geographic Information System

Scale: 1:923 Printed on: Decemb Author: 17

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Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



# Future Land Use Urban Area

## Map 6b

- City/Town IGA\*\*
- City Growth Area
- City Periphery Areas

- \*Each "Planned Mixed Use Area" may include mix of:
1. Office
  2. Multi-Family Residential
  3. Mixed Industrial
  4. Commercial Services/Retail
  5. Institutional
  6. Parks & Recreation

- \*\*\*"Planned Neighborhoods" should include a mix of the following:
1. Single-Family - Sewered (predominant land use)
  2. Two-family Residential
  3. Multi-Family Residential
  4. Institutional
  5. Neighborhood Mixed Use
  6. Parks & Recreation

- \*\*\*Each "Riverside Mixed Use Area" may include mix of:
1. Office
  2. Single-Family - Sewered
  3. Two-Family Residential
  4. Multi-Family Residential
  5. Commercial Services/Retail
  6. Institutional
  7. Parks & Recreation

- Land Use Categories**
- Agricultural
  - Single-Family Residential - Unsewered
  - Single-Family Residential - Sewered
  - Two-Family Residential
  - Multi-Family Residential
  - Planned Neighborhood\*\*
  - Institutional
  - Airport

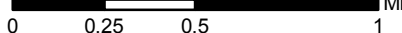
- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use\*
- Central Mixed Use
- Riverside Mixed Use\*\*\*
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

- City of Watertown
- Town Boundary
- Parcel
- Railroad
- Watertown Urban Service Area
- Watertown Long Range Growth Area

- Airport Height Limitations**
- Maximum Building Elevation b/t 865 and 968 ft
  - Maximum Building Elevation b/t 968 and 1005 ft

Draft: August 7, 2019  
Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

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Shaping places. shaping change





**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

TO: Plan Commission  
DATE: February 23<sup>rd</sup>, 2026  
SUBJECT: Recommendation to Council – 510 S Second Street Comprehensive Plan Amendment

A Comprehensive Plan Amendment request from Carol Quest, agent for the Watertown Health Department, to change the Future Land Use designation on parcels located at 507 and 515 S First Street and 510 S Second Street. Parcel PIN(s): 291-0815-0424-043, 291-0815-0424-042, & 291-0815-0424-040.

&

A Comprehensive Plan Amendment request from the City of Watertown to change the Future Land Use designation on City parcels located 514 S First Street and 410R S First Street. Parcel PIN(s): 291-0815-0424-011 & 291-0815-0424-009.

SITE DETAILS:

*Health Dept Parcels*

Acres: 0.13, 0.24, 0.14

Current Zoning: Central Business (CB) & Multi-Family Residential - 8 (MR-8)

Existing Land Use: Office, Parking Lot, Vacant Land

Future Land Use Designation: Central Mixed Use & Two Family Residential

*Other Parcels*

Acres: 1.19, & 0.20

Current Zoning: Planned Office and Institutional (PO) & General Industrial (GI)

Existing Land Use: Community Center, Parkland, & Riverwalk.

Future Land Use Designation: Central Mixed Use.

BACKGROUND & APPLICATION DESCRIPTION:

The applicant is proposing a Comprehensive Plan Amendment to change the Future Land Use (FLU) designation of three parcels from Central Mixed Use FLU and Two-Family Residential FLU to Institutional FLU. Two of these parcels are currently the site of the City of Watertown Health Department. The third parcel was recently purchased by the Health Department to construct a storage building and heated garage space to provide services to clients of the Health Department. Additional parking will also be provided by the project. To construct the proposed building the three parcels need to be combined via a Certified Survey Map (CSM), the purchased parcel needs to be rezoned to Central Business (CB) zoning, a Conditional Use Permit CUP for a Non-Residential Accessory structure needs to be approved, and the FLU designation of the combined parcels needs to be changed to Institutional. This request for a Comprehensive Plan Amendment to change the FLU designation is one of the steps in this process. A rezoning, CUP, and CSM associated with this project are also pending.

In addition, during the review of the proposed Health Department project, it was determined that two city parcels across S First Street (to the west) from this proposal do not have a FLU designation consistent with their current use. One of the parcels contains the Community Center and other parcel contains parkland and a section of the riverwalk. Both of these parcels currently have FLU designations of Central Mixed Use. The proper FLU designation for these parcels based on their use is Institutional FLU. Since the City was conducting a Comprehensive Plan Amendment process for the Health Department project it appeared prudent to also correct the FLU on these city parcels as part of that effort. The proposed change of the FLU on these two parcels is not associated with nor required for the Health Department project.

**BUILDING SAFETY & ZONING DIVISION**  
**PLAN COMMISSION STAFF REPORT**

**STAFF EVALUATION:**

Land Use and Zoning:

Health Dept Parcels

Nearby Future Land Use designations include Two-Family Residential to the east and Central Mixed Use to the North South and West. Institutional Future Land Use exists to the southwest

Nearby Zoning includes Multi-Family Residential - 8 Zoning to the east. Central Business Zoning exists to the north and south. Planned Office and Institutional Zoning exists to the west.

Other Parcels

Nearby Future Land Use designations include Central Mixed Use to the North and East. Institutional Future Land Use exists to the south. The Rock River exists to the west

Nearby Zoning includes Central Business Zoning to the east. General Industrial Zoning exists to the north and Planned Office and Institutional Zoning exists to the south. The Rock River exists to the west.

Wisconsin Statutes

Per the Wisconsin Statutes it is the role of the Plan Commission to prepare a Comprehensive Plan Amendment and recommend the amendment to Common Council.

*Per Wis. Stat. § 66.1001(4)(b):*

*(b) The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan **may** recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan.*

Comprehensive Plan Goals, Objectives, and General Policies:

The 2019 Watertown Comprehensive Plan includes goals, objectives, and general policies for the Plan Commission to consider when reviewing Comprehensive Plan amendments:

**Land Use Goals, Objectives, and General Policies**

**Goal:**

1. Promote a future land use pattern that is harmonious with the natural landscape, features visually attractive development, and is economically viable.

**Objectives:**

1. Ensure that a desirable balance and distribution of land uses is achieved.
2. Maintain high standards in the Zoning Ordinance for buildings, landscaping, signage, building materials, and parking lots.
3. Ensure that conflicts between neighboring land uses are minimized with logical land use transitions and bufferyards.
4. Utilize existing public facilities to serve new development whenever possible.
5. Coordinate land development with transportation system improvements.
6. Encourage City landowners to open up suitable undeveloped areas for new development as the need arises.

**Policies:**

1. Prioritize infill and redevelopment opportunities, especially downtown and along the river, before new greenfield development along the City's boundaries.
2. Direct new housing development in locations with convenient access to commercial and recreational facilities, transportation systems, schools, employment opportunities, and other necessary facilities and services.
3. Require all new development within Watertown's long-term growth area to be served with the full array of municipal services (e.g. sanitary sewer, storm sewer, municipal water, police, fire, etc.) unless covered by an intergovernmental agreement.
4. Encourage the strengthening of existing neighborhoods through maintenance of the existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
5. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
6. Strive for compatibility of adjacent land uses by requiring site plan review for all multi-family residential, commercial, office, industrial, recreational, and institutional land uses.
7. Buffer incompatible land uses from each other through the strategic use of plant materials, decorative fences, walls, or berms.



## BUILDING SAFETY & ZONING DIVISION PLAN COMMISSION STAFF REPORT

8. *Require new development and redevelopment projects to include high quality building design, landscaping, stormwater best management practices, and signage and to meet at least the minimum landscaping and performance standards as codified in the City's Zoning Ordinance.*
9. *Encourage that new residential development within the Planned Neighborhood designation comply with the City's historic housing mix. The desired mix of residential uses in any neighborhood should be mostly single-family (approximately 50 percent), generally with no more than 20 percent of dwelling units being duplex units and not more than 30 percent being multi-family units.*
10. *Require detailed development plans that include: (1) proposed land use pattern of the area; (2) recommended zoning for the area; (3) recommended lot pattern; (4) location of necessary municipal utilities; (5) locations of parks, open space, and civic or institutional buildings; (6) proposed street system that will serve the area; and (7) a development phasing timetable so the City can coordinate capital improvements with the development of the area.*
11. *Factor public health into the site plan review process through the addition of specific criteria in which new development, redevelopment, and infill development must address in order to integrate land use planning, transportation, and public health.*
12. *Work with Jefferson and Dodge Counties, in addition to all surrounding Townships on future land use planning within the City's Extraterritorial Jurisdiction to promote intergovernmental cooperation and a unified future planning of development and services. Seek intergovernmental agreements with all surrounding Townships.*
13. *Reevaluate the City's supply and demand for industrial land every 5 years.*
14. *Develop detailed neighborhood plans for the Bethesda campus between Milford Street and the Rock River in order to foster high-quality and well-planned future development.*

### PUBLIC HEARING COMMENT:

Public comments from the February 16<sup>th</sup>, 2026 Public Hearing before the Common Council, if any, are attached.

### PLAN COMMISSION OPTIONS:

The following are possible options for the Plan Commission:

1. Negative recommendation of the Comprehensive Plan Amendment to Common Council.
2. Positive recommendation of Comprehensive Plan Amendment to Common Council.
3. Positive recommendation of the Comprehensive Plan Amendment to Common Council, with conditions identified by the Plan Commission

### STAFF RECOMENDATION:

- Staff recommends a positive recommendation of this Comprehensive Plan Amendment to Common Council.

### ATTACHMENTS:

- Application materials.

The Health Department currently operates several outreach programs that provide critical health services to our community. However, the existing facilities and spaces are becoming increasingly limited in their ability to meet the demand for these services. An additional lot and building would provide the necessary room to expand these programs, ensuring accessibility to the community. Specifically, the new lot and building would allow for:

- **Car Seat Checks:** Space for trained professionals to educate parents and caregivers on the correct installation and use of car seats, helping ensure child passenger safety.
- **Drive-through Immunization Clinics:** A safe, efficient environment for residents to receive immunizations without the need to leave their vehicles, especially beneficial for those with mobility challenges or time constraints.
- **Other Health Department Programs:** Additional space would allow for the seamless operation of and storage for various health programs as space becomes limited in our current building.

**Benefits to the Community:**

The allocation of a new lot and building for Health Department use will provide numerous benefits to the community, including:

- **Increased Access to Health Services:** More space will allow for greater participation in vital health programs, especially for those who may otherwise face barriers to access.
- **Improved Public Health Outcomes:** By offering easier access to services like immunizations and child safety education, the community will see improved overall health and safety.
- **Enhanced Community Engagement:** The expanded capacity will support the Health Department's goal of reaching more residents and meeting their health needs in a timely and efficient manner.

The need for additional space to support the Health Department's critical programs has become urgent. The proposed lot and building would significantly enhance our ability to serve the community and contribute to the health and well-being of our residents.

Carol Quest

Health Officer/Director  
Watertown Dept of Public Health  
515 South First Street  
Watertown, WI 53094  
Ph. (920) 262-8090

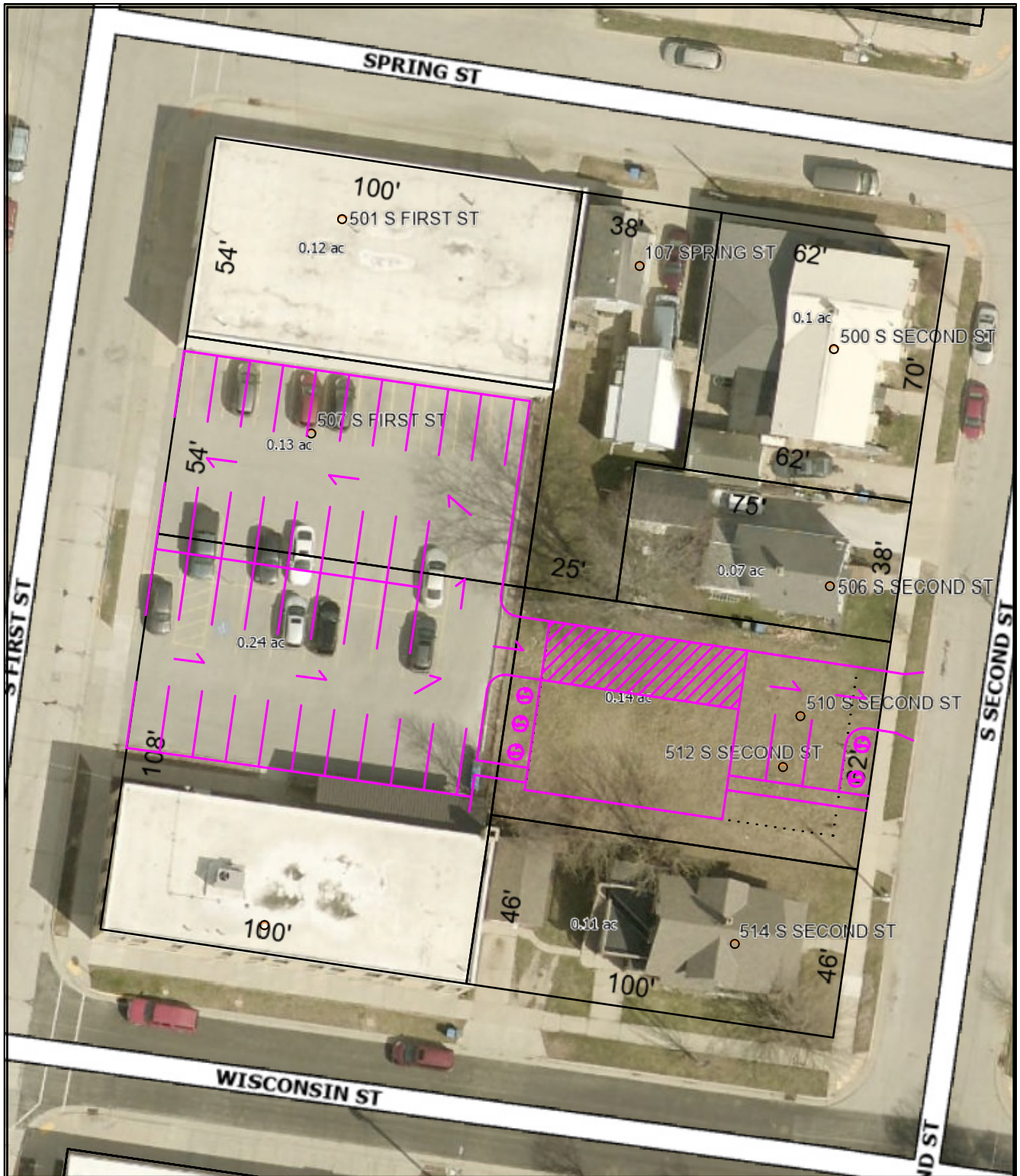
Fax (920) 262-8096

[cquest@watertownwi.gov](mailto:cquest@watertownwi.gov)

***Creating opportunities for safe and healthy living.***



Health Property



- City Boundary
- Common Area
- Address Labels
- Parcels Lines
- Address Points
- Acreage



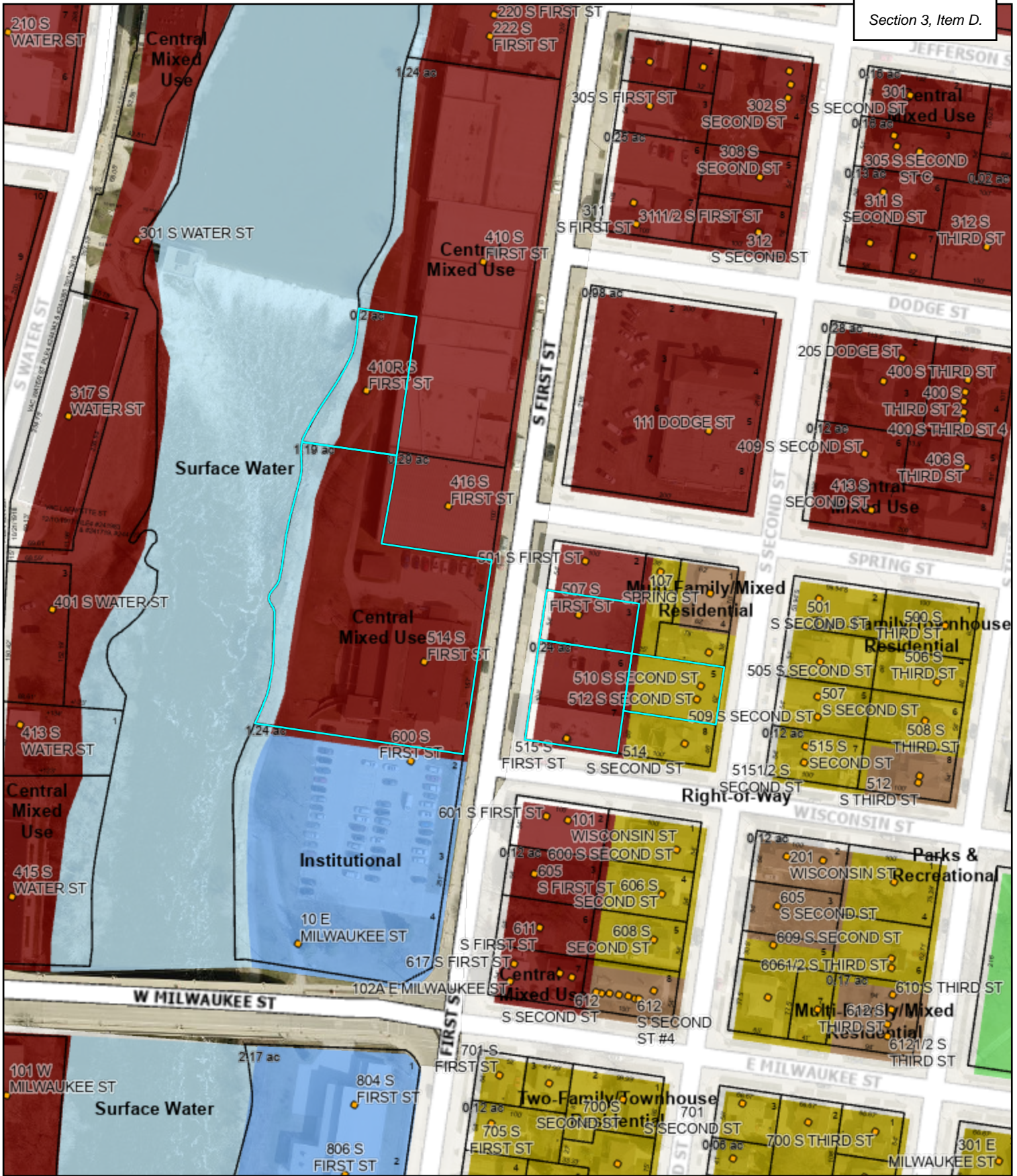
City of Watertown Geographic Information System

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# Existing Future Land Use

Section 3, Item D.



Municipal Boundary	Multi-Family/Mixed Residential	Airport
Parcels Boundaries	Planned Neighborhood	Institutional
Common Areas	Planned Mixed Use	Planned Industrial
Addresses	Neighborhood Mixed Use	General Business
Address Labels	Planned Business	Mixed Industrial
Parcel Acreage	Central Mixed Use	Riverside Mixed Use
	Surface Water	Parks & Recreational
	Agriculture	
	Single-Family Residential	
	Two-Family/Townhouse Residential	
	Right-of-Way	
	Surface Water	
	Agriculture	
	Single-Family Residential	
	Two-Family/Townhouse Residential	

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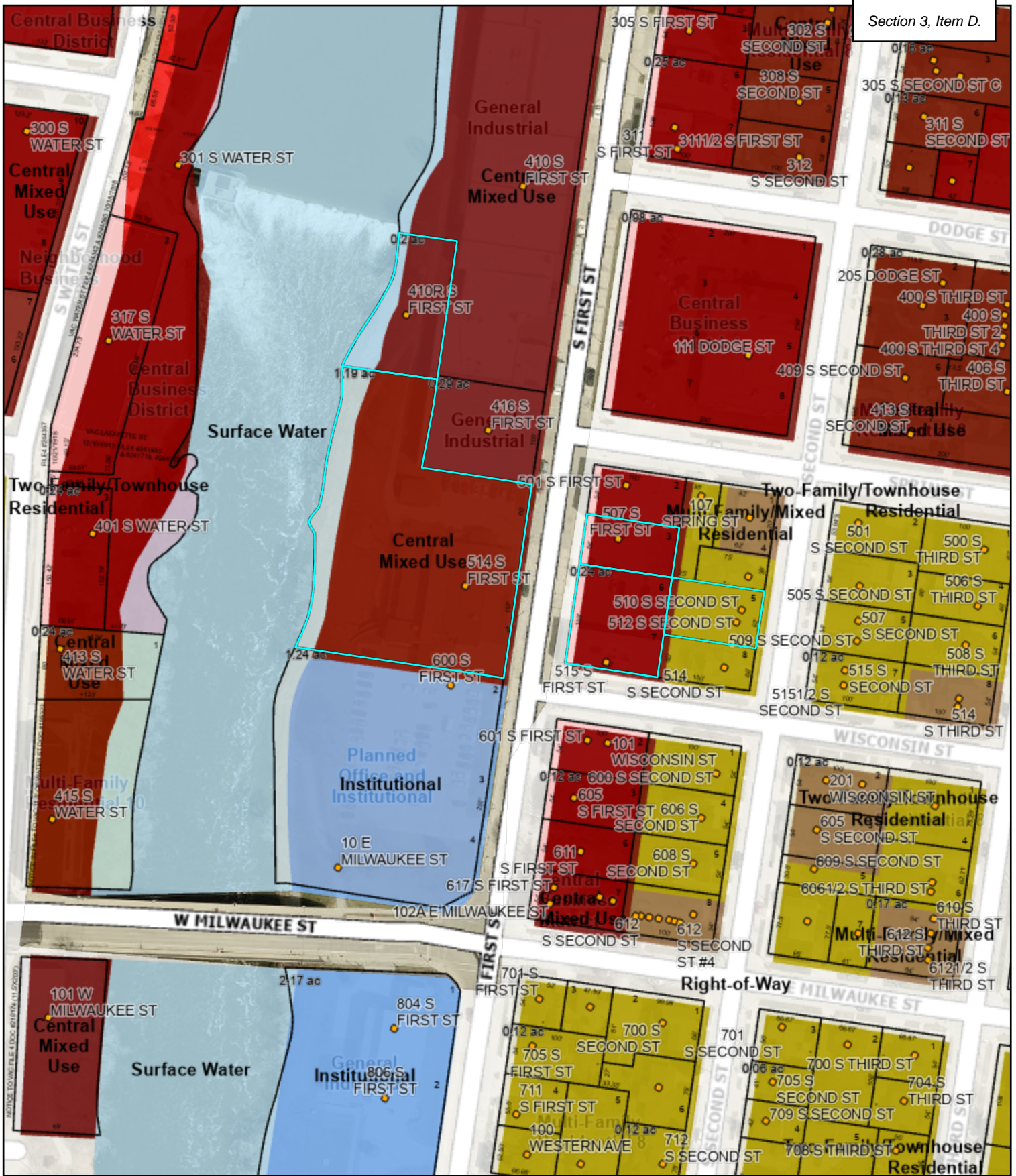
**City of Watertown Geographic Information System**

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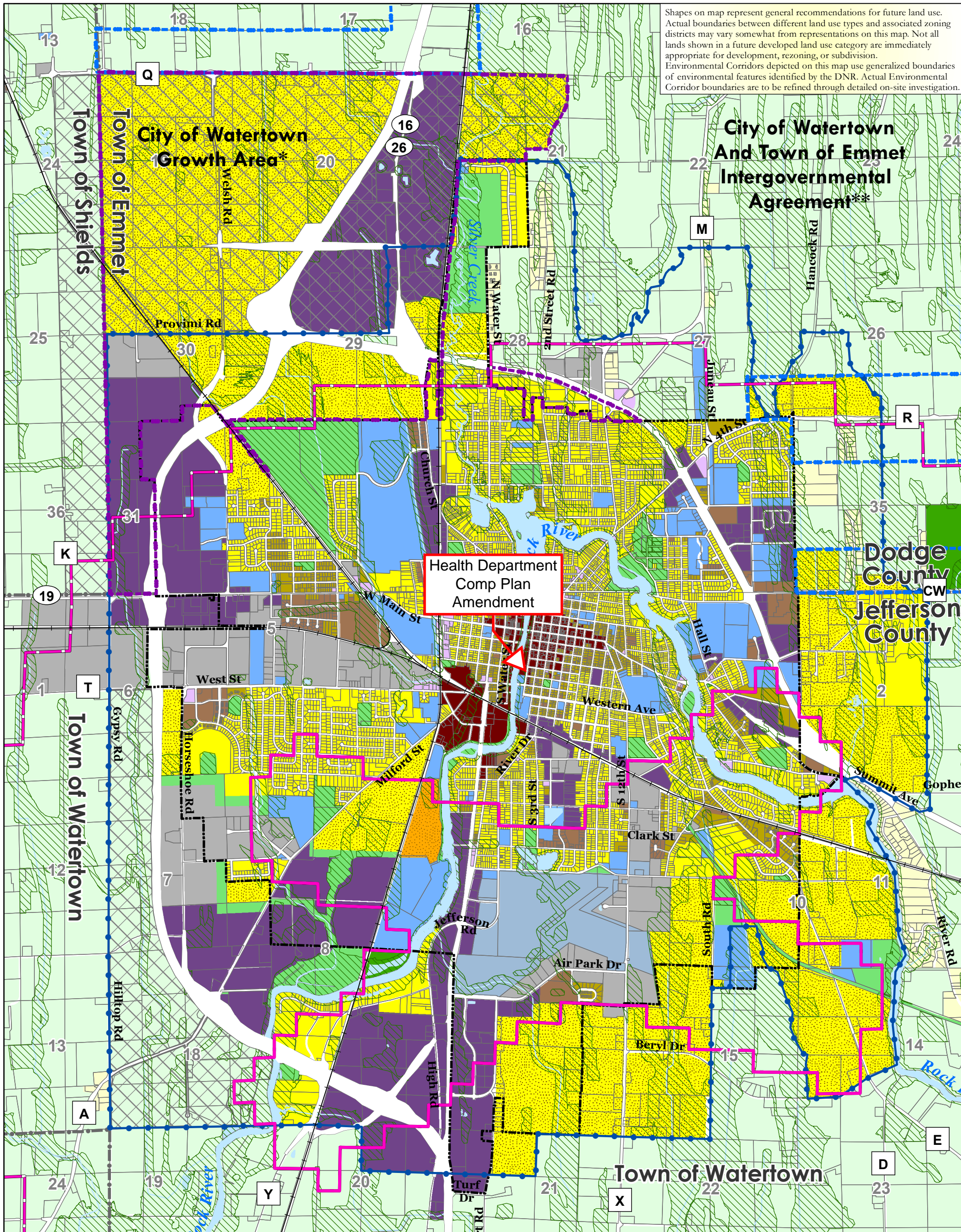
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Section 3, Item D.



<ul style="list-style-type: none"> <li>Municipal Boundary</li> <li>Parcels Boundaries</li> <li>Common Areas</li> <li>Addresses</li> <li>Address Labels</li> <li>Parcel Acreage</li> </ul>	<p><b>Watertown Future Land Use 2019 Comp Plan VA_FLU</b></p> <ul style="list-style-type: none"> <li>Right-of-Way</li> <li>Surface Water</li> <li>Agriculture</li> <li>Single-Family Residential</li> <li>Two-Family/Townhouse Residential</li> <li>Multi-Family/Mixed Residential</li> </ul>	<ul style="list-style-type: none"> <li>Planned Neighborhood</li> <li>Planned Mixed Use</li> <li>Neighborhood Mixed Use</li> <li>Planned Business</li> <li>Central Mixed Use</li> <li>Planned Office &amp; Institutional</li> <li>Airport</li> </ul>	<ul style="list-style-type: none"> <li>Institutional</li> <li>Planned Industrial</li> <li>General Business</li> <li>Mixed Industrial</li> <li>Riverside Mixed Use</li> <li>Parks &amp; Recreational</li> </ul>	<p><b>Base Zoning</b></p> <p>Zoning Type</p> <ul style="list-style-type: none"> <li>Unknown</li> <li>Two-Family</li> <li>Single-Family</li> <li>Senior Residential</li> <li>Rural Holding</li> <li>Planned Unit</li> </ul>	<p><b>THE CITY OF WATERTOWN</b> Opportunity runs through it.</p> <p><b>City of Watertown Geographic Information System</b></p> <p>Scale: 1:1,657      Printed on: Decemb      Author:      26</p> <p>SCALE BAR = 1"</p> <p><small>DISCLAIMER: This map is not a substitute for an actual field survey or onsite investigation. The accuracy of this map is limited to the quality of the records from which it was assembled. Other interest inaccuracies occur during the compilation process. City of Watertown makes no warranty whatsoever concerning this information.</small></p>
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# Future Land Use Urban Area

## Map 6b

City/Town IGA\*\*  
 City Growth Area  
 City Periphery Areas

### City of Watertown Comprehensive Plan

- Land Use Categories**
- Agricultural
  - Single-Family Residential - Unsewered
  - Single-Family Residential - Sewered
  - Two-Family Residential
  - Multi-Family Residential
  - Planned Neighborhood\*\*
  - Institutional
  - Airport

- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use\*
- Central Mixed Use
- Riverside Mixed Use\*\*\*
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

- \*Each "Planned Mixed Use Area" may include mix of:
1. Office
  2. Multi-Family Residential
  3. Mixed Industrial
  4. Commercial Services/Retail
  5. Institutional
  6. Parks & Recreation
- \*\*\*"Planned Neighborhoods" should include a mix of the following:
1. Single-Family - Sewered (predominant land use)
  2. Two-family Residential
  3. Multi-Family Residential
  4. Institutional
  5. Neighborhood Mixed Use
  6. Parks & Recreation
- \*\*\*Each "Riverside Mixed Use Area" may include mix of:
1. Office
  2. Single-Family - Sewered
  3. Two-Family Residential
  4. Multi-Family Residential
  5. Commercial Services/Retail
  6. Institutional
  7. Parks & Recreation

- City of Watertown
- Town Boundary
- Parcel
- Railroad
- Watertown Urban Service Area
- Watertown Long Range Growth Area

**Airport Height Limitations**

- Maximum Building Elevation b/t 865 and 968 ft
- Maximum Building Elevation b/t 968 and 1005 ft

Draft: August 7, 2019  
 Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

  
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