

PLAN COMMISSION MEETING AGENDA

MONDAY, OCTOBER 28, 2024 AT 4:30 PM

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

Virtual Meeting

Info: https://us06web.zoom.us/j/2371460557?pwd=UXjvqLXKCdw12jl4jl1b7GlUPaClat.1&omn=884608 53162 or call 1-646-931-3860 and use Meeting ID: 237 146 0557 Passcode: 144391

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

- 1. CALL TO ORDER
- 2. APPROVAL OF MINUTES
 - A. Plan Commission minutes from October 14, 2024
- 3. BUSINESS
 - A. Preliminary Presentation: Downtown River Corridor
- 4. ADJOURNMENT

Persons requiring other reasonable accommodations for any of the above meetings, may contact the office of the City Clerk at mdunneisen@watertownwi.gov, phone 920-262-4006

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

PLAN COMMISSION MINUTES October 14, 2024

The Plan Commission met on the above date in the Council Chambers.

The following members were present: Mayor McFarland, Alderman Blanke, Beyer, Konz, Krueger, Lampe, Talaga, Zirbes

Also in attendance: Tom Borke, Joshua Schuett, Kelvin Buske, John Donovan, Steve Schluter, and Mason Becker

- 1. Call to order (4:31pm)
- 2. Approval of Minutes
 - A. Plan Commission minutes September 23, 2024

Motion to approve Plan Commission minutes from September 23rd was made by Lampe and seconded by Konz, passed on unanimous voice vote.

3. Business

- **A.** Public Hearing: 321 Front Street Request for a Conditional Use Permit (CUP) for a garage addition that exceeds 1,000 square feet under Section 550-56C(1)(b)[1]

 No public comment.
- **B.** Review and take action: 321 Front Street Request for a Conditional Use Permit (CUP) for a garage addition that exceeds 1,000 square feet under Section 550-56C(1)(b)[1]

Brian Zirbes presented the request for a CUP for 321 Front Street to construct a 1,382 square foot garage. The maximum lot coverage for accessory structures in this zoning district is 10% which would be a maximum of 2,500 sq. ft. for this property. The size is under the 10% rule and is permissible.

Motion to approve with no conditions was made by Lampe, seconded by Konz and passed on a unanimous voice vote.

C. Review and take action: N7510 Little Coffee Road Extraterritorial Certified Survey Map (CSM)

Brian Zirbes presented the request for the CSM noting that this is mainly to correct an oversight from 2002 where the CSM was not submitted for approval at that time. Motion to approve with no conditions was made by Beyer, seconded by Lampe and passed on a unanimous voice vote.

- D. Review and take action: N8497 County Road D Extraterritorial Certified Survey Map (CSM) Brian Zirbes presented the request for the CSM noting that this is in the airport protection zone and the elevation has been noted on the CSM, there is also an expaned right of way requirement and that has also been dedicated on the CSM. Motion to make approve with no conditions was made by Blanke, seconded by Konz and passed on a unanimous voice vote.
- E. Review and take action: Hunter Oaks Enclave Certified Survey Map (CSM)

 Brian Zirbes presented the request for a 4 lot CSM for a portion of the Hunter Oaks subdivision noting that this is part of the forthcoming plat reflecting the changes in lot size from 8,000 sq. ft. to 4,600 sq. ft. the front and side yard setbacks have also been reduced. The airport protection elevations are also listed on the CSM.

Motion to approve was made by Blanke, seconded by Lampe and passed on a unanimous voice vote.

F. Review initial resolution and make recommendation to Council: Belmont Drive Discontinuance of Public Way

Motion to send initial resolution to the common council with a positive recommendation was made by Blanke, seconded by Konz and passed on a unanimous voice vote

G. Review public hearing comments and make recommendation to Council: Chapter 550 Text Amendments

There were no comments from the public hearing to review.

Mr. Krueger expressed concern with adding additional permitting where it was not previously required. He offered an amendment stating that amendment 1 would read, exterior storage established after December 31, 2024 shall abide by the requirements, Lampe seconded this amendment and it was passed unanimously.

Mrs. Lampe expressed some concerns with amendment 3 regarding signage and proposed an amendment to prohibit internally illuminated signs for institutional uses in residential zoning districts, seconded by Talaga with the language that it go into effect after December 31, 2024 and passed unanimously.

Motion to make a positive recommendation to the common council with the noted amendments was made by Lampe, seconded by Blanke and passed on a unanimous voice vote.

H. Initial Review and Schedule Public Hearing: Zoning Map Corrections – Vandewalle
 Brian Zirbes presented the request for a public hearing for November 4th.

 Motion was made to set the public hearing date for November 4th by Konz, seconded by Krueger and passed on a unanimous voice vote.

All materials discussed at this meeting can be found at:

https://cms4files.revize.com/watertownwi/October%2014,%202024%20PC%20Packet.pdf

4. Adjournment

Motion to adjourn was made by Beyer and seconded by Mayor McFarland and passed on a unanimous voice vote. (4:59pm)

Respectfully Submitted,

Alderman Brad Blanke



MEMO

Administration

To: Plan Commission, CC: Mayor McFarland

From: Mason Becker, RDA Executive Director

Date: October 28, 2024

Subject: Rock River District Vision Preliminary Presentation

Background

Since at least the early 1980s, the concept of redevelopment of the City of Watertown's downtown riverfront has been a topic of conversation. From a project conducted by Steve Groth in 1982 (see Sept. 8, 2024 Watertown Daily Times article), to analysis done by Vandewalle & Associates in the 2000's, as well as Redevelopment Resources' 2014 "Watertown Riverfront/Downtown Redevelopment Initiative" report (see attachment), the idea has continued to percolate in the community. The City's 2019 Comprehensive Plan also calls for the completion of the downtown riverwalk and further focus on adjacent area redevelopment opportunities.

Following the successful opening of the Bentzin Family Town Square in May 2023, the Redevelopment Authority of the City of Watertown (RDA) decided to take up the concept as its next area of focus, dubbed the "Downtown River Corridor Opportunity Analysis and Strategic Development Plan." More than just renewing plans for a riverwalk, the RDA also wanted to evaluate sites that could be promoted for targeted redevelopment in this section of the City.

A request for proposal (RFP) was released January 26, 2024 (see attachment). A total of eight proposals were received from qualified firms. Following review and scoring, the proposal from RINKA and Kapur was selected by the RDA.

Over the past few months, teams from RINKA and Kapur have worked with the RDA to develop the plan. Gathering of public feedback and data has included two well-advertised Community Open House events, held at the Watertown Public Library, where ideas and feedback were gathered. Part of this process also included online polling. Further, RINKA and Kapur facilitated a series of "steering committee meetings" with RDA board members and key City staff to further refine concepts.

We are excited to be at the point where this preliminary presentation for what is now dubbed the "Rock River District Vision" can now take place. We believe this plan represents an opportunity to significantly enhance the City's downtown riverfront area, lead to a re-embracing



MEMO

of the Rock River as a community asset, and further activate catalytic sites for redevelopment, leading to numerous gains for the entire community.

Budget Goal

- Proactively maintains and improves our parks and infrastructure in an effort to ensure quality, safety, and compliance
- Promotes and fosters innovative approaches for community development and growth

Financial Impact

RINKA and Kapur are currently working on completing financial estimates for this plan, as well as a funding matrix. It is expected that funding sources will include a mix of public investment, private donations, and grants.

Recommendation

The Plan Commission does not need to take formal action at this time. The intent of this preliminary presentation is to gather feedback from members, which will be used to further refine and finalize the Rock River District Vision document.

Section 3, Item A.

https://www.wdtimes.com/news/local/throwback-another-reimagining-of-watertowns-downtown-riverfront/article_b89355de-6e25-11ef-ac2f-03dfb9236360.html

THROWBACK

Throwback: Another reimagining of Watertown's downtown riverfront

ED ZAGORSKI and TIM SULLIVAN news1@wdtimes.com Sep 8, 2024



Part of Groth's design project as he finished his architecture degree at the University of Minnesota. Viewing the east bank of the Rock River from the southwest.

STEVE GROTH Contributed

WATERTOWN — Architecture/design firm Rinka of Milwaukee recently unveiled conceptual plans that the City of Watertown could consider when evaluating the future of the riverfront — and riverwalk — downtown. But can you believe ideas have been circulating in the *Daily Times* since at least 1982?

In the Aug. 18 edition, just a couple weeks away from precisely 42 years before Rinka's second community feedback session last month, architecture student Steve Groth's ideas were published in the paper. Today, he is a Senior Architect and Specifications Manager at Ramlow/Stein in Milwaukee.

"The project was located in the First Street parking lot north of Main Street," Groth says. "Its main elements were a new library (which was being debated in the city at the time), a community theater, a historical museum, community meeting space and a riverwalk that stretched from Main Street to Cady Street.

"The south end of the riverwalk ran through the first floor structural bay of what was then Kusel's Department store, rather than around the building, to connect to Main Street. It also included an informal outdoor amphitheater and boat slips so people could experience the riverwalk from either the water or the land."

Groth dubbed his idea the "Watertown Cultural Center."

Section 3, Item A.

Today, many of the uses he imagined for his building have been constructed elsewhere in Watertown. The library was renovated and expanded in its present location (though the main entrance shifted to South Water Street from West Main Street), a community theater exists in The Market, the Watertown Historical Society operates its museum on the grounds of the Octagon House (including the original First Kindergarten building) and there's community meeting space in a few City-owned locations, including the renovated library.

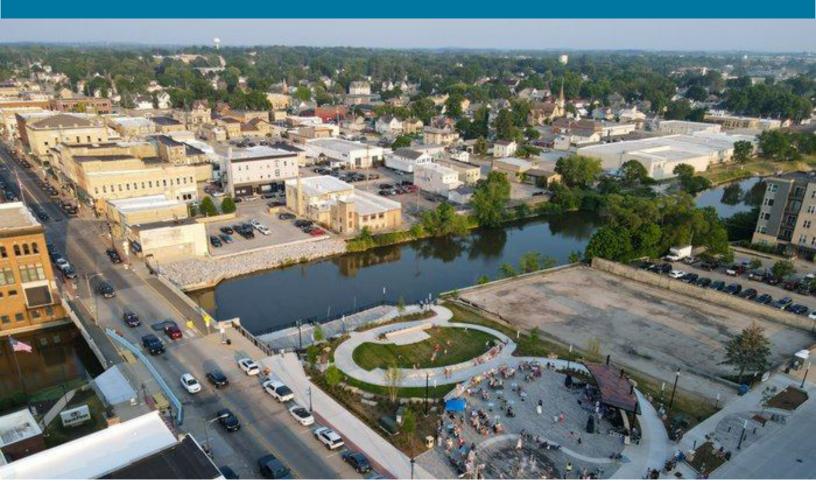
As for a Riverwalk, there exists one today on both sides of the Rock, primarily south of the Main Street Bridge. It remains to be seen if a plan like Groth's — or that presented by Rinka — will come to fruition.

Tim Sullivan

Watertown Redevelopment Authority (RDA)

REQUEST FOR PROPOSAL

Downtown River Corridor Opportunity Analysis and Strategic Development Plan



CONTACT:

Mason Becker, RDA Executive Director 106 Jones Street Watertown, WI 53094

ISSUED: January 26th, 2024 DUE: March 15, 2024 - 4:00 p.m.



INTRODUCTION

he Redevelopment Authority (RDA) of the City of Watertown invites experienced and qualified economic development and design firms to submit proposals for the Downtown River Corridor Opportunity Analysis and Strategic Development Plan. This project aims to revitalize Watertown's Downtown River Corridor area along the Rock River, by conducting a comprehensive analysis and creating a strategic development plan that will enhance the river corridor's aesthetic, economic, and recreational potential. This work should build upon other recently completed downtown projects, such as the Bentzin Family Town Square, the renovated and expanded Watertown Public Library, and the upcoming WisDOT reconstruction of the Main Street (Cole) Bridge, anticipated for 2024. Concepts should also have a long-term and forward-thinking outlook, including toward the 2028 complete reconstruction of Main Street. Proposals should also look to maintain the nature and character of Watertown's Historic Downtown area.

The City of Watertown, Wisconsin, pop. 24,000, is located in beautiful southeastern Wisconsin, midway between Milwaukee and Madison. We are a friendly, hard-working city surrounded by lush forests and beautiful farmland. Distinct and self-sufficient, Watertown is big enough to have all the amenities you'll need, but small enough to access them in 10 minutes or less. Watertown is truly a wonderful place to live, work, dine, shop, play, and do business! It's a genuine American hometown.

TIMELINE

Activity	Deadline
Request for Proposal (RFP) posted and available	Jan. 26
Proposals Due	Mar. 15
Award Notice	Mar. 29
Project Kick-off	Apr. 12
Project completion date	Sept. 15





REQUIREMENTS AND SUBMISSION

PROPOSAL REQUIREMENTS

The proposal should include the following elements:

- 1. Project Approach: Provide a detailed methodology outlining how the firm plans to approach the project, including a timeline for each phase. A list of specific deliverables should also be provided.
- **2. Team Qualifications:** Share the qualifications and experience of the proposed project team, including one-page resumes of key personnel involved in the project.
- **3. Past Projects:** Provide a portfolio of similar projects conducted by the firm, emphasizing their impact and outcomes.
- **4. Cost Proposal:** Present a clear and itemized cost proposal for the entire project, including any potential additional costs, reimbursables, and expenses. Hourly rates for staff expected to work on the project should also be included, if applicable.
- **5. References:** Include references and contact information from previous clients who can speak to the firm's ability to deliver high-quality work.
- **6.** Submitted proposals should be no more than 15 pages in length.

PROPOSAL SUBMISSION

Interested firms should submit their proposals in electronic format to mbecker@watertownwi. gov by the submission deadline. Additionally, five hardbound paper copies should be submitted to "Watertown RDA, 106 Jones St, Watertown, WI 53094." All proposals must be clearly labeled as "Downtown River Corridor Opportunity Analysis and Strategic Development Plan Proposal."

EVALUATION CRITERIA

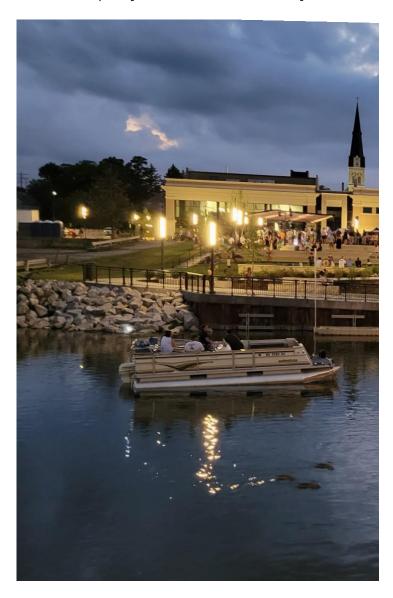
Proposals will be evaluated based on the following criteria:

- 1. Qualifications and experience of the firm and project team.
- 2. Demonstrated success in similar projects.
- 3. Methodology and approach.
- 4. Cost proposal.
- 5. References.

QUESTIONS AND CLARIFICATIONS

Any questions or requests for clarification regarding this RFP should be submitted in writing to Mason Becker at mbecker@ watertownwi.gov by February 23, 2024. Attempts to lobby for approval may result in disqualification.

The Watertown RDA looks forward to receiving proposals from experienced and innovative economic development and design firms interested in contributing to the revitalization of our Downtown River Corridor. We anticipate that the selected firm will play a pivotal role in enhancing the area's appeal, creating new economic opportunities, and improving the overall quality of life for our community.



PROJECT DETAILS

The selected firm will be responsible for the following key components:

Opportunity Analysis: Perform a comprehensive analysis of the Downtown River Corridor area (defined as encompassing the riverbank on both sides of the downtown area between the Milwaukee Street Bridge and the Cady Street Bridge, including Fannie P. Lewis Park and the former Breslow's and Johnsonville sites on the north end), as well as an approximate two-block area extending east and west from either side of the Rock River. Analysis should identify potential redevelopment sites, evaluate current infrastructure, and assess economic opportunities. (see map at end of this packet showing approximate coverage area). Potential sources of funding for specific projects should also be identified and outlined.

Riverwalk Layout Design: Incorporate engineering design work for a Riverwalk conducted by Ayres in 2016 as a basis. Include visual renderings and suggested amenities along the Riverwalk. Environmental concepts/needs under item #5 should be incorporated into this, along with items 3 and 4. Minimum design standards for areas along the Rock River should also be detailed. Possible private/public utility issues, obstructions, or relocations should also be identified.

Amenities Enhancement: Propose enhancements to amenities such as green spaces, seating areas, lighting, and public art installations to create an inviting and vibrant riverfront experience.

Docks and Waterfront Facilities: Evaluate the current seawall, dock opportunities, suggest improvements, and propose the construction of new facilities to accommodate recreational activities, events, and potential commercial use.

Identify Environmental Issues/Solutions: Evaluate environmental constraints to the proposed development. This includes riverbank stabilization, stormwater/green infrastructure needs/requirements, and potential floodplain impact assessments. This evaluation should include DNR and City permitting requirements (i.e., Wis. Stat. 30, Wis. Admin. Code NR 116, Municipal Code 288) for environmental actions, as well as identify additional cost (i.e., engineering, etc.) for compliance.

Public Engagement: Facilitate at least one, but no more than two, public engagement sessions to gather input from the community and stakeholders, ensuring that the plan aligns with the aspirations of the residents and businesses.

Redevelopment Sites and Suggested Uses: Work with the RDA and City staff to identify specific redevelopment sites along the Downtown River Corridor and provide recommendations for potential uses, including commercial, residential, recreational, or mixed-use. Such uses could include multifamily residential developments, hotels, food & drink establishments, retail shopping, etc. Example visual renderings should be included.

Final Report: Create a final, finished "Downtown River Corridor: Opportunity Analysis and Strategic Development Plan" document, incorporating all the above, which will be available as both a printable and publicly available web document. This final product will be used to show future planning for the Downtown River Corridor and made available to interested businesses, developers, and other stakeholders, as well as the public.





DECLARATION AND ADDITIONAL INFO.

DECLARATION AND ADDITIONAL INFORMATION

The City's Rights Pertinent to this Solicitation

- 1. The City reserves the right to reject all submittals for any legally permissible reason without indicating the reasons for rejection.
- 2. The City reserves the right to amend this RFP by addendum. The City is bound only by what is expressly stated in this RFP and any authorized written addenda to be posted on the City website.
- 3. The City accepts no financial responsibility for any costs incurred by the respondent during any phase of the selection process. All submittals shall become the property of the City (except for items marked CONFIDENTIAL) and may be used in any way deemed appropriate.

WITHDRAWAL OF SOLICITATION

The City reserves the right to withdraw this RFP at any time without prior notice and makes no representation that any agreement will be awarded to any respondent. Additionally, the City expressly reserves the right to postpone opening responses to this solicitation for its own convenience, and/or to waive any informality or irregularity in the responses received.

CONFIDENTIALITY

All submittals in response to this RFP are considered confidential until the City makes a selection, at which time the submittals will become public information and available to the public for review. However, the financial capacity information portion of each submittal will be treated as confidential and will not be available for public review at any time.

EXAMINATION OF SOLICITATION

The respondent understands that the information provided in this RFP is intended solely to assist the respondent in preparing a submittal. To the best of the City's knowledge, the information provided is accurate. However, the City does not warrant such accuracy, and any errors or omissions subsequently will not invalidate this RFP.

CONFLICT OF INTEREST

Respondents must comply with the requirements imposed by all applicable federal, state and local laws, including those pertaining to conflict of interest. All members of responding development teams must disclose any and all circumstances that could give rise to any potential conflict of interest or appearance thereof with its participation in the project with the City, and its agents, representatives and consultants.





STUDY AREA MAP



The map of the proposed Downtown River Corridor study area shows the general area to be included. The borders shown are not exact.





Watertown Riverfront/Downtown Redevelopment Initiative

Watertown Riverfront/Downtown Redevelopment Initiative

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I. INTRODUCTION

The City of Watertown has engaged Redevelopment Resources LLC with the task of constructing ideas on how to best redevelop and assist in revitalizing downtown Watertown including the Rock River corridor. Whether a community's central business district spearheads the local economy or serves as a regional retail destination, the downtown is always the single most important identifying feature of any city and characterizes the community overall. The city has chosen well to undertake this redevelopment work as the overall economy appears to improving in pace.

Downtown Watertown is already 'ahead of the (development) game' in terms of offering a lively business district, bisected by the Rock River; has a significant retail and service business mix as well as a superior inventory of historic buildings like few other communities in Wisconsin. Downtowns are far more important to a community than periodically gauging their retail temperature and planning for improvements; downtown economies are critical to a healthy and balanced community which draws and attracts people and investments

Sampling methods can help measure the impact which downtown delivers within Watertown's economy and community. Economic impact from the central business district was quantified by sampling number of businesses, downtown employees and property values. This data suggests that the central business district yields a significant contribution serving the city and residents and when

viewed as a whole, the downtown is one of the top five private, taxable corporations in Watertown. Thus, 'Downtown Watertown' is a significant and vital client of the city and should (as any other major asset) be preserved, managed and enhanced, in order for it to continue, as well as, increase its economic impact in delivering jobs, incomes, tax base and service to the community.

In approaching its work, Redevelopment Resources followed a foundation and research path to include personal interviews, review of previous planning and development documents, on-site visits, focus groups and review of other existing data. Based on this input redevelopment initiatives for the Rock River and the Main Street study area are offered in three levels of effect: 'Small', 'Impact' and 'Transformative' scales; each resulting in delivering various levels of influence bringing about change.

The team has considered not only what would be beneficial for residents and visitors to the community, but also for the future of the businesses in downtown as well as the rest of the business community in Watertown. What follows is a review and set of realistic recommendations for enlivening the downtown, energizing the riverfront and revitalizing the building stock to the highest and best use, working toward a vibrant future for downtown Watertown.

II. REDEVELOPMENT UNDERPINNINGS

Several underpinnings or foundational principles guide and support the redevelopment process and should be considered when undertaking downtown revitalization. These guiding principles include:

- Attracting 'people' into the downtown: Successful downtowns are all about 'people'. Attracting residents and visitors into the city's center invites investment and doing so requires creating an appealing event and destination-styled environment which can be supported through
- Eliminating blighting influences: Ridding the downtown of aging, deteriorating, obsolete and non-code complying properties is essential to improving the attractiveness and livability of
 the central business district. Creating demand for exciting new
 and different retailing, housing, entertainment and a variety of
 services can be accelerated by
- Re-purposing waterfront land uses: Historically, use of waterfront property has evolved from early transportation and industrial corridors to residential, commercial and leisure functions today. To benefit from new economic opportunity industrial properties (like the 7Up Bottling Company at 410 S. 1st Street and Johnsonville products at 104 E. Division Street) should be considered for acquisition, relocation and redevelopment. In addition, public parking located on waterfront land provides little direct economic benefit and is not focused on



- Ensuring the highest and best use of property: Improving
 property values and creating retail, housing, offices and leisure
 or entertainment opportunities may be attained by designing
 bold public spaces, new amenities, updating and renovating
 the commercial building stock (especially appreciated are
 historic renovations) and re-purposing land and business of
 which one strategy includes
- Land-banking: Acquiring property for inclusion into a 'land bank' is a prerequisite element for impact redevelopment to occur. In order to create new, different and higher economic uses creating an inventory of re-developable land speaks to community readiness in making property available for immediate development.

There are also accompanying principles which support revitalization including the following:

- Installation of public infrastructure (including public financing and program components, Wi-Fi and others) are paramount in successful downtowns,
- Management of (retaining, supporting and recruiting) fresh retail, businss mix and community service is a 'constant variable' relative to downtown revitalization, and
- Programming for events, festivals, promotions in and along public spaces and places always speaks to bringing more and more people to the downtown.
- Parking and traffic together is the component of redevelopment and revitalization which offers a universal challenge in every downtown. It is so in Watertown because traffic flows into and through the area to serve local businesses in and around Main Street as well as Main Street acting as thoroughfare State Highway 19. As the community changes so should considerations for parking and traffic. Team members made several observations and recommendations, which are outlined later in this report.

III. THE IMPORTANCE OF DOWNTOWN

Having a strong lively economy is important in attracting people and families to move to, live, work and stay in a community is equally important as a low tax rate. Investments in the arts, culture, entertainment, history and events draw people to a city and downtown area. Investments in redeveloping downtown are just that; they're investments. Communities across Wisconsin like Eau Claire, Green Bay, Wausau, Stevens Point, La Crosse and others know that public and private investments in urban redevelopment provide greater long term benefits than the initial costs. With downtowns being a community's single most important identifying feature, downtowns need to provide a basis or justification to bring business and families to Watertown. This is only one reason that downtowns are important. There's another equally compelling reason for investing in the downtown: a new perspective.

Universally downtowns are viewed as a collection of separate, individual and independent retailers. However, a new perspective by viewing the Central Business District as one corporation brings the importance of downtown into focus. In surveying and estimating

Watertown's Main Street properties it is found that the over 110 buildings and businesses employ approximately 550 employees. These businesses pay an estimated \$13,750,000 in annual wages (550 x estimated annual income of \$25,000) and constitute about \$12.7M in tax base (111 buildings with an estimated average assessed value of \$115,000). Those estimates for jobs, income, and tax base are just for Main Street alone. Applying the sampling and estimating methods from Church Street to 9th Street and Cady to Jefferson Streets would multiply that impact.

Compared to the Watertown Economic Development Organization's list of top five corporations, the downtown may be the largest single private taxable corporation in the entire community. So whether downtown Watertown serves as a regional retail and service center or whether it is one of the top largest corporations in the community, the downtown corporation warrants support and continuing investment to preserve and expand its tax base, employment, incomes and service to the city.



IV. OPPORTUNITY ASSESSMENT

The Redevelopment Resources team visited Watertown numerous times over the Spring and Summer of 2014, starting with a daylong assessment in April. The observations below are categorized in groups of opportunities including Land Use and Urban Design, Redevelopment, Market and Organizational Structure (which tie to funding) opportunities.

A. Land Use and Urban Design Opportunity Assessment

The following is a summary of land use and urban design opportunities for downtown Watertown based on observations made during an initial site visit conducted in April 2014. These opportunities will be evaluated and provide the framework for master plan recommendations. Opportunities are divided into several categories including downtown boundaries, transportation, parking, land use, and streetscape.

Downtown Boundaries

The city provided the Redevelopment Resources consultant team with a draft downtown map that shows the extent of the Main Street downtown district extending from Washington Street on the west to Ninth Street on the east and from Milwaukee Street on the south to Cady Street on the north (see map). These boundaries will be evaluated and revised as part of the master plan. After initial observation, it is suggested that the westerly boundary of the downtown be moved to Church Street/STH 26 since STH 26 is the primary entrance into the downtown from the STH 26 Watertown Bypass and St. Bernard's Catholic Church, located at the SW corner of Church Street and Main Street, is an iconic historic structure that creates a dramatic entrance into the downtown. See Map; Appendix 1

Transportation

Main Street (STH 16/19) is an 80' right-of-way (ROW) with a 50' street between Church and the Rock River tapering to an 66' ROW and a 46' street between the river and Ninth. There are six traffic signals located on Main Street in the twelve blocks between Church and Ninth. Pedestrian crosswalks are striped but are not highly visible. Consideration should be given to more visible colored concrete crosswalks. There are multiple one way streets east of the river that can make the downtown difficult to navigate for visitors. Conversion of one way streets to two-way should be evaluated.

Traffic in the downtown is active and at times functions like a 'raceway'. Because of the width available in the right of way, the plan calls for constructing a median or boulevard on Main Street from Church east to the Rock River; the effect is to soften entry into the downtown as well as landscaping tends to slow traffic. An additional technique to slow traffic is to create angled parking on several blocks along Main Street. Angled parking provides for additional spaces, is easy to park and according to several community police departments there are fewer accidents than with a parallel parking configuration.

One additional note on traffic is the pattern itself. On Main Street from the Rock River east to 8th Street including side streets, all but 1st and 2nd Streets have a one-way pattern of some nature. Although residents may be familiar with the one-way pattern and the 'looping' of traffic by having become accustomed over a period of years, visitors may find the pattern awkward and somewhat confusing.

Land Use

There is a continuous pattern of zero setback, 2-4 story historic buildings with commercial storefronts along Main Street between Washington Street and Sixth Street. The storefronts are mostly occupied but many upper stories are vacant. Better utilization of upper floors should be prioritized.

The first block of Main Street east of Church Street and the four blocks of Main Street east of Fifth Street include newer one story commercial uses with large setbacks that depart from the historic massing and storefront pattern of Main Street. A continuous Main Street streetscape with street trees, furnishings and lighting will assist in creating a cohesive identity for the downtown.

The land use pattern surrounding Main Street is less dense with a mix of older commercial and residential structures. Several sites may be candidates for redevelopment.

The downtown includes several institutional uses such as City Hall, Fire Station, Library, Park and Recreation Department, and Senior Center that enhance the role of downtown as a civic center.

The west side of the river between Milwaukee Street and Emmet Street has undergone recent redevelopment with two new 4-story residential structures. Additional redevelopment opportunities include the removal and relocation public and private parking lots and the potential redevelopment of industrial sites when businesses relocate.

Streetscape

Streetscape improvements are important in creating identity and destination appeal, improving the safety and walkability, traffic calming, and enhancing the historic character of the downtown. Today, streetscaping in downtown Watertown is limited to ornamental street lights, benches and trash receptacles, directional signage and colored concrete sidewalk terraces. Several opportunities to enhance the downtown streetscape character should be considered.

Beautifying and signing the main approach into the downtown on STH 26/Church Street can assist visitor navigation and first impressions. Possible improvements include planting street trees in the wide boulevard along South Church Street and providing downtown trailblazer signage beginning at the Watertown Bypass and leading into the downtown.

Downtown entrances are not clearly marked. Downtown entrance signs and landscaping should be located at Church Street and Main Street and Main Street and Ninth Street.

The downtown district is long, comprising twelve blocks between Church Street and Ninth Street. Street trees and colored crosswalks should be added to visually break up the length of the corridor and unify the district. Consideration should be given to dividing the corridor into streetscape zones with the most intensive streetscape zone between Water Street and Second Street to emphasize the river as the major destination and focal point of the downtown. A major public space should be considered for Main Street that can serve as a central gathering place for visitors and residents and a location for community and downtown special events.

Enhancements to the historic character and identity of the downtown should be prioritized including the installation of an historic interpretive signage program, expansion of the downtown mural program and historic façade and building improvements. Bicycle parking and signage should be provided to enhance Downtown Watertown as a bicycle-friendly destination.

The Rock River is the major focal point of the downtown but visual and physical access is limited and the riverfront character needs improvement. Views to the river from Main Street should be expanded and pedestrian access to the river from adjoining streets should be improved. Riverfront beautification should be prioritized including:

- the removal of deteriorating walls and replacement with sloping landscaped banks;
- · selective removal of vegetation to open views to the river;
- phased removal and relocation of parking lots on the river;
- addition of ornamental lighting, public art, interpretive signage, and accent lighting for the Milwaukee Street, Main Street and Cady Street bridges to enhance the night time ambience of the river.
- Finally, the use of the riverfront should be improved with a continuous at grade riverwalk on both sides of the river and the addition of fishing platforms, transient docking, canoe/kayak launches, seating pockets and river overlooks.

Parking

Angled parking on Main Street was discussed with Watertown's city engineer and the Wisconsin Department of Transportation (DOT). With the state having jurisdiction on the Main Street/Highway19 route the DOT indicated that there was insufficient width of the right-of-way to create angled parking on either one or both sides of the street to meet standards.

Relative to general parking within the downtown area there appears to be available parking of public and private spaces for employees and shoppers/visitors, if one could walk from available parking spaces to their destination. If the downtown will grow as planned then additional public parking would be desirable. There are public parking lots on North 1st Street (along the river), on East Madison Street from 4th to 5th Streets; at the southwest corner of 2nd and Jones, on Water Street south of Main Street as well as on south 1st Street along the river. During most all business days there was sufficient on-street parking available on E. Market Street. If additional public parking would be desired, a candidate location would be behind the 200 block of E. Main Street along E. Market Street. Although property would have to be acquired, the location would put the public in reasonably close proximity to Main Street destinations.

B. Redevelopment Opportunities

Creating an attractive and appealing commercial building stock will draw people into the downtown, who will spend money resulting in support for new and existing businesses. High quality façade renovations will create new energy downtown and improve the building stock.

There exists an opportunity to create a downtown anchor development which would act as a draw for residents and visitors alike.

Removing blighted buildings and redeveloping others will serve many purposes, including but not limited to improving the existing building stock, increasing property values, enticing more visitors to the downtown, increasing the opportunity for business growth and elevating the level of energy in the downtown.

Redevelopment of public parking along the river (transitioning it to a higher and better use) is recognized as an opportunity.

Enlivening second stories throughout the downtown is also an opportunity for redevelopment. A study presented by the Wisconsin Economic Development Corporation estimates that full utilization of currently vacant spaces within the downtown would result in 148 additional residential units, 13 additional businesses and 59 additional employees. Provided this renovation is financially feasible for property owners, City officials should facilitate and encourage the development of second story spaces.

C. Market Opportunities

Downtown Watertown is an exciting district with a foundation of historic buildings, the Rock River flowing through it, as well as being a Main Street community. These assets have created a solid business district which is the home to many long-time and newer businesses. But even with these assets, every highway or downtown business district, and even a community shopping center needs to be ever cognizant of how to stay competitive in the marketplace.

The natural attrition of businesses, an under-defined business mix, competition from newer market areas and retailers, savvy consumers with high demands, and an aging real estate stock (historic or not) can slowly eroded the identity of any business district. Downtown Watertown has worked diligently with the assistance of the Main Street Program to keep this business district competitive. This work is non-stop on so many levels, and will always require more and more time, and more and more resources.

An important key to this work is identifying leadership who will share and support the cause politically, technically and financially. The next thing to do is to carefully evaluate the value of each project or cause by the return on the capital (political, financial, time) that needs to be invested.

D. Organizational Structure Opportunities

Municipal corporations organize themselves to meet policy goals and adopted budgets constitute how established policy goals are to be executed. Many communities administer policies and budgets separate from one another but in reality they are inextricably linked. The difficulty at times can be that the resulting structure of municipal government doesn't meet community goals. The high cost of employing personnel, which is usually a community's greatest budgetary expense, is often the first victim of maintaining or lowering budgets and reducing expenses.

This method of saving taxpayer money can be counterproductive in part because experienced talented staff brings the greatest benefit to residents and the community overall. Communities (sometimes under the goal of 'operational efficiency') support fewer and fewer staff positions which are then asked to do more and more work and given greater responsibilities with few additional resources. At some point the productivity curve skews downward and, although money is saved and taxes are lowered, policies and goals are left unattended or unmet.

Even considering Main Street and the Watertown Economic Development Organization, the City of Watertown's staffing pattern for downtown redevelopment and revitalization is insufficient to meet existing (and ever increasing) local economic development and redevelopment demands in the community. The city is relying on private groups, non-profit organizations and consultants to advise and undertake this work rather than employing full-time staff. An opportunity exists to evaluate existing staffing structure and plan for the most effective utilization of staff resources.

One method of addressing redevelopment issues is to use existing tools which have been (or currently are) underemployed. The City of Watertown created its Community Development Authority (CDA) on August 15, 1989, which under current Wisconsin state statute (66.1335) has broad powers for administering both housing and redevelopment programs throughout its jurisdiction.

Redevelopment Resources undertook the following steps in reviewing the structure and function of the Watertown CDA:

- Financial statements from 2011 and 2013 were reviewed;
- Questions were posed and answers received from the Executive Director;
- Annual budgets were reviewed and
- CDA minutes over the past two year period were read.

Some findings are discussed below:

1. Agency Overview

Based on information made available from the Watertown CDA, it is a small agency and currently stable in its operation relative to providing affordable housing to its constituency. The CDA operates 79 public housing units of which 56 units serve senior and disabled residents at Johnson Arms and 23 units are serving families in scattered sites. Based on submissions to the U.S. Department of Housing and Urban Development via its PHAS (Public Housing Assessment Program), the agency is designated as a 'high performing' housing authority.

2. Financing:

In reviewing the 2013 financial audit, of note is the approximate property 'book value' of \$1,384,474(which is accounted for by subtracting the accumulated depreciation of \$3,156,611 from the asset values of \$4,541,085). This signals no expansion of the housing inventory and that the existing building assets are aging and will require additional capital funding in the future to be maintained. Total operating expenses are \$554,426 and after considering depreciation of \$200,856 actual cash expenses total \$353,570. With Unrestricted Net Position (working capital/cash) at \$198,339 there is a cash operating reserve of 56% (of annual cash expenses) which would carry the agency for a period of 5 to 6 months (based on usual annual expenses).

3. Staffing:

Relative to personnel the Community Development Authority has two full-time employees which is a minimal staffing level necessary to operate a public housing program. The Executive Director is responsible for managing and administering the agency overall. Those duties include reviewing prospective tenant applications, income qualifying, leasing, reporting to the U.S. Department of Housing and Urban Development (HUD), securing contracts, auditing and numerous other responsibilities. The maintenance employee is responsible for maintaining grounds and buildings, turning-over vacant units, seasonal duties and attending to work orders. Average number of 'work orders' is estimated at 250 per month. No outsourcing of functions (lawn mowing, snowplowing, painting, etc) is undertaken. How can redevelopment issues be addressed without adding fulltime employees?

4. Programming:

According to the Executive Director the CDA has:

- a. Not been involved with any new programs or activities in the past several years,
- b. No operational or programmatic challenges are before the agency,
- No applications or participation in any programs outside of HUD or the Wisconsin Association of Housing Authorities (WAHA), and
- d. No trends are affecting the agency's current operation.

After review of the CDA's financing, staffing and programming elements, the agency is functioning purely as a property management office. The inventory of housing is aging; cash position is at a modicum; staffing is minimal and there are no new housing programs or other community initiatives of any type being undertaken based on information made available to reviewing consultant. There appears to be no evidence that the Watertown Community Development Authority is using its powers under state statute for any redevelopment activity within the community.

V. LEVELS OF IMPACT

There are generally three "Levels of Impact" with capacities to influence downtown revitalization efforts. 'Small, Impact and Transformative' redevelopment scales each possess the ability to bring about change (relative to creating jobs, incomes, tax base). They are based on different weights of investment made in achieving goals aimed at attracting people, eliminating blight, re-purposing waterfront (the Rock River being one of Watertown's greatest contributing assets) and seeking the highest and best use of all downtown property.

The benefits associated with each of the three levels of impact are based on the amount of money invested and the degree to which they target an identifiable market. When investments overlap by achieving two (or more) goals simultaneously the benefit can have wider impact.

- The Small scale level of impact is an amenity-based investment, one where effort is aimed at beautifying and improving design and aesthetics. People enjoy coming to attractive appealing places which create a desirable environment. Examples of amenities include:
 - Benches and street furniture, bicycle racks, way-finding signage and (often overlooked is) clean/litter free spaces
 - Banners, Flags, seasonal decorations
 - Landscaping, hanging baskets, street trees
 - Lighting to include both ornamental street lights, illuminating the Main Street Bridge over the Rock River, or creating a lighted marquis at the theater
 - Public restrooms and shelters
 - Small scale parking & traffic related improvements, such as diagonal parking
 - Promotions, events, fairs and other leisure functions

- The Impact scale of investment is directed at making noticeable and remarkable changes in the downtown. These may include:
 - Acquisition, demolition and remediation of blighted properties for land banking or redevelopment,
 - Rehabilitating the downtown's commercial building stock,
 - Developing bold public green spaces and outdoor artworks offer both aesthetic appeal and interactive opportunities,
 - Major design features or creating monument-styled entry points which signal arrival and celebration of the downtown.
- The Transformative scale of investment makes just that, developments which inherently can transform the old into new and impactful developments within the central business district. These include:
 - Performance venues, galleries, exhibits the arts mean business.
 - Office buildings
 - Hotels with meeting and banquet facilities
 - Retail shopping and entertainment complexes
 - Libraries

Public financing participation changes as a community installs small scale improvements and moves through the redevelopment process. Initially, investments are usually public in nature. The investment begins to be shared with impact scale developments such as commercial rehabilitation, and shared again when partnering for transformative type of redevelopments.

Other features of proposed redevelopment projects include their ability to piggyback or serve two objectives; like acquiring blighted properties to create new public green space. Each level of investment also speaks to the amount of jobs, incomes and property taxes that can be achieved. The higher the investment level the greater it serves these purposes, although not every impact investment will create jobs and generate property taxes. Some investments are strategic in that they create the basis for advancing the community's economic foundation.

Finally, the motivation in redeveloping the downtown area is primarily not to attract guests and visitors but to serve existing residents. Once residents and others in the market area are better served then other families and businesses will be attracted to the area.

VI. RECOMMENDATIONS

Based on visits the team members of Redevelopment Resources made to Watertown and our subsequent Opportunity Assessment, along with our experience and cumulative past project and community success, in addition to select items from the 2007 Riverfront Redevelopment Master Plan and 2007 Riverwalk Arts and Interpretation Master Plan; the following recommendations are offered. Recommendations are offered in ascending order of impact, beginning with the small scale, then impact scale and finally transformative.

A. Riverfront Development/Redevelopment Recommendations



Objectives:

- 1. Improve public access to the riverfront
- 2. Enhance the river as a major focal point of the Downtown
- 3. Promote appropriate redevelopment along the river
- 4. Create a riverfront district
- Enhance the river's environmental character and scenic beauty
- 6. Promote the river as an educational and recreational resource

Creating better physical and experiential connections between Main Street and the riverfront has been a topic of studies and conversation for many years. Developing experiential places and spaces is an important goal which provides a community legacy for generations to come. In the meantime – identify the river in a broader way. It is easy to miss the river view or connection when driving Main Street. Presented here are recommendations to capitalize on what already exists.

Small Scale Riverfront Recommendations

RS1. Define the river at the bridge

Main Street is an active street with vehicular traffic. The bridge itself doesn't stand out, and it is easy to go over it without noticing the river is there. Add architectural details to the top of the



bridge that can bring attention to it. This might include overlooks and finials at each end, interesting art sculpture, even flag poles. Consider concrete planters at each end of the bridge planted with bright flowers in the summer and Christmas trees in the winter.

RS2. Light the bridges

Install accent lighting on the Main Street, Milwaukee Street and Cady Street bridges, and shine lights down onto the river. The lighting should not be street lighting, but specialty lighting such as low voltage rope lights that could provide detail and effect to the top of the bridge. These might be clear lights or even colored lights during the winter holidays. Use spotlights on either side of the bridge facing the river to place more focus and attention on the river area.

RS3. Selectively remove vegetation to open up views to the river

Portions of the riverbank between the Milwaukee and Cady Street bridges have dense vegetation that block views and access to the river from adjoining streets and open spaces. Consult an arborist to identify opportunities for clearing, particularly invasive and non-native vegetation. Develop a tree planting program for the riverfront that complements new public improvements and enhances wildlife habitat.

RS4. Add historic lighting

Add historic street lighting on Water Street and First Street between Cady Street and Milwaukee Street to visually define this area as a Riverfront District.

RS5. Construct kayak/canoe launches north and south of Main Street

Construct canoe/kayak launches north and south of Main Street. Promote the launches by supporting riverfront events such as kayak / canoe races, a river fest with performance sites in the public parking lots on both sides of the river, and one-mile bicycle loop course on First Street and Water Street between Cady Street and Milwaukee Street.

RS6. Install an interpretive sign with map

Adding an interpretive sign with a map illustrating the regional Rock River system with designations for attractions, parks, and kayak/canoe trails, bicycle trails etc. at the Main Street Bridge will work to inform people about the amenities of the river.

RS7. Create the "Heart of the River"

A popular attraction or tradition in certain European communities has couples purchase a keyed padlock, write their names on it, lock it to the bridge or a railing/fence near the river, and



then throw the key into the river. Maybe there could be an opportunity to create a fence specifically near the river by the current walk-way where this idea could be tried. Have a "Heart of the River" or "River Romance" event where restaurants could sponsor romantic dinners, stores could be open, bars could offer special drinks, and locks could be sold by Main Street. Hosting an activity that showcases the river, but doesn't require redevelopment, or significant capital investment is a fun way to begin a tradition and create a reason for visiting Watertown.

Impact Scale Riverfront Recommendations

RI1. Construct walkways

Construct walkways to access the riverfront at street ends and public parking lots. Create riverfront nodes at access points with seating, overlooks, public art and interpretive signage.

RI2. Implement a coordinated storm water management program

In an effort to improve the water quality of the Rock River for recreation purposes, a coordinated storm water management program should be investigated and implemented.

RI3. Redevelop low value uses on riverfront

Parking along the riverfront is not the highest and best use for such high value real estate. Redevelop riverfront parking lots and industrial sites as noted on the map of potential redevelopment sites, Exhibit 1 on following page.

RI4. Reconstruct Main Street Bridge

Reconstruct the Main Street Bridge with overlooks and historic lighting.

Transformational Scale Riverfront Recommendations

TR1. Redevelop west side of river at Main Street

Redevelop the west side of the river between Main Street and Emmet Street for a riverwalk, riverfront amphitheater, transient docking, and kayak/canoe launch, *See Implementation Strategy 4*.

TR2. Create a Town Square

The Town Square will offer a visual contrast with the urban environment and will provide the city with "a sense of community". The proposed Square will serve as a venue for events, festivals, fairs, concerts, weddings, parades, programming space for most all community activities including the library and provide vastly improved access to the waterfront. Acquire, relocate and clear the 100 block of West Main Street to make way for a public green space/ town square. See Implementation Strategy 5

TR3. Develop the Riverwalk

Complete a phased development of the riverwalk with landscaping, ornamental lighting and interpretive signage on both sides of the river between Cady Street and Milwaukee Street.

B. Downtown Recommendations

Objectives:

- 1. Improve the safety and walkability of the Downtown
- 2. Improve the identity and destination appeal of the Downtown
- 3. Create a Town Square as a community gathering space, events area and a focal point of the Downtown
- 4. Enhance the historic character of the Downtown
- Promote rehabilitation and redevelopment to establish the downtown as a vibrant, mixed use activity center for the community and region

Redevelopment Resources reviewed the boundaries of downtown as presented at the beginning of this study (Appendix 1). The downtown boundaries should be revised to include all of Main Street west to Church Street (STH 26) with future expansion to Cole Street on the north and the railroad tracks on the south.

As part of the downtown planning work, these recommendations are included to support and add to redevelopment opportunity programming. In an effort to support current demographic information that downtown Watertown already has, an "on the street market assessment" was undertaken. This work included a focus group with business-persons from the study area, a review of background and demographic data, and time spent driving, parking, walking and shopping the downtown district. From this work the following recommendations are made to better support Watertown's market position and capitalize on the community's assets.

Exhibit 1 • Redevelopment Recommendations Map



Small Scale Riverfront Recommendations

- Define the river at the bridge
- Selectively remove vegetation to open up views to the river Light the bridges RS1. RS2. RS3. RS4.

 - Construct kayak/canoe launches north Add historic lighting
- and south of Main Street
- Install an interpretive sign with map Create the "Heart of the River" RS6.

Impact Scale Riverfront Recommendations

- Construct walkways
- Implement a coordinated storm water management program Redevelop low value uses on riverfront
 - Reconstruct Main Street Bridge

Transformational Scale Riverfront Recommendations

- TR1. Redevelop west side of river at Main Street TR2. Create a Town Square TR3. Develop the Riverwalk

Small Scale Downtown Recommendations

- Enforce City ordinances
- Create uniform sign guidelines Expand Downtown historic mural program
 - Parking signage
 - Trailblazer signage
 - Two way streets
- Bicycle amenities

- Streetscape
- Allow business to utilize sidewalk
 . Arts/entertainment/river-related businesses
 . Help downtown businesses

Impact Scale Downtown Recommendations

- Entrance feature
- Blight elimination and clearance Create a commercial rehabilitation program Reconstruct Main Street
- Expand Downtown Parking

Transformational Scale Downtown Recommendations

- DT1. Develop a Downtown Hotel DT2. Redevelop 207-209 Main Street

The City of Watertown has made a commitment to a branding process that will help identify who and what Watertown is to the outside world. This work will also be important for the community, transitioning old perceptions into new realizations of Watertown's amazing assets. It is important for downtown Watertown to capitalize on this process and use it as a launching point for a new marketing push.

Every downtown is looking for an edge or angle, trying to determine what sets it apart from other downtown districts in order to attract new and repeat visitors. Watertown is fortunate to have a large inventory of intact historic buildings – giving the downtown a very definite and definable "edge". However, this amazing backdrop of history and architecture on its own does not create the sense of place that today's customers and visitors expect. To meet those expectations, the downtown absolutely must "put its best foot forward" visually. Here are some ways that downtown Watertown could work toward creating a more welcoming and stimulating environment:

Small Scale Downtown Recommendations

DS1. Enforce City ordinances

Historic buildings are critical to the fabric of downtown. Buildings and property owners should be held to minimum maintenance standards. Ensure City ordinances allow for regular building inspection and enforceable maintenance requirements. One building in disrepair can completely change the feel of an entire block. Maintaining an historic building is a labor of love and a constant commitment of time and money. Encourage property owners to do the very best they can, but at a minimum properties must keep safe, clean and within all ordinances and building codes that the municipality has established.

DS2. Create uniform sign guidelines

Over the years there may not have been specific sign standards for downtown Watertown, which has resulted in signs that may be dated, faded, in poor repair – or made of materials that do not support the historic nature of downtown. The City and Main Street should adopt sign recommendations for the downtown,



with the thought of more controlled sign standards in the years to come. Blade signs (those that are perpendicular to the street and hang over the sidewalk) are not only more fitting to an historic building, but can be seen easier at street level. Watertown Mainstreet should develop a fund for matching grants for signage upgrades, much like grants for façade renovations.

DS3. Expand Downtown historic mural program

Watertown already has great murals in the downtown, representing heritage and historical times. Create partnerships with the arts community and property owners to encourage further historic mural art in the downtown. This art can be an interactive process with the school district - it can be in empty storefronts and appropriate building faces. Some communities have utilized this type of art as a marketing feature. Much like Cuba Missouri on Route 66, who found an edge and utilized mural art to create a destination, Watertown could attract attention through murals.







DS4. Parking signage

Provide more visible and attractive signage for all public parking lots. Locate visible signage on Main Street to direct visitors to public parking lots.

DS5. Trailblazer signage

Add downtown trailblazer signage on STH 26 and STH 16/19 approaches to downtown and along designated bicycle trails.

DS6. Two way streets

Evaluate the conversion of one way streets into two way streets.

DS7. Bicycle amenities

Bicycle amenities should be provided to enhance its position as a bicycle destination. Provide signage directing bicyclists to the downtown along community bicycle routes and install bicycle racks throughout the downtown and along the river viewing/access points.

DS8. Streetscape

Watertown has a beautiful backdrop of historic buildings. However, the scale and length of downtown creates hard, concrete surfaces in the district. Add color and texture to the street and building faces. Summer flowers are wonderful and help provide the "alive and active" spaces customers and visitors are looking for. Adding more green – trees, shrubs, planting areas to the street would go a long way to soften the streetscape. Consider "selling" each tree to a local sponsor, i.e. families, businesses or organizations. Undertake a manageable block by block plan instead of trying to improve the entire street at once.



Potential Redevelopment Overview

Current Redevelopment Overview

DS9. Allow business to utilize sidewalk

Allow businesses to better utilize streets and sidewalks to support retail activity with more outdoor seating, carts, and stands. Encourage retailers to "spill" inventory out their front doors. Make sure that City ordinances will support these efforts.

DS10. Arts/entertainment/river-related businesses

When a vacancy occurs in the blocks between Washington Street and Second Street, target arts/entertainment and river related businesses to fill the vacant space.

DS11. Help downtown businesses

The business world is shifting very quickly these days. Businesses can no long rely on what was done in the past, but what must be done in the future. Supply as much relevant market information and support to your businesses so they can be the best they can be. Here is some information they must be focused on:

- Customers are more connected and in control. By 2015, technology will pervade living and shopping experiences.
 Consumers will have even more instant access to comparison pricing, "deals of the day" websites, and of course the ability to shop the world on-line.
- 2. The future of retail is selling less of more. With expanded access, consumers will buy less of what's "popular" and more of what "suits me". Retailers that can figure out how to deliver what niche markets are looking for will reap the profits.
- Retailers will need to allow their customers to purchase when and where they want to. That includes traditional in-store commerce, e-commerce, m-commerce (mobile), f-commerce (Facebook), s-commerce (social) and v-commerce (video enabled like YouTube).
- 4. Vintage retail (secondhand) will continue to be an emerging trend. Used will be huge, it is eco-conscious and affordable.
- 5. Retailers will define themselves more by the customers they serve, rather than the products they sell. Retailers will grow by positioning themselves as more than just purveyors of "stuff" but also as one-stop purveyors of lifestyles or needs.
- 6. Shopping centers of the future will shift with the demise of the anchor store as the main draw. The place becomes the destination. Consumers will be attracted to areas that offer the ultimate in simplification and convenience – a "pre-packaged total lifestyle experience" where busy consumers can shop, work, socialize, eat, be entertained and live. Sounds like a healthy downtown!

Impact Scale Downtown Recommendations

DI1. Entrance feature

Construct an impact entrance feature at each end of Main Street, announcing that "you have arrived!" As part of the long term marketing of downtown these features can represent the branding theme, i.e. historical, playful, or artistic. The entrance feature could be a gateway arch, a monument, fountain or other feature with landscaping. Evaluate the potential to construct a roundabout at Main Street and Ninth Street.





DI2. Blight Elimination and Clearance

Creating an impact within a community is most often thought of as building something new. Considering that blight creates no new tax base, few new jobs or incomes, targeting those properties for re-use can and does, indeed, create a positive impact. Blight tends to have an adverse effect on surrounding properties thus creating challenges for downtown revitalization. See Implementation Strategy 1.





DI3. Create a Commercial Rehabilitation Program

Creating an attractive and appealing commercial building stock to house new and existing retail and service will draw people into the downtown, who in turn spend, which results in support for (and an impact upon) new and existing businesses. The activity consists of undertaking two kinds of rehabilitation: 1) Historic Renovations and 2) Façade Improvements. Both types of rehabilitation require architectural design to create the best value for investing grants and loans. See Implementation Strategy 2.

DI4. Reconstruct Main Street

Work with WISDOT to reconstruct Main Street (STH 16/19) with 12' sidewalks and a 42' street east of Water Street, 12' sidewalks and a 50' street with a landscaped boulevard west of Water Street, and colored concrete crosswalks and street trees throughout the downtown, See Implementation Strategy 3.

DI5. Expand Downtown Parking

Construct a two-level parking deck on the existing public surface parking lot on Madison Street between Fourth Street and Fifth Street.

Transformational Scale Downtown Recommendations

DT1. Develop a Downtown Hotel

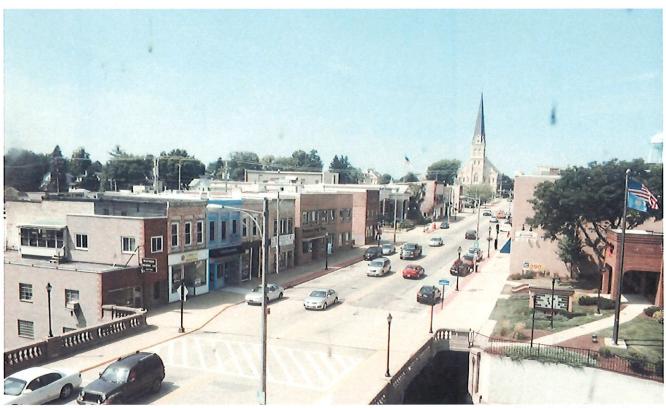
Hotel development includes construction and operation of a new 75 room boutique hospitality property located south of Main Street and east of Water Street along the Rock River (and immediately south of the proposed town square). A proposed hotel would serve the city as a downtown main feature providing benefit not only as a banquet, event and meeting facility but offer "centerpiece vitality" to the entire downtown and community. See Implementation Strategy 6.

DT2. Redevelop 207-209 Main Street

Dedicating resources to support the redevelopment of this significant property will aid in the transformation of downtown. Include in the plan, property acquisition for parking support.

C. Organizational Structure Recommendations

- **OS1.** A staffing review at all levels of the municipal corporation may want to be considered to determine how to best proceed in managing the business of governing to address very significant city matters.
- **OS2.** As part of implementation services, utilize Redevelopment Resources municipal finance professional to study City's Tax Increment Financing Districts for comprehensive review and analysis.
- **OS3.** A cursory review of the City's Tax Increment Financing districts has taken place and it is the recommendation of the Redevelopment Resources team to create a new TIF District to support the implementation of this Riverfront/Downtown Redevelopment Initiative.
- **OS4.** A workshop should be conducted with the CDA board of directors to educate all members on powers and capabilities of a CDA, along with examples of how effective CDA's utilize their powers and function as a proactive development agent for the City. See State Statute 66.1335
- **OS5.** Engage Redevelopment Resources to work closely with existing CDA staff and board members to bring the organization to a level of performance in keeping with full utilization of powers under state statute.
- **OS6.** Transition the existing property management office to operate under a newly created "Housing division" of the CDA. Utilize full financial resources of CDA under "Development division" with new staff leadership. Outsource initial set up for the first one to two years of operation to qualified executive leadership, potentially Redevelopment Resources.
- **OS7.** New "Development division" of CDA should research and implement programs for redevelopment and community development utilizing all available resources and leveraging TIF and private sector resources as well.



Current Redevelopment Overview



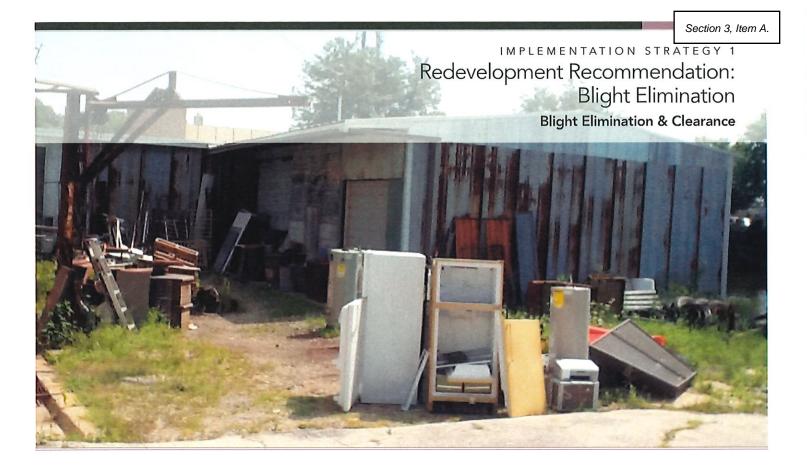
Potential Redevelopment Overview

VII. IMPLEMENTATION STRATEGIES

Although implementation is usually found at the end of a planning process (after defining the problem, establishing goals, data collection/analysis and evaluation) putting plans into effect should always be kept in mind throughout the redevelopment process because executing activities has the single most profound effect in achieving urban revitalization success.

The following implementation activities have been selected and are being recommended to the City of Watertown in order to address current challenges as well as to preserve and expand on its downtown assets. Initiating and carrying-through with each of these strategic activities will have an impact on transforming the downtown and achieving redevelopment goals.

The following implementation activities have been selected and are being recommended to the City of Watertown in order to address current challenges as well as to preserve and expand on its downtown assets. Initiating and carrying-through with each of these strategic activities will have an impact on transforming the downtown and achieving redevelopment goals.



Redevelopment Objectives:

- Eliminating blighting (underutilized) influences
- Re-purposing waterfront land
- Ensuring highest and best use of property.
- Land banking

Investment Level:

"Impact" Activity. Creating an impact within a community is most often thought of as building something new. Considering that blight creates no new tax base, few new jobs or incomes, targeting those properties for re-use can and does, indeed, create a positive impact. Blight tends to have an adverse effect on surrounding properties thus creating challenges for downtown revitalization.

Sources of funding:

TIF, levy, state (WEDC/DNR) and federal grants.

Implementation:

Identifying properties, budgeting, discussion with owners.

Investment Level: Description:

Eliminating blight can be managed at three levels and all three levels may include environmental remediation.

Level 1: Inspection, Re-zoning and Code Enforcement via city ordinances and rehab:

Level 2: Long term acquisition and/ or rehabilitation and adaptive re-use; and

Level 3: Acquisition, clearance and remediation.

Several properties along the Rock River corridor are identified as challenging properties.

BUDGET ESTIMATE:

Contributions will take the form of grants/loans and levy.









Redevelopment Objectives:

- Ensuring the highest and best use of property
- Eliminating blighting influences
- Attracting people into the downtown

Investment Level:

An 'Impact' Level of Investment. Creating an attractive and appealing commercial building stock to house new and existing retail and service will draw people into the downtown, who in turn spend, which results in support for (and an impact upon) new and existing businesses.

Activity Description:

The activity consists of undertaking two kinds of rehabilitation:

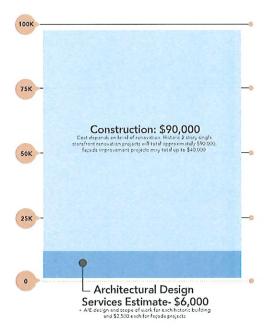
- 1) Historic Renovations
- 2) Façade Improvements. Both types of rehabilitation require architectural design to create the best value for investing grants and loans.

Historic renovations are those which pledge to return to the property to its original architectural style and character using the Secretary of the Department of Interior's standards for historic Rehabilitation. Façade improvements consist of a lower level cleaning and refurbishing of the storefront by adding attractive lower cost treatments, signage and entry features. Small grants and loans are made by the city to the property owners. A sample program guidelines and application are attached in Appendix 2-3.

Implementation:

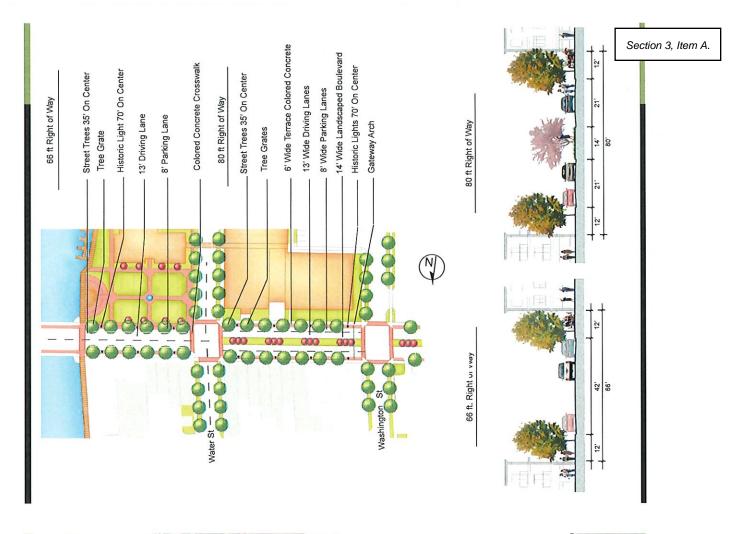
- Create and approve a downtown commercial rehabilitation such as small grant and loan program. (See Appendix 2-3 for sample program guidelines and application).
- Procure A/E services and work with property owners.

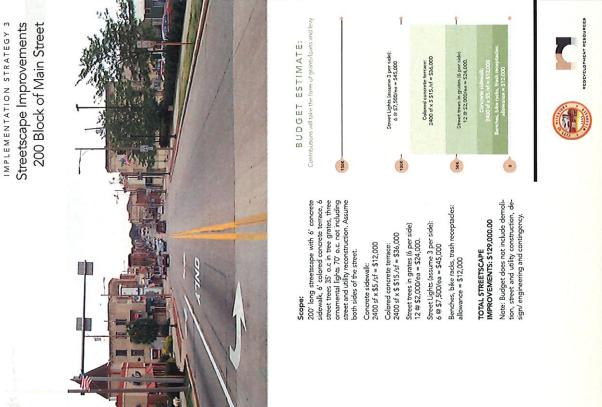
CITY BUDGET ESTIMATE:



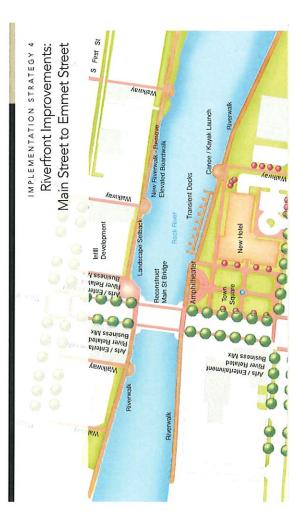








HOLLYWOOD



Ö

S First

Walkway

Infill Development

Arts / Enlertannent River Related Susiness Atix

Arts / Entertainr River Related Business Mix

Walkway

Walkway

Jefferson St

Markel St

0

15 Main

up \$2,500 = \$25,000. Head pinr 8 x 125 = 1000 fr \$55 = \$55,000. The head pinr 4 x 125 = 1000 fr \$55 = \$55,000. The head pinr 4 head be 8 wide for stability of the system but could be 6' wide since this will be meatly for small water-crist i.e. canoes. Overall cost would be \$25,000 (fingers) + \$55,000 (fined pinr) = \$50,000 finfeating docket + 40' gangway \$65,000 = \$100,000. \$55./sf for truss system floating dock (wood decking) with 10 - 3' x 15' finger docks @ 45 SF x \$55 = \$2, 475 (round

\$150,000.00 allowance

the river velocity in Watertown. Piles should be in the \$10,000 each range. That is for keeping the system in water all year round. If it is removed during winter then you could reduce the cost, A conservative number for anchorage would be \$125,000. That will allow for 1 pile per interior finger and 2 per outer finger docks which will be needed for

SUBTOTAL TRANSIENT DOCKS = \$225,000.00

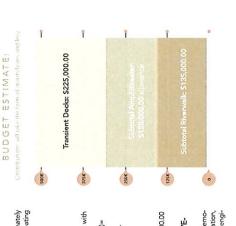
Riverfront amphitheater approximately 60' diameter half circle with 8 seating SUBTOTAL AMPHITHEATER= Amphitheater

350 long, 10' wide paver riverwalk with railing, lighting and furnishings Riverwalk (colored concrete pavers)= 3500sf x \$15/sf = \$52,500. Railing = 350|ř x \$140/|f = \$49,000. 4 Lights @\$7,500. ea. = \$30,000. 4 bences @ \$750. ea. = \$3,000. Landscaping = \$5,000 allowance Riverwalk

SUBTOTAL RIVERWALK = \$135,000.00

TOTAL RIVERFRONT IMPROVE-MENTS = \$510,000.000:

Note: Budget does not include demo-lition and clearing, site preparation, lition and clearing, site preparation, shoreline reconstruction, design/engineering and contingency.









IMPLEMENTATION STRATEGY 5

Riverfront Redevelopment Recommendation: Main Street Town Square

Development of green space in the form of creating a "Main Street Town Square"



Redevelopment Objective(s): Green space addresses several guiding principles including

- Attracting people into the downtown
- Eliminating blighting (underutilized) influences
- · Repurposing waterfront property.

Investment Level:

Impact level investment. Although a Town Square can be thought of as an Impact investment, when implemented with other impact or transformative investments, it can change the entire character of the downtown.

Activity Description:

Development of the proposed Town Square will require acquisition of all the commercial properties on the (south side of the) 100 block of West Main Street from the Rock River to Water Street. Through preparation and approval of a Redevelopment Plan, all buildings (businesses and residential persons) would be acquired and re-

located from their current location. Once acquired, buildings would be demolished; environmental remediation would be undertaken, followed by preparation/construction of public open green space.

The Town Square will offer a visual contrast with the urban environment and will provide the city with a downtown venue for events, festivals, fairs, concerts, weddings, parades, programming space for most all community activities including the library and provide vastly improved access to the waterfront.

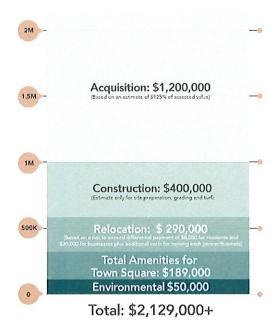
Sources of Funding:

TIF, levy, private contributions and state and federal grants.

Implementation:

Preparation of a city Redevelopment Plan (Wis Stats Ch. 66) and a Relocation Plan (submitted to the Wisconsin Department of Administration). Procure A/E contracts for site planning and design.

CITY BUDGET ESTIMATE:







IMPLEMENTATION STRATEGY 6

Redevelopment Recommendation: Hotel Development

Development of a Downtown Hotel



Redevelopment Objectives: A proposed downtown hotel is intended to meet objectives directly related to:

- Attracting people
- Eliminating blighting influences
- Re-purposing waterfront property
 Ensuring the highest and best use
- Ensuring the highest and best use of property
- Creating tax base
- Providing meeting and event space

Investment Level:

A Transformative Investment. Proposed hotel with associated public parking will dramatically improve the appearance, energy and economy of the downtown.

Activity Description:

Hotel development includes construction and operation of a new 75 room boutique hospitality property located south of Main Street and east of Water Street along the Rock River, immediately south of the proposed town square. A hotel would serve the city as a downtown anchor providing benefit not

only as a banquet, event and meeting facility but offer "centerpiece vitality" to the entire downtown and community.

Two related developments are necessary to hotel development. It would necessary for the town square and an adjacent parking structure to be developed in conjunction with a proposed hotel. The proposed hotel location is predicated upon the town square becoming the hotel's front yard (so as not to view the rear of the existing commercial properties along Main Street). In addition an approximate 200 stall parking structure would serve the hotel as well as library patrons and general public for events on the Square.

Sources of Funding:

TIF Increment; CDA Loan; Room tax revenue, State/federal grant(s), levy and parking revenues.

Implementation next steps: Although market indicators are favorable, a formal market study is recommended. Hotel 10-year proforma is located in the appendix

CITY BUDGET ESTIMATE:







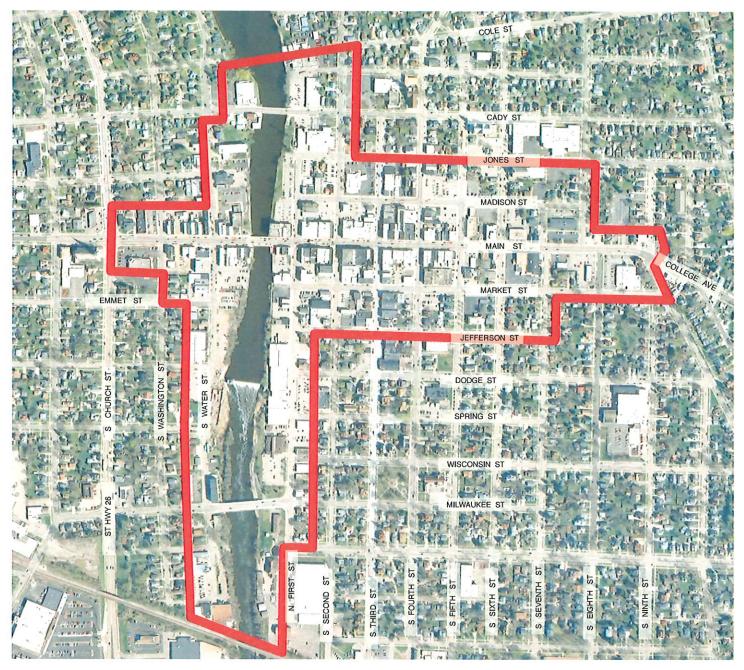
Watertown Downtown/Riverfront Redevelopment Initiative Recommendations Summary

Activity		Minimal Investment for City	Small Scale Investment	Mid level investment	Large Scale Investment
SMA	LL SCALE RECOMMENDATIONS				
RS1	Define the river at the bridge		•		
RS2	Light the bridges		•		
RS3	Selectively remove vegetation				
RS4	Add historic lighting		•		
RS5	Construct kayak/canoe launches			•	
RS6	Install interpretive sign with map		•		
RS7	Create the "Heart of the River"		•		
DS1	Enforce City Ordinances				
DS2	Create uniform sign guidelines	•			
DS3	Expand historic mural program	•			
DS4	Improve parking signage		•		
DS5	Install trailblazer signage		•		
DS6	Evaluate one-way street configuration	•			
DS7	Provide bicycle racks		•		
DS8	Install streetscape				
DS9	Encourage sidewalk utilization				
DS10	Recruit arts & entertainment business	•			
DS11	Help downtown businesses	•			
IMPA	ACT SCALE RECOMMENDATIONS		16.6		
RI1	Construct walkways to riverfront			•	
RI2	Implement storm water management program				
RI3	Redevelop low value uses on riverfront			•	
RI4	Reconstruct Main Street Bridge				•
DI1	Construct entrance feature			•	
DI2	Eliminate blight				
DI3	Create commercial rehabilitation program				
D14	Reconstruct Main Street				•
DI5	Expand downtown parking				•

Activity		Minimal Investment for City	Small Scale Investment	Mid level investment	Large Scale Investment
TRAN	SFORMATIVE SCALE RECOMMENDATIONS				
RT1	Redevelop west side of river at Main Street				•
RT2	Create a Town Square				
RT3	Develop the river walk				•
DT1	Develop a downtown hotel				
DT2	Redevelop 207-209 Main Street				•
ORGA	ANIZATIONAL STRUCTURE RECOMMENDATION	S			
OS1	Review staffing at all levels	•			
OS2	Initiate financial review	•			
OS3	Create TIF District #6				
OS4	Conduct strategic planning workshop w/ CDA board	•			
OS5	Retain Redevelopment Resources for ongoing work with CDA and plan implementation				
OS 6	Create separate housing and development divisions of CDA				
OS7	New development division outsourced				

Appendix

Appendix 1 • Downtown Boundry Map





Appendix 2



WATERTOWN CENTRAL BUSINESS DISTRICT COMMERCIAL REHABILITATION PROGRAM POLICY

Purpose: The Watertown Commercial Rehabilitation Program is a loan program designed to stimulate rehabilitation and redevelopment of commercial real estate within downtown Watertown.

Type of Funding: The program provides low interest loans to be administered by and subject to approval from the Community Development Authority. Loans shall be offered as funding is available. Funds shall be maintained and monitored by the City Treasurer. Rehabilitation projects shall be completed in accordance with guidelines as outlined in Federal Historic Standard for Rehabilitation and comply with applicable city codes and ordinances.

Financing Terms: Financing assistance shall be made as loans with a 15 year amortization schedule, at 1.5% interest rate, deferred for 1 year repayable in the next 6 years, with a balloon payment (of all accrued interest and remaining principal) to be paid at the end of year 7. A promissory note shall be executed by and between the City and the borrower and final estimated value of the rehabilitated building shall support all existing debt. A mortgage, usually in a subordinated position behind a commercial loan, shall secure the city's interest in the property. Loan terms may be negotiated under special circumstances and approval of designated staff and CDA.

Eligible Expenditures: Funds are to be used for physical improvements including but not limited to exterior facade and necessary structural, electrical, plumbing and other building system components. Fees and other project related expenses, such as required design/architectural/engineering costs, title insurance, credit report and recording fees are considered project eligible costs and will be added on to the loan amount.

Program Boundaries: Eligible properti	es include those which are within and are immediately adjacent to
	Other Economic Development Commercial Facade projects outside this area
will be considered on a case-by-case ba	sis.

Application Process: Applications are reviewed on a first-come, first-served basis. An application fee of \$50.00 will be received from the applicant before CDA/City staff and consultant advisors can process the application.

Appendix 3

CITY OF WATERTOWN COMMERCIAL REHABILITATION PROGRAM APPLICATION



Please provide information on your proposed project. Your signature below indicated you or your firm's intent to apply for commercial rehabilitation program funding and that you have received a copy of the program guidelines. Please return to City Hall, 106 Jones Street, with your check in the amount of \$50.00 for the application fee.

Applicant name	
Address	
Home Phone Work Phone	
Property Owner(s)	
Project Address	
Scope of Work to be Undertaken: (can attach contractor estimates, if avail	lable)
8	
stimated Timeframe for Project Completion:	
roperty Mortgage Holder(s):	
certify that the information in this application is correct and accurate to the b	est of my knowledge.
Applicant	Date
conomic Development Committee Review	
Signature	Date
(check if hox is reviewed) (check hox if recommendations)	

Appendix 4 HOTEL PROFORMA

INVESTMENT PROFORMA OPERATING STATISTICS	2016		2017		2018			2019		2020			2021			2022		2023	5	
			YEAR 2		YEAR3		•	EAR		YEAL	53		YEAR 6			YEAR 7		YEA	RS	
Rooms Available	75 27,375		27,375		72	375		27,375			27,375		27.	375		27,375			27,375	
Rooms Occupied			19,163			710		19,984			19.984		19.	984		19.984			19.984	
Avenge Kale RevPAR	S 128.00 S 83.20	NN	134.40 94.08		S 13	139.80	N N	105.00		u s	108.00	01	2 1 2	111.00	NN	115.00		u u	118.00	
Revenue Rooms	\$ 2,277,600	88.2%	2,575,440	88.5%	S 2,755		5 5	2,877,660		S 22	2,963,590	*9788	915,150,5		74°6 S	3,143,444	KR.6*	8	3,217,384	88.6%
Banquet & Calering Kovenue Commissions on space/ revenues (net) Telephone	106,763	0.2%	4.982	0.2%	127	304 0.2%		5,539	4.1% 0.2%		5,705	0.7.	.5	876 0.2%	22	6,053	0.2%		6,234	0.2%
Restaurant Lease (2,500 sf @ \$20.00 psf year I) net, net, net (3% annual increase adj. every 3 yrs) Other Departments	50.000	1.9% 5.5%	\$0,000 159,432	5.5%	50,000			54,500			54,500 182,564		54,500 188,041			59,405	5.5%		59,405	5.5%
Total Revenue	S 2.581.161	100.001	2,909,428	100.0%	3.107	784 100.0%	»	3,247,881	100.00	S 3.7		00.001	\$ 3,440,		S "0.001	3.547.845	100.001	S. 3.	632,135	100.001
Departmental Expenses Talenbase	587,194	25.8%	594,996	23.1%	633	415 23.0%	.e. V	069,690	23.1%		687,954	23.2%	708,	708,593 23.2	20.0	729,851	23.2%		751,746	23.4%
response Otter Departmental Expenses Total Departmental Expenses	80,072 S 680,610	56.3% 26.4% S	89,249 699,191		S 744	95,012 56.0% 744,339 24.0%		781,011	56.3%	u		56.5% 24.2%	17.028 106.289 S 832.510	280 56.5% S10 24.2%	N % %	109,478 857,488	56.5% 24.2%	s		56.5%
Total Departmental Profit	S 1,900,551	73.6% S	2,210,237	26.0%	\$ 2,363,445	445 76.0%	s.	2,466,870	76.0°s	\$ 2.5	2,535,020	75.8%	\$ 2,608,456		75.8% S	2,690,358	75.8%	2,2	2,748,925	75.7%
Underributed Operating Expenses Administrative & General	005 201	1.00	27K 262	700 111	370			240 031	745 01		52 KG3		192		9	17.1 14.1	10.6%		185 581	10.6%
Marketing		11.6%	310,500	10.7%	321			332,615	10.2%	,	344,257	10.3%	354.		36.	365,222	10.3%	•	376,179	10.4%
Franchise Fee (4.0% of UKK) Ulility Costs	91,104	52%	148,749	5.1%	158	110,218 3,5% 158,354 5,1%		115,106	3.5% 5.1%		118,544	5.1%	177,148	35% 148 5.1%	62	125,738	5.1%		128,695	5.2%
Property Operations & Maintenance Total Undistributed Expenses	944.557	36.6%	116.438	34.3%	120,513 1,039,854	1.1		124,731	33.2%		129.096	33.4%	1.150.212	1.1	 }	136.958	33.4%	-	141.067	33.6%
Gross Operating Profit	\$ 955,994	37.0% \$	1,213,270	41.7%	\$ 1,323,590	590 42.6%	۷,	1,387,314	42.7%	S.	1,418,271	42.4%	\$ 1,458,245		42.4% S	1,505,624	42.4%	S	1,529,464	42.1%
Management Fees	77,435	3.0%	87,283	3.0%	93.	93,234 3.0%		97,436	3.0%		100,298	3.0%	103,	103,229 3.0%	ć	106,435	3.0%		108,964	3.0%
Income Before Fixed Charges	S K7K.559	34.0% S	1,125,987	38.7%	S 1,230,357	357 39.6%	N	1,289,878	39.7%	S 1.3	1,317,972	39.4%	S 1,355,016	39.4%	4°,6	1,399,189	39.4%	2	1,420,500	39.1%
Property Taxes	90,000	3.5%	91,800	3.2%	93	93,636 3.0%		95,509			97,419	2.9*	.66	99.367 2.9		101,355			103,3N2	2.8%
Reserve For Replacement	- 1	0.0	58,189	2.0%	93.			129,915		,	167, 164	5.0%	172,048		, : :	177,392		,	181,607	5.0%
Total Fixed Charges	\$ 153.312	S.9%	188.801	9.5.9	727 S	040 7.3%	s	267.001	8.2%	S	307.615	9.2%	315,739	739 92.	y.	324,400	9.1.6	v.	332,011	9.1.6
Income Available For Debt Service	\$ 725.247	28.1% \$	937.186	32.2%	S 1,003,316	316 32.3%	s	1.022.877	31.5%	S 1.0	1.010.357	30.2%	S 1.039,277	- 1	30.2% S	1.074.789	30.3%	S 1.	1.088,489	30.0%
Debt Service :	\$ 485.000	18.8% S	680,463	23.4%	S 680	680,463 21.9%	×	680,463	21.0%	S.	586.282	17.5%	S 5N6.2N2		S %0.71	\$86,282	16.5%	s	SR6,282	16.1%
	S 240,247	9.3%	256,723	8.80	S 322	322,854 10.4%	S	342,414	10.5%	S	424,076	12.7%	\$ 452,995	┖	13.2°s S	488,507	13.8%	s	502,207	13.8%