

# CITY OF FOND DU LAC, WI

## 2040 COMPREHENSIVE PLAN

ADOPTED: JANUARY 27, 2021



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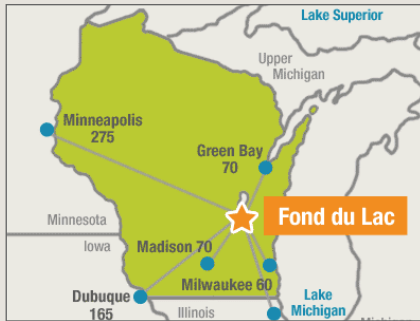
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# INTRODUCTION



## WHY PLAN?

The purpose of this plan is to establish a shared vision for Fond du Lac that will guide future actions and decisions. This guidance improves the City's ability to work cohesively and consistently over time.

## PURPOSE & INTENT

The Comprehensive Plan is a resource for managing the growth of the City of Fond du Lac. It is designed to be a working document used by City officials to direct community development decisions, to assist with capital and operational budgeting, and as a tool to focus and stimulate private housing, business and industrial investment.

A Comprehensive Plan functions as an umbrella document that considers most issues affected by City government, and it is to be used in coordination with other documents and ordinances. The plan refers to other plans and studies that address specific topics in greater detail.

The plan is implemented through the use of ordinances, especially the zoning and subdivision ordinances. This plan is intended to help the Plan Commission and City Council apply those ordinances; in fact, State statutes require that certain decisions must be consistent with this Plan.

## PLAN MAINTENANCE

The plan represents the City's best effort to address current issues and anticipate future needs, but it can and should be amended as conditions warrant reconsideration of policies. The plan can and should be amended from time to time to adjust to changing conditions, and it should be fully updated with new data every 10 years.

## WELCOME TO THE CITY OF FOND DU LAC'S COMPREHENSIVE PLAN!

The Comprehensive Plan is intended to guide decisions and actions affecting City budgets, ordinances and growth. The Plan looks 20 years into the future, but focuses on action steps to guide the City's near-term efforts to help realize the long-term goal. As a broad based plan, it relies on other more detailed plans, budgets and other processes that bring more clarity and specifics to everyday decisions.

### The Plan's recommendations are intended to:

- » Create a collective vision for the future of Fond du Lac.
- » Establish priorities for public investment, including the City's Operating Budget, Capital Budget, and 5-year Capital Improvement Program.
- » Inform policies that guide City decision-making.
- » Align the work of City agencies around the issues that matter most to our residents and stakeholders.
- » Create a framework for topic-specific plans and initiatives that will expand on the Comprehensive Plan's recommendations.
- » Guide private development through the Future Land Use map and policies.
- » Foster partnerships with other entities to address shared goals.

## Plan Adoption and the Consistency Requirement

Under Wisconsin's comprehensive planning statute, a comprehensive plan must receive a public hearing and be approved by resolution by the Plan Commission, and adopted by ordinance by the City Council.

Wisconsin's Comprehensive Planning law requires that if a local government unit enacts or amends any of the following ordinances, the ordinance *must be consistent* with the comprehensive plan:

- » Official maps
- » Local subdivision regulations
- » General zoning ordinances
- » Shoreland/wetland zoning ordinance

Though adopted by ordinance, the plan itself is not an ordinance. This plan is not intended to be a literal "road map" for the City that provides a clear path from the present to a point twenty years into the future. Rather, it is intended to guide decision making in the years to come toward a unified vision expressed in this plan. Over the course of time many factors will arise that will significantly influence the day-to-day decision making that occurs at the local government level, and in the community in general. This plan should continue to be consulted to ensure that such decisions contribute to the established vision in this plan.

## OVERALL VISION

Fond du Lac's vision statement is intended to set the general tone for the rest of the plan. It encapsulates the major themes woven throughout the plan.

**2040 VISION: “The City of Fond du Lac seeks balanced and sustainable growth, safe and healthy neighborhoods, and opportunity for all residents to pursue their dreams and live full lives.”**

### Plan Organization

This plan is organized around the nine required plan elements as outlined in state statutes:

1. **Introduction (P.2-5)**
2. **Public Engagement (P.6-9)**
3. **Agricultural, Natural & Cultural Resources (P.10-13)**
4. **Utilities & Community Facilities (P.14-21)**
5. **Intergovernmental Cooperation (P.22-25)**
6. **Economic Development (P.26-31)**
7. **Housing (P.32-37)**
8. **Transportation (P.38-43)**
9. **Land Use (P.44-67)**
10. **Implementation (P.68-71)**

Each section includes issues and opportunities (identified during the process), voices from the community (public input gathered), 2020 snapshot (of existing conditions), and goals, policies and actions.

Appendix A: Plan Adoption & Amendments

Appendix B: Action Plan

Appendix C: Survey Results

Appendix D: Community Mapping Results

Appendix E: Maps

### Goals, Policies & Actions

The policy content of this plan is organized into Goals, Policies and Actions.

#### Goals

A goal is a general statement about a desired future outcome. Goals provide the big idea and direction but do not indicate how they will be achieved.

#### Policies

Policies are rules of conduct to be used to achieve the goals of the plan. They are intended to be used regularly to guide City decisions. Some of the policies in the plan could also be stated as actions, but have not yet been assigned to anyone to pursue action.

#### Actions

Actions are specific activities that someone within city government should actively pursue, sometimes in coordination with non-governmental agencies. All actions are repeated in **Section 10** (Implementation) with approximate deadlines and responsible parties assigned.

### Sustainability in Fond du Lac

Sustainability is a relatively new focus in community planning and development, but the balancing of various impacts in community decision-making is not a new practice – Fond du Lac has been doing this for many, many years. As a community, we have often achieved sustainable outcomes through a focus on efficiency, including the efficient use of land and infrastructure and the efficient use of energy. Those efforts have improved our capacity to sustain our way of life in case of future changes such as energy costs spikes or a period of prolonged economic hardship.

This plan features many specific actions and policies intended to improve our sustainability and resilience. These are identified in each section with this sustainability icon:



In cases where the goal is identified as sustainable, the underlying policies and actions are also sustainable.



## CENSUS DATA

The Census Bureau collects basic data every 10 years as part of the federal population census, but it also collects much more information every year through the American Community Survey (ACS). That data is collected using a relatively small sample of the local population, which is then reported not as a snapshot in time, but as a reflection of conditions over a five-year sampling period. The data are reported as “estimates” and every estimate has a certain amount of error calculated based on the number of responses in the sample.

## EXISTING PLANS REVIEWED

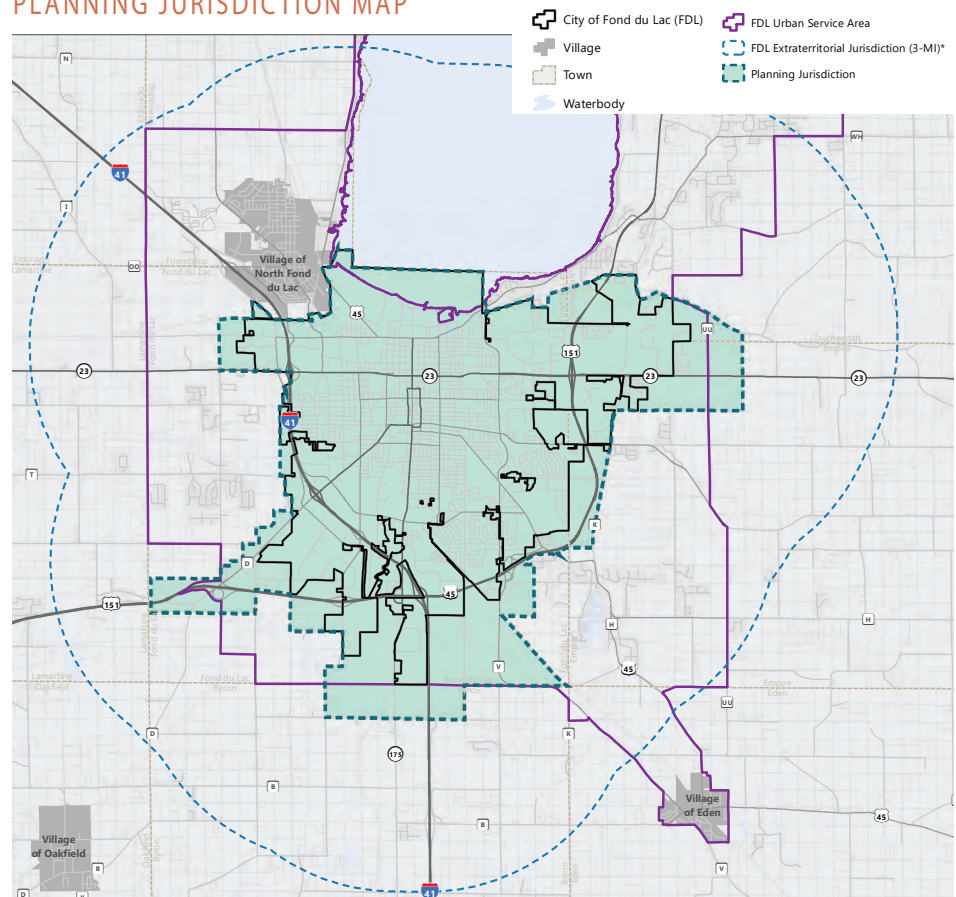
- Business Survey (2005)
- Downtown Development Plan (2009)
- Comprehensive Plan 2010-2030 (2009)
- Historic & Architectural Survey (2011)
- Housing Study (2014)
- Retail Marketplace Profile (2014)
- Lakeside Park Exploratory Committee Report (2015)
- Recreation Plan 2015-2019 (2015)
- Downtown Exploratory Committee Report (2016)
- Lakeside Park Master Plan (2016)
- Market Analysis (2016)
- Cooperative Plan (2017)
- Bike & Pedestrian Plan Update (2018)

## Regional Context

Fond du Lac is a community of about 44,000 located on the southern shore of Wisconsin's largest inland lake, Lake Winnebago. The City is well-situated regionally, with access to major transportation routes and facilities. It is located approximately 40 miles west of Sheboygan, 70 miles north of Milwaukee, 75 miles south of Green Bay, 40 miles south of Appleton, and 75 miles northeast of Madison.

Known for local traditions such as Walleye Weekend and Fondue Fest events, Fond du Lac is part of a growing region and economy. Anchored by County and City government, a two-year University of Wisconsin campus and major employers such as Mercury Marine and large healthcare providers, the Fond du Lac area economy has shown consistent and steady growth over the past several decades.

## PLANNING JURISDICTION MAP



## Planning Jurisdiction

The study area for this plan includes all lands in which the City has both a short- and long-term interest in planning and development activity.

The City's growth and authority are impacted by natural limitations (Lake Winnebago), as well as through intergovernmental agreement (2017 Cooperative Plan). As a result, there are areas in which growth would otherwise be possible but are not designated as planned growth areas.

The 2017 Cooperative Agreement is the basis for the the Fond du Lac Comprehensive Plan's Planning Jurisdiction. The City has a strong interest in studying this area closely as part of this and other planning processes.

The City itself is approximately 13,124 acres in size with the planning jurisdiction covering approximately 19,526 acres.

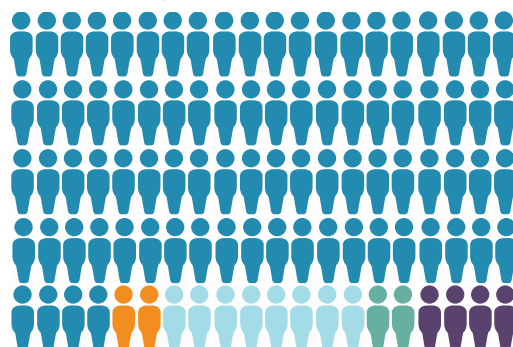


## 2020 SNAPSHOT OVERVIEW

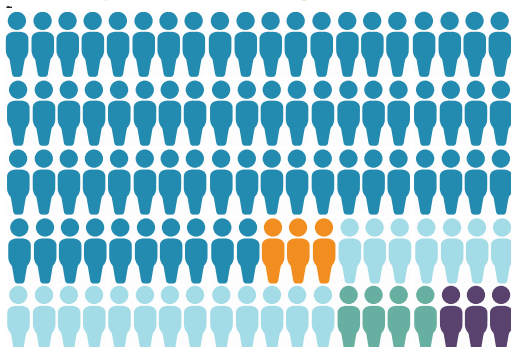
### RACE AND ETHNICITY TRENDS



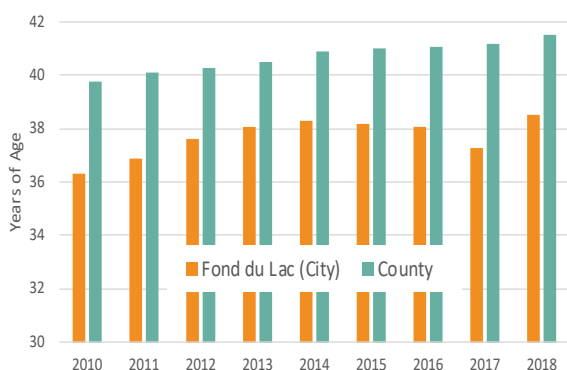
2017 Total Population



2017 Population Under Age 18



### MEDIAN AGE



### EDUCATIONAL ATTAINMENT

More than 5 out of 10 residents over 25 (56%) have at least some college education, and 91% graduated high school.



### INCOME DISTRIBUTION



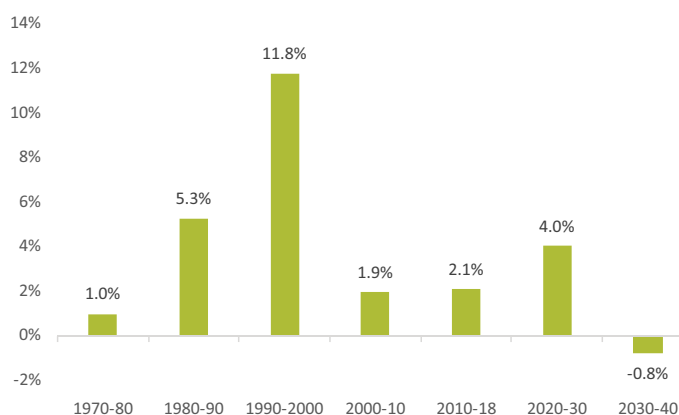
### HOUSEHOLD GROWTH AND PROJECTIONS

	City of Fond du Lac		City of Neenah		City of Menasha		City of Appleton		City of Kaukauna		Wisconsin	
	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per
1980											1,652,261	2.85
1990											2,055,774	2.38
2000	16,638	2.38	9,834	2.47	6,951	2.35	26,864	2.52			2,084,544	2.57
2010	17,942	2.28	10,694	2.36	7,405	2.32	28,874	2.43	6,270	2.45	2,279,768	2.49
2015	18,642	2.22	11,012	2.34	7,567	2.3	29,874	2.37	6,638	2.39	2,371,815	2.44
2020	19,415	2.18	11,505	2.32	7,868	2.29	31,623	2.33	7,232	2.35	2,491,982	2.41
2025	20,104	2.15	11,935	2.31	8,125	2.28	32,983	2.3	7,750	2.32	2,600,538	2.39
2030	20,645	2.13	12,321	2.29	8,356	2.26	34,200	2.27	8,253	2.29	2,697,884	2.36
2035	20,856	2.1	12,573	2.27	8,486	2.24	34,853	2.24	8,637	2.26	2,764,498	2.34
2040	20,773	2.08	12,682	2.26	8,505	2.23	34,938	2.21	8,891	2.23	2,764,498	2.35

### POPULATION GROWTH AND PROJECTIONS

	City of Fond du Lac	City of Neenah	City of Menasha	City of Appleton	City of Kaukauna
	Population				
1970	35,515				
1980	35,863	22,432	14,748	58,913	11,310
1990	37,757	23,219	14,711	65,695	11,982
2000	42,203	24,507	16,331	70,087	12,983
2010	43,021	25,501	17,353	72,623	15,462
2018	43,921	26,010	17,575	73,330	15,970
2020*	44,510	26,990	18,170	76,370	17,120
2025*	45,540	27,810	18,645	78,680	18,120
2030*	46,300	28,520	19,045	80,570	19,050
2035*	46,370	28,870	19,180	81,165	19,680
2040*	45,920	28,970	19,120	80,605	20,020

### POPULATION GROWTH RATE BY DECADE



Sources: 2013-2017 ACS 5-Year Estimates, Decennial Census, DOA Population and Household Projections

# PUBLIC ENGAGEMENT

## PLAN ENGAGEMENT OVERVIEW

This plan was drafted through a collaboration among City staff, Plan Commission, elected officials, MSA, and most importantly residents of the community. *See Appendices C & D for additional public input.*

Highlights of the public participation plan include:

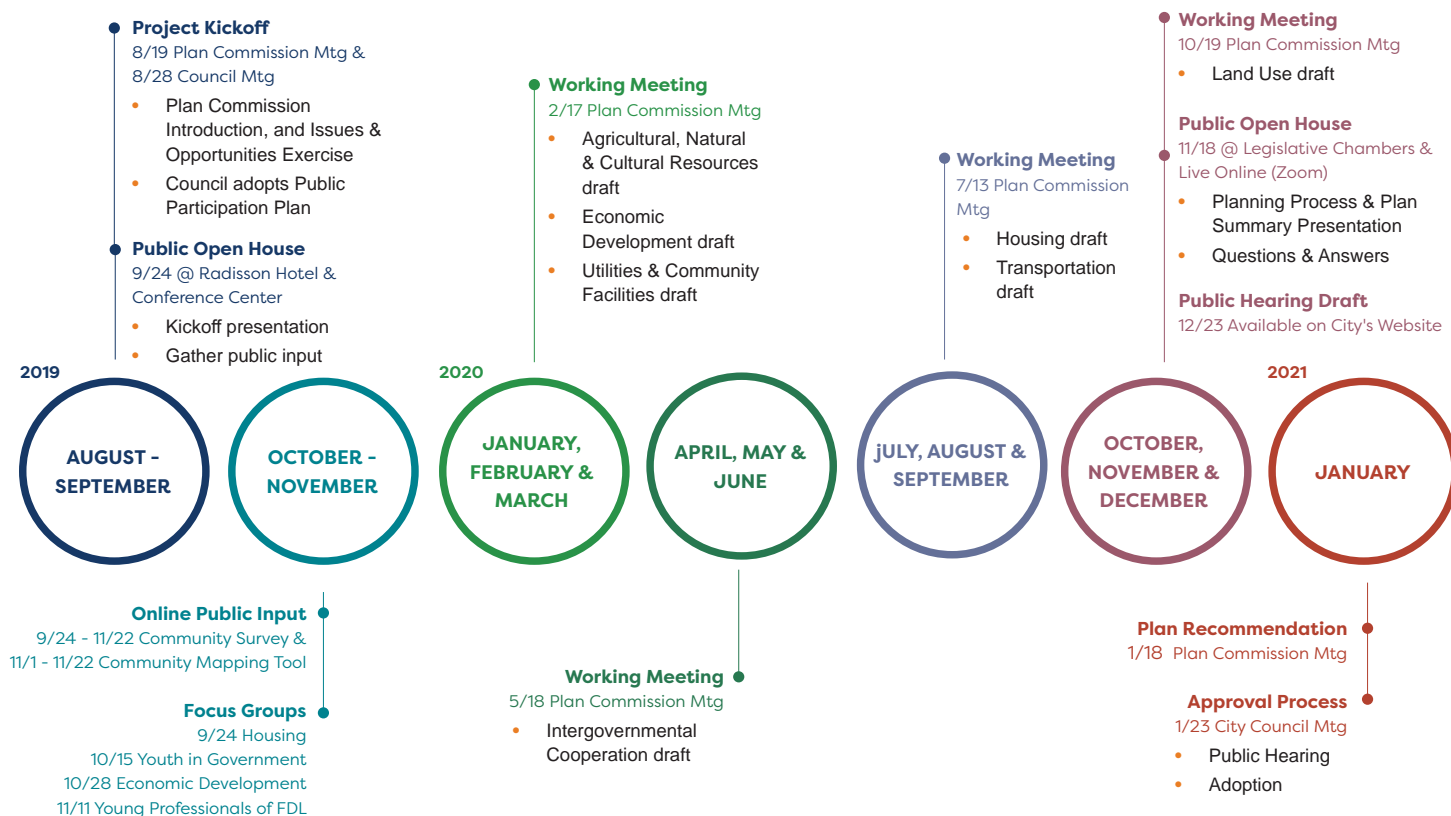
- » Two series of open house events. One near the beginning of the process to identify issues of concern and one near the end of the process to seek feedback on draft plan. *Due to COVID-19, the second open house was virtually held through zoom with some in-person attendance. This hybrid open house was recorded and shared on the City's website for a month to collect public comment.*
- » A series of 5 focus group meetings with specific groups of stakeholders to facilitate discussion about issues and opportunities facing the city.
- » An online community survey and online community mapping tool to gather input on all planning issues.
- » A public hearing to gather input on the draft comprehensive plan prior to City Council adoption.

## COMMUNITY SURVEY SUMMARY

A 2019 Community Survey collected opinions from members of the Fond du Lac community in order to inform the crafting of goals and policies in the Comprehensive Plan. In total, 1,012 people completed the survey. This is a statistically robust sample of the community, though there is some bias in this sample as compared to all City residents. It is important to keep in mind these biases when using the results to inform policy decisions.

### HIGHLIGHTS FROM THE SURVEY ARE DISCUSSED BELOW.

- » Residents are generally quite satisfied with their neighborhoods with the exception of the Northwest Planning Area (north of Johnson St. and west of Main Street).
- » Safety and low crime was identified as the most influential factor in deciding where to live.
- » The City housing stock is faring better for homeowners than for renters. Roughly one quarter of renters rated housing quality as "poor".
- » The majority of respondents feel the City should support ownership and rental housing affordability initiatives.
- » The pace of multi-family residential development is too fast, while retail growth is too slow.
- » Investment opportunities should be focused on the downtown and Main Street.
- » Support for investment in bike and pedestrian infrastructure is strong. Two of the top three desired park and recreation improvements in every part of the City involved bicycle infrastructure.
- » Support for "sustainability" initiatives is strong. Nearly three quarters of respondents felt the City should expand the use of alternative and renewable energy in public facilities.



## PROJECT MILESTONES

## OPEN HOUSE SUMMARY

The City of Fond du Lac held a public open house at the Radisson Hotel & Conference Center on September 24, 2019. Over 100 people attended and provided feedback, as summarized below.

### 1. What do you like best about Fond du Lac?

- » Friendly community with a small-town feel
- » Great parks system with easy access for all
- » Historic preservation efforts are a priority
- » Bike-friendly City

### 2. What do you like least about Fond du Lac?

- » Lack of retail shopping and entertainment options
- » Traffic patterns and roundabouts are confusing and dangerous
- » City is resistant to change

### 3. What makes Fond du Lac unique?

- » Lakeside Park is a City treasure
- » Waterfront access
- » Great hiking and biking trails

### 4. What are your ideas for changes or improvements?

- » Make the streets safer for pedestrians
- » Incorporate more sustainable energy into City initiatives
- » Focus on reducing water and environmental pollution
- » Prioritize events and programming at Lakeside Park and Downtown



Do you **live, shop or play** in **Fond du Lac**?

The City of Fond du Lac invites residents, community members and stakeholders to a public open house meeting to contribute thoughts & opinions on the Community Vision.

The Comprehensive Plan determines long-term community goals, establishing City policies and actions related to transportation, natural resources, land use, recreation, housing, and economic development.

**CITY OF FOND DU LAC**  
**2040 COMPREHENSIVE PLAN UPDATE**  
 Tuesday, September 24<sup>th</sup> \* 4:30 p.m. – 7 p.m.  
 Radisson Hotel & Conference Center  
 625 W Rolling Meadows Drive  
**Our City – Our Future**

## FOCUS GROUPS SUMMARY

Between September and December 2019, MSA and/or Community Development Director met with five different stakeholder groups and organizations from the community to gain additional perspectives about the future of Fond du Lac. MSA used a set of questions tailored to each group and explored topics and ideas that came up during conversation, as summarized below.

### 1. Economic Development

- » Fond du Lac has a strong community with dedicated, passionate residents
- » Fond du Lac has a strong and collaborative education system
- » City zoning and permitting application process sometimes create timely and costly delays
- » Community and civic pride should be promoted and celebrated around the unique attributes that make Fond du Lac a great place to live
- » There is room for improvement in attracting a diverse workforce, retaining businesses, streamlining City approval processes/zoning, and increasing local wages

### 2. Young Professionals of Fond du Lac

- » Fond du Lac has advantages for residents in location/access to other cities, cost of living, and the people/community – although making connections as a newcomer can be a challenge
- » More amenities can help keep people in the community – indoor sports and recreation, water facilities, movie theaters, microbreweries, and other entertainment are needed
- » There is available space in the City, and more can be done with that land both in development and programming

### 3. Historic Preservation

- » Historic Preservation plays a key role in adaptive reuse of historic structures that can foster and retain existing businesses and entrepreneurial endeavors – filling vacancies in historic buildings
- » Funding remains a concern in preservation of historic structures, especially as ownership transitions and structural options that are not historically appropriate remain as cheaper options



# PUBLIC ENGAGEMENT

- » There are currently districts and structures in Fond du Lac deserving of historic status that are not designated, and work should be done to preserve them

## 4. Housing

- » Fond du Lac is desirable place to live – it is close to big city amenities while retaining small-town charm and safety
- » Finding ways to provide housing, events and activities for younger community members and young professionals will serve to strengthen the community long-term
- » Homes are affordable for most, but there are still many households for which homeownership is out of reach. Rental housing and increased density should be promoted in targeted areas, and can assist in stabilizing neighborhoods
- » There is room to improve the diversity of housing stock, such as owner-occupied two-flats/duplexes, accessory dwelling units, higher-density rentals, age-specific housing, smaller-unit, 3+ bedroom rentals, etc.
- » Economic Development and provision of living-wage jobs will further housing stability for residents

## 5. Youth in government

- » Fond du Lac's unique events, spaces, and people are key to the sense of community and central to what makes Fond du Lac a great place
- » Downtown could be made more of a "destination" by increasing sense of place, filling business vacancies, and activating the street to encourage foot traffic
- » Working to celebrate, promote, and continue to add to the diversity of Fond du Lac will be a key community need

## COMMUNITY MAPPING SUMMARY

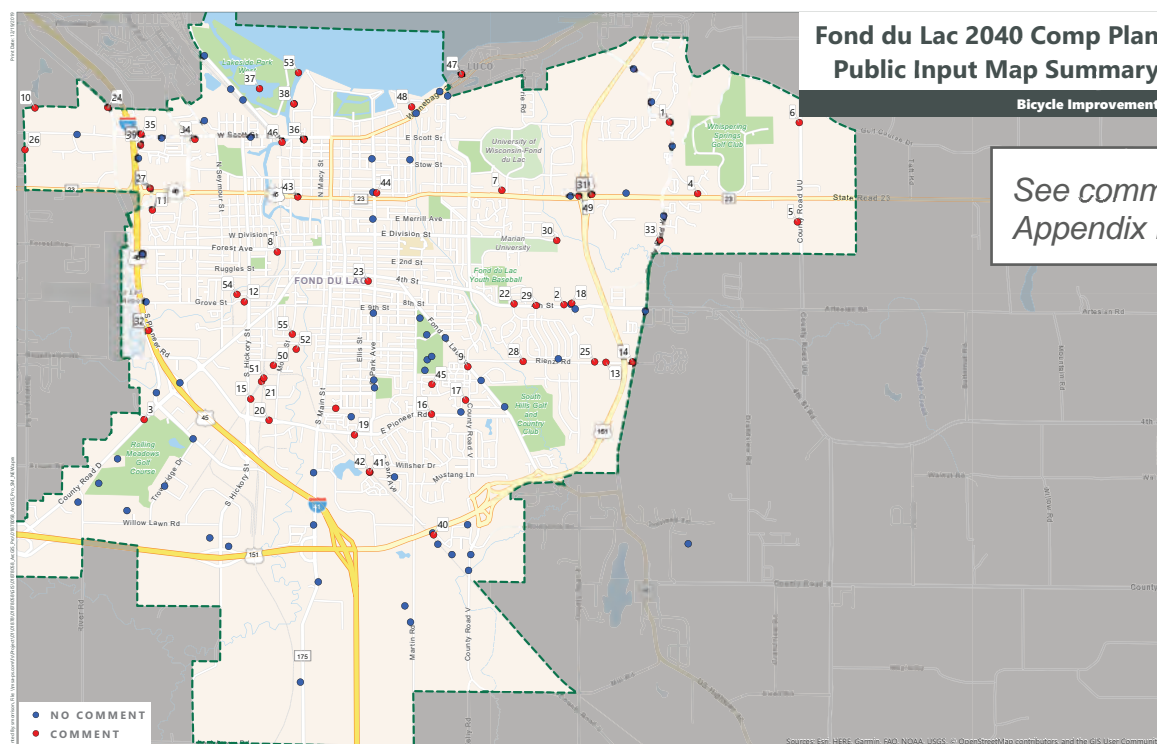
The community online mapping tool received over 1,000 comments over three weeks in November 2019. The public comment categories included the following: Pedestrian Improvement, Bike Improvement, Road Improvement, Traffic or Speed Concern, Redevelopment Opportunity, Park or Landscape Improvement, Community Asset, Preserve Use/Building/Natural Area, and Other/Misc. Results from each category are described below. See **Appendix C** for more details.

## 1. Bicycle improvement

Several respondents suggested that the Wild Goose State Trail should continue directly north of Pioneer Road parallel to the existing railroad tracks between Dixie and S Hickory Street to forge a connection with the Brooke Street Trail. Many people would like to see bike lanes on both sides of the road on Johnson Street. A couple people think that the W Scott Street intersections are difficult to cross and have suggested the need for bike lanes or sharrows. Several others suggested adding bike lanes on 4th Street to create a safe route that connects to the Prairie Trail.

## 2. Community Assets

A large amount of people agreed that Lakeside Park is the community's biggest asset but believe that it is underutilized. Several people suggested that the City should mimic Oshkosh's waterfront design strategies and amenities to better serve the community. Several respondents commended the efforts made to activate and beautify the downtown area. In general, people support the pool at Taylor Park and would like to see continued investment. Many people suggested the need for more activities/amenities at



Buttermilk Creek Park like a splash pad, dog park and a disc golf course.

### 3. Park/Landscaping Improvement

Similar to the Community Asset comments, people would like to see more activities at Lakeside Park other than adding more athletic fields. Many people want the downtown, especially near the river, cleaned up and beautified with trees, greenspace, fountains, etc. A few respondents mentioned possible improvements to Colwert-Edward Park by adding additional amenities/park features.

### 4. Pedestrian Improvement

In general, the majority of respondents asked for additional sidewalks in various areas scattered across the City, but most noteworthy is the overwhelming need for sidewalks along Pioneer Road and the neighboring streets. A few people also commented on pedestrian safety strategies that could be successful on the Fond du Lac campus.

### 5. Preserve Use/Bldg/Natural Area

Most of the comments related to preserving the wetlands, marsh areas and waterways.

### 6. Redevelopment Opportunities

Several respondents proposed redeveloping the “blighted” properties (cheese plant, strip mall, car wash) near Lakeside Park to expand and revitalize the area. Many people would like to see new restaurants/bars on the riverfront and improving the pavilion near the riverfront to activate the area. Respondents also suggested improving, reusing and/or redevelop the mall and nearby vacant big box stores (Home Depot, Best Buy), as well as the area near Forest Avenue and S Brooke Street. Several comments discussed opportunities to provide affordable, senior housing and/or low-income housing developments.

### 7. Road Improvement

Multiple people mentioned issues on W Scott Street (with suggestions for a roundabout at Peters Avenue) and poor conditions on Division Street. Railroad crossing conditions were noted on several roadways, including Scott Street, Division Street and Western Avenue. Many respondents expressed concerns regarding road width and poor surface conditions around St. Agnes Hospital, especially on E 1st and E 2nd Street. A couple people asked that S Park Av-

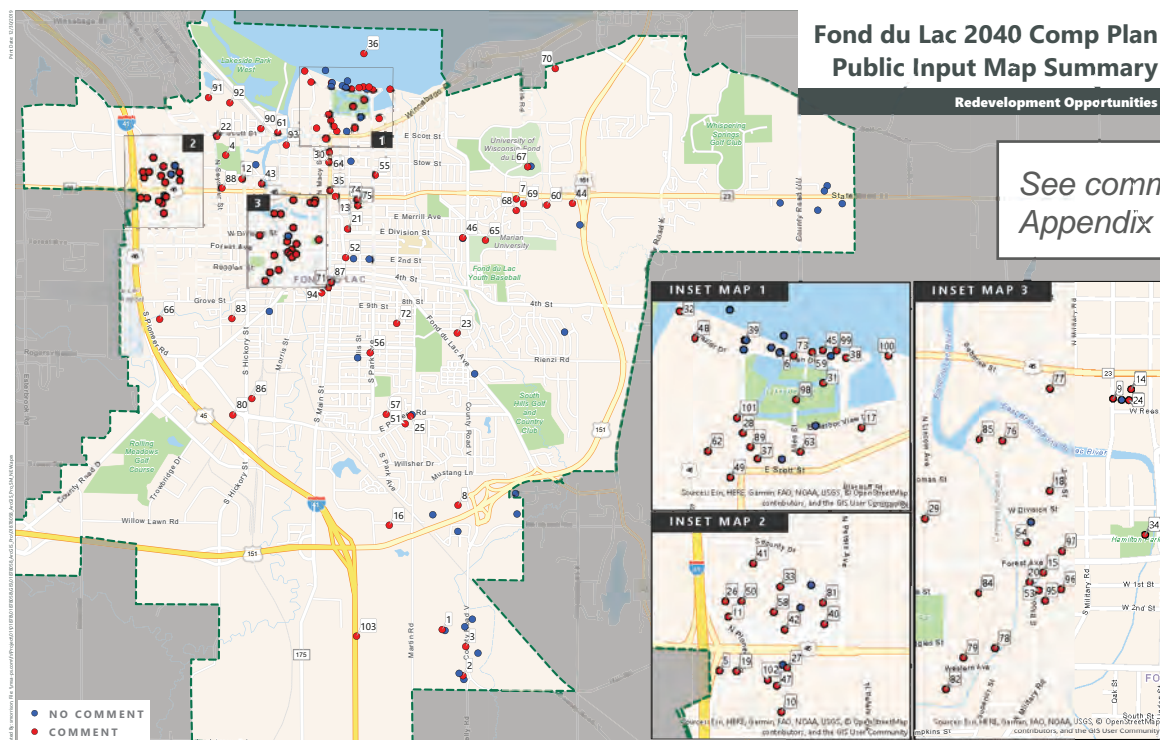
enue be resurfaced near Buttermilk Creek Park. Many respondents would like access to Highway 151 from either 4th Street or Rienzi Road. Additionally, people want Country Lane to connect to 4th Street for easier access to Highway 151 and State Road 23.

### 8. Traffic/Speed Concern

Several respondents said that the speed limit should be lowered (at least to 45mph) on W Johnson Street, and that the Pioneer Road intersection is rather dangerous. There were a number of comments about intersection concerns, including Scott/Main, National/Fond du Lac, Western/Seymour, and Camelot/US 151, etc.

### 9. Miscellaneous/Other

Several people expressed their concerns about specific apartment complexes in the SE portion of the City as they feel they is unsafe and needs to be cleaned up. Additionally, there were multiple comments about drug issues in different areas throughout the City.



# AG, NATURAL & CULTURAL RESOURCES

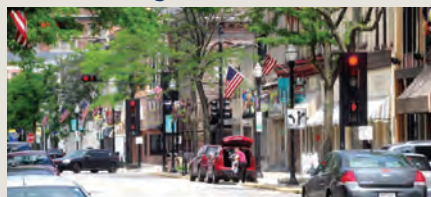
## ISSUES & OPPORTUNITIES

### Local Food Access



*Residents see local food access as an important cultural amenity with many noting a lack of culturally-specific foods and desire for a public market.*

### Activating Downtown



*There is interest in further activating the downtown through more pop-up stores, events, public art, parklets, etc.*

### Flood Risk



*Increase in severe weather and flood events have impacted people's homes and businesses.*

### Community Events



*Residents value the existing local events and how they engage the larger Fond du Lac community.*

## AGRICULTURAL RESOURCES GOAL #1

Preserve productive agricultural lands in balance with development of the City.



### Policies

- #1-** Promote infill and redevelopment initiatives on under-utilized sites within the City limits to help reduce the pressure to expand into surrounding agricultural areas.
- #2-** Limit development in agricultural areas identified within this Plan's Future Land Use Map and the Cooperative Plan.

## AGRICULTURAL RESOURCES GOAL #2

Increase access to local, healthful, affordable and culturally-specific food options.



### Policies

- #3-** Allow agricultural uses in the City that support community agriculture and food access, including infill urban farming operations on appropriate (non-contaminated) sites.

#### What is infill urban farming operations?

"Infill urban farming operations" are businesses that commonly operate as CSAs, utilizing vacant and underutilized lots to grow and distribute produce within a community.

- #4-** Support the continuation and expansion of community gardens in areas compatible with surrounding uses. If existing gardens are displaced, consider relocating to nearby lands to continue to support the neighborhood.
- #5-** Encourage Community Supported Agriculture (CSA) programs and other local agricultural initiatives.
- #6-** Continue to support the Farmers Market in providing space for operation and support facilities.
- #7-** Incentivize businesses that can provide culturally-specific foods that support the City's diverse population.

### Actions

- 1.** Review City Ordinances and consider removing barriers to small-scale agricultural operations that are otherwise compatible with surrounding uses (e.g. setback and parking requirements, etc.). Examples of small-scale agricultural uses include community gardens, CSA plots, fruit orchards, vineyards, rooftop gardens, etc.





**2.** *Expand Swipe & Shop EBT program at the Fond du Lac Farmers Market to better serve income-limited households and families (e.g., allow "double EBT swipe" on every 1st and 3rd Saturday).*

**3.** *Conduct a feasibility study on a public market, local business incubator, commercial kitchen, or other capital investment to support year-round local agricultural initiatives as proposed in 2016 Downtown Exploratory Committee Report and Downtown Market Analysis and Plan.*

## NATURAL RESOURCES GOAL #1

**Balance conservation of and increased access to natural resource amenities.**

### Policies

**#1-** Preserve and protect key environmental corridors, native vegetation, and wildlife species consistent with the Natural Protection Overlay (to be provided in Land Use section).

**#2-** Site development and infrastructure improvements in areas with least possible impact to natural environments.

**#3-** Partner with other regional governments on key restoration initiatives that will protect natural environments, such as the Lake Winnebago Quality Improvement Association of Fond du Lac County (LWQIA).

**#4-** Continue to restrict development in the floodplain and wetlands through the City's development review process.

**#5-** Continue to partner with the County, neighboring municipalities and other entities to proactively address flood mitigation.

**#6-** Encourage landscaping practices on public and private property that help to filter and infiltrate rainwater.

**#7-** Encourage minimizing impervious surfaces through site planning and development review.

**#8-** Promote landscaping practices that incorporate a variety of noninvasive, native species, especially within private stormwater facilities.

### Actions

**1.** *Amend City ordinances to require site plans and land divisions to accurately depict all natural resource features located on the property proposed for development or division (e.g., waterways, floodplain, wetlands, steep slopes, groundwater recharge areas, mature woodlands, etc.).*

**2.** *Review and consider implementation of recommendations in the County's Hazard Mitigation Plan.*

## VOICES FROM THE COMMUNITY

### Improvement Needs

The 2019 Community Survey asked several questions about what improvements people would like to see in Fond du Lac. Some of the top responses with broad support related to agricultural, natural and cultural resources included:

- Improving City and park landscaping/trees
- Increasing access to community gardens
- Developing a public market with outlets for locally grown food products
- Buying properties in the floodplain
- Grants and/or low-interest loans to businesses that protect natural resources through sustainable/efficient development

In addition to the Community Survey, themes across focus groups included:

- Community branding to promote and support community identity
- Placemaking and other business support initiatives to strengthen pedestrian access in downtown
- Continued support for and expansion of community events that cater to all residents



193 N Main St.



37 E Follett St.



33 Sheboygan St.



199 E Division St.

3. *Actively purchase properties within the floodplain as they become available, and restore properties to natural vegetation for stormwater management and flood mitigation.*



4. *Develop and maintain a list of preferred native plants and trees for landscaping to be used in development review and project planning.*

## CULTURAL RESOURCES GOAL #1

Preserve and create new places and events that contribute to the identity of Fond du Lac.

### Policies

#1- Invest in ongoing placemaking initiatives in key corridors and the downtown that activate spaces and engage residents, patrons and visitors.

#2- When investing in new and existing neighborhoods, the City will collaborate with developers to create unique features and great public spaces, and encourage public art in public and quasi-public spaces. This is especially important in the Downtown District.

#3- Continue to support community organizations and events.

### Actions

1. *During the budgeting process, review the 2016 Downtown Exploratory Committee Report and Downtown Market Analysis and Plan to consider funding recommendations that enhance unique cultural and historic characteristics of the district.*

2. *In coordination with other community organizations, develop branding and marketing that promote civic pride and clarify the city's cultural identity as a great place to live, work and experience community.*

3. *Support community events and programming year-round that activate the downtown, attracting residents, patrons and visitors alike, especially programming that appeals to all members of the community including youth and communities of color.*

## CULTURAL RESOURCES GOAL #2

Preserve and promote the City's historic structures and sites, especially in the Downtown.



### Policies

#4- Encourage rehabilitation of culturally, historically and architecturally significant buildings that contribute to the character of the City.

#5- Increase public awareness of and civic pride in the City's cultural and historic resources.

### Action

4. *Maintain an inventory of historic, architecturally significant and culturally significant structures.*

## 2020 SNAPSHOT: Agricultural, Natural & Cultural Resources

### Planning Area Farmland

There are approximately 5,688 acres of farmland contained or partially contained within the planning jurisdiction.

### Urban Agriculture

**Community Gardens:** There are three community garden within the City: Fond du Lac County Community Garden, Hamilton Park Community Garden, and Veteran's Garden. Through UW-Extension, garden materials are offered in English, Hmong, and Spanish.

**Farmers Markets:** Produce, flowers, baked goods, local meats and cheeses are available at two local markets (Wednesday & Saturday) downtown during the growing season. On the first Saturday of the month, EBT funds are doubled for income-eligible market shoppers.

### Physical Characteristics

**Geology:** The Niagara Escarpment forms a ridge within the City - the City largely is built on Galena Dolomite over St. Peter Sandstone.

**Topography:** The topography in Fond du Lac is generally flat with gentle slope, including a small area of moderate slope near the Niagara Escarpment.

**Minerals:** Mineral resources in Fond du Lac County are non-metallic in nature, with operations generally consisting of limestone extraction. No mines are in operation within the City of Fond du Lac.

### Water Resources

**Regulation:** Water resources are regulated by City's Wellhead Protection, Shoreland-Wetland, Shoreland, East Branch, Floodplain, Lakes and Waterways, and Erosion Control and Stormwater Management Ordinances.

**Groundwater:** The majority of the City is built upon Galena-Platteville and Silurian dolomite as the uppermost layer of bedrock. Groundwater immediately surrounding the City is less susceptible to contamination than in the remainder of the County.

**Watersheds:** The west-central portion of the City is within the Fond du Lac River Watershed. The eastern portion of the City is within the Lake Winnebago - East Watershed.

**Wetlands:** The wetlands in the City are generally found along major waterways, as well as adjacent to Lake Winnebago.

**Lakes:** Lake Winnebago is the largest inland lake in the State at nearly 132,000 acres, and one of the State's most important fishery resources.

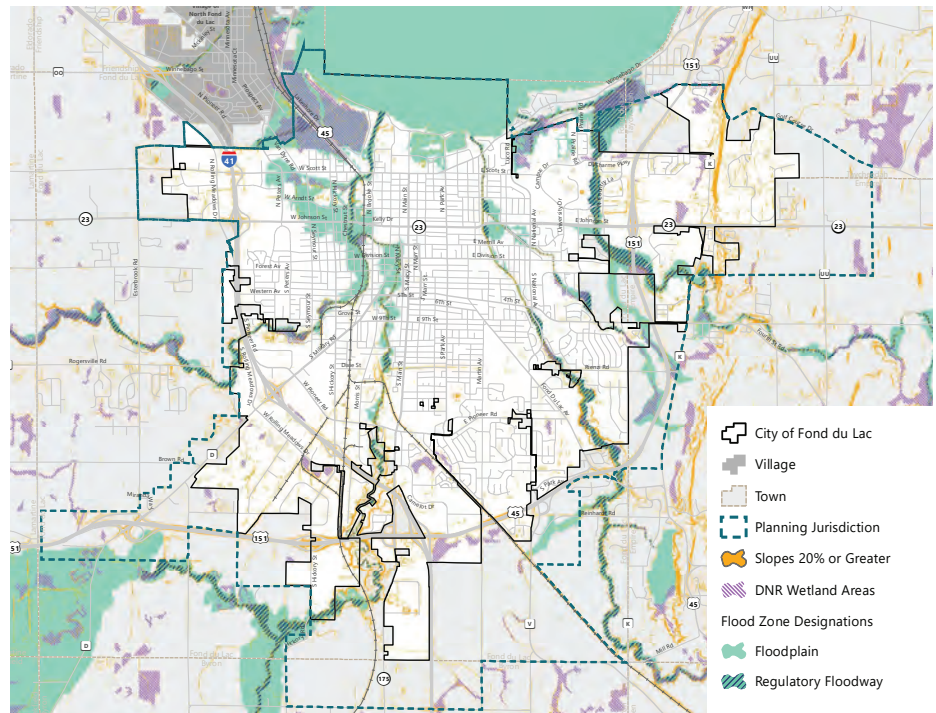
### Cultural Resources

**Register of Historic Places:** The City has 19 individual properties, and four districts containing 233 additional properties that are listed on the National or State Register of Historic Places.

**Lakeside Park:** A 400-acre park on Lake Winnebago, this park provides unique assets and community space for residents of the City.

**Major Events:** Sturgeon Spectacular, Walleye Weekend, Fondue Fest!

### DEVELOPMENT LIMITATIONS (see Appendix E)





# UTILITIES AND COMMUNITY FACILITIES

## ISSUES & OPPORTUNITIES

### Flooding & Stormwater Management



*Weather patterns are shifting toward more frequent storms with heavy rainfalls. The City's regulations on stormwater management systems may not be adequate to protect people and property from these large storms, as they are based on data from a time with fewer such storms.*

### Sustainability and Renewable Energy



*The City's greatest opportunity to implement change are in its own facilities, services and infrastructure. Sustainability initiatives in the private market will largely be achieved by cost reduction and savings through market forces, but can be encouraged incrementally through zoning and other regulations.*

## UTILITIES GOAL #1

The City of Fond Du Lac will have a high-quality, cost-effective, well-planned and efficient system of public utilities.

### Policies

- #1-** Make efficient use of City funds by applying standardized criteria to each spending decision. Ask what is the goal of the investment, and is spending this money going to achieve that goal? Are there any other sources of funding available?
- #2-** Serve all urban development within the City of Fond du Lac with the full array of urban services including municipal sewer, water, and electric, stormwater management facilities, municipal police and fire protection, refuse removal, urban street and bicycle/pedestrian facilities, etc.
- #3-** Maintain and improve the utility infrastructure to ensure adequate capacity and integrity to serve existing users and accommodate new service areas. The first priority will be maintaining the reliability of existing systems and services.
- #4-** All new development proposals shall be reviewed by all City departments to ensure that essential utilities can be provided to the subject development area in a timely and efficient manner.
- #5-** Avoid environmentally sensitive areas when planning the location of utilities to minimize adverse impacts, to the greatest extent possible.



### Actions

- 1.** *Promote available incentives, energy audits and appliance recycling offered through Focus on Energy, Alliant Energy, or other sources to assist individuals and businesses with energy efficiency and renewable energy measures.*



## UTILITIES GOAL #2

Utility system planning and implementation will occur in coordination with land use and transportation plans and projects.

### Policies


#### Land Development

- #6-** Maximize the use of existing utility systems by encouraging infill development that uses existing infrastructure investments.



**#7-** Discourage suburban development served by septic systems (i.e. residential densities greater than one unit per 35 acres, non-agricultural commercial, industrial and institutional) within the Planning Area, unless allowed by an adopted cooperative plan.

**#8-** Consider methods to recover the costs of new City utility facilities necessitated by new growth. In general, the City shall require new growth to pay its fair share of the costs associated with providing essential City utility infrastructure.


**#9-** Discourage inefficient “leap frog” development that results in infrastructure constructed before there is adequate customer base in place to support its maintenance. 

**#10-** Adhere to the City’s annexation policies and consider the Fond du Lac Long Range Transportation and Land Use Plan when determining the feasibility of serving possible annexation lands with utilities.


### Electrical System


**#11-** Continue to bury existing utilities, where feasible, as redevelopment and street reconstruction occurs, and continue to require utilities in new developments to be underground.


**#12-** Continue to support public/private partnerships to co-locate telecommunication facilities (e.g., antennas on a water tower, small cells on street lights, etc.).

**#13-** Encourage private use of renewable energy systems to reduce demand on public utilities and the need for expansion. 

### Water Supply

**#14-** Municipal wells shall be located in areas where there will be minimal impact on groundwater and groundwater recharge, including outside of capture zones for springs. 

**#15-** Encourage the use of no-flush restroom fixtures in commercial businesses. 

**#16-** Encourage the replacement of older fixtures with low-flow fixtures through public education and awareness. 

### Sanitary Sewer

**#17-** Parcels within the City on septic systems shall be connected to the public sewer system in accordance with the City’s ordinances when such utilities are made available.

## VOICES FROM THE COMMUNITY

### Trail Connections

The Community Survey indicated a strong desire for more connecting trails in the community, with 34% of respondents indicating a need for more off-road walking and biking trails, and 23% indicating a need for more on-road bicycle facilities. Overall, 75% of respondents support or strongly support more public investment in connecting/recreational trails. There is also strong support for increased community facilities, with the majority of residents indicating a need for higher levels of access to teen facilities and programming, after school programs, activities for families with small children, adult programming, etc. publicly available in their communities.

**75%**

of survey respondents support or strongly support more public investment in connecting recreational trails.

### Public Safety

Safety and low-crime is the 2nd most influential reason residents reported choosing to live where they do (75% rated as influential or highly influential), and 72% of respondents indicated they would support or strongly support an increase in taxes to improve and expand public safety in the City.

## ISSUES & OPPORTUNITIES

### Access to Amenities



*Residents see opportunities for increased access to parks, trails, youth and community centers, and other community-wide facilities in neighborhoods throughout the City*

### Park Preservation vs. Expansion




*Preservation of historic features and landscapes can come into conflict with resident desires for enhanced facilities, programming, and economic development initiatives in and near public parks.*


**#18-** Work to mitigate excessive infiltration and inflow, as defined in s. NR 110, in the sanitary sewer system.

### Surface Water & Stormwater Management


**#19-** Improve the quality of surface water runoff by continuing to implement stormwater best management practices, maintaining the stormwater management system and expanding facilities as necessary in accordance with the City's policies and ordinances.

**#20-** Continue to enforce the Erosion Control and Stormwater Management Ordinance.

**#21-** Continue to encourage residential and nonresidential properties to implement additional stormwater management techniques to reduce the impacts of stormwater discharge (e.g. rain gardens, rain barrels, green roofs, bioretention basins, oil and grease filters) on surface and groundwater resources. 

**#22-** Encourage the protection of existing vegetation on new development sites to the greatest degree possible in order to minimize soil erosion during and after construction. 


**#23-** Continue to require maintenance plans for stormwater drainageways, ponds, and detention facilities.

**#24-** Consider implementing best management practices with respect to stormwater management and erosion control measures, including the use of rain gardens, at City facilities. 

**#25-** Continue to be an active participant in the Northeast Wisconsin Stormwater Consortium, which keeps residents informed about stormwater quality and measures that they can take to reduce pollutants in our stormwater runoff.

#### City's Adopt-A-Storm-Drain Program

In 2020, Fond du Lac Public Works Department established an Adopt-A-Storm-Drain Program where interested residents, service groups, businesses, etc. sign up to keep a storm inlet clear of debris and obstructions. This program is aimed at preventing localized flooding, protecting wildlife by keeping pollutants out of the water, keeping neighborhood litter-free and attractive, and enhancing community awareness of stormwater pollution prevention.

**#26-** Continue to explore and consider alternative winter maintenance methods to reduce rock salt usage (e.g., salt brine) to protect water quality and the natural environment. 



## Actions

2. *Implement recommendations contained in the latest Master Plan and Facilities Overview for Sanitary Sewer Collection and Conveyance System. Update this plan periodically.*
3. *Conduct a formal review of City stormwater management requirements for new development to evaluate their adequacy to prevent flooding and sediment runoff based on the increase in large storm events.*



## COMMUNITY FACILITIES GOAL #1

The City of Fond du Lac will have high quality community facilities for residents, businesses and visitors alike.

## Policies

### General

- #1-** Coordinate community facility planning with land use and transportation planning. Require all new development proposals to be reviewed by all City departments and agencies so that essential City services and facilities can be provided to new developments in a timely and efficient manner.
- #2-** Require new development to pay for the costs associated with the City providing or expanding utility infrastructure to the development.
- #3-** Require fiscal impact analyses of all major capital projects considered for funding. Such analyses should include, but not be limited to, one-time capital costs, life-cycle operating and maintenance costs, revenues from the project, and costs of not doing the project.
- #4-** Make major project specific capital decisions by the City Council through the adoption of the City's operating budget and the Capital Improvement Program and budget.
- #5-** Collaborate with private organizations that are serving the recreation needs of families, especially those that focus on the needs of lower-income families.
- #6-** Promote the co-location of facilities and services to maximize the efficient provision of services, reduce capital costs and operation costs.
- #7-** Prioritize the incorporation of green building technologies, energy saving measures and renewable/alternative energy technologies into all new and remodeled City-owned buildings. Seek grant opportunities to support this.
- #8-** As feasible, locate public-use community facilities where they are accessible to a majority of their expected users by walking, bicycling, and/or public transit.



## VOICES FROM THE COMMUNITY

### Challenges

Focus group discussions and the Community Survey identified challenges and concerns:

- There is a desire for more variety in and overall amount of community facilities and amenities.
- Parks can be expanded, improved, and activated to ensure all residents have access to recreational amenities.
- There is sometimes confusion as to City direction with multiple plans, exploratory committees, and other planning efforts for the same area - causing "planning fatigue".
- Some residents indicated they did not feel engaged in larger City decisions of planning, access, or development of public and community facilities (parks, service centers, etc.)





*Lakeside Park*



*Fond du Lac Recreation Center*



*Buttermilk Creek Park*



*Splash Pad (Lakeside Park)*

## Parks & Trails

**#9-** Develop and maintain parks facilities that meet a wide range of recreational needs, both passive and active.

**#10-** Consider the recommendations of the adopted City of Fond Du Lac Recreation Plan 2020-2024 when planning and budgeting for future infrastructure improvements. The City will also support the periodic update of the plan to maintain grant eligibility.

**#11-** Continue to work closely with the school district to identify and explore options for sharing recreation facilities. The Advisory Parks Board should include a representative of the school district.

**#12-** Consider the use of renewable energy systems at park facilities, including solar lighting and heating. 


**#13-** Preserve and improve water-related recreational opportunities and facilities.


## Emergency Services

**#14-** Continue to evaluate the need for expanded public safety services and facilities (police, fire and EMS) to respond to the needs of the community as it grows.

**#15-** Ensure that public safety facilities are located to provide acceptable response times to existing development and can accommodate future growth areas.


## Waste Management Services

**#16-** Continue to manage solid waste disposal and recycling in a manner that is environmentally sound and cost-effective. 

**#17-** Consider additional opportunities to reuse waste materials generated by City processes as new options and uses become available. 

### Clean Effluent Reuse

As of 2020, the City uses clean effluent and/or filtered greywater to clean City infrastructure (streets, sewers and park furniture), and in watering City landscaping/trees.

**#18-** Continue to encourage recycling and minimize waste by charging additional fees for curbside collection of excessive amounts of waste. 

**#19-** Consider subsidizing costs for purchase of composting bins by city residents, and provide public education/awareness regarding the benefits of composting.

**#20-** Continue to provide public education and awareness of recycling opportunities for all waste streams, including computers, electronics and appliances (e.g. hazardous waste and e-cycle pickup).

### Coordination with Non-Government Organizations

**#21-** Consider the use of public/private partnerships and maintain communication with private organizations to avoid the duplication of facilities and services and increase efficiencies.

**#22-** Encourage and support the provision of private recreation, daycare and other facilities and services to serve the needs of the youth, the elderly and those with special needs.

**#23-** Continue to be supportive of charitable organizations in the community that provide services and programs for families, seniors and individuals needing assistance.

**#24-** Strive to maintain strong communication between the City and the Fond du Lac Area School District regarding development within the city. Ensure coordination of school facilities planning with land use and utility planning.

### Actions

1. Investigate incorporating sustainability criteria in City purchasing policies that place a priority on sustainable business practices.

2. Codify the City's current practice of encouraging recycling of construction waste materials on publicly funded construction projects.

3. During the annual capital improvement planning process, consider budgeting for implementation of the recommendations of the adopted City of Fond du Lac Recreation Plan 2020-2024, Fond du Lac Loop Landscape Master Plan, the 2018 Bike and Pedestrian Plan and the Lakeside Park Master Plan, including planned bike and pedestrian facilities (on-street markings and off-street trail construction).

4. Consider, on annual-basis, opportunities to implement additional recommendations in the 2012 energy audits of City buildings and facilities (e.g., LED street lights).



Fond du Lac Community Aquatic Center



Children's Museum



Fond du Lac YMCA



Winnebago Lutheran Academy



# 2020 SNAPSHOT: Utilities and Community Facilities

## Schools & Education

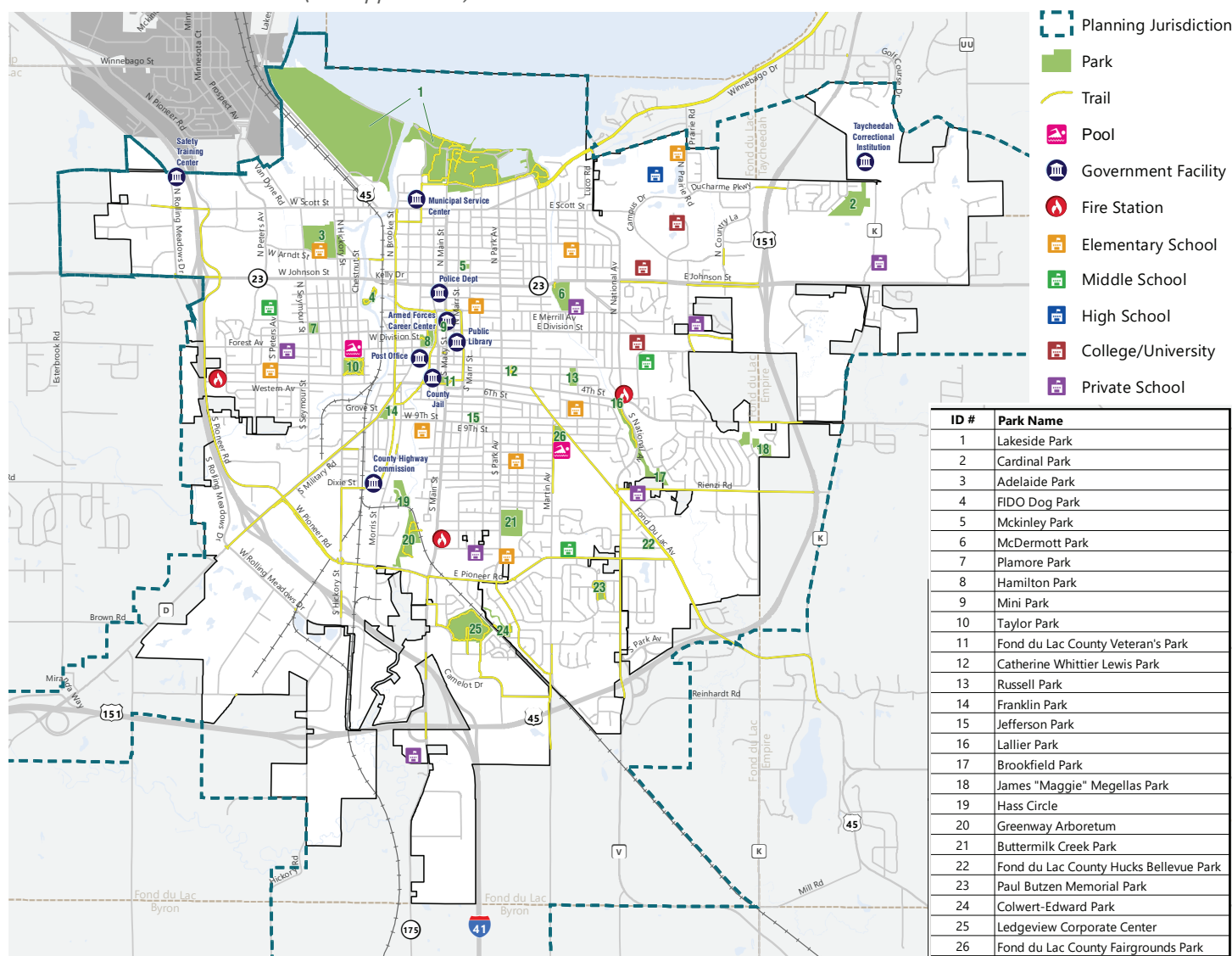
**Public Schools:** The Fond du Lac School District consists of nine elementary schools, three middle schools, and one high school. The district also contains two middle school STEM academies and one alternative high school. Most recent enrollment numbers (2018-2019) report 3,259 elementary school students, 1,451 middle school students, and 1,981 high school students in the district.

**Private Schools:** As of the 2019-2020 school year, there are 12 private schools that serve residents of Fond du Lac. Across the City, there are eleven private options for private elementary schools, and five options for private high school. Some schools are double represented as the same institution serves K-12. Approximately 2,200 students are enrolled in private educational institutions for the 2019-2020 school year.

**Technical Colleges:** Moraine Park Technical College serves Fond du Lac residents in education and training for students seeking an Associate Degree, Basic Education, Community Services, Technical Diploma, or Vocational Adult classes.

**Colleges / Universities:** There are two colleges/universities in the City of Fond du Lac, Marian University and a UW - Oshkosh satellite campus. Marian University is a private, 4-year institution, while UW - Oshkosh FDL campus is a two-year program which operates guaranteed transfer to any 4-year university in the University of Wisconsin system.

## COMMUNITY FACILITIES (see Appendix E)



## Parks/Recreation

**City Parks:** The City of Fond du Lac has 22 City parks (plus, three County Parks/Fairgrounds) serving recreation needs of residents. City-owned parks total 530 acres with Lakeside Park comprising 78% of this acreage. There are also two recreational pools within the City - the Taylor Park Pool and the Fairgrounds Family Aquatic Center. There are two dog parks within the City providing recreational opportunities for those with pets.

**City Trails:** The City of Fond du Lac has dedicated park trails, as well as three dedicated trails: Greenway Arboretum Trails, Prairie Trail, and the Brooke Street Trail. The City has a Master Plan for the Fond du Lac LOOP as well as a Bike-Pedestrian Plan to expand trail development and access.

## Public Safety, Health & Welfare

**Police Department:** The Fond du Lac Police Department consists of 73 sworn officers and 8 personnel whom provide public safety services to the City. The police department is currently undergoing a space and facilities planning effort to more efficiently utilize space in providing services to residents. Police calls in Fond du Lac displayed a slight increase from 2010-2019, averaging 58,805 calls per year. This represents an increase of 8.8% over the time period.

**Fire / Rescue:** Fond du Lac is a combined Fire and Emergency Medical Services Department, meaning both career paramedics and firefighters serve the community in the Department. Based on most recent data, 67 persons staff the Fire/Rescue Department across three stations. The Fire/Rescue Department's service area includes the City of Fond du Lac; the Village of Brownsville; the Towns of Byron, Empire, and Fond du Lac; and Quad Graphics. Between 2015-2018, responses for the Department averaged 6,261 per year across all areas served.

**Lakeside Municipal Court:** Municipal court services for Fond du Lac is located at 16 Garfield Street in North Fond du Lac.

**Fond du Lac County Jail:** The Fond du Lac County Jail is located at 63 Western Avenue in the City of Fond du Lac, with a capacity of over 300 persons. The jail employs 73 total staff in administration, jail services, and kitchen staff.

**Fond du Lac Secure Detention:** One of only 13 facilities in the State, Fond du Lac County Secure Detention is located at 180 S Macy Street in the City of Fond du Lac, with a capacity of over 27 youth in need of placement.

**Healthcare Facilities:** There are two healthcare systems that serve the City of Fond du Lac, SSM Agnesian and Aurora Healthcare. 24-hour, seven day a week emergency medical services are provided at St. Agnes Hospital of SSM Agnesian Healthcare.

## Utilities

**Electric:** City electric service is operated by Alliant Energy, which serves both generation and distribution. Alliant Energy has recently expanded renewable energy generation facilities in the area, notably adding a 1,000 megawatt solar generation facility outside of the City. Energy transmission in the area is owned and operated by ATC, although there are no current projects within the City of Fond du Lac.

**Refuse/Recycling Collection:** Waste disposal and refuse collection is provided through the City's Solid Waste Division, providing curbside collection for residents. Waste Management operates a transfer station at 1207 S Hickory Street in the City. Collection of recyclable is also contracted through Waste Management Solutions.

**Natural Gas:** In addition to electric service, natural gas is also provided and distributed by Alliant Energy.

**Telecommunications:** Cellular and mobile service is provided to residents throughout the City by Verizon, Sprint, T-Mobile, AT&T, Cellcom, and U.S. Cellular. Satellite high-speed internet can be obtained through HughesNet, Skycasters, and Viasat, while traditional wired and wireless broadband internet access is available through Cellcom, Bertram, AT&T, and Charter Communications.

**Stormwater:** There is no stormwater utility in the City. Stormwater is addressed through the capital improvement plan and guided by City ordinance.

## Other Government Facilities

- |                                 |                              |                          |
|---------------------------------|------------------------------|--------------------------|
| » City County Government Center | » FDL Public Library Express | » Downtown Parking Lots  |
| » Fond du Lac Senior Center     | » City Water Utility         | » Downtown Parking Ramps |
| » Public Library (Main)         | » City Wastewater Treatment  | » Post Office            |

# INTERGOVERNMENTAL COOPERATION

## ISSUES & OPPORTUNITIES

### School Districts



*The success of the City as a desirable place to live is tied to the success and reputation of the school districts, and there are many ways that the City and the School Districts depend on each other and collaborate with each other to meet community needs.*

### Growth into Townships



*The 2017 Cooperative Plan outlines City's growth areas. When Fond du Lac annexes existing town lands, it will inherit responsibility for many streets and properties built to rural standards. Streets without curbs, storm sewers, or sidewalks will gradually be improved to include those features, over decades. Homes built without public sewer or water service will gradually be converted to include public services. In some cases it may make sense to pursue street reconstruction to urban standards, or sewer and water extensions, prior to annexation.*

## Intergovernmental Cooperation Goal #1

Work closely with neighboring jurisdictions and other governmental entities to achieve sustainable development patterns, and enhance the efficiency and quality of public services.

### Policies

**#1-** Enforce, abide by and maintain existing intergovernmental/cooperative agreements with neighboring jurisdictions to provide predictability for property owners, avoid municipal boundary disputes, and plan for efficient provision of public facilities and services.

**#2-** Work closely with the Fond du Lac and North Fond du Lac School Districts to foster communication, relationships, and knowledge about facility planning and other district activities/efforts that impact Fond du Lac residents.

### What school districts serve City of Fond du Lac residents?

School districts are separate governmental entities with their own boundaries and taxing authority. The Fond du Lac planning area includes two school districts. The Fond du Lac School District covers the majority of the planning area and serves residents in five different jurisdictions. The North Fond du Lac School District serves a small northwest portion of the planning area west of Interstate 41, and serves residents in five different jurisdictions.

**#3-** Work with other governmental entities (e.g. East Central Wisconsin Planning Commission, Wisconsin Department of Transportation, Department of Natural resources, Municipalities with Lake Access, etc.) to implement policies that further City objectives and reinforce City plans.



## Actions

1. Schedule a working session with each School District, involving elected officials and key staff for both the City and the School District, no less than annually to discuss issues of concern and opportunities for collaboration.
2. Review the 2017 Cooperative Plan at least every five years to determine if amendments are needed to match shifting priorities or new challenges.
3. City staff will meet with representatives from each adjacent jurisdiction during the annual process to update the City's Capital Improvement Plan, and to coordinate projects as appropriate.
4. Attend Intergovernmental Cooperative Plan Advisory Committee meetings annually or as requested per the Cooperative Plan agreement.
5. Review the 2020 Wastewater Agreement at least every five years to determine if amendments are needed to match shifting priorities or new challenges.
6. Meet with the East Central Wisconsin Regional Planning Commission as necessary to expand the urban service area consistent with this Comprehensive Plan and when considering major land use planning updates to this plan.
7. Coordinate with all adjoining jurisdictions during outdoor recreation planning to seek complementary recreation investments where service areas overlap and work to avoid duplication of unique amenities.

## ISSUES & OPPORTUNITIES

### Coordination and Efficiency



The proximity of urbanized areas in other communities raises the importance of, and opportunity for, cooperative planning and resource sharing. Investments in parks and recreation amenities and emergency services are especially ripe for finding solutions that improve lives and neighborhoods in multiple communities. Inadequate communication can result in missed opportunities to leverage projects for the benefit of residents across the region.

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## 2020 SNAPSHOT: Intergovernmental Cooperation

### Surrounding Units of Government (included in the Cooperative Plan)

In 2017, the City of Fond du Lac entered into a cooperative/boundary agreement with all neighboring units of local government except for the Village of North Fond du Lac. This cooperative agreement is consistent with all Comprehensive Plans, as well as this plan, and allows for both predictable growth and provision of services to all municipalities. Importantly, there is no schedule for attachment of lands within the City's growth area - instead annexation or attachment is based on response to the need for specific lands to be developed in ways that will promote collaborative goals. Reimbursement for new capital expenditures (e.g., new roads) are a part of the agreement - though only for the creation of new infrastructure, not routine maintenance or repair. Additionally, the City has waived the right to Extraterritorial Jurisdiction in all jurisdictions party to the Cooperative Plan, except for lands in the designated City Growth Areas. To guide this Cooperative Plan, two (2) members from each community serve on an Intergovernmental Cooperative Plan Advisory Committee.

**Town of Byron:** Working to preserve rural and natural character of the Town, this agreement designates growth areas in places that have already seen development, and already have access to available municipal services.

**Town of Empire:** Limiting areas of development to preserve rural character and large agricultural districts, the Town has prioritized growth and development as only in areas that are immediately adjacent to existing development.

**Town of Fond du Lac:** As a community that is seeing growth and development, especially in key transportation corridors, the Town's growth and development largely overlap with and support City growth priority areas. These areas focus on larger economic development sites whose location makes them likely candidates for either commercial or industrial uses through the life of the agreement.

**Town of Friendship:** With focus on rural nature and community character, the Town of Friendship opted not to expand or add any growth areas that were not already identified in official documents, instead focus on preserving those areas that allow the Town to exist as a rural community.

**Town of Taycheedah:** Much of the Town is outside of the City's growth area and are prioritized for preservation and agricultural use. Lands near existing development and closer to the City of Fond du lac may see residential and commercial development.

### Other Jurisdictions

**Village of North Fond du Lac:** While not a party to the City-Town Cooperative Plan, the Village of North Fond du Lac does have one cooperative boundary agreement with the Town of Fond du Lac. There are limited standing service agreements between municipalities, however the Village's wastewater is treated at the City's treatment facility.

**Fond du Lac County:** The City maintains an ongoing relationship with the County - communicating frequently on joint efforts, emergency preparedness, and County-wide initiatives (e.g. City and County Housing Authority).

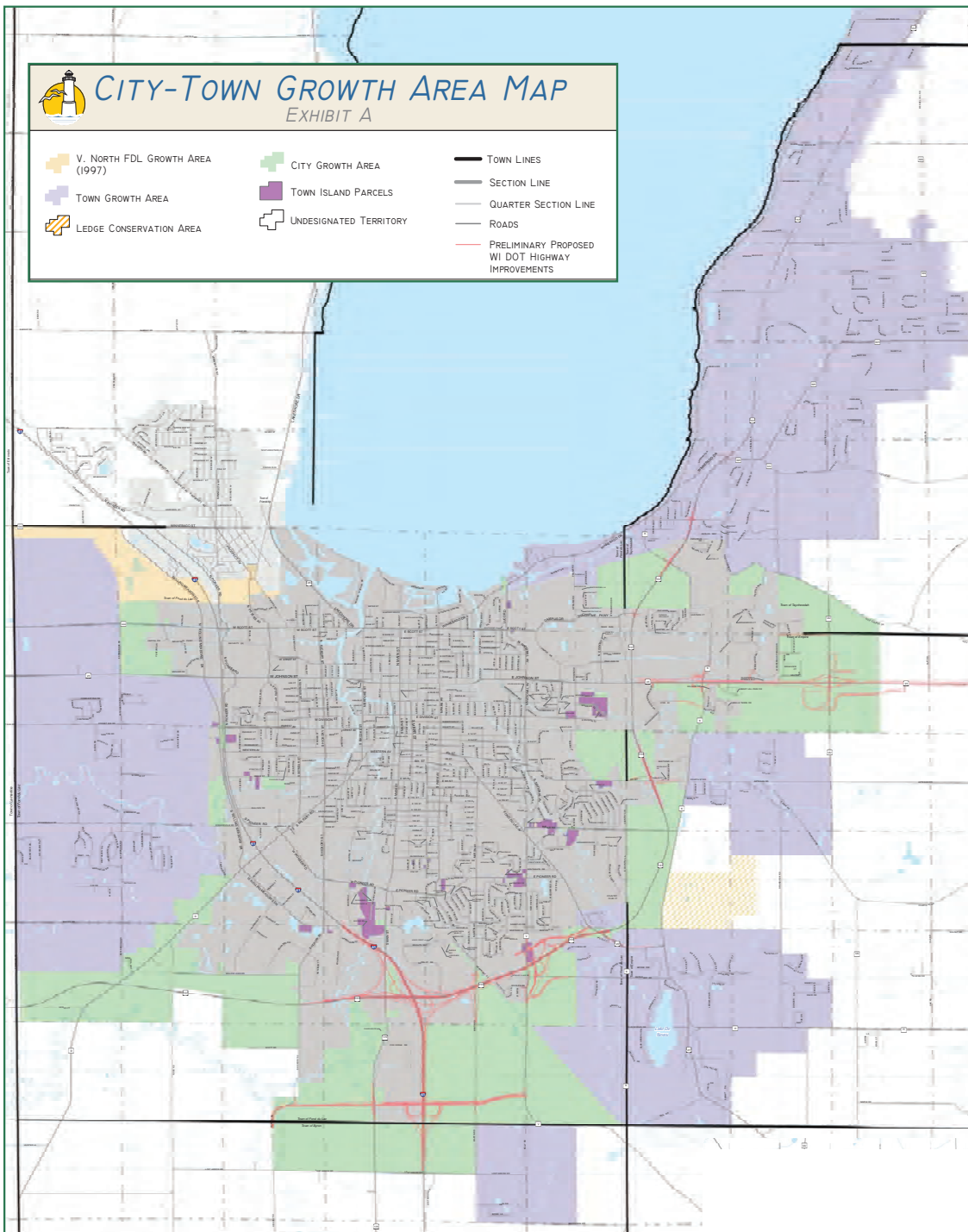
**Fond du Lac School District:** The school district serves all of the City of Fond du Lac and portions of several surrounding communities, including all of the towns also party to the Cooperative Agreement. The School District and the City of Fond du Lac have each invited someone representing the other jurisdiction into critical planning processes, including this comprehensive plan.

**Fond du Lac Area Metropolitan Planning Organization (MPO):** The City coordinates regularly with the East Central Wisconsin Regional Planning Commission - designated MPO for the Fond du Lac urban area - on a variety of regional transportation planning issues, including a long-range transportation/land use plan.

**East Central Wisconsin Regional Planning Commission (ECWRPC):** ECWRPC serves as the advisory body to the Wisconsin DNR in recommending amendments to Fond du Lac Urban Service Area boundaries. In addition, ECWRPC provides valuable demographic services, research, and special studies to assist municipalities across Fond du Lac County - along with Menominee, Shawano, Waupaca, Outagamie, Waushara, Winnebago, Calumet, Marquette, and Green Lake Counties with their planning efforts.

Urban service areas are identified in ECWRPC's Sewer Service Area Plan which provides a policy framework and guidance for state and local water quality management.

## CITY BOUNDARY AGREEMENTS &amp; EXTRATERRITORIAL JURISDICTION



## Emergency Management Agreements

Fond du Lac Fire/Rescue has a service agreement to serve the City of Fond du Lac and the Towns of Byron, Empire, Fond du Lac and Taycheedah. Additional mutual aid agreements are in place for portions of the City of Fond du Lac that are served by the Town of Fond du Lac Volunteer Fire Department. The City provides ambulance service to a portion of the Towns of Fond du Lac and Empire. Any land that is annexed by the City under the Cooperative Plan will transition to services provided directly by the City on the date of annexation.



## ISSUES & OPPORTUNITIES

### Attracting Workforce



*Prior to COVID-19, unemployment rate was extremely low and local employers reported have unfilled roles. Given these conditions, economic development professionals have been focused on workforce attraction and workforce development. This focus is consistent with a strong national economic development trend towards attracting people first and businesses second.*

### Attracting and Retaining Business



*Many stakeholders have noted a desire to attract and grow industries that are growing in the wider economy especially those with higher-paying jobs. While the challenge of workforce availability is currently inhibiting a focus on employer attraction, economic shifts will likely change this perspective.*

## ECONOMIC DEVELOPMENT GOAL #1

City residents will have the skills to achieve personal success and financial stability, and employers will have access to skilled staff to maintain and expand business development initiatives.

### Policies

- #1-** Support proactive communication between educational institutions and area employers in determining and filling appropriate local skills and needs.
- #2-** Residents will have access to a variety of training and support resources to support employment skills and job preparedness.
- #3-** Employers will be actively engaged in career-advancement and workforce development efforts including internships, apprenticeships and workshops.
- #4-** The City will work together with the Fond du Lac School District, Downtown Fond du Lac Partnership, Envision Greater Fond du Lac, post-secondary educational institutions and other entities to ensure job skills training is provided to prepare students for careers in Fond du Lac.

### Actions

- 1.** Work with Envision Greater Fond du Lac to review and update on an annual basis a comprehensive list of skills and training resources available through all community partners and programs, and host this list prominently on the City's website.
- 2.** Encourage Envision Greater Fond du Lac to conduct an annual survey of employers and entrepreneurs to identify hiring and retention needs as well as business support needs. The City will identify areas to provide assistance, including sharing this information with the community and support/training institutions.
- 3.** Consider an annual job fair that focuses on employment for residents without a post-secondary education. Encourage partnerships with new employers, and integrate educational opportunities on resume creation, interview skills and other job skills that benefit all community members.
- 4.** Facilitate enhanced partnerships between Envision Greater Fond du Lac and the Fond du Lac School District to coordinate activities in support of the local economy, including:
  - a.** Ensure that courses in computer science, information technology, entrepreneurship and financial literacy are regularly offered at the middle school and high school levels. Consider adding INCubatorEDU curriculum – North Fond du Lac School District initiated this program in 2018.

**INCubatorEDU** - A national program that provides a specialized curriculum to hundreds of member schools in over a dozen states - will provide online instruction materials, consultation on how the classroom is designed, a coaching and mentoring framework, and professional development resources for the year-long course.

- b. *Incorporate into the curriculum skills and information specifically pertinent to the City's target employment sectors.*
- c. *Hold at least two events each year to help facilitate a discussion between teachers and employers about local hiring needs and skill requirements.*
- d. *Encourage and support student involvement in the IGNITE! Youth Idea Challenge.*
- e. *Form and support student business groups and clubs.*

## ECONOMIC DEVELOPMENT GOAL #2


The City will attract, expand and diversify the local economy.

### Policies

**#5-** The City should have a supply of development and redevelopment sites ready for new business investment. This should include infill sites that have been cleared and cleaned (if necessary) and growth area sites that are already served with public utilities.

**#6-** Continue to develop and manage the City's industrial and business parks to promote employer retention and expansion, as well as provide opportunities for new development.

**#7-** The City of Fond du Lac, in reviewing development projects, will seek to maintain a balance between the needs of the community and the needs of the developer.

**#8-** Support locally-owned businesses, small-/micro-businesses and start-up businesses. 

**#9-** Promote programs and initiatives that support entrepreneurship and remote/freelance employment (e.g, home-based businesses, co-working spaces, business incubators, business accelerators and makerspaces), such as IGNITE! Business Success.

**IGNITE!** - Business Success connects aspiring, emerging and established businesses in Fond du Lac County to a robust network of entrepreneur resource providers who can help with business planning, capital resources or financing, entrepreneurial training, market research services, access to peer networks and mentors, and much more.

## ISSUES & OPPORTUNITIES

### Room for Growth



Highway access and space to grow (per the 2017 Cooperative Plan) gives Fond du Lac an advantage in business growth. The City has over 250 acres available in the three business and industrial parks.

## VOICES FROM THE COMMUNITY

### Incentives

The Community Survey asked people if they believe the City should direct more local tax dollars, through marketing, incentives, etc., to help spur job growth. Of those with an opinion, over two-thirds (68%) "agreed" or "strongly agreed" with directing more money toward job growth.

**71%**

of survey respondents agree or strongly agree with supporting start-up facilities to foster entrepreneurship.

## VOICES FROM THE COMMUNITY

### A Good Place for Business

Focus group discussions on economic development identified Fond du Lac as a good place for business because the City:

- Is centrally located to major business centers
- Has a strong and collaborative education system
- Is in a prime location near a major transportation network
- Has existing chain businesses that draw in consumers

### Challenges

Focus group discussions with business owners, local youth, and the Community Survey identified conditions that impact business growth (some are current challenges, some are future concerns):

- Downtown feels like it is struggling Zoning code needs flexibility to respond to development needs
- Long permitting and public engagement processes
- Workers struggle with mobility, transportation, and childcare
- Attracting and maintaining a diverse workforce
- Civic and community identity/pride
- Big-box vacancy/volatility; consumers go elsewhere

**#10-** The City's identity and positioning within the region will be consistent, clearly defined and marketed to promote local economic development initiatives.

**#11-** The City will be an active partner with regional economic development entities, especially Envision Fond du Lac, with particular focus on workforce training initiatives and efforts to help local employers gain access to new markets.

**#12-** Promote the City's natural resource advantages (e.g., Lake Winnebago) to promote tourist spending and business attraction within the region.

### Actions

**5.** *Collaborate with Envision Greater Fond du Lac to proactively communicate, discuss needs and receive feedback from area businesses. Use these conversations to continually refine services and resource referrals.*

**6.** *Create and maintain an inventory of available sites for development and redevelopment, updated on a biannual basis.*

**7.** *Coordinate with Envision Greater Fond du Lac to provide annually updated community data that can be used in marketing toward target businesses that provide living-wage employment opportunity.*

**8.** *Co-host with Envision Greater Fond du Lac an annual business workshop for local business leaders, employers, entrepreneurs, economic development professionals, and City staff to discuss current issues. Work to be inclusive of all business and economic development stakeholders of the community.*


**9.** *Conduct an incubator feasibility study that will determine potential use of a facility, likely locations for a facility, and whether the facility should cater to a specific industry sector.*


## ECONOMIC DEVELOPMENT GOAL #3

Business investment will support the health and vitality of the Fond du Lac community.

### Policies

**#13-** Support business development initiatives that increase diversity of entrepreneurs, business types and the workforce, as well including access to culturally-specific needs.

**#14-** Encourage new business development within areas easily accessible by the City's transportation network, including considerations of public transit access. 

**#15-** Attract, support and retain businesses that fill and/or redevelop vacant properties in the downtown and key corridors. 



- #16-** The City, through the Redevelopment Authority, may acquire property in order to control and accelerate redevelopment of key sites.
- #17-** Where necessary to advance redevelopment initiatives, the City may actively facilitate and consider funding assistance to help relocate a willing business to a more suitable location within the City.
- #18-** The City will support new office and industrial development by expanding and extending access to utility and transportation infrastructure, where needed.
- #19-** Financial incentives for business development will support one or more of the following criteria:
- Increases the tax base without adding significant service costs.
  - Improves existing neighborhoods through redevelopment and/or expanded access to employment and services.
  - Adds affordable and workforce housing units.
  - Creates new living-wage jobs at or above MIT's living wage calculation for the Fond du Lac Metro Area.
  - Supports small businesses.
  - Improves conditions that will attract future quality development, such as a catalytic project in a new redevelopment area.
  - Provides public amenities in a relevant location, such as pocket parks not otherwise required, etc.

### What is a living wage?

The living wage identifies the necessary income (minus payroll taxes) to cover an individual's or family's likely food, childcare, health insurance, housing, transportation and other basic necessities (e.g. clothing, personal care items, etc.). Based on MIT's Department of Urban Studies and Planning, Fond du Lac's 2019 annual living wages are shown on the right.

<u>1 Adult:</u>	<u>\$11.17</u>	<u>2 Adults:</u>	<u>\$ 8.84</u>
w/ 1 Child:	\$24.10	w/ 1 Child:	\$13.23
w/ 2 Kids:	\$28.75	w/ 2 Kids:	\$15.75
w/ 3 Kids:	\$35.58	w/ 3 Kids:	\$18.20

source: <https://livingwage.mit.edu/metros/22540>

- #20-** Support affordable and workforce housing initiatives that expand economic opportunities for City residents of all income levels, especially income-limited individuals/families.
- #21-** Support childcare and after-school/summer programming that meets the needs of income-limited employees.
- #22-** The City will actively support festivals, recreational and community events that attract visitors and spending at local businesses.

## Actions

- 10.** Review and revise Tax Increment Finance policy to prioritize business attraction, retention and expansion that is consistent with Policy 19.
- 11.** Collaborate with Envision Greater Fond du Lac to conduct a biennial survey of large employers to determine trends in housing and transportation need that support a growing workforce.
- 12.** Continue to implement plans that further economic and neighborhood vitality consistent with the City's vision, including the Downtown Market Plan, Downtown Exploratory Committee Report, Placemaking Strategy, and other relevant plans.

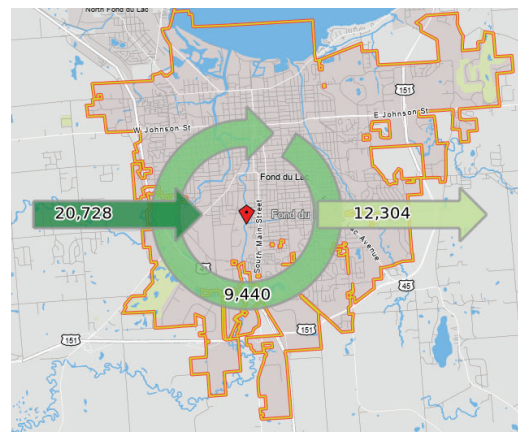
## 2020 SNAPSHOT: ECONOMIC DEVELOPMENT

*Economic development activities play a key role in the quality of life of the community and the long term viability of the City. This economic development snapshot explores the City's current environment, and inventories efforts that support economic development in the community.*

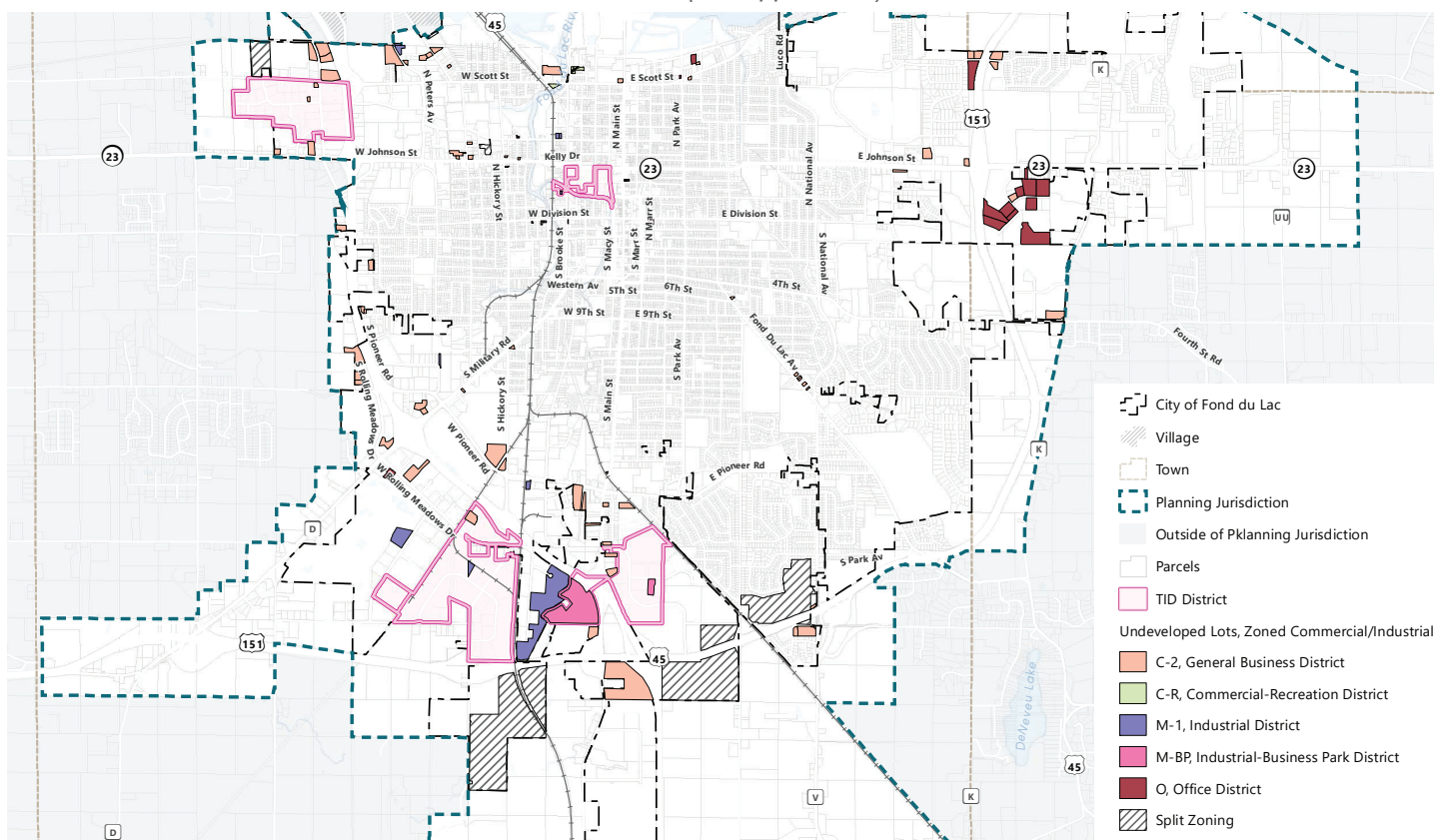
### TOP 5 GROWTH INDUSTRIES (2000-2017)

Industry	% Increase
Information	56.3%
Finance/insurance, real estate, rental/leasing	30.3%
Agriculture, forestry, finshing and hunting, mining	27.2%
Arts, entertainment, recreation & accomodation/food service	9.7%
Education services, health care/social assistance	5.4%

### COMMUTING PATTERNS



### ECONOMIC DEVELOPMENT SITES AND DISTRICTS (see Appendix E)



### BUSINESS AND INDUSTRIAL PARKS

#### Southwest Industrial Park



**Total Size:** 202 acres  
**Available Sites (Acres):** 2 (16.8 acres)  
**Cost per Acre:** \$26,000

#### West Industrial Park



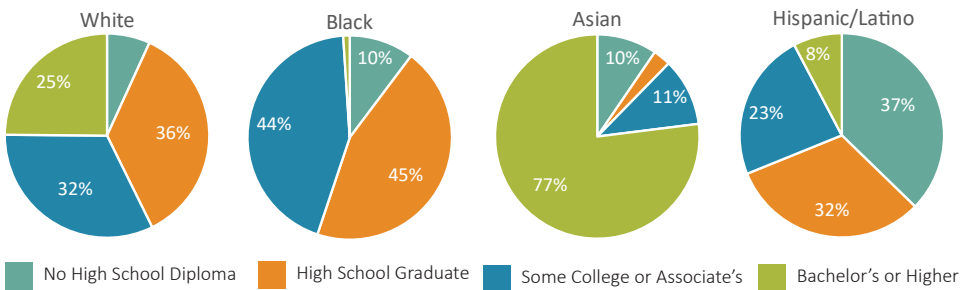
**Total Size:** 70 acres  
**Available Sites (Acres):** 2 (2.015 acres)  
**Cost per Acre:** \$26,000

#### Fox Ridge Business Park



**Total Size:** 276 acres  
**Available Sites (Acres):** 34 (237 acres)  
**Cost per Acre:** \$32,000 - \$50,000

## EDUCATION ATTAINMENT for Population Age 25 and Over



## Local Resources

- » Industrial Revenue Bonds
- » TIF Districts
- » Downtown Loan Programs

## Educational Training

- » Fond du Lac School District
- » UW - Fond du Lac
- » Moraine Park Technical College
- » Marian University
- » Fox Valley Workforce Development Board
- » ADVOCAP

## State/Federal Programs

- » WEDC
- » CBDG
- » Community Development Zones
- » Rural Economic Development (RED) Early Planning Grant Program
- » WI Development Fund (WDF)
- » Transportation Facilities Economic Assistance and Development Program
- » Opportunity Zones
- » Focus On Energy

## EMPLOYMENT BY INDUSTRY

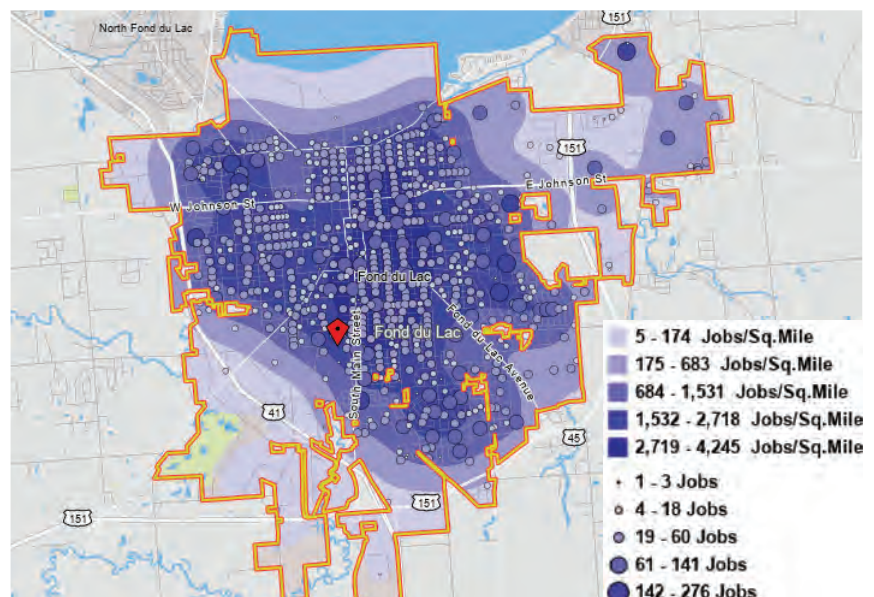
Source: 2013-2017 5-Year ACS Estimate

Industry	City of Fond du Lac	Fond du Lac County
Agriculture, forestry, fishing and hunting, mining	1.5%	4.0%
Construction	5.0%	7.1%
Manufacturing	25.1%	23.6%
Wholesale trade	1.8%	2.1%
Retail trade	10.2%	10.5%
Transportation and warehousing, utilities	4.3%	4.3%
Information	2.6%	1.8%
Finance/insurance, real estate, and rental/leasing	6.0%	5.3%
Professional, scientific, management, administrative and waste management services	6.0%	5.2%
Educational services, health care/social assistance	20.2%	20.4%
Arts, entertainment, recreation, & accommodation/food services	8.6%	7.2%
Other services, except public administration	5.1%	4.6%
Public administration	3.6%	4.0%

## TOP 20 EMPLOYERS , 2018

Major Employers	
Mercury Marine	1,000+
Agnesian Healthcare Hospice	1,000+
Agnesian Healthcare	1,000+
Moraine Park Technical College	1,000+
Mand Plumbing	500 - 999
C D Smith Construction	250 - 499
Wescot Sportsmen's Club	250 - 499
Fives Machining Systems	250 - 499
JF Ahern Co	250 - 499
Argus Rehabilitation	250 - 499
Holiday Automotive - Ford	250 - 499
Sadoff Iron & Metal Co	250 - 499
Walmart Supercenter	250 - 499
Mike Shannon Automotive	250 - 499
Marian University	250 - 499
Taycheedah Correctional	250 - 499
Fond du Lac Lutheran Home	250 - 499
Tarfa Terrace Assisted Living	250 - 499
Mid-States Aluminum	250 - 499
Verve Credit Union	250 - 499

## EMPLOYMENT DENSITY





## ISSUES & OPPORTUNITIES

### Home Affordability



*Large-scale economic trends are bringing housing affordability into focus. Over the last 50 years middle income households have seen 10% increase, while inflation-adjusted housing costs have risen roughly 50% for rental housing and 70% for homeownership in that period. Locally about 23% of owners and 43% of renters in Fond du Lac pay more than 30% of the Area Median Income (which is the affordable threshold).*

### Attracting Young Adults and Families




*Attracting families is important to the local economy and to maintain the quality of life present in Fond du Lac. A concerning metric identified more than half (56%) of survey respondents likely to move in the next five years will not remain in (or move to) the City.*

## HOUSING GOAL #1


The City will achieve balanced neighborhoods with a mix of housing types and price-points that provide suitable housing for everyone.

### Policies

- #1-** New neighborhood and subdivision development should include a wide mix of housing types and densities.
- #2-** Support gradual increases in density that allow homeowners to age in place and homebuyers to generate additional income (e.g., twin-homes, accessory dwelling units, and other split owner-occupancy/tenancy dwelling types). 


#### What is the benefit of increasing density within existing neighborhoods?

Accessory Dwelling Units (ADUs) can respectfully increase density in built environments without changing the character of the neighborhood. ADUs can be a separate cottage in side/rear yard, apartment in the basement, a space above a garage or a unit attached to the home. While financing can be difficult, ADUs allow homeowners to create an additional dwelling unit on their own property for family members, caretakers, and friends who are in need of housing. They are also commonly used by aging households to “downsize” their own housing, while maintaining ownership of the property as either an income-generating rental, or housing for family members serving as caretakers later in age.

- #3-** Locate workforce and affordable housing in places with good walking access to jobs and shopping and/or where public transportation is available or planned. It should not be concentrated in any single neighborhood. 
- #4-** Pursue opportunities to purchase and assemble property, as appropriate, to support the housing needs of the community.
- #5-** Encourage the development of housing in every neighborhood for people of all abilities. This includes, for example, the use of universal design principles in new housing.

#### What is Universal Design?

Universal Design is an approach to the design of the physical environment that allows access and use by anyone, of any ability. It includes accessibility features as required by the American Disabilities Act, such as wider doorways, door openers, at-grade entries and grab bars in bathrooms, with a focus on having one set of features for everyone. It also includes design for intuitive use without the need for instructions and elements helpful to people with limited hand dexterity such as lever door handles and rocker light switches. Universal design principles can be applied to any housing unit, even if not required by law or specifically intended for senior residents.

**#6-** Encourage facilities that allow residents to age-in-place, including neighborhood-based senior living communities of all assistance levels and second unit options/additions on owner-occupied property. 

**#7-** Encourage owner-occupied (multi-tenant) rental properties, including providing them with new landlord and property maintenance resources.

### What are owner occupied units?

One of the best tools to generate wealth is through homeownership, but low- and moderate-income earners seeing housing become less affordable as costs to enter the ownership market are rising. Owner-occupied rentals help fill some of that financing gap by allowing purchasers to buy a small multi-unit home (4 units or less), and lease out the other units to generate income and offset housing costs.

## Actions

1. Utilize the annual Housing Affordability Report to track key market trends and metrics that can be reported to City leadership, creating a baseline and measure of potential program/development impact.
2. Prepare a detailed housing study that evaluates all aspects of local housing market conditions as a tool to better understand specific needs (e.g. cost, age, structure type, location, etc.).
3. Address housing affordability through the following strategies:
  - a. Underwrite quality, affordable housing initiatives that leverage local gap financing when it will assist in securing other public and private sources of equity (e.g., Section 42 tax credits) at least annually.
  - b. Create an Affordable Housing Fund that can be used to support a variety of affordability initiatives. Sources of money include but are not limited to the City's general fund, private donations, and TIF districts ready for closure (per state statute, district closure can be delayed one year and all funds collected in the bonus year may be used for affordable housing anywhere in the City).
  - c. Review and amend the zoning ordinance as appropriate to enable the development of housing formats that limit cost, including smaller lots, smaller homes, attached units and "cottage court" clusters of detached homes. Identify locations for these formats in neighborhood plans for new and existing neighborhoods.
  - d. Help promote the availability of down payment assistance programs through digital media.

## VOICES FROM THE COMMUNITY

### Quality and Tenure of Housing Stock

The Community Survey asked people about the supply of housing option in the City. While most responses indicated a healthy housing stock, roughly a quarter of the respondents (27%) indicated the overall quality of housing stock is "poor". There is strong overall support for increased affordable homeownership options in the community; however, a third (32%) of homeowners disagreed or strongly disagreed that the City should support rental affordability efforts.

**75%**

of all survey respondents who are currently renters are concerned about affordability

### Building on Strengths

Focus group discussions on housing identified the following:

- Neighborhoods are close-knit and support community members
- Homeownership opportunities exist for moderate-income households
- The City is safe with plenty opportunities for families
- Community location creates easy access to other areas

## ISSUES & OPPORTUNITIES

### Diversity of Housing Stock



*Having a diverse mix of housing types with well-designed buildings and developments within each neighborhood is vital to the long-term health of the neighborhood and the City as a whole. This includes low- to high-density units inclusive of rental and homeownership.*

### Neighborhood Revitalization




*The distribution of housing types in a community and the design of individual projects have a huge impact on the quality of life and equity in the community. Infill redevelopment projects need careful design to achieve a comfortable fit for the new uses within existing neighborhoods.*

4. *Encourage and support reinvestment in existing housing, including:*
  - a. *As housing needs evolve, continue to assess revolving loan fund needs for housing rehabilitation as well as potential funding streams. The funds can be used to support reinvestment in single- and multi-unit building.*
  - b. *Continue to work with developers experienced with rental housing renovation and the Redevelopment Authority to pursue State and Federal 4% tax credit funded renovation of aging units to reinvest in units while protecting their affordability.*
  - c. *Look for opportunities to work with partners/owners of Low-Income Housing Tax Credit (LIHTC) developments that are nearing the end of their affordability period, partnering to extend affordability for longer timeframes.*

## HOUSING GOAL #2

The City will maintain quality-housing options as part of safe and healthy neighborhoods for all residents.

### Policies

- #8-** Review and approve housing development proposals based on consistency with the Land Use chapter of this Plan, including the Future Land Use Map and associated policies.
- #9-** Ensure both homeowners and landlords are aware of program and financing options for upkeep on properties, including energy efficiency. 
- #10-** Support a clear and cohesive network of agencies that can assist all users of the housing market – whether lenders, tenants, landlords, or homebuyers.
- #11-** Enforce property maintenance and nuisance codes to maintain neighborhood quality and prevent blight. If a neighborhood area develops frequent property maintenance problems it may be a result of a mix of underlying conditions. The City will consider a multifaceted response that includes not only code enforcement but also City and non-profit supportive services to address underlying conditions.
- #12-** Continue to actively foster neighborhood engagement and upkeep in neighborhoods, especially those with less capital, while also investing resources to rehabilitate and revitalize housing stock in strategic areas.
- #13-** Infill development should respect the scale, proportion and architectural style of nearby homes to a reasonable extent. The City should consider strategies to actively protect areas that have been locally identified as historically important.
- #14-** Continue to encourage and support investments in neighborhoods/districts that strengthen a sense of cohesion and delineation, forming unique and distinct places throughout the City.



## Actions

5. Update the City website to promote local, neighborhood level events in support of neighborhood groups and/or associations.
6. Continue to fund annual neighborhood grant programs that will provide City monies to make small neighborhood improvements (e.g. welcome signs, public art, etc.).
7. The City will develop and share resources on green/sustainable design strategies in conjunction with the permit process (e.g., educational pamphlets that summarizes energy and water consumption strategies and provides information on Local/State energy and sustainability programs).



## HOUSING GOAL #3

Housing policies will complement economic development goals of the City, growing business and population in tandem.

## Policies

- #15- Everyone who works in the City will be able to find adequate housing in the City, whether entry-level or executive.
- #16- New housing will be located in areas with adequate access to jobs, transportation, or other daily-need amenities.
- #17- Encourage community businesses to incentivize employee relocation to Fond du Lac through employer down payment assistance and other programs, and provide matching down payment assistance funds when appropriate to eligible households.
- #18- Encourage high-density development in areas in and near downtown where there is adequate access to transit, commercial nodes, and other daily-need amenities.



## Actions

8. Work with Envision Greater Fond du Lac to develop and maintain a strategy/process to communicate with the business community on workforce needs, including how best to match those needs with housing types that will attract people to live and work in the City.
9. Consider code amendments to enable development of lower-cost housing types and forms in all neighborhoods (e.g. smaller lot sizes, small homes, attached unit housing, "cottage courts", and other styles of development) that meet the needs of the workforce.
10. Amend the City's ordinances to allow accessory dwelling units (with appropriate standards), for the purpose of increasing housing choice, increasing density, accommodating different household types and increasing affordability. Encourage this as part of new neighborhood development, during initial unit construction and site design.

## VOICES FROM THE COMMUNITY

### Influencing Factors to Where People Live

The community survey asked respondents to identify the factors that influence their decision to where they live right now. The top responses were:

1. Price / Affordability (77%)
2. Safety/Low Crime (75%)
3. Work (55%)
4. Schools (51%)
5. Family / Friends (48%)

### Challenges

Focus group discussions and the Community Survey identified conditions that impact housing and overall growth of the community (some are current challenges, some are future concerns)

- Attracting young professionals is difficult
- Zoning code needs flexibility in new housing type options
- Diversity, equity and inclusion initiatives needed to support all residents
- Neighborhood empowerment and stabilization key to strengthening healthy housing
- Neighborhoods need mixes of housing types, tenures and costs
- 56% of survey respondents that plan to move in the next 5 years would not stay in (or move to) the City.
- Top two reasons survey respondents do not live in the Fond du lac are safety/crime and higher property taxes in the city..

## 2020 SNAPSHOT: HOUSING

The following numbers illustrate those conditions in Fond du Lac most relevant to the formation of housing goals and policies for the next 10 years.

**19,430** - The number of housing units as of 2018.

**60%** - The percentage of units that are single-family detached housing, compared to 71% for the County. As costs continue to rise for new construction, these unit types may become increasingly unaffordable and households may need to look for new options in the housing market.

**59%** - The percentage of all units that are owner-occupied, based on the American Community Survey (ACS). This is unchanged over the past decade - and indicates stability in unit occupancy types year-to-year.

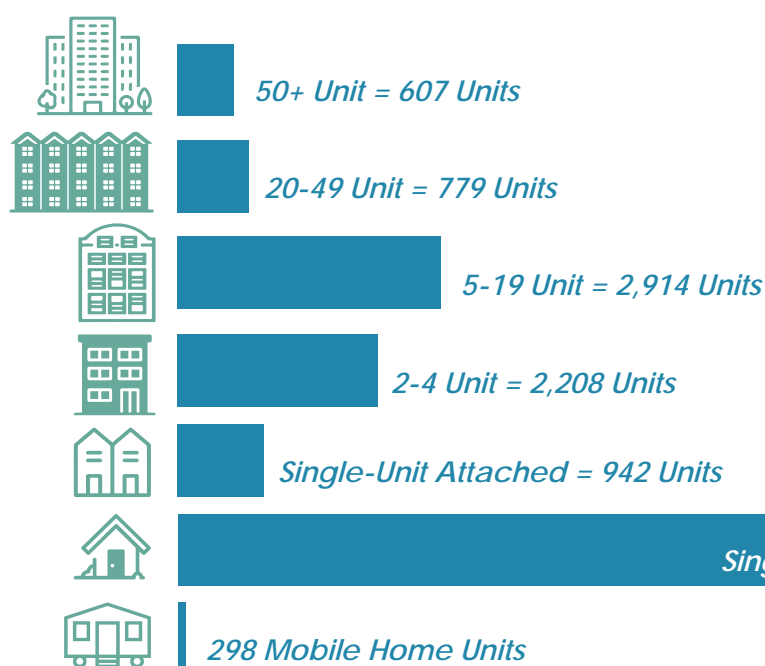
**5%** - The percentage of all units that are attached units (e.g. townhomes, twinhomes), based on ACS surveys. Attached and two-unit building forms are becoming more common, and are important to adding gradual density in land use decisions.

**35%** - The percentage increase in the median owner-occupied home value since the market bottom in 2012 - representing a strong sellers real estate market for all types of homes in the City.

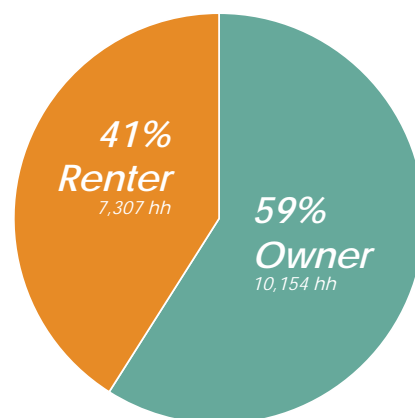
**8.3%** - The vacancy rate in 2018, which is an increase from 6.9% vacancy recorded in 2010. While owner-occupied housing is seeing tighter markets and less available units, increasing desirable rental choices is important to offer options within the housing market.

**23%, 43%** - The percentages of owner households and renter households, respectively, that pay more than 30% of their annual income on housing costs. 30% is the generally recognized housing "affordability limit" for households before budgets are cut for other essentials - food, healthcare, childcare, etc. These can be thought of as "families that cannot afford" housing in Fond du Lac.

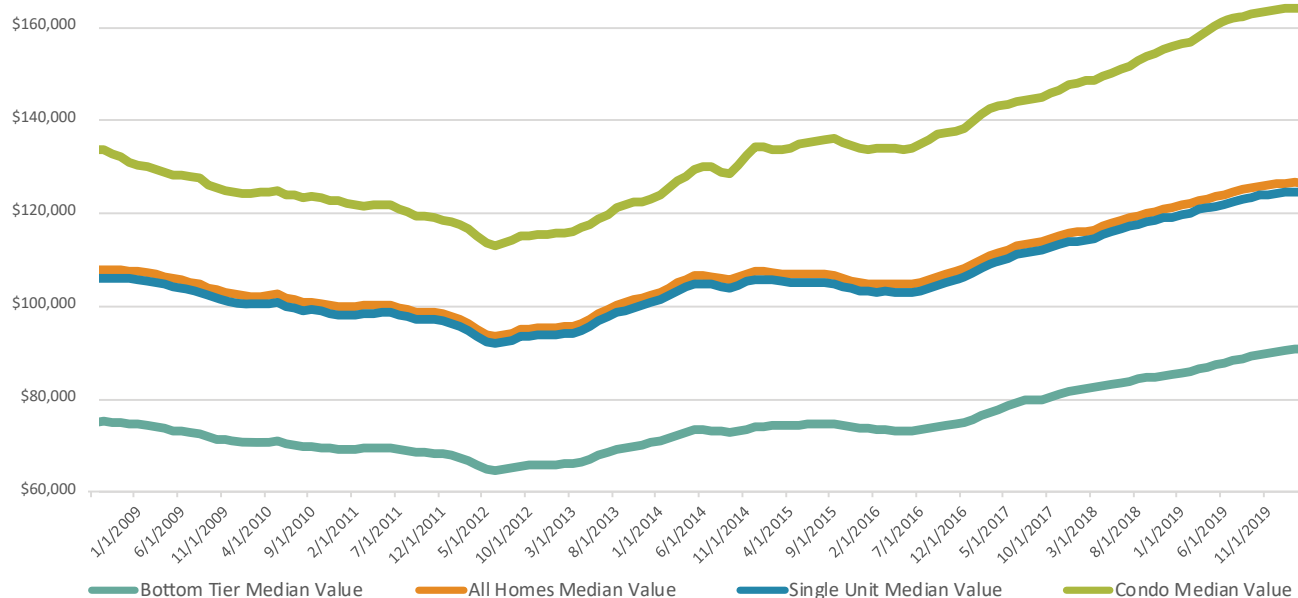
TOTAL NUMBER OF UNITS BY STRUCTURE , 2018



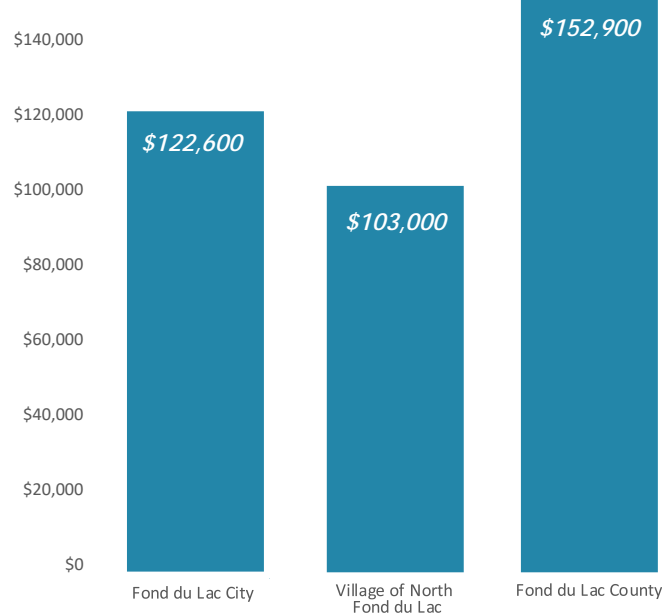
HOUSEHOLDS, TENURE



## HOME VALUE TREND, 2009-2019



## MEDIAN HOME VALUE, 2018



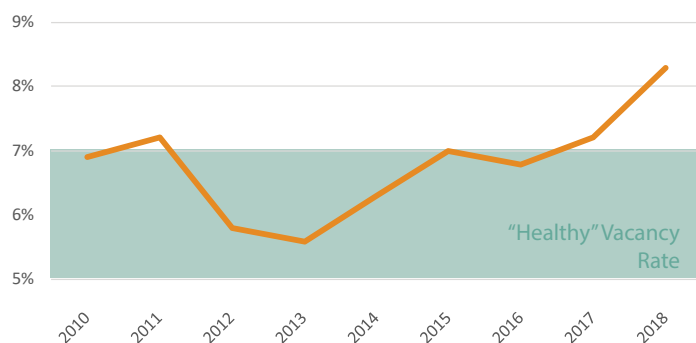
## MEDIAN VALUE BY YEAR BUILT, 2018

Year Built	Median Value
2014 or Later	\$217,500
2010 to 2013	-
2000 to 2009	\$210,200
1990 to 1999	\$178,400
1980 to 1989	\$174,700
1970 to 1979	\$136,500
1960 to 1969	\$123,500
1950 to 1959	\$110,900
1940 to 1949	\$97,600
1939 or Earlier	\$94,600

## RENTAL COST BY BEDROOM SIZE, 2018

Number of Bedrooms	Median Gross Rent	Number of Units
No Bedroom	\$629	433
1 Bedroom	\$584	1,821
2 Bedroom	\$727	3,089
3 Bedroom	\$895	1,964
4 Bedroom	\$1,321	
5 or More Bedroom	\$1,029	

## RENTAL VACANCY RATE





## ISSUES & OPPORTUNITIES

### Public Transportation



*Public transportation is integral to the overall multi-modal transportation network, providing an alternative to personal vehicles. 54% of survey respondents support public investment in public transit.*

### Bicycle & Pedestrian Facilities



*The City has pieces of a strong walking and biking network; however, there are still gaps in the network. These facilities are a desired amenity both for recreational benefits and as an alternative to using a motor vehicle. When asked about a list of 22 possible neighborhood recreation improvements, survey respondents identified "off-road walking/biking trails" as the highest priority. Additionally, the City's biking network includes very little on-street infrastructure such as marked bike lanes, route signage or bike detection at signalized intersections.*

## MOBILITY AND TRANSPORTATION GOAL #1

Create connected, livable neighborhoods that have multi-modal transportation options for all residents.



### Policies

**#1-** Move toward implementation of a complete streets network that is safe, convenient and attractive for everyone regardless of age, ability or mode of transportation.

#### What are complete streets?

Complete Streets are streets that provide safe, convenient, and comfortable routes for all users, regardless of age, ability, or mode of transportation. A network of complete streets makes the transportation network safer and more efficient for everyone, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. A "Complete Street" right-sizes infrastructure based on functional classification and traffic volumes and may include the following features: sidewalks, multi-use paths, bicycle lanes, automobile lanes, street trees, public transportation facilities, and traffic calming devices.

**#2-** Continue to promote walkable neighborhoods that provide transportation choices and convenient access in existing and future sections of the City.

**#3-** Discourage cul-de-sac streets in favor of connected streets that provide transportation flexibility and increased safety in case of an obstructed street. Additionally consider mid-block sidewalks/multi-use trail connections for pedestrians for interior streets/cul-de-sacs.

**#4-** Require active transportation connections to every development project, and encourage additional amenities (e.g., bike racks, bike repair stands, hydration stations, etc.) in developments, public parks and other public facilities where feasible/appropriate.

#### What is active transportation and how do we plan for it?

Active transportation is any self-propelled, human-powered mode of transportation, such as walking and biking.

### Actions

**1.** Continue to implement a program to identify and repair broken and standard sidewalks throughout the City.

**2.** *Track and share progress annually of achievements of the City's Complete Streets Policy. Provide annual update to Plan Commission on progress; tie update to City's yearly Capital Improvement Program budget/programming schedule.*

## MOBILITY AND TRANSPORTATION GOAL #2

**Link City residents to jobs, services and other regional amenities through a multi-modal transportation system.**

### Policies

- #5-** Continue to work cooperatively with the Wisconsin Department of Transportation, East Central Wisconsin Regional Planning Commission, Fond du Lac County and adjoining units of government in planning for improvements, especially to Interstate 41/USH 41 and USH 151.
- #6-** Maintain good access from regional highway system to the Downtown and other business/employment districts within the city, especially maintaining access from Interstate 41/USH 41 to Main Street.
- #7-** Ensure transportation systems meet the needs of local businesses and industries. Evaluate Fond du Lac Area Transit system as appropriate for performance measures/metrics and policy changes to enhance rider experience.
- #8-** Maintain the safety and efficiency of existing transportation corridors while also seeking safe and efficient travel in the City for residents.
- #9-** Connect gaps in multi-modal transportation networks that connect Fond du Lac to neighboring communities, for both off- and on-street facilities such as future connections with Old Plank Road Trail expansion (in coordination with WIS 23 Expansion and WisDOT) and possible expansion of Eisenbahn State Trail connection from Eden to Fond du Lac.
- #10-** Review infrastructure improvements based on consistency with the Bike & Pedestrian Plan.

### Actions

- 3.** *Continue to promote the need for an interchange at the south end of the Fox Ridge Business Park to WisDOT through regional transportation planning efforts.*
- 4.** *Annually plan for new connections that increase resident access to regional connections in the bike and trail network. Work with neighboring jurisdictions, WisDOT, the DNR, and other invested partners to continually expand and integrate the network.*

## VOICES FROM THE COMMUNITY

### Improved Biking

The 2019 Community Survey asked people how they would rate aspects of their section of the City - one of which was "bikeability". Of all respondents, only 50% rated the bikeability of the City as excellent or good - and some planning areas scored as low as 35%.



Wild Goose State Trail Pedestrian Bridge



Lakeside Park



Meadowbrook Boulevard with stormwater swale

## ISSUES & OPPORTUNITIES

### Shifting Transportation Technology



All communities are beginning to wrestle with the impacts of changes in technology that may change how people travel. One change that is already occurring is the growth of electric motor-assisted devices such as bikes, scooters and skateboards. These devices expand the range and speed of travel for users, but they also present a regulatory challenge – where can they be safely used? The other, more significant change on the way is the growth of autonomous vehicles. By most accounts we are on the cusp of a new era in which vehicles will gradually be able to drive themselves with limited input from riders. This could start to change things like parking needs (less), curbside pick-up/drop-off space (more), drive lane width (less), and acceptable commute distances (longer).



5. Collaborate with responsible jurisdictions to ensure roadway improvements (including County and State highways) have multi-modal aspects integrated into planning and development, or appropriate alternatives developed.
6. Continue to collaborate with the Fond du Lac MPO in updating the Long Range Transportation Plan and Transit Development Plan.
7. Evaluate the City's transit system annually, making sure the system is efficient and cost effective in meeting the demands of all City residents.

## MOBILITY AND TRANSPORTATION GOAL #3

Improve public health and safety through an integrated public transportation network.

### Policies

- #11 - Seek to minimize conflicts between motorized and non-motorized traffic by improving street crossings, using off-street paths, and implementing protected lanes where appropriate. Prioritize investment where they will serve the daily needs and interests of residents by improving access to daily destinations such as jobs, schools, grocers, medical services, etc. 
- #12- Manage access to existing and future major arterials (per City Official Map) to maintain safety and operational efficiency..
- #13- Design, build and operate the City's transportation system to support safe and timely response to emergencies.
- #14- Design and retrofit local streets with traffic calming features, where necessary and appropriate.
- #15- Collaborate with Fond du Lac School District on safe transportation for students, including walking, biking and busing, both in neighborhoods and near each school site. 
- #16- Provide convenient, affordable transportation options that enable people of all ages and abilities to access jobs, services and other destinations to meet their daily needs. This should include options for people without access to a personal vehicle. 
- #17- Seek compliance with the Americans with Disabilities (ADA) Act whenever an existing facility is reconstructed.

### Actions

8. Update the City's Capital Improvement Plan on an annual basis to plan for short-term transportation improvements, considering actions/recommendations outlined in the City's Bike & Pedestrian Plan.
9. Update the Official Map as need/appropriate to show long-term transportation improvements and development into new growth areas.



**10.** Partner with the Fond du Lac School District to provide bicycle education to students annually.

**11.** Partner with bike advocacy groups to support and expand education/encouragement programs throughout the City.

## MOBILITY AND TRANSPORTATION GOAL #4

Reduce the environmental impact of the transportation system.



### Policies

**#18-** Consider use of “green street” principles in new and reconstructed streets to minimize stormwater runoff as appropriate and where specific site conditions allow.

#### What is a “green” street?

A green street is a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams. (epa.gov)

**#19-** Leverage new technologies that can efficiently manage and improve transportation networks in the City, such as intelligent transportation systems (e.g. enhanced signal coordination).

**#20-** Promote alternatives to single-occupancy vehicle use through strategic investments in alternative transportation, public- and employer-based commuting programs (e.g., Wisconsin’s RIDESHARE program and vanpools) and other similar programs.

### Actions

**12.** Evaluate the use and potential impacts of new technologies in street and development projects. For instance, consider the likelihood that ride hailing services and autonomous vehicles will increase the need for pickup and drop-off space near building entrances.

**13.** Review the City’s off-street parking requirements periodically (at least every two years) to assess their effectiveness in making efficient use of land for vehicle parking. When appropriate, reduce minimums and consider enacting maximums to avoid excess parking spaces.

**14.** Evaluate potential for, and funding of, plug-in outlets for electric vehicles in City owned lots.



## VOICES FROM THE COMMUNITY

### Road & Traffic Improvements

The Community Input Mapping Tool identified many sites of road & traffic improvements - with over 130 suggestions for each.

Common themes include:

- Need for Increased Bike Connections, including on-street facilities downtown and connecting trails
- Sidewalk additions are still needed in many areas
- General need for increased pedestrian crossings
- Need for general road repairs in several areas

Community survey respondents indicated support for public investment in the following transportation improvements:

- Road pavement repair (90% support)
- Intersection improvements to address congestion (77%)
- Sidewalk, trail and pedestrian crossing improvements to enable safe walking (76%)
- Bike lane and trail improvements to enable safe biking (68%)

## 2020 SNAPSHOT: Mobility & Transportation

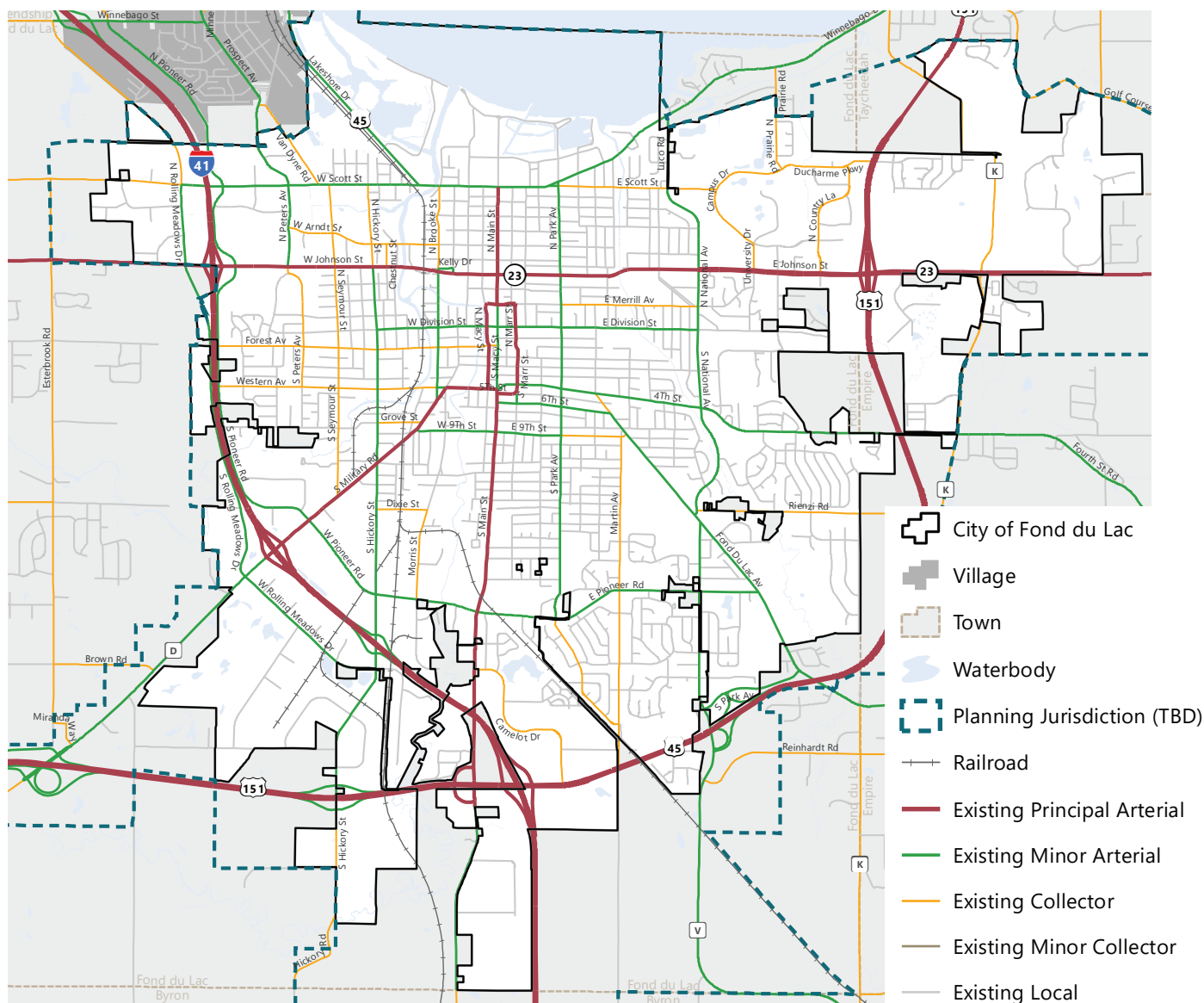
### Road Network

**Regional Highway System:** Major highways located in Fond du Lac include US Highway 151, USH 41/Interstate 41, two state trunk highways (WIS 23 and WIS 45), and seven county trunk highways (CTH D, CTH K, CTH T, CTH V, CTH VV, CTH VVV, and CTH OOO).

**Workforce Commuting Data:** Based on 2017 Census Bureau data, the City of Fond du Lac has roughly 10,200 residents commuting out of the city for work (57% of employed residents) and about 17,330 people commuting into Fond du Lac for work (i.e., 69% of city jobs filled by non-Fond du Lac residents). The majority of Fond du Lac workers live in the Fond du Lac area, with many commuting from North Fond du Lac, Taycheedah, Oshkosh, and the Town of Fond du Lac.

**Truck Routes:** The Fond du Lac Municipal Code includes a list of the streets and highways that are designated as heavy traffic (truck) routes. State and county highways are established truck routes by the nature of their intended use and street design. However, any public street or alley may be used by heavy vehicles for the purpose of delivering or moving commodities provided they travel the shortest possible route from designated heavy traffic route to residence or place of business.

### Existing Transportation Infrastructure *(see Appendix E)*



## Bicycle & Pedestrian Network

**Regional Trails:** There are several existing regional routes connecting Fond du Lac to surrounding areas:

- » **Mascoutin Valley State Park Trail:** The section nearest Fond du Lac is a 32-miles, passing through the Eldorado Marsh to Rosendale.
- » **Peebles Trail:** Connects to St. Peter on a section of abandoned railway.
- » **Wild Goose State Park Trail:** A 34-mile limestone trail that runs on an abandoned railway through rural portions of the county.

Planned future trail sections include **Old Plank Road Trail** (connection to Prairie Trail), as part of WisDOT's WIS 23 Expansion Project, and a potential connection to **Eisenbahn State Trail** between Fond du Lac and Eden.

**City Bike System:** The City has both on- and off-street bike facilities, with the majority of the network consisting of on-road bike routes. These facilities provide strong connections both east-west and north-south and are located along some arterial and collector streets. The primary connecting path in Fond du Lac is the Fond du Lac Loop:

- » **Fond du Lac Loop:** Looping through the City through a system of 5 connected trails and roadways, the Fond du Lac loop offers nearly 16 miles of trails. This Loop also connects to major regional and local recreational trails, and is well connected to the bike route network.

**Sidewalks:** The City requires sidewalks in new residential and commercial development, including developed land annexed to the City. There are exceptions to the ordinance, depending on land use and future schedule of road reconstruction. The Subdivision Ordinance requires sidewalks on both sides of all new public streets. As streets are reconstructed or significantly improved within the City, sidewalks are typically installed if they are not already present, with exceptions for high-volume roads that typically are used solely for vehicle traffic. The City has the authority to grant waivers, generally in response to unusual site conditions.

In addition to new sidewalk installations, other pedestrian facility improvements such as sidewalk ramps, crosswalks, signage, etc are being upgraded when new development occurs adjacent to the facility, as part of road reconstruction, or as part of other improvement projects outlined in the City Capital Improvement Program

## Transit Service

**FDL Area Transit:** The transit agency operates 8 transit (bus) routes throughout the City, primarily designed for typical work week travel. Seven of the routes provide at least hourly weekday service until 6:30 p.m., while Route 120 is a school route operating during school days only.

**Handivan:** FDL Area Transit offers an advanced reservation service that is wheelchair-lift enabled for those unable to use regular transit.

**Fond du Lac Shared Ride Taxi:** Fond du Lac Area Transit contracts with a private taxi service to assist residents who live more than 3/4 mile from a fixed bus route or are traveling to an area more than 3/4 mile from a fixed bus route. Areas serviced by this program are largely peripheral areas of the City, as well as North Fond du Lac. This service must be reserved in advance, although on-demand rides are accommodated when possible.

## Regional Transit Service

**Intercity Bus:** Private intercity bus services stop in Fond du Lac, though there is no permanent bus station.

**Air Service:** The Fond du Lac Skyport provides recreational and charter service, located West of highway 41 in Fond du Lac.

**Freight Rail:** There is a major Canadian National train yard located in North Fond du Lac that provides connection throughout the region. The City has 32 train crossings, and approximately 35-40 trains per day travel the main line.

## ISSUES & OPPORTUNITIES

### Balanced Growth



*An important dynamic of community growth is the linkage between housing and employment, especially multi-unit housing and industrial growth. Multi-unit housing projects are often controversial because they are replacing a single-story building with multi-story development. While larger developments can have some negative impacts (e.g., increase in traffic, light and noise), they offer more affordable housing types, use utility infrastructure more affordably, and are desired by those looking for an alternative to single-unit housing.*

### Balanced Neighborhoods



*The City is seeking healthy, balanced neighborhoods that feature a mix of housing types and price points. Balanced neighborhoods also tend to have convenient access to some form of smaller-scale commercial uses, such as a restaurant or coffee shop, day care facilities, small service businesses, etc.*

## LAND USE GOAL #1

Create an economically and environmentally sustainable development pattern.



### Policies

**#1 - New development within the City's jurisdiction should support the efficient use of public services and infrastructure.**

- a.* Land development will be coordinated with planning for efficient public facilities and services.
- b.* Infill development that uses existing infrastructure is strongly encouraged. Leapfrog development that requires costly infrastructure extensions through undeveloped lands is discouraged.
- c.* The City will collaborate with Fond du Lac County and adjacent townships to enable new development within the City's Growth Areas (per the 2017 Cooperative Plan) that is compatible with the use, density, and configuration recommendations of this plan. The City will seek outcomes that are compatible with future urban development and could someday be served efficiently by the full array of urban services. Any development in the planning area should be consistent with the City Subdivision Ordinance.

**#2 - Encourage development that uses land efficiently.**

- a.* Encourage infill development and higher density redevelopment on sites already surrounded by urban uses. Development incentives such as flexibility with standards and/or TIF assistance should be focused mostly on infill and redevelopment, not greenfield development at the edge of the City.
- b.* Promote the inclusion of residential formats in every neighborhood that minimize land consumption, including small lots and attached units.
- c.* Enable and encourage well-planned, mixed-use development areas in all parts of the City, including the integration of small-scale commercial uses into neighborhoods and mixed-use buildings where economically viable.

**#3 - Encourage development formats and building designs that support adaptive reuse as markets shift and demand changes.** While unique building design is encouraged, designs that render the building hard to use for other occupants in the future are discouraged. Large-format commercial buildings should be reasonably divisible into multi-tenant buildings.



#### #4 - Protect and respect natural resources and systems in all development decisions.

- a.* Preserve environmental corridor features including waterways, floodplains, wetlands, ground water recharge areas, steep slopes (greater than 20%), wildlife habitat, scenic vistas, and mature woodlands through the enforcement of the City's Subdivision Ordinance, Zoning Ordinance and Official Map.
- b.* Encourage landscaping practices in new and existing neighborhoods that protect ground water and surface water resources.
- c.* Foster the protection of natural resource features from development by requiring those features to be accurately depicted on all site plans, certified survey maps, preliminary plats, and final plats.
- d.* Encourage the clean-up of contaminated sites to foster redevelopment of brownfields.

**#5 - Require consistency with this Comprehensive Plan in all zoning and land division decisions.** Maintaining consistency with this plan is required by state law and serves to make the development process more predictable for all participants. There will be times that uses are proposed that do not align with the plan, but that most participants see as reasonable and appropriate. In such cases the vision and goals of the plan should still be applied, but the plan can be amended to allow the desired use.

### Actions

- 1.** *Work closely with the East Central Wisconsin Regional Planning Commission to protect water resources while ensuring an adequate supply of land in the sanitary sewer service area to accommodate growth as anticipated in this plan.*
- 2.** *Continue to exercise extraterritorial plat review powers.*
- 3.** *Continue to implement and work on the extension of the Intergovernmental Agreement with the surrounding towns to provide for orderly growth and development within agreed-upon City growth boundaries.*

## LAND USE GOAL #2

**Establish balanced neighborhoods throughout the City.**

### Policies

**#6 - Provide a mix of housing types to accommodate every stage of life in every neighborhood (see also Housing goals and policies).**

## VOICES FROM THE COMMUNITY

### Pace of Development

The majority of respondents on the Community Survey felt the pace of development over the past 5 years has been:

- **Single-/Two-Family:** Just Right
- **Multi-Family:** Too Fast
- **Retail:** Too Slow
- **Office:** Just Right
- **Industrial:** Too Slow

### Areas Needing Reinvestment

Per the Community Survey, the City should focus efforts to stimulate property investment in the downtown (59% of respondents), N. Main Street (51%), S. Main Street (45%), and W. Johnson Street (43%).

### Desired Businesses

(per 2019 survey)

1. Costco
2. Meijer
3. Lowe's
4. Chick-Fil-A
5. Hobby Lobby
6. Sam's Club
7. Woodman's
8. Home Depot
9. Trader Joe's
10. Home Goods

## ISSUES & OPPORTUNITIES

### Retail Volatility



*Volatility in the retail market due to the growth of online shopping and ever-faster delivery systems such as Amazon. This volatility is a risk both to large and small retailers. The greatest concern to the City should be the risk that larger retailers, even those that currently appear strong, could close a local store due to a recession or a change in their market sector, and leave behind a large, empty building.*

**#7** - Use the City review processes to encourage design for land use compatibility. Consider the following design guidelines in these review:

**a. Land Use Planning.** Maintain adequate physical separation between residential areas and uses that tend to produce excessive noise or odors, without sacrificing pedestrian and bicycle connectivity. Locate community facilities such as schools, churches, libraries, museums, parks and community centers in strategic locations that enhance and are safely accessible from the surrounding neighborhoods.

**b. Site Design.** Direct traffic from higher-volume uses to collector and arterial streets, away from neighborhood streets. Use screening (walls, landscaping, berms) to create separation when distance alone is not possible or sufficient. Design the site so that major activity areas such as building entrances, service and loading areas, parking lots and trash receptacle storage areas are oriented away from less intensive land uses to the greatest degree possible. Reduce the impact of parking areas with physical separation and visual barriers.

**c. Building Design.** Encourage building and site design techniques to make larger buildings more compatible with smaller residential uses, such as increased setbacks, stepped-back upper stories, and architectural strategies to break up the apparent volume of the building. Require building design and materials standards for all multi-family uses and nonresidential uses in neighborhood settings. Encourage underground parking facilities when feasible.

**d. Lighting Design.** Outdoor lighting of parking, storage and service areas shall be designed to minimize spillover of light onto adjacent properties and public rights-of-way.

**#8** - Institutional land uses designated by the Institutional and Utilities category on the Future Land Use Map (schools, churches, community centers) should communicate with surrounding neighbors whenever they are considering long-term expansion plans. City staff should facilitate this process by creating (or requiring) detailed small area plans that include the possible expansion.


**#9** - Promote quality neighborhood development that includes an appropriate mix of uses by requiring the adoption of conceptual development plans prior to plat approvals, unless detailed land use plans are adopted as a component of this plan. Neighborhood plans should address compatibility with adjacent land uses, transportation connectivity, and provision of various city services and utilities. Neighborhood plans should be adopted into this Comprehensive Plan, including revisions to the future land use maps as appropriate.

**#10** - Encourage building and neighborhood design to enable passive solar heating and photovoltaic power generation. 

**#11** - Enforce property maintenance codes to maintain neighborhood quality and prevent blight.

## Actions

**4.** Update the Zoning and Subdivision Ordinances, considering the following possible changes:

- a. Either require bike parking spaces in new developments or encourage bike parking by offering a modest reduction in vehicle parking.
- b. Amend the institutional land use regulations to require a detailed small area plan and a neighborhood meeting prior to submitting a formal development application for City review.
- c. Consider the use of density bonuses as an incentive to encourage enhancements that the City would not require, such as energy and resource efficient design or income-qualified housing units. 
- d. Consider the adoption of form-based overlay zoning districts for planned mixed-use areas that provide more detailed building and site design requirements than the underlying zoning districts, including designation of critical build-to lines and building massing requirements.
- e. Review and strengthen landscaping, signage, lighting and building design standards in the City's Zoning Ordinance, including standards for employment areas, commercial uses, multi-unit housing and along key corridors and community entries. Maintain basic design standards for buildings and landscaping to protect aesthetic quality within neighborhoods. Consider the design guidance offered within each of the land use areas described on the future land use plan in this Comprehensive Plan. Design guidelines should address the following items (whenever applicable to the use):
  - i. Relationship of the building and other site features to the street
  - ii. Standards for building placement on corner lots
  - iii. Location and screening of parking, loading areas, dumpsters, and utility equipment
  - iv. Location and canopy design for drive-through facilities, gas pumps, service bays, and car washes
  - v. Treatment of outdoor display and sales areas
  - vi. Building architecture and materials, including the use of windows
  - vii. Landscaping, signage, and lighting
  - viii. Pedestrian and vehicle access and circulation; both on-site and between sites, as well as adjacent to sites and the street
  - ix. Parking lot location, design and layout



## LEED-Certified Headquarters

The Fond du Lac company built it by Leadership in Energy and Environmental Design (LEED) standards, which recognizes sustainability achievements worldwide. The building was made with sustainable materials, and solar panels cover the roof to produce about 40 percent of the building's electricity. Any unused energy can be sold back to the grid. The space also has automatic lighting throughout and window shades that automatically adjust to changing sunlight. The HVAC system is also automated and will turn off in rooms that aren't occupied.

## ISSUES & OPPORTUNITIES

### Urban Design Guidance



*As the City grows and changes, some of this change involves redevelopment of existing sites. This “infill” development typically replaces a low-value building, often vacant, with new value and activity, boosting the tax base and the appearance of the area. For decades after the post-war explosion in automobile ownership, commercial buildings were set back behind parking lots. As the buildings moved further from the street, and got larger, they often featured fewer windows. The net result of these changes has been places with much weaker connection between the private realm inside the building and the public realm of the street. In recent years local plans and national trends have helped move commercial buildings closer to the street, making the street corridor more attractive and lively and making the activities in the buildings more visible and inviting.*

## LAND USE GOAL #3

**Create places that are vibrant, attractive and unique, especially along the City's Main Street Corridor and Downtown.**

### Policies

**#12** - Encourage the development of compact, carefully planned, mixed-use activity centers that include shopping, employment, housing, recreation, and community gathering opportunities. Mixed-use buildings and developments that include residential units with commercial uses are desirable and often necessary to achieve redevelopment.

**#13** - Work to achieve a balance among various commercial areas along Main Street (and throughout the City) with design formats and business mixes that allow each area to compete successfully and sustainably in the market.

**#14** - Identify commercial development opportunities in neighborhood settings that fit the site, both in terms of specific use and building and site design. Discourage the development of uncoordinated strip commercial land uses.

**#15** - Encourage and facilitate placemaking strategies to make neighborhoods and commercial areas unique, memorable, and attractive. These strategies can be implemented quickly during new development or incrementally over time in existing developed areas. The Project for Public Spaces is a great resource for ideas during the development process. Some examples of place-making strategies:

- a. *Incorporate squares and parks as multi-use destinations.*
- b. *Design buildings to activate outdoor spaces with entrances and ample windows, café space with outdoor seating, etc.*
- c. *Incorporate art into infrastructure and outdoor spaces*
- d. *Incorporate recreation into all public spaces.*
- e. *Design with priority to walking and biking.*
- f. *Allow for experimentations and change. Places may need to be adapted to changing needs and conditions.*

**#16** - Encourage infill development of vacant or underutilized lands or buildings. Work with property owners along Main Street to bring forward projects consistent with this Comprehensive Plan, the Downtown Market Study, the Downtown Exploratory Committee Report and other relevant documents.



**#17** - The City recognizes that strong public-private partnerships are often the key to successful redevelopment efforts, and shall work to establish such relationships.



**#18** - Consider development incentives (e.g., waivers, flexibility, and/or TIF assistance) to encourage and support infill and redevelopment projects that substantially improve the district, corridor and City as whole. The City of Fond du Lac will require sites to be characterized by one or more of the following before it will become involved with redevelopment projects:

- a. *Severely deteriorated and/or economically obsolescent buildings/sites which are abandoned or underutilized and which may be assembled into a marketable site consistent with the Comprehensive Land Use Plan for which there is a reasonable expectation of securing a private developer prior to property acquisition or through a request for proposals (RFP) process.*
- b. *Marginally underutilized or deteriorated sites (especially in the downtown) for which there is an immediate and realistic private development possibility.*
- c. *Deteriorated housing sites, which have become a threat to surrounding properties and to human habitation and for which outside financing is available to assist private development to either a residential or non-residential use consistent with the Land Use Plan.*

**#19**- Continue City efforts toward strengthening and enhancing the downtown. Support the recommendations of the Downtown Plan and work with the Downtown Fond du Lac Partnership in implementing them. Support the continued success of the Building Improvement Grant (BIG), National Exchange Bank & Trust Downtown FDL Loan Program, Downtown Facade Design Assistance Grant, and Rental Rehabilitation Loan Program to promote/incentivize property owners to undertake property improvements.

**#20** - Encourage the preservation of architecturally, historically, and culturally significant sites, buildings and structures in the City and its environs. Encourage continued use, maintenance and adaptive reuse of existing buildings with historic value.

**#21** - Continue to provide good public access to Lake Winnebago, while encouraging the development and redevelopment of the area between Lakeside Park and Scott Street.

## Actions

- 5.** *Monitor downtown parking supply and demand to seek efficient use of parking investments and a good balance between total cost and user satisfaction. Review signage, pricing and management intervention options periodically (i.e. every 2-3 years) to maximize efficiency.*
- 6.** *Develop a long-term master plan for N. Main Street (from Follett Street to Scott Street), and S. Main Street (from Interstate 41 to Maria Lane).*
- 7.** *Consider creating and managing a Main Street Building Improvement Matching Grant program to encourage exterior building improvements along the Main Street corridor (outside of the Downtown).*

## VOICES FROM THE COMMUNITY

### Challenges

Focus group and the Community Survey identified the following community challenges and concerns:

- There is a concern regarding the quality of housing and property upkeep.
- Some have indicated there is an over-abundance of multi-family housing.
- There is a desire for more retail options within the community, including a desire to fill existing commercial spaces/buildings.

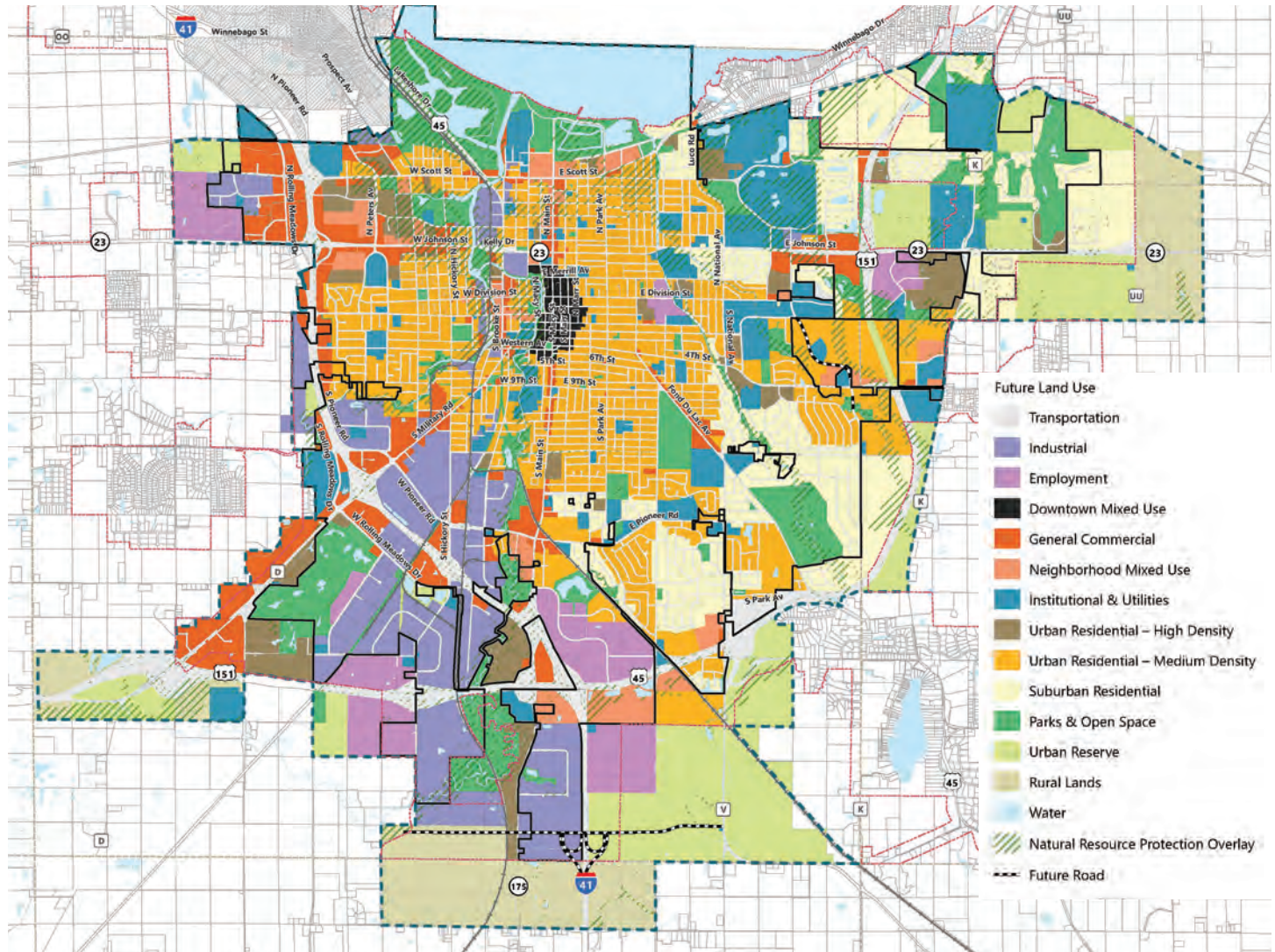
**78%**

of survey respondents with an opinion rated rental housing quality in the City as POOR.



# FUTURE LAND USE PLAN

FUTURE LAND USE MAP (see Appendix E)



## USING THE FUTURE LAND USE MAP

The Future Land Use Map (above) contains different land use categories that together illustrate the City's land use vision. These categories, including explanation of the City's intent, zoning, design and development strategies for each, are described in this section.

This plan includes one Planning Jurisdiction Future Land Use Map along with three inset maps (see Appendix E). The inset maps are scaled to enable more detailed review of the Future Land Use Map

inclusive of parcel lines and potential development limitations (i.e., Natural Protection Overlay).

The Future Land Use Map presents recommended future land uses for the City of Fond du Lac and its extraterritorial jurisdiction. This map and the associated policies forms the basis for land development decisions and are to be consulted whenever development is proposed, especially when a zoning change or land division is requested. Zoning changes and development shall be consistent with the future land use category shown on the map and the corresponding plan text.

## Statement of Intent & Typical Use

The future land use categories identify areas by their primary intended uses, character and densities (herein described as "Statement of Intent & Typical Uses"). These classifications are not zoning districts - they do not establish binding performance criteria for land uses (i.e. setbacks, height restrictions, etc.) nor are they intended to list every possible use that may be permitted within the future land use class classification.

Parcels on the Future Land Use Map are identified by their primary



intended uses; however, some of the parcels on the Future Land Use Map have yet to be platted or subdivided. The City recognizes that detailed site planning to identify precisely how larger unplatted parent parcels (herein referred to as “unplatted new development areas”) may be subdivided, zoned and developed is outside of the scope of a comprehensive plan. The City may create neighborhood plans for these areas as part of future amendments to this Comprehensive Plan to further illustrate and guide development within these areas. The City may also require that developers create neighborhood plans for these areas prior to submitting requests for rezonings or preliminary plats.

### Potentially Acceptable Zoning Districts

The future land use classifications identify those existing City of Fond du Lac Zoning Districts that are “consistent” within each future land use category (herein described as “Potentially Acceptable Zoning Districts”). The list of potentially acceptable zoning districts will be used by the City to confirm whether requests for rezoning of property are generally consistent with this plan. Areas subject to City zoning districts include all lands located within the City of Fond du Lac municipal boundary. Areas outside the municipal boundary, but within the City’s extraterritorial plat review jurisdiction are subject to the City’s Subdivision Ordinance in addition to applicable county or local township zoning and land division regulations.

### Effect on Zoning

Land use and design policies in this plan should be considered during all development processes, especially in land division and rezoning or zoning ordinance amendment

processes when consistency with the plan is a statutory requirement. Where development is proposed under existing zoning regulations, including any Planned Unit Development districts, the regulations of existing zoning supersede policies in this plan.

### Best Practice Design Strategies

The Best Practice Design Strategies listed within each category are provided to help developers and City officials make design decisions during the development process consistent with the intent of the future land use category and the general desire for high quality site and building design. These strategies may be used to help determine whether to approve rezoning, conditional use permit, site plan, or planned unit developments. The illustrations and photos are not an exhaustive list of best planning practice and do not constitute the whole means by which high quality site and building design can occur.

The identification of future land use categories and potentially acceptable zoning districts does not compel the City to approve development or rezoning petitions consistent with the future land use category or map. Other factors will have to be considered, such as the quality of the proposed development, its potential effect on adjacent properties, its potential effect on City transportation infrastructure, the capacity and ability to provide services to the site, and the phasing of development, before any development applications are approved. In addition, it is not anticipated that all areas suggested for future (re)development on the Future Land Use Map will develop or be rezoned for development immediately following adoption of this Comprehensive Plan. In some cases it may be years

or decades before (re)development envisioned in the plan occurs due to market conditions, property owner intentions, and City capacity to serve new (re)development.

## AMENDING THE FUTURE LAND USE MAP

It may from time to time be appropriate to consider amendments to the Future Land Use Map, usually in response to a type of development not originally envisioned for an area when this plan was adopted. See **Implementation** section for a description of the procedural steps for amending any aspect of this plan. The following criteria should be considered before amending the map.

**Compatibility** - The proposed amendment/development will not have a substantial adverse effect upon adjacent property or the character of the area, with a particular emphasis on existing residential neighborhoods. A petitioner may indicate approaches that will minimize incompatibilities between uses.

**Natural Resources** - The land does not include natural features such as wetlands, floodplains, steep slopes, scenic vistas or mature woodlands (1 or more acres, especially those consisting of heritage trees), which will be adversely affected by the proposed amendment/development. Any proposed building envelopes are not located within the setback of Shoreland-Wetland and Floodplain zones (or is raised above regional flood line). The proposed development will not result in undue water, air, light, noise pollution or soil erosion. Petitioners may indicate those approaches they intend to use to preserve or enhance the most important and sensitive natural features of the proposed site and mitigate impacts to surrounding properties.

**Transportation** - The lay of the land will allow for construction of appropriate roads and/or driveways that are suitable for travel or access by emergency vehicles. The proposed amendment/development will not create a significant detriment to the condition of adjacent transportation facilities or cause significant safety concerns for motorists, bicyclists, or pedestrians. Petitioners may indicate those approaches they intend to use to mitigate transportation compatibility concerns.

**Ability to Provide Services** - Provision of public facilities and services will not place an unreasonable financial burden on the City. Petitioners may demonstrate to the City that the current level of services in the City, or region, including but not limited to school capacity, emergency services capacity (police, fire, EMS), parks and recreation, library services, and water and/or sewer services, are adequate to serve the proposed use. Petitioners may also demonstrate how they will assist the City with any shortcomings in public services or facilities.

**Public Need** - There is a clear public need for the proposed change or unanticipated circumstances have resulted in a need for the change. The proposed development is likely to have a positive social and fiscal impact on the City. The City may require that the property owner, or their agent, fund the preparation of a fiscal impact analysis by an independent professional.

**Adherence to Other Portions of this Plan** - The proposed amendment/development is consistent with the general vision for the City, and the other goals, policies and actions of this plan.

## INTERPRETING BOUNDARIES

Where uncertainty exists as to the boundaries of future land use categories shown on the Future Land Use Map, the following rules will apply. If uncertainty still exists, the City Council shall decide any inquiries related to map boundaries upon recommendation of the Plan Commission.

1. Boundaries indicated as approximately following the center lines of streets, highways, or alleys will be construed to follow such center lines.
2. Boundaries indicated as approximately following platted lot lines or U.S. Public Land Survey lines will be construed as following such lot lines.
3. Boundaries indicated as approximately following municipal boundaries will be construed as following such boundaries.
4. Boundaries indicated as following railroad lines will be construed to be midway between the main tracks.
5. Boundaries indicated as following shorelines and floodplains, will be construed to follow such shorelines and floodplains, and in the event of change in the shorelines and floodplains, it will be construed as moving the mapped boundary.
6. Boundaries indicated as following the center lines of streams, rivers, canals, or other bodies of water will be construed to follow such center lines.
7. Boundaries indicated as parallel to extension of features indicated above will be so construed. The scale of the map will determine distances not specifically indicated on the map.

## FUTURE LAND USE CATEGORIES

This section includes a description of each of the Future Land Use Plan categories. These categories include recommended land uses (e.g. residential, commercial, industrial), and land use densities (i.e. dwelling units per net acre). All zoning decisions, land divisions, utility extensions, capital improvement projects, and related land development activities and decisions should be consistent with the recommendations of the Future Land Use Plan.

### FLU Categories:

- Suburban Residential (**SR**)
- Urban Residential - Medium Density (**URM**)
- Urban Residential - High Density (**URH**)
- Neighborhood Mixed Use (**NMU**)
- Downtown Mixed Use (**DMU**)
- General Commercial (**GC**)
- Employment (**E**)
- Industrial (**I**)
- Institutional & Utilities (**IU**)
- Parks & Open Space (**POS**)
- Urban Reserve (**UR**)
- Rural Lands (**RL**)
- Natural Protection Overlay (**NPO**)



## SR

Suburban  
Residential

The **SR** category includes single-family homes, two-family homes, and civic uses. The following policies include design guidelines to ensure compatibility.

1. Housing will be one to two-and-a-half stories in height with residential densities in most places of 1-4 units per net acre (excluding streets, parks, outlots, etc.).
2. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.
  - a. Accessory dwelling units should be permitted.



*Carriage/Garage House*



*Detached Accessory Unit*

- b. Duplex units are appropriate just about anywhere within a neighborhood, as follows:

### What is a neighborhood?

A neighborhood is an area within a city where people live and can interact on a day to day basis. Neighborhood interactions often occur through primary schools, coffee shops, restaurants, parks and recreation activities. Neighborhoods vary in size, typically ranging from 500 to 2,000 housing units and from 80 to 640 acres (1 square mile) in area. They can be formed as a single, coordinated development or as a series of separate land development projects and "plats".

- i. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.

- ii. As a transitional use when



facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.



### Potentially Acceptable Zoning Districts

- Single-Family Residential (R-1)
- Single-Family & Two-Family Residential (R-2)

## URM

Urban Residential  
Medium Density

The **UR-M** category includes single-family homes, two-family homes, carefully integrated townhomes or other housing forms with individual outdoor entrances, and civic uses. The following policies include design guidelines to ensure compatibility.

1. Housing will be one to two-and-a-half stories in height with residential densities in most places of 5-12 units per net acre (excluding streets, parks, outlots, etc.).
2. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.
  - a. Accessory dwelling units should be permitted.
  - b. Duplex units are appropriate just about anywhere within a neighborhood, as follows:

i. On any corner lot, if each unit faces and is addressed to a separate street and meets the standard setback requirements and pattern typical along the street.

ii. In the middle of a block between single-family detached homes, if substantially similar to other homes along the street in massing, architectural character, total garage doors, and driveway width.



iii. As a transitional use when facing or next to a more intensive institutional, residential or commercial use. In this case there should be some general consistency of form and style with other homes in the neighborhood, but also more flexibility in design as compared to sites surrounded by single family homes.



### Potentially Acceptable Zoning Districts

- Single-Family Residential (R-1)
- Single-Family & Two-Family Residential (R-2)
- Central Area Residential (R-3)

## URH

### Urban Residential High Density

The **UR-H** areas provide a mix of housing types, civic uses, and day-care facilities. Townhouses and all forms of apartment buildings are included in this category. This land use is generally located where there is good traffic access and at high-amenity or high-activity locations, such as near parks and major institutions. This land use may also function as a buffer between low/medium-density residential and non-residential land uses. Mixed use development may be allowed through a PUD.

1. Housing will be one to four stories in height with residential densities in most places of 12-40 units per net acre (excluding streets, parks, outlots, etc.).
2. In new neighborhoods, the creation of a conceptual neighborhood plan and/or Planned Unit Development Zoning is strongly encouraged to identify specific locations for various housing types and densities.
3. When integrating housing forms other than single-family detached, whether in new or existing neighborhoods, the following policies should inform neighborhood design and/or infill redevelopment design and approval. If more detailed neighborhood plans are prepared and adopted for specific neighborhoods (either new or existing), additional site-specific designations in those plans may supersede these policies.
  - a. Accessory dwelling units should be permitted in any single-family housing district.

b. Townhomes or rowhouses with up to 6 contiguous units are appropriate in any neighborhood, as follows:

- i. When facing or adjacent to a commercial use, large institutional use, or residential use of equal or greater intensity.
- ii. When facing a public park or permanent green space.



c. Small multi-unit buildings with up to 8 units per building may be appropriate in any neighborhood, evaluated on a case-by-case basis, if ALL of the following apply:

- i. As a transitional use, if any of the facing or adjacent uses are commercial, large institutional, or residential of equal or greater intensity.
- ii. Where facing or adjacent to single-family homes along the same street, the setbacks will be no less than the minimum allowed in the facing or adjacent single-family zoning district and the buildings will employ architectural techniques to reduce the apparent size of the building.

## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for single-family, duplex and multi-unit buildings.

### SINGLE-FAMILY & DUPLEX UNITS

A. Building setbacks will vary according to building type and lot size but should generally be consistent within a given block.

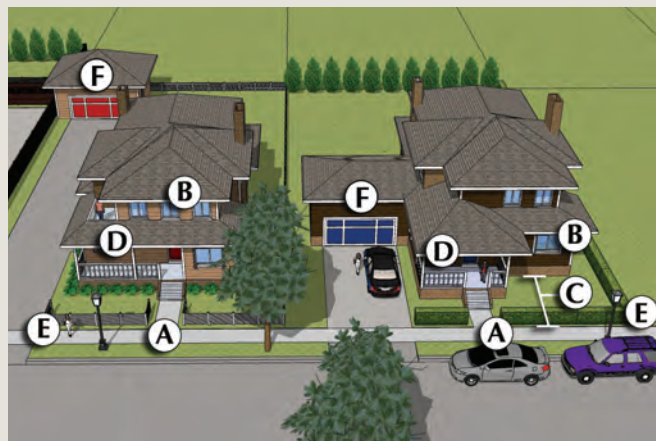
B. Homes should be designed with architectural details that provide visual interest and human scale for the street and the neighborhood. The mix of architectural themes or styles should generally be consistent within a neighborhood or development, but there should be variation in floor plan, facade design, and color choice to avoid monotony. Overly complicated rooflines with multiple pitches and hips and/or excessive gables can negatively impact a street and should be discouraged (see weak and desired design examples on the following page).

C. Utilize low fences, hedges or other landscaping to establish a layer of privacy behind a sidewalk and residence, if a sidewalk is present.

D. Incorporate covered front porch or at least a raised stoop, preferably covered and constructed with materials that relate to the overall design of the home.

E. Decorative fencing and/or landscaping that visually defines the single family lot at the street edge are encouraged.

F. Consider garage location and scale to avoid a “garage-scape” street appearance. Garages should extend no further than the front facade of the residence. If this is not feasible, garages should be turned 90 degrees with windows provided on the side of the garage facing the street.



### MULTI-UNIT BUILDINGS

A. The front door should face the street and there should be a clear route to the door from the street or sidewalk.

B. The mix of architectural themes or styles should generally be consistent within a neighborhood or development, but there should be variation in floor plan, facade design, and color choice to avoid monotony. When adjacent to lower density residential buildings, larger buildings should incorporate strategies to minimize the apparent size of the building, including flat roofs instead of pitched roofs, deeper setbacks for upper stories, and/or variation in the depth of the setback along the building facade. Large, undifferentiated building walls and rooflines are strongly discouraged. Desired architectural details include projecting bays/porches and upper-level set-backs and offsets to the primary facade(s).

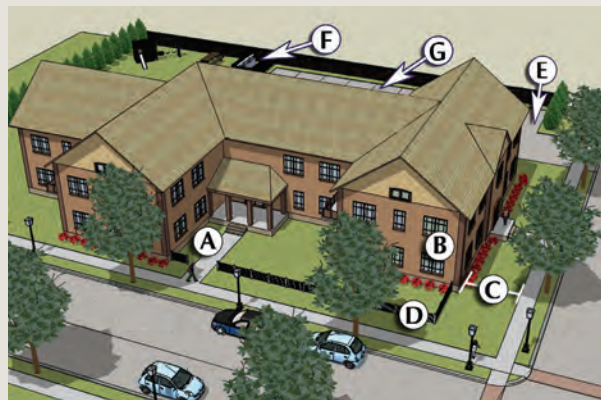
C. Building setbacks will vary according to building type and lot size but should generally not exceed 40 feet.

D. Utilize low fences, hedges or other landscaping to establish a layer of privacy behind the sidewalk.

E. Off-street parking is located in the side and rear yard.

F. Service areas and refuse containers should be located at the rear end of the site and screened from public view. Also ground mounted or wall mounted mechanical equipment shall be screened.

G. Garage doors facing the primary street are discouraged. If unavoidable, recess them from the front facade(s) to minimize their visual impact on the design.





iii. There must be off-street parking consistent with City ordinance and on-street parking adjacent to the lot to accommodate visitors.

iv. If approved either through the Planned Unit Development (PUD) zoning process or Conditional Use Permit (CUP) process.



d. Larger multi-unit buildings with 9+ units or exceeding 12 units per net acre have a place in balanced neighborhoods. These more intensive forms are generally most appropriate close to major streets, mixed-use areas, or commercial / employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities.

4. Buildings within a neighborhood, or within a single development, should be both cohesive and varied. Consider the best practice design strategies shown on the previous page.



#### Potentially Acceptable Zoning Districts

- Central Area Residential (R-3)
- Multifamily Residential (R-4)

## NMU Neighborhood Mixed Use

**NMU** category includes existing and planned activity centers with retail, restaurant, service, institutional and civic uses primarily serving nearby residents. Residential is also a component of the **NMU** district - both in mixed use developments and as stand-alone multi-unit residential developments. Development and design within NMU areas should be compact and walkable. **NMU** areas should be well-connected and integrated into neighborhoods.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with adjacent neighborhoods. Typically residential densities in **NMU** areas will be 12-40 units per net acre (excluding streets, parks, outlots, etc.).
2. While both residential and non-residential uses are accommodated within this mixed-use district, not every building in a mixed-use district needs to include both residential and non-residential uses. However, special attention should be paid to maintaining commercial street frontages along mixed-use streets without creating residential "gaps" along streets that otherwise have commercial tenants at ground level. Nonresidential development within **NMU** areas should be service and retail to support surrounding residential uses, as well as attract a wide customer base.

3. An individual building should not include more than 25,000 square feet of commercial space, except for buildings containing grocery stores and/ or community facilities (such as libraries).

When larger commercial uses are present, the building should still be designed with extra care to ensure compatibility with the surrounding neighborhood. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.

4. New buildings in **NMU** areas are expected to be one to four stories in height with a preference towards multi-story buildings.
5. One-story gas stations with an accompanying convenience store may be considered in newly developing **NMU** areas if the proposed development is designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area.
6. Drive-thru establishments may be allowed in **NMU** areas if designed to mitigate the typical auto-centric design, including placing the building close to the street with a public entrance from the public sidewalk and placing the majority of the parking and drive-thru lane facility along the back or side of the building.
7. Buildings in **NMU** areas should be oriented towards streets with minimal setback from the public sidewalks.
8. Private off-street parking should be located primarily behind buildings, underground, or shielded from public streets by liner buildings or substantially landscaped.

#### Potentially Acceptable Zoning Districts

- Multifamily Residential (R-4)
- Traditional Neighborhood Development (TND)
- Planned Unit Development (PUD)

## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for Neighborhood Mixed Use buildings and sites.



*1.5- to 2-story neighborhood commercial with side-yard parking.*



*Two-story facade with gabled roof to blend with residential development.*



*First floor retail with upper story office or residential with shallow setbacks.*



Mixed use developments provide two or more uses either on a single tract of land (i.e., horizontal mixed use - see below), or within a single building (i.e., vertical mixed use). Typically the first floor is retail, but office or a public use may also occupy the first floor.



As shown in the images on the left, mixed use developments can come in variety of sizes and styles that can complement the surrounding commercial and residential character.



Elements to consider: building height, roofline (pitched vs. flat), building materials, building setback from the street, parking location, etc.



*Townhomes with zero front- and side-yard setbacks.*



*Home-to-office conversions are a good transition between single family residential and non-residential uses.*





## DMU

### Downtown Mixed Use

**DMU** category represents the entirety of downtown Fond du Lac and accommodates a wide variety of employment, service, retail, government, entertainment and residential uses in multi-story buildings. The general intent of the **DMU** area is to preserve the architectural character of the historic commercial district, while providing significant density and intensity of uses befitting the central city commercial district. The core blocks fronting on Main Street should continue to maintain buildings with their front facades built to the edge of the public sidewalk.

1. As part of the zoning approval process, the appropriate mix of land uses, densities, and intensities will be determined with consideration of market conditions and compatibility with the Downtown Market Study, Downtown Exploratory Committee Report and other relevant plans/documents.
2. Typically residential densities in **DMU** areas will be 30-60 units per net acre (excluding streets, parks, outlots, etc.), and building heights ranging from two to eight stories tall.
3. **DMU** is best suited for mixed use developments with first-floor retail, service and office users, and destination businesses (e.g., restaurants, bars and entertainment venues). Office users may locate on the street level; however, upper-level office use is preferred on Main Street.
4. Continue to require the architecture of any new development in the downtown to be compatible in terms of architectural character and materials within the corresponding block face.

#### Potentially Acceptable Zoning Districts

- Central Business (C-1)
- Office (O)
- Planned Unit Development (PUD)

## GC

### General Commercial

**GC** areas provide the city's population with a wide range of retail goods and services, including professional offices and daycare facilities. Commercial areas includes automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. The type and size of use will be determined by location and business characteristics (e.g. size, hours of operation, traffic impacts, etc.) For example, areas near major transportation routes or near highway intersections are generally better suited for larger retail uses (e.g. exceeding 20,000 square feet in size). Those areas located along local streets or adjacent to residential neighborhoods are better suited for smaller commercial uses that serve neighborhood needs. Such uses typically require smaller building footprints and parking lots and are less likely to have intensive truck and delivery needs.

1. **GC** areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts.

#### Did you know?

The mixed-use land use categories allow two or more different land uses on a single tract of land, within a single building, or within separate buildings in close proximity to each other.

2. While **GC** areas tend to be auto-oriented, changes to **GC** development that improve walking, biking, and transit access are encouraged.
3. Outdoor storage of raw materials is discouraged particularly if materials are not screened by a solid wall fence or landscaping.
4. Outdoor areas for dining are encouraged while outdoor display of retail merchandise should be minimized.
5. Depending on specific uses, the districts may require significant buffering from adjacent land uses.
6. There is no limit on the size of establishments that may be constructed within a **GC** area, but all uses should be compatible with the density and scale of the surrounding development.

#### Potentially Acceptable Zoning Districts

- General Business (C-2)
- Office (O)
- Planned Unit Development (PUD)

## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for Downtown Mixed Use buildings and sites. If an adopted Downtown Plan contradicts any of these strategies, the Downtown Plan shall supersede these strategies.

### Guidelines for the Rehab of Historic Storefronts:

- Avoid altering, concealing, or removing historic details when renovating upper facades.
- If the building has an intact and original storefront, preserve the storefront's character.
- Original window openings should not be concealed and the size and proportion of the original windows and doors should not be altered.
- Avoid the use of materials that were unavailable when the building was constructed, including vinyl and aluminum siding, mirrored or tinted glass, artificial stone, etc.
- Canopies that are not part of the original building design should be avoided.
- Choose paint colors based on the building's historic appearance.
- Paint should only be applied to trim features of masonry and stone buildings. Masonry and stone should be cleaned rather than painted.



*First floor retail with upper story office or residences is preferred with shallow setbacks to promote walkability.*

### Guidelines for New Storefronts:

- The architectural character of buildings on Main Street should reflect traditional architectural themes.
- Provide an architectural separation (e.g., cornice) between the storefront and upper stories.
- Differentiate the primary retail entrance from the secondary entrance to upper floors.
- The storefront generally should be as transparent as possible.
- The facade design of new buildings should complement adjoining buildings in proportion, material selection and color.



*Tall buildings should step back the upper floors (above the third floor) to reduce the impact on the surrounding properties, and to maintain the historical scale*



*Two stories (or the appearance of two stories) should be the minimum building height in the DMU area. Development should hold street corners by extending the building facade (and roofline) higher at least one bay deep from the corner.*

- Fabric awnings are desired. Plastic /metal canopies should be avoided.
- Simple color schemes with up to three colors are appropriate. Avoid bright colors or highly contrasting colors.
- Avoid large projecting signs. The scale of signage should be proportional to buildings and be consistent with the pedestrian environment.
- Parking shall not be in the front yard setback, and rear lot parking is preferred over side yard parking.



*Design for a parking structure along a public street should provide visual interest compatible with adjacent developments and is encouraged to provide occupiable spaces along the*



## BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for General Commercial and Employment buildings and sites.



The images above illustrate techniques used to vary the facade heights along a long facade.



This example shows an office building with a primary facade using brick with stone as an accent material, meeting desired natural color palette.



Left, retail building with primary facade using fiber cement siding with stone as an accent material. Right, retail building with primary facade using stone and brick with EIFS as an accent material. Both meeting a desired natural color palette.



Desired design for a retail building. The color palette includes natural and earth tones. Building uses brick (primary) and EIFS (secondary), and architectural details that breakdown the facade to human scale. There are varying building planes and heights.



The example above shows a raised parapet wall and cornice that extends back to give the perception of three-dimensional facade (desirable). The example on the right shows a "fake" parapet wall and cornice that is not three-dimensional (as it lacks depth).



An example of a commercial building using earth tones as the primary color with brighter accent color for awnings and roofing.



An example of a high quality office building using variations in building color, projections and windows to break up long walls.

## E Employment

**E** areas include predominantly corporate and business offices, research facilities, laboratories, medical clinics/hospitals, and other similar uses. They generally do not include retail and consumer service uses for the wider community, but may include limited retail and service establishments that primarily serve employees and users of the area. Employment areas are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts. Although generally used to identify relatively large, multi-establishment employment areas (e.g., Business Park) the designation may also be applied to an individual property (e.g., clinic).

1. While there are no fixed limits on size of an establishment or development intensity within E areas, all uses should be compatible with the density and scale of surrounding development. The intensity of development may vary significantly depending on the location and surrounding context.

### Potentially Acceptable Zoning Districts

- Industrial-Business Park (M-BP)
- Office (O)
- Planned Unit Development (PUD)

## I Industrial

**I** areas accommodate manufacturing, wholesale, storage, distribution, transportation, and repair/maintenance uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include “nuisance” uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The Industrial designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the **E** designation, I areas generally have a relatively smaller workforce (for a

### BEST PRACTICE DESIGN STRATEGIES

The images and text below describe design strategies for **Industrial** buildings and sites.

#### WEAK DESIGN



Left, a metal-faced (or concrete panel) building devoid of any architectural merit or character. Right, an industrial building using stone as a base material and metal siding making up to 75% of the remaining facade.

#### DESIRED DESIGN



Using generous amounts of landscaping to screen large industrial buildings from street view.



Variations in facade depth and heights for industrial buildings to break up long monotonous walls.



Monument signs are encouraged in all settings instead of pole signs.

given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.).

1. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.
2. Architectural, site design, and landscaping features within **I** areas may be less extensive than in **E** areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets.

#### Potentially Acceptable Zoning Districts

- Industrial (M-1)

## IU

### Institutional & Utilities

**IU** areas include schools, community centers, cemeteries, government facilities, railroads, utilities and other parcels that are owned by a public, quasi-public, utility, or religious entity. Park and recreational uses are sometimes a primary or secondary use on these sites.

1. Larger **IU** uses should be located on or near an arterial or collector street, and be designed so that high volumes of traffic will not be drawn through local neighborhood streets.
2. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages adjacent to and within larger **IU** areas.
3. If a parcel planned for Institutional use is vacated by that use and another use is proposed, the City may approve an alternative use without amending this plan if the proposed use is similar to and compatible with adjacent uses.

#### Potentially Acceptable Zoning Districts

Permitted or Conditional use in most of the City's residential and commercial zoning districts.

## POS

### Parks & Open Space

**POS** category includes public parks, conservation areas, recreation areas, private recreation uses (e.g., golf courses), stormwater management facilities, greenways, major public trails, and other natural features and lands with a park-like character that are recommended for preservation. As the Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use. Parks and open space uses are allowed uses in all other land use categories, regardless of whether or not the area is mapped as Parks and Open Space.

1. Parks often serve as important community gathering places, and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and City residents.
2. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

#### Potentially Acceptable Zoning Districts

City's natural resource protection zoning standards apply to most of these areas.

- Commercial-Recreation (C-R)
- Single-Family Residential (R-1)
- Single-Family & Two-Family Residential (R-2)
- Central Area Residential (R-3)
- Multifamily Residential (R-4)



## UR

Urban  
Reserve

**UR** category are lands suitable for eventual urban development within the City of Fond du Lac based on the 2017 Cooperative Plan, but are currently restricted due to a lack of utility infrastructure. Urban development in the UR areas should be restricted until infrastructure can effectively serve the area. Landowners requesting unsewered development approval from the Town should meet compatibility requirements with surrounding land uses and shall be reviewed based on future considerations of eventual urban development.

1. Within the **UR** Area, new development should be limited in accordance with all policies applicable to the Agriculture designation, except through ONE of the following City processes:
  - a. Develop a conceptual neighborhood plan, prepared by a developer or the City, and adopt it as an appendix to the City's Comprehensive Plan.
  - b. Through extraterritorial plan review, the City may allow unsewered development within the **UR** Area if the following standards are met:
    - i. Areas not served by public utilities should be very low residential density with a maximum of one dwelling per 35 acres.
    - ii. An industrial use shall be compatible with the permitted or special permitted uses under the City's Industrial – Business Park (M-BP), Commercial-Recreation (C-R) or General Commercial (C-2) district. Proposals with an industrial use only permitted under the City's Industrial (M-1) District shall require

an amendment to the Future Land Use Map.

iii. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.

iv. Non-farm development projects are designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive development. This includes use of building design and materials that will not deter or negatively impact future City development once utilities are extended to the area (e.g., require storage unit facilities to meet similar standards and design if the development were in the City limits).

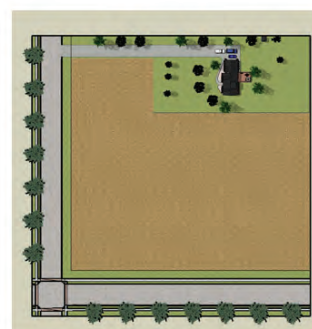
v. The proposed development is in accordance with applicable intergovernmental agreements and laws.

**BEST PRACTICE DESIGN STRATEGIES**

*Placing the property at the corner of the parcel maximizes productive agricultural land.*



**Desirable Layout #1**



**Desirable Layout #2**

**What should be considered in a detailed neighborhood plan?**

Such plans should specify land use mix, density, street layouts, open space and stormwater management, and adhere to the following design objectives:

- a. Create a distinct sense of place and human scale through provision of public plazas, greens and squares; creating visual interest; and designating prominent building sites.
- b. Integrate a mix of uses and densities within and surrounding the neighborhood.
- c. Connect the neighborhood internally and to adjacent areas through a network of paths, sidewalks, and streets. Discourage cul-de-sac and other dead-end street design, wherever possible.
- d. Preserve and focus attention on environmentally sensitive areas and unique natural features. Lay out streets, buildings, and public open spaces, which take advantage of long views created by local topography.



**RL****Rural  
Lands**

**RL** areas are within the City Growth Area, per the 2017 Cooperative Plan, that likely will not develop in the present 20-year planning period. Typical uses in these areas include open space, farming, farmsteads, agricultural businesses, forestry, quarries, and limited rural residential on well and septic systems. Premature exurban development and premature utility extensions should not be promoted in these areas. Even if urban development eventually reaches these areas, some of the land in the RL area may be appropriate for consideration as permanent agricultural-related uses.

1. Recommended land uses in the rural area land use district are long-term agriculture and related agri-business uses and existing non-farm residential uses served with private, on-site septic systems. Other proposed developments may be allowed if in accordance with applicable intergovernmental agreements (2017 Cooperative Plan) and laws.
2. The development of residential subdivisions is prohibited in areas designated as **RL**. Proposals for residential subdivisions shall require an amendment to the Future Land Use Map to the Suburban Residential land use classifications, or the Urban Medium- or High-Density Residential classification in cases of annexation.

**NRP****Natural Resource  
Protection Overlay**

**NRP** overlay classification identifies sensitive lands that may be subject to development restrictions enforced by City, County, State, or Federal agencies. Mapped **NRP** areas include lands that meet one or more of the following conditions: water bodies and wetlands mapped as part of the WDNR Wetland Inventory, 100-Year Floodplains based on FEMA maps and areas with slopes averaging 20% or more based on USDA-NRCS Soils data.

Areas shown as **NRP** on the Future Land Use Map do not constitute the limits of all wetlands, floodplains, or steep slopes that may be present within the City's planning area. Mapped NRP areas are derived from third party sources and are generally considered accurate enough to identify the possible presence and approximate location of those features. They are not a substitute for field or site level delineations that may be required by local, county, state, or federal agencies prior to development approval. The NRP areas illustrated on the Future Land Use Map are not a substitute for official Shoreland-Wetland and Floodplain zoning maps.

The primary intent of these areas is to retain sensitive natural areas in either public or private ownership for the benefit of maintaining fish and wildlife habitat, preventing and controlling water pollution, preventing erosion and sedimentation, preventing property damage caused by flooding, preserving areas of natural beauty, and providing areas for

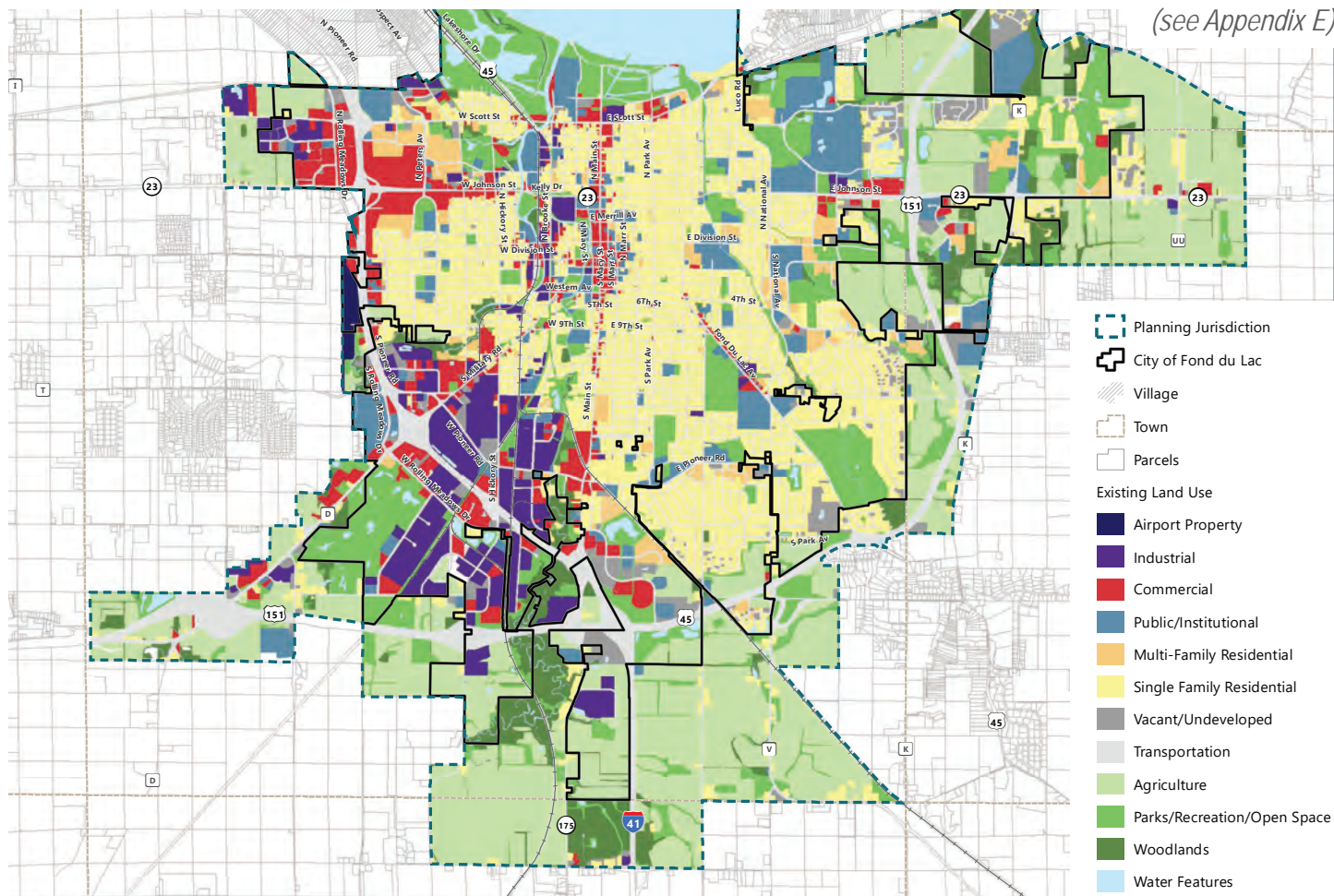
outdoor recreation. A majority of the **NRP** represents areas that are vital to the region's ecosystem and are key ingredients of the character and image in Fond du lac. Thus, development in areas designated **NRP** shall be limited based on underlying local, county, state or federal environmental regulations..

1. This classification is intended to function as an overlay district, such that the underlying future land use classification (e.g., General Commercial) remains in place, but the overlay classification indicates the possibility of additional restrictions on development.
2. Landowners and developers are advised that land within **NRP** areas may be restricted from building development, site grading, or vegetation clearing under local, county, state, or federal regulations. Where building development is permissible additional building setbacks and buffer yards beyond the minimum requirements are encouraged.
3. Recreational uses, agricultural and silviculture operations may be permitted in accordance with local, county, state, and federal laws. Best Management Practices are highly encouraged in these areas.

## 2020 SNAPSHOT: LAND USE

### EXISTING LAND USE MAP - PLANNING JURISDICTION

(see Appendix E)



### Key Statistics

**1,410** - The increase in population projected between 2020 and 2040 (i.e., 3.2% increase in population over that time period).

**26%** - The percentage of land developed as residential in the City of Fond du Lac with 23% in single- and two-unit lots and 3% in multi-family developments.

**327** - The number of residential building permits issued over the last decade (average of 32.7 annual permits).

**71%** - The percent of annual residential building permits issued for single-unit structures over the last decade with 19% issued for two-unit structures and 10% for multi-unit (3 or more units) structures.

**220 | 4,938** - The undeveloped acres of land (City of Fond du Lac | Planning Jurisdiction) that is buildable (no development limitations).

**434** - The undeveloped acres of land in the planning jurisdiction projected to be developed by 2040.

## EXISTING LAND USE, 2020

Land Use	Planning Jurisdiction		City Limits	
	Area	#	Area	#
Agriculture	4,529	23%	955	7%
Industrial (plus, Airport)	961	6%	889	7%
Commercial	946	5%	864	7%
Public/Institutional	1,101	6%	1,023	8%
Single-Family Residential	3,415	17%	3,012	23%
Multi-Family Residential	442	2%	442	3%
Transportation	2,859	15%	2,056	16%
Vacant/Undeveloped	1,949	10%	1,304	10%
Parks/Rec/Open Space	1,246	6%	1,190	9%
Water Features	1,004	5%	925	7%
Woodlands	1,063	5%	454	3%
<b>TOTALS</b>	<b>19,516</b>	<b>---</b>	<b>13,117</b>	<b>---</b>

## Development Considerations

(redevelopment & new growth)

### Natural features

Natural features are one of the main factors limiting where and how future development may occur. For example, new development adjacent to wetlands, floodplains, creeks, wooded areas, steep slopes, and so on, need to be designed with consideration for these features. There are some environmental corridors in the growth areas to the south and east that will primarily impact road network connectivity (see Development Limitations Map).

- » Areas annexed into the City of Fond du Lac after 1981 that include lakes, rivers, or streams are subject to a 75-foot building setback requirement from the lake, river, or stream.
- » While land classified as wetlands cannot be developed, limited development can occur in wetland buffer areas, which vary from 12 feet to 50 feet, depending upon the quality of the wetland.
- » Woodlands can be developed as residential, but the environmental consequences of doing so – habitat

destruction, the loss of the air cleansing and cooling benefits of trees, and their aesthetic quality – should be considered.

### Soil Contamination

Prior commercial or industrial use can also impede development by adding cleanup cost to any new investment. Sites with such challenges are generally in the older part of the City where chemicals and petroleum products were in use decades ago before modern environmental regulation.

### Urban Service Area

Availability of public utilities such as sewer and water, and services such as police, EMS and fire protection, parks, and schools can limit future development. The Fond du lac (Urban) Sewer Service Area is the area designated as most suitable for urban development and capable of being provided with a full range of urban services. Communities work with the Wisconsin Department of Natural Resources (DNR) and the East Central Wisconsin Regional Planning Commission (ECWRPC) to delineate and revise the Sewer Service Area boundaries. The City's sewer service plan was updated in

2017 with the 2040 Sewer Service Area identified on the Future Land Use Map.

## Boundary Agreements

The City has active cooperative/boundary agreement with all neighboring units of local government except the Village of North Fond du Lac. This cooperative plan defines future boundaries and offer guidance on land use, roadway responsibility, and other issues. The planning jurisdiction includes those lands identified as City growth areas.

## Land Use Regulations

Local land use regulations help define the character of cities to achieve compatibility of land uses within each district. The City of Fond du lac employs zoning and subdivision ordinances, an official map, architectural and site design guidelines and standards, as well as other environmental and water resource related ordinances as required by law, to regulate the use of land within its corporate and extraterritorial jurisdiction boundaries. Zoning and subdivision ordinances are designed to implement the City of Fond du Lac Comprehensive Plan.

## Zoning

The City of Fond du lac adopted the Zoning Ordinance under authority granted in the Wisconsin Statutes Section 62.23(7), which allows for the establishment and enforcement of land use regulations based on zones created by the adoption of the Official Zoning Map, as well as for the overall purpose of implementing the City's Comprehensive Plan. Generally, the Zoning Ordinance is adopted for the purpose of protecting the public health, safety, morals, comfort, convenience and general welfare by implementing certain goals and objectives of the Comprehensive Plan.



## Extraterritorial Plat Review Jurisdiction

In addition to review of subdivision plats and land divisions within the City, the City also has approval authority over some subdivision plats and land divisions for areas located

outside of the City limits, but within the Fond du Lac extraterritorial jurisdiction as allowed under Wisconsin State Statute Chapter 236. The extraterritorial jurisdiction (ETJ) includes those areas outside of the City within three miles of the current

municipal boundaries, excluding those lands in plat review jurisdiction of the Village of North Fond du Lac and exemptions outlined within the Cooperative Agreement.

## LAND USE PROJECTIONS, PLANNING JURISDICTION

Projected Land Demand *	2020	2025	2030	2035	2040	20 Yr Change
Population	44,510	45,540	46,300	46,370	45,920	1,410
Household Size	2.18	2.15	2.13	2.10	2.08	-0.10
Housing Units	19,415	20,104	20,645	20,856	20,773	1,358
Residential (acres)	3,857	4,004	4,120	4,165	4,148	291
Commercial (acres)	946	982	1,011	1,022	1,017	71
Industrial (acres)	961	998	1,027	1,038	1,033	72
Undeveloped Land (acres)	4,938	4,781	4,545	4,477	4,504	-434

\* These projections use current land use percentages and projected new housing demand to estimate land needed for other uses.

## Key Findings

1. Residential is by far the largest land use category in terms of the number of acres. Transportation is second and vacant/open land is third. No other land use category is more than 10% of the total.
2. Land use conflicts between the City and the surrounding towns have been minimal because of the adoption of the Cooperative Plan between the City and the Towns.
3. With the exception of the Niagara Escarpment on the east side of the city and areas in the floodplain along the Fond du Lac River and its tributaries, topography does not present limitations to development.
4. The most apparent conflict between land uses is the intermingling of older residential and newer commercial along the arterial streets like Scott, Johnson, Military, Main and Fond du Lac.
5. Based solely on population projections, household size projections and average density, an additional 290 acres of land are projected to be developed for residential use by 2040.
6. Commercial land is concentrated along USH 41, connecting arterials, and in the downtown. It is projected an additional 71 acres of commercial will be needed by 2040.
7. Industrial land uses are exclusively found in the west and southwest portions of the city. It is projected an additional 72 acres of industrial will be needed by 2040.
8. The acreage of the areas shown as future residential, commercial, and industrial on the Future Land Use Map exceeds the projected acreage. Where and how much development will actually occur will depend on the market for the land uses and the developers and property owners that choose to respond to the market demand.

### What is the methodology in establishing the land use projects?

Residential land use projections were calculated by projecting forward the current average densities for single family and duplex housing (about 4 units per acre) and for multifamily housing (about 10 units per acre) and an assumption of 80% single-family/duplex and 20% multifamily in new growth areas.

Projections for commercial and industrial acreage assume that these land uses will grow at a similar rate and keep pace with land for residential use.

Actual needs and development outcomes may differ based on market conditions and local policy decisions.

## GUIDING DAILY DECISIONS

### CITY ROLES & RESPONSIBILITIES

Responsibility for implementing this plan lies primarily with City Council, several city boards and commissions, including the Plan Commission, and City Staff.

#### City Council

City Council sets priorities, controls budgets and tax rates, and typically has the final say on key aspects of public and private development projects. Each council member should know where to find this plan and should be familiar with the major goals described herein. City Council should expect and require that staff recommendations and actions both reference and remain consistent with this plan.

#### City Plan Commission

Land use and development recommendations are a core component of this plan, and the Plan Commission has a major role in guiding those decisions. Plan Commission members must each have access to this plan and must be familiar with its content, especially Chapter 9: Land Use. It is the responsibility of Plan Commission to determine whether proposed projects are consistent with this plan, and to make decisions and recommendations that are consistent with this plan. In cases where actions that are inconsistent with this plan are believed to be in the best interest of the City, the Plan Commission should seek public feedback before recommending amendments to the Plan.

#### Redevelopment Authority

Some of the actions related to economic development and land use address redevelopment potentially

requiring some sort of public funding. This plan assumes that the Redevelopment Authority will have lead roles to implement blight removal and prevention programs.

#### Other Committees, Boards and Commissions

All committees, boards and commissions that serve as an extension of the City of Fond du Lac should treat this Plan as relevant to their activities in service to the Community, and should seek outcomes consistent with the goals and policies herein.

#### City Staff

Key City staff have a significant influence on capital projects, operational initiatives and regulatory decisions. It is imperative that individuals in key roles know about, support, and actively work to implement the various policies and actions in this plan. Specifically, the following people should consult and reference the comprehensive plan during goal-setting and budgeting processes, during planning for major public projects, and in the review of private development projects:

- » Director of Administration
- » Community Development Director
- » Operations Superintendent
- » City Engineer
- » Parks and Forestry Superintendent

These key staff members should be familiar with and track the various goals, policies and actions laid out in this plan, and should reference that content as appropriate in communications with residents and elected and appointed officials. Other division heads should also be aware of the plan and the connections be-

tween the plan and City projects. The purpose of this extra effort is to strengthen staff recommendations and reinforce the plan as a relevant tool integral to City functions.

The City Manager, as lead administrative official of the City, is responsible to ensure that other key staff members are actively working to implement this Comprehensive Plan.

### EDUCATION & ADVOCACY

Implementation of this plan also depends, to a great degree, on the actions and decisions of entities other than City government. The Action Plan (see page XX) indicates a few responsible parties that the City of Fond du Lac does not control or direct.

It is necessary to persuade these entities to be active partners in the implementation of the goals, objectives, and strategies of this plan. The following City activities can support this effort:

- » Share this plan with each organization, including a memo highlighting sections of the plan that anticipate collaboration between the City and the organization.
- » Take the lead role in establishing collaboration with these organizations.
- » Know and communicate the intent of relevant objectives and strategies - partner organizations need to understand and buy in to the rationale before they will act.

## GUIDING ANNUAL DECISIONS

### UTILIZING EXISTING TOOLS

Many of the strategies identified in this plan presume the use of existing City ordinances and programs. The City's key implementation tools include:

#### Operational Tools

- » Annual Budget Process
- » Capital Improvement Program

#### Regulatory Tools

- » Zoning & Subdivision of Land Ordinances
- » Site Plan Requirements
- » Historic Preservation Ordinance
- » Building and Housing Codes
- » Official Map

#### Funding tools

- » Tax Incremental Financing (TIF) Districts
- » State and Federal Grant Programs

### ANNUAL UPDATE

To provide lasting value and influence, this plan must be used and referenced regularly, especially during budgeting processes. To inform these annual processes, the Community Development Department will prepare, with input from other departments and the City Manager, a concise Comprehensive Plan Annual Update with the following information:

- » Action items in progress or completed during the prior 12 months. *Celebrate success!*
- » Staff recommendations for action items to pursue during the next 12 months.

### LINK TO ANNUAL BUDGET PROCESS

The most important opportunity for this plan to influence the growth and improvement of the City is through the annual budgeting and capital planning processes. These existing annual efforts determine what projects will and will not be pursued by the City, and so it is very important to integrate this plan into those processes every year.

The compilation of actions at the end of this chapter is a resource to support decisions about how and where to invest the City's limited resources. The Annual Update should draw from these actions. Plan Commission should make formal recommendations for Council consideration, identifying those choices and commitments most likely to further the goals and objectives identified in this plan.





## AMENDING THE PLAN

Although this Plan is intended to guide decisions and actions by the City over the next 10 to 20 years, it is impossible to accurately predict future conditions in the City. Amendments may be appropriate from time to time, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. The City may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the City. Should the City wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any changes to the plan text or maps constitute amendments to the plan and should follow a standard process as described in the following section. Amendments may be proposed by either the City Council or the Plan Commission, though a land owner or developer is also allowed to apply and initiate this process.

## UPDATING THE PLAN

The 20-year horizon of this plan defines the time period used to consider potential growth and change. However, over time market conditions and priorities change, community preferences shift, and technology evolves. The community's Comprehensive Plan needs to be amended and adjusted at times to keep pace with these changes to remain relevant.

## AMENDMENT PROCESS

In the years between major plan updates it may be necessary or desirable to amend this plan. A straightforward amendment, such as a strategy or future land use map revision for which there is broad support, can be completed through the following process.

### Step One

Amendments can be initiated by referral by the Plan Commission or City Council, or may be requested by application from a member of the public. For amendments affecting a large geographical area of the City or proposing major changes to plan policies, a more involved public input process should be considered to ensure that proposed amendments are in the best interest of and are well supported by the community.

### Step Two

Plan Commission holds a public hearing on the proposed amendment, preceded by a 30-day public notice. Notice of the proposed amendment should also be transmitted as appropriate to other governmental entities that may be affected by or interested in the change, such as a neighboring jurisdiction.

After holding the public hearing, Plan Commission can approve or deny a resolution to adopt the plan as amended, or recommend adjustments to the proposed amendment. The Commission may request more information before taking action on any proposed amendment.

### Step Three

City Council hears a report from Plan Commission on the amendment and considers adoption of the amended plan, by ordinance. The City Council may choose to revise the Plan after it has been recommended by Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

### Step Four

Staff completes the plan amendment as approved, including an entry in an amendment log. A revised PDF copy of the plan is posted to the City website.

## ACTION PLAN

Appendix B feature a compilation of actions identified in Sections 3-9 to help the City achieve its various goals and objectives.

### "Target Completion" Deadlines

The deadlines identified to achieve these actions are not firm - rather they are indications of when the City may choose to pursue an action based on its importance or difficulty. The general timelines identified are:

- » *Immediate (2021-2022)*
- » *Short-Term (2023-2026)*
- » *Mid-Term (2027-2030)*
- » *Long-Term (2031-2040)*
- » *On-going (or repeating activity)*

### Lead Agencies

Most of these actions require leadership and effort by multiple people and organizations. These tables indicate the lead agency (or agencies) necessary to initiate and sponsor the action. Other City departments, City officials and (in some cases) external organizations/agencies will likely be involved in implementing each action.

### Plan Consistency

Once formally adopted, the Plan becomes a tool for communicating the City's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, after January 1, 2010, if a local government unit enacts or amends any of the following ordinances, the ordinance must be consistent with that local governmental unit's Comprehensive Plan:

- » Official maps
- » Local subdivision regulations
- » General zoning ordinances
- » Shoreland/wetland zoning ordinances

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this Plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this Plan,
3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, that are contained in the Plan.

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the Plan. Prior to adoption of the Plan, the City reviewed, updated, and completed all elements of this Plan together, and no inconsistencies were found.

### Severability

If any provision of this Comprehensive Plan is found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application. If any requirement or limitation attached to an authorization given under this Comprehensive Plan is found invalid, it shall be presumed that the authorization would not have been granted without the requirement or limitation and, therefore, said authorization shall also be invalid.



# CITY OF FOND DU LAC, WI

## 2040 COMPREHENSIVE PLAN



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**MSA**