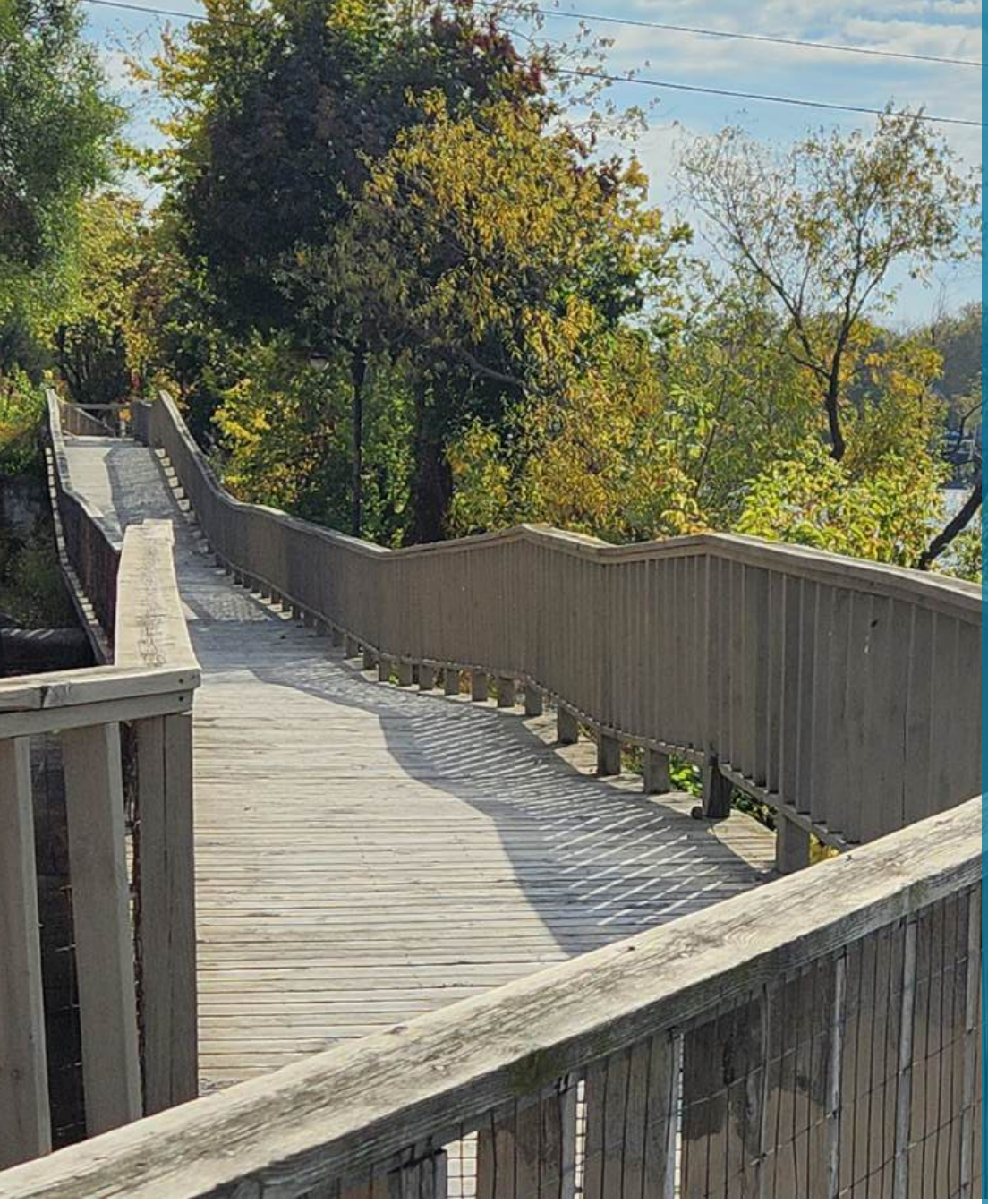

Bicycle & Pedestrian Network Plan

DRAFT February 2026

THE CITY OF WATERTOWN
Opportunity runs through it.

CONTENTS

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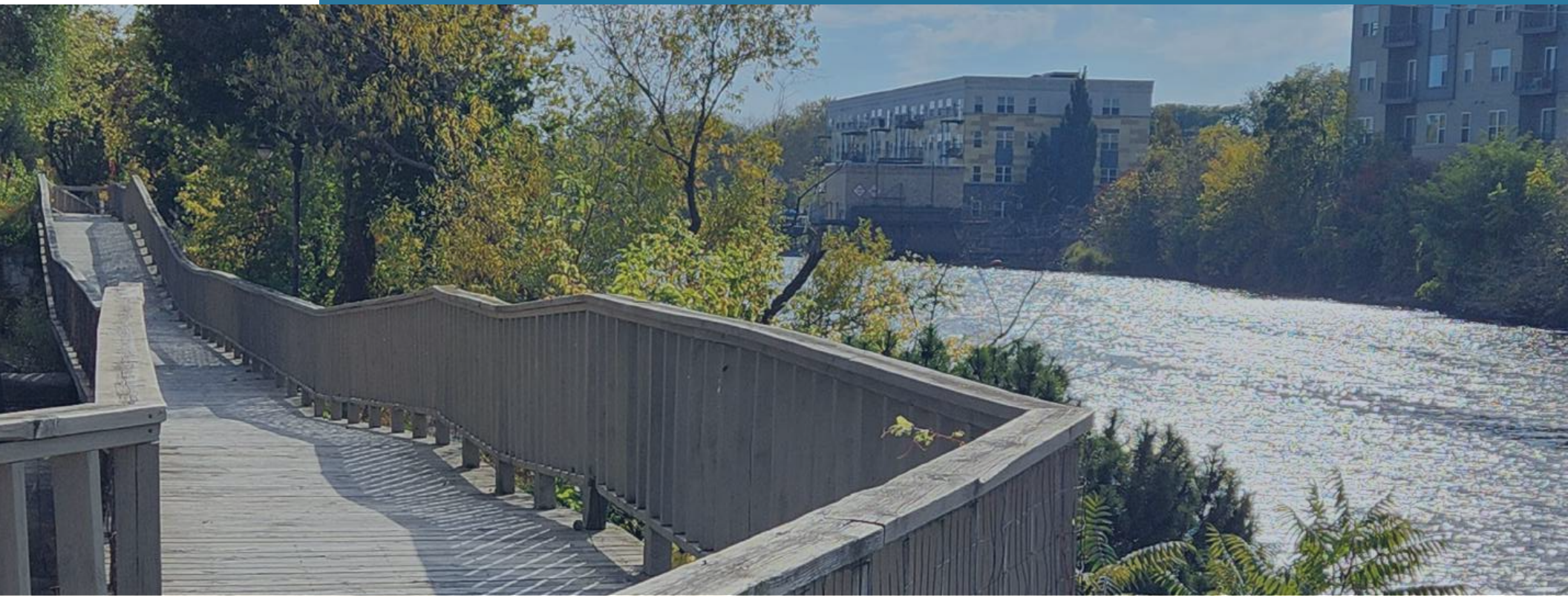
HKGi

TC^2

Approved by the City of Watertown on _____.



INTRODUCTION 1

PLAN & PROJECT PURPOSE

The City of Watertown has been incrementally building a network for pedestrians and bicyclists over the last 20+ years. Through collaborative efforts across multiple City departments (Public Works, Parks, Recreation & Forestry), along with coordination with both Jefferson and Dodge Counties, projects such as the Interurban Trail have expanded the City's options for walking and biking, both as a means of transportation and for recreation. Over the last few years, it has become apparent that a long-range plan is needed to clearly create a guide to develop a fully-connected network, which the City can work to implement in phases. A long-term implementation plan like this is ambitious and will require continued collaboration across City departments, support from the City Council, and stewardship from non-profit and advocacy organizations.

The purpose of this planning process is multi-faceted:

1. To create a plan that addresses the future of a city-wide bicycle and pedestrian network, building off the existing network.
2. To gather and incorporate community feedback and desires to address safety and a future vision for active transportation in Watertown.
3. To identify best practices and guide the City in future facility and network investments.
4. To guide policy and programming improvements, such as wayfinding, bike parking, and educational and encouragement activities.
5. To build awareness of and enthusiasm for expanding multimodal transportation opportunities in and around Watertown.

CREATING CONNECTIONS

In Watertown, 8.5% of residents do not have a vehicle available for their household. Bicycle and pedestrian networks provide alternative ways for people who do not have access to vehicles to reach destinations.

WHY PLAN FOR BIKING AND WALKING TODAY?

Over time, the purposes for biking and walking have changed dramatically. Walking is the original form of transportation and has always been the most economical and environmentally friendly way of getting around (albeit potentially the slowest means of transportation!). The introduction of the bicycle in the early 1800s carried many of the same benefits and allowed people to travel more efficiently, faster, and over longer distances. After the advent of the personal automobile and its increased popularity in the 1920's and 1930's, biking and walking for transportation purposes began to decline as it was seen mostly for sport, exercise, or recreation. As cities became more sprawling with suburban development, distances grew between homes, places of work, schools, and other community destinations. Today, the car is the most dominant means of transportation, and many people depend solely on their personal vehicle for all trips.

Concurrently, today biking and walking have seen a resurgence in popularity as people recognize the importance of living an active and healthy lifestyle. Also, the modern realities of the costs of owning and maintaining a personal vehicle are high and many people cannot afford it. People who cannot or choose not to drive (seniors, people with disabilities, young people) are seeking more ways to independently get from one place to another. Even in communities with great public transportation networks, we have to remember that we are always pedestrians at the beginning and end of any trip we take, even if just walking through a parking lot.

The following are some key reasons for planning for the future of biking and walking in Watertown:

» **Safety:** Evidence suggests that cities with high levels of bicycle mode share are not only safer for bicyclists, but also for all road users. Further, bike facilities themselves can act as "calming" mechanism for traffic, slowing cars and reducing fatalities.

» **Livability + Mobility:** Fifty percent of US residents say that walkability is a top priority or high priority when considering where to live. Bicycling has become the country's fastest growing form of transportation for commuters.

» **Health:** Walking and biking can improve a variety of health outcomes for both mental health and physical health, benefitting individuals and the broader community. For example, ***obesity costs the State of Wisconsin around $598 million in annual healthcare costs***. Improving conditions for biking and walking ensures that all community members have access to low-cost methods for exercise and getting outdoors.

» **Household and Community Prosperity:** Not all households can afford to own a car and some lower-income households who do own a car may be sacrificing other basic needs to pay for insurance, gas, and maintenance. ***In Watertown, 8.5% of residents do not have a vehicle available for their household.*** Bicycle and pedestrian networks provide alternative ways for people who do not have access to vehicles to reach destinations, including community destinations like the library, swimming pool, or parks, and commercial destinations like movie theaters and shopping centers.

» **Air Quality and Greenhouse Gas Emissions:** ***The transportation sector generates a large share of greenhouse gas emissions (28.9% as of 2017).*** Walking or cycling could substitute many short car trips (less than 3 miles), significantly reducing CO2 emissions from car travel.

» **Recreation:** Trails, bikeways, and sidewalks provide facilities for recreational purposes that serve a wide range of the community population to connect to parks and natural areas.

» **Parking and Transportation Networks:** As more people bike and walk to retail, restaurants, entertainment, work and school destinations, the demand for vehicle parking decreases, which allows for urban spaces to be developed and utilized more compactly. Encouraging active transportation and providing safe routes for pedestrians and bicyclists alleviates traffic congestion as well.

» **Regional and Economic Competitiveness / Tourism:** Communities with strong and active bicycle and pedestrian networks support local businesses and workers. Employee retention, increasing the draw for residents to the Watertown area, and economic development are all potential outcomes of a successfully implemented plan for biking and walking.

PLAN OBJECTIVES

Early in the planning process, the following objectives were identified to holistically address bicycle and pedestrian issues within the plan. The Plan Objectives focus on physical infrastructure improvements, programs, and policies.

Facilities and Infrastructure

- Fill network gaps and address difficult intersection crossings and barriers to walking and biking circulation within the city
- Find ways to make biking and walking safe, convenient, and easy
- Define trail, sidewalk, and facility standards that are reasonable, feasible to build, and sustainable for the City of Watertown

Address a Variety of Users

Define a cohesive, connected walking and biking network in Watertown that meets the needs of:

- Commuters
- Recreational bicyclists and hikers
- People with disabilities
- People who don't have the ability or interest in driving
- People who use public transportation
- Children and young people
- Seniors
- Families
- Visitors

Make Connections

Better connect residents and visitors to:

- Schools
- Community Destinations
- Commercial Centers
- Employment Centers
- Neighborhoods
- Medical Destinations
- Parks

Encourage and Educate

- Identify programs and initiatives to support biking and walking in Watertown
- Promote ways to make passive forms of exercise, such as biking and walking, a part of daily routines for residents
- Develop or identify programs or initiatives to educate bicyclists, pedestrians, and drivers about safety and etiquette

Prioritize and Implement

- Define community goals and vision for the future of walking and biking in Watertown
- Create a plan that will assist with future grant-writing and fund-seeking efforts
- Identify projects that can be started in the near-term
- Recommend strategies for phasing and implementation of the plan
- Identify champions or stewards for projects or initiatives that can't be implemented by the City alone

Project Timeline

In 2024, the City of Watertown received a Transportation Alternative Program (TAP) grant from the Wisconsin Department of Transportation (WisDOT) to develop a City-wide Bicycle and Pedestrian Plan. The grant provided 80% of the cost to complete the plan and the City of Watertown matched the remaining 20%. After soliciting proposals from qualified planning firms, the City contracted with HKGi, a private consulting firm with expertise in multimodal planning. The project commenced in January of 2025 and was organized into five major tasks. Public involvement occurred throughout the planning process (see Chapter 3 for more information). The City of Watertown approved the final plan in _____ of 2026.

Winter 2025 — ***Project Kick-off***

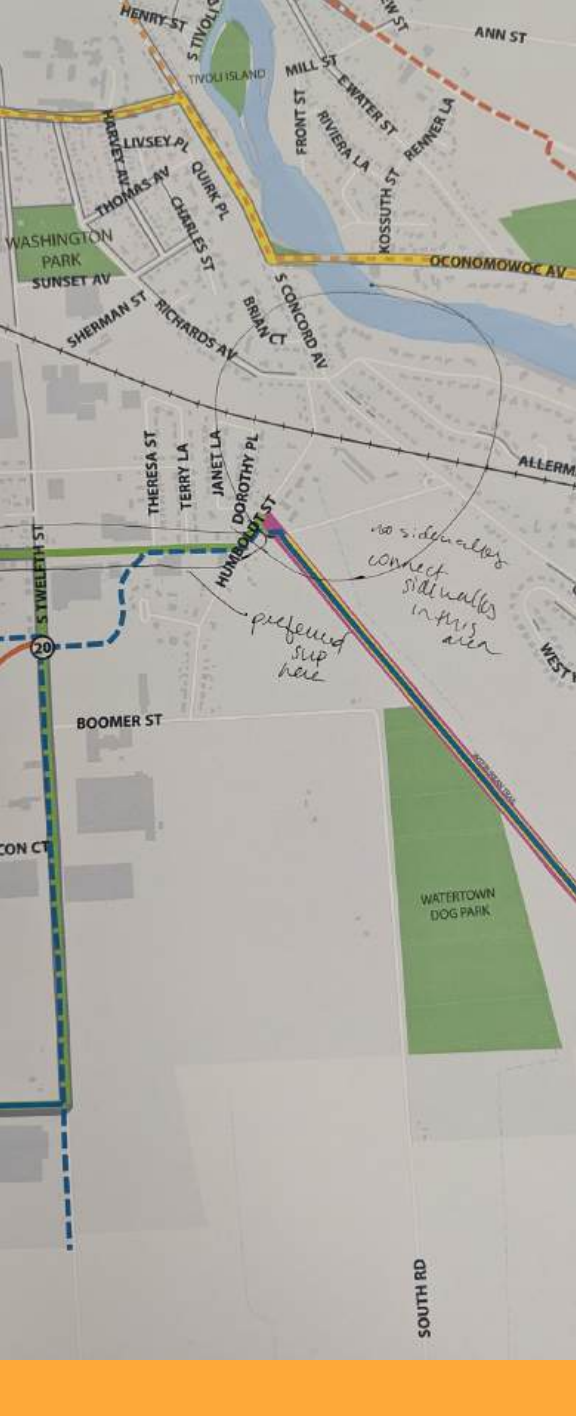
Spring 2025 — ***Information Gathering***

Summer 2025 — ***Public Involvement***
- Open Houses
- Pop-up Events
- Advisory Group Meetings

Fall 2025 — ***Develop Recommendations***

Winter 2025/2026 — ***Finalize the Plan***

Implement the Plan



BICYCLE AND PEDESTRIAN PATH TASK FORCE + COMMUNITY ADVISORY GROUP

The City of Watertown has a standing advisory committee that is dedicated to identifying and implementing bicycle and pedestrian programmatic and infrastructure projects, titled the Bicycle and Pedestrian Path Task Force. This group was formed in 2016 and meets quarterly. The committee is comprised of residents who are interested in advocating for biking and walking, along with the City's Health Officer, a few City Alders, the Mayor, the Public Works Director, the Police Chief, City Engineers, and the City's Park and Recreation Director.

For the duration of the planning process to develop the City-wide Bicycle and Pedestrian Plan, the Bicycle and Pedestrian Path Task Force was joined by additional stakeholder representatives, such as Dodge and Jefferson County Parks and Recreation staff, as well as Watertown School District administrators. The broader committee was named the Community Advisory Group, although colloquially the committee was referred to as the 'Task Force' throughout the planning process.

The Community Advisory Group served as the lead committee to steer the direction of the plan and met five times over the course of the project.

Member roles included:

- Provide technical and organizational guidance
- Serve as decision-makers for the plan
- Provide guidance on preferred recommendations
- Review draft materials
- Recommend the plan to the City's Public Works Commission
- Support engagement and outreach efforts

EXISTING CONDITIONS

2

WATERTOWN IN CONTEXT

LOCATION AND DESCRIPTION OF AREA

Watertown is in southern Wisconsin on the border of Jefferson County and Dodge County. It is approximately 35 miles east of Madison and 45 miles west of Milwaukee. The city has an area of approximately 12.5 square miles. A key feature shaping the city's physical geography and historical development patterns is the Rock River, which runs through the city. The river first flows north where it crosses into the city from the southeastern side, then flows south as it passes through downtown and out the southwestern boundary of the city.

The City of Watertown developed due to the Rock River and its potential for power. Early industry evolved around sawmills that used the river's power, later the construction of two hydroelectric dams along the Rock River and construction of rail lines through Watertown cemented early economic development in the City.

American Community Survey

ACS DATA

HOW IT WORKS

The American Community Survey (ACS) is an on-going survey that provides data every year, providing information between decennial census years. The 5-year ACS estimates are based on larger data samples than the 1-year ACS estimates and are more accurate for smaller areas, which is why this report references the 2023 5-year estimates, which is the most recent 5-year estimate at the time of writing. On the Map is a census tool that provides location-based data on where people live and work, providing insights on how far and to/from where people travel for work.

EXISTING TRAVEL BEHAVIOR AND CHARACTERISTICS

The following section summarizes information that helps paint a picture of how Watertown residents are currently getting around the city and to other destinations. Analyzing data that signifies a greater potential for walking and biking, such as zero-car households or households in poverty, also helps Watertown understand how much demand may exist for better walking and biking facilities. The data summarized below is from the US Census, including the decennial census, 2023 5-year American Community Survey (ACS), and On the Map census tool, unless otherwise state.

When looking at the need for pedestrian and bicycle facilities in Watertown, it is also important to consider the high number of schools in Watertown. In addition to the public school system and multiple private grade schools serving local residents, the presence of a boarding school and a college in Watertown is notable as these schools serve populations that are less likely to have access to personal vehicles (due to age and school policies) and thus rely on alternative modes of transportation.

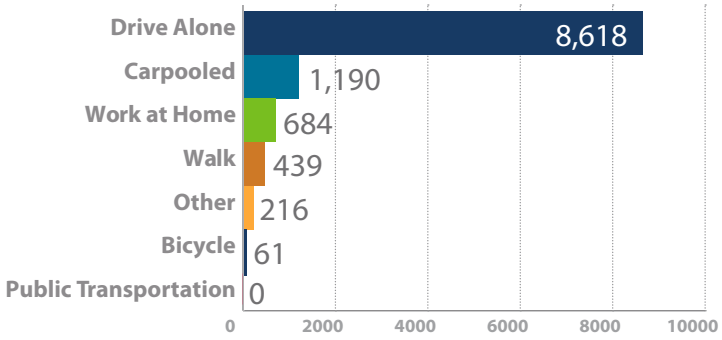


Figure 2.1 Bike and Walk Mode Share

BIKE AND WALK MODE SHARE

Because trips to work make up a large majority of daily transportation, analyzing how residents get to work provides a good snapshot of typical mode share in Watertown. Mode share is the percentage of travelers using a particular type of transportation (e.g. a personal vehicle, public transit, bicycle, or walking). Figure 2.1 highlights how Watertown residents get to work most days of the year.

In most American cities, many residents drive to work alone. According to the 2023 5-year ACS an estimated ***77% of Watertown residents aged 16 or older drive to work alone***, which is slightly higher than the rate of 75% for the State of Wisconsin. ***Approximately 11% of Watertown residents carpool work, and an additional 4% walk to work. 0.5% of residents bicycled to work.*** No residents reported using public transportation to get to work.

The rates of carpooling and walking to work in Watertown are slightly higher than the statewide rates, which are 7.6% and 2.5% respectively (see figure 2.2). 6% of residents work from home.

	Watertown	Wisconsin
Drove Alone	77%	76%
Carpooled	11%	7%
Public Transit	0%	1%
Walked	4%	3%
Other Means	2%	2%
Work at Home	6%	12%

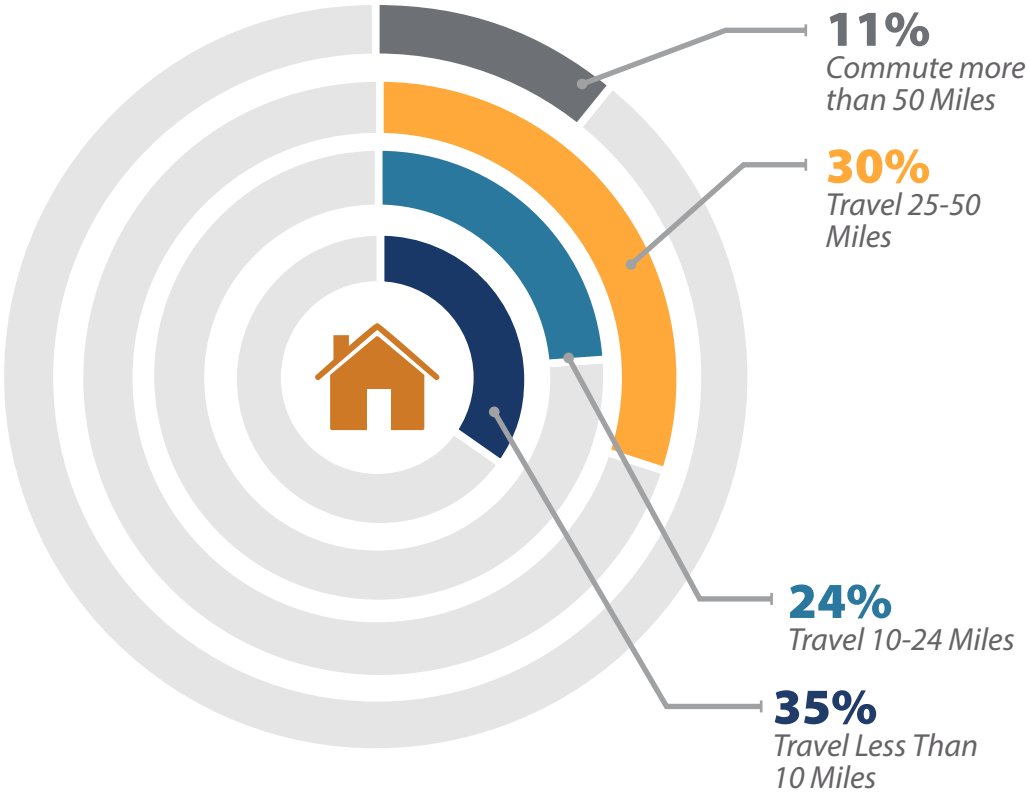
Table 2.1 Work Transportation

One significant note about travel is that every person, regardless of their main travel mode, is a pedestrian at one point in time whether it's walking (or rolling) from their car to their work entrance or walking to a neighbor's house to carpool to work.

As seen in Table 2.2, modes of transportation to work have shifted over time in Watertown, with the number of people walking and biking to work decreasing overall. Efforts to promote walking and biking will require efforts from a variety of partners, including the City, schools, organizations, and employers through investments in infrastructure and facilities along with education and programmatic elements.

	2015	2020	2023
Bicycle	0.8%	0.3%	0.5%
Walk	4.4%	5.1%	3.9%

Table 2.2 Work Transportation



COMMUTE DISTANCES AND TIME

When a person is less than three miles from their destination, the chance that they choose to bike to their destination is more likely. Similarly, when a person is less than a half mile away from their destination, they are more likely to walk. Even if individuals don't choose to bike or walk to their destination, they are more likely to consider it as an option if the distance is short, and high-quality biking and walking facilities are present.

*Of residents who commute to work, ***35% travel less than 10 miles, 24% travel 10 to 24 miles, and 30% of residents travel 25 to 50 miles. 11% of Watertown residents commute more than 50 miles to work*** (2023 5-year ACS). While Watertown residents, workers, and visitors may not currently be choosing to bike or walk for all their trips, there is great potential to change behaviors because distances are generally short.

Approximately 2,600 (23%) Watertown residents have a commute that takes them less than 10 minutes to work (2023 5-year ACS). According to the On the Map US census tool, of the 12,000 workers that live in Watertown, there are around 3,100 that work within the city limits. These numbers show us that there is great potential to increase the non-motorized transportation mode share with improved facilities, encouragement and education.

*Source for data in this paragraph: U.S. Census Bureau, U.S. Department of Commerce. "Means of Transportation to Work." American Community Survey, ACS 5-Year Estimates Detailed Tables, Table B08301

HOUSEHOLD CHARACTERISTICS

Vehicle competitive households are defined as having more people than vehicles available within a home. When faced with conflicting travel situations, some people decide to work alternative work schedules, while others shift to a different means of transportation such as carpooling, transit, walking, or biking. Figure 2.2 highlights the number of vehicle competitive households in Watertown. This data indicates how many workers could potentially benefit from a more connected bicycle and pedestrian network. It also highlights the fact that not every eligible driver within a household in Watertown needs to own a car, if they can supplement some trips by walking or biking to nearby destinations.

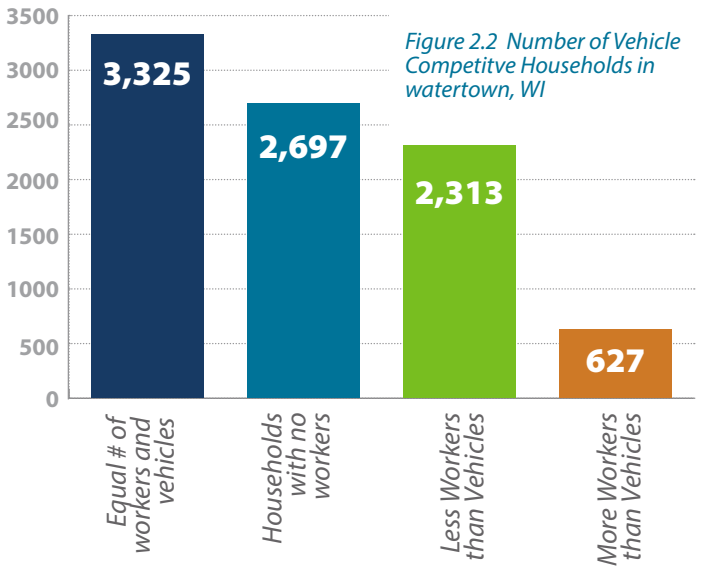


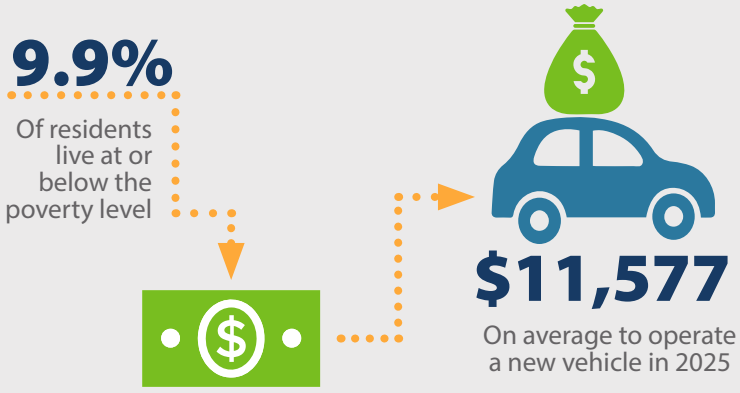
Figure 2.2 Number of Vehicle Competitve Households in watertown, WI

In Watertown there are an estimated 627 households with more workers than vehicles. There are an additional ***758 households with no vehicles. Zero vehicle households account for 8.5% of all Watertown households*** (2023 5-year ACS). These households must rely on other modes of transportation, such as walking, biking, transit, or carpooling to get around. It is important that multi-modal transit networks and services work to provide year-round access for these households.

8.5%
Of households in Watertown have no vehicles

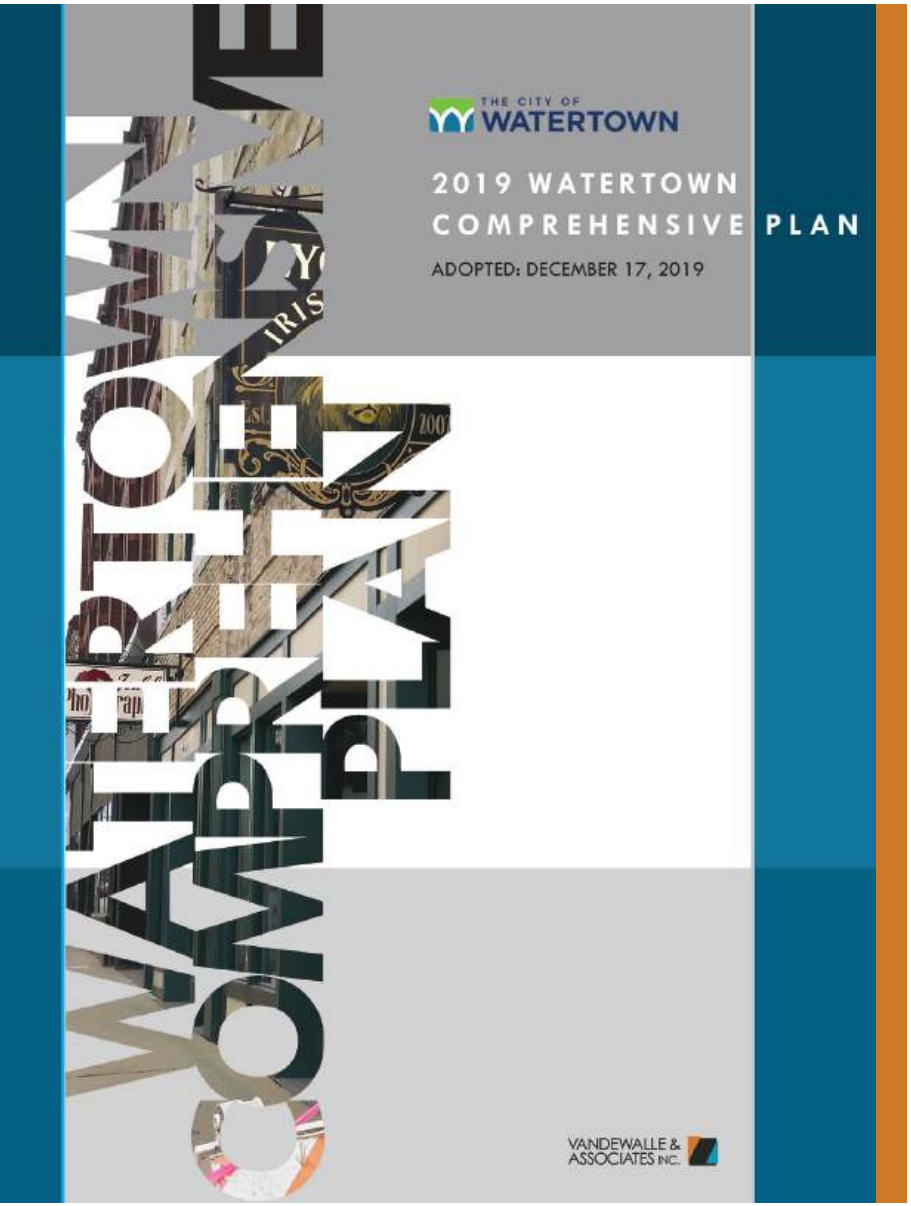
In Watertown, ***9.9% of residents live at or below poverty level*** (2023 5-year ACS). A disproportionate level of minority populations live below the poverty level in Watertown. According to AAA, ***it costs an average of $11,577 to operate a new car in 2025***, or about $965 per month. This amount factors in all costs of auto ownership, including depreciation, finance, fuel, insurance, maintenance, and taxes and registration. For those living at or below the poverty level, vehicle ownership can be a significant cost burden. This cost burden can be eliminated or significantly lowered if a safe and convenient non-motorized transportation network exists.

Source citation: U.S. Census Bureau, U.S. Department of Commerce. "Selected Economic Characteristics." American Community Survey, ACS 5-Year Estimates Data Profiles, Table DP03,



RELEVANT PLAN REVIEW

Numerous existing planning documents support the continued development and enhancement of the city's bicycle and pedestrian network. Some of the most recent and relevant documents are highlighted in the following pages.



CITY OF WATERTOWN COMPREHENSIVE PLAN (2019)

SUMMARY

The Watertown Comprehensive Plan, adopted in 2019, provides the City with a vision and a plan for the next 20 years. The Comprehensive Plan offers guidance on sustainable growth and development and recommendations on how to bring the city towards its vision across a variety of topic areas. The areas covered in the plan include agricultural resources, natural resources, historic and cultural resources, community character and design, land use, transportation, utilities and community facilities, housing and neighborhood development, economic development, and intergovernmental cooperation.

The transportation section of the plan is of particular relevance to this plan as it identifies goals and policies that prioritize the development of bicycle and pedestrian facilities, encourage collaborative bicycle and pedestrian planning, and prioritize aesthetic improvements that improve the experience of walking and biking in the City.

TRANSPORTATION

Goals

- Provide a safe and efficient multi-modal transportation system that meets the needs of pedestrians, bicyclists, motorists, trucks, trains, and transit users.
- Develop and maintain a comprehensive system of on-street and off-street bicycle and pedestrian facilities in the Watertown area.

Objectives:

- Provide safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers
- Consider pedestrian and bicycle accessibility when selecting new sites for

public facilities such as schools, parks, libraries, and community centers.

Policies:

» Prioritize the future interconnection of the City's on-street bicycle facilities system within the City, in addition to connections to the Downtown Riverwalk, Interurban Trail, Glacial Drumlin Trail, and Wild Goose State Trail.

» Partner with the Watertown Bicycle Task Force and local public health partners to better plan and implement a comprehensive and safe network of sidewalks and bicycle routes to connect neighborhoods with schools, parks, and shopping.

» Use the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan as the foundation to create a customized City-wide Bicycle and Pedestrian Plan to further prioritize active transportation facilities, connections, and utilization.

» Actively participate and engage in the update of the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan.

» Require all new developments to be served with sidewalks or pedestrian/bicycle paths.

» Support a comprehensive community-wide wayfinding signage system in order to better direct travelers to key destinations in the community.

» Encourage aesthetic improvements such as canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, or benches in all arterial and collector street construction and reconstruction projects.

» Adopt a Complete Streets Policy that requires multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true complete streets.

» Continue bicycle and pedestrian educational programs like the Police Department's bicycle rodeo and other trainings to increase safety and utilization of trails, paths, sidewalks, and streets.

» Continue to enforce the Sidewalk Infill Policy.

HOUSING AND NEIGHBORHOOD DEVELOPMENT

Objectives:

» Encourage pedestrian and bicycle-oriented neighborhood designs as new developments are platted and existing neighborhoods are revitalized.

Policies:

» Design livable neighborhoods that are well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities and located within a ten-minute walk (approximately 1/3 mile) of a public park or open space area.

» Continue to enforce the City Sidewalk Infill Policy to

CITY OF WATERTOWN COMPREHENSIVE PARKS AND OPEN SPACE PLAN (2019 AND 2025)

SUMMARY

Watertown adopts a Parks and Open Space Plan every 5 years that serves as a guiding document for Watertown's Parks, Recreation, and Forestry Department. The most recent plan was adopted in 2025. This plan was adopted during the planning process for this Bicycle and Pedestrian Plan, so both the 2025 and previous 2019 Parks and Open Space Plan were reviewed. Generally, the Parks and Open Space Plan provides an overview of existing conditions, analysis of future parks and recreation needs, and recommendations on how the City can meet these future needs through improvements to existing facilities and acquisition or development of new facilities. The Plan also provides calculations and information regarding Watertown's park dedication fees.

2025 PARKS AND OPEN SPACE PLAN

The 2025 Plan update identified four overarching goals, which were modified from the 2019 Plan:

- Goal #1: Provide inclusive, safe, and active places for all. Provide a sufficient number of parks, recreational facilities, and open space areas to support active living, and to enhance the health and quality of life for City of Watertown residents and visitors. Such facilities should be diverse in accommodating people of many different ages and abilities, such as the elderly, people with disabilities, adults, youth, and children. Parks should be welcoming, safe, and accessible for all.
- Goal #2: Maintain and improve parks with community support. Continue to manage and maintain existing parks, open space facilities, and recreational programming in response to community interest and needs. Leverage partnerships, grants, and agency programs to implement initiatives and to secure funding for projects.
- Goal #3: Foster a resilient future. Preserve, manage, and plan for the City's natural resources and outdoor amenities to create a resilient, sustainable park system that works for the benefit of current and future residents.
- Goal #4: Connect parks and open spaces to the City's multi-modal network. Ensure that parks, recreational facilities, and open space areas are connected to the City's multi-modal network for driving, biking, walking, and rolling.

Recommendations in the plan relating to bicycle and pedestrian facilities include:

- Using the sidewalk and trail system to better connect people to parks
- Continuing to expand and maintain trails within parks to create longer routes and more loop trails
- Clearing trails for use throughout the winter months
- Improving safety and the perception of safety along trail facilities, including through improving lighting
- Maintaining the trail networks regularly
- Considering how trails are used beyond walking, running, and biking.
- Continuing to work with county and regional partners to connect into regional trail systems and routes

DOWNTOWN MAIN STREET RECONSTRUCTION TASK FORCE RECOMMENDATION REPORT (2022)

SUMMARY

The Downtown Main Street Reconstruction Task Force Recommendation Report details the recommendations from the Task Force, which was convened in response to the anticipated replacement of the Cole Bridge (completed in 2025) and reconstruction of 11 blocks of Main Street (currently planned for 2028). The report provides design guidelines based on community feedback for the Main Street reconstruction and wider downtown area. There are two sets of recommendations – one specific to the Main Street reconstruction project, and one set applicable to the entire downtown area. The recommendations fall into four categories: Aesthetic Improvements; Infrastructure Improvements; Pedestrian-oriented Improvements; and Planning Recommendation; and three timeframes: before, during, or after reconstruction.

RELEVANT POINTS

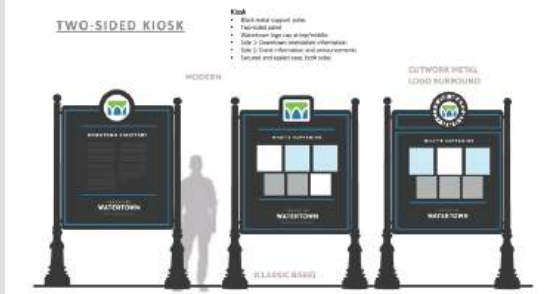
Mainstreet Recommendations:

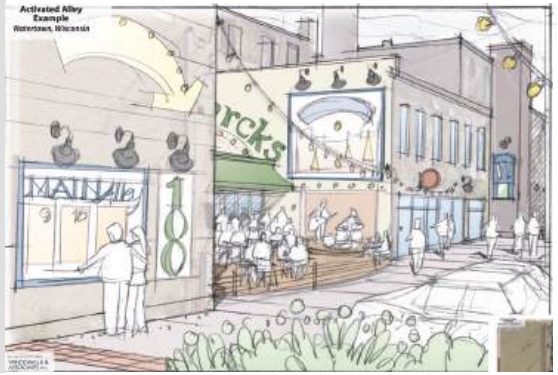
There are a number of recommendations relating to pedestrians along Mainstreet including different types of aesthetic improvements to the streetscape that bring in pedestrian-scale elements and a variety of recommendations pertaining to pedestrian safety and experience. Below are a few key recommendations:

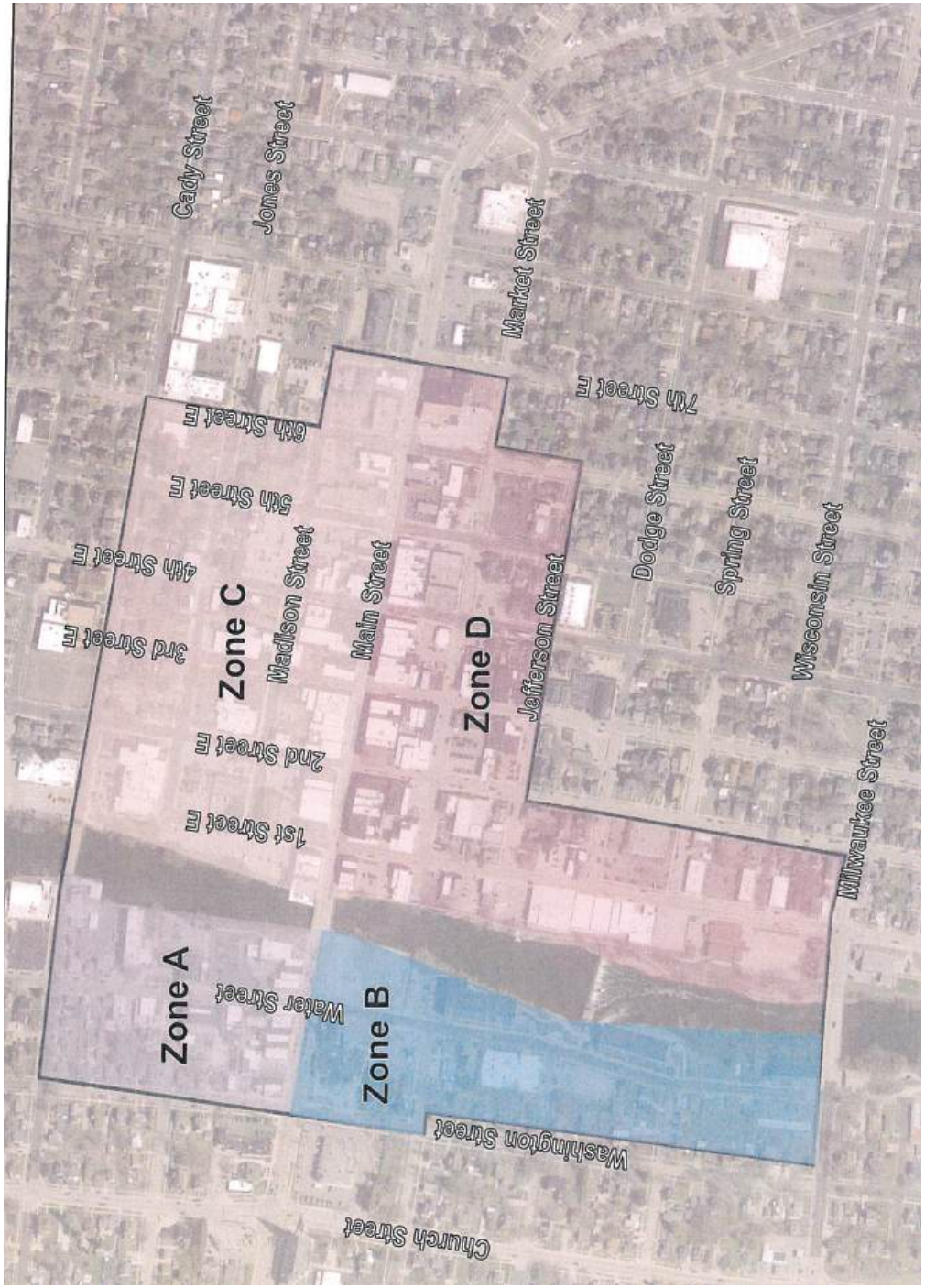
- Install traffic lights that allow for pedestrians to stop traffic.
- Widen sidewalks.
- Install well-designed wayfinding signage.
- Install curb bump-outs to improve traffic calming measures.
- Relocate crosswalks for improved pedestrian flow and safety.
- Incorporate features for the blind and deaf into crosswalks.
- Create continental crosswalks for improved pedestrian safety.

Downtown Recommendations:

- Perform transportation network evaluation in the Downtown, with the intention of redesigning one-way streets and planning for bike usage.
- Create implementation plan for developing the Riverwalk north of the Cole Bridge.







CITY OF WATERTOWN PARKING STUDY (2022)

SUMMARY

The City of Watertown conducted a parking study in 2022 (an update to the parking study completed in 2018), which considered the parking utilization rates of on- and off-street public and private parking. The main objectives of this study are to review the existing parking utilization within the project area, document any supply issues that exist, and plan for potential future parking opportunities as redevelopment is expected to occur. The study identified low, medium, and high-cost options for implementing the study's objectives and recommendations.

RELEVANT POINTS

Medium-Cost Implementation

» Promoting Walking/Biking Downtown: To encourage higher usage of public parking lots on the fringe of the Downtown core, the City can encourage walking through the core and encourage residents who live within a bikeable distance (typically within 1 - 2 miles) to bike to Downtown to reduce reliance on automobiles.

The plan identifies strategies to encourage walking and biking, including:

» Installing bike racks and bike lanes

» Designating bike routes

» Ensuring sidewalks are appropriate widths, maintained in good condition, and clear of snow and ice

» Ensure adequate lighting for safety

» Install wayfinding oriented to pedestrians and cyclists, including distances and walk times and information about nearby destinations

CITY-WIDE FLOOD STUDY (2024)

SUMMARY

The 2024 Watertown Flood Study Report provides flood risk projections for 10-, 100-, and 500- year events and details mitigation and management practices to decrease flooding risks in Watertown. The focus of the plan is on flooding in low-lying developed areas, primarily related to older undersized storm sewer systems, as opposed to riverine flooding. The plan identifies focus areas with tailored recommendations to reduce flooding and provides regional best management practices for stormwater management.

Flood Control Master Plan Report

ROCK RIVER DISTRICT VISION REPORT (2025)

SUMMARY

This report outlines a vision and accompanying principles to guide redevelopment and shape the future of the Downtown River Corridor. The plan states desired outcomes and includes an overview of public participation and existing conditions analysis that offer direction for the vision in this corridor. The purpose of the plan is to promote cohesive and thoughtful redevelopment that expands public access and activates public spaces along the riverfront in downtown Watertown.

RELEVANT POINTS

Desired Outcomes

- Establish publicly accessible spaces on both sides of the river for use as gathering spaces, recreational opportunities (walking, running, biking), and for fostering social interaction
- The Riverwalk seeks to enhance walkability, connect key public nodes (including South First Street Park, Watertown Dam pocket park, Bentzin Family Town Square, and Fannie P Lewis Park), and connect into newly developed and planned areas, including the Globe multifamily housing development.
- The Riverwalk is intended to be a key link in a cohesive network of parks and public spaces in downtown, which include planned and recently developed areas and trails
- Public Participation

Top-ranked planning principles that emerged included:

Amenity Rich Public Realm; Walkability; Watertown Character & Uniqueness; and Encourage Redevelopment

Framework

- Pedestrian Connectivity: the plan recognizes that adding to existing pedestrian infrastructure and connecting into the Glacial River Trail and Interurban Trail provides an opportunity to create a pedestrian hub in downtown.
- Parks & Open Space: the plan proposes integrating existing green spaces along the riverfront through improved pedestrian connections and green infrastructure – the vision is to offer an expanded recreational network that offers active and passive recreational opportunities; integrating these green spaces also promotes ecological preservation, another goal of the existing parks and open space plan.

Placemaking Strategy

- The goal of a continuous riverwalk is to integrate existing parks and other fragmented community spaces.
- Streetscape design should include complete streets.
- Riverwalk should integrate infrastructure improvements such as bike-friendly amenities and signage to enhance accessibility and wayfinding.

RIVERSIDE MIDDLE SCHOOL TRAFFIC AND PEDESTRIAN SAFETY STUDY (2016)

SUMMARY

The Riverside Middle School Traffic and Pedestrian Safety Study reviewed crashes near the middle school between 2011-2016, conducted a survey of school parents, and engaged staff and local stakeholders to identify safety and traffic flow issues near the school. Key problems identified include inadequate pedestrian facilities, insufficient signage and pavement markings, and uncontrolled traffic flow and operation. Recommendations identified in the plan covered short- and long-term recommendations that address both the area immediately around Riverside Middle School and the broader city streets around the school.

RELEVANT POINTS

Short-term recommendations that focus on pedestrian safety include:

- Constructing additional sidewalks
- Improving intersections for pedestrians using:
  - Raised crosswalks
  - Additional school crossing signage and pavement markings
  - Rectangular Rapid Flashing Beacons (RRFBs) at intersections
  - Adding midblock crossings with crossing islands
- Adding additional signage and pavement markings throughout the area, including speed feedback signs and school crossing signs

Long-term recommendations include:

- Redesigning the intersection of E Main Street and the school driveway and cemetery roadway to improve pedestrian access and safety

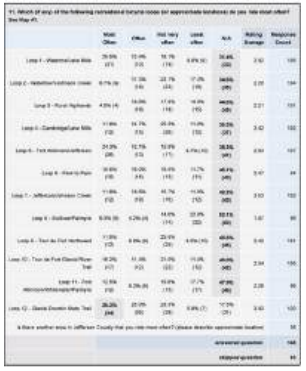
JEFFERSON COUNTY BICYCLE AND PEDESTRIAN PLAN (2010)

SUMMARY

This document was an update to the 1996 Jefferson County Bikeway and Pedestrianway Plan and was meant to build upon the 1996 plan while reassessing the current bicycling culture and the extent to which conditions for pedestrians and bicyclists have changed since the adoption of the original plan.

RELEVANT POINTS

This plan provides strategies intended to increase transportation safety for pedestrians, bicyclists, and motorists. Infrastructure improvements such as sidewalks, marked crosswalks, designated bikeways, bike lanes, paved shoulders, multi-use trails, and informational signs are among the types of facilities recommended to improve conditions for the non-motorized public. Opportunities to educate bicyclists about safety and promote bicycling as a viable mode of transportation are also discussed. Additionally, recommendations to improve enforcement and education regarding traffic laws affecting bicyclists and pedestrians and to promote bicycling and walking as viable modes of transportation are also included. This plan focuses on multi-modalism and the idea that transportation systems should offer not only choices among travel modes for specific trips, but more importantly, present these options so that they are viable choices that meet the needs of individuals and society as a whole.



DODGE COUNTY PARKS, OUTDOOR RECREATION AND OPEN SPACE PLAN (2023)

SUMMARY

This plan provides an overview of existing parks and open space facilities, projects future parkland needed to serve county residents, and provides recommendations for improving existing park facilities, developing new parks, and recommendations for trails, open space areas, and special use facilities. The plan identifies a number of recommendations for existing county and regional trails, these recommendations are relevant to Watertown's Bicycle and Pedestrian plan as they are critical for building regional connections. Below are selected points that pertain specifically to improvements within or immediately adjacent to Watertown that tie into city infrastructure or programming.

RELEVANT POINTS

- The plan provides a map of recommended trail connections to future planned parks
- Glacial River Trail Recommended Site Improvements and Expansion Opportunities
  - Install bike route signage along trail and road connections to Watertown and the Wild Goose State Trail
  - Seek opportunities for off-road trail connections to replace the current road routes where feasible. The railroad corridor from Clyman Junction to Watertown may hold some opportunities in some sections.
  - Acquire lands that may become available and suitable for development of an off-road path to close the gap between the Wild Goose State Trail and the City of Watertown. The railroad corridor from Clyman Junction to Watertown could hold opportunities for trail development upon abandonment or upon consideration of a trail alongside the active line in some

WATERTOWN SOUTHWEST SIDE CONCEPTUAL NEIGHBORHOOD PLAN

SUMMARY

The purpose of this plan is to provide a framework for developing the Southwest Side neighborhood in Watertown with a focus on providing diverse housing types. In addition to centering housing as a key principle, the plan emphasizes developing a sustainable neighborhood that incorporates multi-modal transportation, employs a walkable community design, and preserves environmental systems.

RELEVANT POINTS

The plan proposes using traditional neighborhood design principles. Relevant principles of this design style include:

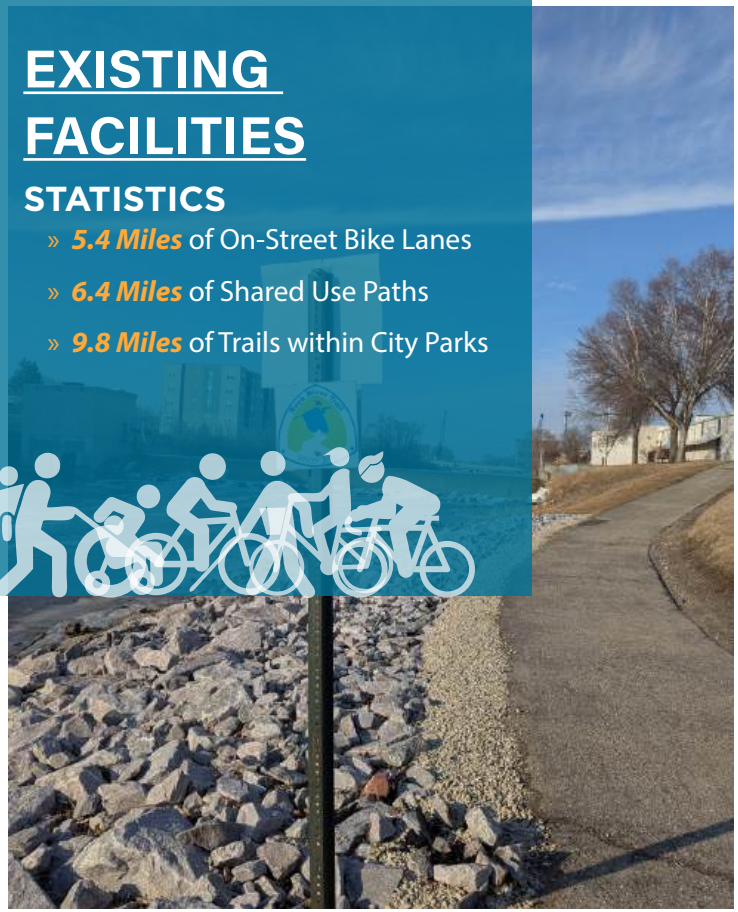
- Provide a variety of land uses and walkability: integrate neighborhood-scaled destinations within walking distance of residents such as parks and community institutions
- Blend multi-modal transportation options into neighborhood design: facilitate pedestrian neighborhood within and between neighborhoods; provide sidewalks along all streets and multi-use trails in environmental corridors and parks; Interconnect streets within neighborhood and to existing and future adjoining neighborhoods

The plan also includes a draft conceptual neighborhood plan that identifies a potential trail network. The trail network would include key shared use paths providing access throughout the development with smaller feeder trails and/or pedestrian and bicycle infrastructure providing access to the shared use paths from all parts of the development.

EXISTING FACILITIES

STATISTICS

- » ***5.4 Miles*** of On-Street Bike Lanes
- » ***6.4 Miles*** of Shared Use Paths
- » ***9.8 Miles*** of Trails within City Parks



Existing off-street trails

EXISTING BICYCLE AND PEDESTRIAN NETWORK

MAP OF EXISTING FACILITIES

The existing system is comprised of a combination of sidewalks, off-road bikeways, and on-road bike facilities. This network includes components developed and supported by the City of Watertown, intercity collaborations, Jefferson and Dodge Counties, and the State of Wisconsin. The City currently maintains 5.4 miles of on-street bike lanes, 6.4 miles of shared use paths, and 9.8 miles of trails within City parks, a majority of which are soft surface trails. There are 97.9 miles of sidewalk in the City, most of which is maintained by residential property owners. The City also maintains a number of trails within existing parks.

While there are many high-quality trail or route segments in Watertown, many of the components of the current system lack coherent connections to one another. This can make it difficult and sometimes dangerous for bicyclists or pedestrians to stay on designated bike or pedestrian facilities to get around town or to access more rural

OFF-STREET NETWORK FACILITIES

SHARED USE PATHS (BIKEWAYS)

Sometimes referred to as bikeways, trails, off-road trails, separated paved trails, shared-use trails or shared-use paths, these facilities are physically separated from roadway traffic and are intended to be used by bicyclists, pedestrians, and other non-motorized travel.

City code uses the term 'bikeways' to refer to these facility types. However, they are not limited to only bicycle use, therefore this plan uses the term 'shared use path' or 'trail', which are generally considered to be for bicyclists and pedestrians. According to City Code: Bikeways shall be constructed of bituminous pavement at least eight feet in width according to City specifications.

Currently, Watertown has limited shared use paths. The recently constructed Interurban Trail is an example of a shared use path. Segments of the Glacial River Route and a few areas of city-owned trails are the only other shared use paths in the city today. The current network of shared use paths is very disconnected, with on-street facilities providing limited connectivity between the existing off-street bike facilities.

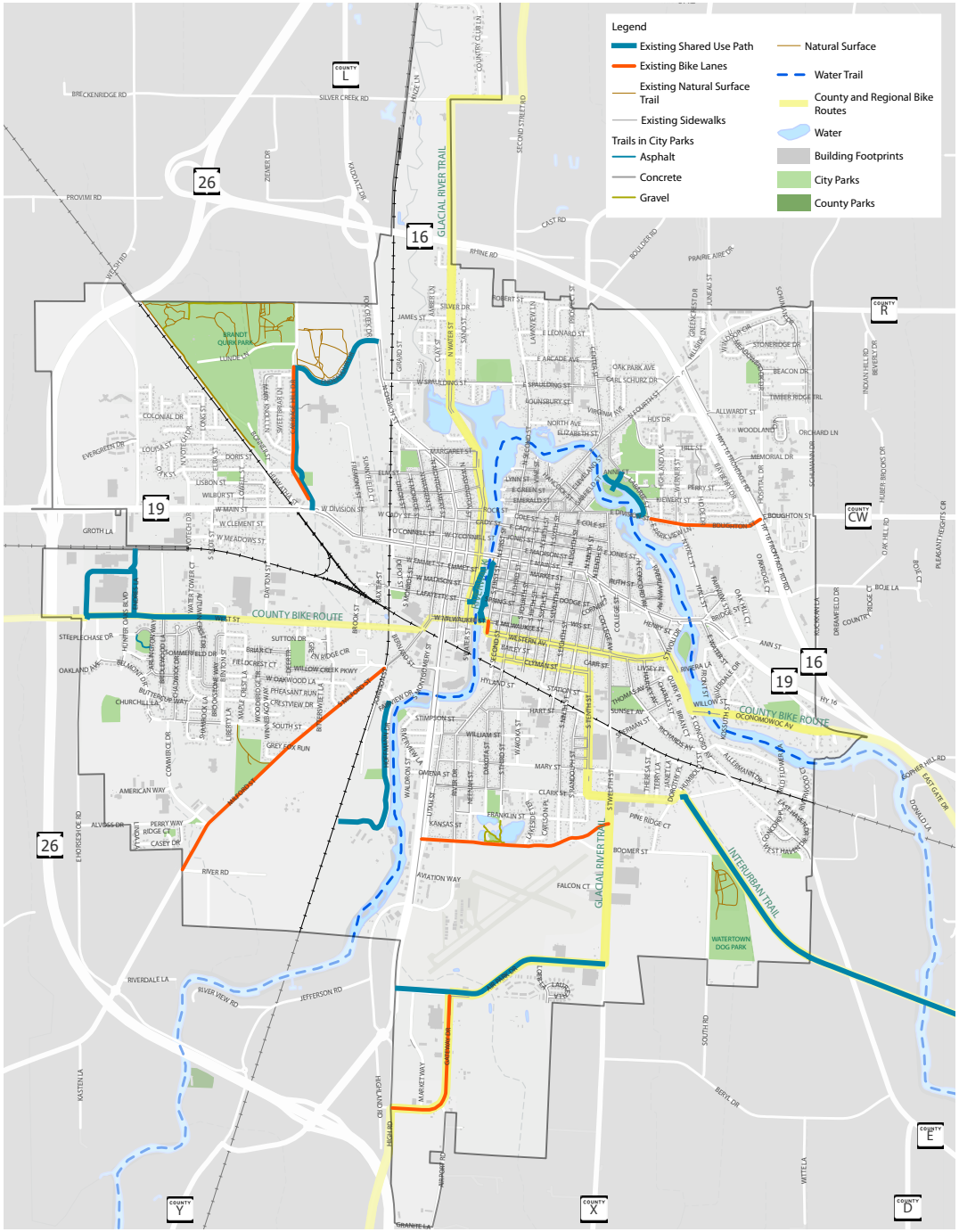


Figure 2.3 Existing Bike and Pedestrian Network

Existing trail

Existing alleyway

Existing sidewalk

Riverwalk

Existing sidewalks

RIVERWALK

The Riverwalk is a shared use path and boardwalk that loops around the Rock River in Downtown Watertown. Once fully constructed, the Riverwalk will extend from Milwaukee Street to the south and Fannie Lewis Park (west side of river) and Division Street (east side of river) to the north. The Riverwalk is intended to be a key link in a cohesive network of parks and public spaces in downtown, which includes planned and recently developed areas and trails. Specifically, the Riverwalk is intended to connect key public nodes, including South First Street Park, Watertown Dam pocket park, Bentzin Family Town Square, and Fannie P Lewis Park. There are currently plans in place to expand the Riverwalk further north along the Rock River, improve stormwater management, and increase amenities along the Riverwalk.

SIDEWALKS

Sidewalks are paths along roadways primarily intended for pedestrians.

According to City Code: Sidewalks are constructed of concrete and should be at least five feet wide. Sidewalks shall be located as far from the traffic lane as is possible but not closer than six inches within the right-of-way line.
Downtown sidewalks are typically wider (10 or more feet wide) and provide walk-up access to businesses. Sometimes decorative concrete or other urban design elements are included along the pathway. Neighborhood sidewalks are generally 4-6 feet wide, made of concrete, and are separated from the roadway by a planted boulevard.

Watertown has a consistent and connected network of sidewalks throughout downtown and the adjacent residential neighborhood. The sidewalk network outside of downtown is limited, with disconnected and inconsistent sidewalks in some neighborhoods in the south, west, and northeast areas of the City.

ON-STREET NETWORK FACILITIES

BIKE LANES

Bike lanes are designated marked lanes intended solely for use by bicyclists. They are generally marked with a solid white line on one or both sides of a roadway.

Watertown has added a number of bike lanes in the last 10 years, such as those along West St, Milford St, Church St, Boughton St, and Fourth St. There are a few areas in the City where bike lanes and on-street parking are allowed in the same area of the roadway. This has been identified as a conflict to be addressed as the future shared use path and on-street network is implemented.

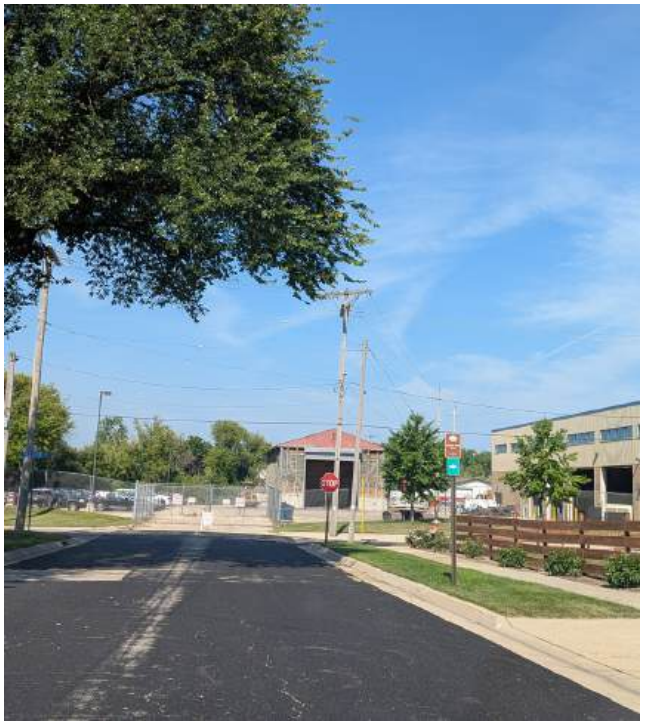
Existing bike lane

SHARED LANE MARKINGS

Sometimes referred to as 'sharrows,' shared lane markings indicate routes where bicyclists and vehicles share a lane of traffic. It should be noted that bicyclists are allowed on all local roadways and by state law can take a full lane of traffic, even if shared lane markings or bike lanes are not provided.

REGIONAL TRAILS

Regional trails refer to shared use paths and bike routes that connect users across a region. They are often maintained by the county or through partnerships across multiple jurisdictions, including counties and cities. There are several regional trails that connect through Watertown. These routes are largely on-street or overlay shared use paths and rely on branded signage to indicate the route. The Glacial River Trail and the Rock River Trail are examples of Regional Trails in Watertown.



Glacial River Trail in Watertown

Intertuben Trail

INTERURBAN RECREATION TRAIL

The Interurban Recreation Trail is a planned 11-mile recreation trail between Oconomowoc and Watertown, built on an old rail corridor. The trailhead in Watertown is in the southeast quadrant of the City along Clark Street. The Interurban Trail is currently open with 7 miles of paved bike trail completed from Watertown to Ixonia. The final phase of the project has a planned completion of fall 2025 and includes a bridge over the Rock River and an additional 3 miles of paved trail.

ROCK RIVER TRAIL

The Rock River Trail is a 320-mile system of recreational trails on and along the Rock River that goes through 11 counties in Wisconsin and Illinois. This route can be hiked, bicycled, paddled, or driven and begins at the headwaters of the Rock River in Fond du Lac County, Wisconsin, going all the way to the Mississippi River at Rock Island, Illinois. The Route runs through the center of Watertown north/south and is primarily an on-road bike route with occasional paved segments. The Rock River Trail and the Glacial River Trail (Below) follow the same route through Watertown, coming into town on Water Street from the north, and exiting town on High Road to the south.

GLACIAL RIVER TRAIL

The Glacial River Trail spans 52 miles, featuring a mix of separated paved bike paths and on-road connections between Janesville and the Wild Goose Trail in Dodge County. The trail includes 15.9 miles of paved, off-road paths and 17 miles of marked on-road sections, primarily running alongside Hwy 26.

Jefferson County Bike Route

Jefferson County has identified a primarily on-road bike route going east/west through the City. To the west, this route connects to Waterloo. The County has identified a connection trail between Waterloo and Watertown as Priority #4 in their Bicycle and Pedestrian Plan from 2010.

STATE TRAILS

There are no state trails within the City. However, the Glacial River Bike Route, which runs north/south through the City, connects Watertown to the Glacial Drumlin State Trail to the south and the Wild Goose State Trail to the north. The Glacial Drumlin State Trail connects to the metro areas of Madison and Milwaukee and the Wild Goose State Trail runs northeast to Fond du Lac.

EXISTING TRAIL REVIEW

An existing trail review evaluated the potential for integrating bikeways within the City of Watertown, using established best practices to assess feasibility and constraints. The evaluation considered spatial attributes such as location, connections to community destinations, right of way limitations, and the presence of physical barriers. It also incorporated quantitative data including roadway speeds, existing facility types, and AADT to help determine potential comfort levels for bicycle users, as well as qualitative characteristics such as urban or rural context. Together, these factors informed system wide recommendations for future bikeway facilities. The network was further segmented to identify appropriate facility types for each corridor, and more detailed guidance was developed for individual segments.

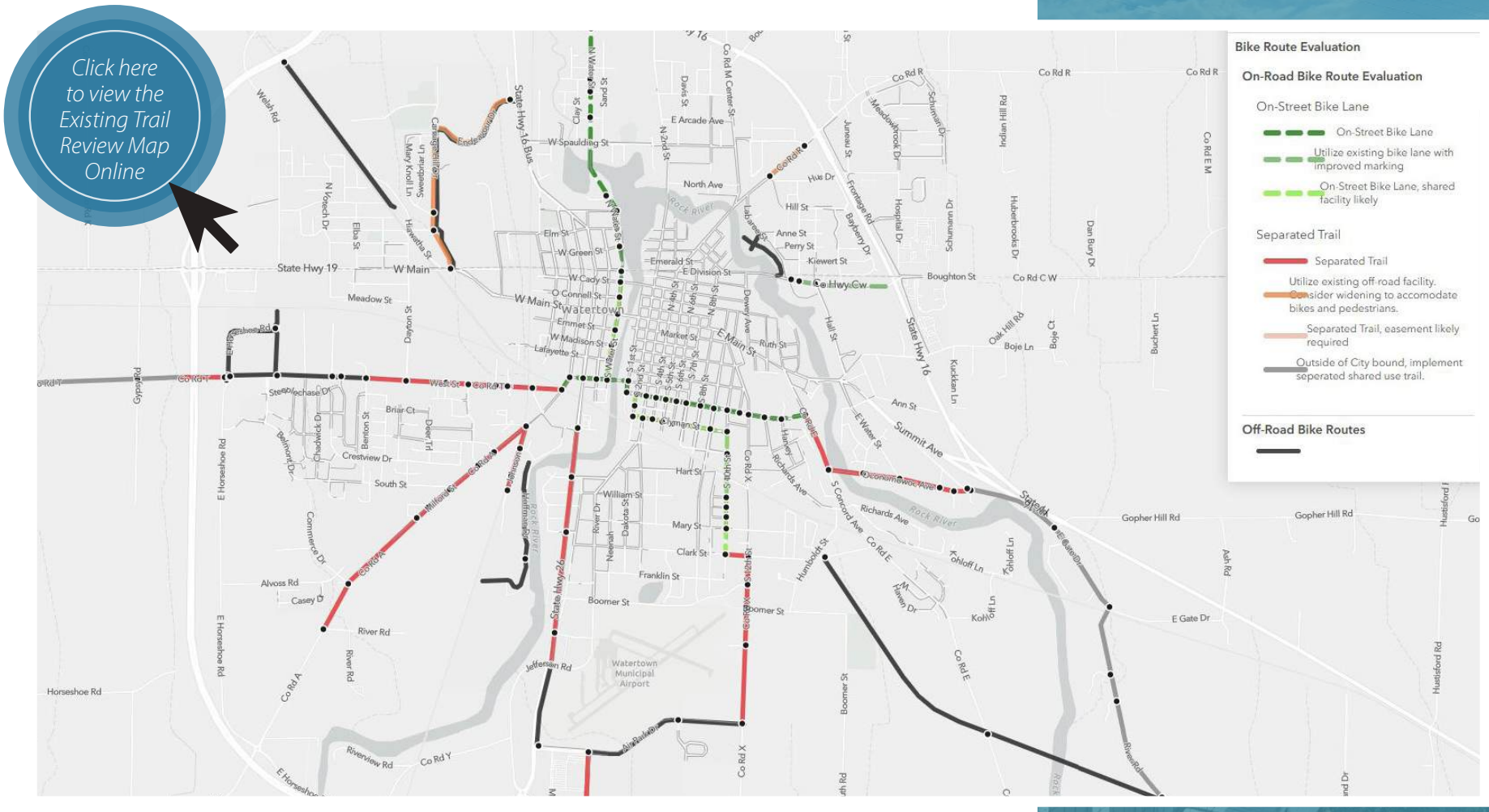


Figure 2.4 Screenshot of the Existing Trail Review Map

Intertuban Trailhead

Rock River Trail

Glacial River Trail

TRAFFIC, SAFETY, AND ROADWAY INFORMATION

ROADWAY FUNCTIONAL CLASSIFICATION

Traditional definitions for roadways in a city refer to arterials (principal and minor), collectors, and local roads. These terms come from National Functional Classification (NFC), a transportation planning tool. All public roads are classified according to the function they serve within the overall roadway network.

Arterials serve as major traffic routes within and through the community and see heavier traffic usage compared to other road types. Arterials are primarily designed for the movement of traffic, with a secondary goal of serving adjacent land uses. In Watertown, examples of principal arterial roadways include Church St, W Main St and Summit Ave, and State Road 16. Due to traffic speeds and volumes, arterial roadways are usually high-stress areas for bicycles and pedestrians.

Collector roads serve key community destinations and provide a way for community traffic to access the regional roadway system. Examples of collector roads in Watertown include N Second St, Water St, Concord Ave, and Clark St. These roads provide a greater level of access to individual property and will carry more moderate levels of traffic. Depending on roadway speeds, these roads may create high or moderately high stress experiences for pedestrians and bicyclists. Any on-street bicycle facilities on collector roads should generally be buffered or protected with bollards, curbs, or other physical separation, especially where posted speeds are higher than 35mph.

Local streets provide the greatest degree of access to private property and generally carry the lowest traffic volume. Because they provide the greatest level of access, local streets make up the most street mileage in the system. Local roadways are often lower stress roadways for pedestrians and bicyclists as traffic speeds are lower, there are often traffic calming interventions or parked cars that slow cars down. Lower traffic volumes also reduce stress for pedestrians and bicyclists.

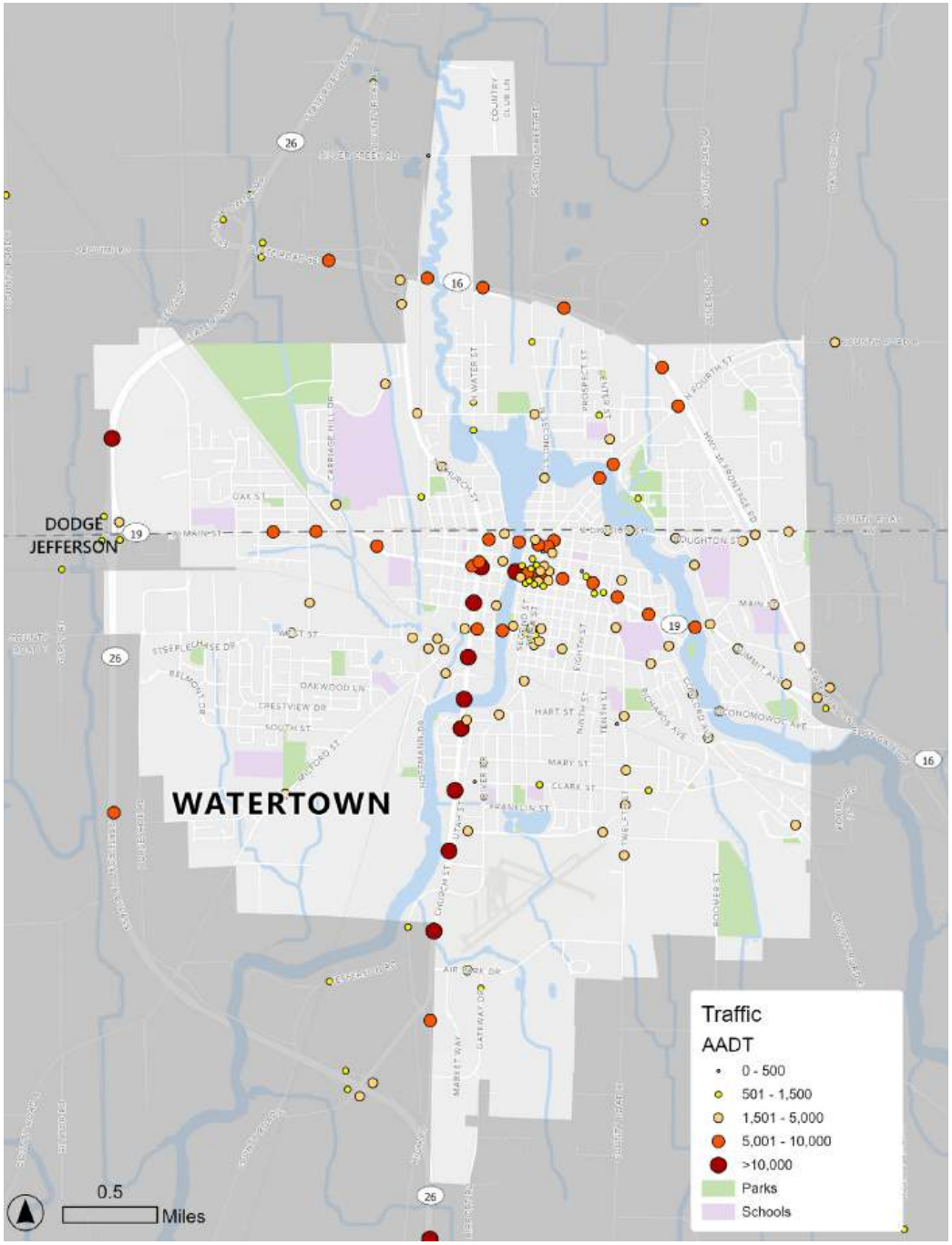


Figure 2.5 AADT Map

TRAFFIC VOLUMES

Traffic volumes, measured using average annual daily trips (AADT), are highest on the main north-south and east -west throughfares through Watertown. Going north and south, Church St has the highest traffic volumes (more than 100,000 AADT), followed by Main St going east and west (5,001 to 10,000 AADT). Highway 26, in the northwestern corner of the City, and State Highway 16 in the northern part of the City also have high traffic volumes. Collector roads within Watertown have lower traffic volumes, with AADT counts between 1,501 and 5,000.

BIKE AND PEDESTRIAN CRASHES

Between 2019 and 2025, there have been 49 crashes involving a bicycle or pedestrian. Of the 49 crashes, 28 have involved pedestrians and 21 have involved bicyclists. The majority of crashes have occurred in the downtown area along or close to Main St. Figure X shows the locations and types of crashes. Many of the identified crashes occur at intersections. There has been one fatality and eight suspected serious injuries as a result of these crashes, with an additional 24 incidents with suspected minor injury. Figure 2.6 shows the locations and severity of bicycle and pedestrian crashes.

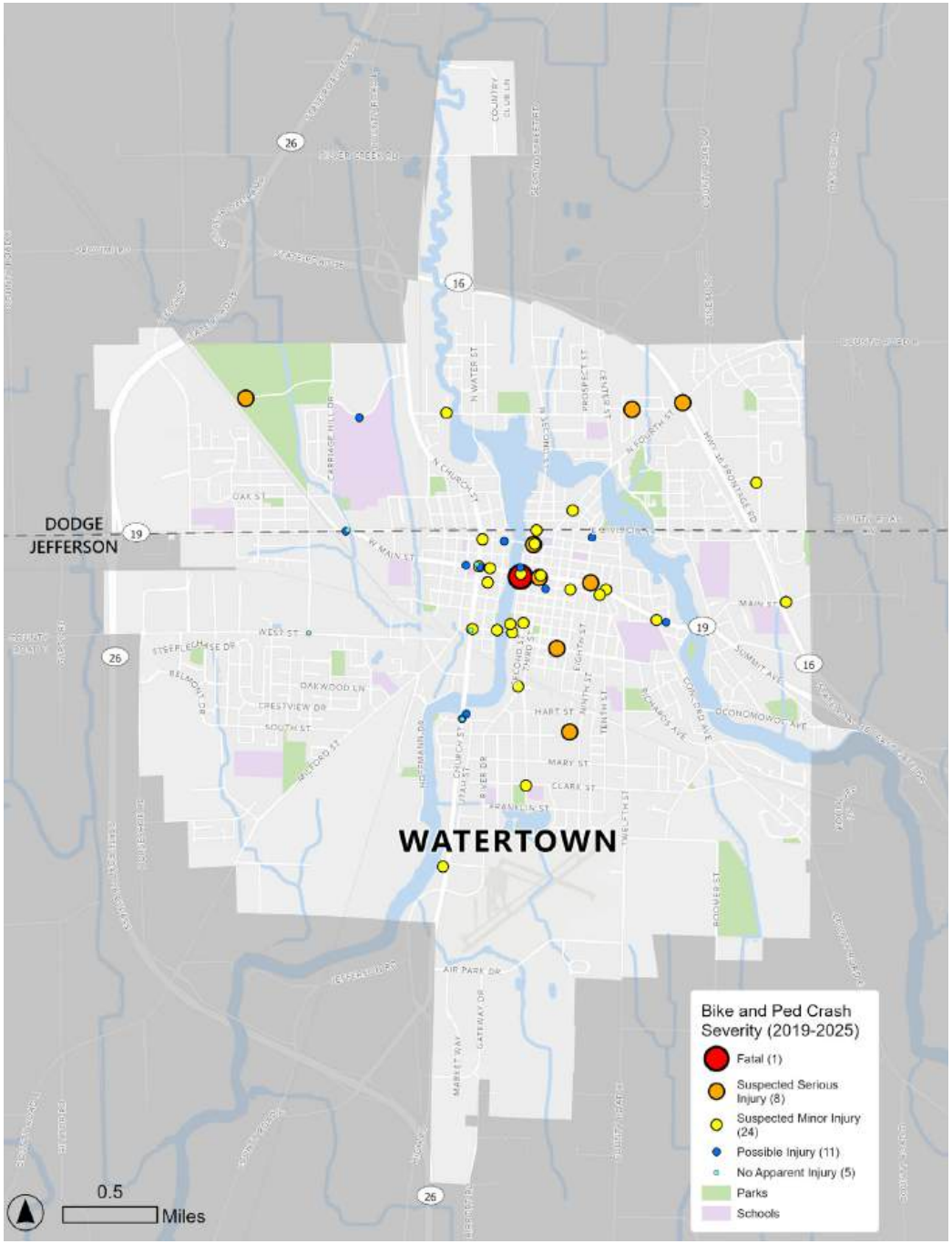


Figure 2.6 Crash History and Severity

TOPOGRAPHY

Figure 2.7 shows the hydrological context for Watertown. The entire detailed planning area is located within the Rock River Basin portion of the Mississippi River system. The dominant feature of the area is the Rock River corridor. The Rock River runs from the east side of the planning area, through the City, and exits the planning area to the southwest. Silver Creek, which empties southward into the Rock River on the north side of the City, drains the majority of the lands to the north and northwest. Minor tributaries of the Rock drain south to north on the west, northeast, and east side of the planning area. Finally, the headwaters of Johnson Creek drain the extreme southeast and southern parts of the planning area. The Rock River creates a significant challenge in planning a connected pedestrian and bicycle network as river crossing infrastructure is costly. Combining bicycle and pedestrian facilities with existing road bridges is an option, but often results in on-street facilities or limited space for bicycles and pedestrians.

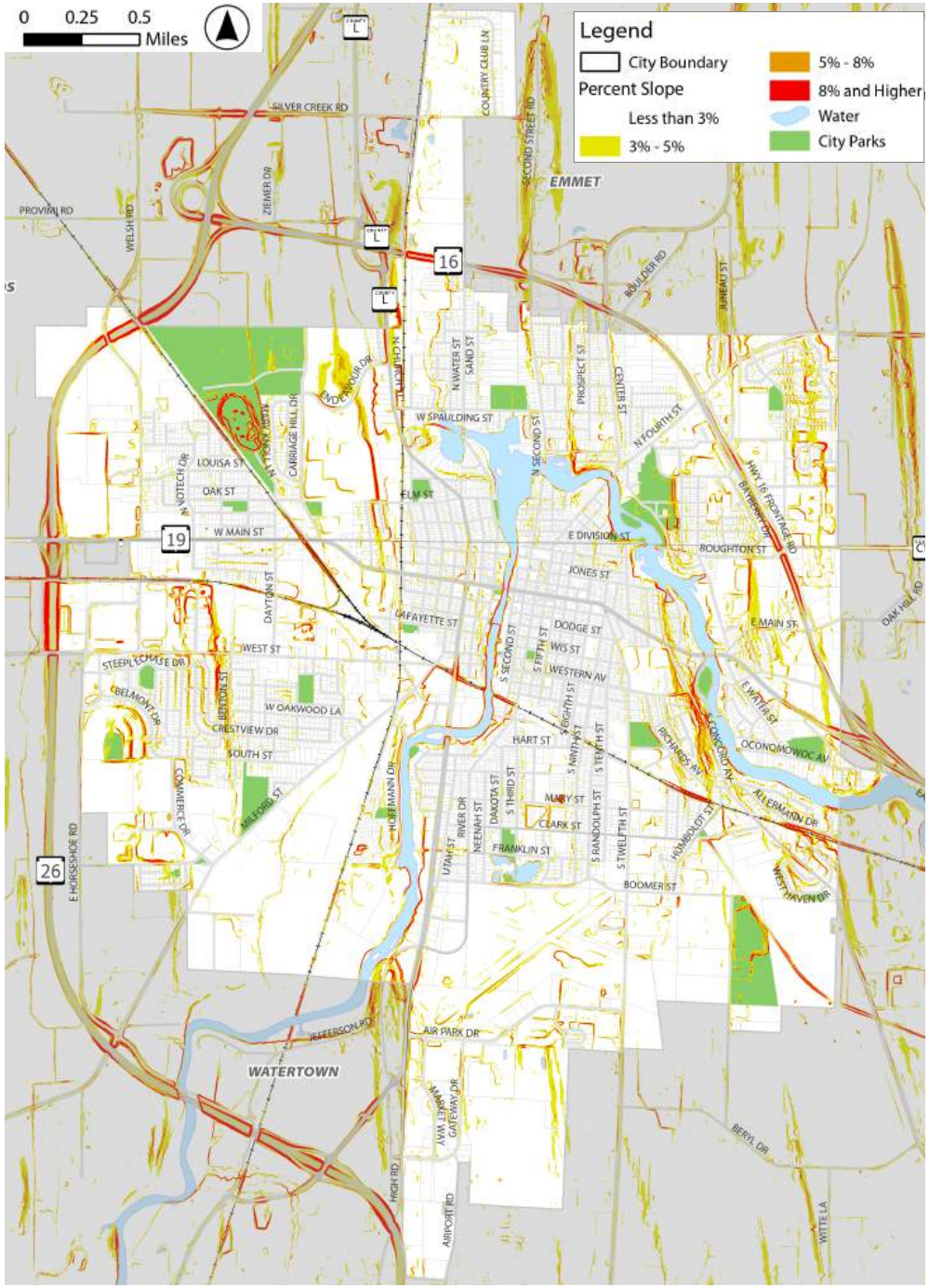


Figure 2.7 Slope Analysis

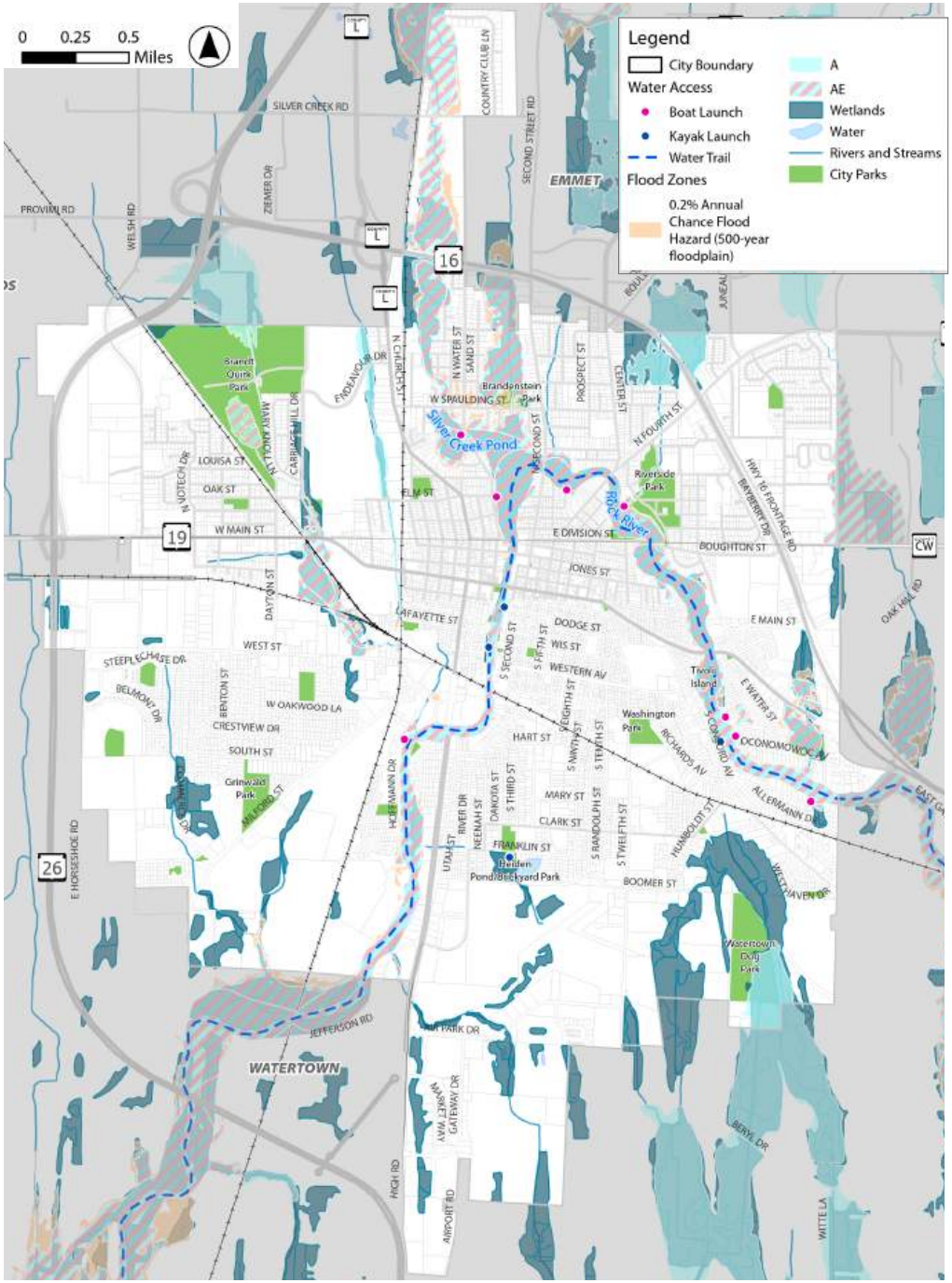


Figure 2.8 Hydrology

HYDROLOGY

Watertown is relatively flat with no major topographical challenges (Figure 2.8). There are some riverbank areas with slopes of 8% or higher and a few parks contain more topography, such as at Brandt-Quirk Park.

Rock River

Riverbanks at Brandt-Quirk Park

FUTURE LAND USES AND DEVELOPMENT

Watertown's 2019 Comprehensive Plan provides detailed information on projected land needs, growth, and development in Watertown. The plan identifies a projected need for 980 acres of new development over the life of the plan, which runs through 2040. The future land use map identifies a number of residential and land use categories. Many of the identified expansion areas within and beyond the City's current boundaries are planned for residential uses. As these areas develop, incorporating bicycle and pedestrian infrastructure will be critical for ensuring well-connected, multi-modal transportation networks.

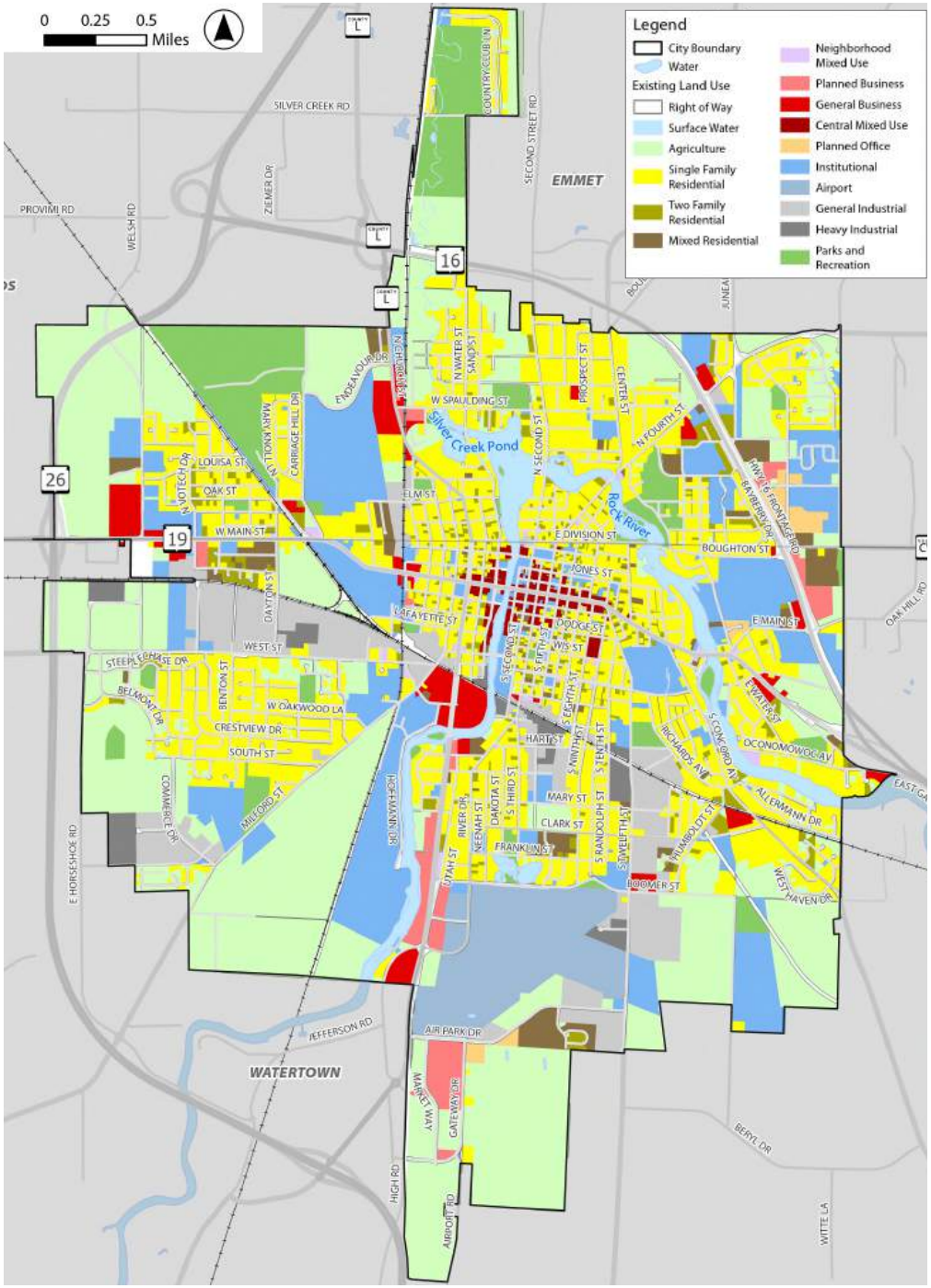


Figure 2.9 Future Land Use Map

CITY ORDINANCE REVIEW

Sec. 545-4 of the Watertown Subdivision Code lists the general requirements, for subdivisions. Subsection A states that subdivisions shall conform to the policies agreed to in the Comprehensive Plan, Parks and Open Space Plan, Zoning Code and other planning documents. Specifically, the subdivision code identifies several policies relating to multi-modal transportation and pedestrian and bicycle infrastructure, including:

- To develop a system of interior open spaces within existing environmental corridors to delineate neighborhoods, control stormwater drainage, and provide circulation for pedestrian and bicycle traffic.
- To ensure that development locates and coordinates safely and efficiently with transportation facilities.
- To favor development intensities and patterns that are supportive of alternative modes of transportation.

Article III of the Watertown Subdivision Code outlines the required improvements and design standards for subdivisions in Watertown. As part of this section (Sec. 454-37), the code requires developers to install sidewalks on both sides of all major and arterial streets and on local streets that provide access to businesses, schools churches, neighborhood parks, multi-family residential, restaurants, and other destinations. The code also identifies the requirements for design and construction of sidewalks. Section 454-37 also provides the following definition for bikeways,

> *"Bikeways shall serve both pedestrian and bicycle traffic in areas where the majority of the adjoining lots do not have frontage or access to a street. In general, those lots which do not front or have access on the street in question are not the generating or terminating point for the pedestrian or bicycle traffic. Bikeways shall be designed to transport the majority of pedestrian or bike traffic through the area as opposed to serving the adjoining lots as a sidewalk does. Bikeways shall be constructed of bituminous pavement at least eight feet in width according to City specifications."*

There are no requirements for developers to include bikeways (shared use paths) in their proposed subdivisions. However, if they do propose to include bikeways, the bikeways are required to meet the design and construction standards outlined in the subdivision code.

Community Engagement

3

INTRODUCTION

Public engagement relies on community voices to influence and shape the planning process. A robust community engagement process paves the way for community support for the final plan and makes implementation of plan elements easier. It also ensures the plan reflects the challenges, ideas, and experiences of community members. The Bicycle and Pedestrian Plan process included a variety of engagement methods, including online and in-person events. This chapter highlights the comments of community members as they participated in the variety of community engagement opportunities throughout the planning process.

OUTREACH AND COMMUNICATIONS

Communication is a key component of good engagement, and providing consistent information about the project timeline, process, and outcomes throughout the process goes a long way. During the planning process, the City hosted a webpage dedicated to the project that was updated periodically with input opportunities, findings, and the project timeline. Social media posts shared information about upcoming community events and linked to the survey and interactive mapping tools. Information about the plan was included in the Chamber of Commerce newsletter and direct invitations to the open house, stakeholder meetings, and other engagement events were sent via email.

EVENTS

Engagement events include pop-up events (the team shares project information and gathers input at existing community events), a community-wide open house, meetings with the Bicycle and Pedestrian Path Task Force and meetings with different stakeholder groups, such as educators in Watertown. Below is a summary of the engagement events conducted over the course of the planning process.

POP-UP EVENTS

BIKE RODEO

The Watertown Bike Rodeo is an annual event that teaches kids bike riding skills and safety, including hand signals and bicycle courses to practice on. It is a community event with prizes and raffles for bicycle helmets, and kids' bicycles. At the June 21, 2025 bike rodeo, the project team set up a booth with information and asked for input. The team interacted with approximately 20 people and heard:

- Concerns about sidewalk gaps, specifically along Water Street
- General safety concerns
- Interest in expanding the Riverwalk
- Interest in additional bike lanes downtown

RIVERFEST

Riverfest is an annual community festival featuring activities and music hosted in Watertown every August. The project team attended on August 8, 2025 and spoke with approximately 25 people. Most conversations were with families, many of whom were visiting Watertown from out of town, rather than residents of the city. Conversations with people who stopped by the table centered on:

- Interest in regional trail connections
- Appreciation that the City was engaging with and seeking input from residents
- Popularity of the Interurban Trail

COMMUNITY OPEN HOUSE

A community open house was held on August 7, 2025. Between 20 and 30 people attended. Most attendees were enthusiastic or frequent bicyclists, runners, and hikers. Themes and topics covered in comments and conversations at the open house included:

- A need for trail connections, specifically in areas around 12th Street, the Interurban Trail, and Western & Concord
- Concern about crossings, specifically crossing Hwy 16, Meadowbrook Drive (the hospital area)
- Barriers to cyclists posed by one-way streets downtown
- Lack of bike parking
- Interest in making downtown better for biking (business draw, Riverwalk)
- Soft shoulders on newer paved roads are difficult for bicyclists
- Lots of interest in regional trail connections to the west and finishing the Interurban Trail
- Interest in bike lanes, neighborhood sidewalks, natural surface trails, and shared use paths
- Wayfinding for the Glacial River Trail bike route

COMMUNITY ADVISORY COMMITTEE

Watertown has a standing Bicycle and Pedestrian Path Task Force that was created in 2016 to oversee, delineate, and update the plans to reflect the most advantageous locations for bicycle and pedestrian paths that will bring the biggest benefit to the City. Building off the existing Task Force, the Community Advisory Committee was formed as a steering committee for the Bicycle and Pedestrian Plan, providing input and direction throughout the planning process. The Community Advisory Committee included the Bicycle and Pedestrian Task Force members and representatives from Dodge and Jefferson Counties and the school district. Over the course of the project, there were five Community Advisory Committee meetings held to share findings and seek direction on plan goals and recommendations.

STAKEHOLDER ENGAGEMENT

Stakeholder engagement involved outreach to specific groups organized around individual topics. Outreach included a virtual meeting with stakeholders from the schools in Watertown, including the superintendent of the Watertown School District and a representative from Luther Preparatory School, a boarding school; and outreach to the business community through the Chamber of Commerce.

COMMUNITY SURVEY

A community-wide survey was available online from April 22 – August 28, 2025. The survey was advertised on the City website, through social media posts, and at in-person community events (such as the Bike Rodeo and Riverfest). The survey consisted of 11 questions focused on individual preferences regarding biking and walking as well as what respondents thought of Watertown's current and future bike/walk network.

The survey ***was open for four months*** from April 22 – August 28, 2025

371 responses recorded

SUMMARY OF RESULTS

» When asked how frequently they bike for different reasons, 50% of respondents said they walk or bike for pleasure/recreation, 2-3 times per week.

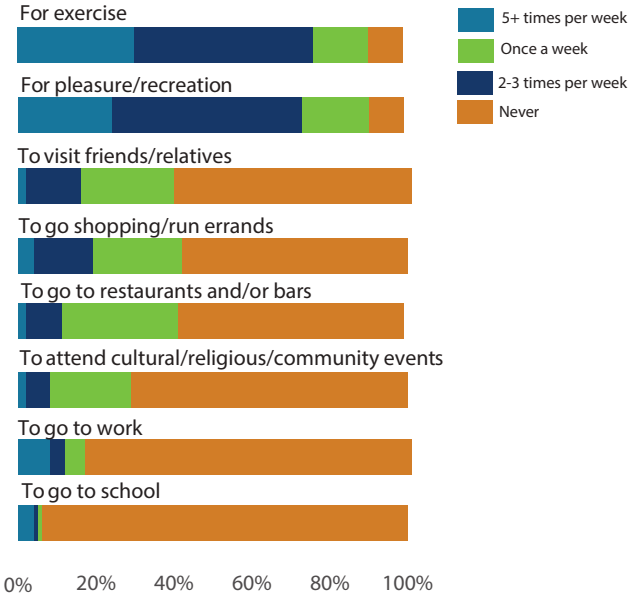
» Additionally, 47% of respondents walk or bike for exercise 2-3 times per week.

» 60% of residents say they never bike or walk to go shopping/run errands or to visit friends or relatives.

» 8% of respondents stated they bike or walk to work 5 or more times per week and 4% say they bike or walk to work 2-3 times per week. 83% of respondents say they never bike or walk to work.

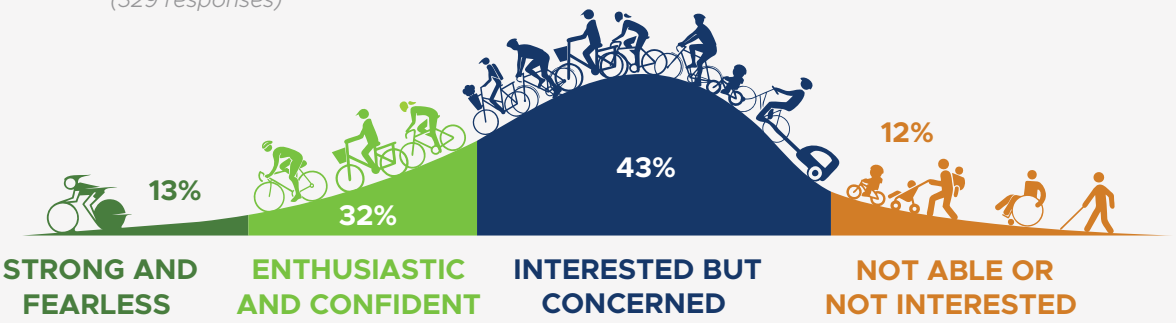
» 83% of respondents said that parks and trails are the most important destinations to be able to walk or bike to, with residential areas ranked second most important.

During the warmer months of the year, how often do you walk or bike for the following reasons? *(329 responses)*



Respondents were provided with descriptions of attitudes towards biking. 43% of respondents identified their attitude as "interested but concerned" and 32% said they were "enthusiastic and confident."

How would you characterize your attitude towards biking?
(329 responses)



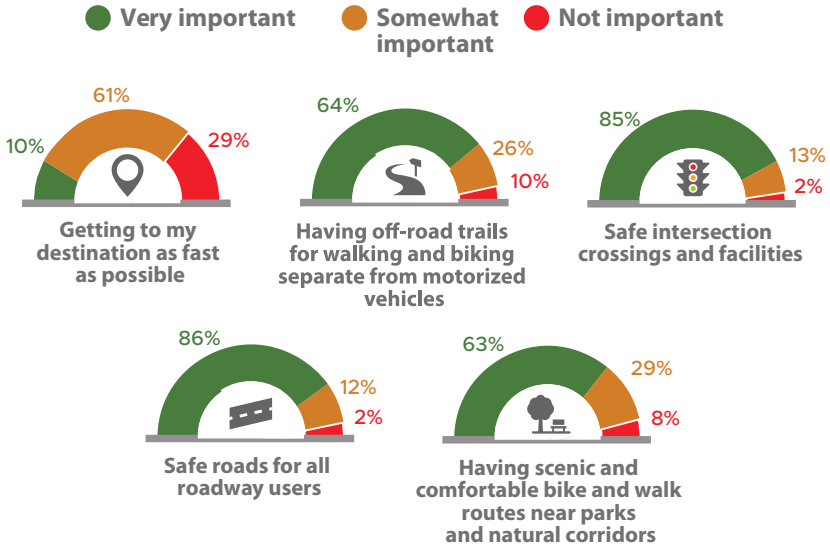
The top three responses to the question "what keeps you from walking or biking more in Watertown?" were:

- Lack of bicycle and pedestrian facilities (trails and sidewalks)
- I don't feel safe walking or biking near motorized traffic
- I don' feel safe crossing busy intersections

Similarly, 86% of respondents said that safe roads for all roadway users is very important when planning for the future of Watertown's bicycle and pedestrian network and 85% of respondents said safe intersection crossings and facilities are very important.

How important are each of the following to you when planning for the future bicycle and pedestrian network?

(322 responses)



There were 177 responses to the open-ended question asking for ideas to improve conditions for biking, walking, and rolling in Watertown. Many comments showed strong support for protected bike lanes, with suggestions for bike lanes along Dewey Ave, Main St, 12th St, Dayton Rd, and connections to the Interurban Trail, Walmart, and the KwikTrip on Church St. Similarly, there was significant concern around safety crossing busy intersections, with several intersections identified as priority areas, including Church and Main St around the high school, KwikTrip on 4th St, Western Ave, and Hwy 26 and Church St Downtown. Additional ideas shared in the open response section of the survey included:

1. Interurban Trail Connections
2. Wayfinding to local destinations from the Interurban Trail
3. Wayfinding at Riverside Park
4. Extend Riverwalk and make to more bike friendly
5. Mountain bike trails at Brandt-Quirk and Watertown Dog Park
6. Fill sidewalk gabs where needed
7. Replace on-street trails with separated paved trails

"I wish that there were more natural areas in Watertown. Watertown is really short on them and natural areas are not encouraged in Watertown- it seems that local people don't care about trees, nature paths, etc. Watertown is really lacking in concern for the environment."

"I wish the parks that are biked to were in better shape. Like the Skate Park. I see so many kids that bike there in the summer but that park is in need of an update."

"One of my major concerns has always been the lack of sidewalks in certain parts of town, or sidewalks that discontinue in areas."

"There should be more dedicated, separated bike lanes. Major roads such as Main are dangerous to bike on"

"With how wide our roads are in many areas, particularly the one-way streets, it would be very easy to reduce traffic down to one lane (helps with speeding) that has a protected bike lane."

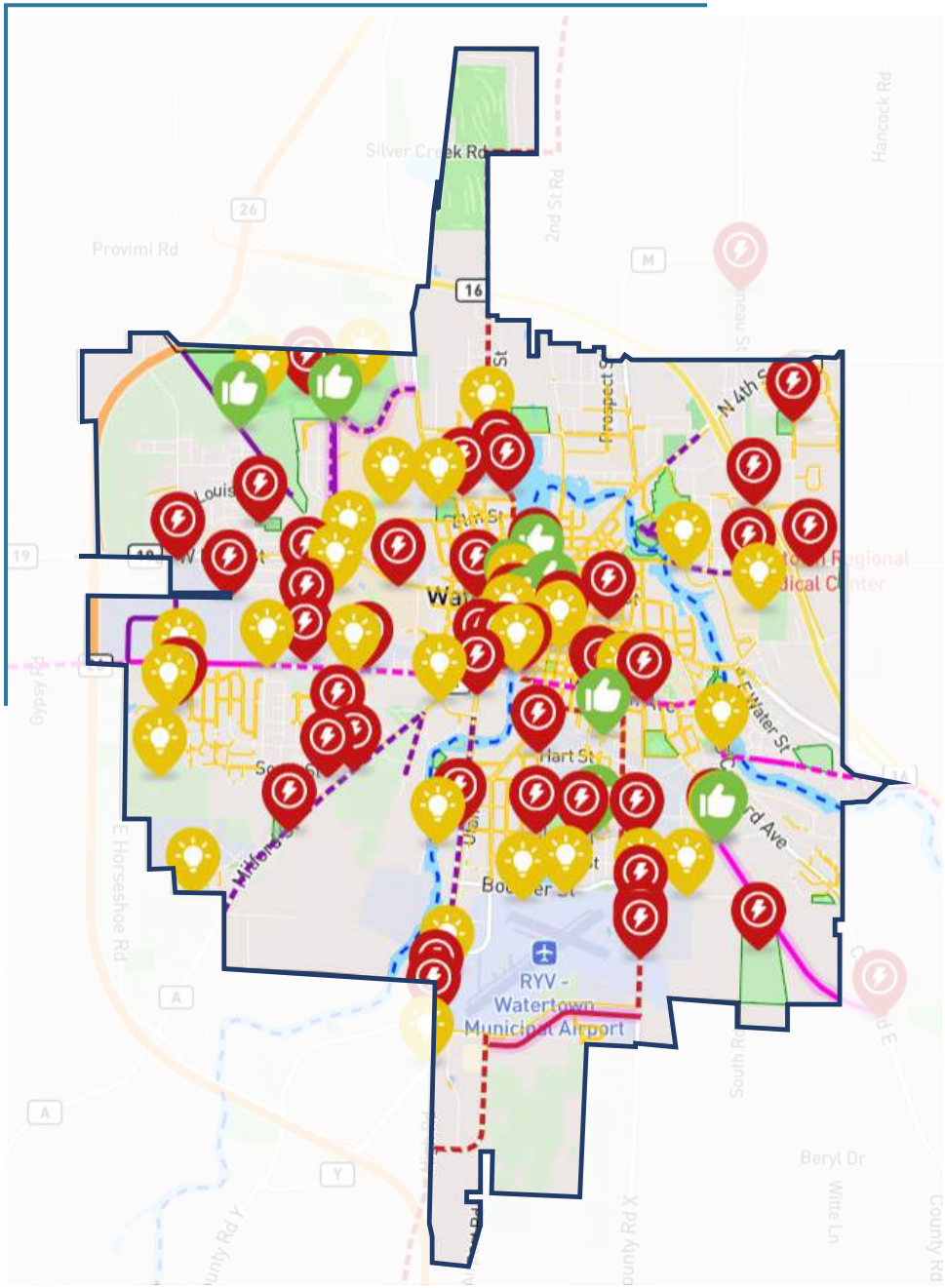


Figure 3.1 Social Pinpoint Results

SOCIAL PINPOINT

Social Pinpoint is a map-based online engagement tool that allows community members to leave comments on specific areas of the city using a map. Participants are then able to interact with each other, by 'liking' or 'disliking' other comments, or replying directly into a comment thread. Social Pinpoint was used in conjunction with the community survey to learn more about places residents like, ideas, and concerns residents have related to biking and walking in Watertown.

Places People Like:

Top Concerns:

- Crosswalk and intersection safety
- Biking and walking along roadway shoulders
- Need for bike lanes, bollards or separated trails
- Lack of bike facilities Downtown
- Biking on narrow bridges
- Incomplete sidewalk connections throughout Watertown

Top Ideas:

- Fill gaps in the existing network
- Improve sidewalk conditions
- Enforcement / etiquette / education for drivers and bikers
- Do not allow parking in bike lanes
- Increase amount of separated trails
- Add protected bike lanes

ISSUES & OPPORTUNITIES

Identifying the issues and opportunities within Watertown's bicycle and pedestrian network is an essential step in crafting goals and recommendations and developing an implementation strategy that meets the needs of the community and builds on where Watertown is today. The issues and opportunities are identified based on the existing conditions analysis and community input, which is critical in understanding the lived experience of the residents and visitors who use Watertown's bicycle and pedestrian network.

KEY BARRIERS AND CHALLENGES

- Lack of interconnected facilities that connect to all areas of Watertown.
- Physical barriers, such as rail lines, highways, and the Rock River impact where facilities are easy or convenient to build. These barriers have shaped the placement of the existing facilities today.
- Lack of or low visibility for amenities that support biking and walking in Watertown.
- Need for upgrades at specific intersections and mid-block crossings for better visibility of pedestrians and bicyclists.
- Need for consistent facilities for bicyclists to travel across the City that are more defined.
- Lack of facilities to connect to destinations beyond Watertown.
- One-way streets downtown are difficult for bicyclists to navigate and impede connectivity.

KEY OPPORTUNITIES

- Create a network of well-connected bikeways and sidewalks that make choosing to bike or walk to work, school, or other common destinations a viable option for most residents.
- Celebrate the Rock River with improved connections to parks, the Riverwalk, and water access locations for biking and walking.
- Create a network that is safe and comfortable with considerations for young people, families, seniors, and people who are visiting or new to Watertown.
- Promote Watertown as a biking destination by highlighting existing regional trail and route connections that run through Watertown.
- Develop and support programs for education and awareness around road etiquette for all roadway users

Network Plan

4

GOALS: A VISION FOR THE FUTURE

INTRODUCTION

A set of goals were developed to guide the future bicycle and pedestrian system in Watertown. These goals were developed based on feedback collected from the community and vetted through the Bicycle and Pedestrian Plan Task Force and staff review. These goals are broad statements that express public priorities and are intended to guide decision-making in the coming years as projects and conditions change. The goals can be considered as a reminder of the overall vision of this plan and planning process.

GOAL 1: Increase the opportunities for residents and visitors of Watertown to choose multimodal transportation to travel throughout the city to get to school, work, or run daily errands. This means prioritizing safety for pedestrians and bicyclists through facility design, as well as implementing education and etiquette messaging to build a culture that is welcoming to multimodal transportation.

GOAL 2: Provide comfortable routes to connect all areas of Watertown for pedestrians and bicyclists of all ages and abilities, including seniors, young people, and people who depend on mobility devices.

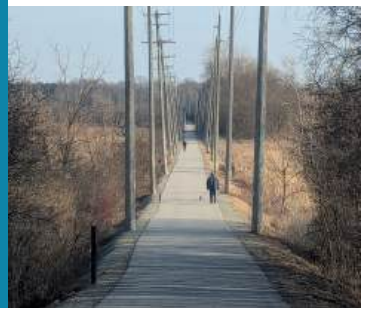
GOAL 3: Provide appropriate facilities for pedestrians and bicyclists with consideration for data and context that support improvements. This information could include traffic volumes, traffic speeds, cost to implement, available right-of-way, parking, roadway circulation, opportunities to collaborate with agencies or funding sources, and community feedback.

GOAL 4: Prioritize connections for biking and walking to the Rock River, schools, parks, businesses, churches, community centers and libraries, retail, and medical locations, as well as regional destinations outside of Watertown.

NETWORK PLAN

The Network Plan shows corridors with recommended future improvements and additions to the bicycle and pedestrian network. The Network Plan is based on a list of objectives that were developed over the course of the planning process, influenced by feedback collected through community engagement. Each facility type shown in the proposed Network Plan is detailed in the Facility Design Guidance section. Facilities included in the Network Plan include:

SHARED USE PATHS



TWO-WAY PROTECTED BIKE LANES

BIKE LANES

NEIGHBORHOOD BIKEWAYS

SIDEWALKS

NETWORK PLAN OBJECTIVES

- Focus on connections to and through downtown Watertown, with additional use and consideration for the future of the Riverewalk.
- If bike lanes are to be installed, find ways to show that they are protected bike lanes as much as possible (bike lanes with painted buffers or physical barriers such as concrete curb or flexible bollards).
- Seek ways to connect to employment destinations (Walmart, KwikTrip, hospital, industrial areas).
- Seek ways to create 'loop' trails – routes that circle back for recreational bike riding or walking.
- Connect to the Rock River.
- Connect the Interurban Trail to downtown Watertown.
- Make the existing designated regional trails more visible.
- Address lack of connection across Hwy 16 in the Meadowbrook Area.

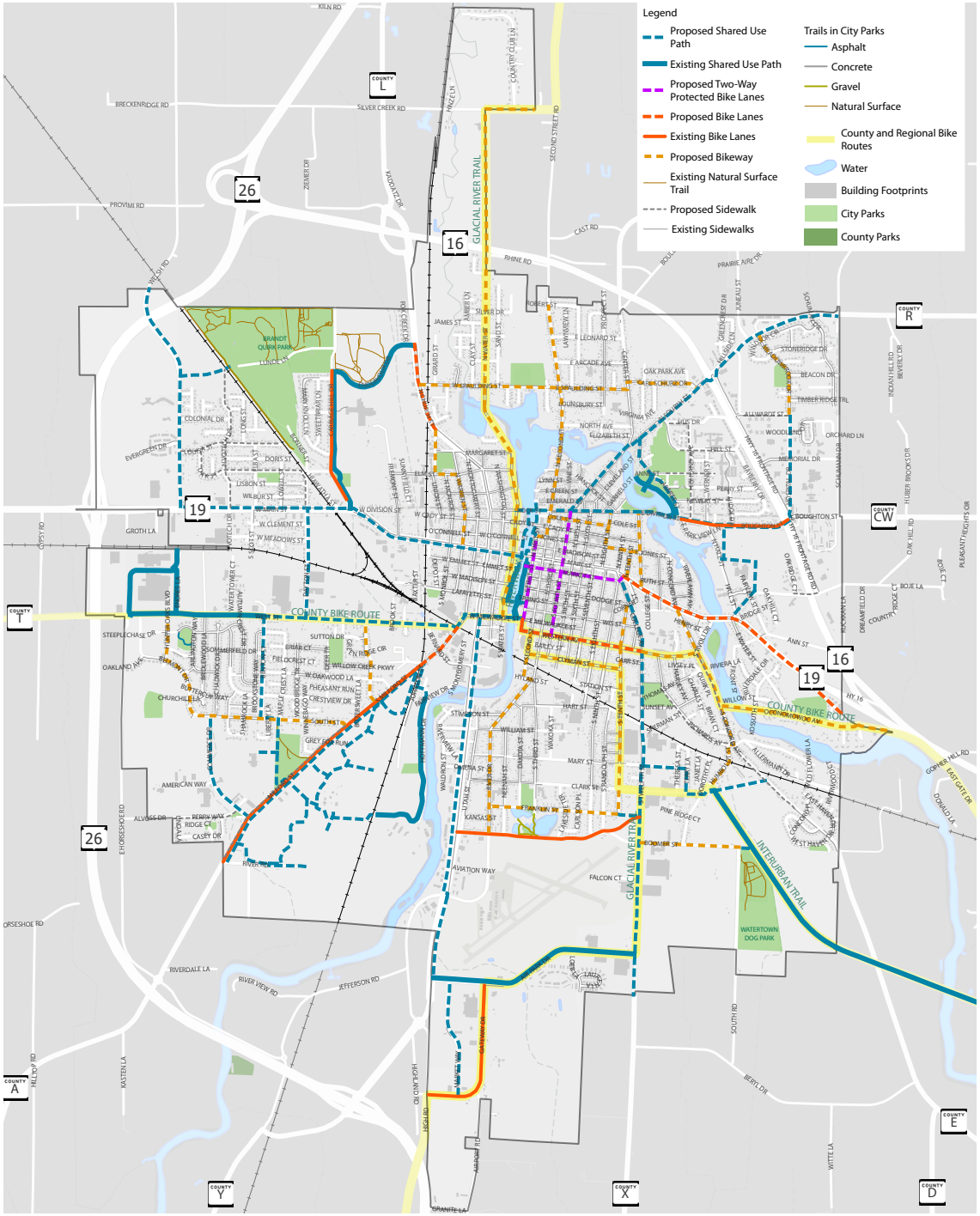
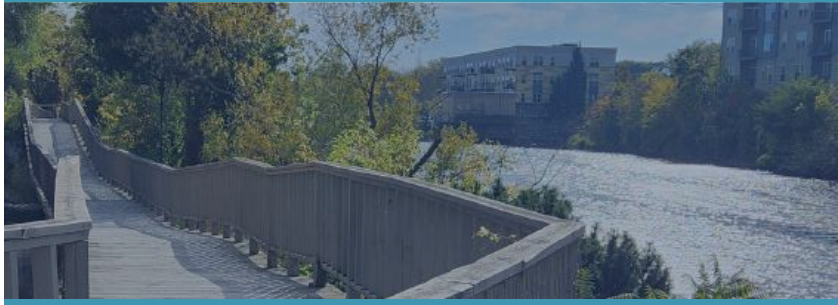


Figure 4.1 Network Plan



FUTURE OF THE RIVERWALK

The Riverwalk in Watertown today is a path that consists of a combination of shared use path (asphalt surfacing), concrete, and elevated boardwalk (wood deck surfacing). The Rock River District Plan proposed elevating the design and expanding the Riverwalk to the north and south. Watertown's Redevelopment Authority (RDA) is taking the lead on implementation of the Rock River District Plan. Future redevelopment sites will have expanded access and pathways for the Riverwalk.

The goal is to provide a continuous, enjoyable circuit for walking and biking. Clear access points, widening of the path to accommodate bicycle traffic, and ensuring continuity with the path alignment are all goals for the future of the Riverwalk. As future segments of the Riverwalk are added, it is recommended to build the Riverwalk to a width of no less than 8', with 10' or 12' as a preferred width. There are some preliminary plans to widen the existing Riverwalk path near the Community and Senior Center. Other ideas include integrating wayfinding specific to the Riverwalk to direct downtown visitors to the destination walk, or including interpretive signage or a storywalk along the loop (similar to what exists at Brandt-Quirk Park today).

In addition to providing a riverfront destination and leisurely place to stroll, the Riverwalk can also serve as an important connection within the overall bicycle and pedestrian network. The fully built-out network may take years to implement; in the interim timeframe, the Riverwalk can serve as a north-south connector for longer-distance biking and walking across the city. If bicycle use increases, the City could encourage one-way travel to alleviate conflicts between bicyclists and pedestrians.

FACILITY DESIGN GUIDANCE

The following facility design guidance describes the facility types recommended within the Network Plan, along with guidance on design and applicability.

SHARED USE PATHS

Proposed shared use paths are paved trail segments, located off-street and physically separated from vehicle traffic by a boulevard and raised curb. They are generally located in parallel to a roadway but can also be located independently.

- Preferred width: 8 - 10' (where possible)
- Preferred surface: concrete or bituminous/asphalt surface
- Preferred separation from roadway: 4'-0" minimum
- Generally located along roadways with higher vehicle volumes (ADT 3,000 or above) or higher speed limits (above 35mph)
- Intended for bicyclists and pedestrians to share the path
  - In areas with heavy traffic, striping to indicate direction or separation of bicyclists from pedestrians may be necessary
- Not intended for bicycles, or any other type of vehicles, to travel faster than 15mph
  - E-bicycles, E-scooters, and personal mobility devices are allowed
  - Faster-moving users should yield to pedestrians and slower-moving users
- In newly developed areas of Watertown, shared use paths should be constructed by the developers as shown on the Network Plan and/or as required by local ordinance
  - In developed neighborhoods with existing sidewalks, a shared use path can replace an existing sidewalk
- Unless an alternate agreement is in place, property owners adjacent to shared use paths are responsible for keeping the path clear of debris, ice and snow (similar to a sidewalk)
- Where possible, shade trees should be planted or protected along shared use paths, with consideration for species selection and available soil volume to ensure adequate area for tree root zones
- There may need to be additional right-of-way allocated or an easement granted to construct a new shared use path
- This is the most preferred facility for biking and walking, according to feedback collected from Watertown residents
- Shared use paths are more expensive to build and maintain than other on-street facilities (such as bike lanes), but also provide the most comfortable facility for most users
- Where shared use paths cross roadways, there should be:
  - Concrete pedestrian ramps with truncated dome detection surface
  - Green or white high visibility crosswalk markings
  - Rapid Flashing Beacons at mid-block crossings across high volume roadways (above 3,000 ADT)
    - Mid-block crossings are not recommended to be paired with this facility type in areas with speed limits over 35mph

Examples of Shared Use Paths

Shared Use Paths

Examples of Two-Way Protected Bike Lanes

TWO-WAY PROTECTED BIKE LANES

There are three segments within downtown Watertown where two-way protected bike lanes are proposed. This facility provides a single area for bicyclists to travel within the road (in both directions) with a physical barrier that separates vehicle traffic from bicycle traffic. A physical barrier can be a raised curb, jersey barrier, or flexible bollard.

» Preferred width (total): 8 - 10' (where possible)
  - Width may be determined by the width of snow plowing equipment

» Preferred surface: concrete or bituminous/ asphalt surface as part of the roadway

» Preferred separation from vehicles: 1 – 2' minimum (where possible)

» Generally located along roadways with higher vehicle volumes (ADT 3,000 or above) or higher speed limits (above 35mph)

» Intended for bicyclists only, although future expansion of this type of facility could be considered for shared use by pedestrians in lower-volume roadway areas

» All state and local rules of the road pertain to two-way protected bike lane users

» Snow and ice to be cleared as part of roadway plowing

» Two-way protected bike lanes are proposed for areas where space is too constrained to build a shared use path

» Preferred location along two-way vehicle roadways

» Markings should follow MUTCD guidance

» Two-way protected bike lanes may be used in combination with shared use paths where there space is constrained (for example: along Fourth St at the Cemetery)

» Where proposed in Watertown, this facility type will require removal of on-street parking along the side of the road where the two-way protected bike lane is proposed*
  - This type of facility still allows for on-street parking to remain on the opposite side of the road, serving as a compromise for space allocation of different modes of transportation
  - Count of parking spaces affected by proposed network plan:
    - First St: approximately 44 on-street spaces (east side of street)
    - Fourth St: approximately 32 on-street spaces (west side of street)
    - Market St: approximately 61 spaces (either north or south side of street)

» At intersection crossings:
  - A raised curb to separate the two-way bike lane from on-coming traffic is preferred at the intersection approach with solid green paint
  - Wide green high-visibility crosswalk markings

Examples of Bike Lanes

BIke Lane Example

BIke Lane Example with buffered stripe markings

BIKE LANES

Bike lanes are designated areas within the roadway for bicycle travel. Generally, bicycle lanes are located on both sides of the roadway and are designated with a solid white stripe marking with bike lane markings at intersections.

- Preferred width (total): 3' minimum, 5' preferred (where possible)
- Preferred surface: concrete or bituminous/asphalt surface as part of the roadway
- Preferred separation from vehicles: solid white stripe
  - Where possible, an additional white diagonal striped buffer 1 – 2' wide is preferred to further separate vehicle traffic from bicyclists
- Generally located along roadways with low to medium (ADT 3,000 – 6,000) with speed limits not to exceed 45mph
- Intended exclusively for bicyclists only; on-street parking should be prohibited within bike lanes
- All state and local rules of the road pertain to bike lane users
- At intersections:
  - Green high visibility crosswalk markings
  - Bike Lane markings at block ends and intermittently along long block segments
- Lower cost to implement than a shared use path
  - Could be implemented as part of a mill/overlay roadway improvement
- Need to consider availability of boulevard or ditch alongside the roadway for snow storage and/or stormwater management
- Additional coordination will be required with Jefferson and Dodge counties, and WisDOT, on a handful of proposed segments

Neighborhood Bikeway Examples

NEIGHBORHOOD BIKEWAYS

Neighborhood bikeways are proposed areas with shared lane markings (also known as sharrows) to indicate an on-street bicycle facility that overlays with an existing vehicle travel lane.

- Generally located along lower volume roadways (ADT 3,000 and below) with low speed limits not to exceed 25mph
- Intended for bicyclists
- All state and local rules of the road pertain to neighborhood bikeway users
- Existing on-street parking can remain along these roadways
- Marked with stand-alone bikeway pavement markings at intersections and 'SHARE THE ROAD' signage per MUTCD
- In areas with neighborhood bikeways, bicyclists are encouraged to 'take the lane'
- Neighborhood bikeways have low costs to implement and could be accomplished as a stand-alone project or as part of a mill/overlay project
- Additional coordination will be required with Jefferson County on a few proposed segments

Examples of Sidewalks

Downtown sidewalk

Curb ramp with crosswalk markings

Neighborhood sidewalk

SIDEWALKS

Proposed sidewalks are shown on the Network Plan in primarily residential areas where none exist today. Sidewalks are concrete walkways intended for use by pedestrians.

- Preferred width: 4' minimum, 6' (where possible)
- Preferred surface: concrete
- Preferred separation from roadway: 4'-0" minimum boulevard
- Generally located along roadways of all vehicle volumes and speed limits
  - With higher vehicle volumes (ADT 3,000 or above) or higher speed limits (above 35mph), a wider separation is recommended.
- Intended for pedestrians; children younger than 12 are also permitted to ride bicycles on sidewalks (yielding to pedestrians)
- E-bikes, E-scooters should not be permitted on sidewalks
- Personal mobility devices travelling less than 15mph should be permitted on sidewalks
- Sidewalks on both sides of the roadway should be built as part of all new developments within Watertown, unless shown as a future shared use path (in which case, the shared use path should be constructed as part of the development in lieu of one side of sidewalk along roadway
- ADA accessibility is required as part of the design (slope, pedestrian ramps, minimum widths and surface design should comply with US Accessibility Board standards)
  - Watertown is currently focusing on upgrading curb ramps throughout the city to meet WisDOT and ADA standards. Sites near schools and parks are priority projects.
- Unless an alternate agreement is in place, property owners adjacent to sidewalks are responsible for keeping the path clear of debris, ice and snow
- Where possible, shade trees should be planted or protected along sidewalks, with consideration for species selection and available soil volume to ensure adequate area for tree root zones
- The proposed sidewalk locations on the Network Plan are focused on existing neighborhoods where gaps in the overall network exist today for pedestrians
  - Future sidewalk improvements have been located along streets that connect to collector or arterial roads (through streets) and have been informed through input from Watertown residents

INTERSECTION AND CROSSWALK TREATMENTS

Through the planning and community engagement process, many intersections in Watertown were identified as opportunity sites for safety and infrastructure upgrades. The map to the right keys the locations of these intersections with the accompanying table, which provides recommended treatments at each location. Treatment recommendations are based on best practices provided through state and national resources (NACTO, AASHTO, FHWA, Wisconsin Bicycle Facility Design Handbook, etc.). As segments of future sidewalks, trails, and bikeways are constructed in Watertown, these treatments should be considered with final design of improvements.

Definitions and example images of crossing treatments are detailed on page 56.

Figure 4.1 Network Plan with Crosswalk Treatment Locations

RECOMMENDED TREATMENTS

#	Location	High Visibility Crosswalk Markings	Bike Crosswalks	Ped Ramps	RRFB	Curb Extension	Trail Xing Sign	Share the Road Sign	Signal Timing/ LPI	Grade Separated Crossing (Tunnel)	Ped Refuge Island	Raised Crosswalk	RR Crossing
1	West St and Horseshoe Rd	x		x			x						
2	West St and Benton St	x		x	x	x	x					x	
3	Dayton St RR Xing north of West St.												x
4	Dayton St and W Main St	x		x	x	x						x	
5	W Main St and W Division St	x		x	x							x	
6	Water St and W Main St	x				x			x			x	
7	N Second St and E Dvision St	x					x						
8	N Fourth St at Center St	x		x	x	x						x	
9	Labaree St at 4th St	x	x	x								x	
10	N Fourth St at Carl Schurz Dr	x	x	x	x	x	x					x	
11	N Fourth St at STH 16	x							x	x	x		
12	Boughton St and STH 16 Frontage Rd	x		x	x						x	x	
13	Dewey Ave and E Division St	x	x	x								x	
14	Market St and Main St and 10th St	x	x	x								x	
15	10th St and Market St	x	x	x								x	
17	10th St and Western Ave	x	x	x									
18	1st St and Milwaukee St	x	x	x									

Table 4.1 Intersection and Crosswalk Treatments

#	Location	High Visibility Crosswalk Markings	Bike Crosswalks	Ped Ramps	RRFB	Curb Extension	Trail Xing Sign	Share the Road Sign	Signal Timing/ LPI	Grade Separated Crossing (Tunnel)	Ped Refuge Island	Raised Crosswalk	RR Crossing
20	12th St and Boomer St	x	x	x								x	
21	Church St and Boomer St	x	x	x		x	x		x		x	x	
22	Milford St and Johnson St	x	x	x									x
23	Milford St and West St												x
24	West St near Bernard St												x
25	2nd St under RR							x					
26	Church St and Milwaukee St	x	x	x		x			x			x	
27	Church St and Simpson St	x	x						x			x	
29	Milford St at Grinwald Park	x	x		x	x						x	
31	E Main St and Riverside MS	x										x	
32	E Main and Hall St	x										x	
33	Boughton and Hidde Dr	x	x		x	x						x	
34	Lunde Ln / Brandt-Quirk Park												x
35	Hoffman Dr and RR												x
36	Church St and Jefferson Rd	x		x		x	x		x		x	x	
37	Church St and Aviation Way	x		x	x	x	x				x	x	
38	Church St and Omena St	x		x	x	x	x				x	x	
39	Church St and Spaulding St	x		x	x	x		x				x	

Table 4.1 Intersection and Crosswalk Treatments (continued)

INTERSECTION TREATMENTS

High Visibility Crosswalk Markings: Pavement marking patterns at crosswalks that are visible to both the driver and pedestrian from farther away. Recommended pattern: continental.

Bike Crosswalks: Pavement marking patterns at crosswalks that are specific for bicycle travel and usually painted green.

Raised / Tabletop / Speed Table Crosswalks: Crosswalk design that maintains the sidewalk or path elevation for the pedestrian, providing more visibility to motorists.

Pedestrian Ramps: Concrete ramps designed for ADA accessibility to connect sidewalks and paved paths to roadway intersections. Detectable warning surfaces with truncated domes are recommended to be included in pedestrian ramp design.

Rapid Flashing Beacon (also known as RRFB – Rectangular Rapid Flashing Beacon): Active warning beacon that uses rapid, irregular flashes of light to alert motorists to yield to pedestrians and bicyclists at crossings and intersections.

Curb Extensions: Sometimes called bump-outs, curb extensions narrow the roadway at intersections and mid-block crossings to shorten crossing distances for pedestrians and make pedestrians more visible to drivers. Curb extensions also provide an opportunity to integrate landscaping, stormwater management, or site furnishings into the streetscape.

Trail Crossing Sign: Diagonal yellow sign alerting motorists that a trail crossing is nearby.

Share the Road Sign: Signage reminding motorists to share the road with bicyclists. This type of signage pairs with on-street bikeways.

Signal Timing / Leading Pedestrian Interval: Adjustment of pedestrian crosswalks signal timing that provides a head start for pedestrians to cross an intersection while all vehicles are at a stop. This type of signal timing works well paired with 'no turn on red' signage.

Grade Separated Crossing: A bridge or a tunnel dedicated for pedestrian or bicycle crossing of a busy roadway. These treatments require significant space allocation and are expensive to build; however they provide the most separation for pedestrians and bicyclists at crossings.

Pedestrian Refuge Island: Protected island, usually made with a raised concrete curb, centered on a crosswalk to shorten the distance that pedestrians are exposed to traffic.

System Recommendations

5

INTRODUCTION

To support the bicycle and pedestrian network, a series of system recommendations are provided in this section that address facility amenities. The following recommendations provide guidance on dimensions, materials, applicability, and placement for trailheads and trail access points, bike parking, wayfinding, bridge and railroad crossings, and best management practices for landscaping and stormwater management as the network plan is implemented.

TRAIL ACCESS POINTS

Trail access points are designated public access locations for a trail or path, often located at the endpoints of a path as well as at key locations along the way. The trail access points, sometimes referred to as trailheads, provide a spot for people to meet when heading out to use a trail, or provide a place to rest with park-like amenities to support longer-distance trail users. The map below outlines ten trail access point locations within Watertown, most of which are in alignment with existing trailheads, parks, or open spaces. Many of these access points are within existing City parks that have some on- or off-street parking available currently. As the shared use path network is built-out, consideration for upgraded amenities at the trail access points should be folded into the design.

The following lists recommended amenities and definitions. Note that not every amenity listed below is required at every trail access point. A combination of amenities should be considered that fit the existing context, available space, and need. Table 5.1 outlines suggested amenities at each location shown on Figure 5.1

		Amenities									
Tag	**Location**	**Vehicle Parking**	**Bike Parking**	**Bike Repair Station**	**Kiosk / Wayfinding**	**Restrooms**	**Drinking Fountain**	**Seating & Shade**	**Interpretive Elements**	**Public Art**	**Electricity**
A	Interurban Trail	Existing	Existing	Existing	Existing	Existing	Existing	Existing	Existing	Existing	Existing
B	Riverwalk and Market St	Existing: Designate for Trail	Recommended	Recommended	Recommended		Recommended	Recommended	Recommended: Storywalk	Recommended	Recommended
C	Riverwalk and Community /Senior Center	Existing: Designate for Trail	Existing	Recommended	Recommended	Existing Access	Existing Access	Existing	Recommended: Storywalk	Recommended	Existing Access
D	Fanny Lewis Park	Existing: Designate for Trail	Recommended	Recommended	Recommended	Existing: Portable	Recommended	Existing	Recommended	Recommended	
E	Riverside Park	Existing: Designate for Trail	Recommended	Recommended	Recommended	Existing	Existing	Existing	Recommended	Recommended	Existing
F	Brandt-Quirk Park	Existing: Designate for Trail	Recommended	Recommended	Existing: Update	Existing	Recommended	Recommended	Existing: Storywalk	Recommended	
G	Grinwald Park	Existing: Designate for Trail	Recommended	Recommended	Recommended		Recommended	Recommended	Recommended	Recommended	
H	Rock River Ridge Park		Recommended	Recommended	Recommended		Recommended	Recommended	Recommended	Recommended	
I	Walmart	Existing: Designate for Trail	Recommended	Recommended	Recommended	Existing	Recommended	Recommended	Recommended	Recommended	Recommended

Table 5.1 Trail Access Points

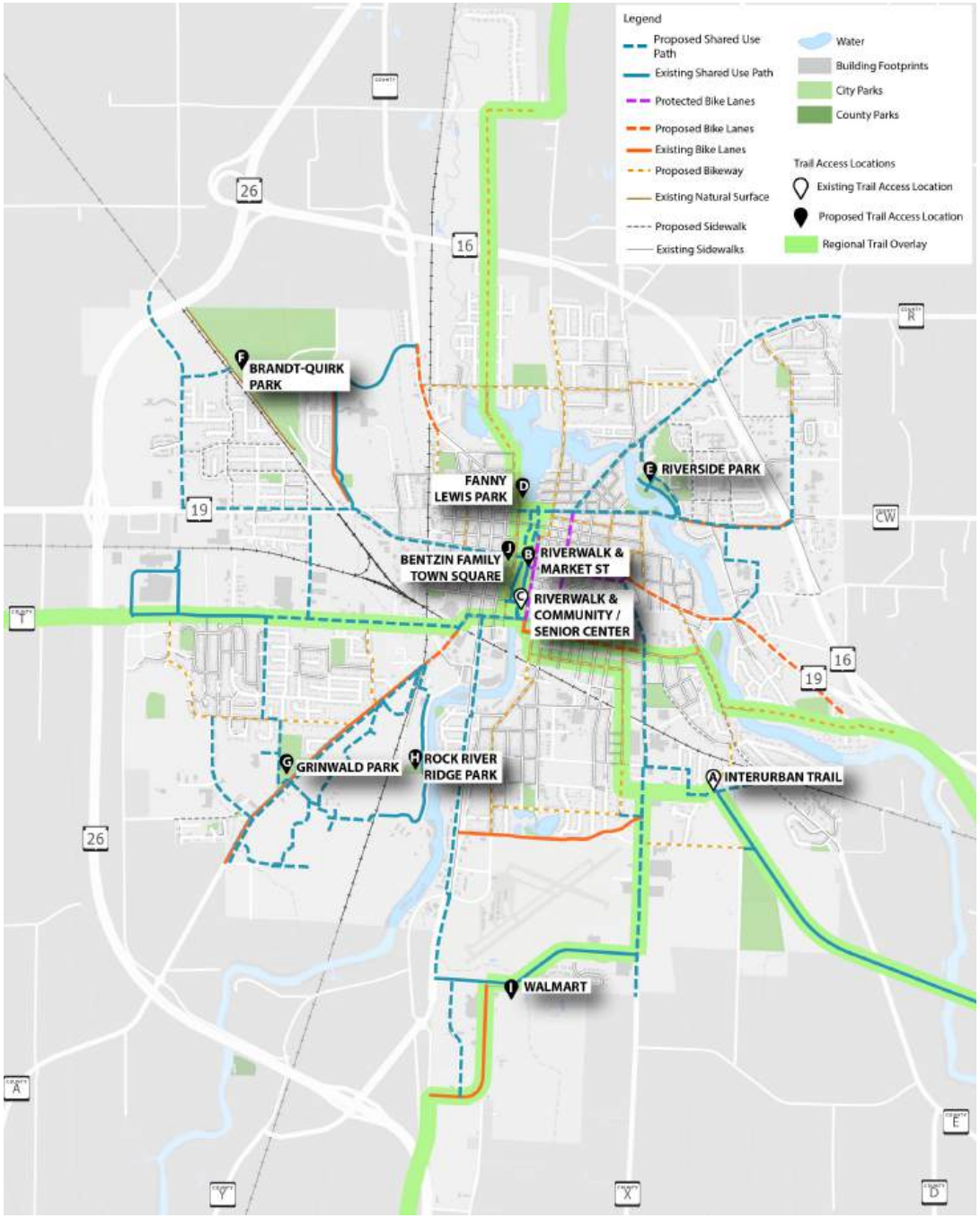


Figure 5.1 Recommended Trail Access Locations

Precedent Imagery

VEHICLE PARKING

Parking stalls provide a means for visitors travelling from further regional or statewide distances away to park and access the trail network. Additionally, people who rely on mobility devices or who have disabilities can use nearby accessible parking stalls to easily access the trail network. For trail access points, it is recommended to provide 1 to 2 ADA accessible parking stalls at a minimum.

BIKE RACKS AND BIKE REPAIR STATIONS

Bike racks are useful to provide a means to dismount and walk to a nearby destination or use other trailhead facilities. Bike repair stations (sometimes called Fix-it Stations) can be handy if one needs to pump up tires or make minor repairs to their bicycle while using a trail. It is recommended to provide bike racks at all trail access points. See the section on Bike Parking for bike parking design recommendations.

KIOSK / WAYFINDING

Directional signage and maps are commonly found at trailhead locations to orient trail users who are exiting or entering the trail network. Wayfinding signage can also be placed in the vicinity of a trail or route to direct people to the trail corridor, or to other nearby destinations. A stand-alone kiosk with a map of the city is a useful tool for visitors coming to Watertown. Today, the Interurban Trailhead has a kiosk sign with maps and posted community information. Other potential locations for a kiosk include Fanny Lewis Park, Bentzin Family Town Square, Riverwalk & Market St, and Walmart. It should be noted that a long-term project identified in the Watertown Parks and Open Space Plan is to implement kiosks in all City parks.

RESTROOMS

At heavily used trailheads, or in combination with other recreational facilities, restrooms can be a great amenity along a trail, providing individuals and families an option for making a day out of biking, walking, or rolling along the City's network. Future restroom facilities require consideration for regular maintenance and security. Many of the identified future trail access locations already have public access permanent or portable restrooms (Interurban Trailhead, Fanny P Lewis Park, Grinwald Park, Riverside Park and Brandt-Quirk Park) or public restrooms very near (Bentzin Family Town Square near the Watertown Library and the Riverwalk location near the Community and Senior Center) and may just require simple wayfinding signage at the trail access location to direct people to the facilities. Future permanent or portable restroom facilities should be considered at the Walmart and Riverwalk/Market St locations, both of which will require coordination with private property owners.

DRINKING FOUNTAINS

Staying hydrated is an important part of a comfortable trail user experience, and drinking fountains should be considered where possible at locations with utility access. Today, there are drinking fountains at the Interurban Trailhead, Benzin Family Town Square, and Riverside Park.

SEATING AND SHADE

Placing benches and other seating at trail access points is a great way to provide amenities to serve elderly people. Seating that is durable, protected from the sun, and distanced from vehicle traffic is generally preferred. Picnic tables and places to gather and eat food are also encouraged at trailhead locations. Shade trees near trails are vital for providing a cool and comfortable trail experience. Where possible, incorporate shade trees on the south side of trail access areas and rest locations.

INTERPRETIVE ELEMENTS AND/OR PUBLIC ART

Beyond serving a primary function of providing access to a trail network, a trail access point can also serve as a means for placemaking or celebrating the local character and identity of the City of Watertown. Small areas planted with native, hardy plants or integrated public art showcasing local artists can activate these small public spaces and serve as landmarks within the network. Interpretive elements describing historical, cultural, or ecological information about the area can also be incorporated into a trailhead location.

ELECTRICITY / CHARGING STATION

Electrical receptacles, either as a part of a lighting fixture, or as a stand-alone solar-powered station, can provide a place for people to charge cell phones and batteries for power-assisted mobility devices. This amenity can make it possible for people who use mobility devices to take longer trips via the network. City-operated charging stations for electrical vehicle at trailhead parking areas is also an amenity to consider.

BIKE PARKING

Bike Parking is an essential component for people wanting to use bicycling as a means of transportation to school, work, community destinations, shopping and errands. Bicycle parking for short-term use is also a low-cost outdoor furnishing that can be easily installed in most locations throughout Watertown. The best locations for bike parking are along streets in commercial areas (Main Street, for example) and near business entry locations. Single, stand-alone racks are best when located along a street, while corals or racks with the ability to store multiple bicycles together are better paired with parking lots at business entries. Most racks need to be installed on a concrete, level surface and require adequate clear space around them for maneuvering a bicycle. Other considerations are sightlines and overall visibility, ADA pathways connecting from sidewalks and trails, and lighting.

Currently, the City of Watertown has metal-coated City-branded bicycle racks located throughout downtown and within City parks. Overall, these bike racks have not been very successful: many people do not recognize them as bicycle parking, they are difficult to attach a lock to for many bicycle styles, and many are rusting and deteriorating from salt spray. This plan recommends selecting a new style for a City-branded bike rack and installing / replacing new racks incrementally throughout the city over the next 5 years. Additionally, the City could consider implementing a cost-share program with businesses to provide bike racks at low-cost for participation in the program. Below are examples of bike rack styles recommended for this application [From APBP Essentials of Bike Parking, September 2015].

INVERTED U

Common style appropriate for many uses; two points of ground contact. Can be installed in a series on rails to create a free-standing parking area in variable quantities. Available in many variations.

POST & RING

Common style appropriate for many uses; one point of ground contact. Compared to inverted-U racks, these are less prone to unintended perpendicular parking. Products exist for converting unused parking meter posts.

WHEELWELL - SECURE

Includes an element that cradles one wheel. Design and performance very by manufacturer; typically contains bikes well, which is desirable for long-term parking and in large-scale installations (e.g. campus); accommodates fewer bicycle types and attachments than the two styles above.


Welcome to the
WATERTOWN/OCONOMOWOC
INTERURBAN
TRAILHEAD
WATERTOWN PARKS AND RECREATION
THE CITY OF
WATERTOWN

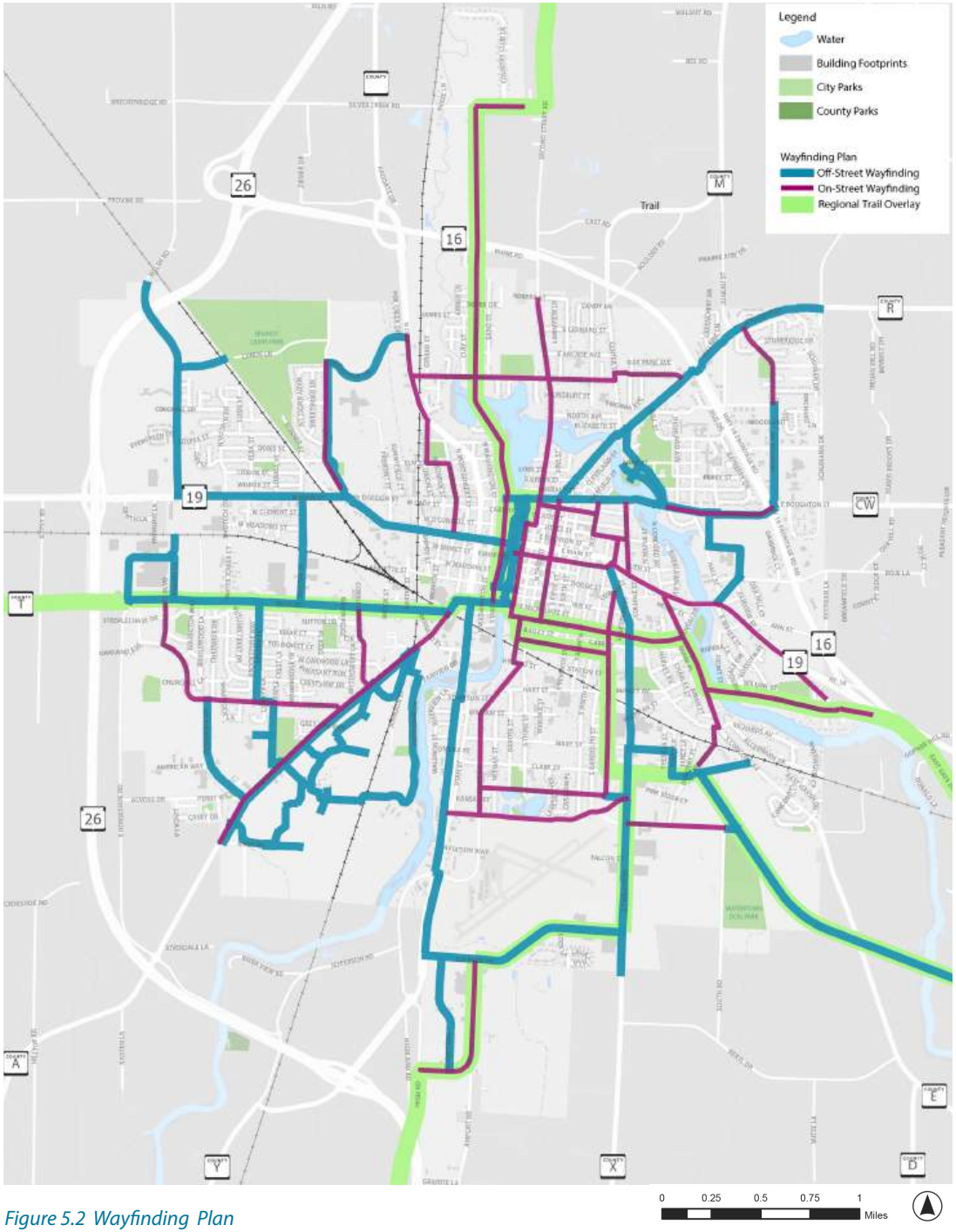


Figure 5.2 Wayfinding Plan

WAYFINDING

Clear, consistent, and easy to understand wayfinding is an essential component for a bike and pedestrian network. Wayfinding helps people navigate throughout a system, utilizing a variety of signage types and sometimes in combination with online mapping. Basic principles of wayfinding are listed below (based on the NACTO Urban Bikeway Design Guide):

- Clarity and Consistency: Wayfinding should be easy to read and understand, even briefly, and for everyone, including people with limited literacy or whose primary language is not English.
- Consistency: Wayfinding should use consistent symbols, colors, and fonts.
- Visibility: Wayfinding should be visible to pedestrians and bicyclists, which may require locating it in different places, depending on the situation.

A Wayfinding Framework has been developed for Watertown, which outlines a series of signage types linked to the facility types shown in the Network Plan. It is recommended that the City develops a full wayfinding and signage plan with design and construction-level graphics that can be implemented consistently throughout the City as new trail, sidewalk, and bikeway projects are constructed.

OFF-STREET WAYFINDING (SHARED USE PATH NETWORK)

» Directional signage at trail access points and at decision points, with approximate distances called out to nearby community destinations.

» Trail crossing signage at intersection crossings.

» Directional signage at alleyways that have been improved

ON-STREET WAYFINDING (BIKEWAYS AND BIKE LANES)

» BIKE ROUTE and BIKE LANE signage along routes, visible to vehicles and meeting MUTCD standards.

» SHARE THE ROAD signs, visible to vehicles and meeting MUTCD standards.

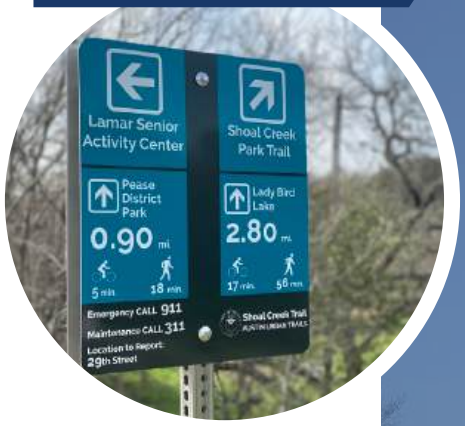
» Directional signage at decision points with approximate

REGIONAL TRAIL OVERLAYS

» Branded signage consistent with County or Regional Trail branding.

» Additional signs or badges to accompany the On- and Off-Street Wayfinding

Precedent Imagery



RAILROAD CROSSINGS

A safe at grade rail trail crossing depends on clear signs, strong safety messages, and a surface that lets people walking or biking move comfortably across the rails and flangeways. It also requires selecting crossing designs that match the specific type of crossing and the surrounding environment, ensuring the treatment fits the conditions on the ground. The strategies in this section are common approaches used in typical situations. Before any of them can move forward, they'll need more detailed engineering review and coordination with the railroad. These ideas are meant to offer options and help support those conversations.

Figure 8E-5. Example of a Crossbuck Assembly at a Pathway or Sidewalk Grade Crossing

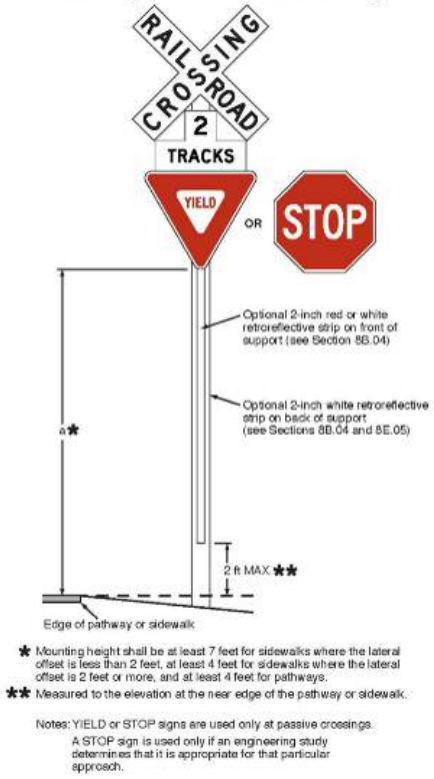


Figure 5.3 WMUTCD, Fig 8E-5

PASSIVE WARNING DEVICES

Passive warning signs for railroad crossings are non electronic, non active signs and markings that alert people to approach the tracks, but don't use lights, gates, or bells. They rely entirely on the trail user or driver noticing the sign and acting accordingly. When considering passive signs, the WMUTCD should be used as a reference since it provides clear examples of regulatory and warning signs and plaques for crossings, along with short explanations of when each is intended to be used. In general, the signs follow standard MUTCD guidance.

Trail users being cautioned at a trail crossing in Chattanooga, Tennessee.

Signage and trail surface shown, along with an angled crossing in Chattanooga, Tennessee

Signage that warns trail users of the railroad angle crossing the trail, Minneapolis Cedar Lake Regional Trail.

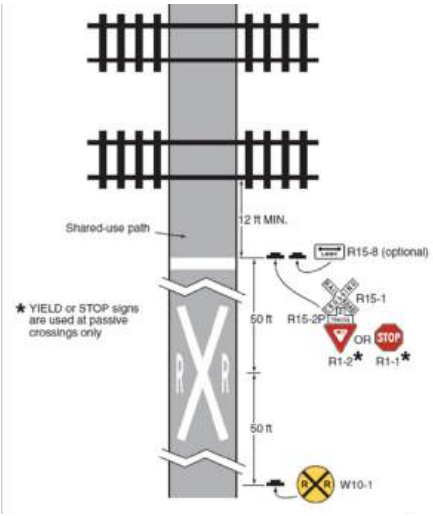


Figure 5.4 WMUTCD, Fig 8D-1

PAVEMENT MARKINGS

Pavement markings are another form of passive signage. However, the MUTCD does not require pavement markings at trail-rail crossings, but states if users travel faster than pedestrians (such as bicyclists, scooter-users, skaters), using warning signs and pavement markings in advance of the pathway grade crossing should be considered.

Pavement markings may include an "X", the letters "RR", and/or a stop bar line. For unpaved trails, consider paving the crossing approach to install the appropriate pavement marking and to provide a smooth crossing. If paving the approach is not possible, installing additional devices is appropriate.

The WMUTCD also includes additional notes on standard pavement markings (see Figure 5.4), specifically for situations where LOOK (R15 8) signs aren't used or where a stop line is used instead of a yield line.

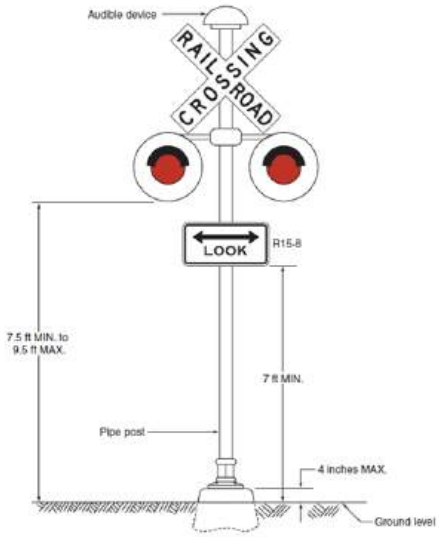
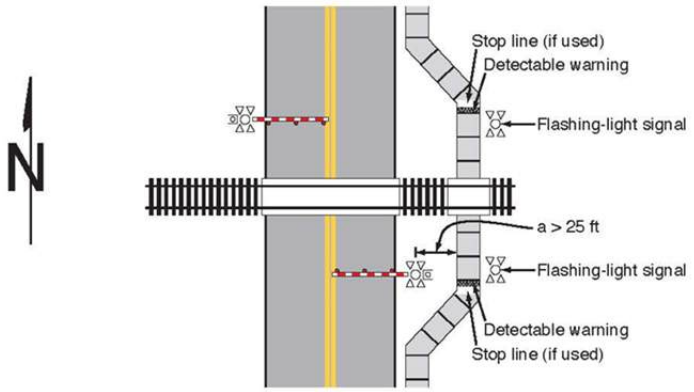


Figure 5.5 Flashing light signal for pedestrian crossings, WMUTCD Fib 8C-4

Figure 8E-2. Example of an Active Traffic Control System for a Sidewalk or Pathway Grade Crossing



Notes: The dimension "a" is the distance from the edge of the sidewalk grade crossing to the center of the traffic control warning devices at the grade crossing.

If a ≤ 25 feet, flashing-light signals may be omitted at a pathway or sidewalk grade crossing (see Section 8E.07).

Figure 5.6 WMUTCD Fig 8E-2

ACTIVE WARNING DEVICES

Active warning devices differ from passive ones because they change their appearance when a train is approaching. This gives trail users a clear indication that a train is near or already present. Examples include bells, flashing light signals, automatic gates, and similar equipment.

The MUTCD offers guidance for pedestrian and bicycle signals at pathway and rail crossings, although the recommendations are not highly detailed. The FHWA Railroad–Highway Grade Crossing Handbook provides additional information. For example, flashing light signals paired with swing gates are generally suitable when trains operate at high speeds, when sight distance is limited, when multiple tracks are present, or when temporary obstructions such as stopped freight cars affect visibility.

The WMUTCD also notes that sidewalks and recreational trails typically function as two way facilities. Because of this, gates can trap users within the track zone if no escape route is available. Thus, automatic gates should not be placed across sidewalks, multi use trails, or bike paths unless they are specifically designed to allow users to exit safely, as stated in WMUTCD section 8E.09.

LIGHTING

Lighting can help improve visibility at crossings, but it should be aimed at the trail surface rather than toward a train engineer's line of sight. While lighting is not strictly required, it can be added along the approach to the crossing or at the crossing itself if it would enhance visibility or user safety.

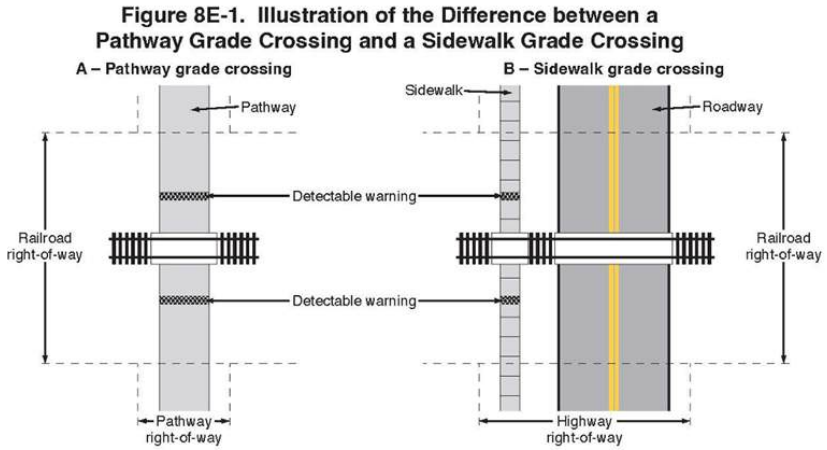


Figure 5.7 WMUTCD Fig 8E-1

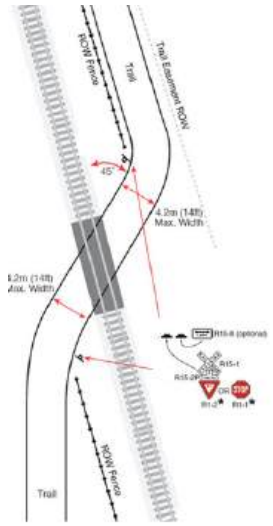


Figure 5.8 A 45-degree rail-trail crossing, Rails with Trails

APPROACH GRADES AND ANGLED CROSSINGS

When designing trail approaches at rail crossings, both grade and crossing angles play an important role in user safety and comfort.

General guidance calls for grades of five percent or less, but greater grades are allowed for short distances and in specific circumstances. The trail approach should be at the same elevation as the track, steep grades on either side could cause bicyclists to lose control, may distract trail users from crossing conditions, and block sight lines.

Another issue, particularly for bicyclists and people with disabilities, is the angle of a crossing. Crossing at right angles to the tracks avoids the hazard of bike tires getting caught in the flangeway grooves. The AASHTO Guide states that the likelihood of falls decreases when the roadway or shared use path crosses the tracks at 90 degrees (Rails with Trails, AASHTO).

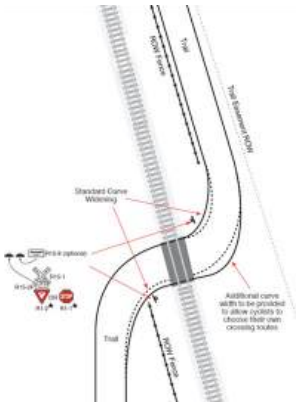


Figure 5.9 A 45-degree rail-trail crossing, Rails with Trails

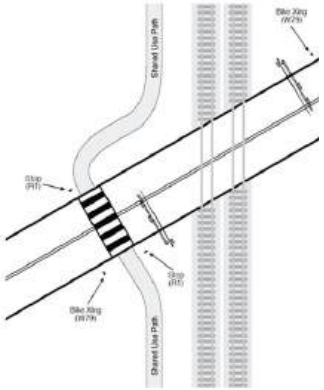


Figure 5.10 Angled intersection of a rails-trails-road crossing, TRB, 2018

SIGHT DISTANCE

Clear visibility of a rail crossing is essential to help trail users recognize and react to it in time. Maintaining advance notice of the crossing with adequate sight distance is crucial. In highway intersection design, the stopping sight distance is usually twelve feet clear of the nearest rail. On trails, these points are typically marked with pavement markings placed in advance of the crossing. Traffic control devices such as crossbuck signs also need to be installed ahead of the crossing, following MUTCD standards.

Quet Zone Signage

Quet Zone Signage

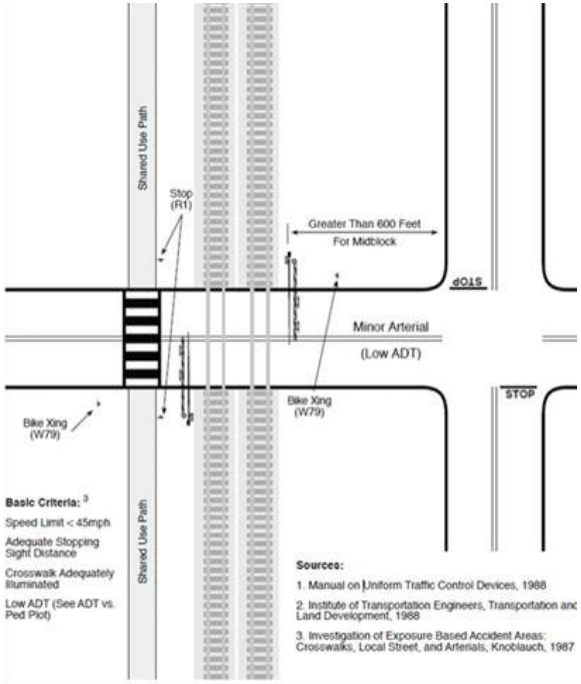
QUIET ZONES

Federal Rail Administration (FRA) is committed to reducing grade crossings while establishing a consistent standard for communities that opt to maintain quality of life for residents by establishing quiet zones where routine use of train horns at crossings is prohibited. Communities must comply with FRA standards and safety measures, which often means substantial infrastructure upgrades such as installing additional gates, medians, and signage to maintain public safety. This is especially important for pedestrian and bicycle crossings, because removing train horns requires additional safety measures to ensure users are properly warned when a train is approaching.

Minimum standards include:

- Each crossing within the desired Quiet Zone must have gates, flashing lights and bells, constant warning time devices, and power-out indicators.
- The Quiet Zone can include one crossing or multiple crossings but must be at least ½ mile long.
- Warning signs of the crossing alert drivers that they're entering a quiet zone.

The MUTCD requires a "NO TRAIN HORN" sign or plaque in each direction at highway-rail grade crossings in a quiet zone, this feature should be considered at trail-rail grade crossings too. In Quiet Zones, adequate approach angle and sight distances are critically important, and lighting may be recommended more at these crossings.



Unsignalized crossing type, TRB.

TRAIL CROSSING SURFACE MATERIALS

The smoothness of the crossing surface plays a major role in the safety and comfort of trail users. Uneven surfaces or bumps can cause cyclists to lose control and can be especially challenging for wheelchair users. When the surface is in poor condition, users often focus on finding the smoothest path through the crossing, which can distract them from warning devices or oncoming trains.

According to AASHTO, the four most common materials used at grade crossings are concrete, rubber, asphalt, and timber. Concrete generally performs the best, even in wet conditions, because it provides the smoothest ride. Rubber surfaces can be comfortable when new, but they tend to become slippery when wet and degrade over time. Asphalt offers a smooth surface I nitially, but it can heave or settle and requires maintenance to prevent buildup along the tracks. Timber wears down quickly and becomes slick when wet, making it the least reliable option.

Crushed rock is used between the rails as trail surface, which could be a cheaper option. Poudre River Trail, Colorado, TRB.

An example of a pedestrian trail-rail crossing with sufficient surface materials, TRB.

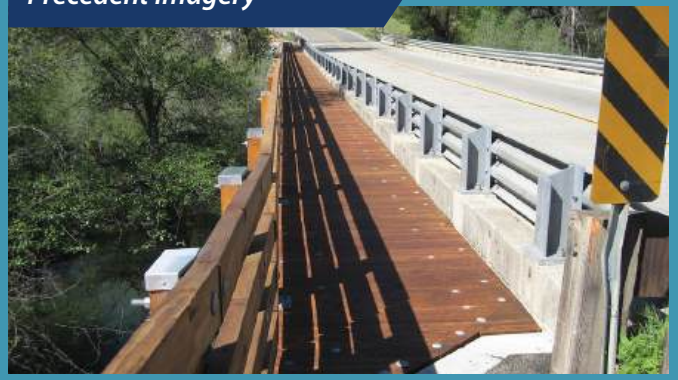
BRIDGE CROSSINGS AND CONSTRAINED AREAS

Designing new pedestrian or bicycle facilities can be challenging when space is limited. Too often, pedestrian or bicycle elements are the first to be reduced or eliminated within a roadway project, resulting in no meaningful improvements for bicyclists and pedestrians. Although these decisions can be difficult, a range of design strategies can help ensure streets support all modes and users of all abilities. Many of these design strategies are explained in the MUTCD and other resources.

When space constraints prevent full width bicycle lanes or fully separated pathways, several adaptable treatments can still be applied to enhance safety, visibility, and user comfort. The strategies that follow offer practical options for improving multimodal access within tight right of way conditions.

- Convert an existing sidewalk to a shared use path if there is not enough room for separate on-street facilities.
  - This is a prevalent scenario today in Watertown along the (11) bridges that cross the Rock River within the City limits. Most bridges today have sidewalks installed on both sides of the roadway crossing.
  - To convert an existing sidewalk to accommodate pedestrians and bicyclists for short segments, curb ramps (from on-street bike lanes) will need to be installed.
- Signage is needed to direct route for bicyclists.
- Potential for a 'dismount' zone for bicyclists in areas with heavy pedestrian traffic.
- Solid white striped bike lane is recommended, with flexible bollards and/or diagonal striped buffer (if there is room) within the roadway.
- Future bridge reconstruction or renovations should include width for separated bicycle and pedestrian facilities.
- Additional pedestrian bridges have been recommended as part of the Rock River District Plan, which will enhance pedestrian and bicycle connectivity throughout downtown Watertown. The planned pedestrian and bicycle bridge linking Division St (east) and Rock St (west) coincides with the Network Plan in this chapter.

Precedent Imagery

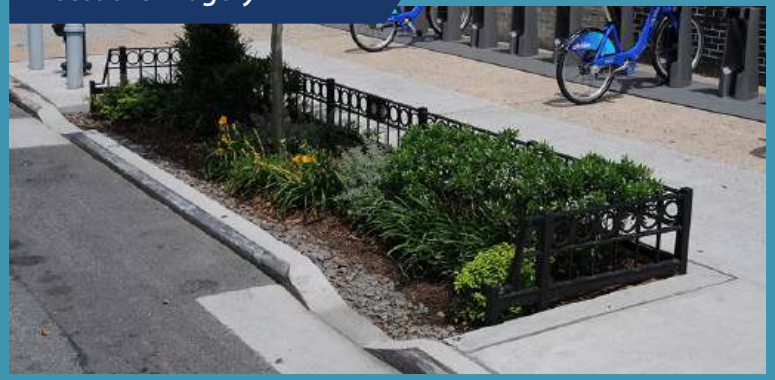


Shared use path on bridge crossing

Curb ramp from on-street bike lane

"Walk your wheels" dismount zone markings

Precedent Imagery



Rainwater garden and curb cuts

Native plants as a protected bike lane buffer

Permeable paver paths

LANDSCAPING AND STORMWATER MANAGEMENT

As new shared use paths, sidewalks, and intersection improvements are implemented, there are opportunities to incorporate landscaping and Best Management Practices to address stormwater management. Each project should be considered for pairing with treatments such as:

- Native, hardy and salt-tolerant landscaping at crosswalk extensions and medians, potentially with curb inlets and integrated catch basins.
- Native, hardy and salt-tolerant landscaping as a potential vertical element for a protected bike lane.
- Linear landscaping with native, hardy, and salt-tolerant species and shade trees along walkways for interest, comfort, and pollinator habitat.
- Native landscaping featured as part of the site design for trail access locations, paired with public art or interpretive elements.
- Permeable pavers along pedestrian walkways and potentially as surfacing for shared use paths.
- Raingardens and biofilters can be integrated into linear landscapes along shared use paths, sidewalks, and adjacent to parking lots.

For more information about how to integrate green infrastructure into the future network, see the City of Watertown's Green Infrastructure Practices for Low Impact Development – a guide for planning and installing stormwater features that mimic natural processes within the urban environment.

Policy Recommendations

6

INTRODUCTION

Over the course of the development of this plan, the project team reviewed the City's existing ordinances related to community development, street development, and electric bicycle use. Suggested updates to ordinance language have been provided to City staff for further review. Below is a summary of suggested ordinance and policy changes to explore.

SUBDIVISION CODE

Today, the subdivision code (§ 545-29 Streets.) within Part III: Land Use Legislation of Watertown's Code requires developers to make provisions for pedestrian ways and bikeways for transport and recreation as required by the Planning Commission, based on recommendations from the Park, Recreation and Forestry Commission and the Public Works Commission, which base their recommendations on the formally adopted subplans and policies, including this Bicycle and Pedestrian Plan at adoption.

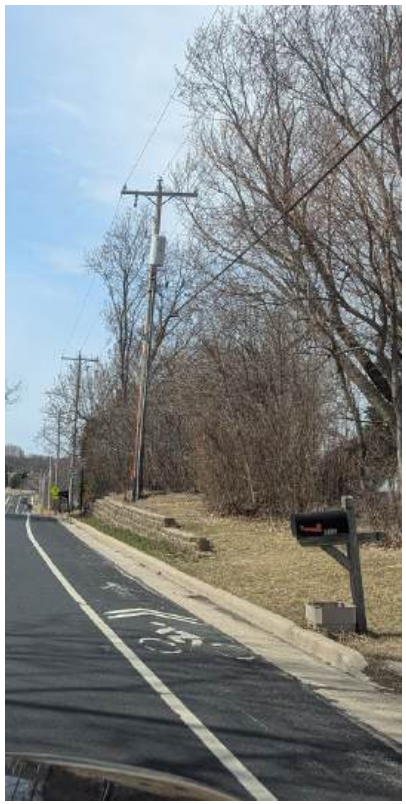
SHARED USE PATHS

As is currently written, there is no mention of shared use paths within the City's ordinance language, and instead 'bikeways' is the language used to describe similar facilities, although this is a broader term that could be confused with on-street facilities. **It is recommended to amend the language to define and provide minimum design standards for shared use paths to provide clarity on implementation and maintenance for these facilities where recommended as part of the network plan.**

SIDEWALKS

As currently written within the City's subdivision code (§ 545-37 Sidewalks and bikeways.), sidewalks are required along both sides of all major streets and arterial streets and those local streets where access needs are further defined and described. To simplify the requirement and remove the potential for misinterpretation of where sidewalks are needed or not needed for access, **it is recommended that the language be amended to exclude the additional provisions and simply require sidewalks along both sides of all roadways unless otherwise recommended by the Planning Commission or Public Works Commission.**

Other suggested edits include addition of language to require that sidewalks are to be installed for each lot prior to occupancy, with entire sidewalk network within a development to be installed within two years of final plat record (the two-year requirement exists already in the code language). This will ensure a complete sidewalk network at the onset of development.



BICYCLES

Today, City policies regarding bicycle use and rules of the road are found in Part II: General Legislation Ch 240 of the Watertown City Code. To align with this plan, the State of Wisconsin and with accepted national standards, the following revisions are suggested.

RULES OF THE ROAD

In § 240-8 Rules of road, it is stated that the rider of a bicycle upon a roadway carrying two-way traffic shall ride as near as practicable to the right edge of the unobstructed traveled roadway. **It is recommended to add 'unless an alternate on-street bicycle facility, such as a bike lane or shared lane marking, is provided.' This aligns more closely with this plan's network recommendations where bikeways and bike lanes are to be implemented.**

Additionally, it is recommended to remove section D from the code language, which prohibits anyone riding a bicycle upon any public roadway abreast of another person operating a bicycle except when passing such bicycle. Wisconsin Statute 346.80 (3) (a) allows for bicycles (along with electric scooters, and personal assistive mobility devices) may ride 2 abreast if it does not impede the normal and reasonable movement of traffic. Removing the Watertown prohibition of riding abreast aligns more closely with the implementation of the Network Plan, as shared lane markings and bikeways are facilities that encourage bicyclists to ride within the roadway and there is not a safety reason to limit the number that can ride abreast.

ELECTRIC BICYCLES, SCOOTERS, AND ASSISTIVE MOBILITY DEVICES

Within Chapter 240, there are no definitions listed for Electric Bicycles, Scooters or Electric Assistive Mobility Devices. **It is recommended to amend the City code to include a set of definitions for Electric Bicycles, including the state-aligned definition of Class 1, 2, and 3 types, as well as Electric Personal Assistive Mobility Device, Electric Scooters, and Non-Classed Bicycles and Scooters (also known as E-Motos). It is also recommended to:**

- **Consider prohibiting the use of non-classed bicycles and scooters on City sidewalks and shared use paths or trails, as these vehicles are not regulated for speed. At a minimum, prohibit their use on sidewalks.**
- **Require owners of electric bicycles and scooters to register with the City under the same regulations set forth in the code relating to bicycles.**
- **Prohibit the operation of any bicycle, electric bicycle or electric scooter on any sidewalk within the City, except bicycles operated by children 12 years or less, or bicycles operated by a responsible person over the age of 12 accompanying a child.**
- **Continue to allow all personal assistive mobility devices on all City sidewalks but prohibit speeds over 15mph.**
- **Prohibit operation of any vehicle--bicycle, electric scooter, personal assistive mobility device, non-classed bicycles or scooters (if allowed) above 20mph on any shared use path or trail within the City limits.**
- **Consider requiring helmets for all bicycle, electric bicycle**

ELECTRIC BICYCLES IN WISCONSIN

The Wisconsin State legislature defines an electric bicycle (also known as an e-bike) as follows:

WISCONSIN STATE STATUTE

2019 WISCONSIN ACT 34 SECTION 4. 340.01

"Electric bicycle" means a bicycle that is equipped with fully operative pedals for propulsion by human power and an electric motor of 750 watts or less and that meets the requirements of any of the following classifications:

- Class 1 electric bicycle is an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the bicycle reaches the speed of 20 miles per hour.
- Class 2 electric bicycle is an electric bicycle that may be powered solely by the motor and is not capable of providing assistance when the bicycle reaches the speed of 20 miles per hour.
- Class 3 electric bicycle is an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the bicycle reaches the speed of 28 miles per hour.

"Electric scooter" means a device weighing less than 100 pounds that has handlebars and an electric motor, is powered solely by the electric motor and human power, and has a maximum speed of not more than 20 miles per hour on a paved level surface when powered solely by the electric motor. "Electric scooter" does not include an electric personal assistive mobility device, motorcycle, motor bicycle, electric bicycle, or moped.

"Electric personal assistive mobility device" means a self-balancing, 2-nontandem-wheeled device that is designed to transport only one person and that has an electric propulsion system that limits the maximum speed of the device to 15 miles per hour or less.

SECTION 13. 346.806 SPECIAL RULES APPLICABLE TO ELECTRIC BICYCLES.

- An electric bicycle shall be considered a vehicle to the same extent as a bicycle.
- A person operating an electric bicycle is not subject to the provisions relating to financial responsibility, operator's licenses, registration, or certificates of title.
- No person under the age of 16 years may operate a class 3 electric bicycle.
- A person under the age of 16 years may ride as a passenger on a class 3 electric bicycle that is designed to accommodate passengers.

OTHER WISCONSIN STATE STATUTES

- Within the e-bike market, in addition to the three classes of e-bike noted above, there are also unclassed/classless e-bikes available for sale. Other e-bikes that don't fall under any class in the system (for example, those without pedals, those with a throttle that can assist up to 28 mph, and those with motors over 750W). As they fall outside of the three classifications, these bikes are still in use but not considered e-bikes by the state of Wisconsin.
  - With all e-bikes, but especially with unclassed bikes, fires can start when e-bike and e-scooter batteries are stored, charged, or disposed of incorrectly.
- Wisconsin allows local municipalities to enact stricter rules concerning e-bike usage.
- Electric bicycles used without the motor engaged are allowed on all bicycle trails unless specifically prohibited.
  - NO e-bike capable of more than 30 MPH is permitted on any state trails that do not specifically allow motorcycles (these would technically not be considered e-bikes by state law).
- Signage is used in many places rather than, or in addition to, policy to identify specific locations where some types of e-bikes are not allowed (ex. sign stating that no e-bikes with a throttle are allowed on a trail)
- E-bike policy can be difficult to enforce due to the difficulty of identifying the type of e-bikes without close inspection.

STATE TRAILS AND THE WISCONSIN DNR

State Trails in Wisconsin are regulated by the Wisconsin DNR. The following are policies that affect these trails or areas within Wisconsin DNR jurisdiction:

- Class 1 and Class 3 electric bicycles (defined in s. 340.01 (15ph), Wis. Stats. [exit DNR]) are allowed on many bicycle trails, but must observe a 15-mile-per-hour speed limit. Electric bicycles are not allowed on any other bicycle trails other than a few designate trails. Electric bicycles used without the motor engaged are allowed on all bicycle trails.
- There are currently two hard surface trails in state parks, forests, and wildlife areas where e-bikes are not allowed: Kettle Moraine State Forest - Northern Unit and Point Beach State Forest.
- E-bikes are not allowed on the majority of soft-surface (unsurfaced or woodchip surfaced) trails.

POLICIES IN OTHER WISCONSIN COMMUNITIES

"Many communities do not regulate e-bikes beyond how they are regulated by state law. The following Wisconsin communities have additional ordinances of policies enacted to address safety concerns:

- Milwaukee: e-Bikes are allowed on most trails and bike lanes, but Class 3 e-Bikes may face restrictions in certain parks or on nature trails.
- Madison: e-Bikes, including Class 3, are allowed on city streets and bike lanes, but may not be permitted on all recreational trails due to the potential for higher speeds.
- Manawa: City code states that while riders do not need a driver's license to operate e-bikes, riders 16 and under are only allowed to operate e-bikes at speeds no higher than 20 miles an hour.
- Wausau: All three classes of e-bikes are allowed on roads, bike lanes, and most shared-use paths. They are not allowed on sidewalks unless there are signs that specifically state otherwise. Only class 1 e-bikes are allowed on park trails.
- Johnson's Creek: Does not address e-bikes specifically but does require registration for all bikes and electric motor scooters
- Oconomowoc: does not make any mention of e-bikes in their current City Code or website; they have a business in town that rents e-bikes

(POLICIES IN OTHER WISCONSIN COMMUNITIES CONTINUED)

- Fort Atkinson: All bikes, e-bikes, and e-scooters owned by residents of the City of Fort Atkinson are required to be registered with the City. Generally, the City applies the same regulations to bicycles as e-bikes and scooters; however, these regulations are more specific and exhaustive than they are in many communities regarding riding etiquette. City definitions:
  - E-Scooter means a device weighing less than 100 pounds that has handlebars and an electric motor, is powered solely by the electric motor and human power, and has a maximum speed of not more than 20 miles per hour on a paved level surface when powered solely by the electric motor. "Electric scooter" does not include an electric personal assistive mobility device, motorcycle, motor bicycle, electric bicycle, or moped.
  - e-Bike means a bicycle with a motor attached. It must have pedals that are operational, an electric motor that is less than 750w and have a maximum speed of 20 mph on level ground.
- Jefferson County: The County defines e-bikes as a bicycle that is equipped with fully operative pedals for propulsion by human power and an electric motor of 750 watts in addition to the definition for e-bikes from Wisconsin Statute. All Jefferson County bike paths are considered multi-use paths and open to pedestrians, bicycles, e-bicycles, inline skates, play vehicles, and electric scooters
- Dodge County: The County does not reference e-bikes or other e-devices in its code or ordinances
- Waukesha County: Allows the Operation Of Class 1 Electric Bicycles On All Waukesha County Recreational Trails And Designated Waukesha County Park Mountain Bike Trails, all other motor vehicles are prohibited.

Implementation

7

INTRODUCTION

The Watertown Bicycle and Pedestrian Plan outlines goals, projects, and recommendations for improving the biking and walking network in the City for the next few generations. This chapter focuses on how to transform the plan components into reality. First, a series of general Implementation Recommendations are listed; these are intended to provide guidance for policy and coordination of implementation efforts. Next, a phasing strategy is outlined in a table, which breaks projects down into Backbone Projects, Ongoing Projects, and Long-Term projects. The tableprovides guidance on anticipated costs, extents, and related projects that could be implemented together.

As community goals and other projects are implemented as cross-departmental initiatives, it is imperative to keep this plan in discussions, to identify projects that could support realizing components of this plan. This chapter also provides recommendations for future evaluation and monitoring to keep the plan relevant. Additional guidance on maintenance, pavement preservation, and potential grant funding sources are provided at the conclusion of the chapter.

IMPLEMENTATION RECOMMENDATIONS

The following recommendations have been developed to assist with guiding policy and implementation of the plan:

1 BICYCLE & PEDESTRIAN PATH TASK FORCE

Since its inception in 2016, the City-wide Bicycle and Pedestrian Path Task Force has been tasked with identifing and advancing the goals of improving conditions for biking and walking in Watertown. This plan recommends that the City continues to convene as a committee and should continue to provide recommendations to the Plan Commission and Public Works Commission (PWC), along with continuing to forward meeting minutes to the PWC.

The role of this committee will change slightly moving forward into the future. With the approval of this Plan, there is now a clear road map for upcoming projects. The primary role of the Task Force will be to support implementation of the plan, evaluation of projects and priorities on an annual basis, education and community engagement, coordination with regional and agency collaborators, and assisting the City with grant and fund-seeking efforts.

The make-up of the Bicycle and Pedestrian Task Force may need to expand to include residents and advocates that are more representative of network users (youth, seniors, families), as well as include agency representatives and people who are enthusiastic and excited to connect with community members and serve as champions for the Bicycle and Pedestrian Plan.

2 AGENCY & COUNTY COORDINATION

Many of the Network Plan and facility recommendations are located along roadways that are County or State-owned or located on property owned by the Watertown School District. Implementation of these projects will require ongoing coordination and collaboration with WisDOT, Dodge County, Jefferson County, Watertown School District, and other local agencies and non-profit organizations (Main Street or Chamber of Commerce are examples). With City staff as a lead for this effort, convening annual or quarterly meetings with agency and County staff to review potential project collaborations is recommended. Additionally, inclusion of representatives from these entities as part of the Bicycle and Pedestrian Task Force is also recommended.

The Network Plan shown in Chapter 4 shows a few locations where regional trail alignments, such as the Rock River Trail and the Glacial River Trail, may need to be modified within Watertown as shared use paths and other segments of the future network are constructed. Specifically, the City should work together with Jefferson and Dodge County to update regional trail maps.

Expansion of the regional network, such as constructing a trail west towards Waterloo, or continuing to expand regional trails north, should also include the participation of Watertown City staff and/or members of the Bicycle and Pedestrian Path Task Force.

3 EVALUATION, MONITORING & TRACKING

Consistent and documented data collection plays an increasingly vital role in understanding baseline inventory of City trail and multimodal facilities, as well as serve as information that is often required or useful in grant writing or fund-seeking efforts. The following actions are recommended to keep the City's information up-to-date and accessible as the network develops:

» Continue to maintain a GIS geodatabase with shapefiles of roadway information, along with existing bicycle and pedestrian facilities. As facilities are built, update this information, along with reviewing inventory on an annual basis.

  • Continue to conduct an annual or multi-year condition assessments of trails, sidewalks, and on-street facilities, in order to budget for annual maintenance.

» Develop a public-facing ArcGIS Online map that shows existing trails, sidewalks, and bikeways, or integrate this data into the existing City of Watertown Public GIS Viewer. Update this data with future/planned/funded projects as they come on board and include trail access points and other network features.

» Collect annual user counts on trails and on future pilot projects. Examples include conducting manual or automated counting on the Interurban Trail or along other regional routes to understand how trails are used seasonally. Visitor intercept surveys could also be conducted to understand where people are coming from, as well as potential amenities or concerns to address.

» Conduct a community-wide survey on an annual or biennial basis, similar (or identical) to the community survey used for the development of the Bicycle and Pedestrian Plan. This way, information can be compared year-over-year to understand if concerns are being addressed and to help prioritize projects for inclusion in the City's CIP.

4 ENCOURAGEMENT & EDUCATION

The following programs and initiatives are recommended to promote a culture of biking and walking in Watertown, as well as to educate and inform residents about best practices:

» Continue to support the Watertown Police Department's annual Bicycle Rodeo and educational events to teach young people (and adults!) how to safely maneuver a bicycle and learn the rules of the road.

» Develop a guidebook of general bicycle, pedestrian and driver etiquette and rules of the road ordinances or state statutes. This guidebook could be in the form of a StoryMap or other interactive website to serve as a resource for residents and educators in the community, as well as to communicate potential upcoming changes in the City's policies regarding E-bikes and other multimodal topics.

» Develop a program to share in the cost for installing city-branded bike racks at businesses throughout Watertown.

» Develop a city-wide wayfinding plan with specific brand design for directional signage for the Off-Street Network.

» Re-apply to become certified as a Bicycle Friendly Community through the League of American Cyclists.

  • In 2017, the City of Watertown received an Honorable Mention for their application to be recognized as one of five levels of award (diamond, platinum, gold, silver and bronze). The award designation recognizes communities that are making demonstrated progress towards the goals of Bicycle Friendly Communities through planning, policies, systems, and partnerships.

» Re-apply for the Wisconsin Healthy Communities Designation.

  • Both Watertown and Jefferson County were designated as a Wisconsin Healthy Community – Gold as part of the second cohort. Designation is given to communities who demonstrate cooperation across sectors to improve overall community health and well-being.

PHASING PLAN FOR IMPLEMENTATION

Implementation of the Network Plan and Intersection Treatments detailed in Chapter 4, and with further guidance provided in Chapter 5, will need to be accomplished in phases based on community-identified priorities, balanced with available funding, feasibility of construction and alignment with related projects (such as roadway improvements). The projects have been split into three categories: Backbone Projects, Ongoing projects, and Long-Term projects. Each project listed in Table 5.1 lists the project name, location, project type (New Facility, Facility Conversion, Facility Upgrade), estimated cost, collaborating agency, associated intersection treatments, associated projects, and wayfinding strategies.

The following are steps that will need to be completed prior to construction or implementation of any improvement can occur (not all steps may be necessary for every project):

- Feasibility and engineering analysis, including potential analysis for economic impact, archaeological/historical/natural/cultural resource review with other agencies with jurisdiction.
- Funding sources will need to be identified and secured.
- Potential land surveying, negotiation with any property owners (as necessary) for easements if additional right-of-way is needed. Note that state statute prohibits the use of eminent domain to establish or extend recreational trails, bicycle ways, bicycle lanes or pedestrian ways (Act 59, 2017).
- Detailed design and engineering of new facilities.
- Coordination with other roadway, trail, or capital improvement project.

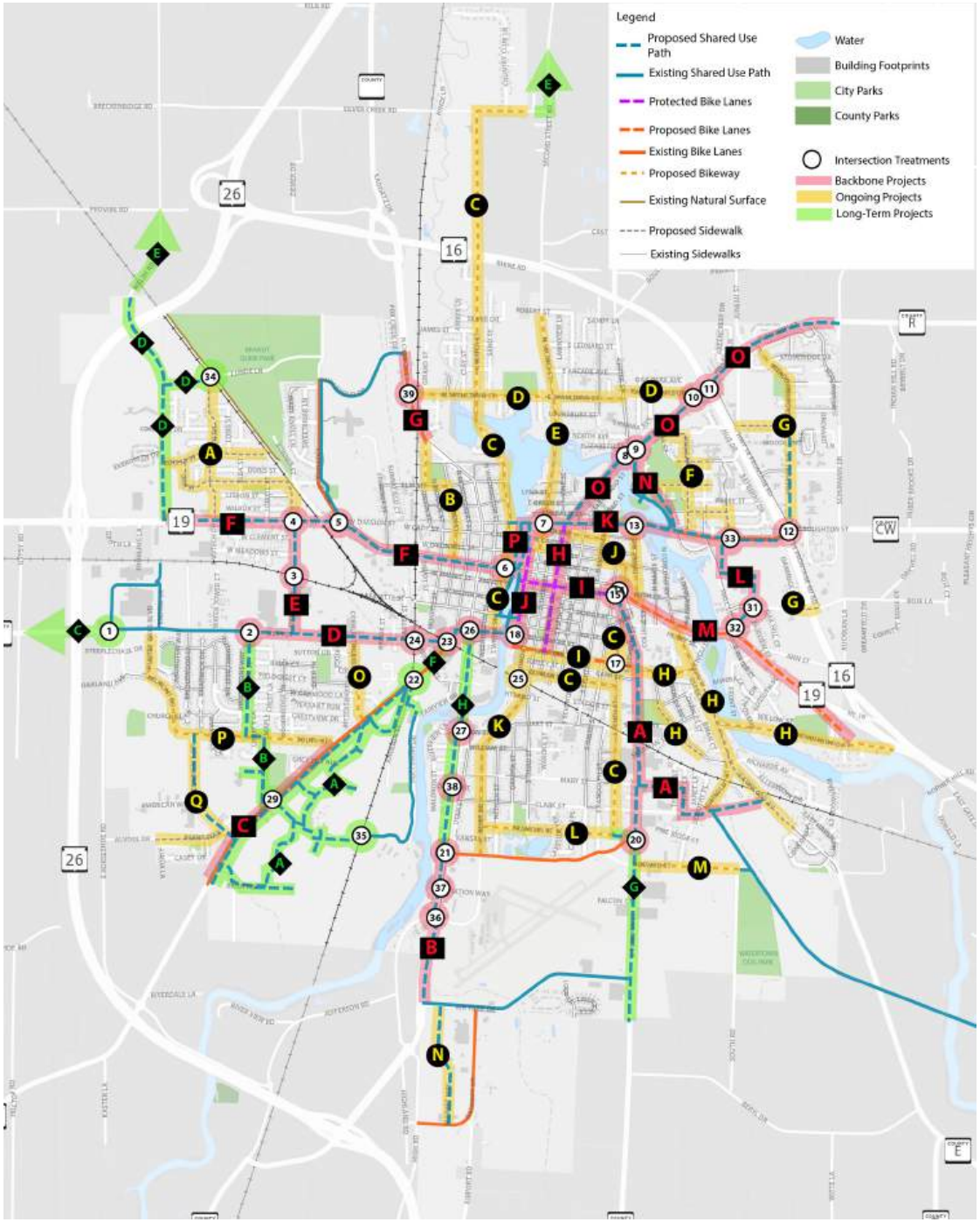


Figure 2.1 Phasing Plan

Backbone Projects are generally larger projects that have been identified as vital to create a well-connected network. You can think of these projects as the 'spine' of the City's network. Many of these projects involve the construction of shared use paths as new facilities and will require time and significant effort to secure funding through grants and collaborative efforts. These projects should be the primary focus for grant seeking and implementation for the coming years.

Ongoing Projects are generally smaller, lower-cost projects or projects that can be more easily folded into the City's Capital Improvement Program, although this does not prevent the City from collaborating or seeking grant-funding for implementation. These projects are primarily sidewalk and on-street bikeway projects.

Long-Term Projects will generally require more planning and collaboration with regional agencies to implement or are intended to be initiated and completed as part of future.

BACKBONE PROJECTS

Tag	Location	Extents	Planned Facility	Project Type	Length	Unit Cost	Estimated Cost	Collaborators
A	12th St / Interurban Trail	Interurban Trail to Market St	Shared Use Path	New Facility	9961	$80	$796,880	
B	S Church St	Air Park Dr to Boomer St	Shared Use Path	New Facility	1840	$80	$147,200	WisDOT
C	Milford St	Western City Limits to South St	Sidewalk	New Facility	4555	$35	$159,425	Jefferson Co
D	West St / Milwaukee St	Benton Ln to Milford, Milwaukee St to 1st St	Shared Use Path	New Facility	6354	$80	$508,320	Jefferson Co
E	Dayton St	West St to Main St	Shared Use Path	New Facility	2815	$80	$225,200	
F	W Main St	Welsh St to S 1st St	Shared Use Path	Sidewalk to SUP Conversion	9266	$80	$741,280	WisDOT
G	N Church St	Endeavour Dr to Union St	Bike Lanes	New Facility	2325	$20	$46,500	
H	Fourth St	Western Ave to Division St	Two-Way Protected Bike Lanes	New Facility	3244	$60	$194,640	
I	Market St	Riverwalk Trailhead to Sharp Corner Park	Two-Way Protected Bike Lanes	New Facility	2617	$60	$157,020	
J	First St	Western Ave to Jones St	Two-Way Protected Bike Lanes	New Facility	2172	$60	$130,320	
K	Division St / Boughton St	Fourth St to SH 16	Shared Use Path	New Facility	5834	$80	$466,720	WisDOT, Dodge Co
L	Riverside Middle School	Main St to Boughton St	Shared Use Path	New Facility	3563	$80	$285,040	
M	E Main St / Summit Ave	Sharp Corner Park to Oconomowoc Ave	Bike Lanes	New Facility	7020	$20	$140,400	WisDOT, Jefferson Co
N	Labaree St	Fourth St to Division St	Shared Use Path	New Facility	2418	$80	$193,440	
O	Fourth St	Division St to Schuman Dr	Shared Use Path	Conversion	9565	$80	$765,200	WisDOT, Dodge Co
P	Riverwalk Extension	Rock River (east and west sides) Main St to Division St	Shared Use Path	New Facility	4125	$80	$330,000	
							$5,287,585	

Table 7.3 Backbone Projects

Tag	Location	Implementation Notes	Associated Intersection Treatments	Other Associated Projects	Wayfinding
A	12th St / Interurban Trail		20, 15		Off-Street
B	S Church St	Air Park Dr to Boomer St is already under design and funded	36, 37, 21,		Off-Street
C	Milford St				
D	West St / Milwaukee St		2, 24, 23, 26, 18	Bridge Crossing	Off-Street - Coun ty Trail
E	Dayton St		3, 4		Off-Street
F	W Main St		4, 5, 6	Benzin Family Town Square Trailhead	Off-Street
G	N Church St		39		On-Street
H	Fourth St				On-Street
I	Market St			Riverwalk Trailhead	On-Street
J	First St		18	Riverwalk Trailhead	On-Street
K	Division St / Boughton St		7, 13, 33, 12		Off-Street
L	Riverside Middle School	Collaboration with Watertown School District	32, 31		Off-Street
M	E Main St / Summit Ave	Collaboration with WisDOT as part of upcoming roadway improvements	14, 15		Off-Street
N	Labaree St	In design (2026) and funded	9	Riverside Park Trailhead	Off-Street
O	Fourth St	Will require collaboration with WisDOT	8,9, 10, 11	Grade Separated Crossing at SH 16	Off-Street
P	Riverwalk Extension	Rock River District Plan	7	Trailheads at Riverwalk and Market St, Bentzin Family Town Square, Fanny Lewis Park	Off-Street / Regional Trail Branding

ONGOING PROJECTS

Tag	Location	Extents	Planned Facility	Project Type	Length	Unit Cost	Estimated Cost	Collaborators
A	Northwest Neighborhood	Louisa St, votech Dr, Oak St	Sidewalks	New Facility	9925	$35	$347,375	
B	Lincoln Park Area	Union St / Elm St / Warren St	Bikeway	New Facility	3610	$6	$21,660	
C	Glacial River Trail	S Tenth St, Clyman St, 2nd St, S Water St, N Water St, Silver Creek Rd	Bikeway - Regional Trail Network	Facility Upgrade	22200	$10	$222,000	
D	Spaulding St / Carl Schurz Dr	N Church St to Center St, Carl Schurz Dr	Bikeway	New Facility	7487	$6	$44,922	
E	N Second St	Division St to Robert St	Bikeway	New Facility	6377	$6	$38,262	
F	Riverside Neighborhood	Hus Dr, Highland Ave, Hill St, Anne St, Kiewert St, Hidde Dr	Sidewalks	New Facility	7032	$35	$246,120	
G	Meadowbrook / Mary Rose Park Neighborhood	Meadowbrook Dr, Hospital Dr, Allwardt St, E Main St	Sidewalk, Bikeway, Shared Use Path	New Facility			$0	
H	Concrod Ave Neighborhood	S Concord Ave, Oconomowoc Ave, Western Ave east of Twelfth St, Richards Ave	Sidewalk, Bikeway	New Facility			$0	Jefferson Co (Western Ave,
I	Western Ave	First St to Twelfth St	Bike Lanes	New Facility	3184	$20	$63,680	Jefferson Co
J	Downtown Bikeways	Cole St, Eighth St, Jones St, Deewey Ave, 10th St	Bikeway	New Facility	5996	$6	$35,976	
K	River Dr / Second St	Boomer St to Second St to Western Ave	Bikeway	New Facility	5255	$6	$31,530	
L	Franklin St	River Dr to Tenth St	Bikeway	New Facility	3369	$6	$20,214	
M	Boomer St	Twelfth St to Watertown Dog Park	Bikeway	New Facility	2648	$6	$15,888	
N	Market Way	Gateway Dr to Air Park Dr	Shared Use Path	New Facility	3016	$80	$241,280	
O	Cobblestone Way	Milford St to West St	Bikeway	New Facility	2124	$6	$12,744	
P	South St/Belmont Dr / Hunter Oaks Rd	South St/Belmont Dr / Hunter Oaks Rd	Bikeway	New Facility	6888	$6	$41,328	
Q	Commerce Dr / Perry Way	Commerce Dr and Perry Way	Shared Use Path and Sidewalk	New Facility			$0	
							$1,382,979	

Table 7.4 Ongoing Projects

Tag	Location	Implementation Notes	Associated Intersection Treatments	Other Associated Projects	Wayfinding
A	Northwest Neighborhood	Implement with roadway improvements	34 - future railroad crossing at Lunde Ln / Brandt QuirkPark		
B	Lincoln Park Area				On-Street
C	Glacial River Trail				On-Street Glacial River Trail
D	Spaulding St / Carl Schurz Dr		39, 10		On-Street
E	N Second St		7		On-Street
F	Riverside Neighborhood		33		
G	Meadowbrook / Mary Rose Park Neighborhood		12		On- Street and Off-Street
H	Concrod Ave Neighborhood			Priority Project A (Interurban Trail Connections)	On-Street
I	Western Ave		17		On-Street
J	Downtown Bikeways		13, 7, 14		On-Street
K	River Dr / Second St		25 - Railroad Crossing		On-Street
L	Franklin St			Priority Project A (Interurban Trail Connections)	On-Street
M	Boomer St			Shared Use Path connection from Watertown Dog Park Trailhead to Interurban Trail	On-Street
N	Market Way				Off-Street
O	Cobblestone Way				On-Street
P	South St/Belmont Dr / Hunter Oaks Rd				On-Street
Q	Commerce Dr / Perry Way				Off-Street

LONG-TERM PROJECTS

Tag	Location	Extents	Planned Facility	Project Type	Length	Unit Cost	Estimated Cost	Collaborators
A	Southwest Side Neighborhood	Southwest Side Neighborhood Phase II	Shared Use Path	New Facility	22675	$80	$1,814,000	Developer
B	Grinwald Park and Hunter Oaks Neighborhood	Milford St to South St, Benton St to West St	Shared Use Path	New Facility	5080	$80	$406,400	
C	County T	Regional Trail Connection to Waterloo	Shared Use Path	New Facility	n/a	$80		Jefferson Co
D	Main St / Welsh Rd	Main St west of Dayton St to Welsh Rd to northern City limits	Shared Use Path	New Facility	7248	$80	$579,840	WisDOT, Dodge Co
E	Welsh Rd / Second St	Regional Trail Connection	Shared Use Path	New Facility	n/a	$80		Dodge Co
F	Milford St	Johnson St to West St	Bike Lanes	New Facility	1357	$20	$27,140	
G	12th St (south of Boomer St)	South of Boomer St to City Limits	Shared Use Path	New Facility	4652	$80	$372,160	Jefferson Co
H	S Church St	Boomer St to Milwaukee St	Shared Use Path	New Facility	5752	$80	$460,160	WisDOT
							$3,199,540	

Table 7.5 Long-Term Projects

Implementation Notes	Associated Intersection Treatments	Other Associated Projects	Wayfinding
Trails to be implemented as neighborhood is developed, including Shared Use Path along Milford St	22, 29, 35	H - Bike Lane extension on Milford St to West St	Off-Street
	2, 29		Off-Street
Long-term collaboration to plan and build a regional trail connection per Jefferson County long-range plans.	1		Off-Street / Regional Trail Branding
	34	Railroad crossing at Lunde Ln	Off-Street
Long-term collaboration to build a regional trail connection to a destination north of Watertown.			Off Street / Regional Trail Branding
Implement with Southwest Side Neighborhood Phase II trails	22, 23	A - Southwest Side Neighborhood Phase II	On-Street
	20		Off-Street / Regional Trail Branding
Boomer St to Milwaukee St	21, 38, 27, 26		Off-Street

OPERATIONS AND MAINTENANCE

SNOW/ICE REMOVAL

Snow and ice removal are key to providing safe access to trails, sidewalks, and on-street facilities year-round. In Watertown, residents are responsible for maintaining clear paths for sidewalks adjacent to or within their property that are used by the public. The City of Watertown Parks, Recreation, and Forestry Department clear some shared use paths, some trail segments within parks, and a handful of sidewalks as part of development agreements.
This plan recommends the following for clearing responsibilities:

- The City should continue to clear existing and future shared use paths and sidewalks that are not adjacent to residential units, with an emphasis on paths that are near schools.
- Residents should be responsible for clearing sidewalks adjacent to their property.
- The City should clear bike lanes and protected bike lanes as part of existing roadway clearing protocol.

With the addition of more shared use paths, sidewalks, and on-street facilities, the City's Park, Recreation and Forestry Department may need to increase staffing levels to accommodate the additional mileage for clearing. It should be noted that some grants may require that the City continues to clear new facilities that are funded through their sources.

PAVEMENT MANAGEMENT

Regular maintenance of trails and sidewalks will extend the life of the surface and reduce the overall long-term costs of total reconstruction of facilities. Regular maintenance also keeps pedestrians and cyclists safe from hazards, allows the facilities to be used by people with a wide variety of abilities, and provides a welcoming and high-quality experience. People are more likely to use facilities that are in good physical condition, and having a maintenance plan in place is sometimes a requirement to receive state or federally funded grants.

A typical asphalt surfaced trail has a life expectancy of 20 – 25 years if constructed correctly with adequate depth of aggregate base and regular maintenance. Concrete sidewalks tend to have more variable durability, with a life expectancy between 15 – 30 years. Generally, less annual/ongoing maintenance is required for concrete sidewalks, as the cost and effort to replace segments as needed is lower and can be done in-house by City staff. Factors that affect the longevity of facilities include seasonal or annual maintenance, weather and climate, exposure to ultraviolet light, use by heavy vehicles, poor soils, and drainage. Annual condition inventory and budgeting for maintenance will extend the life of any trail or sidewalk surface.

According to the Local Roadway Research Board, deferred maintenance can lead to a shorter service life and result in earlier needs for major rehabilitation or replacement needs. Preventative maintenance actions are typically applied to trails while they are in "good" or "fair" condition to keep them in a usable state.

» **Crack Filling:** Crack filling is a common practice applied to asphalt trails when cracks are wider than 3/8". Crack sealing is a flexible latex product that is pumped into cracks to prevent water intrusion and damage to the sub-grade. Crack filling provides safety benefits for all users but does not fully address pavement quality or distress issues. Crack filling should be viewed as a short-term preventative maintenance technique.

» **Thin Overlay:** An overlay consists of a thin layer of asphalt that is applied to the top of the surface of the trail. Application of a thin overlay is a costly technique but can extend the service life of the pavement by 5 to 10 years and improve riding quality.

» **Mill and Overlay:** A mill and overlay is also a common technique for major rehabilitation and reconstruction projects. This technique builds structural capacity by milling the existing pavement and adding a new layer of asphalt. A mill and overlay can extend the life of a trail by 10 to 25 years, depending on the trail's structural base and depth of the mill and overlay.

» **Mastic Products:** Mastic products are seal coating materials that are applied to larger cracks that cannot be addressed with traditional crack filling treatments. Mastic products serve as a joint sealer without jeopardizing the ride quality of the trail. These products are designed to dry quickly (within one hour) and can extend the life of a trail by 3 – 5 years. This technique is both a preventative maintenance measure and a minor rehabilitation practice.

» **Slurry Seal:** A slurry seal is a preventative maintenance procedure that provides a protective surface to the existing asphalt trail. More advanced applications are known as micro-surfacing. This treatment includes a blend of oil and small aggregate that is applied to the trail in 1/8" depths. By sealing the trail, the base is protected from water damage, and the surface is protected from weather and wear. This treatment can extend a trail's life by 3 – 5 years, while a micro-surfacing treatment can last more than 7 years. Slurry sealing and micro-surfacing require a longer period to dry (6 – 8 hours).

The table below outlines recommended maintenance activities and suggested frequencies for application.

	Maintenance Activity	Optimal Frequency							Notes
		Weekly	Monthly	Quarterly	Annually	Spring/Fall	After Storm	Other	
General Maintenance									
1	Safety inspection	X					X		
2	General debris and trash pickup	X					X		
3	Vandalism inspection	X							
4	Encroachments							Ongoing	
Pavement									
1	Pavement survey					X			Conduct Spring and Fall surveys
2	Crack sealing							Reactionary	
3	Fog seal							As Needed	
4	Sealcoat							As Needed	Lifespan approximately 4-6 years
5	Slurry seal							As Needed	Lifespan approximately 6-10 years
6	Overlay							As Needed	Lifespan approximately 8-10 years
7	Reconstruct							As Needed	Lifespan approximately 20 years
8	Inspect pavement markings				X			As Needed	
9	Repaint pavement markings							As Needed	
Vegetation									
1	Mowing- clear zones, trailhead areas	X	X						
2	Brush trimming/ overhead trimming				X				Spring activity
3	Clear zone week control							As Needed	Noxious weed removal
4	Sight line trimming at intersections		X						Roads, other trails, driveways, etc.
5	Tree removal						X	As Needed	Storm cleanup
6	Rain garden maintenance		X				X		
7	Trail sweeping/ blowing					X	X	As Needed	Up to weekly frequency in Fall
8	Seeding				X	X			Spring activity
9	Root cutting								Monitor root activity along tail

Table 7.6 Miantenance

	Maintenance Activity	OPTIMAL FREQUENCY							Notes
		Weekly	Monthly	Quarterly	Annually	Spring/Fall	After Storm	Other	
Drainage									
1	Erosion repair			X		X	X		After spring snowmelt, storm cleanup
2	Culvert/ catch basin clearing			X			X		Storm cleanup
3	Ditch maintenance (clear of debris, trash, branches)				X		X		Spring activity
4	Standing water repair				X		X		
Structures									
1	Bridge inspection (non-structural inspection)				X				
2	Tunnel inspection (non-structural inspection)				X				
3	Boardwalk inspection				X				
4	Railroad crossing inspection				X				Notify owner (railroad) of problems
5	Retaining walls				X				

MAINTENANCE COSTS

The table below outlines the existing and proposed shared use path and sidewalk network in Watertown, along with anticipated annual operations and maintenance costs, as well as the capital costs associated with replacement of facilities. Anticipated costs are based on consultant experience developing facilities in similar communities across the Upper Midwest. Local costs may vary and are subject to inflation or other changes over time.

	Qty (Miles)	Qty (LF)	Annual O+ M Cost	Total O+M Annual Cost	Capital Cost	Total Projected Capital / Replacement Costs	Estimated Life
Existing Shared Use Paths (Asphalt)	6.4	33,792	$1,500 / mi	$9,600	$80/LF	$2,703,360	20 - 25 years
Proposed Shared Use Paths (Asphalt)	22.1	116,795	$1,500 / mi	$33,180	$80/LF	$9,343,600	20 - 25 years
Existing Sidewalks (Concrete)	97.9	516,912	$400/ mi	$39,160	$35/LF	$18,091,920	15 - 30 years
Proposed Sidewalks (Concrete)	6.0	31,778	$400/ mi	$2,407	$35/LF	$1,112,230	15 - 30 years

Table 7.7 Estimated Miantenance Operation Costs

FUNDING SOURCES

Achieving the vision for a well-connected bicycle and pedestrian network in Watertown will take significant funding, not only for construction of new facilities, but also for ongoing maintenance and operations of existing and future facilities.

There are several potential funding sources available to help finance implementation, including state and federal grant programs. Funds from any of these grant programs are subject to change due to fluctuations in federal, state, and local budgets and legislation. The network improvements recommended in this plan should be incorporated into the City-wide Capital Improvement Plans and Programs, with Ongoing Projects and matching funds for projects with grant funding as a priority. Additionally, the city of Watertown should continue to utilize the existing framework through the City's subdivision ordinance to ensure that new developments include bike and pedestrian facilities as planned.

The City of Watertown should also consider coordinating efforts with other units of government, such as Dodge and Jefferson Counties, as well as other public agencies and non-profit organizations to help fund projects and pursue grant funding. The following table outlines potential state and federal funding sources that could be used to implement projects in Watertown.

Grant Name	Source	Grant Goal/Purpose	Eligible Applicants	Eligible Projects/ Example Projects	Grant Amount/ Range/Limit	Deadlines/ Grant Cycle	Watertown Projects	URL
Wisconsin DNR Grants								
Knowles-Nelson Stewardship Local Assistance Grant Program	Wisconsin DNR	The Knowles-Nelson Stewardship Fund was created in 1989 to preserve important natural communities, protect water quality and fisheries, and expand opportunities for outdoor recreation.		[NEED TO VERIFY - RECENT 2026 LEGISLATION OMITTED LAND ACQUISITION]				https://dnr.wisconsin.gov/topic/Stewardship
Aids for the Acquisition and Development of Local Parks (ADLP)	Wisconsin DNR	Helps communities and organizations acquire and develop land for public nature-based outdoor recreation and improve community recreation areas.	Towns, villages, cities, counties, tribal governments, and NCOs.	Land acquisition and development projects that provide opportunities for nature-based outdoor recreation are eligible for ADLP grants.	50% match; Funds are allocated on regional basis proportional to population, projects compete against other projects in their region	Annual May 1 deadline	Riverwalk Extension, Riverside Park, Trailhead development	https://dnr.wisconsin.gov/topic/Stewardship/ApplyLUG
Urban Green Space Program (UGS)	Wisconsin DNR	Supports acquisition of land for open natural areas and community gardens within or near urban areas.	"Towns, villages, cities, counties, tribal governments, NCOs, sanitary districts, and public inland lake protection and rehabilitation districts"	"Eligible Projects: Projects that acquire land within or in proximity to urban areas that provides open space, protects unique natural features, and/or provides opportunities for community gardening are eligible to apply for UGS grants. Development projects are not eligible for UGS grants."	50% match; projects compete state wide	Annual May 1 deadline	Shared Use Paths that have associated pollinator pathways, landscaping or best management stormwater infrastructure included in the scope, Trailhead development.	https://dnr.wisconsin.gov/topic/Stewardship/ApplyLUG
Urban Rivers Grant Program (URGP)	Wisconsin DNR	Helps restore and preserve the character of urban river corridors through the acquisition and development of land adjacent to rivers.	Towns, villages, cities, counties, tribal governments, and NCOs	Eligible Projects: Projects that acquire land within or in proximity to urban areas that provides open space, protects unique natural features, and/or provides opportunities for community gardening are eligible to apply for UGS grants. Development projects are not eligible for UGS grants.	50% match; no applicant can receive more than 20% of allocated funds in any fiscal year; projects compete statewide	Annual May 1 deadline	Riverwalk Extension, Riverside Park, Trailhead development	https://dnr.wisconsin.gov/topic/Stewardship/ApplyLUG
Acquisition of Development Rights	Wisconsin DNR	Protect natural, agricultural, and forest lands that provide nature-based outdoor recreation by purchasing development rights and compensating landowners for limited future development on their land.	Local/tribal government, lake sanitary districts/ public lake inland protection and rehab districts; conservation non-profits	"Eligible Project: projects that acquire development rights to support nature-based outdoor recreation. "	50% match; projects compete state wide	Annual May 1 deadline		https://dnr.wisconsin.gov/topic/Stewardship/ApplyLUG

Table 7.8 Grants - Wisconsin DNR

Grant Name	Source	Grant Goal/Purpose	Eligible Applicants	Eligible Projects/ Example Projects	Grant Amount/ Range/Limit	Deadlines/ Grant Cycle	Watertown Projects	URL
Wisconsin DOT								
Local Roads Improvement Project (LRIP)	WisDOT	The Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets.	Local units of government	[NEED TO VERIFY - 2026 LEGISLATION OMITTED LAND ACQUISITION]	Reimbursement program, 50% match for entitlement and discretionary projects; 10% match for supplemental projects	LRIP projects are awarded every two years on a biennial budget cycle. The current biennial program cycle is from July 1, 2025, through June 30, 2027.		https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx
Surface Transportation Program - Urban	WisDOT	The objective of the STP-Urban Program is to improve transportation on Wisconsin's federal-aideligible roads and streets in urban areas.	"Counties, towns, cities, villages and certain public authorities located within urban and urbanized areas..."	"Federal funding is provided for a wide range of transportation-related activities, including projects on higher function local roads not on the State Trunk Highway system, and local safety improvements. "		TBD		https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/stp-urban.aspx
2026-2030 Transportation Alternative Program (TAP)	WisDOT	The Transportation Alternatives Program (TAP) is the State of Wisconsin's program for what is now the federal Transportation Alternatives (TA) set-aside Program. Wisconsin used to have separate Bicylce and Pedestrian Facilities Program and Safe Routes to School Program, now any projects eligible under these programs are funded through the TAP program.	Local governments, Regional transportation authorities, Transit agencies, Natural resource or public land agencies (see description below), School districts, local education agencies, or schools, Tribal governments, etc.	Projects that upgrade the condition of streets, highways, and bridges making them safe for all users, while simultaneously modernizing them so that the transportation network is accessible for all users.	Projects are reimbursed up to 80%	2026-2030 program applications were due in 2025; keep an eye on website for future funding cycles	Intersection treatments that address safety concerns, shared use paths, on-street facilities, sidewalk improvements.	https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx
Highway Safety Improvement Project (HSIP)		The Highway Safety Improvement Program (HSIP) is a core Federal-aid program with an objective to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned roads and roads on Tribal lands	local government units	The HSIP requires a data-driven and strategic approach to fund highway safety projects at sites that have experienced a high crash history. The program has an emphasis on low-cost projects that can be implemented quickly, ideally within four years.	90% federal funds, 10% local match required	Mid-cycle deadline was 2025.		https://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/hsip.aspx

Table 7.9 Grants - Wisconsin DOT

Grant Name	Source	Grant Goal/Purpose	Eligible Applicants	Eligible Projects/ Example Projects	Grant Amount/ Range/Limit	Deadlines/ Grant Cycle	Watertown Projects	URL
Federal Grants								
Recreational Trails Program (RTP)	Federal program administered by Wisconsin DNR	The RTP program provides funds to develop and maintain recreational trails and trail related facilities for both motorized and non-motorized recreational trail uses. RTP grants are to be used on trail projects that further a specific goal or are included in the State Comprehensive Recreation Plan (SCORP) or a local plan referenced in the SCORP.	Towns, villages, cities, counties, tribal governing bodies, school districts, state agencies, federal agencies or incorporated organizations are eligible to apply for funds.	Eligible RTP projects, in order of priority, are: • Rehabilitation and maintenance of existing trails and trailhead facilities; • Development of new trails, trail linkages and trailhead facilities (some restrictions apply on federal lands); and • Acquisition of property for trails in areas with limited trail opportunities. Note: applications for acquisition projects are not being accepted for State Fiscal Year 2025. "	Applicants can receive up to 80% reimbursment; individual projects cannot exceed $100,000 (for 2025-2026 appplication cycle)	March 1, 2026 deadline (March 1 every year)	Regional trail connections, shared use paths (links to the Interurban Trail and other longer segments of shared use paths as shown on the network plan).	https://dnr.wisconsin.gov/aid/RTP.html
Land and Water Conservation Fund (LWCF) Program	Federal program administered by Wisconsin DNR	The federal LWCF program supports land acquisition and development of high-quality outdoor recreation amenities in local communities.	Towns, villages, cities, counties, tribal governments, school districts or other state political subdivisions	Generally, all acquisition and development projects that are eligible under the ADLP, UGS, and UR Stewardship subprograms are also eligible for LWCF grants. In addition, projects that provide outdoor recreation facilities that are not exclusively nature-based, such as active sports facilities, are eligible for LWCF grants.	Funds allocated proportional to population; compete against projects within your region		Riverwalk Extension, Riverside Park, Trailhead development, shared use path improvements.	https://dnr.wisconsin.gov/topic/Stewardship/FederalLUG
Better Utilizing Investments to Leverage Developmnet (BUILD) Grant Program	US DOT	The U.S. Department of Transportation's (USDOT) Better Utilizing Investments to Leverage Development (BUILD) grant program provides grants for surface transportation infrastructure projects with significant local or regional impact.	States, local units of government, public agencies, putblic transporation authority, transit agency, multi-jurisdictional group of entities that are separately eligible	Highway or bridge projects, public transportation projects, passenger and freight rail transportation projects, projects to replace or rehabilitate a culvert or prevent stormwater runoff for the purpose of improving habitat, intermodal projects	Minimum award: $1 million for rural capital projects; $5 million for urban capital projects; Planning projects do not have a minimum award size; Maximum award: $25 million; 20% match	Feb 24 2026 (annual notice of funding opportunity released, that determines deadline)		https://www.transportation.gov/BUILDgrants
Safe Streets and Roads for All (SS4A)	US DOT	The SS4A program funds regional, local, and Tribal initiatives through grants to prevent roadway fatalities and serious injuries.	Metropolitan planning organizations; local units of government; transit agencies; tribal governments	Planning and Demonstration Grants, Implementation Grants, Action Plans to address a roadway safety problem. Eligible projects and strategies can be infrastructural, behavioral, and/or operational activities.	Approximately $1 billion is still available for the next funding round.	Notice of Funding Opportunity has not been released for FY 2026 yet; 2025 was due in June		https://www.transportation.gov/grants/SS4A

Table 7.10 Grants - Federal Grants

Grant Name	Source	Grant Goal/ Purpose	Eligible Applicants	Eligible Projects/ Example Projects	Grant Amount/ Range/Limit	Deadlines/ Grant Cycle	Watertown Projects	URL
Non-Profit and Private Grants								
Community Change Grants	America Walks and CDC	This program funds projects related to creating healhty, active, and engaged places to live, work, and play.		Projects that demonstrate increased physical activity and active transportation	Funds 6 projects at $2,000 each	Feb 10 2026		https://docs.google.com/forms/d/e/1FAIpQLSfL3LYjJU0Uai9xueDUudIP_cPWR5z-8ur0fa1XqBH-QCTeyg/viewform
AARP Community Change Grants	AARP	A grant program to make communities more livable for people of all ages with tangible improvements that jump-start long-term change	Government entitites, non-profit organizations	Projects that expand or improve safety of transportation and mobility options, including biking and walking. May be tangible (crosswalks, benches, bike lanes, etc.) or used to levearage additional support from other sources	Flagship grant average is between $10,000-12,000; Capacity-building grant is up to $2,500; Demonstration grants are typically between $10,000-20,000	March 4 2026		https://www.aarp.org/livable-communities/community-challenge/info-2026/2026-challenge.html
Greater Watertown Community Foundation		The Foundation equips community change leaders with the tools they need to build strong families and thriving communities. We foster transformative change by supporting local organizations in learning, growing, collaborating and moving their missions further.		Not a defined grant program, but a community organization that offers funding -- write-in with a grant application				https://watertownhealthfoundation.com/GetInvolved.html#ApplyForFunding

Table 7.11 Grants - Federal Grants