



City of Jefferson

COMPREHENSIVE PLAN



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Introduction

Located in heart of Jefferson County, at the fork of the Crawfish and Rock rivers, the City of Jefferson is a unique community characterized by a strong German heritage and abundant natural amenities including rivers, forests, and vast expanses of rolling farmland. Located only nine miles south of Interstate 94, the City, also the County seat, benefits from its regional access to major economic centers such as Madison, Milwaukee, and Chicago.

Over the last fifteen years, the City's population has been increasing steadily - presenting both opportunities and challenges. Growth can provide increased tax base and a more diverse economic environment. However, as population increases so does the demand on municipal services. In this context, planned development in a controlled, orderly, and predictable manner will enhance the City's ability to retain its small-town character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources.

Purpose of this Plan

This 2008 *City of Jefferson Comprehensive Plan* is intended to help the City guide short-range and long-range growth and development. The purposes of this *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in the City;
- Preserve natural and agricultural resources in and around the City;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and commercial investments in the City; and
- Provide detailed strategies to implement plan recommendations.

The *Plan* is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*) and then presents an outline of the City's goals, objectives, and policies for that element. These documented policies are the basis for the programs and recommendations that are presented at the end of each chapter.

The final chapter of the document (*Implementation*) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Common Council enact an ordinance adopting the Plan as the City's official *Comprehensive Plan*.

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the Plan as the City's official *Comprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the *Plan's* recommendations.

Planning Process

This *Comprehensive Plan* is being prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans that containing the nine required elements and adopted under the state's prescribed procedures will have legal standing.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final *Plan* recommendations reflect a broadly supported vision for the community. On February 6, 2007, at the outset of this planning process, the City Council adopted the City's public participation plan by resolution. Due to this extensive public participation process outlined by the City, the recommendations in this *Plan* are generally consistent with other adopted local and county plans, long-standing state and regional policies, and sound planning practices.

General Regional Context

Map 1 shows the relationship of the City to neighboring communities in the region. The City is located in the center of Jefferson County, roughly 35 miles east of Madison and 50 miles west of Milwaukee.

The City is bordered on the south, east, and west by the Town of Jefferson and on the north by the Town of Aztalan. The Town of Farmington lies to the northeast and the Town of Hebron lies to the southeast. Nearby neighboring communities include the Village of Johnson Creek, located six miles to the north; the City of Lake Mills, located nine miles northwest; and the City of Fort Atkinson, located eight miles south. As of December, 2006, the City encompassed approximately 5.1 square miles of land.

Selection of the Planning Area

The planning area includes all lands currently within the City of Jefferson's municipal limits, and the unincorporated areas within the City's 1.5-mile extraterritorial jurisdiction (ETJ). The total planning area contains about 25.6 square miles as illustrated in Map 1.

Within the ETJ, state statutes enable the City to plan for those areas that bear relation to the City's development, review subdivisions, enact extraterritorial zoning, and implement an official map. The ETJ expands automatically as annexations occur, hence the need for this *Plan* to consider and make recommendations for the area located beyond the current ETJ limits.

Regional Planning Effort

This *Comprehensive Plan* was prepared concurrently with five other communities in Jefferson County as part of a state-funded, multi-jurisdictional planning process. These communities included the cities of Waterloo, Lake Mills, and Fort Atkinson; the Village of Johnson Creek; and the Town of Aztalan. The same consulting firm worked with all six communities in preparing their plans. The City of Jefferson took part in intergovernmental meetings involving all of these communities throughout the process.

Regional Influences

In order to more accurately guide Jefferson's future growth and development, it was important to begin the comprehensive planning process by analyzing the numerous factors in and around Jefferson County that will impact City growth (See Map 2). Some of most significant influences include the following:

Proximity to Major Employment, Shopping, and Entertainment Centers

The City of Jefferson is located within a short driving distance of several major regional employment centers, shopping, and entertainment destinations. Located roughly 40 minutes west of the City, the City of Madison hosts a number of employment options, including the Wisconsin capitol, the University of Wisconsin, several regional medical centers, and a regional bio-agriculture research center. In addition, State Street, the Farmer's Market, the Overture Center, Union Terrace, and numerous restaurants and bars are just several of the entertainment and shopping options available in Madison.

Downtown Milwaukee and the surrounding suburbs are also within an hour's drive of the City of Jefferson. The Milwaukee Metro region offers significant employment options, including the Milwaukee County Research Center, the County Regional Medical Center, and St. Luke's Medical Center. Numerous entertainment venues and shopping destinations are also available in the area, such as Miller Park, the Milwaukee County Zoo, Pier Wisconsin, and Mayfair Mall.

To the southwest, the cities of Janesville and Beloit are located within an hour from Jefferson. And for weekend excursions, downtown Chicago is less than 2 ½ hours from the City. The Fox Valley/Green Bay metropolitan areas are located 2 hours northeast of Jefferson.

Access to Transportation Networks

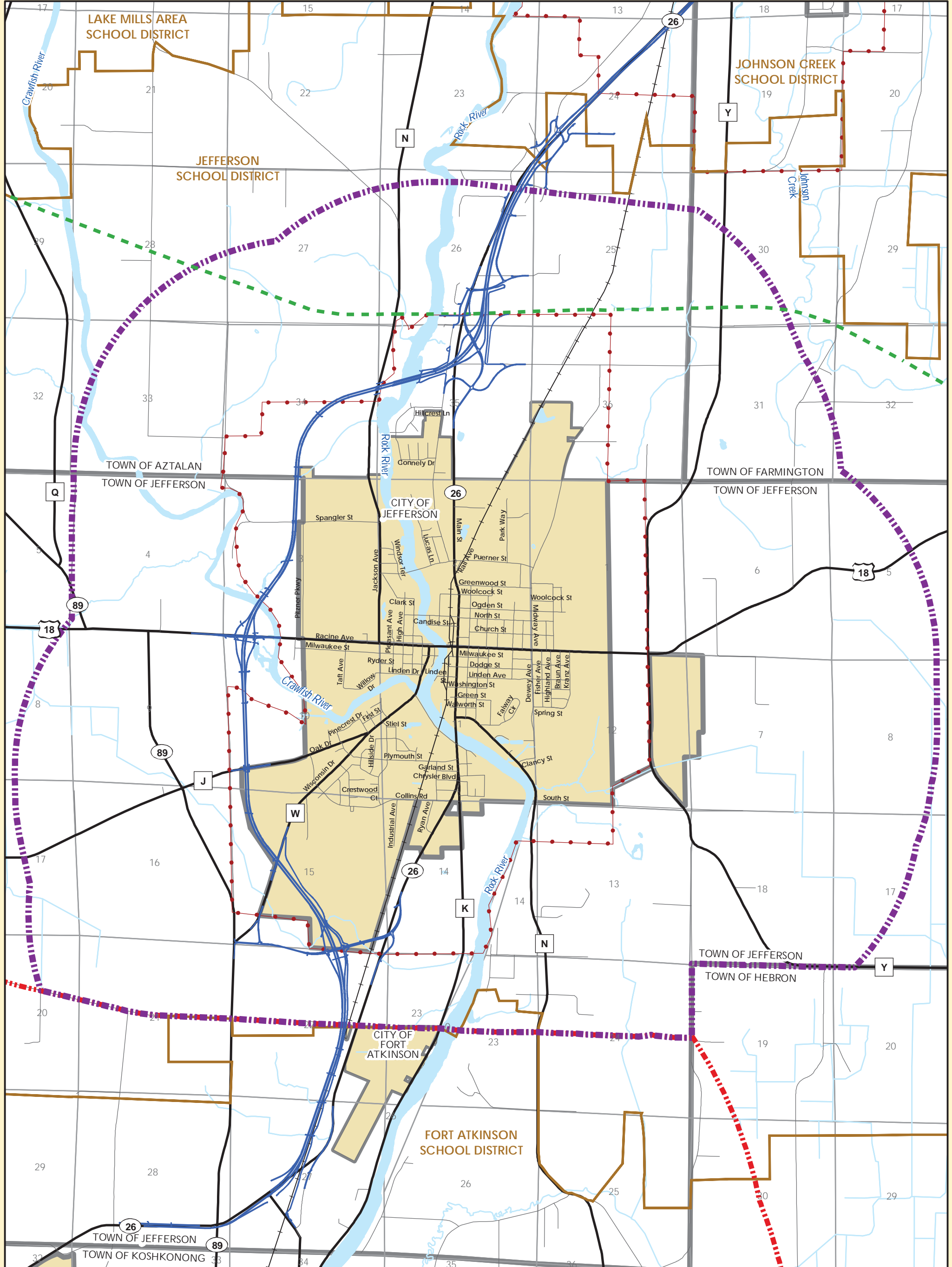
As energy costs rise, efficiency in travel is becoming an increasingly important issue around the nation. An analysis of commuting patterns indicates that every day over 23,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth. Located just south of I-94 on STH 26, the City of Jefferson is near to a direct route to Madison, Milwaukee, Janesville, and Beloit, as well as many of the Midwest's other major economic centers, including Chicago, Minneapolis, and Detroit. Jefferson County is also traversed by US Highways 12 and 18 and STHs 19 and 89, and has a direct connection with I-39/90, located west of Jefferson County.

For more distant travel, Jefferson is also within an hour's drive from both the Dane County Regional Airport in Madison and General Mitchell International Airport in Milwaukee. And as a benefit to local businesses, the County is served by three major railroads: the Wisconsin & Southern Railroad Co., Canadian Pacific Railway, and the Union Pacific Railroad, which travels directly through the City.

Abundance of Recreational Resources and Open Space

Nestled between five growing metro areas, Jefferson County's natural landscape has remained relatively undisrupted by development. The County's roadways offer some of the most spectacular views of glacial drumlins in southeastern Wisconsin. Moreover, with 9 State Natural Areas and parks, 6 Land Legacy Places, access to 2 state trails, and an abundance of water resources, including wetlands, lakes, and rivers, Jefferson County is a magnificent playground for outdoor enthusiasts. Although Jefferson County communities are facing increasing growth pressures, residents and property owners are taking measures to preserve rural character and the vast expanses of farmland that still blanket the towns and surround the villages and cities. These communities recognize that it is in large part the County's natural beauty and wide open spaces that will continue to make this area of Wisconsin such a desirable place to live and visit.

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**City of Jefferson
Comprehensive Plan**

1 Jurisdictional Boundaries

- Cities and Villages
- Town Boundaries
- School District Boundaries
- Sections with Section Numbers
- Urban Service Boundaries
- City of Jefferson Extraterritorial Boundary
- City of Fort Atkinson Extraterritorial Boundary
- Hwy 26 Bypass
- Major Roads
- Local Roads
- Railroads
- Glacial Drumlin State Trail
- Surface Water

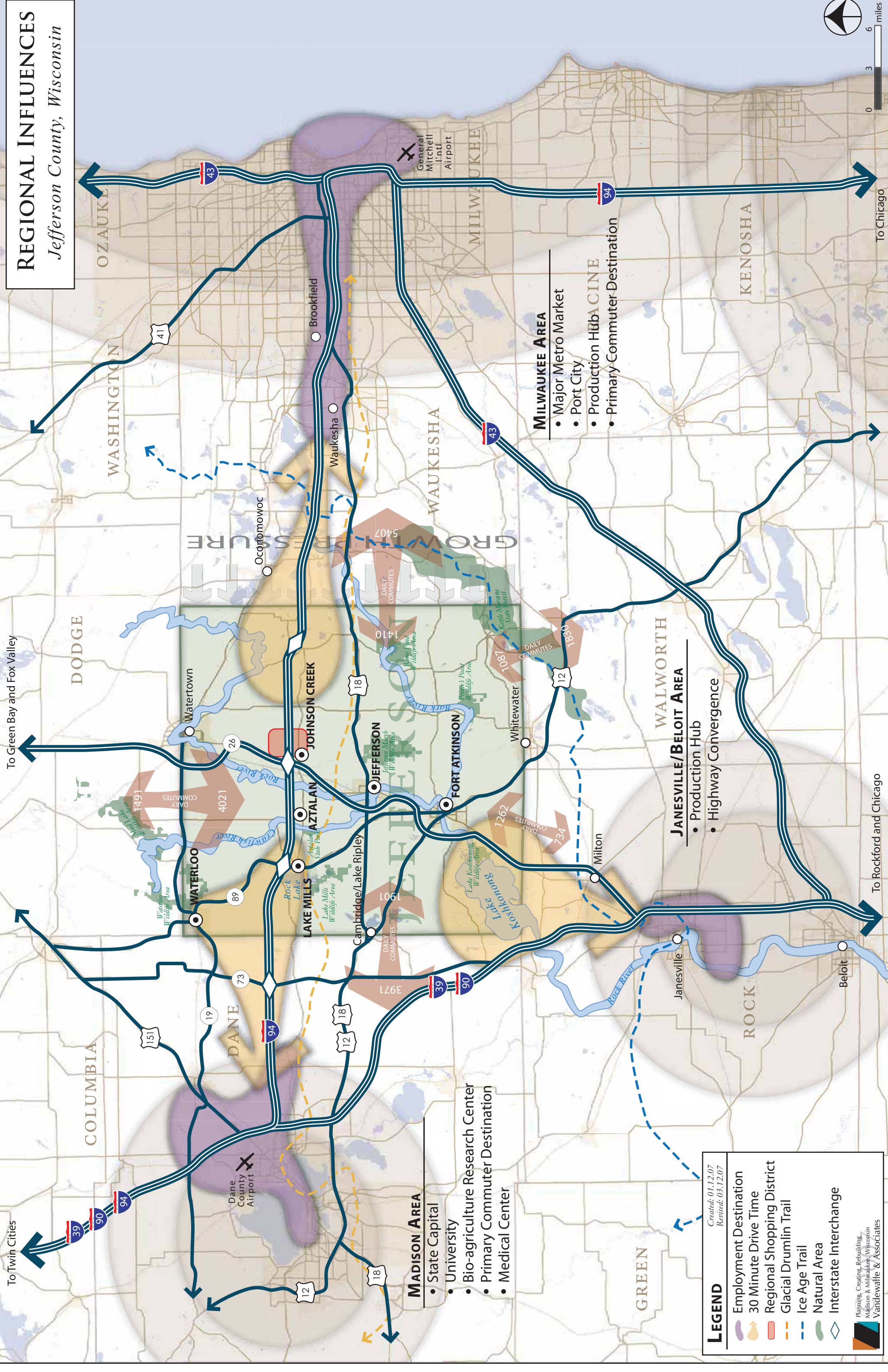
Sources: Jefferson County, Dane County, Dodge County, US Census



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REGIONAL INFLUENCES

Jefferson County, Wisconsin



LEGEND

- Employment Destination
- 30 Minute Drive Time
- Regional Shopping District
- Glacial Drumlin Trail
- Ice Age Trail
- Natural Area
- Interstate Interchange

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Planning, Creating, Rebuilding
Madison & Milwaukee, Wisconsin
Vandewalle & Associates

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Chapter One: Issues and Opportunities

This chapter of the *Plan* includes an overview of demographic trends and background information for the City. This information provides an understanding of the changes taking place in the City of Jefferson. This chapter presents data on population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics. It also includes overall goals and objectives to guide future preservation, development, and redevelopment over the 20-year planning period.

Population Trends and Forecasts

Between 1990 and 2000, the City of Jefferson experienced one of the highest population increases (20.7 percent) compared to neighboring communities, growing from 6,078 residents to 7,338 (Figure 1). Over this same time period, Jefferson County's population increased by 11.8 percent, and Wisconsin's population grew by 9.6 percent. Since 1980, the City's rate of growth has increased, growing by roughly 12 percent between 1980 and 1990. In 2006, the Wisconsin Department of Administration estimated Jefferson's population to be 7,754, indicating a slowing of past trends.

Figure 1: Population Trends

	1970	1980	1990	2000	Percent Population Change 1990-2000
City of Jefferson	5,429	5,687	6,078	7,338	20.7%
Town of Jefferson	3,082	2,891	2,687	2,265	-15.7%
Town of Aztalan	1,306	1,752	1,476	1,447	-2.0%
Town of Farmington	1,391	1,528	1,404	1,498	6.7%
Village of Johnson Creek	790	1,136	1,259	1,581	25.6%
City of Waterloo	2,253	2,393	2,712	3,259	20.2%
City of Lake Mills	3,556	3,670	4,143	4,843	16.9%
City of Fort Atkinson	9,164	9,785	10,213	11,621	13.8%
Jefferson County	60,060	66,152	67,783	75,767	11.8%
State of Wisconsin	4,417,731	4,705,767	4,891,769	5,363,675	9.6%

Source: U.S. Census Bureau, 1970-2000

Figure 2 shows five population projection scenarios for the City through the year 2030: the DOA’s projection; a 25-Year Straight Line Projection that was calculated by determining the City’s average annual population change for the last 25 years and projecting that forward for the next 25 years; a 15-Year Straight Line Projection that was calculated by determining the City’s average annual population change for the last 15 years and projecting that forward for the next 25 years; a 25-Year Compounded Projection that was calculated by determining the City’s percent population change over the last 25 years and projecting that forward for the next 25 years; and a 15-Year Percentage Projection that was calculated by determining the average annual percent change over the last 15 years and projecting that forward for the next 25 years. Based upon these projection scenarios, the City’s population is projected to be between 8,442 and 10,213 in the year 2025.

For the purposes of this *Plan*, the City will utilize the 15-Year Percentage Projection scenario (highlighted in Figure 2). This is a conservative approach based on the increasing rate of population growth in recent years and the City’s proximity to growing metro areas. This population scenario will be used for housing and land use demand projections later in this *Plan*.

Figure 2: City of Jefferson Population Projection Scenarios

	2000 ¹	2005 ²	2010	2015	2020	2025	2030
DOA Population Projection	5,429	7,569	7,788	7,997	8,218	8,442	NA
25-Year Straight Line Projection ³	5,429	7,569	7,958	8,347	8,736	9,125	9,514
15-Year Straight Line Projection ⁴	5,429	7,569	8,074	8,578	9,083	9,588	10,092
25-Year Percentage Projection ⁵	5,429	7,569	8,055	8,546	9,067	9,620	10,207
15-Year Percentage Projection ⁶	5,429	7,569	8,176	8,805	9,483	10,213	10,999

¹ U.S. Census Bureau, 2000

² U.S. Census Bureau, 2005 population estimate

³ Extrapolated based on the average annual population change from 1980-2005 $((2005 \text{ pop} - 1980 \text{ pop}) / 25)$

⁴ Extrapolated based on the average annual population change from 1990-2005 $((2005 \text{ pop} - 1980 \text{ pop}) / 15)$

⁵ Extrapolated based on the average annual percentage change from 1980-2005 (1.49%)

⁶ Extrapolated based on the average annual percentage change from 1990-2005 (1.19%)

Demographic Trends

Figure 3 shows the City of Jefferson's age and gender distribution in 2000 compared to the surrounding communities. The City of Jefferson's median population age of 36.2 is average compared to nearby communities and the County as a whole. The City's median age has increased from 30.8 in 1990 to 36.2 in 2000. The proportion of residents over the age of 65 has increased from 14.0 percent in 1990 to 16.1 percent in 2000, which follows the trend in most communities in Wisconsin. The current proportion of school-age children residing in the City is slightly less than surrounding communities.

Figure 3: Age and Gender Distribution, 2000

	Median Age	Percent under 18	Percent over 65	Percent Female
City of Jefferson	36.2	22.8	16.1	50.4
Town of Jefferson	40.9	21.9	14.0	49.4
Town of Aztalan	38.5	25.7	12.0	49.8
Town of Farmington	37.1	26.2	10.7	48.9
Village of Johnson Creek	31.9	26.6	9.5	50.5
City of Waterloo	34.5	27.3	11.4	50.3
City of Lake Mills	36.0	27.2	14.5	51.8
City of Fort Atkinson	36.5	24.2	14.5	51.7
Jefferson County	36.6	25.2	12.8	50.4

Source: U.S. Census Bureau, 2000

Household Trends and Forecasts

Figures 4 and 5 present household characteristics for the City of Jefferson as compared to several surrounding communities and Jefferson County. Overall, the City's housing characteristics are typical of a Wisconsin community of its size. However, in 2000, the City's percentage of owner-occupied housing units was lower than other nearby communities.

Figure 4: Comparison of Household Characteristics

	Total Housing Units	Total Households	Average Household Size	Average Equalized Value of Residential Property 2005*	Median Rent
City of Jefferson	2,934	2,816	2.41	\$146,523	\$554
Town of Jefferson	805	759	2.67	\$178,506	575
Town of Aztalan	553	530	2.73	\$179,953	\$588
Town of Farmington	561	541	2.77	\$187,062	\$579
Village of Johnson Creek	659	624	2.53	\$160,170	\$683
City of Waterloo	1,293	1,242	2.56	\$141,994	\$581
City of Lake Mills	2,065	1,924	2.49	\$176,834	\$588
City of Fort Atkinson	4,983	4,760	2.40	\$139,360	\$549
Jefferson County	30,109	28,205	2.55	\$163,097	\$564

Source: U.S. Census Bureau, 2000 except * Department of Revenue, 2005 (includes land plus improvements)

Figure 5: Comparison of Housing Occupancy Characteristics, 2000

	Percent Single Person Household	Percent of Vacant Housing	Percent Owner-Occupied	Percent Single Family Units
City of Jefferson	28.3	4.0	60.8	60.8
Town of Jefferson	16.5	4.3	83.3	94.0
Town of Aztalan	14.7	4.2	88.5	92.7
Town of Farmington	14.0	3.6	85.2	88.3
Village of Johnson Creek	23.7	5.3	66.7	45.0
City of Waterloo	25.0	3.9	71.7	66.5
City of Lake Mills	26.8	6.8	68.9	66.4
City of Fort Atkinson	29.4	4.5	64.0	66.5
Jefferson County	23.6	6.3	71.7	71.9

Source: U.S. Census Bureau, 2000

Figure 6 shows a household projection for the City through the year 2030, which was calculated using the 15-Year Percentage Projection from Figure 2. Based upon these projections, the City will have 4,248 households in 2030, or an additional 1,538 households more than in 2000.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. It should be noted that the demand for future housing units will be based not only on increases in population, but also on fluctuations in the City's average household size. For example, as household sizes decrease, more housing units will be needed to meet housing demands. For the purposes of this analysis, it is assumed that the 2000 household size (2.41) will decrease slightly to 2.38 through the planning period.

Figure 6: Household Projections, 2005-2030

	Households 2000 ¹	Projected Households						# of Additional households 2000-2030
		2005	2010	2015	2020	2025	2030	
Projection	2,816	2,921	3,058	3,320	3,602	3,907	4,237	1,527

¹ U.S. Census Bureau, 2000

Education and Employment Trends

Detailed information on education and employment trends can be found in the Economic Development chapter of this *Plan*.

Issues Raised Through Public Participation

The City's planning process was guided by public input that was collected through a variety of approaches, including a Comprehensive Planning Committee survey, a community-wide survey, and regular meetings of the Comprehensive Plan Steering Committee. The following is a summary of those activities:

Key Planning Issues Exercise

The planning consultant surveyed the Comprehensive Planning Committee regarding perceptions of key planning issues in the City and the role those issues may play in the future growth and development of the City. Following is a summary of the issues identified by this process.

Community Character: What features define your community? How does the community look and feel to residents, businesses, and visitors? Is the community growing or changing in a way that improves its character, or diminishes it? What are some examples? What trends may affect the community's character in the future? Does the recent quality of development—both aesthetics and uses—meet with community expectations? Are community decision-makers too demanding or too lax regarding development quality? Does the community Staff understand the expectations of the elected officials?

Overall, respondents felt that the historic Downtown significantly contributes to the character of Jefferson, as does the City's location at the convergence of the Rock and Crawfish Rivers. However, respondents were concerned that the Downtown building stock was in need of rehabilitation. In addition, there was a desire to increase retail activities.

Land Use: What are the issues regarding the type and quality of land use within the community (e.g., agricultural, residential, commercial, industrial, recreational)? Are there areas of conflicting land uses? Is development in the adjacent communities a concern? Which ones? Does the current zoning of properties reflect the community's desires for land use? If not, where are they at odds? Are the existing zoning ordinance and subdivision regulations adequate? What improvements are needed?

In general, respondents felt that the City's existing mix of land uses was appropriate. However, there was a concern that some properties are not at their highest and best use. It was also noted that the City needs to update its zoning regulations to respond to new types of development.

Pace of Development/Redevelopment: Are you satisfied with the pace of housing development in the community? Is it too fast? Too slow? Are you satisfied with the pace of non-residential development in the community? How is the pace of development in the surrounding communities affecting the community? Do you expect that to change? What should the community do to influence the pace of development/redevelopment?

There were mixed responses regarding pace of development. Some respondents were satisfied with the pace of residential development while others felt it was too slow. Respondents also generally felt that non-residential development should be encouraged but not to the point of offering tax incentives.

Environment: What are the key environmental features in/around the community (e.g., rivers, wetlands, forests, etc.)? How are/can they be preserved and enhanced? Are natural resources used appropriately, overused, or underused? Are the features accessible? Are there pollution problems? Are there problems with stormwater or flooding? Where?

Respondents felt that the City needed to capitalize on the Rock and Crawfish Rivers by increasing recreational opportunities and encouraging residential uses. The City's Downtown and Riverfront Redevelopment Plan identifies a strategy for achieving these goals.

Housing: What is the current mixture of housing in the community, in terms of both type and density? Are you satisfied with the current mix? Is the community in need of additional types of housing, or more of any particular types? Are maintenance and rehabilitation of older residential areas issues? Are there neighborhoods of concern? Why?

Generally, respondents were satisfied with the current mix of housing types. One respondent noted a desire for high end housing near the Golf Course.

Economic Development: What is the community's attitude towards economic development? Are you satisfied with the type of industrial development occurring? Commercial? Recreational? Are there key economic development or redevelopment areas? Where? What is being done to encourage the redevelopment of "brownfield" sites in the community? What incentives has the community provided to encourage development or job creation? Is the community capitalizing on its natural features to encourage economic development?

In general, respondents felt that while positive steps were being taken toward economic development with the Downtown and Riverfront Redevelopment Plan and the formation of the

Community Development Authority, a more concentrated effort was needed to encourage economic development.

Transportation: What are the community's concerns about transportation (roads, bikeways, railroads, public transportation)? Does the current transportation network suit your needs? If not, why? Are there "problem" roads or intersections? What needs improvement? What improvements have recently been completed or scheduled? Is there a capital improvement program in place? Has it been followed? How is the community's relationship with the Jefferson County DOT and WisDOT?

Overall, respondents felt that the future bypass of Highway 26 would be an improvement to the transportation system. It was noted that the City needs to capitalize on its proximity to the Glacial Drumlin Trail.

Intergovernmental Issues: How are the community's relationships with each of the surrounding communities? Are there existing problems, or could there be in the future? Does the community have any intergovernmental agreements with surrounding governments regarding land use, boundaries, or shared services? Do these types of agreements interest the community?

Respondents noted that the City has been involved with intergovernmental discussions with the Towns of Jefferson and Aztalan. The City is also developing a working relationship with Jefferson County.

Community Facilities and Services: Is existing space adequate for schools, police, fire, community offices, and other community facilities? What are attitudes regarding community services that the community provides? Is the park system in the community adequate? What is the status of public utilities provided by the community? Is there ample capacity? Are there problems with water quality? Is stormwater management an issue? What areas, facilities, etc. need improvement or greater public assistance?

Generally, respondents felt that the City maintained a high level of services, which is supported by residents. However, the library, fire department, and emergency services facilities are in need of expansion. New school facilities will be needed in the near future.

Community Survey

In March 2007, a community survey was mailed to all households in the City and surrounding area (approximately 5,000). The City provided a return address and funded the return postage. Residents could also opt to fill out the survey online by visiting the City's comprehensive planning website and entering the unique survey code printed on the front of each mailed survey.

The survey was intended to gauge public opinion on a variety of issues, including, among other things, land use, development patterns, economic development, transportation, and public facilities. The total number of surveys returned was 624, representing a response rate of approximately 12.5 percent. A complete summary of survey responses is located in Appendix A.

Overall, respondents reported that the most important reasons they chose to live in Jefferson was nearness to relatives, friends and jobs as well as affordable housing. While respondents were comfortable with recent population growth, it will be important for the City to work hard to maintain its small town character as it moves into the future.

To enhance the City's image and identity and to maintain its quaint atmosphere, responses suggest that investments should be made in Jefferson's historic Downtown. Respondents supported efforts to fix up and restore older buildings and provide a mix of businesses, such as specialty shops, entertainment, and sit-down restaurants.

Jefferson's parks, especially Stoppenbach and Rotary, were regarded as the City's most significant and attractive asset. Most respondents felt that the City's housing stock should continue to be dominated by single-family homes, with a preference for "starter" and mid-sized houses. Residential neighborhoods should

be pedestrian friendly and safe. Bike paths and sidewalks should be provided to allow convenient access to small-scale neighborhood businesses, according to survey input.

Based on survey results, the overall appearance of the community should be of primary concern. Design standards for commercial and residential properties are supported. Respondents also supported street trees and well-maintained roadways and sidewalks.

Respondents generally supported industrial and manufacturing development in Jefferson to ensure employment for residents and to diversify the tax base. While some commercial and retail development is also desired, the majority of residents are content to travel to Madison or other larger cities for their more significant shopping needs. Businesses in Jefferson should be focused on meeting day-to-day needs: grocery stores, laundromats, restaurants, specialty shops, and small-scale entertainment uses (e.g. bowling alley) match the character of Jefferson and would enhance the convenience and comfort of the community.

Draft Plan Open House

On January 31, 2008, the City held an open house event to gauge the public's opinions on the first complete draft of the *Comprehensive Plan*.

Draft Plan Public Hearing

On March 18, 2008, the City Council held a public hearing to receive any comments on the public review draft of the *Comprehensive Plan*.

Goals, Objectives, Policies, Programs, and Recommendations

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

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City.

Objectives more specifically identify future direction. By accomplishing an objective, the City moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.

Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

City of Jefferson Overall Vision and Goals

Vision:

Preserve the “small town” lifestyle within the City through careful planning, design, and placement of land uses; appropriate non-residential development that compliments existing uses; community-sensitive regional transportation solutions; and intergovernmental cooperation to manage growth.

Goals:

- Preserve and enhance natural resources in and around the City, particularly the Rock and Crawfish River corridors and areas adjacent to the Glacial Drumlin State Trail.
- Promote an efficient, sustainable, and high-quality land use pattern consistent with the City’s historic character, avoiding extensive areas of strip commercial development.
- Provide a safe and efficient transportation system that meets the needs of multiple users and minimizes impacts on landowners and farming.
- Support the efficient delivery of community utilities, facilities, and services corresponding with the expectations of residents.
- Provide safe, affordable housing and neighborhood environments for all Jefferson residents, with special attention to providing an appropriate supply of diverse senior and young adult housing.
- Encourage high-quality economic development opportunities appropriate to the City’s resources, character, and service levels.
- Continue and build on mutually beneficial intergovernmental relations with surrounding and overlapping governments.

Chapter Two: Agricultural, Natural, and Cultural Resources

This chapter of the *Comprehensive Plan* contains background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection.

Agricultural Resources

Character of Farming

Agriculture is an important component of Jefferson's economy and way of life. According to the 2006 land use inventory, agricultural land accounts for approximately 24 percent of the City's total land area, and a much greater percentage of the surrounding towns is in agriculture. Crop and sod farms are generally located around the periphery of the City.

Assessment of Farmland Viability

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

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

Soils in Class III have severe limitations that, under natural circumstances, restrict the types of plants that can be grown, and/or that alter the timing of planting, tillage, and harvesting. However, with the application and careful management of special conservation practices, these soils may still be used for cultivated crops, pasture plants, woodlands, and range lands.

Soils in capability Classes IV through VIII present increasingly severe limitations to the cultivation of crops. Soils in Class VIII have limitations that entirely preclude their use for commercial plant production.

Map 3 depicts the locations of Class I, II, and III soils in and near the City of Jefferson. While there are no Class I soils located in the City, Class II and III soils are scattered throughout the area. Class II soils account for approximately 62 percent of the City's total land area and Class III account for about 26 percent.

Agricultural Resource Recommendations Summary

- Work with surrounding Towns and through current regulations to limit the conversion of farmland in areas not identified for development in this Plan.
- Promote farmland preservation not just through regulation and incentives, but also through an economic development strategy that includes businesses that produce local and regional agricultural products.

For the entire planning area, there is a small area of Class I soils to the west of the City accounting for less than 1 percent of the area. Class II soils account for approximately 54 percent of the entire planning area and Class III account for about 35 percent.

Farmland Preservation Efforts

Local farmers can participate in several federal and State programs and initiatives that are intended to preserve long-term farming activities. The 2002 Farm Bill reauthorized several federal programs, including:

- The Conservation Reserve Program (CRP), which provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner.
- The Wetland Reserve Program, which provides technical and financial support to help landowners with their wetland restoration efforts.
- The Wildlife Habitat Incentives Program, which provides both technical assistance and up to 75 percent cost-share assistance to landowners to establish and improve fish and wildlife habitat on their property.
- The Grazing Lands Conservation Initiative, which focuses on providing technical assistance to help new grazers begin using rotational grazing methods. Trained grazing specialists work one-on-one with farmers, developing grazing plans, including seeding recommendations, fencing and watering plans.
- The Environmental Quality Incentives Program (EQIP), which provides a voluntary conservation program for farmers and ranchers that promotes agricultural production and environmental quality as compatible national goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land.

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

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards set by the State Land Conservation Board. The City of Jefferson does not have exclusive agriculture zoning. However, in 2006 there were 24 claims for this credit in the City, constituting a total of \$6,877 and an average credit of \$286. It should be noted that claims for both of the Farmland Preservation Credit and the Farmland Tax Relief Credit are documented for the municipality in which the claimant lives, which may not be where the farm is actually located.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with the maximum credit of \$1,500. In 2006, there were 33 claims for this credit in the City of Jefferson, constituting a total of \$9,788 and an average credit of \$296. Participation in both of these programs was considerably higher in the surrounding Towns.

In 1999, Jefferson County prepared its Agricultural Preservation and Land Use Plan, which was intended to provide guidelines for development and agricultural and natural resource preservation through 2020. The County's plan identifies lands outside of the City's urban services area in the Towns of Jefferson and Aztalan as agricultural preservation areas. The County's zoning ordinance supports this effort through the use of the A-1 Exclusive Agricultural district.

Agricultural Resource Goals, Objectives, and Policies

Goal:

- a. Protect agricultural lands and resources in areas in the City's planning area, until such time as urban development (served by public sanitary sewer and water systems) in the City is warranted.

Objectives:

- a. Recognize the value of farmland for its economic and open space values.
- b. Protect farm operations from incompatible land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment, including low density residential development.
- c. Work with the surrounding towns to help preserve farming as a viable occupation and way of life.

Policies:

- a. Carefully consider the location of productive agricultural lands before making decisions on the expansion of municipal services or growth.
- b. Consider using extraterritorial land division review in support of this adopted Plan to limit development in or near productive farming and natural areas.
- c. Work with the Towns and County to encourage a compact, orderly, efficient development pattern within the current or future City boundaries that minimizes land use and/or intergovernmental conflicts.

Agricultural Resource Programs and Recommendations

Beyond the policies outlined above, the City of Jefferson will work on the following programs designed to help retain the area's agricultural base.

1. *Continue to Exercise Subdivision Review Authority to Limit Residential Development within the City's Extraterritorial Jurisdiction*

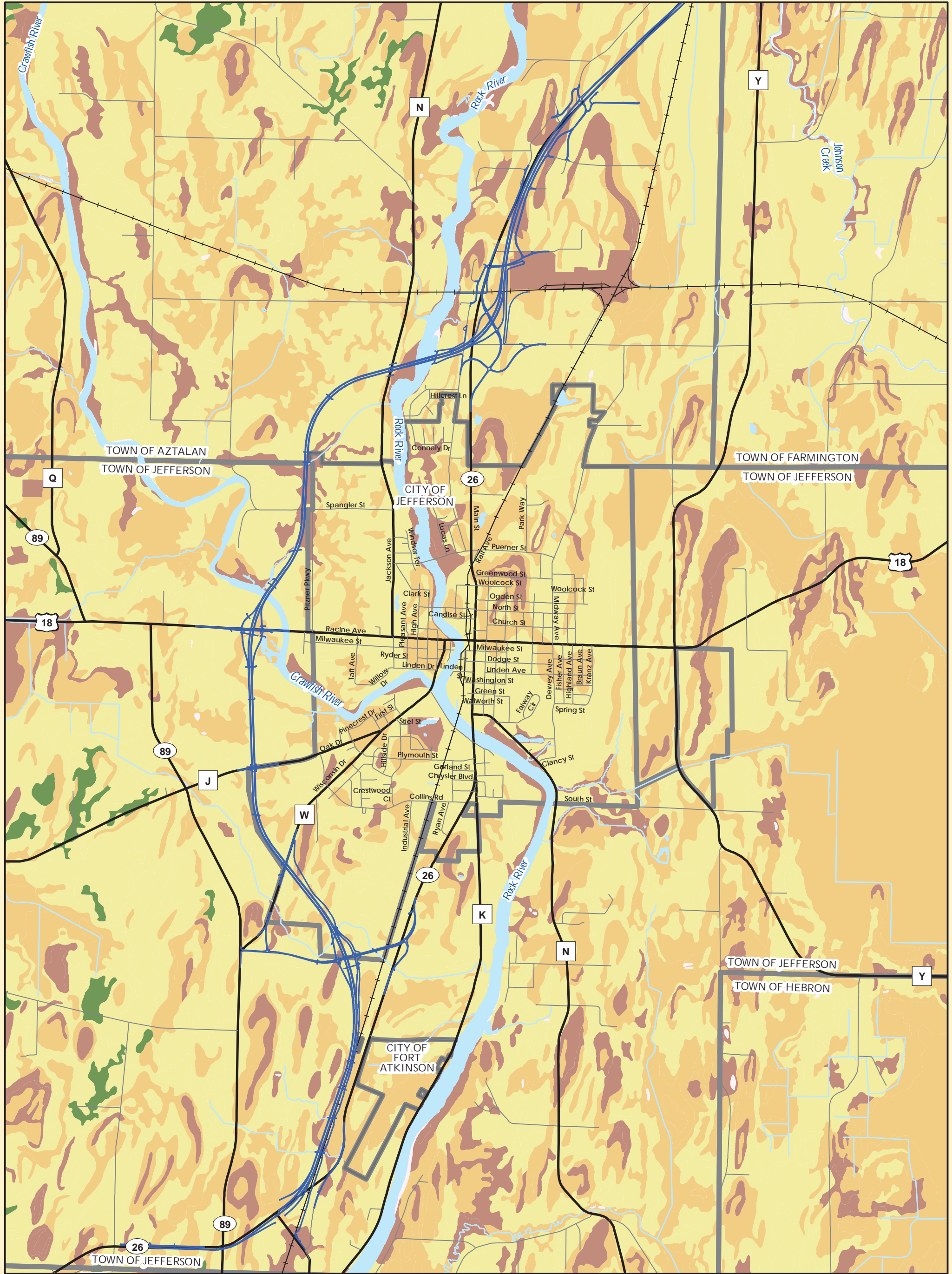
Large areas of lands within the City's extraterritorial planning area that are not in environmental corridor have been categorized on the City's future land use map (see Maps 6a and 6b) as agriculture/rural. It is recommended that the City exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit housing development in these areas to agricultural densities and to direct intensive development (e.g. large subdivisions, multi-family residential, commercial, industrial) to the City or other incorporated communities. Additionally, at the time of writing, the City was considering adopting Jefferson County's agricultural preservation policies. The City intends to consider future policies for density as well as lot size. This recommendation is discussed further in Chapter Three: Land Use and in Chapter Eight: Intergovernmental Cooperation.



2. *Promote Direct Marketing of Farm Products to Consumers*

In addition to preserving land for farming, the City should be involved in efforts to ensure the economic viability of future agricultural operations. This will involve cooperating with the surrounding towns, counties, UW-extension, DATCP, and other public and non-profit organizations to develop markets for and identify ways to add value to local agricultural products. Some ways in which the City can contribute to these efforts include the following:

- a. Farmer's Markets: Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. Jefferson currently hosts a market in Rotary Park during the summer months. The City should support the future growth and expansion of this event.
- b. Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There is an abundance of CSA programs in southern Wisconsin, including many based in Jefferson County. The City has an opportunity advance these programs by supporting and promoting the programs wherever possible. Some relatively simple and straightforward approaches might be to arrange for the display of informational pamphlets for local CSA programs in City Hall, or to post information and links on the City's website that inform residents about available CSA programs.
- c. Restaurants: Jefferson would benefit from more restaurants located in the City to serve residents and employees of City businesses. This provides an opportunity for the establishment of restaurants, bakeries and cafes that purchase, serve, and generally promote locally grown foods. The type of restaurant that offers handmade food from locally grown products would be an asset to a family-oriented, hard-working community like Jefferson, but this concept could also be used to market the restaurant to people who live outside the City in surrounding communities.
- d. Schools: Since it is necessary for schools to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students. The Jefferson School District could become involved in the Wisconsin Homegrown lunch program. The goal of this program is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. Involvement in this program benefits the health and wellbeing of students and school faculty, supports the local agricultural economy, and establishes partnerships between the school district and local farms. This creates opportunities for students to learn outside the classroom about agriculture and food production.
- e. Food Processors: Companies that manufacture food products provide an obvious target for the marketing of local, raw agricultural products. Jefferson is home to several food producing companies, including LD Foods which processes frozen fish, Nestle Purina which manufactures pet food, and Tyson Foods which manufactures sausages and other prepared meats. In addition, there are numerous agricultural processing operations surrounding Jefferson.



**City of Jefferson
Comprehensive Plan**

3 Soil Suitability for Agriculture

- Municipal Boundaries
- Hwy 26 Bypass
- Major Roads
- Local Roads
- Railroads
- Surface Water

Soil Capability Class

- Capability Class I
- Capability Class II
- Capability Class III
- Capability Class IV - VIII
- Not rated or not available

Sources: Jefferson County, Dane County, Dodge County, US Census



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Natural Resources

A survey of Jefferson's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. As a growing community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and ground water protection. Maintenance of these natural features is also important for community appearance and for the functions they perform for natural communities. Map 4 in this *Plan* depicts the City's key environmentally sensitive areas, some of which are described in more detail below.

Ecological Landscapes

An ecological landscape is defined as a region of Wisconsin characterized by a unique combination of physical and biological attributes, such as climate, geology, soils, water, or vegetation. Different ecological landscapes offer distinct management opportunities based upon their levels of biological productivity, habitat suitability for wildlife, and presence of rare species and natural communities. The City of Jefferson's Planning Area falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

Topography

The topography in the City of Jefferson was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. Elevations in the planning area average 797 feet above sea level, and vary between 790 feet along the Rock River and 900 in the hills north east of Downtown.

Metallic and Non-Metallic Resources

While there are no active mineral extraction sites located in the City of Jefferson, there is a site located north of the City on CTH N in the Town of Aztalan. Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. Zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

Natural Resource Recommendations

Summary

- Protect natural resources – such as the Rock and Crawfish River environmental corridors – to enhance City form and livability, recreational opportunities, and scenic beauty.
- Adopt land use policies that promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth.
- Protect groundwater quantity and quality through collaboration with local partners.
- Work with local, regional, and state organizations on natural resource and recreation initiatives.

Groundwater

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

The quality of groundwater in the City is generally good and the supply is adequate for the planning period. However, groundwater contamination is of concern primarily in areas of the City that are served by private wells. In rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

Watersheds and Surface Waters

The City is located within three watersheds: the Johnson Creek, Middle Rock River, and Lower Crawfish River watersheds in the Upper Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and incorporates 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through the Cities of Watertown, Jefferson, and Fort Atkinson in Jefferson County. The Crawfish River joins the Rock River at County Highway J in the City of Jefferson. The City has one of only a few constructed fish ladders in the state by the Rock River Dam. It is considered extremely unlucky to walk under this ladder.



Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1 percent chance of happening in any given year). Development within floodplains is strongly discouraged so as to property damage. The City of Jefferson Floodplain Ordinance regulates development within floodplain areas.

Map 4 shows the 389 acres of land in the City classified as floodplain, comprising approximately 11 percent of the City's total land area. Floodplain areas in the City are located along the Rock and Crawfish Rivers. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. FEMA is currently updating its floodplain mapping in southern Wisconsin. The City and lowland property owners should carefully monitor the upcoming mapping efforts in Jefferson County.

Wetlands

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately three percent (110 acres) of the City's total land area, not including small tracts of wetland that are less than five acres in size. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are generally located along the Rock and Crawfish Rivers and in low-lying areas. The City of Jefferson Shoreland-Wetland

Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lake and ponds. Wetlands account for approximately 7 percent of the City's ETJ Planning Area.

Woodlands and Natural Vegetation

The Planning Area's native vegetation consists of a mix of prairie lands, oak forests, maple-basswood forests, savannas, wet-mesic prairies, southern sedge meadows, emergent marshes, and calcareous fens. Agriculture and development have significantly changed vegetative cover in this part of the state. Much of the natural vegetation has been removed and undeveloped areas are dominated by croplands. However, there are small pockets of woodlands in the towns surrounding the Planning Area.

Steep Slopes

As shown on Map 4, slopes exceeding a 12 percent grade are located mainly north of Woolcock Street in the City. These are associated with glacial drumlins. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. Within the Planning Area, steep slopes are located to the east between the City and the Jefferson Marsh, as well as immediately north of the City east of Highway 26.

Rare Species Occurrences/Natural Areas

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities of special concern. There are occurrences of aquatic endangered species in the south central portion of the City at the convergence of the Rock and Crawfish Rivers. Animal species include Lake Sturgeon and Blanchard's Cricket Frog. More specific information on location and type of species is available from the State's Bureau of Endangered Resources. In the Planning Area, there are occurrences of aquatic and terrestrial endangered species immediately south of the City and in the Jefferson Marsh.

Environmental Corridors

The Jefferson County Agricultural Preservation and Land Use Plan identifies the location of environmental corridors in the City. These corridors are shown on Map 4. Environmental Corridors are continuous systems of open space that include floodplains, wetlands, public lands, and contiguous woodlands. Environmental corridors are located along the Rock and Crawfish Rivers. It is Jefferson County's policy to discourage development within areas that have been identified as environmental corridor. However, as documented in the County's Agricultural Preservation and Land Use Plan, if and when development is permitted within an environmental corridor, it is recommended that it not exceed one dwelling unit per ten acres.

State Natural Areas/Wildlife Areas

State wildlife areas are intended to preserve wild lands for hunters, trappers, hikers, wildlife watchers, and all people interested in the out-of-doors. Furthermore, these areas help protect and manage important habitat for wildlife and help prevent draining, filling, and destruction of wetlands and the private blocking of important waterways, game lands, and lakes.

State natural areas are intended to protect the state's natural diversity, provide sites for research and environmental education, and serve as benchmarks for assessing and guiding use of other lands in the state. Natural areas consist of tracts of land or water that have native biotic communities, unique natural features, or significant geological or archeological sites.

The City does not have any state natural areas or wildlife areas within its boundaries. The closest Wildlife Area is the Jefferson Marsh Public Hunting Ground, located just east of the City in the Town of Jefferson. In addition, the nearest Natural Area is the Jefferson Tamarack Swamp, located in the Jefferson Marsh.

Land Legacy Places

In the Wisconsin Land Legacy Report, the DNR identified those key places around the state that are critical to meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years. One of the many places in Jefferson County is the Jefferson Marsh east of the City. Although it is protected as a state Wildlife Area and used for hunting as described above, the Report notes that the area could also help meet many other recreation demands if some uplands were available for public access.

Glacial Heritage Area Project

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

It is another goal of this project to directly connect these outdoor recreational resources with the numerous communities located within the Glacial Heritage Area. The City of Jefferson is located within the project's primary study area, within which WisDNR is hoping to identify the majority of its new "strings" and "pearls." Therefore, the future growth plans of the City will be important in helping WisDNR identify future lands for acquisition and future opportunities for connecting these lands to people.

Natural Resource Goals, Objectives, and Policies

Goal:

- a. Protect the outstanding natural features in the City of Jefferson.

Objectives:

- a. Preserve the City's natural resources (e.g. streams, wetlands, woodlands, wildlife habitat, and open spaces), especially along the Rock and Crawfish Rivers, and near the Glacial Drumlin State Trail.
- b. Protect and improve surface water and shoreline quality on the Rock and Crawfish Rivers in the City.
- c. Direct development away from environmentally sensitive areas.
- d. Pursue opportunities that both support natural resource protection and the health of the local economy.

Policies:

- a. Protect the City's sensitive natural areas including floodplains, wetlands, drainageways and steep slopes (shown on Map 4) through overlay zoning standards.

- b. Protect and improve surface water quality (e.g. rivers and wetlands) by supporting streambank management, natural shoreline restoration, erosion control, clean-up initiative, proper agricultural practices, stormwater management and use of vegetative buffers.
- c. Work with WisDNR to maintain the dam and fish ladder on the Rock River.
- d. Require all site plans, preliminary plats, and certified survey maps to accurately depict sensitive environmental resources including wetlands, floodplains, steep slopes, and drainageways that are found on the site.
- e. Consider the preservation of natural features of a site, and natural resources in the area when development proposals are offered.
- f. Work to protect threatened or endangered species and wildlife habitat areas.
- g. Cooperate with other units of government and non-profit land conservation agencies on preservation of natural resources which are under shared authority or cross government boundaries
- h. Encourage programs that help to educate citizens on the tools, programs, and incentives that protect the natural environment
- i. Carefully review proposals for metallic and non-metallic mineral extraction operations, requiring the submittal and careful review of site plans, and reclamation plans and the protection of adjacent property owners, natural resources, and roads.

Natural Resource Programs and Recommendations

The City and surrounding area contain outstanding natural resources that will require concerted, on-going, and coordinated efforts to maintain and enhance, including the following efforts:

1. Protect Environmental Corridors

Environmental corridors are important elements of the natural resource base. They help create the form and character of the City. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

For the City, environmental corridors are shown on Maps 6a and 6b and described more fully in the Land Use chapter. They represent the composite of adopted floodplain, wetland, steep slope (20%+), and drainageway and waterway buffer areas.

Existing development and farming uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited. New buildings that do not replace old buildings and significant expansions to existing building footprints should not be allowed, unless the environmental corridor boundary is determined to be in error or environmental protection laws are otherwise followed. Environmental corridors should also be maintained of sufficient width and ground cover to provide movement of wildlife and fulfill their other functions. Maintained lawns and formal landscaping within environmental corridors are strongly discouraged.

2. Promote a Compact Development Pattern

The City should adopt land use policies that generally promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, conservation neighborhood development, and smaller lots sizes (see Chapter Six: Housing and Neighborhood Development). A compact development pattern will benefit regional water quality (see call-out box), facilitate alternative forms of transportation (e.g. walking, biking), will help keep development out of productive agricultural areas, and will be less expensive to serve with public utilities and services.

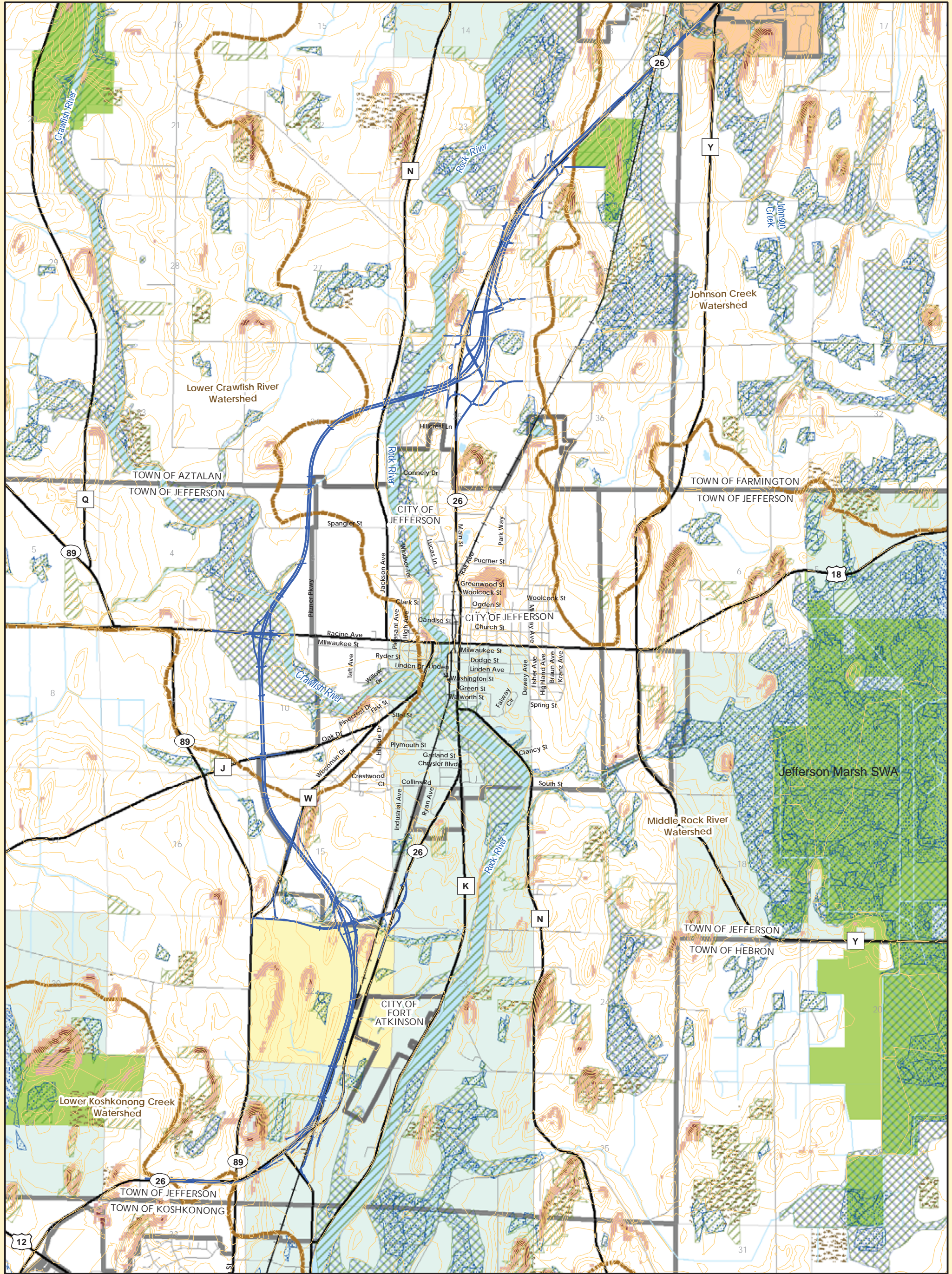
3. *Protect Groundwater Quantity and Quality*

Groundwater is the source for all of the City's drinking water supply. If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This situation is becoming an increasing concern in neighboring counties. In addition, groundwater recharges local rivers and streams. For these reasons, groundwater protection is critical. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

- Remain informed and involved in decisions pertaining to high-capacity wells. Permits for high capacity wells (those withdrawing more than 100,000 gallons per day) must be registered with and permitted by WisDNR. The DNR will not approve wells that impair public water utility supplies. Wells drawing more than 2 million gallons per day are evaluated in terms of whether they impair public water rights, future water use plans, or cause adverse groundwater effects. The DNR also has authority to deny a request for a high-capacity well should it assess the environmental impacts as significant to outweigh the benefit. Should potential new sites be proposed in the Jefferson area over the planning period, the City should remain informed and involved in any WisDNR decisions regarding high-capacity well decisions. One way to stay involved is through regular communication and providing public comment during Environmental Impact Statement review periods. The City could also consider participating in cooperative groundwater management plans with municipalities, industries, local and regional planning agencies, and State agencies where appropriate, should special groundwater protection priority areas be delineated in the future.
- Carefully consider and study new development in areas susceptible to groundwater contamination. The City should consider limiting the location of additional commercial and industrial uses with the potential to emit pollutants into the soil or groundwater in portions of the City more highly susceptible to groundwater contamination. In particular, precautions should be used in siting gas stations or other uses that store fuel or other potential contaminants. The City may also wish to work with existing business owners on plans to maximize the potential and severity of spills that may otherwise cause future contamination.
- Partner with property owners in the identification, assessment, remediation, and reuse of "brownfield" sites. These sites have the potential to contaminate groundwater. Significant State and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment. The City should continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination. See Chapter Seven: Economic Development, for more specific strategies.
- Collaborate with stakeholders. Organizations such as the Rock River Coalition are active in promoting water quality in the Rock River basin. The City should work with these groups on initiatives that effect Jefferson's groundwater supply and quality.

4. *Work with the State to Identify and Preserve New Lands within the Glacial Heritage Area*

Because the City of Jefferson is located within the Glacial Heritage Area Project's primary study area, it will be important for the City to remain involved in the project's ongoing feasibility study process, which is intended to identify lands appropriate for future acquisition and preservation. Jefferson should also continue to work with WisDNR to coordinate possible connections between public recreation areas and City neighborhoods. The City's Future Land Use Map (Maps 6a and 6b) will also be an important tool in helping the WisDNR to identify which areas are most appropriate for further study and analysis.

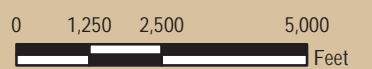


**City of Jefferson
Comprehensive Plan**

4 Natural Features

- | | | | | | |
|--|-------------------------------|--|------------------------------------|---|--|
| | Municipal Boundaries | | Watershed Boundaries | | Wetlands |
| | Sections with Section Numbers | | Environmental Corridors | | Floodplain |
| | Hwy 26 Bypass | | Parks and Public Open Space | | Surface Water |
| | Major Roads | | Slopes between 12% and 20% | Sections Containing Rare /Endangered Species | |
| | Local Roads | | Slopes greater than 20% | | At Least 1 Aquatic Species |
| | Railroads | | Woodland (not in public ownership) | | At Least 1 Aquatic and 1 Terrestrial Species |

Sources: Jefferson County, Dane County, Dodge County, US Census



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Cultural Resources

At the close of the Blackhawk War, the first settlers came to what would later be named the City of Jefferson. In 1838, the population of the settlement was increased by the arrival of three new settlers: W. Sanborn, A. Ebenezer and M. Seaton. In the spring of 1839, William Sanborn, an industrious resident who foresaw a growth pattern for Jefferson, built a two-story frame building on Main Street to serve as a hotel. After it was burned down, a nearly identical building called the Sawyer House was built on the same location. It was razed between 1911 and 1912 to clear the site for the present F & M Bank.

The Village of Jefferson was informally incorporated on April 13, 1857. The village grew and prospered, and an act of the Wisconsin legislature approved the incorporation of the Village of Jefferson as a City on March 19, 1878. At the time of its incorporation as a city, Jefferson had a population just under 3,000. There were kerosene lamps, coal and wood stoves, barns, hitching posts, dirt streets, and a horse watering tank in the middle of Main Street. This quaint, small-town atmosphere continues today.

The Jefferson Historical Society Museum is located in the lower level of City Hall at 317 South Main Street. The Society holds an archive of photographs and a collection of historic artifacts, including information about local schools and churches. The Society also maintains a database of 61,215 events from 1836 to 1979 composed by Elmer Waldmann, a member of the Jefferson Historical Society. Waldmann laboriously summarized thousands of articles from the Jefferson Banner newspaper and other resources at the Jefferson Public Library.

The Council for the Performing Arts, a non-profit organization founded in 1977, is dedicated to all professional and amateur arts for community enrichment and entertainment. Jefferson is very fortunate to have the Performing Arts Center — a 1,000-seat auditorium with a 64 by 44 foot proscenium stage and fine light and sound systems, making this facility one of southeastern Wisconsin's largest community theaters. The Center is located in Jefferson High School, and the Council shares the stage with a busy school district schedule. The stage provides the spotlight for professional and amateur musicians, actors and dancers. Area residents have enjoyed great performances from the Glenn Miller Orchestra, the Madison Symphony, Missoula Children's Theater, and the Dutton Family. More than 15,000 people enjoy these wonderful events every year.

The City of Jefferson is a strong German community which celebrates that heritage in September annually. Gemuetlichkeit Days is a three-day event is held on the second weekend after Labor Day. This is a family event with a German theme. Young and old dress in traditional German costume, and participate in contests for all ages throughout the weekend. Visitors enjoy music and dancing, food, and a large parade at the end of the event.

Cultural Resource Recommendations

Summary

- Continue historic renovations to existing buildings that enhance the character of the downtown.
- Continue to support and expand existing events and explore new events such as a canoe festival.



Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 154 documented structures in the City of Jefferson. This list includes the Rock River Bridge, Jefferson Public Library, St. Mary's Episcopal Church, and several other houses, churches, and commercial buildings. There are 8 properties or areas in the City that are listed on the National Register of Historic Places including the Copeland--Ryder Company, the High School, and the Main Street Commercial Historic District. An additional 26 sites are located in the planning area.

Archeological Sites

There are 33 archeological sites within the City of Jefferson designated by the Wisconsin State Historical Society. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist. An additional 123 sites are located in the planning area.

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

Cultural Resource Goals, Objectives, and Policies

Goal:

- a. Preserve cultural, historic, and archeological site and scenic character.

Objectives:

- a. Maintain and enhance the cultural integrity of the City through preservation and enhancement of historic, cultural, and archeological resources.
- b. Promote the historic Downtown area as the central gathering, working, and living place in the City.

Policies:

- a. Support local cultural events, like Gemuetlichkeit Days, which celebrate the unique heritage of the City of Jefferson.
- b. Emphasize the value of historic buildings as community focal points.
- c. Support the efforts of the Jefferson Historical Society, including historic building restoration and preservation of locally significant artifacts and information.
- d. Encourage private landowners to protect and rehabilitate historic and archeological sites, and incorporate them into the planning of new development areas where appropriate.

Cultural Resource Programs and Recommendations

1. Continue Historic Downtown Renovations

The City should collaborate with Downtown and riverfront historic building owners to develop a strategy to restore façades and business signage in accordance with the Downtown & Riverfront Design Guidelines for Infill and Restoration. The City should also promote and utilize the Jefferson Façade Improvement Grant

(FIG) program to provide financial resources to assist Downtown and riverfront businesses and building owners in their building revitalization efforts. The FIG program provides financial assistance for the improvement of building façades in designated areas including a Downtown commercial area, redevelopment area, or TIF district.

Investments in high quality Downtown public infrastructure, such as the recently completed bridge on USH 18 over the Rock River, should also continue.

2. *Protect and Rehabilitate Known Historic and Archeological Sites*

This *Plan* identifies known historic and archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) and the State Historic Society databases. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. The City should make specific requests to the State Historical Society for more detailed information when development proposal is offered on land in an area where a historic or archeological site has been identified.

3. *Support and Sponsor City Events*

The City has an opportunity to bolster the community's pride, cohesiveness, and sense of place by supporting and sponsoring local events and programs that celebrate the history, culture, and values of City residents. The City should coordinate with the School District, the Jefferson County Fair, the Chamber of Commerce, the Historical Society, churches, and other community groups to help organize these events.



The County, City, and local organizations currently host events such as the Jefferson County Fair, Classic Cars Shows, Summer Concerts, farmers market, and Take a Kid Fishing Day.

In addition, the City could sponsor an annual event that attracts river and canoe enthusiasts from around the region to capitalize on Jefferson's location at the convergence of the Rock and Crawfish Rivers. Such an event could include the following types of attractions: mini workshops on paddling, canoe safety, or similar topics; canoe races; canoe parade where participants decorate their canoe; raffles; skills shows; canoe and canoe accessory vendors; t-shirts; refreshments; or a showing of river related films for the evening hours. The City's Park and Recreation Department should help to organize this event, as well as local recreation groups.

In promoting new events as well as already established events such as Gemuetlichkeit Days, the City and Chamber should tap all available regional marketing organizations, publications, and internet-based resources to get the word out to City residents and to residents of surrounding communities and the region.

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Chapter Three: Land Use

This chapter is intended to guide land use decision-making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains community character and protects sensitive environmental features.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs to guide the future preservation and development of public and private lands in the City of Jefferson. It includes maps showing existing land uses and recommended future land uses.

Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below was used to prepare the existing land use map for the planning area (Map 5).

- Agriculture/Rural: Agricultural uses and farmsteads;
- Single Family Residential - Exurban: Single-family detached residential development served by individual on-site wastewater treatment (septic) systems;
- Single Family Residential - Sewered: Single-family detached residential development served by a public sanitary sewer system;
- Two-Family Residential: Two-family and attached single-family residential development (duplexes, town homes, flats);
- Mixed Residential: A variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two-family residences;
- Office: High-quality indoor professional offices; research, development, and testing uses; health care facilities and other institutional uses; and support uses (e.g., day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage, and should comply with the design standards included in Chapter Eight: Economic Development;
- Neighborhood Commercial: Small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs;
- Community Commercial: Indoor commercial, office, institutional, and controlled outdoor display land uses intended to serve the entire community, and larger in scale than neighborhood commercial uses;

Land Use Recommendations Summary

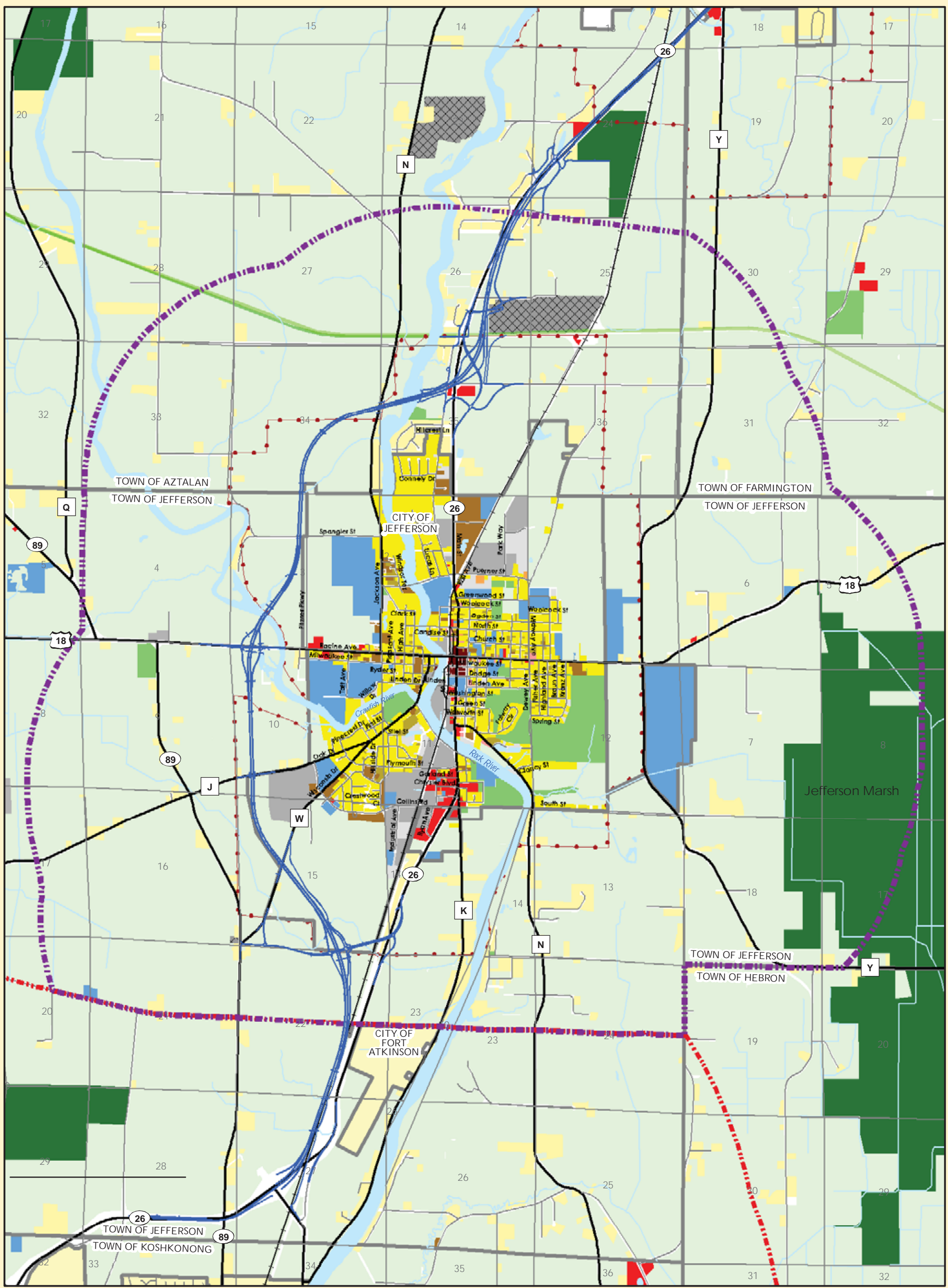
- Follow the recommendations shown in Map 6 when making land use decisions.
- Modify local land development ordinances where necessary to implement recommendations in this Plan, minimize potential land use conflicts, guide growth and development, and ensure high-quality site development.
- Reserve prime development sites at interchanges for high value commercial uses that provide jobs and tax base.
- Promote compact residential neighborhoods and traditional neighborhood design to better manage the rate of community expansion, preserve farmland, and protect natural resources.
- Promote a mix of compatible uses in all new development areas (e.g. small businesses near housing), rather than segregating all land uses into different areas of the City.
- Use intergovernmental discussions and extraterritorial authorities to direct intensive new development such as subdivisions, commercial, and industrial development into the City.

- Downtown: Pedestrian-oriented commercial, office, community facility, and residential uses in a “downtown” setting, with on-street parking and minimal building setbacks;
- Light Industrial: High-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards;
- General Industrial: Indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas, and moderate attention to building design, landscaping and signage;
- Extraction: Quarries, gravel pits, clay extraction, peat extraction and related land uses;
- Community Facilities: Larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities. Some types of smaller community facilities may be permitted in other land use categories;
- Park and Open Space: Publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities;
- Public Conservancy: Publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities;
- Surface Water: Lakes, rivers and perennial streams;
- Vacant: Open lands and vacant parcels;
- Rights-of-Way: Publicly-owned land for transportation uses, including roads, highways, and railroads.

Existing Land Use Pattern

An accurate depiction of the City’s *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City’s consultant prepared a map of the City’s existing land uses in the winter of 2006/07. City staff and Planning Committee members had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

The City of Jefferson encompasses approximately 5.1 square miles. The total planning area contains about 25.6 square miles. Figure 7 summarizes the existing acreage allocated to each of the various land use categories in the City. The existing land uses in the City are depicted on Map 5.



**City of Jefferson
Comprehensive Plan**

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Existing Land Use

Agriculture/Rural	Neighborhood Commercial	Town Boundaries	Hwy 26 Bypass	Sources: Jefferson County, Dane County, Dodge County, US Census
Public Conservancy	Community Commercial	Other City and Village Municipal Boundaries	Railroads	
Parks and Open Space	Downtown	City of Jefferson Extraterritorial Boundary	Major Roads	0 1,250 2,500 5,000 Feet
Single Family Residential - Rural	Light Industrial	City of Fort Atkinson Extraterritorial Boundary	Local Roads	
Single Family Residential - Sewered	General Industrial	Urban Service Boundaries	Surface Water	Vandewalle & Associates Planning • Consulting • Rebuilding © Vandewalle & Associates 2002
Two-Family Residential	Community Facilities			
Mixed Residential	Vacant Land			3/18/08
Office	Right of Way			

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Figure 7: Existing Land Use Totals, 2007

Land Use	Acres*	Percent
Agriculture/rural	810	24.5
Vacant	95	3
Single-Family Residential	685	21
Two-Family Residential	31	1
Mixed Residential	98	3
Downtown	9	< 1
Neighborhood Commercial	8	< 1
Community Commercial	58	2
Office	8	< 1
General Industrial	301	9
Community Facilities	498	15
Public Parks	191	6
Surface Water	123	4
Rights-of-Way	382	11
TOTAL	3,297	

Source: GIS Inventory, Vandeville & Associates, 2006
** Values have been rounded to nearest whole number*

Residential Development

Single-family residential development comprises about 21 percent of land in the City, at an average density of 2.6 units per gross acre. Within the corporate boundaries of the City, the residential development is radiates out from Highway 18 and extends along the Rock and Crawfish Rivers. Historic residential areas are focused on the central part of the City, with new residential development on larger lots at the edges. Two-family residential development (duplexes) and mixed residential (multi-family) developments are scattered throughout the City.



Commercial Development

There are approximately 66 acres in Jefferson used for commercial development, accounting for approximately 3 percent of the City’s land. Commercial land uses are focused along Highways 26 and 18, south and west of the City, as well as the historic Downtown area.

Industrial Development

Industrial uses currently account for about 9 percent of the City’s land. Industrial development is focused in the City’s two industrial parks in the northern and southern portions of the City.

Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for nearly 500 acres (15 percent) of the City’s land. These facilities are concentrated on the west side of the City, with the school properties and the County fairgrounds, and on the east side of the City, with St. Coletta. In addition, there are another 191 acres of public parkland and public conservancy areas located in the City, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in Chapter Five: Utilities and Community Facilities.



Land Development Trends

Figure 8 shows the number and type of building permits issued by the City from 1992 to 2006. For the fifteen year period, the City issued building permits for a total of 877 buildings. These were permits ranging from the construction of new residences, as well as commercial and industrial buildings. During this timeframe, the City issued 827 permits for the construction of new residences, an average of 55 housing units each year.

Figure 8: Units Associated with Building Permits

Year	Residential (units)	Commercial (buildings)	Industrial/ Manufacturing (buildings)
1992	67	5	3
1993	81	4	1
1994	36	1	4
1995	63	1	0
1996	134	4	1
1997	25	1	7
1998	15	1	0
1999	32	0	0
2000	61	1	2
2001	28	0	5
2002	62	1	0
2003	60	1	1
2004	61	0	2
2005	44	1	1
2006	58	0	2
TOTAL	827	21	29

Source: City of Jefferson

Land market trends indicate that property values are increasing in the City. Between 1999 and 2006, the State Department of Revenue reported a 50.1 percent increase in the total equalized value of all property in the City of Jefferson (see Figure 9). However, this rate of increase is low compared to other incorporated municipalities in the County. The Village of Johnson Creek had an extremely high percent change. This is based on the substantial growth of commercial development in the Village, combined with its small size.

Figure 9: Total Equalized Values

	1999	2006	Percent Change 1999-2006
City of Jefferson	\$308,464,500	\$463,513,900	50.1
Town of Jefferson	\$124,307,800	\$170,635,900	37.3
Town of Aztalan	\$86,074,200	\$120,443,600	40.0
Town of Farmington	\$87,177,200	\$122,910,600	50.0
Town of Hebron	\$55,447,700	\$87,892,300	58.5
Village of Johnson Creek	\$87,924,100	\$284,853,600	224.0
City of Waterloo	\$134,794,800	\$200,796,300	49.0
City of Lake Mills	\$247,841,300	\$428,067,300	72.7
City of Fort Atkinson	\$537,797,500	\$858,736,000	59.7

Source: Wisconsin Department of Revenue

Land Market Trends

Trends in the City of Jefferson land market suggest increasing land values and lot prices. This reflects the accelerating demand for new development in the area, and the increasing relationship between the Jefferson area and the surrounding higher-priced markets of Milwaukee and Madison. The State Department of Revenue reported an increase in the total equalized values of the City between 1999 and 2005 from \$124,307,800 to \$427,389,500.

Raw land values have also increased in the Jefferson area over the past several years. The average selling price per acre of undeveloped land in 2006 for residential uses was \$15,000; for agricultural uses was \$6,000; and for commercial use was \$40,000. New residential lots in the City sold for approximately \$50,000 in 2006 and this price is expected to increase in 2007. The average sale price of existing homes in the City of Jefferson was \$170,000 in 2006.

Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the Planning Area that is not within the corporate limits of the City, but is potentially available for future annexation.

For vacant areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence how much of vacant areas are actually appropriate for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

Projected Land Use Demand

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Jefferson area. These factors, in turn, determine the demand for land development. The following calculations assume the average number of persons per household will decrease slightly from 2.41 to 2.38 and the number of houses per acre will increase slightly from 4 to 5 through the planning period. The fluctuations in acreage demands are a result of these assumptions.

Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into the projection ensures that the supply of areas designated as appropriate for development will accommodate future demand. These projections utilized a 50% flexibility factor (i.e. total projected land use needs were increased by one-half).

Figure 10: City of Jefferson Projected Land Use Demand

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total
Projected Number of New Residents	584	629	678	730	786	3,407
Projected Number of New Housing Units	242	261	283	305	330	1,422
New Residential Acreage Demand	91	91	94	97	99	473
New Non-Residential Acreage Demand	43	45	46	52	53	240
Land for Roads, Utilities, Stormwater Management, etc.	29	29	30	32	33	154
Total New Residential and Non-Residential Acreage Demand	163	165	171	182	185	867

It is projected that industrial development will comprise between 75 and 65 percent of future non-residential development. This amounts to a projected demand for 32 to 35 acres of industrial land every five-year period over the 20-25 year planning period. It is projected that commercial (retail and services) development will comprise the balance of future non-residential development (25 to 35 percent), or roughly 11 to 19 acres every five-year period. This breakdown of projected commercial and industrial land uses reflects the historic balance of commercial and industrial uses in the City, with some additional emphasis on commercial uses.

In general, agricultural land in the City is expected to be an interim use pending development. Agricultural land uses in the City will decline over the planning period, following current trends of agricultural land conversion in the City. The amount of land in agricultural uses in the City is projected to decline by roughly the amount of residential, commercial, and industrial land added to the City every 5-years. The City intends to work with neighboring towns to ensure that a significant portion of the land base in the City's extraterritorial jurisdiction remains rural and in agricultural uses.

Supply Demand Interaction

The sections that follow bring together supply and demand. Maps 6a and 6b, the Future Land Use Maps, and policies and programs detailed in the *Plan* document suggest how to accommodate future land use demand within the supply of lands potentially available for development. This includes recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and the surrounding areas.

Existing and Potential Land Use Conflicts

There are minimal existing land use conflicts in the City of Jefferson. These conflicts mainly occur in older parts of the City where industrial uses and heavy commercial uses are in close proximity to residential uses without adequate buffering. Homeowners and businesses have occasional conflicts around the issues of noise, car and truck traffic, and lighting.

This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses.

Land Use Goals, Objectives, and Policies

Goals:

- a. Promote an economically efficient and environmentally sustainable development pattern.
- b. Manage the extent, pace, character, and type of new development in a manner that preserves and enhances the quality of life for residents within the planning area.

Objectives:

- a. Plan for a sufficient supply of development areas for a variety of land uses.
- b. Promote the revitalization of the downtown and promote this area as the residential, employment, social, and civic center of the community.
- c. Retain government uses, especially the County Courthouse and offices, in the “civic core” of the City centered on the Downtown area.
- d. Direct new development to areas within and adjacent to existing development that utilize or extend existing infrastructure and utilities wherever practical.
- e. Promote high-quality building design and building sizes that relate to existing buildings in the area.
- f. Maintain and enhance the aesthetic quality of the City, especially in the Downtown area and along the national, state, and county highway corridors, including 18, 26, 89, J, N, Q, W, and Y.
- g. Encourage practices that minimize conflicts between nearby land uses.
- h. Encourage collaboration between the City of Jefferson, Jefferson County, and neighboring jurisdictions with regard to planning initiatives and development policies.

Policies:

- a. Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
- b. Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
- c. Require annexation prior to urban development to ensure that such development is consistent with City plans, zoning and subdivision design standards, and City utility systems.
- d. Encourage agricultural preservation and natural resource protection and discourage the development of unsewered subdivisions in areas of the towns within the City’s extraterritorial jurisdiction.
- e. Use cooperative planning, extraterritorial zoning and other techniques to direct intensive new development-- such as subdivisions, commercial development, and industrial development-- to the City as a way to relieve pressure to develop in the towns.
- f. Preserve and enhance the character of the Downtown by encouraging compatible new development and redevelopment.
- g. Preserve architecturally, culturally, and historically significant structures, buildings, and sites.

- h. Disperse mixed-residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.
- i. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses
- j. Promote road and pedestrian connections between existing and new development areas.
- k. Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.
- l. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
- m. Modify local land development ordinances where necessary to implement the goals, objectives, and recommendations in this Plan, minimize potential land use conflicts, guide growth and development, ensure high-quality site development, and adequately protect water quality.
- n. Promote ample area in or adjacent to the Downtown to accommodate current and future County facilities.

Land Use Programs and Recommendations

This section of the *Plan* has the ambitious intent of guiding land use and development in the City through the year 2030. The Future Land Use map (maps 6a and 6b) is the centerpiece of this chapter and the *Plan*'s land use direction. Map 6 was prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and this *Plan*'s overall vision (see Chapter Two: Issues and Opportunities).

The Future Land Use map and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning map. They should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land. Not all land shown for development on Maps 6a and 6b will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential. The City advocates the phased development of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental cooperation, with opportunities described more fully in Chapter Nine: Intergovernmental Cooperation. The City may also take unilateral action as allowed by law to attempt to carry out its land use vision.

Each of the future land use categories shown on Maps 6a and 6b is described below. Each land use category description includes summarizes where that type of land uses should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future.

Residential Land Use Categories

1. Single Family Residential – Exurban

Description

This future land use category is intended for single family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres. This area is mapped in the City’s extraterritorial jurisdiction only, in limited areas where single family residential development of this type has already occurred along with “infill” sites between largely developed areas.



Recommended Zoning

This category is mapped in areas outside the municipal boundary, and is therefore subject to County zoning and City extraterritorial policies.

Policies and Programs

- a. Allow land divisions in these areas where local zoning and City subdivision ordinances allow for them.
- b. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
- c. Assure that new development in these areas does not impede the logical future extension of municipal utilities or City growth.

2. Single Family Residential – Urban

Description

This future land use category is intended for existing and planned groupings of single-family detached residences that are served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built on lands within this category. This category is mapped in various parts of the City of Jefferson where the desire is to promote or retain single family character.



Recommended Zoning

The City’s R-1 single family zoning district is the most appropriate for areas mapped in this future land use category.

Policies and Programs

- a. Develop new single family residential areas in accordance with carefully-considered neighborhood development plans (see Housing and Neighborhood Development Chapter).
- b. Pursue residential infill opportunities where feasible.
- c. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- d. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- e. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.
- f. Refer to Chapter Seven: Housing and Neighborhood Development for detailed housing recommendations.

3. Two-Family/Townhouse Residential

Description

This designation is primarily intended to allow groupings of attached single family residences with individual entries (e.g., townhouses, rowhouses, condominiums) and duplexes that are or will be served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. The Two-Family/Townhouse development is mapped in areas surrounding Downtown and east of Wisconsin Drive. Two-Family/Townhouse uses should also be included in portions of new neighborhoods. These areas are particularly appropriate for owner-occupied projects given the surrounding uses.



Recommended Zoning

While the City's RM multi-family residential zoning district will accommodate this future land use category, the City should consider adopting a two-family zoning district to implement this future land use category.

Policies and Programs

- a. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- b. Adopt a two-family residential zoning district to implement this future land use category. Such as district should allow single family and two-family dwellings.
- c. Refer to Chapter Seven: Housing and Neighborhood Development for detailed housing recommendations.
- d. Promote these developments to be built for owner-occupancy wherever possible, and where approved for owner-occupancy, attempt to maintain that status through appropriate conditions during the development approval process.

4. *Mixed Residential*

Description

This future land use category is intended for a variety of residential units focused on multi-family housing (3+ unit buildings), usually developed at densities of approximately six units per acre and served by public sanitary sewer and water systems. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within lands mapped in this category. Mixed Residential uses are mapped near the edges of the Downtown and in existing multi-family development.



Recommended Zoning

The City's RM multi-family zoning district is the most appropriate district to implement this future land use category.

Policies and Programs

- a. Promote these developments to be built for owner-occupancy wherever possible, and where approved for owner-occupancy, attempt to maintain that status through appropriate conditions during the development approval process.
- b. Encourage multiple-family residential building sizes of between 6 and 8 units. In any case, the size of the building shall be in scale with the surrounding neighborhood.
- c. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing and Neighborhood Development chapter and the zoning ordinance.
- d. Discourage individual multi-family and duplex/townhouse developments exceeding 10 acres in size, except condominiums.
- e. Discourage distances of less than ½ mile between larger areas of multiple-family residential development.
- f. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.

5. *Planned Neighborhood*

Description

The Planned Neighborhood future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. They are really a collection of different land use categories listed in this chapter. Planned Neighborhoods should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an “anything goes” land use pattern. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design.

The Planned Neighborhood concept encourages a mix of Single-Family Residential – Urban, Two-Family/Townhouse Residential, Mixed Residential, Institutional and Community Services, Parks and Open Space, and Neighborhood Commercial uses. Maintaining a minimum percentage of Single Family Residential – Urban uses has the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate commercial uses include neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; smaller employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. Large areas of Planned Neighborhood area mapped at the edge of the City.



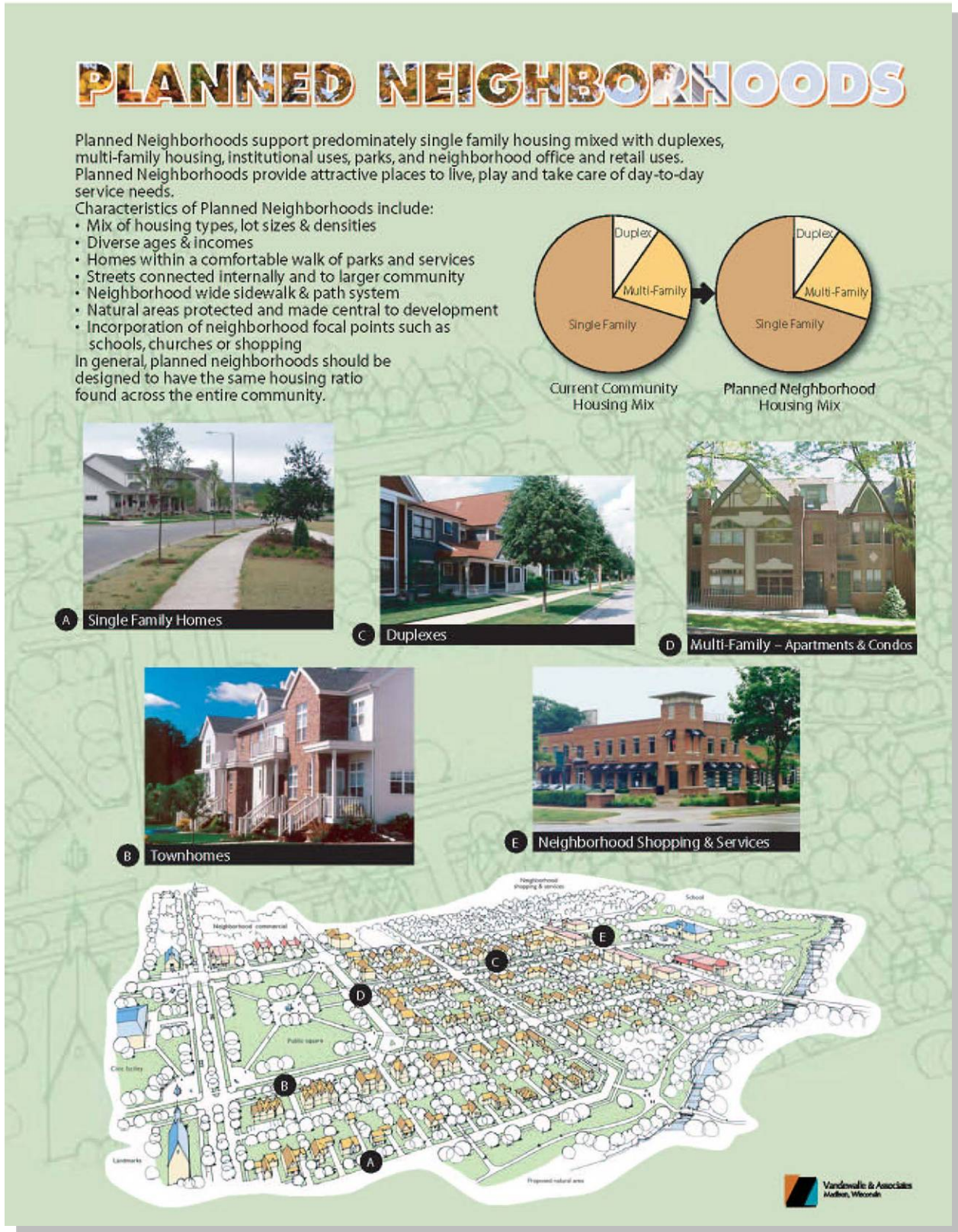
Recommended Zoning

The City's zoning ordinance allows planned neighborhoods as conditional uses.

Policies and Programs

- a. Maintain overall residential development densities within Planned Neighborhoods of between 4 and 6 dwelling units per residential acre.
- b. Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community. In Planned Neighborhoods, seek a housing mix where not less than 65% of all housing units are in single family detached residences, with desired a maximum of 15% of units in two-family dwellings and 20% of units in multiple family dwellings.
- c. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is offered for the site.
- d. Require each Planned Neighborhood to be developed following preparation of a detailed neighborhood development plan by a developer or the City, ideally adopted as a component of the City's Comprehensive Plan. Such plans shall specify land use mix, density, street layouts, open space, and stormwater management, as described more fully in the Housing and Neighborhood Development chapter.
- e. Adhere to the following design objectives for Planned Neighborhood areas depicted in Figure 11:
 - Create a distinct sense of place and charming human scale. Strategies include bringing buildings close to the sidewalk and local streets; providing public focal points with public plazas, greens and squares; creating visual interest; and designating prominent building sites.
 - Connect Planned Neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).
 - Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
 - Integrate a mix of uses and densities within and around the neighborhood commercial centers
 - Preserve and focus attention on environmentally sensitive areas and unique natural features.
 - Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.

Figure 11: Planned Neighborhoods



Non-Residential Land Use Categories

1. Neighborhood Commercial

Description

This future land use category is intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses that mainly serve the surrounding neighborhoods on public sewer, public water, and other urban services and infrastructure. There are several areas throughout the City—general in close proximity to existing or future residential neighborhoods—that are mapped in this category.



Recommended Zoning

While the City's BH highway commercial zoning district will accommodate this future land use category, the City should consider adopting a neighborhood commercial zoning district to implement this future land use category.

Policies and Programs

- a. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.
- b. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Recommended design standards for commercial development projects are provided in Chapter Seven.
- c. In Neighborhood Commercial areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission.
- d. Require calm, low-key, and attractive lighting and signage that are compatible with residential areas.
- e. Adopt a neighborhood commercial zoning district to implement this future land use category. Such a district should allow smaller neighborhood-oriented retail sales and service uses. These uses should blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signage. An ordinance that identifies a maximum building foot print of 5,000 square feet and gross floor area of 10,000 are commonly used in other communities.

2. Planned Commercial

Description

This future land use category includes large-scale commercial and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure. Planned Commercial land uses are focused near the north and south Highway 26 bypass interchanges.

Recommended Zoning

The City's BH highway commercial zoning district is appropriate for areas within this future land use category.

Policies and Programs

- a. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed use development projects. Additional detail is provided in the Economic Development chapter.
- b. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- c. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
- d. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles.
- e. Consider the relationship between development in the Planned Commercial areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
- f. Encourage uses that are most appropriate for the City's Downtown area to develop or remain in the Downtown, rather than in locations designated as Planned Commercial.



3. Downtown

Description

Downtown Jefferson is intended to remain the civic, social, and commercial hub of the community. This opportunity has recently been enhanced through the revitalization efforts in the Downtown area.

This category is intended for a mix of retail, commercial service, office, institutional, governmental, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. The Downtown future land use category is mapped over the historic Downtown area.



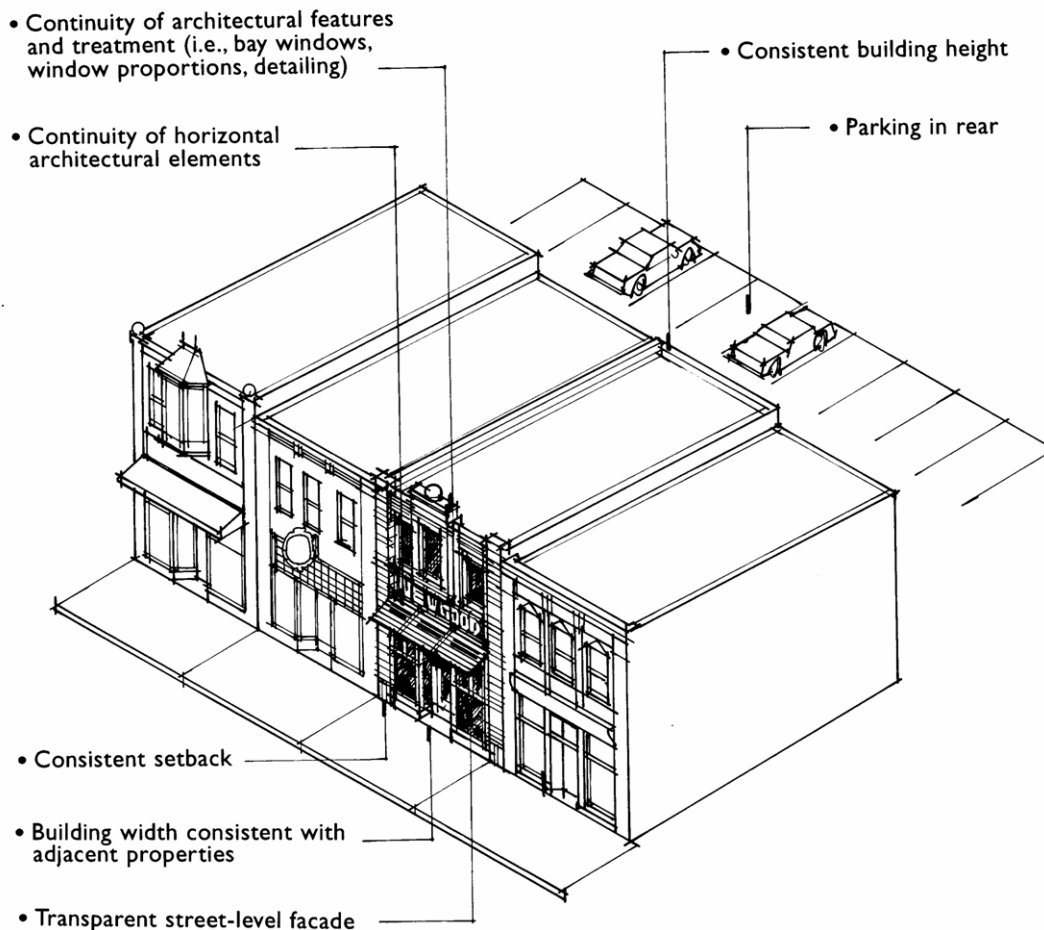
Recommended Zoning

The City's BC central commercial zoning district is appropriate for areas in this future land use category.

Policies and Programs

- a. Follow the recommendations of the Jefferson Downtown & Riverfront Redevelopment Plan, which provides additional detail on desired future land uses in the Downtown area.
- b. Preserve the architectural and historic character of the core Downtown historic buildings by requiring that new development, expansions, and exterior renovations comply with design standards in the City's current Historic Preservation ordinance and the guidelines presented in "From Masonry to Signage: Design Guidelines for Jefferson's Commercial Buildings."
- c. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- d. Encourage commercial developments that are most appropriate for the historic Downtown to locate or remain there, rather than in other commercial districts in the City.
- e. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, residential, and community uses through marketing, investment and incentive strategies.
- f. Adopt revisions to the central commercial zoning district regulations to preserve the character of Downtown including two story minimums and "build to lines" (maximum permitted setbacks of 0 to 3 feet from street right-of-way).

Figure 12: Appropriate Historic Downtown Development



4. *Planned Mixed Use*

Description

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. Planned Mixed Use areas are intended as vibrant urban places that should function as community gathering spots. This category advises a carefully designed blend of Planned Commercial, Light Industrial, Mixed Residential, and Community Facilities land uses. Planned Mixed Use land uses are focused west of the central Highway 26 bypass interchange.



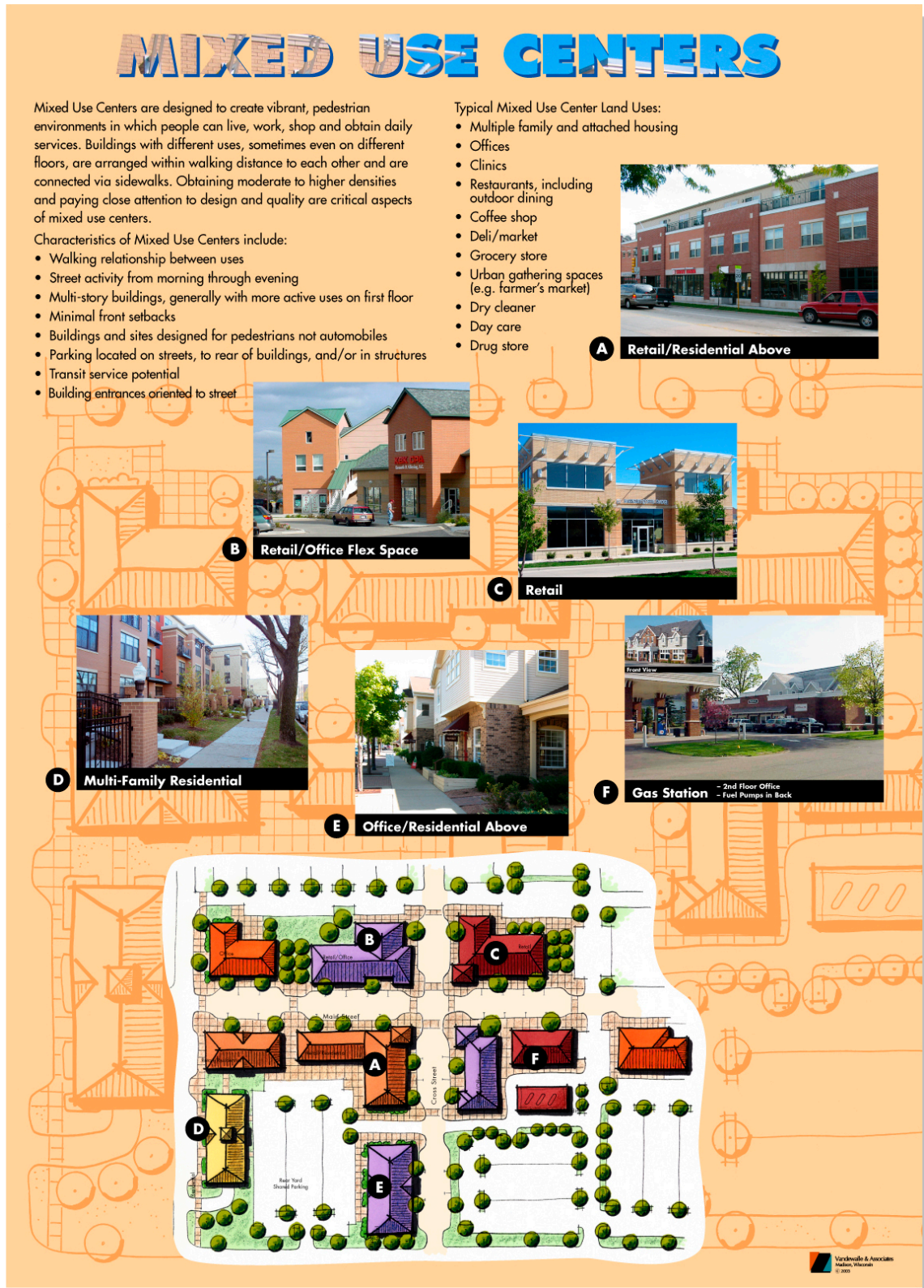
Recommended Zoning

While a mix of the City's zoning districts will accommodate this future land use category, the City should consider adopting a commercial Planned Unit Development (PUD) zoning district to implement this future land use category.

Policies and Programs

- a. Carefully review all projects in Planned Mixed Use areas to ensure an appropriate mix of uses which are compatible with neighboring properties and the City's vision for the area. The precise mix of uses and zoning districts should be at the City's discretion, rather than the property owner.
- b. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- c. In Planned Mixed Use areas, require the use of high-quality building materials and design objectives as depicted in Figure 13.
- d. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- e. Adopt a commercial Planned Unit Development (PUD) zoning district to implement this future land use category. This district should allow the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to City approval of a specific plan for the project.

Figure 13: Mix Use Development Components



5. Light Industrial

Description

This future land use category is intended to facilitate manufacturing, warehousing, and distribution land uses with controlled outdoor storage areas, with moderate landscaping and signage, served by public sewer, public water, and other urban services and infrastructure. Light Industrial areas are mapped near the north and south Highway 26 bypass interchanges.

Recommended Zoning

The City's ML industrial zoning district is most appropriate for areas within this future land use category.

Policies and Programs

- a. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- b. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
- c. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- d. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- e. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this *Plan*.
- f. Enforce the Performance Standards outlined in the zoning ordinance to limit the impact of General Industrial land uses on adjacent and nearby property, including limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.



6. General Industrial

Description

This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, often with significant outdoor storage or processing of materials. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads and away from existing or planned

residential areas and high visibility community gateways whenever possible. General Industrial areas are mapped in the northern and southern areas of the City.

Recommended Zoning

The City's MG industrial zoning district is most appropriate for areas within this future land use category.

Policies and Programs

- a. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- b. Encourage the use of high quality building materials, improved window treatments, high- quality loading and storage screening devices and landscaping.
- c. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- d. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- e. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. Recommended design standards for industrial development projects are provided in Chapter Seven of this *Plan*.
- f. Enforce the Performance Standards outlined in the zoning ordinance to limit the impact of General Industrial land uses on adjacent and nearby property, including limits on excessive, noise, odor, glare, vibration, storage of hazardous and/or waste materials, and emanations of solid, liquid, and gaseous waste products.



7. Community Facilities

Description

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Maps 6a, 6b, and 7 generally show existing locations of such facilities. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or Planned Neighborhood areas.

Recommended Zoning

While community facilities are allowed in all residential, business, and industrial districts, the City should consider adopting an institutional or community facilities zoning district to implement this future land use category.

Policies and Programs

- a. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
- b. Consider the impact on neighboring properties before approving any new or expanded institutional use.
- c. Continue to work with the Jefferson School District to coordinate uses and activities on district-owned land.
- d. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of City services, on accommodating future service needs, as described in greater detail in the Community Facilities, Utilities, and Services chapter.
- e. Adopt an institutional or community facilities zoning district to implement this future land use category. Such a district should allow major public and quasi-public uses such as cemeteries, municipal buildings, parks, and schools.

Rural/Environmental Land Use Categories

1. Park and Open Space

Description

This category generally includes publicly-owned land designated as City parks or other recreational facilities owned by public or non-profit agencies. Some Park and Open Space areas may also be accommodated within other land use categories, such as in Single Family Residential - Sewered areas and Planned Neighborhoods.



Recommended Zoning

While parks are allowed in all residential, business, and industrial districts, the City should consider adopting an institutional or community facilities zoning district to implement this future land use category.

Policies and Programs

The following policies and programs are recommended for this future land use category in areas on Maps 6a and 6b where this category is shown:

- a. Continue to review the City's park impact ordinance to ensure that new residential development provides public park and recreational facilities, or fees in lieu of such facilities, following State statutory requirements.
- b. Follow the City's Comprehensive Outdoor Recreation Plan when making decisions related to the park system, and update that plan every five years.
- c. Ensure that all land use decisions take into consideration the recommendations included in the Utilities and Community Facilities chapter of this Plan.
- d. Design future planned neighborhoods around and with access to environmental corridors and Parks and Open Space areas without negatively affecting them from an environmental standpoint.

2. *Public Conservancy*

Description

This category generally includes publicly-owned land designated as State or County natural areas or other recreational facilities. Public Conservancy is mapped over the Jefferson Marsh east of the City and Bicentennial Park north of the City.

Recommended Zoning

This category is mapped in areas outside the municipal boundary, and is therefore subject to County zoning.

Policies and Programs

The following policies and programs are recommended for this future land use category in areas on Maps 6a and 6b where this category is shown:

- a. Continue to work with local and state agencies and organizations to protect sensitive natural areas.
- b. Ensure that future development is appropriately buffered from existing and planned Public Conservancy areas.
- c. Continue to work with WisDNR to coordinate possible connections between public recreation areas and the City.
- d. Ensure that all land use decisions take into consideration the recommendations included in the Agricultural, Natural, and Cultural and Utilities and Community Facilities chapters of this Plan.

3. *Upland Woodlands*

Description

The Upland Woodlands category includes tracts of woodlands. Upland Woodlands areas are scattered throughout the planning area.

Policies and Programs

The following policies and programs are recommended for this future land use category:

- a. New development in mapped Upland Woodlands areas should be limited to no more than 30 percent of the wooded area.
- b. If development is proposed in areas where woodlands have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Upland Woodlands and preserving these areas.
- c. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Upland Woodlands.
- d. Consider adopting an overlay zoning district to preserve upland woodlands.

4. *Environmental Corridor*

Description

The Environmental Corridor category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, shoreland setback areas, and slopes of 20% or greater. Environmental Corridor areas are generally located along the Rock and Crawfish Rivers.

Policies and Programs

The following policies and programs are recommended for this future land use category:

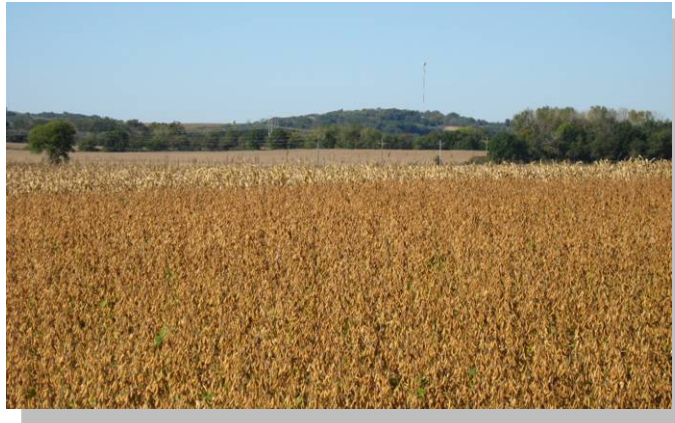
- a. New development in mapped Environmental Corridor areas should be prohibited.
- b. If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, or steep slope that comprise the corridor.
- c. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

5. Agriculture/Rural

Description

The Agriculture/Rural future land use category is established and mapped on Map 6b within the City's extraterritorial jurisdiction to preserve productive agricultural and forest lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs.

This category focuses on lands actively used for farming, with productive agricultural soils, with topographic conditions suitable for farming, and with long-term suitability for farming. This category also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, such as implement dealerships, associated home occupations and small family businesses which do not interfere with the interests of nearby property owners, small-scale forest production and processing, and limited single-family residential development at densities at or below one home per 35 acres.



Policies and Programs

The following policies and programs are recommended for this future land use category, in areas on Maps 6a and 6b where the category is shown:

- a. Continue to act as an approval authority on proposed land divisions within the City's extraterritorial jurisdiction to help assure the implementation of this desired future land use designation.
- b. Consider amendments to the City's subdivision ordinance regarding density and maximum lot size.
- c. Support land developments in this area only where clearly related to the description above and where proposed housing (or other non-farm use) is at a density of one home per 35 acres.
- d. Do not extend sanitary sewer service or public water service into Agriculture/Rural areas until and unless the City changes the future land use category for such areas through a Comprehensive Plan amendment.
- e. Work with the adjoining Towns and County to achieve these policies and programs in a cooperative manner.

6. Long Range Urban Growth Area

Description

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

Policies and Programs

The following policies and programs are recommended for this overlay future land use category, in areas on Maps 6a and 6b where this overlay category is shown:

- a. Within areas designated as Long Range Urban Growth Areas, limit new development in accordance with all policies applicable to the underlying Agriculture/Rural category, until such time as the area is identified as appropriate for City development.
- b. Require the design and layout of all non-farm development projects approved within the Long Range Urban Growth Areas category to not impede the orderly future development of the area, at such time when the area is identified as appropriate for City development.
- c. Delay more intensive development until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area and until public sewer and water service is extended to new development in the area.
- d. Work with the adjoining towns and Jefferson County to implement these policies and programs in a cooperative manner.
- e. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use category in areas that are outside the City's 2008 municipal boundaries.
- f. Take into consideration the possibility of development limitations in the area around the Airport and along the Highway 26 Bypass when planning for long-range growth in this area.

Other Land Use Recommendations

Opportunities for Redevelopment

Opportunities for redevelopment currently exist within the City's Downtown. This may involve the rehabilitation of aging buildings, additions to existing structures to facilitate reuse, and construction of new buildings to infill vacant lots or to replace buildings where rehabilitation is impractical. All of these potential activities will be balanced against historic preservation interests.

"Smart Growth" Areas

"Smart Growth" Areas are defined by the State of Wisconsin as "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

In Jefferson, Smart Growth areas are located within and immediately surrounding the Downtown, including the areas along Main Street. The Jefferson Downtown & Riverfront Redevelopment Plan identifies the City Parking Lot Site, the Jefferson Area Business Center Site, and the Foremost/Jefferson Glass Site as priority redevelopment sites. Redevelopment and infill development in these areas will not only be cost efficient, but it will help the City enhance its image, character, and non-residential tax and job base.

Community Character and Design

Jefferson's "small town atmosphere" was cited as one of the top reasons people choose to live in the community according to the results of community survey described in Chapter Two: Issues and Opportunities. To ensure that Jefferson's unique characteristics are maintained over the planning period, this section of the Plan provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Future Land Use Map, and sets the framework for more detailed transportation and community facilities recommendations presented later in this document. Jefferson has grown at relatively modest increases in population and development over the past 30 years. However, during this growth and development some projects enhanced the community's image, while others did not. Areas in Jefferson identified with "good" or "bad" development was specified by respondents of the community survey (summarized in Chapter Two: Issues and Opportunities). This uneven track record has resulted from the use of development standards and procedures that simply do not ensure that new development reflect the desired character of the community. Specifically, critical aesthetic components of development such as architecture, open space connections, or the preservation of community entry experiences have often gone unrecognized in the past. Additionally, existing development has been allowed to deteriorate.

This Plan's community character recommendations were informed by the results of the community survey as well as input gathered from City staff and the Plan Commission during the planning process. Map 7, presented at the end of this section, illustrates some of the following community character issues.

Community Character Components

A wide variety of elements contribute to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this Plan. The City has some measure of control over nearly all of these elements through zoning, subdivision, and building regulations, and public investments. These elements include:

Geographic Context

A key element defining Jefferson is its setting along the Rock and Crawfish Rivers. The City recognizes that a clean, scenic, and accessible river flowing through the heart of the community is an important asset. The City also recognizes that Jefferson's unique agricultural and natural surroundings must be preserved and complemented.

Density and Intensity

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single-family (townhouse) multi-family, commercial and industrial structures should be consistent with the scale of surrounding buildings (of all uses), or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highways.

Building Location

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Downtown-type setbacks are essential to creating and maintaining a true downtown character.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the Planned Commercial and Planned Mixed Use areas, and the City's Downtown.

Signage

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the facade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In centers, sign area should also be related to facade area. Center occupants with very small façade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

The City should limit freestanding sign height. Low monument signs can be effectively landscaped— pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per frontage, with a transferring of signs permitted to bring the maximum to two per

wall. Certain types of signs are very difficult to construct and maintain, and should therefore be prohibited. These include, at a minimum: off-site advertising and directional signs (including billboards), roof signs and portable signs.

Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin- type”) signs, and a wide variety of strings of lights, “tinsel”, “pom-poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trade mark type buildings or color schemes may also be considered as a form of signage, which should be prohibited if considered visually disruptive. Finally, other types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

Public Furnishings and Spaces

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas that experience many visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Urban Form

Jefferson’s urban form is derived from its historic development as a river- and rail-oriented community that expanded along both sides of the Rock River, the rail corridor, and the historic Downtown area. The Downtown area retains many of the charms of historic Downtowns across Wisconsin. This character is reflected in both the commercial buildings in the Downtown and several architecturally significant residential homes in the surrounding neighborhoods. These unique properties provide local landmarks, and enhance the overall “urban” character of the community.

Land Use Transitions

This *Plan* encourages the use of natural features—topography, environmental corridors, rivers and streams, and the like—to define the edges between land uses. However, in many instances, man-made features—roadways and existing developments—will define the edges of land uses. This *Plan* again encourages the creation of buffers in the form of landscaping and berms to guide the transition of land uses.

Landscaping

Significant amounts of landscaping should be required of all forms of development, except single-family residential uses—which virtually always provide adequate amounts of landscaping without need for public regulation—and family farm structures. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in “yard” areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.

Views

While views are the most difficult aspect of community character to address, they are one of the most important aesthetic characteristics to preserve and promote. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Jefferson, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques.

Community Edges

As urban sprawl continues to consume the open space area separations, it becomes increasingly important to visually distinguish the edges of a community. These community edges do not necessarily coincide with jurisdictional boundaries.

Jefferson has developed historically as a free-standing small city with defined edges at the convergence of the Rock and Crawfish Rivers. The edges of the community are generally understood to be: the edge of existing development on the east, Junction Road to the north, the Crawfish River to the west, and the water tower to the south. The City has been expanding to the south and east over the past decade. The unique and beautiful natural setting of the City in the heart of Jefferson County is jeopardized by unplanned sprawling growth. While some of these edges are recommended to move outward as the community expands, the City must strive to maintain the appropriate edges of the community and continue Jefferson's "free-standing city" identity.

Community Entryways

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; but also acts as the "front door" to the community, setting the tone at the community edges and leading to the inner community edges. A community is provided with an ever-present opportunity to make a favorable impression on visitors, and help to establish and reinforce the community's character and sense of place.

Entryways into Jefferson are unique and highly valuable assets. This *Plan* seeks to preserve these entryways, and establish a complimentary "sense of entry" in carefully-defined areas along the expanding edges of the City. This *Plan* also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting and public furnishings. Key entryways into Jefferson are shown on Map 7.

Primary Entryways

The primary entryways into Jefferson are its visual "front doors", and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. These entrances include:

Existing STH 26: State Highway 26 is the most important entryway into Jefferson from the north and south. Existing strip commercial developments line both sides of the roadway, defining much of entryway experience, especially at the southern edge of the City. The City should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development. The restriction of future billboard development along this corridor is also paramount in preserving the character and appearance of this entryway.

US 18: The role of US Highway 18 is integral to the City as a transport route. Travelers are treated to a well defined edge from "county" to "city." However, the aesthetics of the development in the city at this edge

should be improved. Again, the City should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development.

Secondary Entryways

Jefferson has a number of secondary gateways, primarily lesser-used roads like CTH K and N. The secondary entryways into Jefferson are more subtle, and are generally experienced by local residents. However, as traffic increases on primary entryways, the City will likely observe increasing travel along these routes as well. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs should be very low key, if used at all.

Future Entryways

The STH 26 Bypass will redefine the primary gateways to Jefferson. With the completion of the Bypass, Jefferson will expand west to take advantage of the visibility and traffic generated by the new arterial. As such, a new set of community gateways will emerge at the three new interchanges. As these locations are currently undeveloped, the City has the ability to ensure that future development in these locations is at the highest possible level of quality to establish the best possible first impression of the community.

As the City expands eastward, US 18 will remain a primary gateway to Jefferson. However, the entry point will move out towards STH 89. The City intends for the area to be developed as planned mixed use with a combination of commercial, industrial, and residential uses. The City should plan for a long-term entry feature in this area and strive for high-quality development along the corridor.

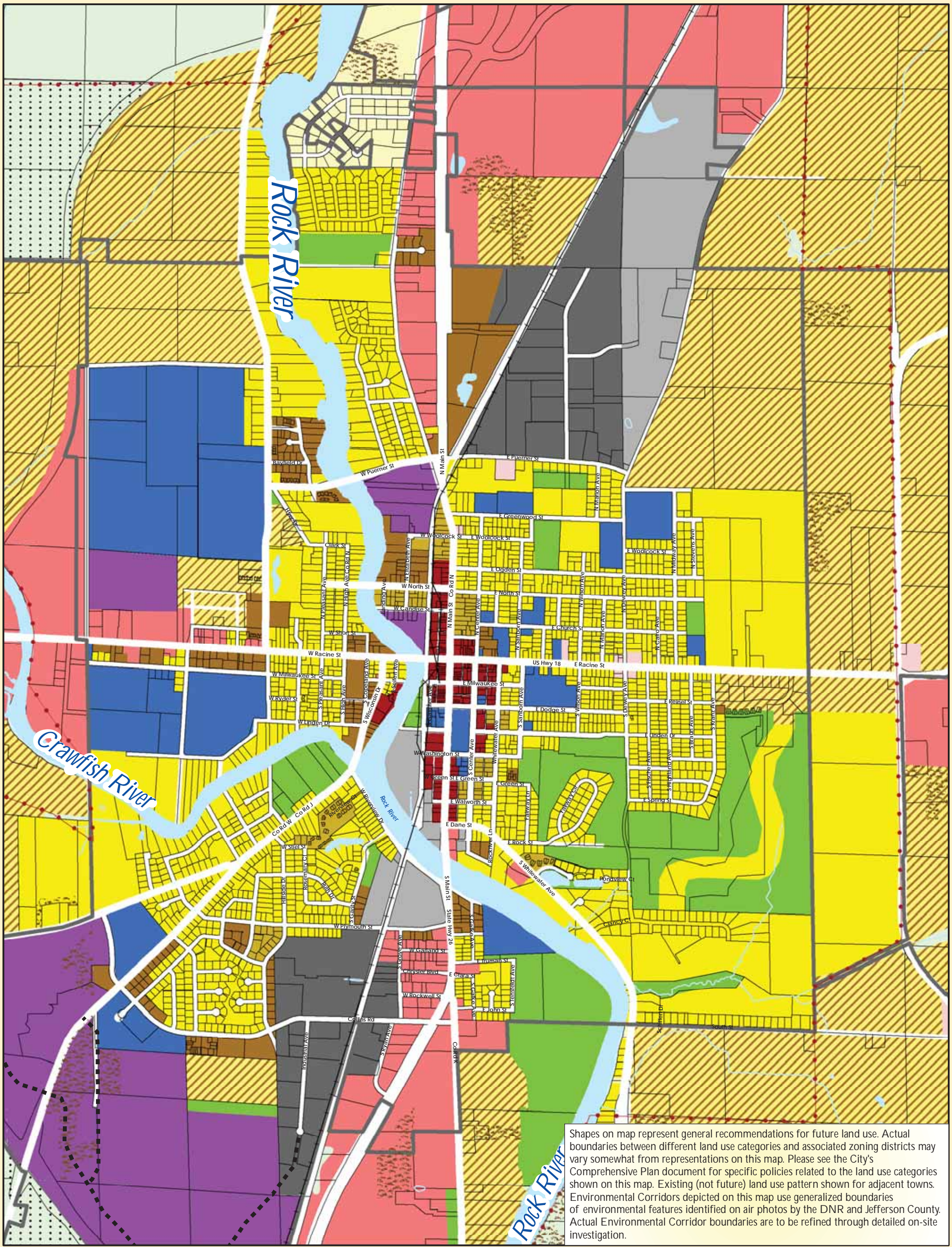
Community and River Character Corridors

In addition to the community gateways, Jefferson's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. As unique natural assets, special care should also be given to development along the river corridors.

Development along both types of corridors should be of high quality, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. Additionally, in river character corridors, special attention should be given to enhancing and preserving visual access to the rivers. These design standards should be incorporated into the zoning ordinance, to ensure consistency and compliance with these stated goals.

The community character corridors are shown on Map 7, and include existing STH 26, the future STH 26 Bypass, and USH 18. The river corridors include Whitewater Avenue, Riverview Drive, and Linden Drive. The City should ensure that design standards described above are codified in the zoning ordinance and applied to any new development proposal.

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Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and Jefferson County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.

City of Jefferson Comprehensive Plan 6a Future Land Use - City View

- Municipal Boundaries
- City of Jefferson Extraterritorial Boundary
- Urban Service Boundaries
- Parcels
- Future Roads
- Railroads
- Surface Water

- Agriculture/Rural
- Upland Woodlands
- Environmental Corridor
- Public Conservancy
- Park and Open Space
- Single Family Residential - Exurban
- Single Family Residential - Urban
- Two-Family/Townhouse Residential
- Mixed Residential
- Planned Neighborhood

- Neighborhood Commercial
- Planned Commercial
- Planned Mixed Use
- Downtown
- Light Industrial
- General Industrial
- Extraction
- Community Facilities
- Right of Way
- Long Range Urban Growth Area

1. Planned Commercial
2. Downtown
3. Mixed Residential
4. Light Industrial
5. Community Facilities

Sources: Jefferson County, Dane County, Dodge County, US Census

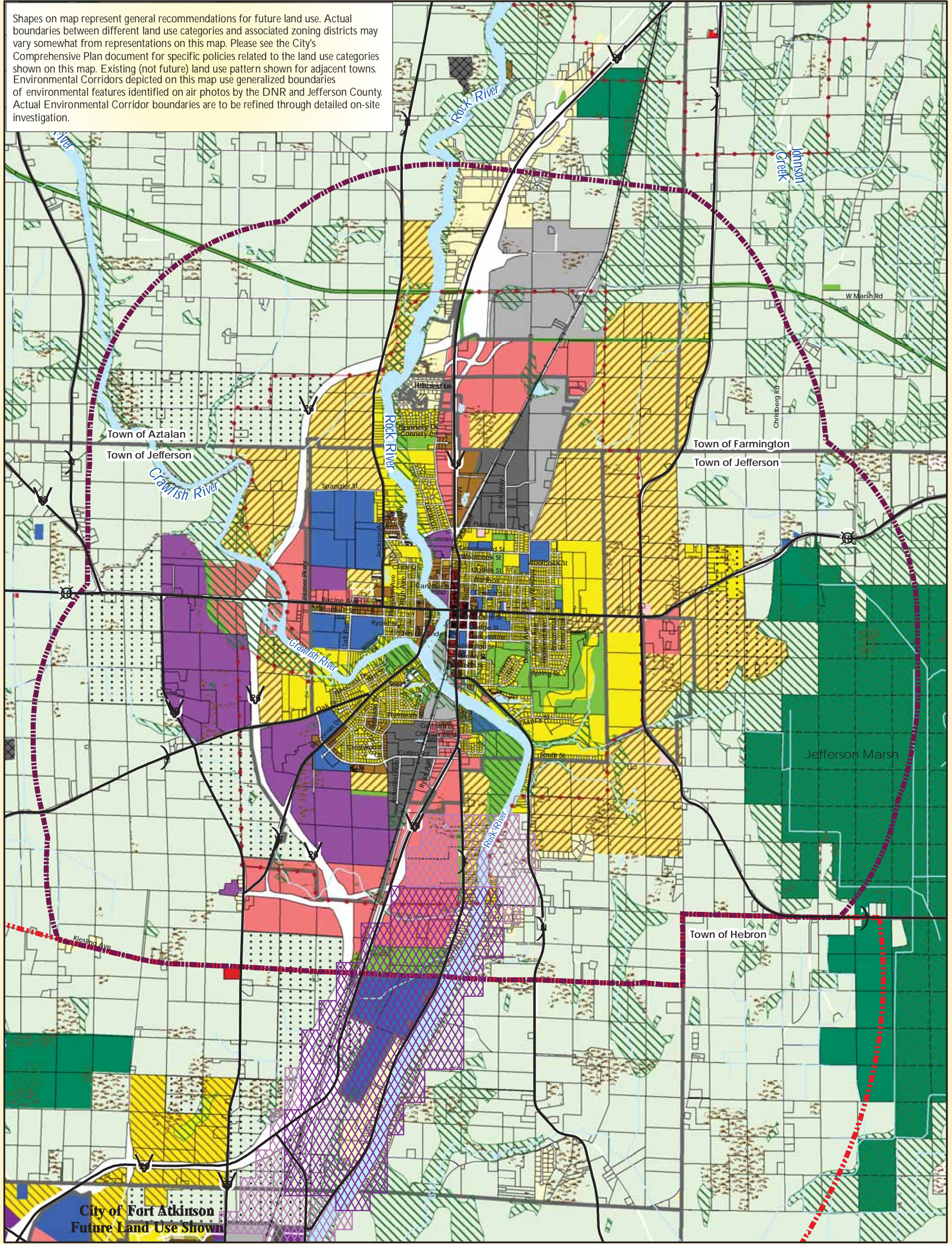
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Shapes on map represent general recommendations for future land use. Actual boundaries between different land use categories and associated zoning districts may vary somewhat from representations on this map. Please see the City's Comprehensive Plan document for specific policies related to the land use categories shown on this map. Existing (not future) land use pattern shown for adjacent towns. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified on air photos by the DNR and Jefferson County. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



City of Jefferson Comprehensive Plan 6b Future Land Use - ETJ View

- Municipal Boundaries
- Potential Jefferson Extraterritorial Boundary
- Potential Fort Atkinson Extraterritorial Boundary
- Urban Service Boundaries
- Parcels
- Major Roads
- Local Roads
- Railroads
- Surface Water
- Airport Zoning Structure Height Limitations
- <875 Feet Above Mean Sea Level
- 875-925 Feet

- Agriculture/Rural
- Upland Woodlands
- Environmental Corridor
- Public Conservancy
- Park and Open Space
- Single Family Residential - Exurban
- Single Family Residential - Urban
- Two-Family/Townhouse Residential
- Mixed Residential
- Planned Neighborhood

- Neighborhood Commercial
- Planned Commercial
- Planned Mixed Use
- Downtown
- Light Industrial
- General Industrial
- Extraction
- Community Facilities
- Right of Way
- Long Range Urban Growth Area

1. Planned Commercial
2. Downtown
3. Mixed Residential
4. Light Industrial
5. Community Facilities

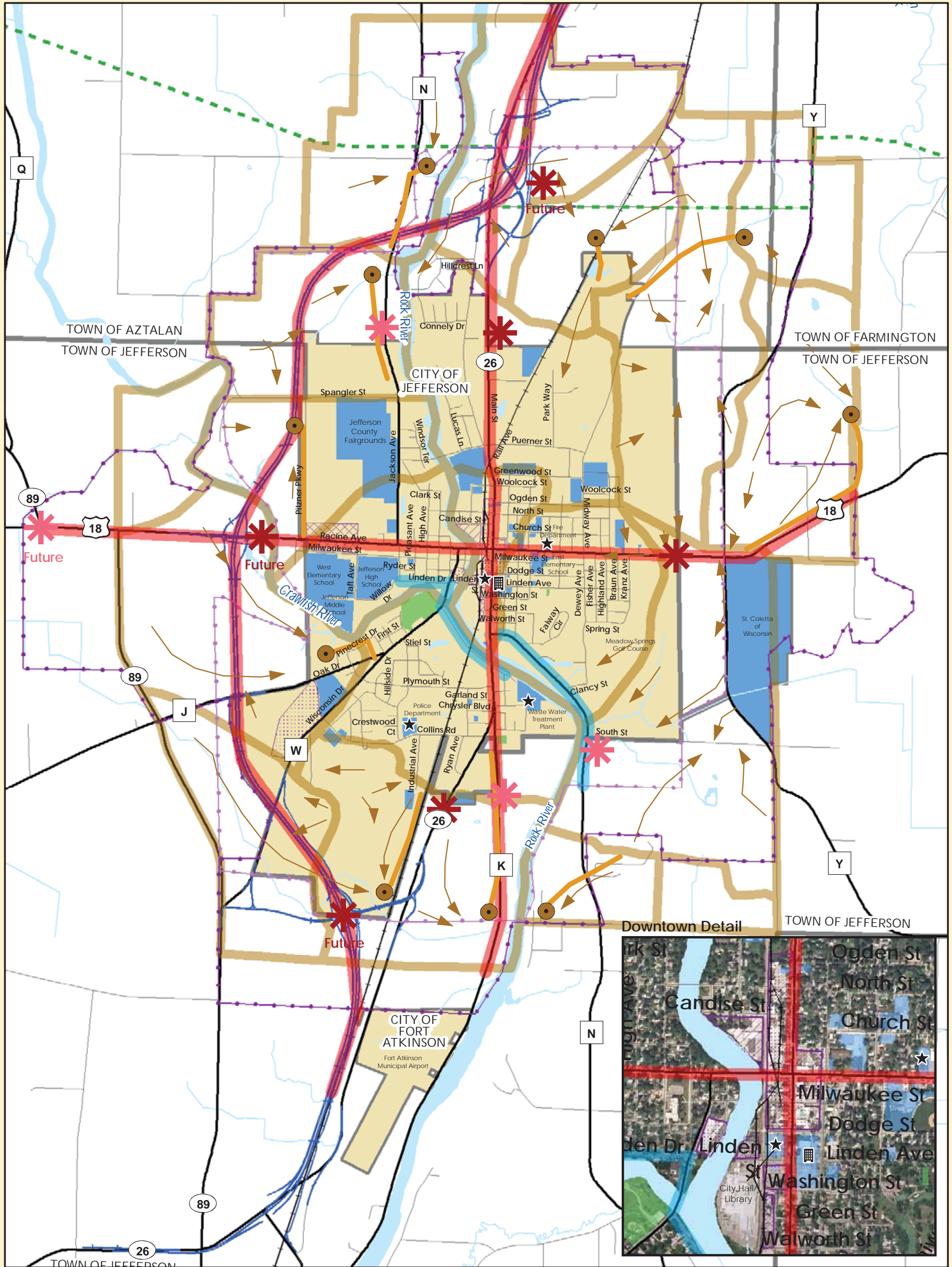
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Sources: Jefferson County, Dane County, Dodge County, US Census

0 1,250 2,500 5,000 Feet

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**City of Jefferson
Comprehensive Plan**

**7 Existing and Future Community Character
and Community Facilities**

- Cities and Villages
- Town Boundaries
- Urban Service Boundaries
- Hwy 26 Bypass
- Major Roads
- Local Roads
- Railroads
- Potential Future Urban Service Area

Community Character

- Primary Entry
- Secondary Entry
- Community Character Corridor
- River Character Corridor

Community Facilities

- Municipal Facilities
- County Building
- Community Facilities
- Parks and Open Space
- Glacial Drumlin State Trail

Redevelopment Opportunities

- Infill
- Redevelopment
- Rehabilitation

Utilities

- Potential Future Lift Stations
- Drainage Basins
- Recommended Force Mains
- Drainage Directions

Sources: Jefferson County, Dane County, Dodge County, US Census



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Chapter Four: Transportation

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

Existing Transportation Network

The City of Jefferson is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 8 shows existing and planned roadways in the City.

Roadways

The City of Jefferson is approximately 6 miles south of Interstate 94. I-94 serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis, La Crosse, and Madison with Milwaukee and Chicago. The Wisconsin Department of Transportation Corridors 2020 Plan designated the Interstate as a "backbone" route, which connects major population and economic centers.

State Trunk Highway 26 (Main Street) and United States Highway 18 (Racine Street) function as the City's arterials. STH 26 is the City's primary north-south minor arterial and is located in the center of Jefferson. USH 18 travels east-west and cuts through the middle portion of the City. Traffic volumes on STH 26 north of Greenwood Street increased 12.5 percent between 2000 and 2004. Traffic volumes on USH 18 just east of the Rock River increased only slightly between 2000 and 2004. County Trunk Highway N, K, W, J, and Y, and STH 89, also provide good access to area communities.

Future improvements to STH 26 will likely change its functional classification from a minor to a principal arterial. Section B of this Chapter includes a summary of the future STH 26 bypass.

Transportation Recommendations Summary

- Plan for interconnected streets connecting future development areas to the older parts of the City.
- Expand bicycling and walking opportunities in and near the City, especially along the Rock River.
- Update the City's Official Map based on the recommendations of this *Plan*.

Roadway Function Classification System

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

- **Principal Arterials:** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways (e.g. I-94).
- **Minor Arterials:** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials (e.g. STH 26).
- **Collectors:** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas (e.g. CTH J, K, N, W and Y; Collins Road and Dewey Avenue).
- **Local Streets:** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged (e.g. Highland Avenue).

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

Local streets are neighborhood roadways that provide access to individual homes and businesses, but do not serve as carriers of through traffic. In newer neighborhoods, local streets are often curvilinear so as to discourage through traffic and to provide a safer and more private street for residents.

Information on commuting patterns can be found in the Economic Development Chapter of this *Plan*.

Bridges

The City of Jefferson has two state-maintained bridges; one located on STH 26 and one on USH 18, both passing over the Rock River. The State maintains condition reports for these structures. Locally maintained bridges include Wisconsin Drive over the Crawfish River, Puerner Street over the Rock River, and two pedestrian bridges over the Rock River.

Airports

There are two airports with hard-surface runways in Jefferson County. The City of Watertown Airport is located at 1741 River Drive and has an average of 159 operations per day. The Fort Atkinson Municipal Airport is located at N3465 County Road K in Jefferson and has an average of 30 operations per day.

Located 40 miles west of Jefferson in Madison, the Dane County Regional Airport (DCRA) offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area. Renovations completed in June 2006 have increased the total square footage from 126,000 to 278,000 in the passenger terminal, expanding additional counter queuing areas, baggage claim areas and restaurants and shops. Annually, there are nearly 116,000 aircraft landings and takeoffs from three runways. DCRA is served by 13 commercial air carriers with over 100 scheduled flights per day and two air freight airlines.

General Mitchell International Airport in Milwaukee is located about 50 miles east of Jefferson. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International.

Rail

The Union Pacific Railroad operates the freight line through the City of Jefferson. The main line for this railroad runs from Chicago to the Twin Cities through Dodge County to the north. The branch that serves Jefferson is known as the "secondary local 2 line" and deviates from the main line at the Clyman Junction in the Town of Clyman, Dodge County.

Passenger rail service is available in Milwaukee, and the Hiawatha Amtrak passenger trains connect Chicago and Minneapolis through Watertown and Ixonia. The closest passenger rail service stop is located in the City of Columbus in Columbia County.

The Canadian Pacific Railroad branch line that runs through Watertown and Waterloo to the north has been identified as a potential future high speed passenger rail route, connecting Madison and Milwaukee, under the Midwest Regional Rail Initiative.

Bicycle and Pedestrian Facilities

The City of Jefferson is located in close proximity to the Glacial Drumlin State Trail, which traverses Jefferson County east to west and runs just north of the City. A segment of trail is missing immediately north of the City. Directional signs guide trail users on local and county roads to the other segment. There are ongoing efforts to acquire land to complete the trail.

The Glacial River Trail extends south from Downtown Fort Atkinson to the Jefferson/Rock County line.



The 1,000-mile Ice Age National Trail crosses the southeast corner of Jefferson County, on the trail segment between Janesville and the southern unit of the Kettle Moraine State Forest.

Public Transportation and Para-Transit

Shared-Ride Taxi service is available in the City of Jefferson. Additionally, Badger Coaches provide daily bus transportation between Madison and Milwaukee and offers regularly scheduled stops close to Jefferson in Johnson Creek.

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

Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Jefferson are handled by truck and rail. While there are no officially designated truck routes in the City, semi-trucks mainly travel along CTH N, J, W, USH 18, and Collins Road.

Review of City, State, and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the City.

STH 26 Corridor Study (ongoing)

WIS 26 is an important route connecting communities and major highways in Rock, Jefferson and Dodge counties. It is designated as a long-truck route in the National Highway System and as a connector route in WisDOT's State Highway Plan 2020. Under the plan, connector routes are given higher priority funding since they connect major regions and economic centers. WisDOT has completed the following studies and is planning improvements to the corridor to ensure safety and efficiency on this well-traveled highway:

- Bike route planning study (Janesville to Watertown)
- Corridor plan (Janesville to Waupun)
- Environmental Impact Statement (Janesville to Watertown)
- Expansion project (Janesville to WIS 60)

The adopted Plan includes bypasses of Milton, Jefferson, and Watertown, with the long range potential of an access-controlled four-lane highway. The approved alignment of the Jefferson bypass is depicted on the maps in this Plan.

City of Jefferson Comprehensive Outdoor Recreation Plan (1997)

The purpose of this plan is to guide decisions regarding recreational facility development and land acquisition. Transportation related recommendations including the construction of a Rock River corridor trail, a multi-use trail along the Crawfish River, a signed bike route through the northern portion of the City, and on-street bike lanes on East Puerner Street, North Dewey Avenue, West Plymouth Street, and North Jackson Avenue.

Jefferson County Agricultural Preservation and Land Use Plan (1999)

This plan provides a vision and guidelines for growth, development, and land preservation in Jefferson County over the next 20 years. In regards to transportation, the plan outlines existing facilities as well as general recommendations for improvements. Recommendations include the construction of a Highway 26 bypass around the City of Jefferson.

Jefferson County Bikeway/Pedestrianway Plan (1996)

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Jefferson. Specific recommendations for the City of Jefferson include the construction of a multi-use trail from North Street to Main Street along the Rock River, paving the shoulders of CTH N, and signing roads as local bike routes.

Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages (2005)

This document provides a review of general trail design guidelines recommended for Jefferson County trails, which include connectivity, wayfinding, viewsheds and vistas, meandering paths, visible road crossings, and signage. Using input from GIS analysis, stakeholders, and Jefferson County natural features, the plan proposes two potential trail routes for the western section of the County: a 26-mile Waterloo-Crawfish River Loop and an 18-mile Fort Atkinson Loop. The plan also includes recommendations for several additional trail connections throughout the County. Specific recommendations for the City of Jefferson area include a trail connection from Jefferson to the Jefferson County Marsh to the Glacial Drumlin trail and Jefferson to Fort Atkinson/Glacial River Trail.

Wisconsin State Highway Plan (2000)

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

Wisconsin Southwest Region Highway Improvement Program (2006)

The WisDOT maintains a six-year improvement program for state and federal highways within the Region. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system that is administered and maintained by the Wisconsin Department of Transportation (WisDOT). The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which the roadways are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5% of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5% of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually.

Projects in the 6-year improvement program include the expansion of 50 miles of STH 26, from Janesville to STH 60 in Dodge County, as described above. As part of this project, bypasses will be constructed around Milton, Jefferson, and Watertown. **The STH 26** improvements include an expansion from two- to four lanes out from the City of Janesville to STH 60, just north of the City of Watertown. The STH 26 communities most likely to be directly affected by the two- to four-lane conversion are the rural areas located outside the cities of Fort Atkinson, Jefferson, Milton, and Watertown. In rural areas between the bypassed cities, STH 26 was typically kept "on-alignment" due to factors such as existing corridor conditions, safety/mobility needs, available right-of-way, and cost. Construction is planned to begin in 2009 for the City of Jefferson segment of the project.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

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

programs, and investments and provides essential links to key centers throughout the state. Translinks 21 will address the highways, airports, railroads, water ports and urban transportation systems that carry people and goods throughout Wisconsin.

This 1995 plan recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. This plan does not include any Jefferson-specific recommendations.

Wisconsin Department of Transportation Connections 2030

When completed, Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services for several modes of transportation, including car, rail, airplane, and transit. As the long-range transportation plan, the document will assist the state in prioritizing investments and assist WisDOT transportation districts in identifying future segments for more detailed corridor plans.

Wisconsin Bicycle Transportation Plan 2020 (1998)

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

Wisconsin Pedestrian Plan Policy 2020 (2002)

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

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest communities, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would use existing rail lines to connect these nine Midwest states.

As part of this initiative, a rail system is proposed to connect Milwaukee and Madison along the railway corridor that passes through Watertown and Waterloo, north of the City. However, because these systems are intended to provide high-speed connections between major cities (i.e. Madison, Milwaukee, Chicago), it is unlikely that rail stops will be planned for smaller communities along the proposed corridor.

Wisconsin State Airport System Plan 2020

This plan includes a general inventory of existing airport facilities in the state and provides a framework for the preservation and enhancement of a system of public-use airports to meet the current and future aviation needs of the state. It includes recommendations to upgrade existing facilities through runway extensions and replacements and facility improvements, but does not identify any new locations for airports to meet future needs. There are no recommendations related to the Fort Atkinson Municipal Airport.

Transportation Goals, Objectives, and Policies

Goal:

- a. Provide a safe, efficient transportation system that serves multiple users.
- b. Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Jefferson area.

Objectives:

- a. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.
- b. Ensure that transportation system improvements are coordinated with land development by scheduling transportation improvements that accommodate new developments without promoting unplanned or poorly planned development
- c. Provide a system of arterial and collector streets that will provide safe and efficient access to regional highways for both local and commuter traffic.
- d. Provide safe and efficient access between neighborhoods, employment centers, schools, service centers and recreational centers.
- e. Support safe biking and walking routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers.
- f. Consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, libraries, and community centers.
- g. Continue to utilize riverfront corridors for multi-use trail and walkway development.
- h. Provide for adequate on- and off-street parking facilities.
- i. Continue to participate on appropriate state, regional, county, and local transportation planning efforts that may have an impact on the City and its transportation system, including initiatives related to air, water, and truck transportation.
- j. Work with local, county, and state agencies to provide the highest quality route for the Glacial Drumlin State Trail.



Policies:

- a. Follow STH 26 preservation policy recommendations related to access control and site design.
- b. Work towards implementing the City of Jefferson Comprehensive Park and Outdoor Recreation Plan, the Jefferson County Bikeway/Pedestrianway Plan, and state bike transportation plans.
- c. Encourage the development of selected through collector streets in neighborhoods that will provide safe and efficient access to major arterials, meeting design standards included earlier in this Chapter.
- d. Discourage the use of cul-de-sacs with would force traffic onto a limited number of through streets.
- e. Require all new streets in the City to be designed to provide safe and efficient access by City maintenance and public safety vehicles.
- f. Preserve sufficient public street right-of-way to allow for needed street updates and improvements.

- g. Require traffic impact analyses for large subdivision, commercial, and industrial projects to determine on and off-site impact.
- h. Require sidewalks or other alternative pedestrian pathways in all new developments and retrofit these along appropriate arterials and collector streets.
- i. Expand and maintain the comprehensive community wide wayfinding signage system in order to better direct travelers to key destinations in the community.
- j. Whenever possible, aesthetic improvements such as canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, benches, etc. shall be included in all arterial and collector street construction and reconstruction projects.
- k. Working in conjunction with surrounding governments, update the City's Official Map to reserve right-of-ways for future arterial and collector streets, pedestrian and bicycle paths, bridges, riverwalks, rail lines, airport facilities, and other transportation-related features based on the recommendations of this Plan.
- l. Participate in regional efforts to provide para-transit (elderly/disabled) and public transit services within the City and to other Jefferson County communities.
- m. Ensure adequate Downtown parking and off-street parking for new developments to alleviate congestion of public rights-of-way. The City may wish to revisit the parking requirements in the zoning code.
- n. Coordinate with other units of government on other forms of transportation, such as transit, rail, air, trucks, and water.

Transportation Programs and Recommendations

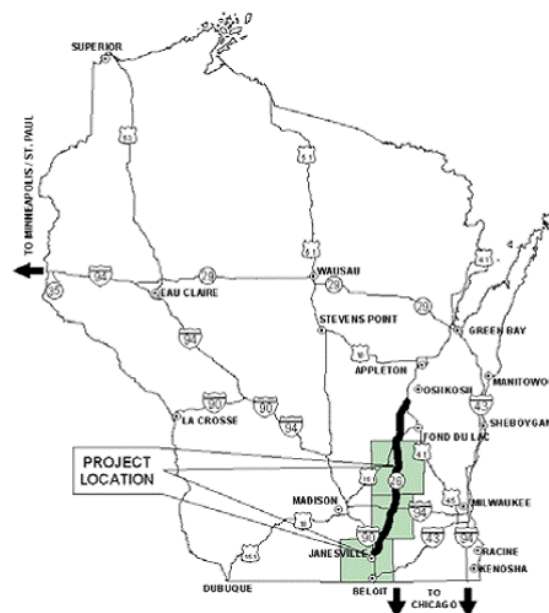
This section builds from the policies identified above, and suggests particular actions, positions, and programs that the City intends to undertake over the next 20 years.

1. Transportation System Improvements

The transportation system improvements recommendations are intended to be used in conjunction with the land use recommendations presented in the previous chapter of this *Plan*. The Existing and Planned Transportation System Improvements map (Map 8) shows conceptual alignments of new proposed streets to serve future planned development areas.

Construction of new roads should coincide with new subdivision development, and normally be the responsibility of the subdivider. Sidewalks are encouraged along all the road extensions shown on Map 8.

In general, roadways within Jefferson should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire service, street maintenance, and snow plowing. All new subdivisions should be designed with road connections to future planned subdivisions; cul-de-sacs should be avoided unless



natural features (e.g., topography, wetlands) prevent the extension or looping of a through roadway.

Recommended street system improvements are listed below and shown on the Transportation System Improvements map:

- Work closely with WisDOT for the completion of the STH 26 Bypass so that the facility fulfills purpose and need requirements and is consistent with the recommendations of the City of Jefferson Comprehensive Plan. The planned STH 26 Bypass will redirect STH 26 from Downtown Jefferson to the west edge of the City boundary. The bypass will reduce commercial truck and pass-through traffic Downtown which will provide the community with an opportunity to focus on Downtown reinvestment and redevelopment. Traffic reduction will allow Downtown to become a pedestrian, bicycle, and residential friendly atmosphere. On the other hand, the reduced traffic Downtown will also reduce the visibility of Downtown businesses and services. To manage this shift, Downtown businesses will need to plan for increased coordination and marketing.
- The City should plan for a western extension of Collins Road north of Oak Drive. This facility should be officially mapped with a minimum right of way of 100 feet.
- The City should plan for a new north-south collector street parallel with and west of CTH Y. This facility should be officially mapped with a minimum right of way of 100 feet.
- The City should plan for the extension of Puerner Street east of Dewey Road to CTH Y. This facility should be officially mapped with a minimum right of way of 80 feet.
- The City should plan for a new collector street roughly parallel to and on the east side of the STH 26 Bypass to serve future development in this area. This facility should be officially mapped with a minimum right of way of 100 feet. A “reverse frontage road” located 300-600 feet from STH 26 is the preferred general location.
- Prior to the development of lands designated as Planned Neighborhood on the Future Land Use Map, the City shall require developers to work with City staff to develop a street system plan for the proposed new neighborhood.
- The City should adopt an access control ordinance that applies to all arterial streets within the City and its ETJ area.

2. Official Mapping

Recommended street system improvements in the Jefferson planning area include adoption of an official map that identifies existing streets, expansions of existing street rights-of-way, rights-of-way for proposed new streets. Chapter 62.23 Wis. Stats. authorizes cities to create and adopt official maps for lands within the municipality and the extraterritorial jurisdiction of the municipality. The Existing and Planned Transportation System Improvements map (Map 8) depicts proposed right-of-way widths for major roads in the City and the extraterritorial area.

- The following streets should be officially mapped with rights-of-way from 80 feet to 100 feet:
 - West Spangler Street
 - North Jackson Avenue
 - Dewey Avenue north of Racine Street
 - Dewey Avenue south of Spring Street
 - Puerner Street
 - North Watertown Avenue
 - Vogel Road
 - West Junction Road
 - Riess Road
 - Popp Road

- Martin Road
- New southeast collector
- New southwest collector
- The following county highways within the Jefferson extraterritorial planning jurisdiction should be officially mapped with minimum rights-of-way of 100 feet:
 - CTH N
 - CTH K
 - CTH W
 - CTH J
 - CTH Y
 - CTH Q
- The following highways should be officially mapped with minimum rights-of-way of at least 120 feet depending upon the amount of existing development along the existing corridors:
 - USH 18
 - STH 26
 - STH 89

3. *Bike and Pedestrian Facilities*

Non-vehicular options are an important component of the overall transportation system. Bicycle and sidewalk route improvements should be integrated into public street improvements, wherever possible. Development of off-street recreation trails should be pursued in cooperation with public and private partners as opportunities arise through development, redevelopment, and preservation efforts.

Future Facilities

Map 8 includes the recommendations from the City of Jefferson Comprehensive Outdoor Recreation Plan, the Jefferson County Bikeway/Pedestrianway Plan, and the Downtown and Riverfront Redevelopment Plan.

Bicycle/pedestrian trails are proposed along both sides of the Rock River from Puerner Street to Main Street. Other proposed routes include connections to the Glacial Drumlin Trail via Dewey Road on the east side of the City and Jackson Avenue on the west side.

Jefferson is fortunate to have two existing pedestrian bridges (Milwaukee Street and North Street) and one pending pedestrian bridge at Jackson Avenue. In the long-term, additional pedestrian bridges could be constructed to connect the community to the island in the Rock River.



Design Guidelines

Although this *Plan* presents general recommendations regarding locations for future trails and bike routes, more formal and detailed recommendations regarding type and location would require more in-depth analyses of the City's road network, including traffic patterns and street widths. Design recommendations are outlined in the following section.

When designing an on-street bicycle facility, the following factors should be carefully considered: traffic speed limits and volumes; number of heavy vehicles, such as trucks and buses, using the roadway; presence and

duration of on-street parking; number of intersections and commercial driveways along the route; width of the pavement, right-of-way and shoulder; and surface conditions of the roadway and shoulder.

Local streets are usually safe for most bicyclists (except young children) without widening the roadway due to their low traffic volumes and speed limits. Likewise, many collector streets can accommodate bicyclists without the need for special roadway designs. Twelve foot-wide streets are usually sufficient to meet the needs of bicyclists on low traffic volume, low speed streets. Shared-use streets usually include all streets with no special provisions for bicycle travel. Shared lane facilities usually do not have special signing for bicycles unless they are part of a comprehensive bicycle route system.

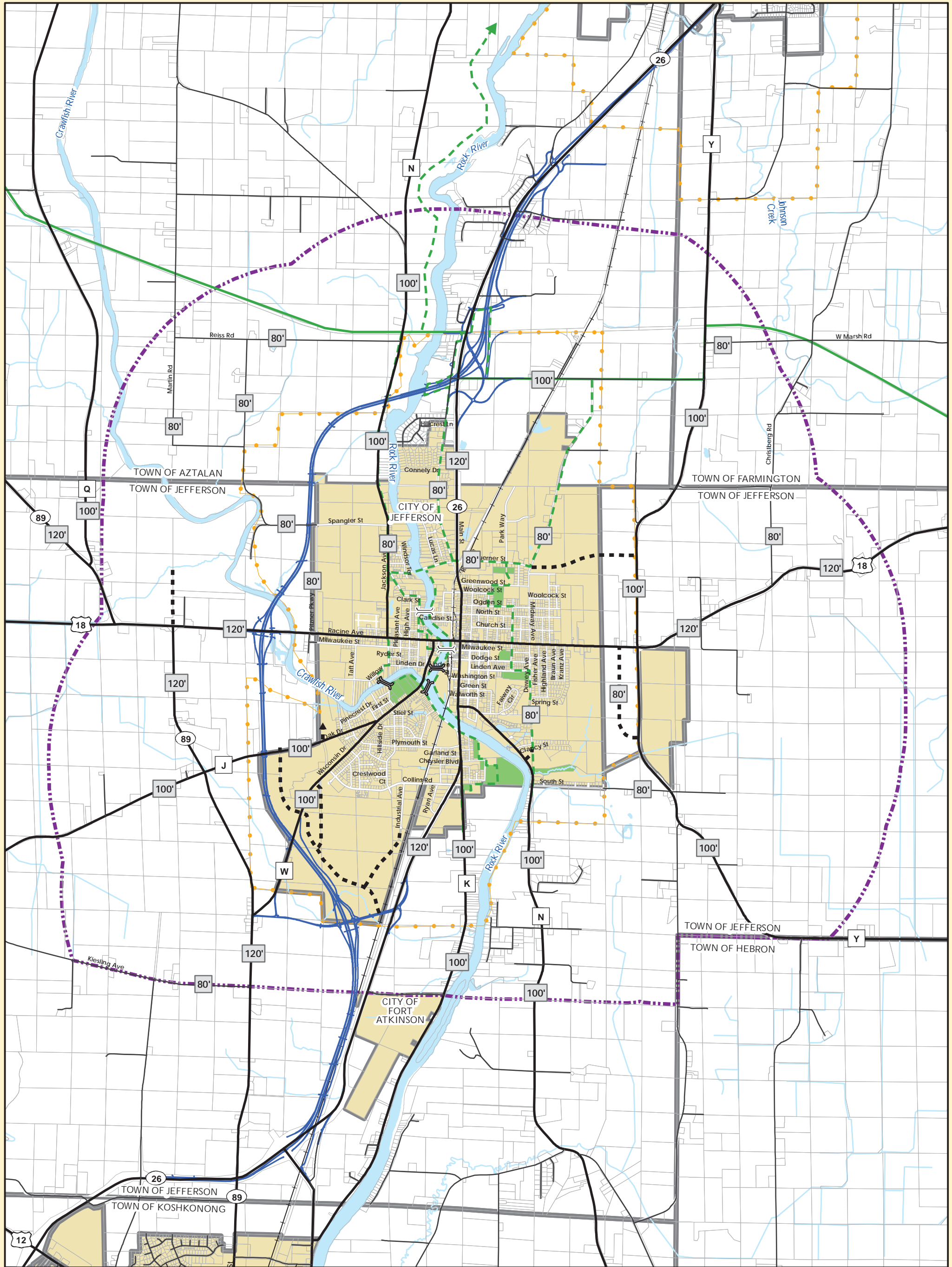
Bicycle lanes should always be one-way facilities carrying traffic in the same direction as adjacent motor vehicle traffic. Bicycle lanes should be a minimum of 4 feet wide excluding the curb and gutter. On streets where vehicular parking is prohibited, a bicycle lane with a minimum width of five feet should be provided, with at least four feet located to the left of the longitudinal joint between the pavement and gutter section. If a bicycle lane must be located on a street with speed limits in excess of 35 miles per hour, or on streets carrying a significant number of trucks or buses, a six foot-wide lane is recommended. Ideally, an off-street bicycle lane should be provided along heavily traveled streets with high traffic speeds and heavy volumes of truck traffic.

On streets where vehicular parking is permitted, bicycle lanes should be located between the outside motor vehicle travel lane and the parking lane. Both sides of the bicycle lane should be marked. A left-hand pavement stripe should be used to differentiate the motor vehicle lane from the bicycle lane and a right hand pavement stripe should be used to separate the bicycle lane from the parking lane. A minimum bicycle lane width of five feet should be provided, however, a lane width of six feet is recommended in order to provide cyclists with additional separation from parked motor vehicles and the danger presented by opening vehicle doors. Bicycle lanes should not be located between the curb and the parking lane since such a location reduces the visibility of bicyclists at intersections and increases the potential for motor vehicle conflicts and collisions.

4. Other Transportation Options

The City should continue to work with the County and other transportation providers to support other transportation options, including commuter facilities, para-transit for the growing elderly and disabled populations and transportation services for lower income workers. Available programs include:

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



**City of Jefferson
Comprehensive Plan**

**8 Existing and Future Transportation
System Improvements**

- Cities and Villages
- Town Boundaries
- Urban Service Boundaries
- Hwy 26 Bypass
- Major Roads
- Local Roads
- Railroads
- Glacial Drumlin State Trail

Transportation Improvements

- Conceptual Future Road
- Future Trail
- Existing Pedestrian Bridge
- Future Pedestrian Bridge
- Proposed Official Map Right-of-Way Widths

Sources: Jefferson County, Dane County,
Dodge County, US Census



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Chapter Five: Utilities and Community Facilities

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Jefferson. Map 7 highlights several of the utilities and facilities described below.

Utilities and Community Facilities

Recommendations Summary

- Collaborate with Jefferson County to keep the County courthouse, offices, and other services downtown.
- Finalize and implement the Comprehensive Outdoor Recreation Plan.
- Consider conducting need studies for the library and museum.

Existing Utility and Community Facilities

City Administration

The City Hall is located at 317 South Main Street in Downtown Jefferson. This building houses the offices of the City mayor, clerk, engineer, treasurer, library, and park and recreation department.

Police Facilities

The City Police Department is located at 425 Collins Road. The Police Department has 17 uniformed officers, 4 dispatchers, and 2 administrative and support staff. Jefferson has 24-hour police service with a minimum of two officers per shift. The facility, constructed in 2001, will meet the needs of the City through the planning period.



Fire Department

The City of Jefferson Fire Station is located at 351 East Racine Street and services residents in the City of Jefferson and the Towns of Jefferson, Hebron, Aztalan, and Farmington. The Department is staffed by 45 volunteer firefighters.

Emergency Medical Services

The City of Jefferson Emergency Medical Services is located at 121 West Racine Street. Established in 2002, there are currently three full time emergency medical responders and numerous paid on-call volunteers serving the City of Jefferson and surrounding Towns.

Public Parks and Open Spaces

The City of Jefferson owns and maintains 12 parks, totaling 76.2 acres of developed open space. Facilities include the Family Aquatic Center that features a pool with zero depth, heated water and a 120 foot water slide; 4 tennis courts; one baseball diamonds; two softball diamonds; two Little League diamonds and two basketball courts. There are sand volleyball courts, an ice skating rink, a skateboard facility, a warming shelter, playground areas and picnic shelters.

The City Recreation Department offers over 40 year-round programs for youth, adults and senior citizens. The Senior Center provides monthly specialty day trips and daily activities including but not limited to health care classes, card games, educational sessions, networking groups, and special events. The Department also houses the County Nutrition Site.



Library

The Jefferson Public Library is located at 321 S. Main Street and is connected to City Hall. In addition to books, the library loans videos, DVDs, books on tape and CD, magazines, and provides access to the Internet and several online databases through five public-access computers.

Jefferson Public Library is a member of the Mid-Wisconsin Federated Library System (MWFLS) and the Jefferson County Library Service. In January, 2007, MWFLS will be joining the Lakeshores Library System (consisting of Racine and Walworth Counties) to form a 44-library consortium to provide even greater resource-sharing.

Constructed in 1985, the Library was designed to meet the needs of the community for 15 to 20 years. Options for expansion will need to be considered during the planning period.

Water Supply, Wastewater Treatment, and Stormwater Management

All land in the City is served by municipal sewer and water. Properties located outside the City are served by private wells and individual on-site wastewater treatment systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields.

The City's wastewater treatment facility is located at 221 East Henry Street. The plant's latest upgrade was in 2003 and is designed to treat 2.5 million gallons per day. The municipal water system includes four deep water wells and two elevated 750,000 gallons reservoirs. The City recently established a stormwater utility, managed by the Public Works Department.

Solid Waste Disposal and Recycling

The City of Jefferson contracts with John's Disposal Service for the City's refuse collection and recycling needs. Garbage is collected on a weekly basis and hauled to the Mallard Ridge Landfill located in the Town of Delavan.

Schools

The City of Jefferson and its Planning Area is entirely within the Jefferson School District, as depicted in Figure 14. This school district also serves children in portions of the Towns of Jefferson, Aztalan, Farmington, Hebron, Sullivan, Concord, and Oakland. According to the Wisconsin Department of Public Instruction, enrollments have remained relatively steady over the past 5 years.

There are also two parochial schools located in Jefferson: St. John the Baptist School and St. Johns Evangelical Lutheran School. Both schools serve children in Kindergarten through 8th grade.



Figure 14: Jefferson School District Boundaries

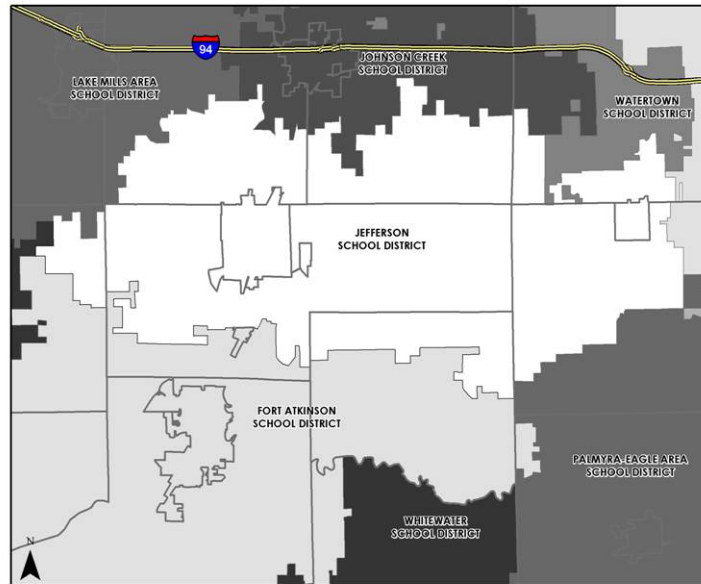


Figure 15: Jefferson School District Enrollment, 2001-2006

Name	Location	2001	2002	2003	2004	2005	2006
East Elementary	120 S. Sanborn Avenue	283	276	286	278	286	298
West Elementary	900 W. Milwaukee Street	244	246	234	241	270	265
Sullivan Elementary	618 Bakertown Road	226	210	212	215	217	217
Jefferson Middle School	501 S. Taft Avenue	379	379	374	391	367	373
Jefferson High School	700 W. Milwaukee Street	594	593	596	598	622	619
Jefferson County Alternative	700 W. Milwaukee Street	NA	11	9	5	NA	NA
Total		1,726	1,715	1,693	1,728	1,762	1,772

Source: Wisconsin Department of Public Instruction, 2006

County Facilities

The Jefferson County Courthouse is located at 320 South Main Street. This facility includes the County treasurer and clerk offices. The Jefferson County Sheriff’s office is located immediately south of the Courthouse at 411 South Center Avenue. The County Fairgrounds are located in the northwest portion of the City on Jackson Avenue. The Highway Department is located at 141 West Woolcock Street.

Health Care Services and Child Care Facilities

Residents are served by the Fort HealthCare - Jefferson Family Practice Clinic located at 840 West Racine Street and Sylvan Crossings at 279 North Jackson Avenue, which specializes in the care of older adults and is licensed by the State of Wisconsin. The nearest full service medical facility is the Fort Memorial Hospital in Fort Atkinson.

Child care services are available through Kiddie Kollege Preschool & Daycare at 159 West Garland Street and Rainbow Day Care at 405 North Main Street.

Senior Center

Located at 859 Collins Road, the Jefferson Senior Center offers a variety of activities for older adults Monday through Friday from 8:00 a.m. to 4:30 p.m. Senior-oriented programs include education, recreation, arts and crafts, trips, and exercise and health.

*St. Coletta*

Founded in 1904 by the Sisters of St. Francis of Assisi-Milwaukee, St. Coletta provides programs for people with disabilities and senior citizens. Headquartered in the City of Jefferson, St. Coletta currently operates in communities throughout southern Wisconsin and Illinois. The nature of the campus is changing with a portion of it possibly being sold for development in the future. However, St. Coletta will continue to have a presence in the City.

Telecommunications and Power Distribution

There are two cellular towers in the City: on the water tower property in the northeast portion of the City, and another in the central portion of the City.

Both AT&T and Charter Communications offer telephone, internet, and cable services to the City of Jefferson.

Electricity is provided by Jefferson Utilities, a member of the Wisconsin Public Power Inc. Jefferson Utilities, a municipally owned company, is located at 425 Collins Road. High voltage electric transmission lines are provided by the American Transmission Company. WPPI supplies the power requirements of its members by generating power from its own plants, purchasing power from others and purchasing power from plants operated by three of its members

Cemeteries

There are three cemeteries in Jefferson: Saint John Cemetery, Union Cemetery, and Greenwood Cemetery.

Meadow Springs Golf Course

This 18-hole golf course is at 424 S Sanborn Avenue. Since its rebirth in 1998, Meadow Springs has upgraded the facilities with a major addition to the Clubhouse and doubled the size of the putting green and, added a lovely patio for the enjoyment of members and guests.

Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

- a. Coordinate utility and community facility systems planning with land use, transportation, natural resource, and recreation planning.
- b. Preserve the City's sense of community and quality of life through maintaining and enhancing access to public services and utilities.

Objectives:

- a. Provide adequate government services and facilities necessary to maintain a high quality living and working environment.
- b. Retain government uses, especially the County Courthouse and offices, in the "civic core" of the City centered on the Downtown area.
- c. Provide community services and facilities in a logical, reliable, efficient, and cost-effective manner to serve a compact development pattern.

- d. Assure that the costs for new community services, facilities, and utilities are distributed fairly and equitably.
- e. Maximize the use of existing utilities (such as public water, sanitary sewer, and power lines) and facilities within the City, and plan for orderly extension of municipal utilities within the Urban Service Area.
- f. Respect natural features and conditions in the design and location of this orderly extension of utilities.
- g. Work with the school district to ensure adequate school facilities to serve the growing Jefferson area.

Policies:

- a. Require developers and sub-dividers to install utilities and provide sites for needed elements of the public infrastructure concurrent with land development.
- b. Direct the location and timing of new development to areas that can be efficiently and cost effectively served by community facilities, services, and infrastructure.
- c. Encourage urban development to be located within the City of Jefferson where it can be served with a full range of municipal services including police, fire, emergency rescue, sanitary sewer, water, and stormwater management.
- d. Require all new development in the City to make provision for handling stormwater by either providing on-site facilities or contributing to the provision of regional facilities proportional to the development's run-off. These facilities should be constructed prior to commencement of development.
- e. Limit low density, unsewered development in the unincorporated areas surrounding the City.
- f. Ensure the proper ongoing maintenance of existing on-site wastewater treatment systems in the City, and require all future development in the City to connect to public sanitary sewer service.
- g. Follow the City's Comprehensive Park and Outdoor Recreation Plan when making decisions related to the park system, and update that plan every five years.
- h. Continue to implement impact fees, dedications, and other forms of developer exactions and fees to assure that new development pays for its proportional share of the cost of providing utilities and other community facilities.
- i. Coordinate with the Jefferson School District on identifying for and planning future school facilities.
- j. Explore options to expand library facilities to meet future need.
- k. Study the viability of technological infrastructure, such as wi-fi, to provide access to technology City-wide.
- l. Continue to promote private development of child and health care facilities and needed.
- m. Continue to contract with private companies for cemeteries, solid waste disposal and recycling services.

Utilities and Community Facilities Programs and Recommendations

1. Coordinate Future Land Development with Public Utilities

The *City of Jefferson Comprehensive Plan* includes a basic policy that no urban development shall occur within the City of Jefferson's planning area unless it is within the City's corporate limits and is served by the City's utility systems (i.e. sanitary sewer, municipal water). Map 7 identifies drainage direction and basin boundaries, potential future lift stations, and recommended force mains. The utility recommendations in this *Plan* are intended to provide guidance regarding which areas within the City's planning area can be most efficiently served with municipal sanitary sewer and water. The City should work with surrounding communities to coordinate future land development with planned extensions to the public sanitary sewer and water systems,

guiding urban development into areas in and close to the City. This approach will maximize the considerable investment that has already been made into public utilities and result in more compact, higher value commercial, industrial, and residential uses.

2. *Retain County Facilities in the Civic Core*

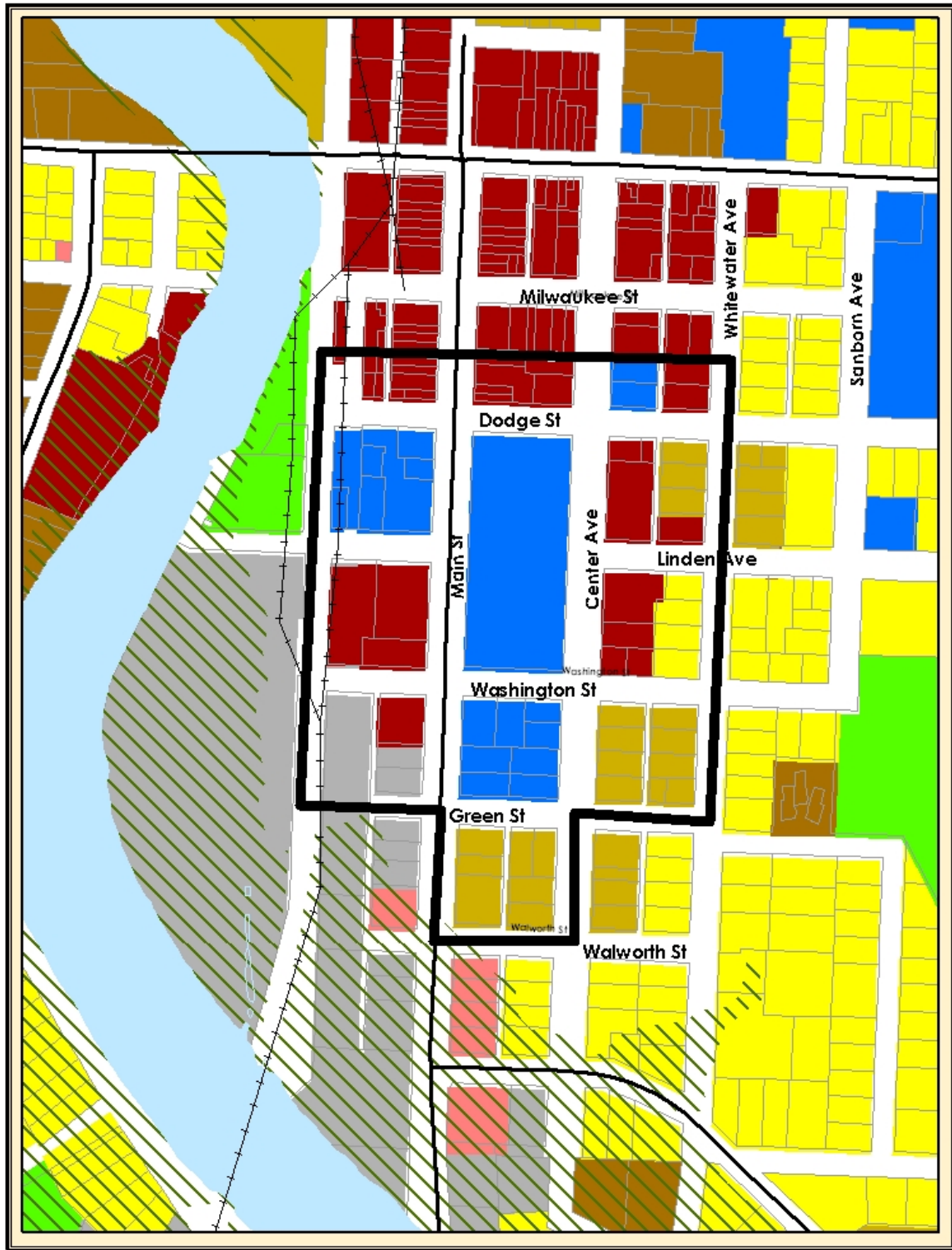
The City of Jefferson is fortunate to be the county seat, the location of Jefferson County offices, courts, and services. The location of both County and City offices Downtown creates a civic core that is beneficial to both the City and County and critical to the long term economic health of the community. At this time the City has the opportunity to capitalize on this asset while also working cooperatively with the County to ensure their facility needs are met. The City will collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown. To revitalize Downtown Jefferson, it is critical that Downtown remains the civic core that it is today. Figure 16 depicts the potential civic core expansion area, within which the County offices could expand if necessary.

In addition, Jefferson is home to the newly updated Jefferson County Fair Park, Jefferson Countryside Home nursing facility, and the recently master planned 645-acre Jefferson County Countryside Farm, located within the Urban Service Area. The City will work with County Fair Park representatives to retain this use in the City. Map 6 identifies areas for potential future expansion adjacent to the existing Fair Park.

The Importance of Retaining Civic Uses in Downtowns

- Anchors the downtown as the center of activity in the community—a civic gathering place.
- Increased traffic and activity spurs business development.
- Municipal employees provide a market for service and retail businesses.
- Attracts related businesses/services (e.g. attorneys, title companies, appraisers).
- Civic buildings contribute to an attractive environment for residents.
- Communicates commitment to the future of downtown.
- Finding reuse for municipal buildings is difficult which may lead to disinvestment in the area.

Figure 16: Potential Civic Core Expansion Area



3. *Finalize and Implement the Comprehensive Outdoor Recreation Plan*

The City is currently working on an update to its Comprehensive Outdoor Recreation Plan, which will provide a comprehensive evaluation and recommendations to address the interest in park space, and should be referred to as the guide for future park system recommendations. Over the next 20 years, to maintain its current park standards, the City will likely acquire and/or develop new parkland and make improvements to several existing parks.

Still, each Comprehensive Outdoor Recreation Plan focuses particularly on the next five year period, while this *Comprehensive Plan* identifies proposed growth patterns over the next 20 years. General proposed locations for future parks to serve longer-term growth are depicted on Map 7. With the next update of the Comprehensive Outdoor Recreation Plan in 2012, ideas regarding the park and recreational needs of future growth areas—as presented in Map 6—should be considered.

4. *Continue to Include the School District in Future Planning Decisions*

The City should continue to coordinate land use and development decisions with the Jefferson School District's long-range planning efforts and should include a School District Representative on the City Plan Commission to facilitate collaboration on planning issues.

Although school district enrollment has remained relatively steady in recent years, it is likely that over the course of this planning period the District will need to consider the acquisition of land for new school facilities. The City will work with the District to proactively identify an appropriate site for the school before land costs escalate and or other development occurs in the most desirable areas. Such a site would likely be located on the south side of the City. The City and School District may consider the development of a combination community park/school site, which may allow for efficiencies in construction and maintenance costs.

5. *Consider Conducting a Library Facility Needs Study*

The Jefferson library was opened in 1985 and was designed to meet the community's needs for 15 to 20 years. As a result of increasing demand and use since opening, the facility is rapidly reaching capacity. The City should consider conducting a facility needs study, considering expansion or relocation of the current facilities. The library is currently located in the “civic core” of the City and it is in the City's best interest to *keep this use in the Downtown area*. A future library site should have sufficient land for the building on-site parking, public and service entrances, and future expansion. The library will serve as a gathering place for the community and benefit surrounding commercial, office, and institutional facilities by



serving as a destination for a diverse range of population. The City will consider co-locating the library and the museum to make efficient use of both physical plant and staffing resources.

6. *Consider Conducting a Museum Facility Needs Study*

The Jefferson Historical Society Museum moved from the Baker Town School to its current location in the lower level of City Hall in 2004. The Society holds an archive of photographs and a collection of historic artifacts, including information about local schools and churches. The museum has insufficient display and storage space. The City should consider conducting a facility needs study, considering relocation of the

current facilities. The museum is currently located in the “civic core” of the City and it is in the City’s best interest to *keep this use in the Downtown area*. Similar to the library, a future museum site should have sufficient land for the building on-site parking, public and service entrances, and future expansion. The museum itself should have space for displays, meeting rooms, administrative space, and climate-controlled storage space. The City will consider co-locating the library and the museum to make efficient use of both physical plant and staffing resources.

7. Enhance Access to Technology in the Community

Communities across the country are recognizing the importance of wireless and high speed internet access to quality of life for residents, and as an economic development tool to attract and retain technology-based employers and employees. The City should consider a multi-jurisdictional effort or work with private utility companies to develop a Technology Master Plan for the Jefferson area. A Technology Master Plan would study what the current and emerging technology needs are, and identify how to most efficiently provide these services. One purpose is to form a telecommunications “fiber ring” around the City, including the industrial and office/business parks, schools, and libraries. The City may also consider revising the land division ordinance to include provision for installation of high-technology communications infrastructure, such as fiber optic lines, in new subdivisions.



8. *Generally Follow the Timetable Shown in Figure 17 to Create, Expand or Rehabilitate Community Facilities and Utilities*

Figure 17: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities

Utility or Facility	Timeframe for Improvements	Description
Water Supply	Ongoing	Improve water storage capacity and the distribution system as necessary to serve development.
Sanitary Sewer	Ongoing	Extend interceptors as necessary and cost feasible to serve development.
Solid Waste Disposal/Recycling	Ongoing	Continue to contract with a private company for collection service.
Stormwater Management	Ongoing	Continue to require compliance with quantity and quality components for all developments to mitigate flooding concerns and improve overall ground and surface water quality.
	Ongoing	Update stormwater management plan, ordinance, and/or utility as needed.
Police Protection, Fire Protection, and EMS Services	2008-2009	Ensure that facilities meet long term needs.
Library	2008-2009	Consider conducting a facility needs study, considering expansion or relocation of the current facilities.
Museum	2008-2009	Consider conducting a facility needs study, considering relocation of the current facilities.
Medical Facilities	Ongoing	Encourage improvements to existing facilities as needed.
Schools	Ongoing	Continue to coordinate and communicate with the School District on issues of mutual concern.
Parks & Recreation	2008-2012	Implement recommendations of Comprehensive Outdoor Recreation Plan.
	2012, 2017	Update Comprehensive Outdoor Recreation Plan.
Telecommunication Facilities	2010-2013	Consider developing a Technology Master Plan.
Power Plants/Transmission Lines	Ongoing	Continue to work with the American Transmission Company on issues related to the location or upgrade of transmission lines or power substations in and near the City.
Cemeteries	Ongoing	Private parties will add to cemeteries as needed. City does not expect expansion of City cemeteries.
Child Care	Ongoing	Area child care facilities are projected to expand to meet needs, serving new development and employment areas.

Chapter Six: Housing and Neighborhood Development

A community’s housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land use in the developed portions of Jefferson (roughly 32 percent of the total land area). Housing not only provides shelter, but neighborhoods also help to establish a community’s sense of place.

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City, along with high-quality neighborhoods.

Housing and Neighborhood Development Recommendations Summary

- Support policies and programs that provide high-quality, affordable housing options in the community.
- Consider detailed design guidelines for all new or expanded multi-family residential developments.

Existing Housing Framework

From 1990 to 2000, the City’s total housing stock increased nearly 19 percent, from 2,473 to 2,933 housing units. On average, the City added about 46 new housing units per year between 1990 and 2000. As shown in Figure 18, most housing units in Jefferson are single family homes. The proportion of single family homes was stable between 1990 and 2000 at 61 percent. The percentage of multi-family units in the City increased moderately from 1990 to 2000, while the number of duplexes and mobile homes decreased.

Figure 18: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family (detached and attached)	1,505	60.8	1,782	60.7
Two Family (Duplex)	268	10.8	245	8.3
Multi-Family	520	21.0	759	26.0
Mobile Home	180	7.4	147	5.0
Total	2,473	100	2933	100

Source: U.S. Census of Population and Housing, 1990 & 2000

Figure 19 compares other 2000 housing stock characteristics in Jefferson with surrounding communities and Jefferson County. In 2000, Jefferson had a low average vacancy rate compared to surrounding communities. The percent of owner-occupied housing units in the City was 60.8 percent, which is less than all other communities listed. The City of Jefferson has an affordable rental market with a median monthly rent of \$554, which is one of the lowest when compared to nearby communities.

Figure 19: Household Characteristics Comparison

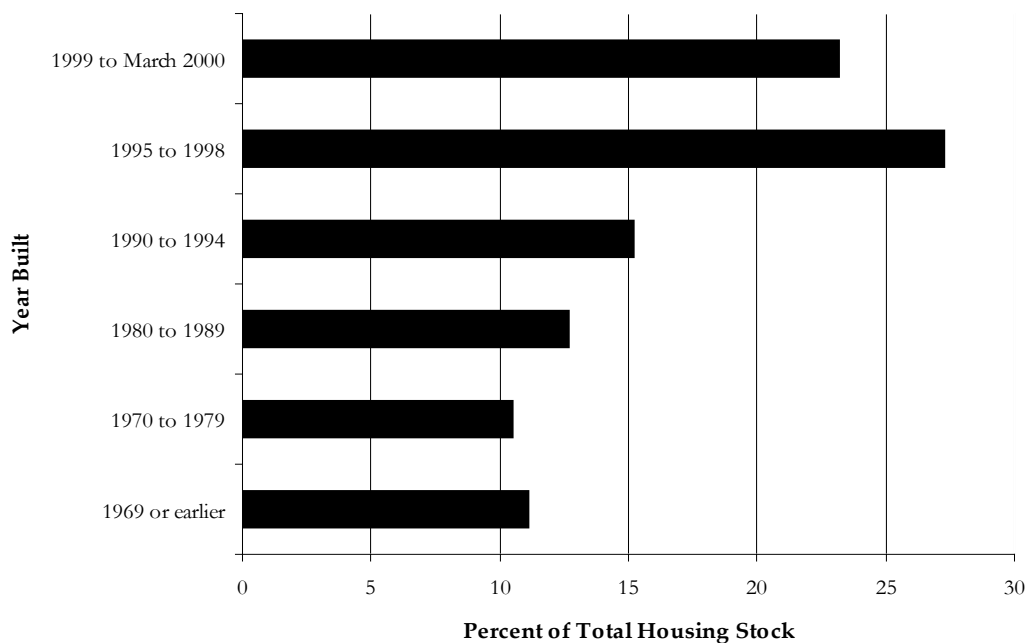
	Total Housing Units	Percent Vacant Housing	Percent Owner-Occupied Housing	Average Equalized Value of Residential Property 2005*	Median Rent
City of Jefferson	2,934	4.0%	60.8%	\$146,523	\$554
Town of Jefferson	805	4.3%	83.3%	\$178,506	\$575
Town of Aztalan	553	4.2%	88.5%	\$179,953	\$588
Town of Farmington	561	3.6%	85.2%	\$187,062	\$579
Town of Hebron	410	4.6%	87.7%	\$161,710	\$620
Village of Johnson Creek	659	5.3%	66.7%	\$160,170	\$683
Village of Marshall	1,312	3.5%	76.1%	\$157,195	\$648
City of Lake Mills	2,065	6.8%	68.9%	\$176,834	\$588
City of Fort Atkinson	4,983	4.5%	64.0%	\$139,360	\$549
City of Waterloo	1,293	3.9%	71.7%	\$141,994	\$581
Jefferson County	30,109	6.3%	71.7%	\$163,097	\$564

Source: U.S. Census Bureau, 2000

* Department of Revenue, 2005 (includes land plus improvements)

Figure 20 illustrates the age of the City's housing stock based on 2000 Census data. This characteristic is sometimes used as a measure of the general condition of the local housing supply. Given the historic nature of the City, it is surprising that little more than ten percent of Jefferson's housing was built before 1969. About half of Jefferson's housing was constructed from 1995 to 2000. A casual survey of the housing stock in the City reveals that housing is in generally good condition, regardless of age.

Figure 20: Age of Housing as a Percent of the Total 2000 Housing Stock



Housing Programs

Several housing programs are available to Jefferson residents, including home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

Jefferson County communities also participate in the Home Consortium, which is a 4-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents.

Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

- a. Provide a variety of housing types, densities, arrangements, locations, and costs to promote a desirable living environment for all residents.

Objectives:

- a. Promote high quality residential development that enhances existing neighborhoods.
- b. Provide a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.
- c. Encourage infill development to enhance existing housing types in the surrounding neighborhood.
- d. Encourage a mix of housing types in all neighborhoods.
- e. Promote maintenance of the City's existing housing stock.
- f. Encourage the concept of neighborhoods connected by parks, schools, and other neighborhood facilities and served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers, and transportation routes.
- g. Develop and enforce ordinances and design guidelines that require superior architectural quality, sufficient landscaping and buffering, and a high level of amenities for new neighborhoods and other housing developments.
- h. Encourage well-designed neighborhoods, oriented toward pedestrians and well-served by sidewalks and bicycle routes.

Policies:

- a. Guide new housing to areas within the City with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services, including Downtown.
- b. Plan for multi-family development in part of the City where streets and sidewalks can handle increased volumes of traffic; there are adequate parks, open space and shopping facilities existing or planned; and utility systems and schools in the area have sufficient capacity. Disperse such development throughout the City, rather than planning for large developments in isolated areas.
- c. Do not approve development of unsewered residential subdivisions, with the exception of areas designated on the Future Land Use Map as *Single Family Residential-Exurban*.
- d. Encourage the careful planning of new neighborhoods to protect environmental resources, improve the creativity of site planning and design, and provide more effective City control over the design, density, and character of new developments.
- e. Require that new neighborhoods follow the Planned Neighborhood Design Guidelines presented in the Land Use element of this *Plan*.
- f. Require developers to help fund safe and efficient pedestrian and bicycle access between residential neighborhoods and nearby parks and schools.
- g. Require developers to pay for or finance all on-site improvements and contribute proportionately to off-site improvements, such as street upgrades and regional stormwater facilities.
- h. Support programs to help maintain and rehabilitate the City's existing housing stock, such as adopting the International Property Maintenance Code in order to ensure older housing stock is maintained.
- i. Restrict housing development below the floodplain elevation and explore feasibility and methods of flood protecting existing residences below the floodplain elevation.

Housing and Neighborhood Development Programs and Recommendations

Building off of some of the policies listed above, the following are programs and recommendations to promote high-quality and affordable housing and neighborhoods in the Jefferson area, in established neighborhoods as well as newer neighborhoods near the City's fringe.

1. *Support the Provision of Affordable Housing*

The City intends to continue to support policies and programs that provide high-quality, affordable housing options in the community. The following strategies will be explored:

- Promote the maintenance of older neighborhoods: The existing housing stock in Jefferson is an important component of the affordable housing supply, provided that housing is well maintained. Greater use of programs like CDBG would help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes. For example, the City intends to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements.
-
- Support housing Downtown: As part of ongoing Downtown revitalization efforts, the City should emphasize the retention and conversion of upper story spaces into housing. The Jefferson Downtown & Riverfront Redevelopment Plan also recommends condominiums, apartments, and townhomes for certain redevelopment sites. Additional residential development may occur over time in the Downtown and riverfront planning area. To sustain river water quality, new development should utilize environmentally friendly stormwater practices, such as rain gardens, bio-swales, and subterranean cisterns to minimize runoff into the river.
 - Encourage smaller City lot sizes: The City intends to adopt, utilize, and encourage residential zoning districts that allow lots smaller than 10,000 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
 - Allow high-quality multiple family housing: Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhomes) housing options. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. The design standards discussed and illustrated later in this chapter are intended to address these issues. Another option is to support cooperative housing developments, which is explained in more detail below.

- Support programs to provide new affordable housing: Several State and federal programs exist to help provide affordable housing. Programs such as the federal tax credit program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower income residents. The City should support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market.

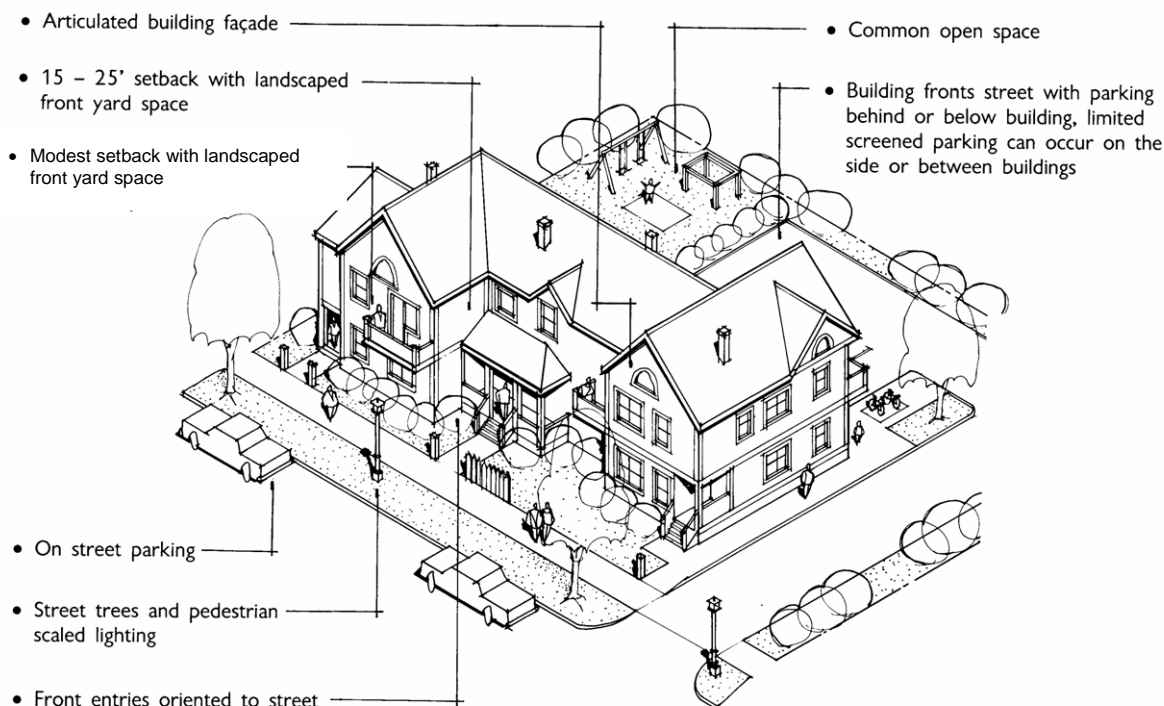
2. *Enact Design Standards for Multiple Family Housing*

Multiple family housing provides options for the elderly, younger residents, and employees for Jefferson businesses. However, such projects often cause community opposition. In some cases, this is because such projects have been poorly and cheaply designed. The City should include detailed design guidelines for all new or expanded multi-family residential developments in the zoning ordinance and enforce them during development review processes. The following guidelines and Figure 21 provide a foundation:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and Jefferson's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the Downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.



Figure 21: Desired Multiple Family Residential Project Layout



3. Consider Anti-Monotony Ordinances for New City Neighborhoods

The City of Jefferson supports variety of housing styles, materials, and colors in new residential neighborhoods, particularly in the “Planned Neighborhood” growth areas on the City’s west and east sides. This variety is reflective of the historic character of housing in the older parts of the City, so is therefore important in preserving the area’s character. Housing variety also makes for more interesting neighborhoods that tend to retain their value over time.

Too often in growing communities, housing material, color, and style choices are very limited in new neighborhoods. To combat this trend, many communities have adopted “anti-monotony” provisions into their zoning ordinances. These types of provisions limit the construction of identical—or very similar—houses within a certain distance of one another. The sidebar includes an example of general anti-monotony ordinance provisions for a suburban community outside of Milwaukee which includes more detailed provisions and definitions as well.

The City will consider inclusion of anti-monotony housing provisions in its zoning ordinance, in consultation with residents, developers, and home builders.

Example of General Anti-Monotony Provisions (Grafton, WI)

“No two single-family dwellings of similar front façade shall be repeated on any abutting lots or within five lots on either side of the street on which the dwellings front, including lots which are directly across the street from one another. Front facades shall be deemed to be similar when there is no substantial difference in roof lines; no substantial change in windows of either size, location, or type; and no substantial change in the color or kind of materials.”

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Chapter Seven: Economic Development

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

Economic Development
Recommendations Summary

- Continue to pursue redevelopment and infill of underutilized lands, especially in the downtown.
- Support local business retention and development.
- Recruit new retail and service businesses that fill unmet local needs.

Existing Economic Development Framework

Labor Force

The City’s labor force is the portion of the population employed or available for work and includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S. Census data, 3,965 residents, or 67.6 percent, of City residents age 16 or older were in the labor force. Of this total, 221 residents (or 3.8% of the labor force) were unemployed. According to the U.S. Census Bureau, Jefferson’s workforce has increased over 22 percent since 1990, from 3,247 to 3,965.

The percentage of the City’s labor force employed by sector in 2000 is shown in Figure 22. Over 36 percent of Jefferson’s labor force is employed in the manufacturing sector, and another 18 percent in the educational, health, and social services sector. This data suggests that manufacturing remains a major part of Jefferson’s economy.

Figure 22: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	36.8
Educational, health, and social services	17.9
Retail trade	11.4
Arts, entertainment, recreation, accommodation, and food services	5.8
Construction	4.2
Professional, scientific, management, administrative, and waste	3.9
Public Administration	3.9
Other services (except public administration)	3.4
Finance, insurance, real estate, rental, and leasing	3.3
Transportation, warehousing, and utilities	3.2
Wholesale trade	2.4
Information	2.4
Agriculture, forestry, fishing, hunting, and mining	1.3

Source: U.S. Census Bureau, 2000

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

Educational Attainment

Educational attainment is another characteristic of a community's labor force. According to the 2000 U.S. Census, the City had the lowest percentage of population age 25 and older which had attained a high school level education or higher. In addition, the percentage of residents with a college degree was lower than the percentage for other surrounding communities.

Figure 23: Educational Attainment, 2000

	Percent High School Graduates	Percent Bachelor's Degree or Higher
City of Jefferson	78.3	12.9
Town of Jefferson	79.4	12.4
Town of Aztalan	85.5	16.9
Town of Farmington	86.6	15.3
Village of Johnson Creek	85.5	16.3
City of Lake Mills	88.5	26.8
City of Fort Atkinson	87.1	19.9
City of Waterloo	83.0	16.0
Jefferson County	84.7	17.4

Source: U.S. Census Bureau, 2000

Income Data

Figure 24 presents income and labor characteristics for the City of Jefferson and nearby communities. According to 2000 U.S. Census data, the City's median household income was \$40,962. This is lower than the median household income reported for all other communities. The City's per capita income was \$19,124, which is similar to the surrounding communities. Per capita income is defined as the total of all personal incomes in the City, divided by the total population. This is used as an overall measure of the wealth of a community's population. This indicates that City of Jefferson residents are in similar economic situation as residents of most other cities in the area.

Figure 24: Income Comparisons, 2000

	Median Household Income	Per Capita Income
City of Jefferson	\$40,962	\$19,124
Town of Jefferson	\$52,813	\$23,327
Town of Aztalan	\$55,048	\$23,193
Town of Farmington	\$46,875	\$20,077
Village of Johnson Creek	\$45,694	\$19,671
City of Lake Mills	\$44,132	\$21,929
City of Fort Atkinson	\$43,807	\$21,008
City of Waterloo	\$49,221	\$22,099
Jefferson County	\$46,901	\$21,236

Source: U.S. Census Bureau, 2000

Commuting Patterns

According to 2000 U.S. Census data, Jefferson residents spent an average 18.8 minutes commuting to work, indicating that a significant number of workers traveled outside the City for employment. Roughly 4.5 percent of workers traveled over an hour to their jobs, while nearly 30 percent traveled less than ten minutes. About 77 percent of workers traveled to work alone, while approximately 14 percent carpooled.

Tax Rates

Figure 25 compares the 2006-2007 tax rates of the City of Jefferson and other Jefferson County cities and villages and the surrounding towns. The City's tax rate is similar to that of other Jefferson County cities. Conversely, the tax rates for the towns surrounding the City are very low. It is important to note that the Town of Farmington has a tax rate of zero due to revenue from regional land fill tipping fees.

Figure 25: Tax Rate Comparison, 2006-2007

Municipality	Municipal Tax Rate (2006-2007)	Assessment Ratio (2006-2007)	Municipal Taxes on \$200,000 Home	Average Municipal Tax Rate (City/Village and Surrounding Towns)	Effective Municipal Taxes vs. Surrounding Towns
City of Jefferson	6.7899	0.9900	\$1,344.40	2.6187	259.29%
City of Jefferson (excluding Town of Farmington)				3.4707	194.46%
City of Fort Atkinson	6.7273	1.0009	\$1,346.68	2.9688	226.60%
City of Lake Mills	7.0069	0.9187	\$1,287.45	2.8043	249.86%
City of Waterloo	8.3180	0.8229	\$1,368.97	4.0420	205.79%
City of Watertown (Jefferson)	6.5844	0.8219	\$1,082.34	2.6638	247.18%
City of Watertown (Dodge)	6.5832	0.8175	\$1,076.36		
City of Whitewater (Jefferson)	5.1039	1.0827	\$1,105.19	2.9201	174.79%
City of Whitewater (Walworth)	5.1039	1.0629	\$1,084.99		
Village of Johnson Creek	4.9240	0.9605	\$945.90	2.1209	232.17%
Village of Johnson Creek (excluding Town of Farmington)				2.8279	174.12%
Town of Aztalan	2.4477	0.8097	\$396.38		
Town of Farmington	0.0000	0.7889	\$0.00		
Town of Jefferson	1.2372	0.9942	\$246.01		

Source: Wisconsin Department of Revenue

Economic Base Analysis

In addition to a substantial number of government activities (County, School, City), the City of Jefferson has several significant industries, many of which are manufacturing industries with over 25 employees. Figure 26 lists the City's largest employers.

Figure 26: Major Private Sector Employers, 2007

Employer	Product or Service	Number of Employees in Jefferson
County of Jefferson	Government	+500
Briggs & Stratton Power Products	Manufacturing	+500
Tyson Prepared Foods	Manufacturing	250-499
St. Coletta of Wisconsin	Health Care	250-499
School District of Jefferson	Education	250-499
NCM Services, Inc.		100-249
County Nurse's Inc.	Health Care	100-249
City of Jefferson	Government	100-249
Frank's County Market	Retail	50-99
Atlas Cold Storage USA	Manufacturing	50-99
Milwaukee Delivery Service	Service	50-99
Piggly Wiggly	Retail	50-99
Highway Landscapers Inc.	Service	50-99
McDonald's	Retail	50-99
Havill-Spoerl Motor Sales	Retail	50-99
Foremost Builders	Manufacturing	50-99
Rainbow Hospice Care	Health Care	50-99
Kearns Motor Care Co.	Retail	50-99

Source: Jefferson County Economic Development Consortium, 2007

Environmentally Contaminated Sites

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

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of January 2007 there were 10 contaminated sites in the City of Jefferson that were either in need of clean up or where clean up was already underway. Of the 10 incidents shown, 7 are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Three sites in the Jefferson area are classified as environmental repair, or ERP. These sites are often times older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. The ERP locations are typical brownfield sites. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

The locations of these environmentally contaminated sites were considered when making the land use recommendations in this Plan. The City encourages remediation and redevelopment of these sites for economic development where appropriate.

Economic Development Programs

The City has a number of tools, programs, and agencies available to foster economic development:

Established in February 2007 as recommended by the Downtown and Riverfront Redevelopment Plan, the Jefferson Redevelopment Authority was created to advance redevelopment and economic activities in the City. Key roles include preparing redevelopment plans and carrying out redevelopment projects; purchasing and selling property; and borrowing money and issuing bonds.

Jefferson Area Chamber of Commerce offices are located at 122 West Garland Street in Jefferson. The Chamber continues to develop and promote an economically and socially vibrant historic Downtown business district.

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



The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

Assessment of Desired Economic Development Focus

The Wisconsin comprehensive planning statute requires that this *Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." In order to do this, the City must understand its assets, and how to capitalize on those assets by identifying strengths and weaknesses for economic development.

Figure 27: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
<ul style="list-style-type: none"> ▪ Highway 26 bypass ▪ Pro-business and progressive City government ▪ Economic development organizations and financial incentives (e.g. TIF) ▪ Downtown opportunities ▪ Proximity to larger metropolitan areas ▪ Quality of labor ▪ Quality of life in the community and region 	<ul style="list-style-type: none"> ▪ Highway 26 bypass ▪ Not directly on the Interstate ▪ Modest regional growth ▪ Recent history of labor unrest

Economic Development Goals, Objectives, and Policies

Goals:

- a. Promote and enhance the City's business districts, including Downtown.
- b. Create efficient, well-designed business and employment centers.

Objectives:

- a. Provide a generous supply of developable or redevelopable land for industrial, office, and commercial land uses.
- b. Actively support the continued revitalization of Downtown Jefferson and continue to link the Rock River waterfront with the central business district through strategic public and private sector improvements.
- c. Discourage poorly-planned, incremental strip commercial development along major community entryways.
- d. Provide necessary municipal services such as sanitary sewer, municipal water, and stormwater management facilities to strategic City growth areas.
- e. Avoid premature development at key development locations such as the Jefferson County properties on the City's southwest side until detailed neighborhood plans have been prepared for those areas and approved by the City.
- f. Strengthen the retail power of established commercial areas by discouraging new unplanned commercial developments on the City's fringes.
- g. Capitalize on Jefferson's "historic Downtown" business district as an economic development tool.
- h. Encourage strong public-private investment in business district improvements.
- i. Enhance the aesthetic quality of Jefferson business districts.
- j. Encourage infill development on underutilized or blighted central business district properties.
- k. Retain and promote the expansion of County facilities in the Downtown area.

Policies:

- a. Continue to revitalize Downtown Jefferson as a specialty retail, service, and residential district that complements its existing scale and character and draws customers from a broader trade area.

- b. Upgrade signage, landscaping, site design, and related development standards for commercial, office, and industrial development.
- c. Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Highways 26 and 18.
- d. Capitalize on the Crawfish and Rock Rivers by revitalizing under-utilized industrial riverfront areas to mixed use, publicly accessible riverfronts that provide new economic development opportunity for the community.
- e. Encourage the creation of thoughtfully planned, mixed-use centers that include employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.
- f. Support multiple housing options to meet the needs of the Jefferson business community, from “workforce housing” to executive housing.
- g. Require deed restrictions and protective covenants for all industrial and business park plats or land divisions. Deed restrictions, architectural guidelines, and restrictive covenants should be reviewed by the City to assure high quality development.
- h. Require that new businesses or industrial development provides adequate separation and buffering between facilities and nearby existing or planned residential neighborhoods, while still encouraging the concept of live-work neighborhoods where neighborhood and site planning is high.
- i. Encourage the clean up and reuse of environmentally contaminated sites that threaten public health, safety, and welfare.
- j. Work with the Jefferson County Economic Development Corporation and the Jefferson Area Chamber of Commerce and other organizations to address the concerns and issues of area businesses to promote a healthy and vibrant business community.

Economic Development Programs and Recommendations

To build on the goals, objectives, and policies outlined in the previous section, the City intends to pursue the following directions.

1. Pursue Redevelopment and Infill of Underutilized Lands

The City will continue to promote Downtown Jefferson as a social, civic, business, and residential center. The Jefferson Downtown & Riverfront Redevelopment Plan contains detailed recommendations for redevelopment and infill in the Downtown. Redevelopment projects identified in the Plan include the following sites: the City Hall Parking Lot, the Jefferson Area Business Center, Foremost/Jefferson Glass, Jefferson Ceramic Tile, City Alley, Soleska Riverfront, Tyson Parking Lot, Schweiger Building, County Highway Department, and Downtown streetscape and alley improvements.



Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. After adoption of the Downtown & Riverfront Redevelopment Plan, the City established a Redevelopment Authority (RDA) to manage the financial and land acquisition process in implementation as well as administer specific redevelopment projects as guided by the City Council. To further implementation of the Downtown & Riverfront Redevelopment Plan, the RDA recently prepared a statutory redevelopment plan. The RDA is currently focused on improving the alley on the west side of Downtown as well as facilitating land use conversions.



2. *Continue to Promote Downtown as the Focal Point of the Community with a Mix of Uses*

Downtown Jefferson embodies the City's history and serves as the community's civic and cultural core. The City is committed to the continued revitalization of the Downtown, creating a vibrant, sustainable downtown and riverfront with a mix of uses that complement downtown businesses and increase downtown connectivity to the river. To increase the level of activity, residential, recreational, governmental, entertainment, and commercial/retail development should be encouraged.

- **Residential:** Increasing housing opportunities in Downtown and along the riverfront creates a more "24-hour" environment and supports the viability of Downtown businesses. In addition to continuing residential uses above existing historic buildings in the Downtown, new redevelopment projects present an opportunity to provide new housing options Downtown. In particular, the City Hall Parking Lot site, the Jefferson Area Business Center, and the Foremost/Jefferson Glass Site have the potential for apartment and/or condominium development, among other uses.
- **Recreational:** Downtown's location along the Rock and Crawfish Rivers offers opportunities for recreation including boating, canoeing, and bicycle and walking trails. The City should pursue the creation of pedestrian and bicycle routes along both sides of the Rock River through a looped riverwalk system. Also, the Rock River riverwalk should be connected to the Crawfish River riverwalk by an expanded riverwalk loop. Increased public access to the river and river-related recreation activities and public events is also important.
- **Governmental:** The location of both County and City offices Downtown creates a civic core that is beneficial to both the City and County and critical to the long term economic health of the community. As described in Chapter Five: Utilities and Community Facilities, the City will collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown.
- **Entertainment:** Downtown entertainment venues provide a destination for people to enjoy themselves outside of their homes and workplaces. The City should support entertainment uses such as restaurants, taverns, coffee shops, and music venues. These uses can also provide customers for other businesses in the Downtown area.
- **Commercial/Retail:** While the mix and concentration of businesses has changed over the past decades, reflecting national trends of many retailers moving out of the central business district, Downtown still offers a unique, advantageous location for many businesses, including specialized retailers. The Jefferson Redevelopment Authority, City, County, and other strategic partners should continue to play an active role to facilitate business recruitment and retention. Areas of focus should include providing continued outreach and assistance to new and existing businesses; building entrepreneurship capacity and business

planning; establishing a business mentoring program; recruiting developers and tenants; and facilitating opportunities for businesses to self-organize and co-market;

Parking will be a challenge to achieving increased activity in the Downtown. As individual sites redevelop, careful consideration should be made for parking facilities including number, location and accessibility of spaces, as well as shared parking opportunities.

3. Consider Creating Downtown & Riverfront Design Guidelines and a Downtown & Riverfront Corridor Overlay Zoning District

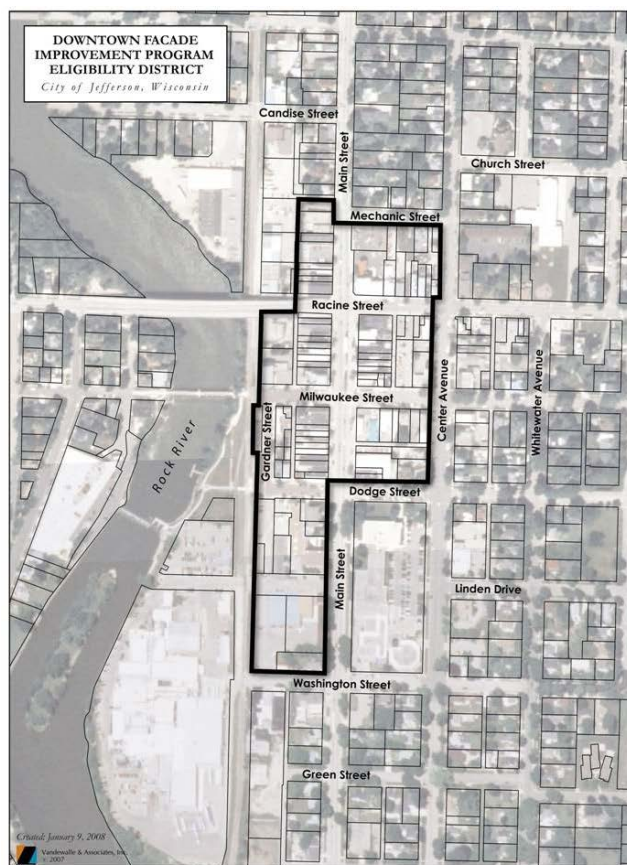
The City is currently developing detailed design guidelines to present a unified vision for the Downtown and riverfront redevelopment area. These guidelines will cover topics such as architectural style, materials, and height of proposed buildings. Building placement on the site and site amenities will also be considered. Stormwater management standards should also be included and the guidelines should encourage environmentally friendly practices to improve river water quality. The development of these design guidelines should take into account the City's current Historic Preservation ordinance and the guidelines presented in "From Masonry to Signage: Design Guidelines for Jefferson's Commercial Buildings."

As a next step, these rules for development could be included in a Downtown & Riverfront Corridor Overlay Zoning District, which would set uniform design standards for the Downtown and the riverfront. These standards would be in addition to those applicable to the underlying base zoning. The overlay zoning district may also include the design review process for development proposals within the overlay district, as well as the City agencies responsible for the review.

4. Adopt Stronger Design Standards for Commercial and Industrial Development

The City intends to strengthen and enforce design standards for commercial and industrial development projects to ensure high-quality, lasting projects that are compatible with the City's desired character. These standards should apply to all new development and redevelopment in the City. However, somewhat less stringent standards for building design, building materials and landscaping should be considered for the areas designated as General Industrial on the Future Land Use Map (see Maps 6a and 6b), whereas more stringent standards should be applied for areas designated as Planned Commercial, Planned Industrial and especially Planned Mixed Use. Within these areas, likely to be dominated by both medium- and large-scale buildings, conventional "best practices" design standards are applicable. However, a different set of high-quality standards will be needed in areas designated as Neighborhood Business. Within these areas, design standards should emphasize adhering to residential type site layouts, building designs, building materials, and landscaping and lighting approaches.

Figure 28: Façade Improvement Program Eligibility District

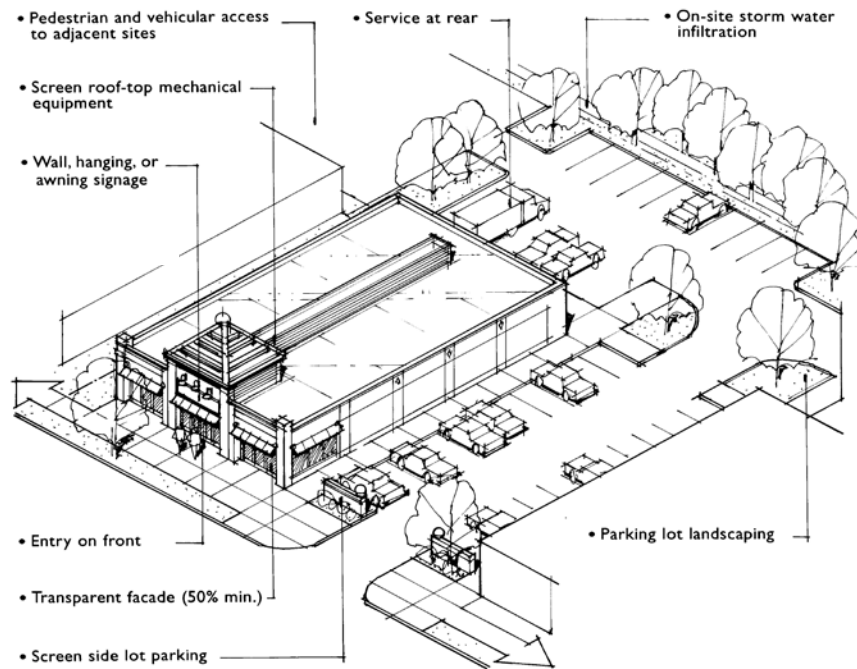


However, it is important to note that the following design standards should not apply within the Downtown Façade Improvement Program Eligibility District, illustrated in Figure 28. See design manual for façade improvements and new construction in this area.

All of these new standards should be incorporated into the Zoning Ordinance, and strictly adhered to during site plan review and/or land division processes. For new and expanded commercial uses, the standards listed below and illustrated in the following Figure 29 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Street trees along all public street frontages.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments.
- Site design features that allow pedestrians to walk parallel to moving cars.
- Illumination from lighting kept on site through use of cut-off luminaires.
- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
- All building façades containing architectural details and of similar quality as the front building façade.
- Central features that add to community character, such as patios and benches.

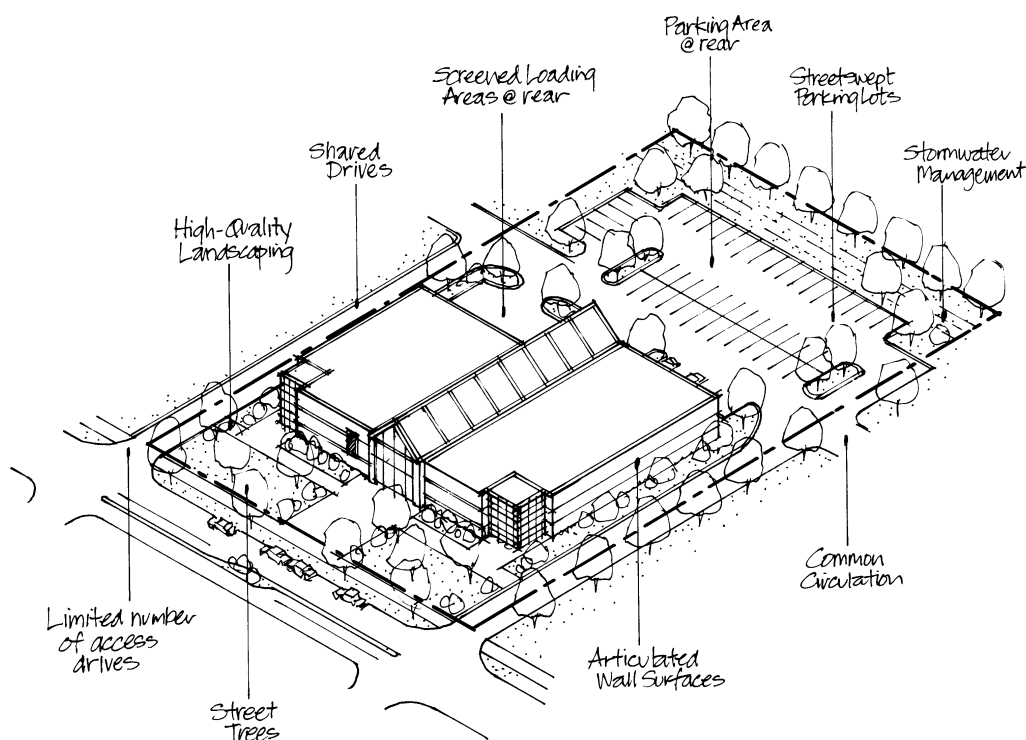
Figure 29: Desired New Commercial Project Layout



For new and expanded industrial uses, the standards listed below and illustrated in Figure 30 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal.
- Location of loading areas at the rear of buildings.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.

Figure 30: Desired New Industrial Project Layout



Increasingly, communities are planning areas for mixed-use development that contains a mix of non-residential and residential uses. This mixture occurs on the same site, in the same building, or both. This type of development scheme has several advantages, including providing built-in residential markets for commercial enterprises, promoting walking and limiting auto trips, creating active, vibrant places, and diversifying development risk. This Comprehensive Plan advises Planned Mixed Use development and redevelopment in several parts of the City (see the Future Land Use and Existing and Future Community Character and Community Facilities maps). Chapter Three: Land Use illustrates some general design standards for these types of areas. Obviously, each area has different issues, geography, size, existing development, and other characteristics that must be considered in their design. Of critical importance to these areas is ensuring very careful planning and high-quality design.

5. Retain and Expand Existing Local Businesses

Jefferson has a variety of locally-owned businesses that provide unique goods and services, and contribute strongly to the community's "small-town" identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally, and recycle through the local economy.

Local business retention and development will be emphasized as an important component of the City's economic development strategy. It is far easier to retain the City's existing businesses and industries than recruit new businesses, and most employment growth in any community occurs through existing business expansion. Support through development approval assistance, business mentoring, development incentives, and small business loans are important ways that the City can continue to promote locally grown businesses.

6. Recruit New Retail and Service Businesses that Fill Unmet Local Needs

There is an undersupply of local establishments where purchases can be made in the City compared to the purchasing power of local households. This results in a significant leakage of wealth from the community, and unnecessary and longer automobile trips as Jefferson residents travel outside the community for much of

their shopping. A greater quantity and variety of stores geared specifically toward the local market would help re-circulate local wealth, bolster local tax revenues, enhance the City's image and quality of life, and put less strain on regional roads. Appropriate locations for future retail and commercial service development are described more fully in the Land Use chapter and on Map 6.

The City will also work to bring desired retailers to the area, including retail stores, restaurants, services, and others. Population base, competition with nearby communities, real estate market, and capital availability are key impediments that the City and real estate interests will continue to work to overcome. Potential efforts include marketing, capitalizing on improved access with the Highway 26 Bypass, and joint initiatives with the Chamber of Commerce and the Jefferson County Economic Development Consortium.

7. Capitalize on the Jefferson County Fairgrounds

The Jefferson County Fair Park grounds are located just north of USH 18 in the City. In addition to the annual County Fair, the facility hosts events nearly every week of the year including dog shows, cat shows, horse shows, rabbit shows, demolition derbies, and antique auctions. The City should capitalize on the stream of visitors the County Fair Park grounds generates through encouraging hospitality uses such as restaurants and hotels to locate on the west side of the City. The Future Land Use Map identifies lands around the future interchange with USH 18 and STH 26 bypass for commercial development. This area is ideally positioned to serve residents, visitors, and travelers.



8. Collaborate with the Jefferson County Economic Development Consortium's Regional Economic Positioning Initiative

At the time this Plan was being prepared, the Jefferson County Economic Development Consortium was leading an initiative to advance economic development county-wide. The City will stay actively involved in this process and generally take advantage of the services offered by the JCEDC. See Chapter Eight: Intergovernmental Cooperation for details.

Chapter Eight: Intergovernmental Cooperation

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

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

Intergovernmental Cooperation Recommendations Summary

- Work with WisDOT on transportation projects that will benefit the City, such as the STH 26 Bypass.
- Continue to be involved in regional planning efforts such as the Jefferson County Economic Positioning project and the Glacial Heritage Area project.
- Collaborate with Jefferson County to keep the County courthouse, offices, and other services downtown.

Existing City Plans

City of Jefferson, Wisconsin Comprehensive Master Plan, 1998

In 1998, Vandewalle & Associates prepared the City’s comprehensive plan. The plan made recommendations for lands within the City’s urban service area. New “Traditional Neighborhood” residential development was proposed for the County Grounds, eastern and western portions of the City. Industrial development was proposed for a large area immediately north of Jefferson between STH 26 and CTH Y with single family residential development along the Rock River. It was further recommended that the City develop and adopt an official map. These and other recommendations were made prior to detailed planning for the STH 26 improvements between Janesville and Waupan. With the selection of a “west bypass” alternative for the City and anticipated construction in 2009, many recommendations of the 1998 plan need to be re-evaluated.

Existing Regional Framework

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

Important State Agency Jurisdictions

The Wisconsin Department of Transportation’s (WisDOT) Southwest Region office, located in Madison, serves a 16 county region including Jefferson County.

The DNR provides service to all Jefferson County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon. There are no known conflicts between the City’s plans and the plans and actions of these State agencies.

Jefferson County

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

The County's 1999 plan defines a 20-year Urban Service Area for the City of Jefferson—where development on public sewer and water service is envisioned. The County's plan also envisions all lands, besides environmental corridors, that are outside of the City's Urban Service Areas as being Agricultural Preservation Areas. These areas are identified as appropriate for long-term farming use and very limited non-farm development—generally a maximum of two or three house lots per farm.

At the time of writing, Jefferson County was in the process of updating its 1999 plan to meet state comprehensive planning requirements by the year 2010. Several initiatives are underway that will feed into that effort, including an exploration of different approaches to preserving farmland and farming and the Glacial Heritage project, which is designed to connect communities and parks with environmental corridors and trails.

Also, the Jefferson County Economic Development Consortium is leading preparation of a County-wide economic positioning initiative. The purpose of the initiative, which began in summer 2007, is to set an economic framework for the future of Jefferson County. The project is focused on gaining a comprehensive understanding of the County's place-based assets and locational advantages, identifying emerging economic opportunities that are based on these assets and global trends, and identifying catalytic projects and an initial implementation plan. Scheduled to be completed by the end of 2008, Jefferson County intends to incorporate the outcomes of this initiative for the economic development chapter of the County's new comprehensive plan.

There are no known conflicts between this *City of Jefferson Comprehensive Plan* and these County plans and initiatives. In fact, the City is supportive of these efforts and endeavors to be an active player within them.

Town of Jefferson

The Town of Jefferson borders the City to the east, south, and west. Its 2005 estimated population was 2,208 residents. According to the Jefferson County Agricultural Preservation and Land Use Plan, a significant portion of Town lands outside the City's boundaries are planned to remain agricultural, with significant areas to the east designated as environmental corridor. The Jefferson Marsh is located just east of the City in the Town. There are no known conflicts between this *City of Jefferson Comprehensive Plan* and the plans and policies of the Town, where they exist.

Town of Aztalan

The Town of Aztalan borders the City to the north, and in 2005 had an estimated population of 1,497 residents. At the time of writing, the Town was in the process of developing its comprehensive plan.

Jefferson School District

The Jefferson School District serves the entire City of Jefferson, as well as portions of the towns of Jefferson, Hebron, Sullivan, Concord, Farmington, Aztalan, and Oakland. Enrollment in the District has been relatively stable over the last several years. Nevertheless, coordination on future school-community planning issues, including growth management, school siting, and recreation, is a critical recommendation of this *Plan*. This is discussed in Chapter Five: Utilities and Community Facilities.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goals:

- a. Promote mutually beneficial intergovernmental relations with nearby and overlapping governments, and with the Jefferson School District.

Objectives:

- a. Work with the surrounding towns, other nearby local governments, Jefferson County, local school districts, and State agencies on land use, natural resource, transportation, and community development issues of mutual concern.
- b. Explore an intergovernmental boundary and land use agreement between the City and nearby municipalities.
- c. Cooperate with neighboring governments, school districts, Jefferson County and State agencies on providing shared services and facilities, in particular efforts to retain local schools.
- d. Participate in County-level transportation, land use, and economic development efforts.
- e. Stay informed on activities of the School District to ensure the City has the opportunity to be involved in decisions that affect City residents, such as building improvements, tax issues, and transportation.

Policies:

- a. Provide copies of this *Comprehensive Plan* and future amendments to surrounding governments.
- b. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- c. Work with the Jefferson School District on pursuing specific opportunities and challenges identified in this Plan, including school retention, long-term facility needs, and logical use and management of open space and recreational lands and facilities.
- d. Work with the surrounding towns on future comprehensive planning efforts, with a goal of achieving consistency with this City of Jefferson *Comprehensive Plan*.
- e. Consider boundary agreements with the City of Fort Atkinson and the Village of Johnson Creek to substantially reduce pressure for competitive annexations and utility extensions, reduce public subsidies for peripheral infrastructure, and stabilize and clarify extraterritorial areas and policies.
- f. Continue to work with Jefferson County in areas related to growth management, farmland preservation, plan implementation, grant opportunities, and local and County ordinance development.
- g. Work with agencies like the Jefferson Area Chamber of Commerce and the Jefferson County Economic Development Consortium to help advance the economic viability of the Jefferson area.

Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this *Plan*. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular in areas and relationships that are not described extensively in other chapters of this *Plan*, and where potential future conflicts may be the greatest without concerted future action.

1. *State Issues*

WisDOT and WisDNR are actively involved in programs and policies which directly effect, and are affected by, local land use decisions. The promotion of the policies of these agencies by this plan is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for southern Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this plan, are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

2. *County Issues*

At the time of writing, Jefferson County was in the process of preparing a comprehensive plan meeting the State's comprehensive planning legislation. There are no known conflicts between this *City Plan* and the County's planning efforts. However, the City intends to advocate for full inclusion of the City's *Plan* in the County comprehensive plan and collaborate on other initiatives.

Additionally, as detailed in Chapter Six: Utilities and Community Facilities, the City intends to collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown.

3. *Regional Issues*

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

- Remaining involved in the Jefferson County Economic Positioning project: At the time this Plan was being prepared, the Jefferson County Economic Development Consortium (JCEDC) was leading an initiative to advance economic development county-wide. The project has identified the following key economic assets for Jefferson County:
 - Regional location
 - Agriculture and food
 - Corporate presence and manufacturing diversity
 - Emerging bioenergy
 - Water and natural resources
 - Small-town living
 - Cultural heritage

Building on these assets, the project will explore opportunities that may be the foundation or building blocks for a future vision for the County. The City will attempt to stay actively involved in this process and to generally take advantage of the services offered by the JCEDC.

- Staying involved in the Glacial Heritage Area Project: This project, administered by WisDNR, is described in the Natural Resources chapter of this Plan. Because Jefferson is located within the Project's primary study area, illustrated in Figure 31, it will be important for the City to remain involved in the ongoing feasibility, study process.

4. Local Issues

The City of Fort Atkinson prepared its comprehensive plan concurrently with the City of Jefferson. This provided an opportunity for discussion about issues of mutual concern including mutually agreed extraterritorial jurisdiction boundaries (not overlapping), long-range urban growth boundaries, locations and techniques for permanent community separation through open space and other approaches, and future land use compatibility with airport operations. This open communication should continue in order to help both communities to better understand each community's interest and priorities for growth and preservation. While a formal intergovernmental boundary/land use agreement is not in place at this time, an agreement may be considered in the future.

If at some point in the future an intergovernmental agreement is pursued, there are two main formats for intergovernmental agreements under Wisconsin Statutes which the communities may consider. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format.

Chapter Nine: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

Plan Adoption

A first step in implementing the *City of Jefferson Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted under the state's comprehensive planning legislation. The City has also followed procedures for adopting this *Plan* under Section 66.1001(4), Wisconsin Statutes.

Plan Monitoring and Advancement

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this *Plan* as a guide. This *Plan* should be used as the first “point of reference” when evaluating these projects. Beginning January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

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

- Ensuring that attractive and up to date materials are easily accessible on the City's website
- Speaking to community organizations about the *Plan*
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies
- Incorporating *Plan* implementation steps in the annual budget process
- Encouraging all City staff to become familiar with and use the *Plan* in their decision making

Plan Administration

This *Plan* will largely be implemented through an on-going series of individual decisions about annexation, zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Jefferson intends to use this *Plan* to inform such decisions under the following guidelines:

Annexations

Proposed annexations should be guided by the recommendations of this *Plan*. Specifically, the Future Land Use map (6a and 6b), the Community Character and Community Facilities map (7), and the Transportation System Improvements map (8) of this *Plan* will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and City Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent Statutory and non-Statutory factors.

Zoning

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this *Plan*. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of future land use areas. However, in their consideration of zoning map issues, the Plan Commission and City Council will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development and land division processes.

Land Division

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Future Land Use map, the Community Character and Community Facilities map, and the Transportation System Improvements map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. However, in their consideration of land divisions, the Plan Commission and City Council will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats and final plats both within the City limits and the extraterritorial jurisdiction. This *Plan* allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and City Council.

Official Mapping

The Transportation System Improvements map and the Community Character and Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of official mapping issues, the Plan Commission and City Council will also evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the official mapping and platting processes both within the City limits and the extraterritorial jurisdiction.

Public Investments

Proposed public investment decisions will be guided by the recommendations of this *Plan*. However, the timing and precise location of public investments may vary, as judged appropriate by the Plan Commission and City Council. This *Plan* allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

Intergovernmental Relations

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this *Plan*, as deemed appropriate by the Plan Commission and City Council. However, in their consideration of intergovernmental decisions and agreements, the Plan Commission and City Council will also evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this *Plan* shall be resolved by the City Council through the intergovernmental process.

Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text (as opposed to an “update” described later). The *Plan* should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost effective process, the City will consider establishing a single plan amendment consideration cycle every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may bypass the annual amendment process described above if an amendment to this *Comprehensive Plan* is determined necessary to capture a unique economic opportunity that is both related to achieving the vision of this *Comprehensive Plan* and may be lost if required to wait for the regular plan amendment cycle. However, the City is still required to use the procedures outlined below.

The procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed for all *Plan* amendments. Specifically, the City will use the following procedure to amend, add to, or update the *Comprehensive Plan*:

- a) Either the Common Council or Plan Commission initiates the proposed *Comprehensive Plan* amendment. This may occur as a result of a regular Plan Commission review of the *Plan*, or may be initiated at the request of a property owner or developer.
- b) The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the *Plan* amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this *Comprehensive Plan*).
- c) The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the *Comprehensive Plan*.
- d) The City Plan Commission holds one or more public meetings on the proposed *Comprehensive Plan* amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this *Plan*).
- e) The City Clerk sends a copy of the recommended *Plan* amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least 30 days to review and comment on the recommended *Plan* amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended *Plan* amendment.
- f) The City Clerk directs the publishing of a Class 1 notice, published at least 30 days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.

- g) The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the *Comprehensive Plan*.
- h) Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed *Plan* amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the Plan Commission recommended version of the proposed *Plan* amendment.
- i) The City Clerk sends a copy of the adopted ordinance and *Plan* amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* before the year 2018 (i.e., ten years after 2008), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

Consistency among Plan Elements

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

Implementation Programs and Recommendations

Figures 32 and 33 provide a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Figure 32 has four different columns of information, described as follows:

- **Category:** The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- **Implementation Timeframe:** The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2017.

Figure 32: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Ordinances/Land Use	<p>Consider the following changes to the Zoning and/or Subdivision Ordinances:</p> <ul style="list-style-type: none"> ▪ Over time and as projects present themselves, update the zoning map to correspond with the Future Land Use map. ▪ Update detailed design standards from this <i>Plan</i> for multi-family, commercial, office, and mixed-use developments. ▪ Include anti-monotony housing provisions in consultation with residents, developers, and home builders. ▪ Create a Downtown & Riverfront Corridor Overlay Zoning District. ▪ Create Downtown & Riverfront Corridor Design Guidelines. 	Chapters 2, 3, 4, 6, 7, 8, and 9	2008-2009
	Update the Official Map to reflect the recommendations in this <i>Plan</i> and the City's Comprehensive Outdoor Recreation Plan.	Chapters 4 and 5	2008-2009
Agricultural, Natural, and Cultural Resources	Continue to exercise subdivision review authority to limit residential development within the City's extraterritorial jurisdiction to one home per 35 acres.	Chapter 2	2008-2017
	Consider sponsoring an annual event that attracts river and canoe enthusiasts.	Chapter 2	2010-2013
Transportation	Continue to work with WisDOT on the Highway 26 Bypass project.	Chapter 4	2008-2017
	Implement the transportation improvements identified on Map 8 and in the Transportation chapter.	Chapter 4	2008-2017
	Implement the non-highway transportation improvements identified in the Transportation chapter, such as bike and pedestrian improvements.	Chapter 4, Comprehensive Outdoor Recreation Plan	2008-2017
Utilities and Community Facilities	Recommendations exist in Figure 17: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities	Chapter 5	See Chapter 5, Figure 17
Housing and Neighborhood Development	Adopt a formal residential balance policy for new neighborhoods where not less than 65% of all housing units are in single family detached residences, with desired a maximum of 15% of units in two-family dwellings and 20% of units in multiple family dwellings.	Chapters 3 and 6	2008-2017

Category	Recommendation	Reference	Implementation Timeframe
Economic Development	Implement the recommendations of the Downtown & Riverfront Redevelopment Plan.	Chapter 7	2008-2017
	Coordinate with implementation of the Jefferson County Economic Positioning project.	Chapter 7	2008-2017
Intergovernmental Cooperation	Work with WisDOT on transportation projects that will benefit the City, such as the STH 26 Bypass.	Chapters 4 and 8	2008-2017
	Continue to be involved in regional planning efforts such as the Jefferson County Economic Positioning project and the Glacial Heritage Area project.	Chapter 8	2008-2017
	Collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown.	Chapter 8	2008-2017
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this <i>Plan</i> .	Chapter 9	2008-2017
	Institute an annual <i>Comprehensive Plan</i> amendment process.	Chapter 9	2008-2009
	Update this <i>Plan</i> as required by State statute.	Chapter 9	2014-2017
	Increase community awareness and education of the <i>Plan</i> through various initiatives described earlier in this chapter.	Chapter 9	2008-2017

Figure 33: Ordinance and Code Updates

Code or Ordinance	Programs or Specific Actions
Zoning ordinance	The City intends to revise the zoning ordinance and zoning map to implement the recommendations of this <i>Plan</i> .
Official Map	The City intends to revise the Official Map to implement the recommendations of this <i>Plan</i> .
Sign regulations	The City intends to revise the sign regulations to implement the recommendations of this <i>Plan</i> .
Erosion Control / Stormwater Management Ordinances	Work with the County and State on administration of existing requirements.
Historic Preservation Ordinance	The City intends to review and, as appropriate, amend the historic preservation ordinance to reflect the recommendations in this <i>Plan</i> .
Site Plan Regulations	The City intends to enhance site plan review provisions in the City’s zoning ordinance
Design Review Ordinances	The City intends to enhance design review provisions in the City’s zoning ordinance
Building Codes	No City recommendations
Mechanical Codes	No City recommendations
Housing Codes	No City recommendations
Sanitary Codes	No City recommendations
Subdivision/Land Division Ordinance	The City intends to review and, as appropriate, amend the subdivision ordinance to reflect the recommendations in this <i>Plan</i> .

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Appendix A: Public Opinion Survey Results

Total Responses: 624

PART 1: OPINIONS ON EXISTING CONDITIONS

1. What are the **THREE (3)** most important reasons you or your family choose to live in the City of Jefferson? Please rank your top **THREE** choices (*Place a “1” next to your most important reason, a “2” next to your second reason, and a “3” next to your third reason*).

- | | | | | | |
|----|-----|----------------------------------|----|-----|--------------------------------------|
| 1 | ___ | Affordable housing | 11 | ___ | Community services |
| 2 | ___ | Close to Madison area | 12 | ___ | Low taxes |
| 3 | ___ | Close to Milwaukee/Waukesha area | 13 | ___ | Near job |
| 4 | ___ | Close to Janesville/Beloit area | 14 | ___ | Near relatives and friends |
| 5 | ___ | Good schools | 15 | ___ | Parks and recreational opportunities |
| 6 | ___ | Close to shopping opportunities | 16 | ___ | Quaint downtown |
| 7 | ___ | Good health care facilities | 17 | ___ | Sense of community |
| 8 | ___ | Good housing choices | 18 | ___ | Small town atmosphere |
| 9 | ___ | Good transportation access | 19 | ___ | Convenient location |
| 10 | ___ | Low crime | 20 | ___ | Other_____ |

Top responses: Near relatives and friends, Near job, Affordable housing, and Small town atmosphere.

2. How would you rate the following facilities and services in the community? Please put a check in the appropriate box (excellent, good, fair, poor, or no opinion) for each of the services listed below.

Service/Facility		Excellent	Good	Fair	Poor	No Opinion
1	Ambulance service	25	42	8	1	23
2	Fire protection	36	45	4	0	14
3	Police protection	30	53	9	3	5
4	Code enforcement/property maintenance	7	38	29	10	15
5	Library services	28	50	13	2	8
6	Health services	9	39	29	10	13
7	Snow removal	13	51	24	10	1
8	Street maintenance	8	46	33	11	2
9	Trash collection	35	55	9	1	0
10	Yard waste services	19	49	18	6	8
11	Recycling services	31	54	9	3	2
12	Internet	8	29	20	12	31
13	Park facilities	19	57	18	2	5
14	Recreational programs	13	45	19	5	18
15	Community events	10	41	30	6	12
16	Older adult activities	8	29	16	5	41
17	Older adult care services	7	27	18	6	42
18	Public meeting facilities	6	36	24	5	28
19	Public schools	14	48	17	4	17
20	Transportation options (e.g. taxi, senior transit)	6	25	31	13	26
21	Drinking water quality	9	48	28	12	2
22	Sidewalks	4	52	33	6	4
23	Bicycle lanes and paths	3	22	29	22	23
24	Disaster plans/services	3	17	21	7	53
25	Animal control	4	38	25	9	23
26	Youth activities	7	36	21	12	24

3. How do you rate the job opportunities available in Jefferson today?

1 0.9 Excellent 2 11.3 Good 3 46.7 Fair 4 41.1 Poor

4. How do you rate the shopping opportunities available in Jefferson today?

1 2.6 Excellent 2 13.3 Good 3 32.7 Fair 4 **51.4** Poor

5. Has your household had problems finding safe, affordable housing in Jefferson?

10.4 Yes **89.6** No

6. If you answered “Yes” to Number 5, please check all of the potential problems that applied to your situation :

- | | | | | | |
|---|------|---------------------------------|---|------|---|
| 1 | 78.1 | Too expensive | 5 | 26.6 | Lack of accessibility for persons with disabilities |
| 2 | 20.3 | Poor location | 6 | 46.9 | High utility costs |
| 3 | 34.4 | Available housing was too small | 7 | 40.6 | Could not afford security deposit/down payment |
| 4 | 1.6 | Available housing was too large | 8 | 20.3 | Other_____ |

7. How would you rate the following features in downtown Jefferson (Main Street between Mechanic Street and the Rock River)?

		Excellent	Good	Fair	Poor
1	Overall layout	5	46	40	9
2	Building appearance	4	33	46	17
3	Historic character	12	52	32	5
4	Business signs	4	46	40	11
5	Street signs	7	64	27	2
6	Sidewalks	7	67	22	4
7	Parking availability	3	34	43	20
8	Traffic flow/circulation	2	28	37	33
9	Street trees	6	53	33	8
10	Lighting	8	68	20	4
11	Mix of businesses	2	20	42	36
12	River access	8	43	34	16
13	Interconnections to the surrounding neighborhoods	5	52	37	7
14	Pedestrian-friendly design	6	45	36	14
15	Presence of public gathering spaces	4	35	45	16
16	Bike accessibility	3	27	42	27

8. Are there particular areas in or near the City that stand out in your mind as being especially pleasant or attractive? If so, please describe these below.

Common responses include:

- | | |
|--|---|
| <ul style="list-style-type: none"> ▪ Parks (Stoppenbach and Rotary, especially) ▪ Fairgrounds ▪ Golf Course ▪ Riverwalk ▪ Pedestrian Bridge | <ul style="list-style-type: none"> ▪ Churches ▪ Downtown ▪ FCCU ▪ Library ▪ Puerner Building |
|--|---|

9. Are there particular areas in or near the City that stand out in your mind as being especially **unpleasant** or **unattractive**? If so, please describe these below.

Common responses include:

- Alleys behind Downtown businesses
- Abandoned/empty buildings
- Schweiger building
- Downtown
- Purina
- STH 26
- Wisconsin Drive

10. Compared to other communities in Wisconsin, how would you rate Jefferson’s image/identity?

1	3.1	Excellent	2	27.6	Good	3	51.2	Fair	4	18.1	Poor
---	-----	-----------	---	------	------	---	------	------	---	------	------

PART 2: GROWTH AND DEVELOPMENT ISSUES

11. How do you feel about the rate of population growth in the City of Jefferson over the past fifteen years (about 100 people per year from 1990 to 2005)?

- 1 23.5 Too slow
- 2 10.4 Too fast
- 3 66.1 About right

12. Which of the following statements **BEST** reflects your **future vision** for the City of Jefferson? (Please check only one option.)

- 1 38.2 Jefferson should be a full-service City where nearly all working, shopping, service, housing, health care, and educational needs can be met.
- 2 32.9 Jefferson should be a fairly diverse community with some commercial, job, and housing opportunities.
- 3 7.0 Jefferson should focus on being a manufacturing-based community.
- 4 2.3 Jefferson should focus on being a retail-based community.
- 5 7.7 Jefferson should be a suburban “bedroom” community; that is, a primarily residential community with few industries and limited commercial services.
- 6 11.9 Jefferson should be an agriculturally-oriented community and should strive to maintain as much agricultural land as possible.

13. What types of new **housing** would you like to see in the City in the future? (Check all that apply)

- | | | | | | |
|---|-------------|--|----|------|---------------------------------|
| 1 | 38.3 | Single-family, starter homes | 8 | 14.7 | Downtown housing |
| 2 | 69.0 | Single-family, mid-size homes | 9 | 2.7 | Seasonal housing |
| 3 | 24.2 | Single-family, large homes | 10 | 40.2 | Older adult housing |
| 4 | 13.8 | Duplexes | 11 | 29.6 | Assisted living/congregate care |
| 5 | 28.8 | Townhouses/Condominiums | 12 | 7.8 | Manufactured homes |
| 6 | 15.8 | Apartments, 3-4 units per building | 13 | 3.9 | Mobile homes |
| 7 | 4.4 | Apartments, more than 4 units per building | 14 | 5.1 | Other: _____ |

14. Which types of nonresidential development would you like to see in the City of Jefferson in the future? (Check all that apply)

- 1 33.2 Neighborhood retail uses, such as a small hardware store, convenience store, or video store
- 2 41.7 Specialty stores, such as art stores, gift shops, and antique shops
- 3 29.2 Service uses, such as dry-cleaners and hair salons
- 4 26.1 Supermarkets
- 5 38.2 Health care facilities
- 6 36.2 Department stores and other large-scale commercial uses
- 7 15.6 Hotels, motels, and other highway commercial uses
- 8 35.9 Mixed-use developments, including a mixture of offices, retail, and residential
- 9 43.2 Industrial/manufacturing development
- 10 13.1 Office development
- 11 41.7 Entertainment uses, such as theaters, bowling alleys, and miniature golf
- 12 25.7 Fast food restaurants
- 13 58.8 Sit-down restaurants**
- 14 37.0 Fine dining restaurants
- 15 23.8 Community facilities, such as churches, schools, and community centers
- 16 17.1 Government offices (City and County)
- 17 2.8 None

15. Which of the following design standards for future commercial/retail and industrial development do you support?

		Support	Do Not Support
1	Improved architectural design standards for new buildings	83	17
2	Maximum building size limits	60	40
3	Building material requirements (brick, block, cedar, etc.)	67	33
4	Sustainable building/construction requirements that reduce the impact on the natural environment (natural and recycled building materials, energy efficient, etc.)	83	17
5	Landscaping requirements	84	16
6	Signage limitations	79	21
7	Lighting limitations	75	25
8	Payment for off-site impacts (e.g., roads or sewers)	76	24

16. Which of the following design features for future residential neighborhoods do you support?

		Support	Do Not Support
1	Sidewalks	83	17
2	Street trees	90	10
3	Decorative street lighting	69	31
4	Neighborhood parks	79	21
5	Neighborhood schools	65	35
6	Off-street bicycle/pedestrian paths	79	21
7	On-street bicycle lanes	61	39
8	Greenway corridors	67	33
9	Front porches	59	41
10	Narrower streets	11	89
11	Alleys	16	84
12	Architectural standards for houses	50	50
13	Shopping within walking distance	71	29

17. How important is the preservation of the following features in the Jefferson area?

		Very Important	Somewhat Important	Not at all Important
1	Farmland	62	32	6
2	Woodlands	67	29	3
3	Wetlands	57	33	10
4	Floodplains	54	36	10
5	Hillsides	48	40	12
6	Rivers and streams	80	18	2
7	Wildlife habitat	68	27	5
8	Hunting areas	37	38	26
9	Public parklands	63	32	6
10	Scenic views	60	34	6
11	Historic sites (e.g. Carnegie Building, Puerner Building)	61	32	7
12	Downtown Jefferson	63	32	5

18. The following are statements that suggest choices about future directions for Jefferson. Please check whether you strongly agree, agree, disagree, strongly disagree, or have no opinion.

		Strongly Agree	Agree	Disagree	Strongly Disagree	No Opinion
1	The City should promote smaller lot sizes and redevelopment to use less land for future growth.	9	22	40	17	11
2	The City should continue to invest resources into downtown revitalization.	27	50	12	7	4
3	The City should work hard to keep County offices in Downtown.	33	44	10	3	9
4	Agriculture is an important part of the future of the area.	33	46	12	2	7
5	The City should pursue the development of a City-wide multi-use trail system, with the vision of someday connecting to a regional trail system.	21	41	14	8	17
6	The City should encourage revitalization of land along the Rock River.	31	46	9	6	8
7	The City should provide parks in new residential neighborhoods throughout the City.	18	42	21	10	9
8	The City should maintain a community separation area between Jefferson and Fort Atkinson.	15	32	28	10	16
9	The City should maintain a community separation area between Jefferson and Johnson Creek.	15	33	28	10	15
10	The City should encourage housing options that will attract a young professional workforce (e.g. condos).	18	43	19	8	12
11	The City should provide city-wide Wi-Fi service.	20	32	18	8	23

19. Where should the City encourage future commercial/retail development? (Check all that apply)

- | | |
|---|---|
| <p>1 62.7 Downtown area</p> | <p>5 36.4 Western portion of City
(along USH 18 west of Crawfish River)</p> |
| <p>2 44.9 Northern portion of City
(along STH 26 near Junction Road)</p> | <p>6 23.1 Northwestern portion of the City
(north of Fairgrounds)</p> |
| <p>3 50.5 Southern portion of City
(along STH 26 south of the water tower)</p> | <p>7 3.7 Other _____</p> |
| <p>4 25.6 Eastern portion of City
(along USH 18 near CTH Y)</p> | |

20. Where should the City encourage future industrial development? (Check all that apply)

- | | |
|---|--|
| <p>1 6.2 Downtown area</p> <p>2 60.3 Northern portion of City (along STH 26 near Junction Road)</p> <p>3 31.3 Southern portion of City (along STH 26 south of the water tower)</p> <p>4 19.7 Eastern portion of City (along USH 18 near CTH Y)</p> | <p>5 29.5 Western portion of City (along USH 18 west of Crawfish River)</p> <p>6 30.8 Northwestern portion of the City (north of Fairgrounds)</p> <p>7 8.6 Other _____</p> |
|---|--|

21. Please feel free to write any additional comments you may have regarding your impressions of the City of Jefferson as it currently exists and/or how you would like to see the community develop in the future.

Common responses included:

- Retail small town feel
- Revitalize Downtown
- Wal-Mart will negatively impact the community
- Focus on attracting businesses/jobs
- Need architectural controls Downtown
- Comparisons to nearby communities
- Combine school districts/building new high school
- Need places for teens
- Capitalize on Rock River
- High taxes
- Parking and walking Downtown is difficult

PART 3: DEMOGRAPHIC INFORMATION

22. Please describe your City of Jefferson residency status. (please select one option)

- | |
|---|
| <p>1 96.9 I live in the City of Jefferson year-round.</p> <p>2 0.5 I live in the City of Jefferson for part of the year, but live elsewhere during the winter months (i.e. “snowbird”).</p> <p>3 0 I live in the City of Jefferson for part of the year as a seasonal worker.</p> <p>4 0.8 I am not a resident of the City of Jefferson (please do not answer questions 23, 24, 25).</p> <p>5 1.8 Other: _____.</p> |
|---|

23. Do you own or rent your residence in Jefferson?

- | | | |
|-------------------|--------------------|--------------------------|
| <p>1 85.6 Own</p> | <p>2 13.6 Rent</p> | <p>3 0.8 Other _____</p> |
|-------------------|--------------------|--------------------------|

24. How long have you lived in the City of Jefferson?

- | | | | | | | | | |
|---|------|------------------|---|------|----------------|---|------|--------------------|
| 1 | 3.0 | Less than 1 year | 3 | 9.0 | 6 to 10 years | 5 | 51.9 | More than 20 years |
| 2 | 19.4 | One to 5 years | 4 | 16.7 | 11 to 20 years | | | |

25. Please describe your present work situation while residing in Jefferson (please select one option).

- | | | |
|---|------|---|
| 1 | 37.4 | I work in the city/village/town of _____. |
| 2 | 25.3 | I work in the City of Jefferson. |
| 3 | 5.2 | I work in the home. |
| 4 | 29.3 | I am retired. |
| 5 | 2.8 | I am not employed. |

PART 4: DETAILED DEMOGRAPHIC INFORMATION (OPTIONAL)

26. What is your age?

- | | | | | | |
|---|------|--------------------|---|------|--------------------|
| 1 | 5.5 | 18 to 29 years old | 4 | 30.0 | 50 to 64 years old |
| 2 | 15.4 | 30 to 39 years old | 5 | 13.1 | 65 to 74 years old |
| 3 | 19.9 | 40 to 49 years old | 6 | 16.1 | 75 years or older |

27. Which best describes your current household? (please select one option)

- | | | | | | |
|---|------|------------------------------------|---|------|--|
| 1 | 17.1 | Married with no children | 5 | 3.1 | Two or more non-married adults in the house |
| 2 | 29.5 | Married with children in the house | 6 | 1.2 | Non-married adults with children |
| 3 | 15.1 | Single with no children | 7 | 26.6 | Married with adult children not living at home |
| 4 | 3.1 | Single with children in the house | 8 | 4.4 | Other _____ |

28. Are there school aged (grades K – 12) children living in your household?

- | | | | | | |
|---|------|-----|---|------|----|
| 1 | 28.2 | Yes | 2 | 71.8 | No |
|---|------|-----|---|------|----|

29. What was your total household income before taxes for 2006?

- | | | | | | |
|---|------|---------------------|---|------|-----------------------|
| 1 | 2.5 | Less than \$10,000 | 6 | 16 | \$60,000 - \$74,999 |
| 2 | 8.0 | \$10,000 - \$19,999 | 7 | 18.1 | \$75,000 - \$99,999 |
| 3 | 11.8 | \$20,000 - \$29,999 | 8 | 8.2 | \$100,000 - \$124,999 |
| 4 | 14.5 | \$30,000 - \$44,999 | 9 | 5.7 | \$125,000 or more |
| 5 | 15.1 | \$45,000 - \$59,999 | | | |