

JEFFERSON

2040 COMPREHENSIVE PLAN

ADOPTED: JANUARY 21, 2020

JEFFERSON
WISCONSIN



Acknowledgements

Plan Commission

Dale Oppermann, Mayor
David Endl
Chris Nash
Raughn Ferrell
Pat VandenBerg
Steve Adams
Ron Miller

City Council

Dale Oppermann, Mayor
Vince Krause
Toby Tully, Jr.
Ron Miller
Paul Peachy
Peg Beyer
William Brandel
Jim Horn
Richard Lares

City Staff

Tim Freitag, City Administrator
Sarah Copsey, City Clerk/Deputy Treasurer
Bill Pinnow, City Engineer
Cyndi Keller, Parks & Recreation Director
Claire Scholten, Administrative Assistant

Planning and Design Assistance by:

VANDEWALLE & ASSOCIATES
Jolena Presti, AICP, Principal Planner
Mike Slavney, FAICP, Principal Planner
Meredith Perks, Primary Author
Dan Eckberg, GIS Analyst
Susan Hansen, Communications Specialist
Nicole Anderson, Planning Assistant

247 West Freshwater Way
Suite 530
Milwaukee, WI 53204
(608) 988-8631
www.vandewalle.com

© VANDEWALLE & ASSOCIATES, INC. 2019. All rights reserved.

The party to whom this document is conveyed ("Client") from VANDEWALLE & ASSOCIATES is granted the limited, non-transferable, non-exclusive right to copy this document in its entirety and to distribute such copies to others.

In no event shall VANDEWALLE & ASSOCIATES be liable to Client or any third party for any losses, lost profits, lost data, consequential, special, incidental, or punitive damages, delays, or interruptions arising out of or related to the recommendations contained in this document.

VANDEWALLE & ASSOCIATES shall not be liable or otherwise responsible for any future modifications to this document or their effect on the results of the implementation of the recommendations contained herein. In the event that Client modifies this document, the following disclaimer applies:

> This document is based on copyrighted materials of VANDEWALLE & ASSOCIATES. This document contains modifications that have not been reviewed or approved by VANDEWALLE & ASSOCIATES. As a result, VANDEWALLE & ASSOCIATES expressly disclaims any and all warranties associated with, or liability resulting or arising in any way from, this modified document.

Table of Contents

Acknowledgements i

Table of Contents iii

Introduction 1
Purpose of this Plan 1
Planning Process 2
General Regional Context 2
Selection of the Planning Area 2
Regional Planning Effort 2
Regional Influences 2

Chapter One: Issues and Opportunities 9
Issues Raised Through Public Participation – to be completed in next draft 9
Goals, Objectives, Policies, Programs, and Recommendations 11
City of Jefferson Comprehensive Plan Vision 12

Chapter Two: Agricultural, Natural, and Cultural Resources 15
Agricultural Resource Goals, Objectives, and Policies 15
Agricultural Resource Programs and Recommendations 16
Natural Resources 21
Natural Resource Goals, Objectives, and Policies 21
Natural Resource Programs and Recommendations 22
Cultural Resources 27
Cultural Resource Goals, Objectives, and Policies 27
Cultural Resource Programs and Recommendations 27

Chapter Three: Land Use 31
Land Use Goals, Objectives, and Policies 36
Land Use Programs and Recommendations 37
Residential Land Use Categories 39
Non-Residential Land Use Categories 44
Rural/Environmental Land Use Categories 51
Other Land Use Recommendations 55

Chapter Four: Transportation 67
Transportation Goals, Objectives, and Policies 67
Transportation Programs and Recommendations 69

Chapter Five: Utilities and Community Facilities 75
Utilities and Community Facilities Goals, Objectives, and Policies 75
Utilities and Community Facilities Programs and Recommendations 76

Chapter Six: Housing and Neighborhood Development 83
Housing and Neighborhood Development Goals, Objectives, and Policies 83
Housing and Neighborhood Development Programs and Recommendations 84

Chapter Seven: Economic Development 89
Economic Development Goals, Objectives, and Policies 89
Economic Development Programs and Recommendations 91

Chapter Eight: Intergovernmental Cooperation 99
Existing City Plans 99
Existing Regional Framework 100
Intergovernmental Cooperation Goals, Objectives, and Policies 101
Intergovernmental Cooperation Programs and Recommendations 102

Chapter Nine: Implementation 105
Plan Adoption 105
Implementation Programs and Recommendations 108

Appendices A-1

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 slowed to a stable level - presenting both opportunities and challenges. The City desires to increase the pace of growth and return to historic trends of stable sustainable population growth with a balance of residential and nonresidential development. As a result of this goal, this new Comprehensive Plan has a greater focus on economic development objectives and implementation strategies. However, enhancing the community's authentic small-town character and attaining a high quality of life that is accessible to all community residents remains the heart of the City's Vision for the year 2040.

Purpose of this Plan

This 2019 *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 an outline of the City's goals, objectives, and policies on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*). These documented policies are the basis for the programs and recommendations that are presented at the end of each chapter. Background information presenting existing conditions, descriptions of relevant plans and analysis of key demographic data on each element is included in the Data Inventory found in Appendix A.

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 C*omprehensive 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.

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

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 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 July 16, 2019, at the outset of this planning process, the City Council adopted the City's public participation plan by resolution. A public workshop was held in August 2019 and *Plan* consultants provided updates on the process at numerous public meetings, including joint meetings of the Plan Commission, City Council and Redevelopment Authority (RDA). The recommendations in this *Plan*, informed by input from the public, elected officials and City staff, 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 October 2019, the City encompassed approximately six 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 29 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 the update for the Jefferson County Comprehensive Plan.

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, Madison's cultural, dining, entertainment, and recreation are also available to Jefferson residents

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 Park and the Milwaukee Regional Medical Center. Numerous entertainment venues and shopping destinations are also available in the area, such as Miller Park, the Milwaukee County Zoo, the Public Market, Lakefront, Milwaukee Museum of Art, 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. 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 two 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 the County's natural beauty and open spaces will continue to make this area of Wisconsin such a desirable place to live and visit. This *Plan* will emphasize specific recommendations for the City of Jefferson to enhance its recreational and natural assets and make it a destination for tourists and residents.

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

Major Roads
Local Roads
Railroads
Glacial Drumlin State Trail
Surface Water

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

0 1,000 2,000 4,000 6,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

10/25/19

REGIONAL OPPORTUNITIES

JEFFERSON, WISCONSIN

UW - Baraboo

SAUK

To Twin Cities

39 90 94

COLUMBIA

Columbus

To Green Bay and Fox Valley

Horicon Marsh

151

Beaver Dam

Horicon

WASHINGTON

West Bend

UW - Washington County

OZAUKEE

41

43

DODGE

Hartford

45 Min Drive Time

60 Min Drive Time

30 Min Drive Time

26

12

151

1,810

3,711

Madison Area Technical College

Watertown Hospital

Bethesda

Watertown

Waterloo

Sun Prairie

TREK

Hosting 2017 World Cup Cyclocross Race

Crawfish River

Rock River

Glacial River Trail

Dane County Airport

Madison Area Technical College

94

MADISON AREA

Middleton

UW - Madison

Lake Mills

Johnson Creek

JEFFERSON

Oconomowoc

Waukesha County Technical College

Brookfield

Wauwatosa

UW - Milwaukee

Milwaukee School of Engineering

Milwaukee Area Technical College

Milwaukee Institute of Art & Design

Marquette University

UW - Waukesha

Waukesha

Glacial Drumlin Trail

MILWAUKEE AREA

Lake Michigan

Valero Renewables

Generac Power Systems

Nestle

Jefferson County Govt

Bork River

Cambridge

89

18

12

Fitchburg

Verona

5,311

1,404

1,015

6,774

Madison Area Technical College

Fort Atkinson

Jones Dairy Farm

Nasco

On-Cor

Fort Healthcare

Spacesaver

DANE

WAUKESHA

General Mitchell Int'l Airport

MILWAUKEE

Lake Koshkonong

Kettle Moraine State Forest

1,666

1,324

2,434

775

UW Whitewater

Whitewater

UW - Whitewater

39 90

26

12

GREEN

ROCK

Blackhawk Technical College

Advanced Manufacturing Training Center

Milton

43

94

RACINE

Racine

Gateway Technical College

Rock River

Ice Age Trail

WALWORTH

Janesville

UW - Rock County

JANESVILLE/ BELOIT AREA

Blackhawk Technical College

Lake Geneva

KENOSHA

UW - Parkside

Kenosha

Beloit

WISCONSIN

ILLINOIS

To Rockford and Chicago

To Chicago

0 3.75 7.5 miles

Legend

- Regional Employment Destination
- Natural Area
- Daily Commutes between Counties
- Major Employer
- Major Secondary Education

Revised: 6.19.17

VANDEWALLE & ASSOCIATES INC. © 2017

Chapter One: Issues and Opportunities

An overview of demographic trends and background information for the City can be found in the Data Inventory appendix to this *Plan*. This information provides an understanding of the changes taking place in the City of Jefferson. Data analysis includes population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics.

Figure 1. Jefferson Population Projections, 2040

	2010	2017	2020	2025	2030	2035	2040
Compounded 1990-2017	7,973	7,975	8,186	8,537	8,888	9,240	9,591
Compounded 2000-2017	7,973	7,975	8,094	8,294	8,493	8,692	8,891
Compounded 2010-2017	7,973	7,975	7,975	7,975	7,975	7,975	7,975
Linear Growth 1990-2017	7,973	7,975	8,255	8,743	9,260	9,808	10,388
Linear Growth 2000-2017	7,973	7,975	8,098	8,307	8,521	8,741	8,966
Linear Growth 2010-2017	7,973	7,975	7,976	7,977	7,979	7,980	7,982
WisDOA Population Projection	7,973	7,975	8,405	8,685	8,935	9,050	9,080

For the purposes of this *Plan*, the City will utilize the 20-Year Percentage Projection scenario. This is a conservative approach based on population trends of the last 20 years. This population scenario will be used for housing and land use demand projections later in 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 public meetings of the City Council and Plan Commission, Stakeholder Focus Group interviews, and a Community Visioning Workshop. The following is a summary of those activities:

Stakeholder Focus Group Interviews

Stakeholder Focus Group interviews were held on August 20, 2019 as part of the project kick-off. Four groups were identified by City staff and consulted on issues including arts, education, and civic issues, private development and enterprise, interagency and interjurisdictional issues, and city department issues. Over the course of the interviews, approximately 25 individuals participated in the discussions. Key issues raised in the focus group discussions included:

- Housing affordability and the need for a variety of housing types that are accessible to different demographics, including young families and seniors looking to downsize their homes. Housing is important to Jefferson's ability to attract new residents and it is a critical for the City to grow while staying affordable.
- Downtown is an important economic driver in the community and should be a destination for residents and visitors. Downtown needs more businesses that draw people in, like restaurants, breweries, small shops and stores.
- Jefferson has incredible natural assets, including the Rock and Crawfish Rivers. The City should utilize these assets to be a regional destination. The City is well connected to highways and other big cities, it should market itself to attract visitors. The City should continue to implement its marketing and branding strategy and expand its scope. This will help Jefferson stand out in the region.
- Jefferson should improve and expand programming in its parks and its natural resources.
- Jefferson needs to attract and recruit large employers that increase the wage of employees in the City.

- The City has several active non-profit groups however, there should be better communication between the groups to avoid duplicating services and share resources. These groups are vital to building a greater sense of community in Jefferson.
- The City needs to focus on its entryways and gateways to make travelers on the highways know that Jefferson is there and bring them downtown.
- The public library and other community facilities have a high demand for services but the facilities have reached their capacity. It is important to have facilities, particularly a library that meets residents 21st century needs.
- The community needs to address the technology divide and ensure all residents have access to high-speed internet.
- Jefferson's connection to the County is important and as the County seat, it should work with the County to meet its service and facility needs.

Community Visioning Workshop

On September 18, 2019 the City hosted a Community Visioning Workshop to collect input from residents and stakeholders in the community. The approximately 12 participants engaged in a number of exercises that included individual brainstorming, small group discussions, and mapping. Some of the key issues raised in the workshop include:

What do you value most about the City of Jefferson?

- Small town feel, but close to major areas
- Natural resources (river, parks, bike paths, etc.)
- Family friendly
- Strong sense of community
- Lower crime rate than larger cities
- Currently, our city council is very forward thinking
- Our businesses are open to thinking outside the box
- Collaboration on the part of the city, chamber, and schools
- Willingness to try new events in the city
- City services (police, fire, ems)

What should be the City's most important goal or direction for the future?

- Attract retail businesses to downtown storefronts
- Build on the brand "We are going outside"
- Attract artists/the arts to the area
- Focus on natural resources (river, parks, bike paths)
- Attract more jobs so people can work near their home
- Make Jefferson more of a destination for people to visit (Riverwalk, river clean-up efforts, year-round events)
- Tie in County fairground events with downtown Jefferson
- Need better fishing
- Downtown revitalization
- Incorporating more public art
- Expand to the bypasses
- New single-family residential home locations
- More riverfront businesses and activities
- Gateways to city
- Prevent/address Downtown building deterioration
- Maintenance to structure we have (downtown sidewalks, pool, etc.)

- Create an "Entertainment District" to be promoted for tourism and resident benefit
- Attract young families to live in community
- Growth: residential and retail, but controlled, as to not lose small town atmosphere
- Employment: try to get more career/higher paying employers
- Preserve small town environment
- Attract younger professional families
- Promote affordable and all types of housing
- Protect natural environment
- Keep taxes at a comfortable level
- Continue bike trail on Hwy N
- Do something with old golf course

Making Jefferson a destination was determined to be the most important goal or direction for the City when participants voted during the workshop. Developing more jobs/industry, showcase natural resources, and attracting young families were also high priorities.

Draft Plan Open House

On November 19, 2019 the City hosted an Open House prior to a joint meeting of the Plan Commission and City Council. The Open House provided the public the opportunity to review the Draft Plan and provide comments via a comment form. Maps and graphics were printed for review and staff and consultants were available to answer questions. Following the Open House, consultants presented the Draft Plan to the Plan Commission and City Council and received additional feedback on the Plan, particularly on the Future Land Use Map.

Draft Plan Public Hearing

On January 7, 2020 the draft Comprehensive Plan was presented in a joint meeting and public hearing of the Jefferson Plan Commission and the City Council. The public hearing was noticed to the public according to Wisconsin Statutes 30 days prior to the hearing and the City received no written comments or comments from the public in the hearing. The Plan Commission approved a resolution recommending the Plan to the Council on January 7, 2020. The City Council completed its first reading of the ordinance to adopt the Comprehensive Plan on January 7, 2020 and completed a second reading and adopted the Plan on January 21, 2020.

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 Comprehensive Plan Vision

Informed by the public input process including the public workshop and stakeholder focus groups, feedback from City Staff and City leaders including the Plan Commission, City Council and Redevelopment Authority, the following vision was identified for the *2040 Comprehensive Plan*. The vision is distilled in the following statement and supported by four key principals as well as specific initiatives to support this vision.

Jefferson 2040:

An accessible community with authentic, small-town character. Where recreation, arts, education, and close-knit neighborhoods come together to enrich quality of life.

The vision graphic (Figure 2 below) is intended to serve as a graphic executive summary of key recommendations from the *Plan* and be used as a tool by City leaders, staff and residents for implementing the *Plan* over the next 20-year period.

JEFFERSON

2040 COMPREHENSIVE PLAN VISION

An accessible community with authentic, small-town character. Where recreation, arts, education and close-knit neighborhoods come together to enrich our quality of life.

1. CAPITLIZE ON SMALL-TOWN COMMUNITY STRENGTHS & MAGNETISM

- Promote small town amenities through community promotion, outreach and organizational development.
- Advance Jefferson's new community image and branding strategy.
- Maximize the benefits of and promote Jefferson's high quality of living including quality schools, large park and recreation system, and destinations to foster community growth and economic development.
- Strengthen retail, hospitality, and visitor destination options.

2. NURTURE & GROW RECREATION & NATURE-BASED ASSETS

- Capitalize on Jefferson's Crawfish River, Rock River and public land recreation opportunities.
- Promote location along the Rock River Trail Initiative, north-south Glacial River State Trail, and east-west Glacial Drumlin State Trail.
- Leverage assets by becoming a destination for active and passive sports including supportive retail and service business growth.
- Advance identified projects for river connections, public access and interaction – including wayfinding, infrastructure, and business development.

3. PROMOTE JEFFERSON AS A COMMUNITY OF CHOICE BETWEEN TWO MAJOR METROS, READY FOR BUSINESSES TO LOCATE & GROW

- Advance targeted development strategies at the Highway 26 Interchange areas to promote high quality development at these community gateways.
- Actively pursue economic diversification in areas including healthcare and value-add food production.
- Connect with existing businesses to provide opportunities to promote growth in home-grown small and medium-size businesses.
- Coordinate career pathways and workforce development strategies beginning in youth education and continuing through technical and higher ed, as well as ongoing job training.
- Support the organization, promotion, and business development of the arts and cultural network of existing businesses and organizations.

4. BUILD OFF OF DOWNTOWN & RIVERFRONT MOMENTUM TO ADVANCE COMMUNITY REVITALIZATION

- Advance redevelopment and infill projects proximate to current efforts to continue momentum and create excitement downtown and along the riverfront.
- Diversify Jefferson's housing stock to appeal to more residents, serve lifecycle housing needs, and grow population.
- Work with community partners to bring events, programming and visitors to downtown and the riverfront destinations.

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 Resource Recommendations Summary

- Work with surrounding Towns and Jefferson County 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.

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 Jefferson 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.

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.

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 through the Parks and Recreation Department. The City should support the future growth and expansion of this event, including improving vendor participation, community attendance and coordination with Markets held in other communities.

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 develop a farm-to-school program similar to REAP in Dane County. A farm-to-school program could encourage Jefferson Schools and other institutions to buy directly from local farmers and growing cooperatives and incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. Farm-to-school programs also create hands-on opportunities for students to learn about healthy foods and nutrition through initiatives like “edible schoolyards,” community gardens, cooking lessons, and expanded “garden bars” in school cafeterias.

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 Keystone Foods and Nestle Purina which manufactures pet food. In addition, there are numerous agricultural processing operations surrounding Jefferson. The City has the opportunity to pursue economic development strategies related to the expansion of value-add food production in Jefferson.

City of Jefferson Comprehensive Plan

3 Soil Sustainability for Agriculture

Municipal Boundaries

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, USDA, US Census Bureau

0 1,250 2,500 5,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

10/15/19

Natural Resources

A survey of Jefferson's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. As a community focused on growth, 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. Jefferson's natural assets and features, including the confluence of the Rock and Crawfish Rivers and extensive public lands, make the City a unique destination for residents and visitors interested in outdoor recreation. Maintenance and promotion 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.

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.
- Partner with private property owners and the State to cleanup contaminated properties and return them to productive development, recreation, or conservation land uses.
- Protect groundwater quantity and quality through collaboration with local partners.
- Work with local, regional, and state organizations on natural resource and recreation initiatives.

Natural Resource Goals, Objectives, and Policies

Goal:

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

b. Promote the City of Jefferson as a destination for outdoor recreation that attracts visitors and residents with abundant, well-maintained, and accessible natural features and amenities.

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.

e. Highlight Jefferson's location in the region and natural assets as a destination for outdoor recreation and tourism.

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. Pursue funding opportunities to maintain, protect, and enhance environmental quality in the City
i. Encourage programs that help to educate citizens on the tools, programs, and incentives that protect the natural environment
j. 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.
k. Explore codifying the City's commitment to sustainability and resiliency through waste reduction, energy efficiency or climate adaptation and mobilization legislation.

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:

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, woodland, public land, 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.

Promote a Compact Development Pattern

The City should implement 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.

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.

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.

Encourage Green Building Construction and Rehabilitation

In recent years, communities around the country have encouraged more sustainable building practices oriented towards fighting global warming and building a green, low-carbon economy. Practices include requiring new municipal or municipally-funded buildings achieve Leadership in Energy and Environmental Design (LEED), Energy Star, Passive House, or Living Building Challenge certification or meet local green building and sustainability standards, providing incentives for private developers who construct LEED, or locally-certified green buildings, and creating energy efficiency benchmarking programs for public and private buildings. Additionally, communities are encouraging or requiring the incorporation of infrastructure and technology that prepares City buildings for the future and enables residents to adopt green technology, including electric vehicle charging stations and smart home devices. These strategies move the City toward energy conservation and efficiency, and include retrofitting buildings to improve energy efficiency, wind power, solar power, and next generation biofuels, as used to protect human health and the environment.

To encourage green building construction and energy efficiency, the City may:

- Explore opportunities to promote and encourage the construction of green buildings and consider adding green or sustainable standards into its codes and ordinances.
- Promote insurance industry benefits related to “green” investments in buildings, homes, and vehicles.
- Consider conducting audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.
- Consider requiring that energy consumption is tracked by property owners and is disclosed to potential buyers or tenants to encourage energy efficiency and empower buyers and tenants to make informed decisions about energy consumption.
- Consider programs that support home builders in constructing housing units that are energy efficient in their design and technology and enable residents to implement energy saving, smart home technologies.
- Create waste-reduction programs for construction and demolition waste, including the use of
- Explore opportunities for public and private sector technology upgrades to enable the future of transportation and mobility technology, including electric vehicle charging.

City of Jefferson Comprehensive Plan

4 Natural Features

Lower Crawfish River Watershed

Johnson Creek Watershed

Middle Rock River Watershed

Lower Koshkonong Creek Watershed

Jefferson Marsh SWA

CITY OF JEFFERSON

CITY OF FORT ATKINSON

TOWN OF AZTALAN

TOWN OF JEFFERSON

TOWN OF FARMINGTON

TOWN OF HEBRON

TOWN OF KOSHKONONG

Rock River

Crawfish River

Johnson Creek

Hillcrest Ln
Connely Dr
Spangler St
Lucas Ln
Park Way
Puerner St
Greenwood St
Woolcock St
Ogden St
North St
Church St
Clark St
Candise St
Racine Ave
Milwaukee St
Ryder St
Linden Dr
Linden
Washington St
Green St
Walworth St
Fairway Cir
Spring St
Dodge St
Linden Ave
Pinecrest Dr
First St
Stiel St
Oak Dr
Wisconsin Dr
Hillside Dr
Plymouth St
Garland St
Chrysler Blvd
Crestwood Ct
Collins Rd
Clancy St
South St
Kiesling Ave
W Marsh Rd
Christberg Rd
Jackson Ave
Windsor Ter
Pleasant Ave
High Ave
Taft Ave
Willow Dr
Industrial Ave
Ryan Ave
Rail Ave
Midway Ave
Dewey Ave
Fisher Ave
Highland Ave
Braun Ave
Kranz Ave
Pitzner Pkwy

26
89
18
Q
J
W
K
N
Y

Town Boundaries
City or Village
Major Roads
Local Roads
Railroads
Watershed Boundaries
Parks and Public Open Space
Slopes between 12% and 20%
Slopes greater than 20%
Woodland
Wetlands
100 Year Floodplain (FEMA)
500 Year Floodplain (FEMA)
Surface Water

Sources: Jefferson County, Dane County, FEMA, WI DNR, US Census

Sources: Jefferson County, Dane County, FEMA, WI DNR, US Census

0 1,250 2,500 5,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

9/20/19

Cultural Resources

Jefferson is a community with a deep history in the region as an agricultural and commercial center of the region. Jefferson incorporated as a city in 1878 and serves as the county seat for Jefferson County. Jefferson has a strong sense of community and a small-town atmosphere supported by its numerous historic buildings, appreciation of the arts, connection to nature, and a deep Gemuetlichkeit tradition.

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.
- Support Jefferson as a regional arts destination through city events, artist support programs, and pblic art.

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. Expand community cultural events to reflect Jefferson's diversity, including highlighting Hispanic and Latino culture.

d. Support the efforts of the Jefferson Historical Society, including historic building restoration and preservation of locally significant artifacts and information.

e. Encourage private landowners to protect and rehabilitate historic and archeological sites, and incorporate them into the planning of new development areas where appropriate.

f. Support the organization, promotion and development of the arts in Jefferson, including arts-based events, arts destinations, and integration of public art in City projects.

Cultural Resource Programs and Recommendations

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 continue to 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 and streetscaping, like expansion of the Riverwalk, should also continue.

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.

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, Tomorrow's Hope, and Kiwanis Take a Kid Fishing Day. These events also present an opportunity to expand Jefferson's cultural representation and incorporate different cultures into the arts, entertainment, and food experiences. The City should work to expand representation, including of Hispanic or Latino cultures, to create more inclusive community events.

In addition, the City could sponsor an annual event that attracts outdoor recreation enthusiasts to Jefferson's location and the presence of major regional natural assets. Events could target river and canoe enthusiasts from around the region to capitalize on Jefferson's location at the convergence of the Rock and Crawfish Rivers. An event could also be organized for bicyclists to highlight Jefferson's connection to the Glacial Drumlin State Trail and Glacial River Trail. Such events could include the following types of attractions: mini workshops on paddling or bicycling topics; races and group paddles or rides; canoe or bike parade where participants decorate their canoe or bike; raffles; skills shows; accessory vendors; t-shirts; refreshments. 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.

Support Jefferson as a Regional Arts Destination

The City of Jefferson has numerous assets to make it an arts destination in the region. The City and members of the community should organize its efforts and resources to highlight these artistic and cultural opportunities and bring residents and visitors to the City. Efforts to promote Jefferson as an arts destination include:

- Supporting existing arts organizations in the City, including the Arts Alliance of Greater Jefferson, and promote the expansion of arts related events like Jefferson Plein Air. Continue partnerships with these organizations to provide logistics, volunteers, and promotional marketing.
- Increase public art in the City, particularly in Downtown and connecting community assets like the Riverwalk and parks. Public art can include murals on Downtown buildings, sculptures, interactive art and kinetic sculptures, participatory and multi-sensory art projects.
- Create opportunities for arts related uses in vacant storefronts to increase foot traffic and occupy key Downtown space.
- Encourage artists to live in Jefferson, particularly in Downtown, through artist-in-residence programs as well as identifying live-work studio spaces.
- Encourage cultural development and mentorship by connecting young artists with established artists in Jefferson.
- Pursue funding opportunities, including grants, to support and expand arts in Jefferson.
- Use public resources, including facilities and programming, to showcase local artists.

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.

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.

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 - Rural: 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;
- 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;
- Parks 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 Land: Open lands and vacant parcels;
- Right-of-Way: Publicly-owned land for transportation uses, including roads, highways, and railroads.

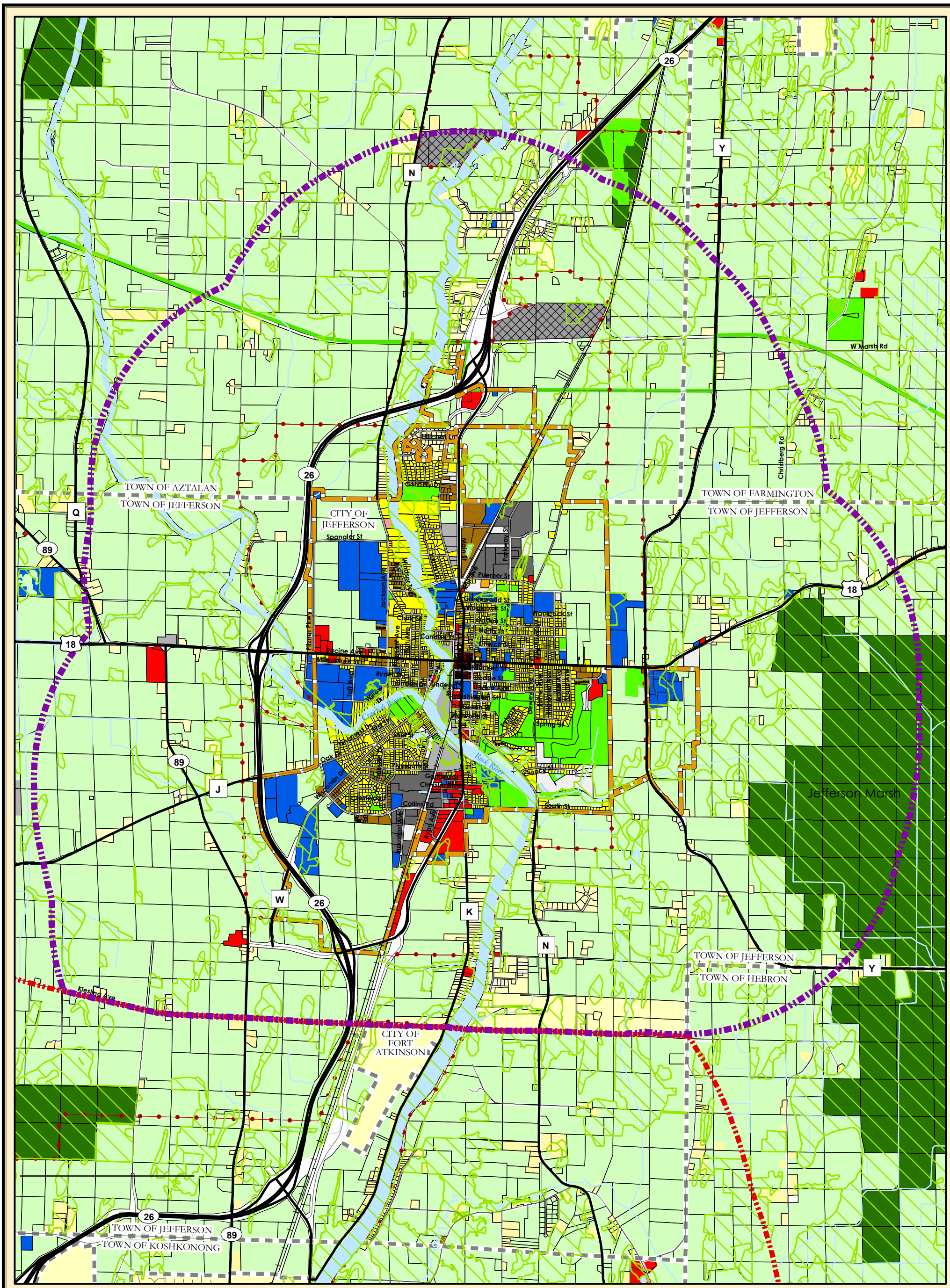
Existing Land Use Pattern

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 fall of 2019. 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 6.01 square miles. The total planning area contains about 29.03 square miles. Figure 3 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.

Figure 3. Existing Land Use Acreage, 2019

Existing Land Use	Acres	Percent
Agriculture/Rural	1,234.8	32.1%
Community Commercial	103.2	2.7%
Community Facilities	428.0	11.1%
Downtown	9.6	0.2%
General Industrial	155.6	4.0%
Light Industrial	55.4	1.4%
Mixed Residential	104.4	2.7%
Neighborhood Commercial	7.9	0.2%
Office	3.8	0.1%
Parks and Open Space	258.3	6.7%
ROW	513.4	13.3%
Single Family Residential - Rural	34.9	0.9%
Single Family Residential - Sewered	674.0	17.5%
Surface Water	118.9	3.1%
Two-Family Residential	39.6	1.0%
Vacant Land	105.4	2.7%
Total	**3,847.3**	



City of Jefferson Comprehensive Plan

5 Existing Land Use

- Environmental Corridor
- Agriculture/Rural
- Public Conservancy
- Parks and Open Space
- Single Family Residential - Rural
- Single Family Residential - Sewered
- Two-Family Residential
- Mixed Residential
- Office
- Neighborhood Commercial
- Community Commercial
- Downtown
- Light Industrial
- General Industrial
- Extraction
- Community Facilities
- Vacant Land
- Right of Way
- Parcels
- City of Jefferson
- Town Boundaries
- Other City and Village Municipal Boundaries
- City of Jefferson Extraterritorial Boundary
- City of Fort Atkinson Extraterritorial Boundary
- Urban Service Boundaries
- Railroads
- Major Roads
- Local Roads
- Surface Water

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

0 1,250 2,500 5,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change 10/15/19

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 from 2.42 to 2.25 and a residential density of five housing units per acre through the planning period. The change 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 landowners 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 4: City of Jefferson Projected Land Use Demand

	2020	2025	2030	2035	2040	Total
Projected 5-Year Population Increase (Linear Growth 2000-2017)	123	209	214	220	225	991
New Housing Unit Projections	52.48	90.42	93.56	97.25	100.20	434
Residential Acreage Demand	10.50	18.08	18.71	19.45	20.04	87
Non-Residential Demand	3.46	5.97	6.18	6.42	6.61	29
Preliminary Acreage Demand	16.89	29.10	30.11	31.30	32.25	140
Flexibility Factor	25.34	43.65	45.17	46.95	48.38	**209**

It is projected that a total of 209 acres will be required to meet future land use demand in the City of Jefferson over the next 20-year period. This includes 87 acres of residential use, which at 5 dwelling units per acre totals approximately 430 new housing units. Twenty-nine acres of non-residential development or use, i.e. land for commercial, industrial, and right-of-way uses, is projected for the year 2040.

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 though 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 by working with the surrounding towns and Jefferson County to adhere to the County’s highly-successful farmland preservation plan and zoning approach which strictly limits the development of unsewered subdivisions and certified survey maps.

e. Explore the potential intergovernmental cooperative boundary agreements (under Wisconsin Statutes 66.307) with each neighboring town to limit City annexations to locations consistent with their Future Land Use map in this Plan, and to limit Town development to areas consistent with their Future Land Use Maps, as mutually-acceptable to the City and Town. If adopted, such agreements would limit development to locations that are only acceptable to both municipalities.

f. 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.

g. Preserve and enhance the character of the Downtown by encouraging compatible new development and redevelopment.

h. Preserve architecturally, culturally, and historically significant structures, buildings, and sites.

i. Disperse mixed-residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.

j. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses

k. Promote road, pedestrian, and bicycle connections between existing and new development areas.

l. Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.

m. 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.

n. 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.

o. 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.

The City will be rewriting the zoning code in the year 2020. Since this chapter is considerably interconnected with how the zoning code is currently written, it will be necessary to revisit this chapter after the new code is adopted. It is expected that considerable portions of the future land use category section will need to be rewritten, updated, or revised. After completion of the code, the abridged text will be placed in an Appendix to supplement the necessary changes to the text.

Each of the future land use categories shown on Maps 6a and 6b is described below. Each land use category description summarizes where that type of land uses should be promoted, the appropriate existing and proposed new 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. Figure 5. below identifies which zoning districts are consistent with each of the Future Land Use map categories.

Figure 5. Future Land Use Categories and Zoning District Consistencies, 2019

Future Land Use Category	Associated Zoning Districts										
	R-1	RM	MH	BHN	BC	ML	MG	MU	CD	AG	Not in the City
SF-E											X
SF-U	X										
TF-R	X	X									
MR		X									
PN	X	X	X	X	X	X	X	X	X	X	
NC			X	X	X						
PC			X	X	X						
DT			X	X	X						
PMU			X	X	X	X	X	X	X		
LI						X					
GI							X				
CF									X		
POS	X	X	X	X	X	X	X	X	X	X	
PC											X
UW										X	
EC										X	
AG-R										X	
LR UGA											X

Residential Land Use Categories

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.

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.

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.

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.

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.

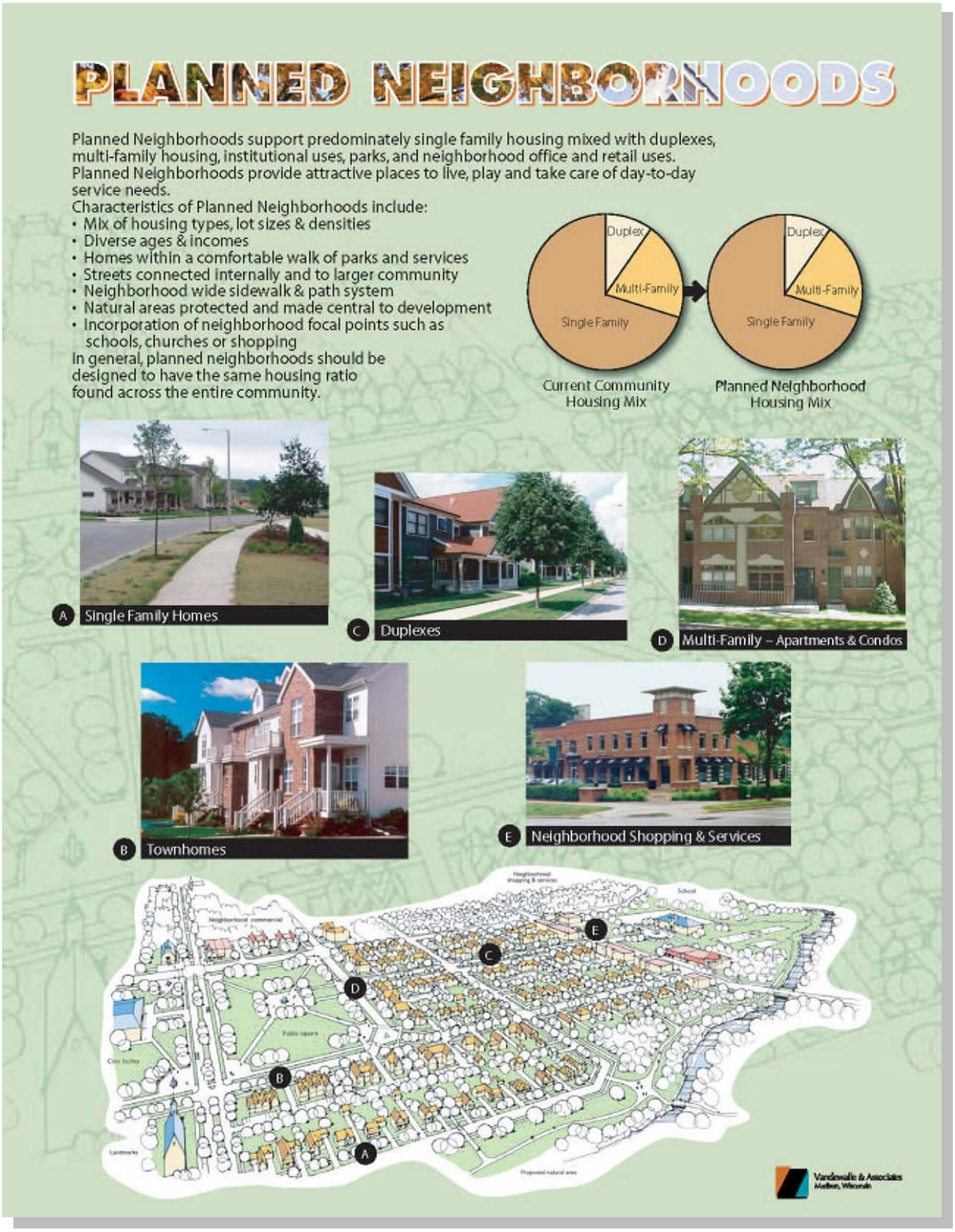
c. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is offered for the site.

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 6:

- 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 6: Planned Neighborhoods



Non-Residential Land Use Categories

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 BHN 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 footprint of 5,000 square feet and gross floor area of 10,000 are commonly used in other communities.

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 BHN 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.

Downtown

Description

Downtown Jefferson is intended to remain the civic, social, and commercial hub of the community. The Downtown continues to be enhanced by recent revitalization efforts.



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."

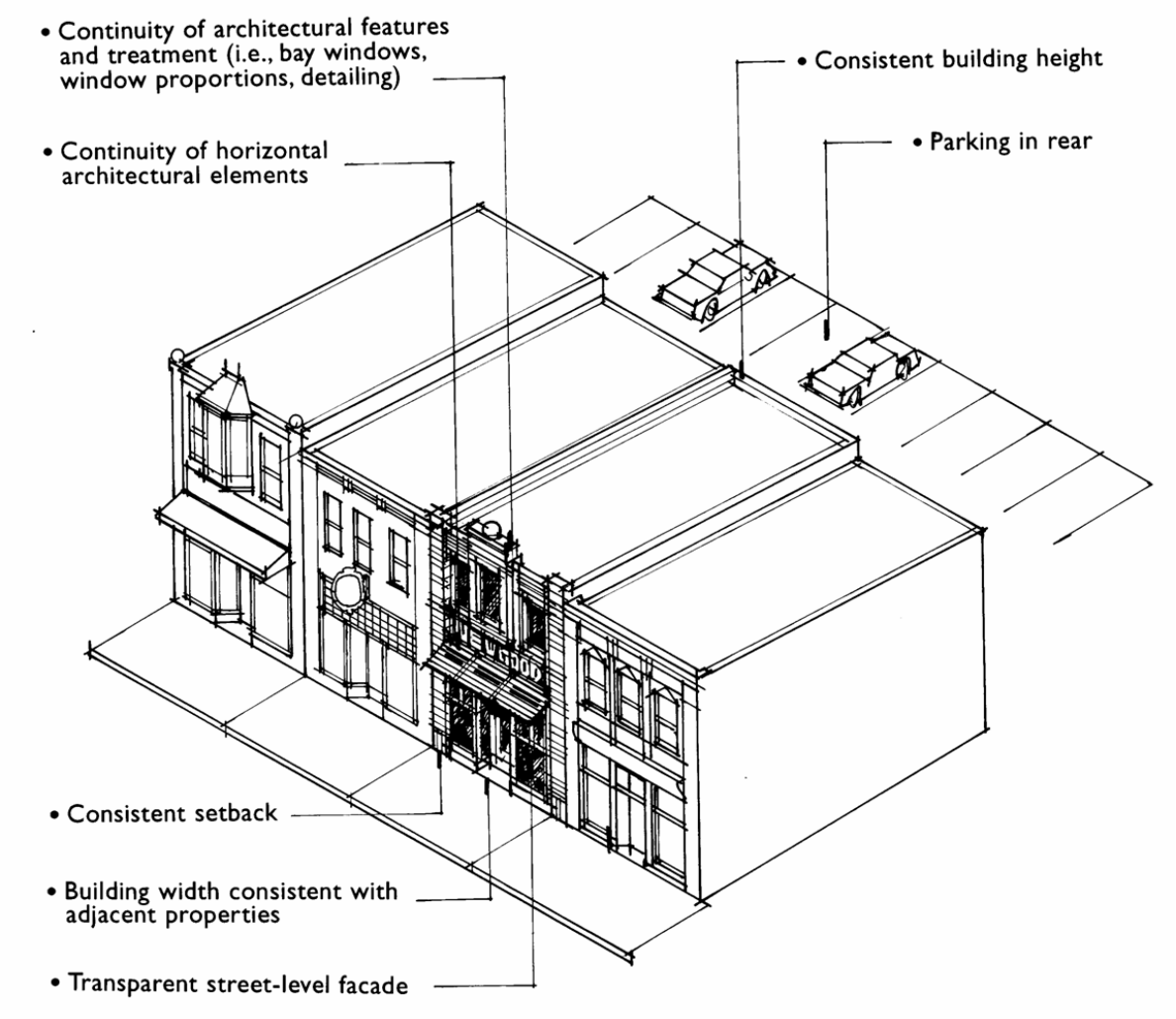
c. Grant development approvals only after submittal, public review, and approval or site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.

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 7: Appropriate Historic Downtown Development



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, Parks and Open Space, and Community Facilities land uses. Planned Mixed Use land uses are focused west of the central Highway 26 bypass interchange.

Recommended Zoning

The City's Mixed Use district will accommodate this future land use category; however, 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.

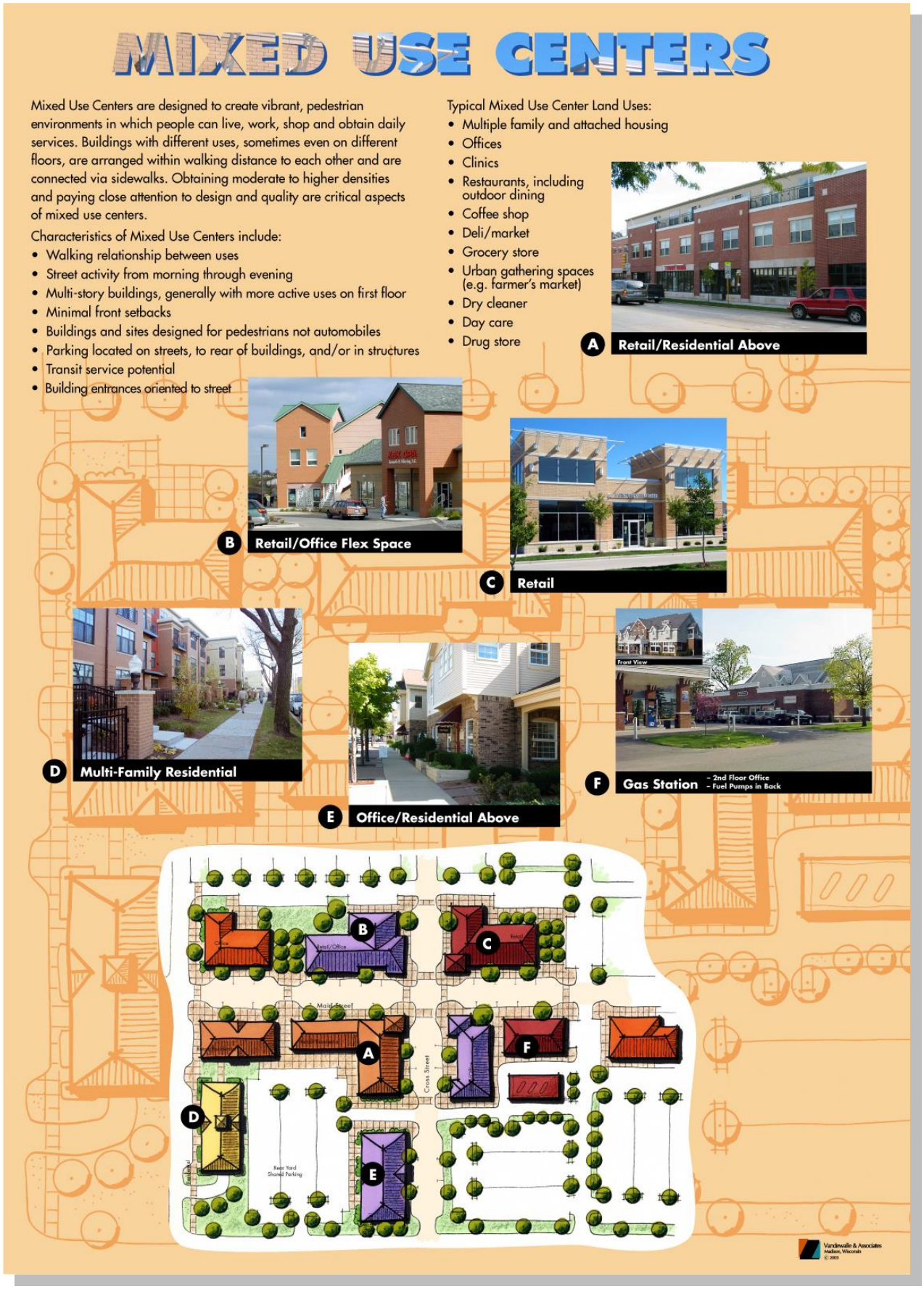
b. Grant development approvals only after submittal, public review, and approval or site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.

c. In Planned Mixed Use areas, require the use of high-quality building materials and design objectives as depicted in Figure 8.

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 8: Mix Use Development Components



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.

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.

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 also has the CD 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

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.

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 the Jefferson County Dog 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.

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.

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, public lands, woodlands, surface water, and slopes of 20% or greater. Environmental Corridor areas area generally located along the Rock and Crawfish Rivers and in the Jefferson Marsh to the northeast of the City.

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.

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. This land use might also be appropriate for extraction, disposal, intensive outdoor storage and entertainment.

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.

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.

Specific opportunities for redevelopment include the continued revitalization of the former County Highway site north of Downtown, the former Tyson factory site south of Racine Street, and infill opportunities in Downtown and along Riverside Alley.

"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 and the Jefferson Area Business Center Site. 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 things residents value about Jefferson during the public workshop described in Chapter One: 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. The City of Jefferson and its residents recognize a need to expand residential development, including a variety of housing alternatives, in order to meet demand and attract new residents to the City. New development, whether commercial or residential, should fit with the character of Jefferson, be consistent with its historic, small town charm, while maintaining high-quality building and design standards. While some residents feel that 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 and existing development has been allowed to deteriorate, new development should meet the character recommendations list below.

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. Its location between two major metro areas make Jefferson a small-town oasis. 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. Trademark 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, 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.

The City's Downtown alleys, including Riverside Alley and Old Firehouse Alley present opportunities for more pedestrian oriented connectors, providing a unique space for walking and gathering away from busy main streets. The City should pursue opportunities for enhanced streetscaping as well as new programming in these alleys, including parklets, plazas, public art, and pedestrian improvements.

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.

Additionally, Jefferson's location and presence along STH 26 presents the opportunity to attract new visitors traveling along the highway. High-quality development, as well as effective community branding and wayfinding, can entice visitors to stop in Jefferson and hopefully visit Downtown businesses. These areas are also opportunities to connect users of the Glacial Drumlin and Glacial River State Trails to travel into Downtown Jefferson. Effective signage is key to communicating the economic and recreational opportunities in Jefferson.

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, consistent with the City's "We're Going Outside" brand, and/or public art may be used to formally announce entry. These entrances include:

STH 26: State Highway 26 is the most important entryway into Jefferson from the north, south, and west. 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 though 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.

As described in Chapter 8: Intergovernmental Cooperation, communication and cooperation with surrounding towns is key to ensuring high-quality development in areas surrounding the STH 26 Bypass 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.

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 though 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

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 as well as public access to the river through boat launches, fishing piers, scenic overlooks, and expansion of the Riverwalk. 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.

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

- City of Jefferson
- Other Municipal Boundaries
- City of Jefferson Extraterritorial Boundary
- Urban Service Boundaries
- Parcels
- Future Roads
- Railroads
- Surface Water
- Agriculture/Rural
- 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. Park and Open Space
6. Community Facilities

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

0 500 1,000 2,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

11/8/19

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.

Town of Aztalan
Town of Jefferson
Town of Farmington
Town of Jefferson
Town of Hebron
Jefferson Marsh
City of Fort Atkinson
Future Land Use Shown

Rock River
Crawfish River
Johnson Creek

26
89
18
Q
N
Y
J
W
K

City of Jefferson Comprehensive Plan

6b Future Land Use - ETJ View

- City of Jefferson
- Other Municipal Boundary
- Jefferson Extraterritorial Boundary
- Fort Atkinson Extraterritorial Boundary
- Urban Service Boundaries
- Parcels
- Major Roads
- Local 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
- Research Park
- 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. Park and Open Space
6. Community Facilities

11/8/19

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

0 1,250 2,500 5,000 Feet

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

City of Jefferson Comprehensive Plan

7 Existing and Future Community Character and Community Facilities

Community Character

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

Community Facilities

- Municipal Facilities
- County Building
- Community Facilities
- City Parks
- Glacial Drumlin State Trail

Redevelopment Opportunities

- Infill
- Redevelopment
- Rehabilitation

Utilities

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

Cities and Villages
Town Boundaries
Urban Service Boundaries

Major Roads
Local Roads
Railroads
Potential Future Urban Service Area

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

0 1,250 2,500 5,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

9/20/19

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. Descriptions of state, county, and regional transportation programs and plans can be found in the Data Inventory.

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*.

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 that connects users to regional destinations.

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. Utilize scheduled transportation improvements, including resurfacing or reconstruction, to enhance pedestrian and bicycle infrastructure, to create Complete Streets that serve all users, regardless of age, ability, and mode.

d. Provide a system of arterial and collector streets that will provide safe and efficient access to regional highways for both local and commuter traffic.

e. Provide safe and efficient access between neighborhoods, employment centers, schools, service centers and recreational centers.

f. Support safe biking and walking routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers.

g. Consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, libraries, and community centers.

h. Continue to utilize riverfront corridors for multi-use trail and walkway development.

i. Provide for adequate on- and off-street parking facilities.

j. 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.

k. 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. Require all new streets in the City to be evaluated and designed to be Complete Streets that provide safe and efficient access to all users, regardless of age, ability, and mode.

g. Preserve sufficient public street right-of-way to allow for needed street updates and improvements.

h. Require traffic impact analyses for large subdivision, commercial, and industrial projects to determine on and off-site impact.

i. Require sidewalks or other alternative pedestrian pathways in all new developments and retrofit these along appropriate arterials and collector streets.

j. Expand and maintain the comprehensive community wide wayfinding signage system in order to better direct travelers to key destinations in the community.

k. 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.

l. Implement wayfinding, signage, and street-related recommendations from the City's branding and marketing strategy.

m. 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.

n. Participate in regional efforts to provide para-transit (elderly/disabled) and public transit services within the City and to other Jefferson County communities.

o. 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.

p. 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.

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:

- 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 the extension of Connelly Drive STH 26. 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.

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:
  - Connelly Drive
  - 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

Complete a Bicycle and Pedestrian Plan

Non-vehicular options are an important component of the overall transportation system. A comprehensive Bicycle and Pedestrian Plan should be completed to identify specific facility recommendations, create facility design guidelines, establish a City bike map, and provide implementation and funding strategies.

Potential Bicycle and Pedestrian Plan recommendations could include:

- Incorporate bicycle and pedestrian network enhancements into public street improvements when 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.
- Establish a City Complete Streets policy.
- Enhance wayfinding and signage as well as local connections along the Glacial Drumlin and Glacial River Trails to bring users into Jefferson.
- Provide enhancements and attractions along regional trails to encourage users to stop in Jefferson.
- Increase bike parking to encourage biking to Downtown destinations and shopping.
- Complete an official City of Jefferson Bike Map that shows the City's network of on- and off-street facilities as well as regional trail connections. The Map should be designed to complement the City's "We're Going Outside" brand and be printed and available at City locations for residents and visitors, including local restaurants, coffee shops, businesses, City Hall, public library, and the Chamber of Commerce.

Future Facilities



Map 8 includes the recommendations from the City of Jefferson Comprehensive Outdoor Recreation Plan, the Jefferson County Bicycle and Pedestrian 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.

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
- County Elderly and Disabled Transportation Assistance
- Wisconsin Employment Transportation Assistance Program (WETAP).
- Rural Transit Assistance Program (RTAP)
- Statewide Transit Planning Grant Program
- Enhanced Mobility of Seniors and Individuals with Disabilities Program

The Jefferson County Aging and Disability Resource Center helps coordinate the transit options available in the county. The current services include: a medical-specific transportation service, shared ride taxi service, passenger transit, Veteran's Vans, and several volunteer-based programs for use by residents of Jefferson County. Continued work with these groups in coordinating rides, accessibility, hours, and routes are important for the City to be involved in moving forward. A county-wide transit coordinator position would be an extremely valuable addition in the pursuit of enhancing, expanding, coordinating, and better integrating these services, especially in coordinating between the County and City in potentially developing a regional transit or bus system option in the future. Another alternative partnership opportunity is with Fort Healthcare in developing better connections for people in the community to get to the medical services they need.

City of Jefferson Comprehensive Plan

8 Existing and Future Transportation System Improvements

Cities and Villages
Town Boundaries
Urban Service Boundaries
City of Jefferson Extraterritorial Boundary
City Parks

Major Roads
Local Roads
Railroads
Glacial Drumlin State Trail
Glacial River Trail
Existing Bike Lane or Route

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

0 2,000 4,000 8,000 Feet

VANDEWALLE & ASSOCIATES INC. Shaping places, shaping change

11/21/19

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.
- Implement the Comprehensive Outdoor Recreation Plan.
- Implement recommendations from the Library needs study.
- Complete a Stormwater Management and Environmental Resiliency Plan to address future stormwater management best practices, environmental sustainability, and energy efficiency.
- Complete a Technology Master Plan to enhance access to high-speed broadband, making Jefferson an attractive location for employers and remote employees.
- Review expansion of the Urban Service Area.

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. Explore the feasibility of increasing Jefferson Utility's generation and use of renewable energy, including solar.
f. Limit low density, unsewered development in the unincorporated areas surrounding the City.
g. 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.
h. 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.
i. 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.
j. Coordinate with the Jefferson School District on identifying for and planning future school facilities.
k. Pursue options to expand library facilities to meet current and future need, including a Facility Needs Study.
l. Study the viability of technological infrastructure, such as small cell wireless or fiber networks, to provide access to technology citywide.
m. Continue to promote private development of child and health care facilities and needed.
n. Continue to contract with private companies for cemeteries, solid waste disposal and recycling services.

Utilities and Community Facilities Programs and Recommendations

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.

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 continue to 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.

In addition, Jefferson is home to the Jefferson County Fair Park. The Fair Park is a year-round destination for visitors from around the region and the state, bringing visitors to the City of Jefferson. The City will work with County Fair Park representatives to retain this use in the City, expand its program, and increase connections between the Fair Park and Downtown Jefferson.

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.

Implement the Comprehensive Outdoor Recreation Plan

The City updated its Comprehensive Outdoor Recreation Plan (CORP) in 2018. The CORP provides a comprehensive evaluation of the existing park system as well as recommendations to address the needs for additional parkland and enhanced facilities. The CORP 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.

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. With the next update of the Comprehensive Outdoor Recreation Plan in 2023, ideas regarding the park and recreational needs of future growth areas—as presented in Map 6—should be considered.

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 has trended toward declining enrollment. Over the course of this planning period the District may need to consider changes to its school facilities. The City will work with the District to proactively identify actions, and if necessary, identify an appropriate site for future facilities 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.

Complete a Facility Needs Study and Pursue Expansion of the Jefferson Public Library



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 quickly reached capacity and has been operating in a limiting facility for more than a decade.

Expansion of the library is vital to its mission of providing the best level of service and facility amenities to Jefferson's residents and to meet the changing role of the public library in modern civic life. The library serves as a gathering place for the community and is a benefit to surrounding commercial, office, and institutional facilities as a destination for a diverse range of population. The facility's inability to meet the library's needs requires it to restrict its services, impacting its circulation numbers and potentially reducing the funding received from Jefferson County. An important first step in expanding the library facility is a Facility Needs Study.

An essential "third space", 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 expansion of the library site should have sufficient land for the building on-site parking, public and service entrances, and additional growth. Potential expansions could integrate the library into a mixed-use development with other important community uses, such as independent senior housing, childcare, the Jefferson Historical Museum, and neighborhood retail.

In 2018, the Jefferson Library was selected by Library Journal to participate in a Design Institute which brought an architect and various stakeholders to conduct problem solving and brainstorming sessions regarding the facility and the future of the library. Results of the event found that there was enough space at the current location for an expansion of up to 14,000 square feet and could include technology and infrastructure improvements to increase convenience for library patrons, including drive up returns and automated material pickup. The recommendations produced in the Design Institute can serve as a starting place for the Facility Needs Study. Following completion of the Study, the City should move forward in executing expansion plans.

Complete a Stormwater Management and Environmental Resiliency Plan to Codify Best Management Practices

The City will promote progressive stormwater management approaches to mitigate the negative impacts stormwater can have on waterways such as the Rock and Crawfish Rivers, as well as downstream properties.

Traditional stormwater management practices attempt to carry water away from a developed site as quickly as possible after a storm or hold water on-site in constructed ponds. Alternatively, Stormwater Best Management Practices (BMPs) aim to control run-off volume by managing precipitation as "close to where it hits the ground" as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes. The City should complete a Stormwater Management and Climate Resiliency Plan that codifies BMPs for the City and advances the goals of limiting run-off, protecting and improving water quality, reducing flooding and addressing the impacts of climate change. An effective and comprehensive stormwater management approach may include any or all of the following strategies:

- **Incorporate progressive construction site erosion control practices.** Construction sites generate a significant amount of sediment run-off if not managed properly. Under current State laws, erosion control

plans are required for all construction sites that are larger than one acre. The City will continue to enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development/redevelopment sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing any displaced vegetation.

- **Utilize infiltration and retention areas.** Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native edge vegetation whenever feasible to ensure the aesthetic and functional integrity of the site.
- **Maximize permeable surface areas.** This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are far more effectively managed by natural systems, such as wetlands and forest ecosystems, than by pervious ground cover that has been altered by construction or other human impacts (e.g. front lawns), the preservation of environmental corridors will go a long way in mitigating stormwater impacts. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods, where possible, and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g. less street frontage needed per lot).

Examples of current on-site infiltration techniques that the City may promote for use on both residential and non-residential properties include:

- **Rain gardens:** A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards as part of its landscaping ordinance, allowing the construction of rain gardens that meet these standards to apply towards the City's landscaping requirements.
- **Rain Barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground.

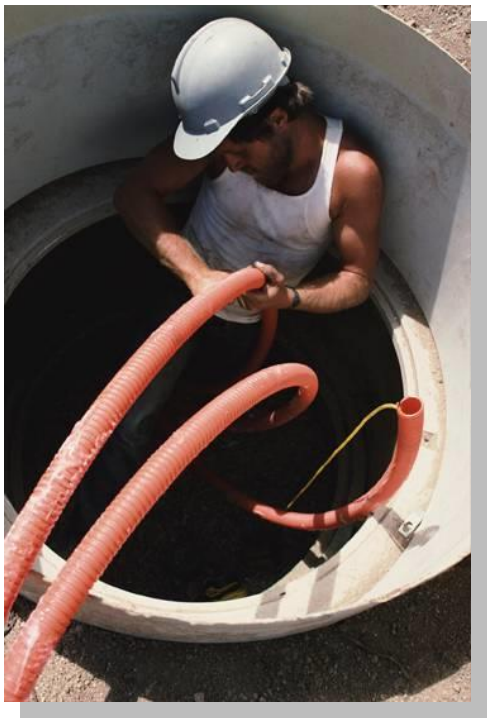


Example of a rain garden

- **Green (vegetated) roofs:** Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. Other benefits to green roofs include reducing the amount of stormwater entering the sewage system, absorbing air pollution, protecting the building's underlying roof material by eliminating exposure to UV radiation and temperature fluctuations, providing habitats for birds and other small animals, functioning as a more attractive alternative to traditional rooftops, reducing the amount of outdoor noise entering the building, reducing energy costs by insulating the building from extreme temperatures, and reducing urban heat island effects. This is an area where the City could take a leadership role by installing green roofs on future municipal buildings or retrofitting existing buildings, such as City Hall, when roof replacements are necessary.

- **Phosphorus bans:** Phosphorus is a chemical commonly found in household and commercial fertilizers. When applied to lawns and landscaping, the chemical can easily be washed into nearby waterways during rainstorms or can travel to these waterways via groundwater. Once higher levels of phosphorus build up in rivers and lakes, these nutrients lead to excessive plant growth. As plant material decays it leads to the overabundant growth of bacteria, which help to break down the plant material. These bacteria consume oxygen, eventually decreasing the level of oxygen in the water enough to suffocate other aquatic life. Excessive algae growth also blocks sunlight from reaching plants and other forms of life that live on the floor of the waterbody, thus further disrupting the aquatic ecosystem. To combat this issue, other communities throughout the Midwest have banned the use of fertilizers that contain phosphorus. For example, Dane County, Wisconsin prohibits the application of lawn fertilizer containing phosphorus to established lawns, golf courses, parks, and cemeteries when soil tests indicate that an excessive amount of phosphorus is already present.
- **Vegetated buffer strips and berms.** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.
- **Permeable pavers.** Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a rapidly evolving and improving technology that offers a new form of on-site stormwater management.
- **Retention ponds.** Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These are typically used in larger-scale developments or subdivisions.
- **Bioswales.** A bioswale is a small-scale combination of a detention pond and vegetate buffer stip. It is typically designed to be sloped, so that it both filters the water with through organic materials that make up the buffer, while also containing the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

Complete a Technology Master Plan to 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 remote employees. As more and more of the economy is built on employees who work from home, access to reliable internet is essential to retaining the next generation of workers. The City should advance an economic development strategy that highlights access to high-speed Internet service along with the important quality of life assets, like natural resources, outdoor recreation opportunities, small-town charm, and access to major metro areas, to attract remote employees and employers.

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.

Review Expansion of the Urban Service Area

The Urban Service Area boundary reflects land that is currently serviced by City utilities, including sewer and water. Directing development within this sphere promotes smart growth and limits overextending expensive infrastructure to isolated development outside the City. The City of Jefferson has focused new development within the Urban Service Area, but should consider expanding that boundary to include new lands, particularly to the north, south and west of the City to provide future land use recommendations for all areas within the STH 26 Bypass, and in limited areas near the Bypass interchanges. Future development in these areas will be serviced by City utilities and enable the City to accommodate future growth as the City's utilities have capacity to serve new areas. The City should review the procedure for expanding the Urban Service Area within Jefferson County and study the feasibility of expanding services.

Generally Follow the Timetable Shown in Figure 9 to Create, Expand or Rehabilitate Community Facilities and Utilities

Figure 9: 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	2030-2040	Recently Renovated, but ensure that facilities meet long term needs.
Library	2020-2022	Complete Facility Needs Study; Pursue facility expansion.
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	2020-2022	Implement recommendations of Comprehensive Outdoor Recreation Plan.
	2022, 2027	Update Comprehensive Outdoor Recreation Plan.
Telecommunication Facilities	2022-2025	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 childcare 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. Roughly 23 percent of the City's total land area is residential. Housing not only provides shelter, but neighborhoods also help to establish a community's sense of place.

As mentioned in the Issues and Opportunities Chapter, adapting to demographic shifts, changing housing preferences, and increasing housing diversity are key to the long-term sustained growth of the city. Both locally and nationally, the aging and Latino populations are growing, wages are stagnant, student loan debt is compounding, more people are living at or near the poverty line, people are waiting longer to get married and start a family, and younger generations are prioritizing mobility more than ever. All of these trends, however, provide opportunities for the city. By increasing the diversity in housing stock beyond single family dwellings, Jefferson can attract new residents, accommodate changing housing preferences, increase affordability, and grow its population.

This chapter contains a compilation of goals, objectives, policies, and recommended programs aimed at providing a diverse supply of housing that meets existing and forecasted housing demand in the City, along with high-quality housing and addresses the constraints facing housing in the Jefferson.

Housing and Neighborhood Development Recommendations Summary

- Support policies and programs that provide high-quality, affordable housing options in the community, including:
  - Diversify new housing to include options of all income level and all life-stages
  - Promote maintenance of older housing
  - Support Downtown Housing
  - Allow high-quality multi-family housing
  - Support programs to provide new affordable housing
  - Encourage smaller City lot sizes
  - Employ a proactive approach to housing development
- Consider detailed design guidelines for all new or expanded multi-family residential developments.
- Consider anti-monotony ordinances for new city neighborhoods

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. Pursue zoning code changes that permit diverse housing types, including smaller lot sizes to encourage lower cost housing.

f. Consider opportunities for the City to take a proactive role in housing development and pursue partnerships to construct new housing.

g. Consider updating zoning standards to allow accessory dwelling units and other housing options that promote affordability and accommodate multi-generational households.

h. Establish a City target for 200 new workforce units by 2030 and work to recruit development that will advance this goal.

i. Promote maintenance of the City's existing housing stock.

j. 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.

k. 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.

l. Develop 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.

Support High-Quality Housing at All Income Levels

The City intends to continue to support policies and programs that provide high-quality, affordable housing options in the community that meet the needs of a variety of residents while exploring new approaches to housing development. It is essential for Jefferson to have a diverse supply of housing options that serve residents at different life stages, from apartments and multi-family, to entry level homes, to senior living options for older residents looking to trade in the maintenance and responsibility of a home for a smaller alternative. Providing this mix of housing options allows residents to stay in Jefferson as their lives and housing needs evolve and as people move on from an entry home to a larger family home or from an apartment to condo, options turnover and become available for other members of the community. Diverse housing options, including alternatives to large-lot, single family homes, can also help attract new residents to Jefferson, particularly younger demographics groups interested in the housing affordability, access to employment centers and metro areas, and abundant natural and recreational opportunities that the City can offer. Bringing these groups to Jefferson will be key in balancing Jefferson's aging population and keeping the City vibrant into the future. The following strategies will be explored:

- **Diversify New Housing.** One of the most successful approaches to increasing the diversity in housing within a community is through the inclusion of multiple housing types in any new subdivision. Offering large, medium, and small lot single-family options, next to duplexes and townhomes, with some larger multi-family units mixed in provides a housing option to all areas of the market. It also moves larger projects through each development phase more quickly, which is beneficial to both the City and the developer. The City should encourage developers to plan and design distinctive neighborhoods that embrace diverse styles and are in keeping with the unique character of Jefferson. The Plan Commission will be the authority to enforce these guidelines and will work with developers to create acceptable neighborhood plans.

- **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.



- **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 and Economic Recovery Plan also recommend condominiums, apartments, and townhomes for certain redevelopment sites. Upper-story housing in historical downtown buildings should also be explored to maximize space and activity in Dowtown. 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.

- **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, townhouses) housing options as

well as housing targeting active seniors. 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 continue to support appropriate use of such programs to increase the supply of affordable housing for people who are often not accommodated through the private market. Additiionally, the City should partner with housing advocacy groups to facilitate development that will serve low- to moderate-income residents and provide affordable housing alternatives.
- **Encourage Smaller City Lot Sizes:** The City intends to adopt, utilize, and encourage residential zoning districts that allow lots smaller than 8,000 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. These homes are attactive to a number of demographic groups important to the City of Jefferson, including young professionals, young families, and members of the local workforce, including police officers and teachers, looking for an entry level home, as well as active seniors looking to downsize from larger homes to smaller dwelling with less maintenance. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- **Employ a Proactive Approach to Housing Development** High construction costs, land values, migration patterns, and the availability of capital have made constructing homes that are suitable for residents in diverse family, life-cycle, and income situatons more difficult in recent years. Given these constraints on housing development in Jefferson, which also include, demographic changes, shifts market trends, and a shortage of active developers and home builders in the area, the City of Jefferson should consider taking a proactive role in the recruitment and creation of diverse housing options in limited instances. This proactive role could include a variety of actions, dependent on future needs, including:
    - Partnering with developers and builders to provide land or invest in infrastructure
    - Acquiring land for future home development
    - Partner with the Jefferson School District to encourage vocational training programs, including construction, plumbing, green construction, and home building to support students education and create future entrepreneurs and increase the construction and home building workforce
    - Explore opportunities for housing options to be incorporated into different mixed-use development opportunities and work with developers to provide a variety of housing alternatives at different price points
    - Create a local home construction or rehabilitation fund
    - Develop or support programs to expand homeownership opportunities, including down payment assistance and rent-to-ownership models

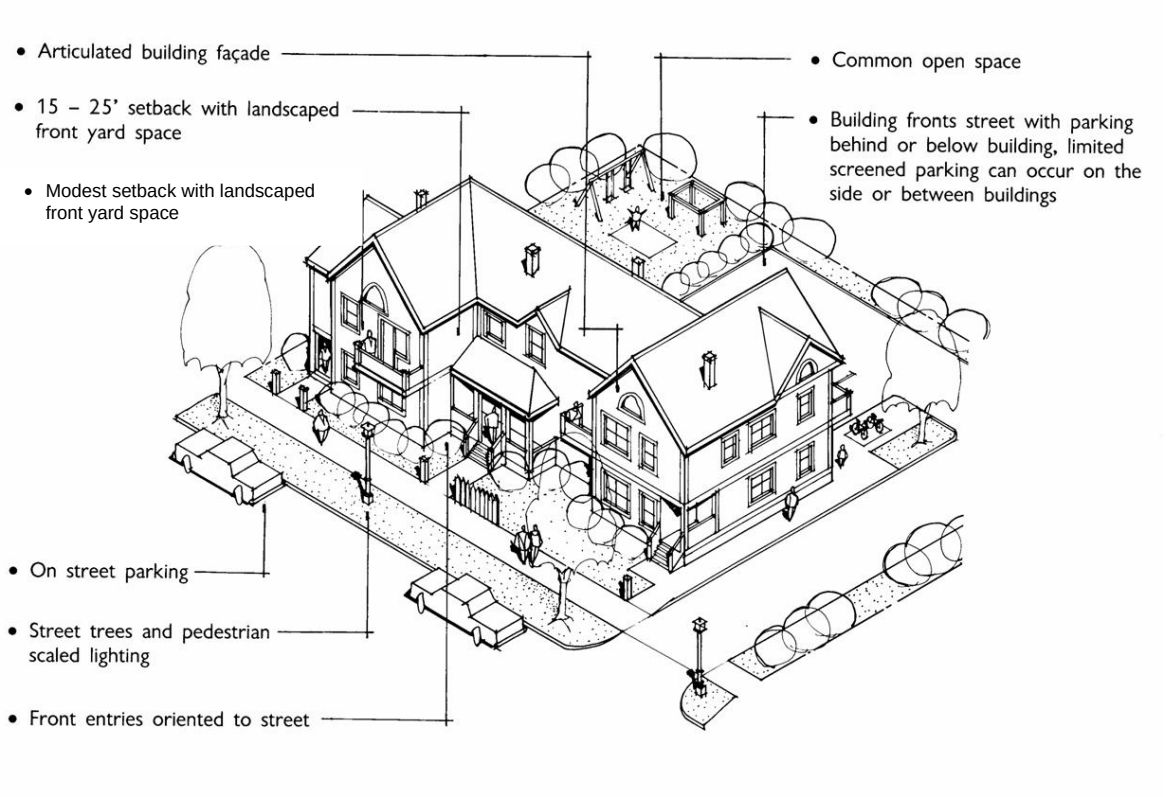
Enact Design Standards for Multiple Family Housing

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 10 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 10: Desired Multiple Family Residential Project Layout



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.

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."

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

Chapter Seven: Economic Development

This chapter contains goals, objectives, policies and recommended programs to promote the retention and stabilization of the City's economic base. Additional assessment of Jefferson's economic development framework

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.
- Captalize on the Jefferson County Fairgrounds.
- Implement recommendations from the 2017 Economic Recovery Plan.
- Ensure that adequate and appropriately-located developable lands are available for each type of land use on the Future Land Use Map and through Capital Improvement Programming for infrastructure network extension into such areas.
- Address interchange areas and community entryways to ensure high-quality development.

Economic Development Goals, Objectives, and Policies

Goals:

a. Promote and enhance the City's business districts, including Downtown, to make Jefferson a destination for employers, visitors, and residents.

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 to accommodate future demand and projected growth.

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 eastern expansion of County facilities in the Downtown area.

l. Encourage the development and promotion of arts and culture in Jefferson, establishing Jefferson as a regional arts destination.

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. Ensure that adequate and appropriately-located developable lands are available for each type of land use on the Future Land Use map and through Capital Improvement Programming for infrastructure network extension into such areas.

g. Support multiple housing options to meet the needs of the Jefferson business community, from workforce housing to executive housing.

h. 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.

i. 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.

j. Apply Downtown Design Guidelines to proposed development and façade improvements.

k. Advance targeted development strategies at the STH 26 interchange areas to promote high-quality development.

l. Encourage the clean up and reuse of environmentally contaminated sites that threaten public health, safety, and welfare.

m. Encourage recruitment of employers in key industries, including healthcare, higher education and value-added food production to further diversify the Jefferson economy, making it more resilient to market changes.

n. Advance the City's branding and marketing strategy recommendations to solidify the City's identify as an outdoor recreation destination.

o. Partner with educational institutions and industry to create career pathways and workforce development strategies from youth education to on the job training.

p. Nurture economic development opportunities that connect with Jefferson's vision of being a destination for outdoor recreation, including recruiting recreation-based businesses and retailers.

q. Support Jefferson's existing businesses to promote growth in small- and medium-sized businesses.

r. Work with the Jefferson County's Thrive Economic Development 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.

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 and Economic Recovery Plan contain detailed recommendations for redevelopment and infill in the Downtown.



Potential redevelopment projects include the following sites: the City Hall Parking Lot, Riverside Alley, the former Tyson site, and Downtown streetscape and alley improvements.

Careful planning, site assessment, public-private partnerships, redevelopment incentives, regulatory actions, and persistence over a number of years are required to successfully redevelop these sites. The Jefferson Redevelopment Authority (RDA) manages the financial and land acquisition process in implementation as well as administer specific redevelopment projects as guided by the City Council.

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 and the Jefferson Area Business Center have the potential for apartment and/or condominium development, among other uses. As residential use and foot traffic increase in downtown, supportive amenities should be added, including pet-friendly areas for walking pets and convenient, walkable destinations.
- **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 continue to expand the Downtown Riverwalk both sides of the Rock River to complete a looped Riverwalk system. Riverwalk expansion should connect important destinations including Rotary Park, the newly redeveloped Riverfront

Lofts, and the new Rock River Landing park, allowing increased accessibility and walkability for Downtown residents and visitors. Increased public access to the river and river-related recreation activities and public events is also important.

Additionally, recreation-oriented businesses such as clothing and equipment retailers and outfitters as well as equipment rental businesses should be recruited to Downtown to service Downtown visitors and residents. These businesses can also serve as partners to the City in creating and sponsoring recreation-based events and establishing Jefferson as a year-round outdoor recreation destination.

- **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. Walkability should be encouraged and easily facilitated and the number of impervious surface parking lots limited within the Downtown.

Create a Downtown & Riverfront Corridor Overlay Zoning District

The City should create 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.

Leverage Opportunity Zone and NMTC Opportunities to Advance Quality of Life in the City

The federal Tax Cuts and Jobs Act of 2017 established Opportunity Zones as a local economic and community development tool and financing mechanism to encourage investment in previously under-invested areas. Designated by Census Tract, the entire southern portion of the City (south of Racine Street) is located in an Opportunity Zone. Being in a designated Opportunity Zone enables businesses to utilize Opportunity Zone tax benefits and is an opportunity for the City to broaden its scope and aggressively market its assets to potential investors and business owners.

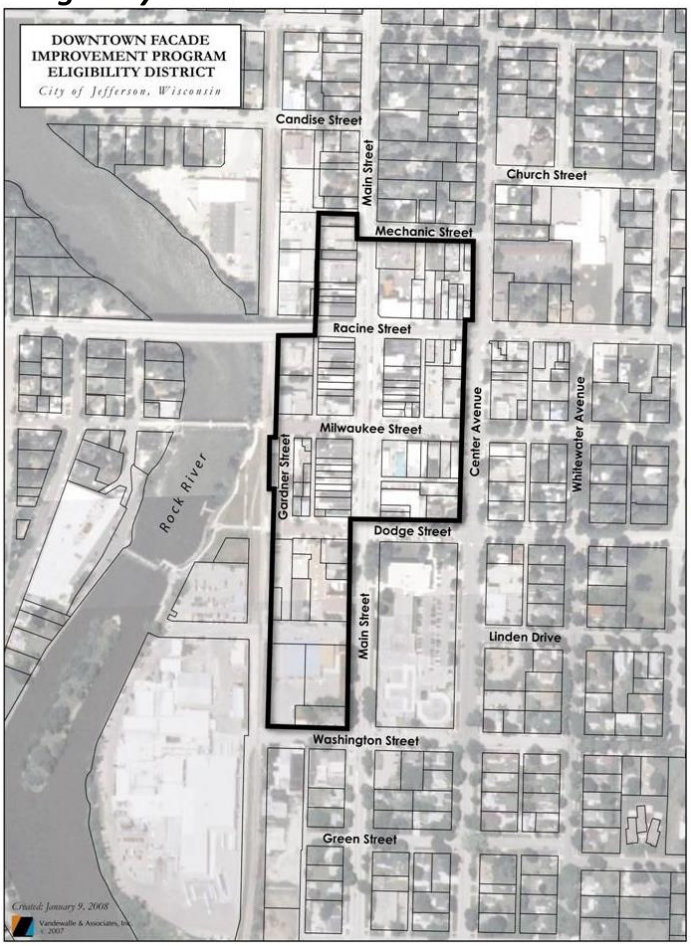
Organizing and promoting Opportunity Zone investments require coordination and organization on the part of the City. The Plan recommends that Jefferson take the following steps to maximize its Opportunity Zone potential:

- Develop a redevelopment prospectus to share with potential investors that includes important information for investment.
- Reach out to regional and state organizations to coordinate broader Opportunity Zone efforts.
- Contact existing businesses within the City's Opportunity Zone to discuss potential expansion projects or improvements that may be eligible for Opportunity Zone benefits.
- Reach out to local, regional, and statewide financial institutions regarding Opportunity Zones and their lending or Opportunity Zone involvement.
- Review ways to advance and combine other economic and community development programs by building on the Opportunity Zone designation, particularly with programs that share eligibility like New Markets Tax Credits.
- Promote how the Opportunity Zone can benefit applications to federal grant opportunities including funding from the EPA, Economic Development Administration (EDA) and others.

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 11: 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 11. 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 12 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.
- For new and expanded industrial uses, the standards listed below and illustrated in Figure 13 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 12: Desired New Commercial Project Layout

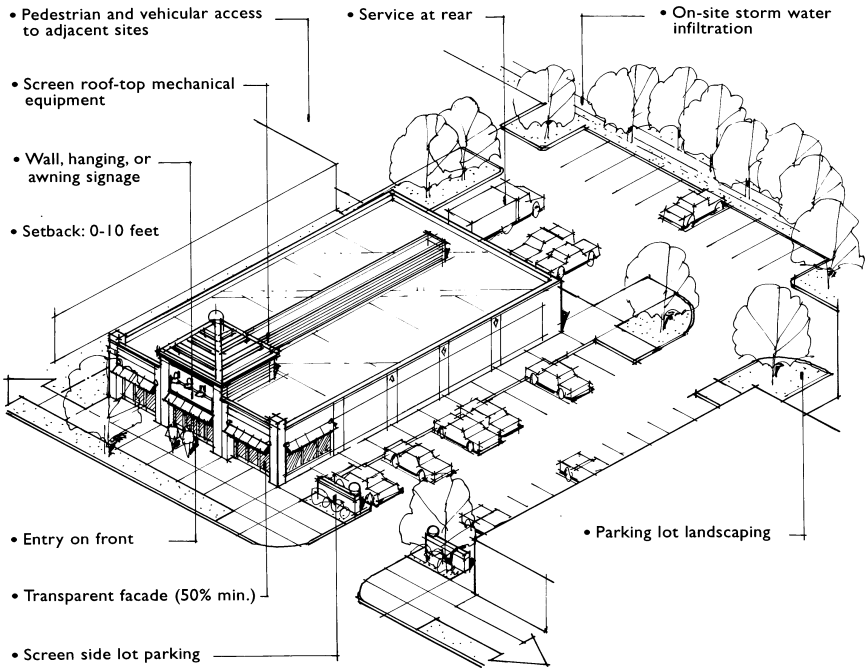
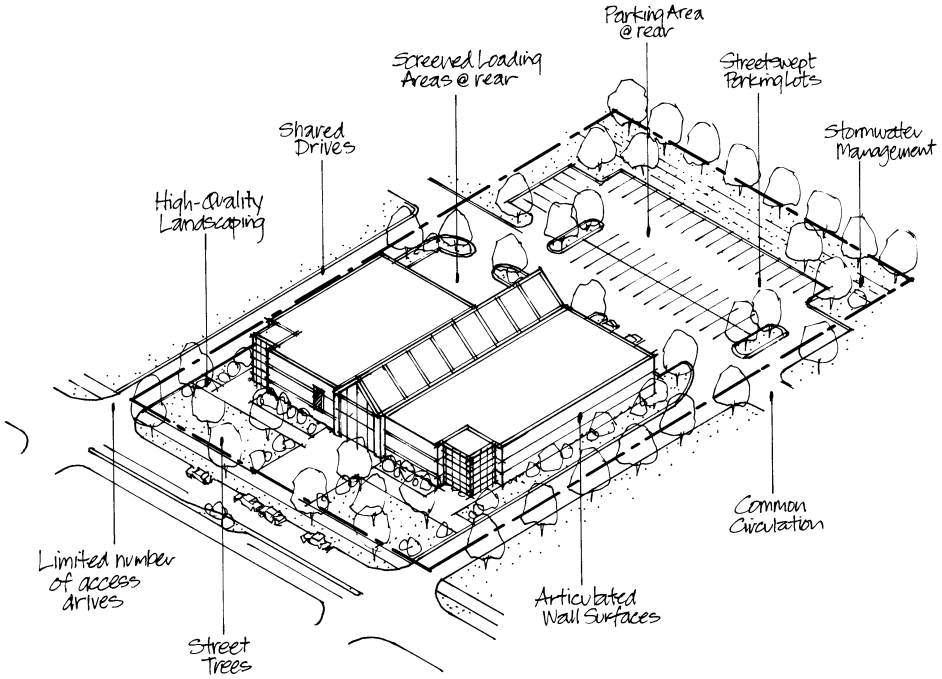


Figure 13: Desired New Industrial Project Layout



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.

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.

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.

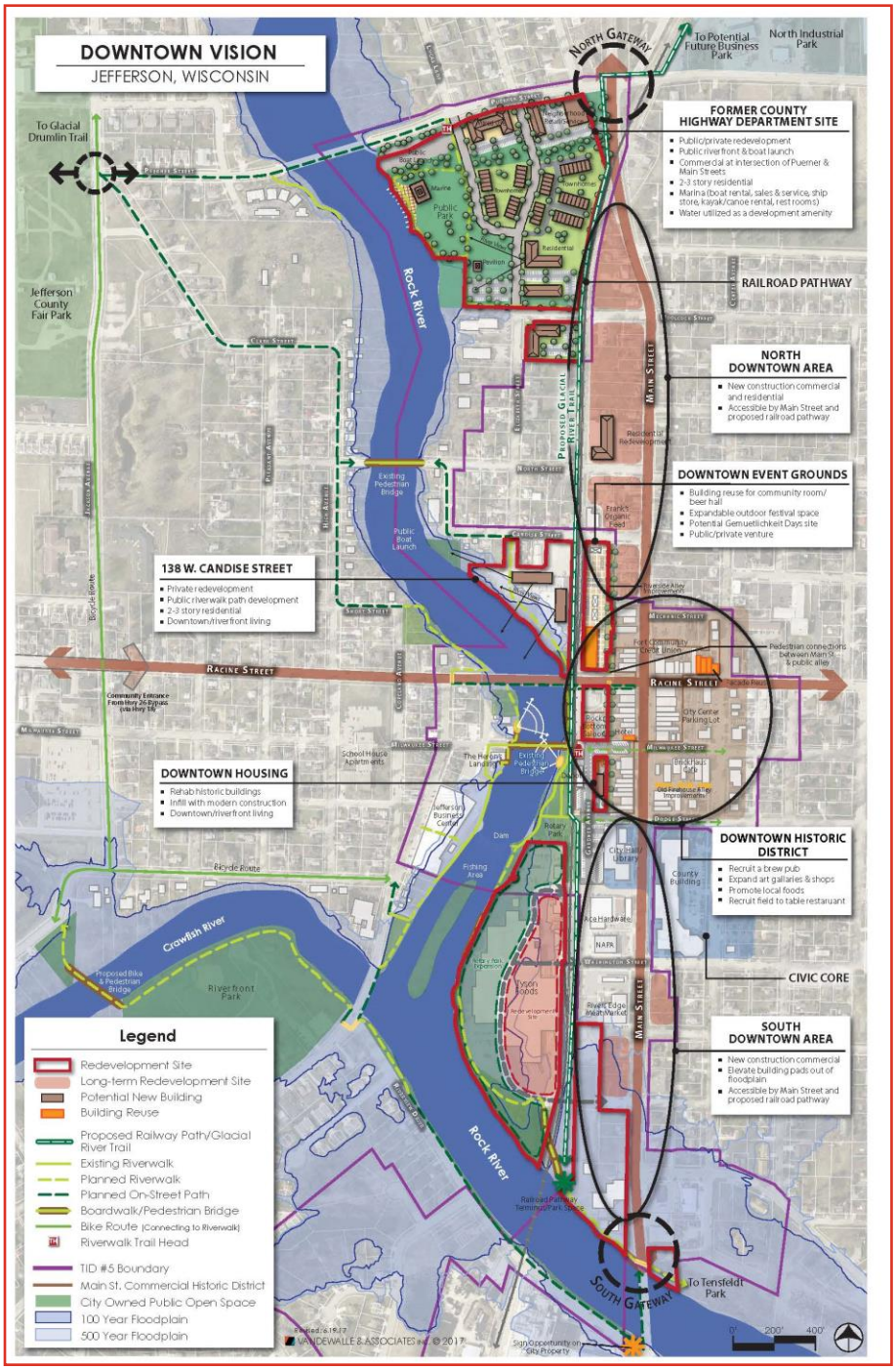
The City will also work to bring desired retailers to the area, including retail stores, restaurants, services, and others. Population base, competition with nearby communities, real estate market, and capital availability are key impediments that the City and real estate interests will continue to work to overcome. Businesses specifically geared toward the City's economic development and branding goals should be recruited to help further cement the "We're Going Outside" brand and identity; these businesses include recreation clothing and equipment retailers and outfitters, equipment rental and repair businesses, and hospitality businesses that can serve residents and visitors. 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.

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 car shows, horse shows, the Wisconsin Sheep and Wool Festival, and other local and regional civic and entertainment events. The Fair Park hosts guests year-round and the City should capitalize on these visitors 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.

Implement Recommendations from the 2017 Economic Recovery Plan

Following the closure of the Tyson processing plant in Downtown Jefferson in 2016, the City of Jefferson received a federal grant from the U.S. Economic Development Administration (EDA) to complete an Economic Recovery Plan. This Plan builds on the 2008 Comprehensive Plan and the Jefferson Downtown and Riverfront Redevelopment Plan to present a focused economic recovery strategy following the elimination of 250 jobs and the shuttering of a key riverfront site in Downtown Jefferson. A number of the Economic Recovery Plan's recommendations are already being pursued, including the establishment of a community identity and branding strategy, redevelopment of the former Foremost Building site as affordable housing, and the redevelopment of the former County Highway Department site as a riverfront park with potential private development. The City should continue to advance these recommendations to revitalize Downtown and strengthen Jefferson's economy. Recommendations from the Economic Recovery Plan include:



- Create and implementation committee focused on advancing recommendations and initiatives related to Downtown Revitalization.

- Develop recreational retail in downtown.
- Strategically promote green economy business development opportunities and encourage new opportunities for sustainability, energy efficiency, and green businesses practices in the City.
- Advance the medical college and research park in partnership with Jefferson County.
- Focus of STH 26 interchange areas as development opportunities that can build tax base.
- Pursue housing in redevelopment and infill opportunities in Downtown.
- Maintain and expand public access to the riverfront.

Address Interchange Areas to Ensure High-Quality Development

The interchanges along the STH 26 bypass to the north, south, and west of the City present key opportunities for Jefferson to build its regional visibility, increase its tax base and preserve the character of its community entryways. As these areas are currently undeveloped, the City should consider boundary agreement opportunities with surrounding jurisdictions to ensure favorable development. Additionally, the City should complete master plans for each interchange area to establish a vision for the kind of development the City would like to see and plan potential infrastructure connections to link these areas with the Downtown Jefferson economy.

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.

The City desires to increase the pace of growth and return to historic trends of stable sustainable population growth with a balance of residential and nonresidential development. As a result of this goal, this new Comprehensive Plan has a greater focus on economic development objectives and implementation strategies. However, enhancing the community's authentic small-town character and attaining a high quality of life that is accessible to all community residents remains the heart of the City's Vision for the year 2040.

Existing City Plans

City of Jefferson, Wisconsin Comprehensive Master Plan, 2008

In 2008, Vandewalle & Associates prepared the City's comprehensive plan. The plan made recommendations for lands within the City's urban service area. This plan recommended a compact growth pattern that increased housing options and affordability and prioritized the Downtown as the commercial and cultural core of the community. Creation of an official map was also recommended as was the retention of the civic core in Downtown Jefferson

Downtown & Riverfront Redevelopment Plan, 2015

The Downtown & Riverfront Redevelopment Plan was completed to reflect the physical, economic, and developmental conditions of the City and make recommendations that will make the most of the City's redevelopment opportunities. The plan encourages a proactive approach by City leaders to set a forward-looking agenda that leverages Downtown's many assets and furthers its revitalization. Recommendations from the plan include, launching a Downtown Business Association; strengthening design standards beyond the Façade Improvement Grant; expanding the Façade Improvement Grant to increase its impact on Downtown; explore the creation of Downtown public art programs with murals and other beautification efforts. The plan also identifies infill and redevelopment opportunities, including the former Foremost Building site and the former County Highway Department site.

Jefferson Economic Recovery Plan, 2017

The Jefferson Economic Recovery Plan was completed in 2017 with funding from the U.S. EDA. It was commissioned after the closure of the Tyson processing plant in 2016, which eliminated 250 jobs and vacated a prime riverfront site in Downtown Jefferson. Recommendations in the plan focused on key opportunities to leverage Jefferson's assets and provide a framework for recovery, identifying actionable projects for implementation. Several of these projects have been advanced including redevelopment of the former Foremost Building site into affordable housing, redevelopment of the former County Highway Department site into a riverfront park with public river access as well as potential for private development.

Jefferson Comprehensive Park and Outdoor Recreation Plan, 2018

The City's updated CORP was adopted in 2018 and outlines Jefferson's existing park system while laying out goals and recommendations for future improvements. The plan outlines facility improvements to existing parks including playground improvements, restroom facilities, signage, and landscaping. The plan also outlines expansions to bike and pedestrian trails and also extending the Riverwalk to connect across the Rock River.

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

Over time, Jefferson County has increasingly felt growth pressures from surrounding metro areas. It has led to a strong push from County resident to preserve their historic agricultural land use base. Recommendations in the 2010 Jefferson County Comprehensive Plan and 2012 Jefferson County Agricultural Preservation and Land Use Plan advocate for long-term growth in the county's com-munities (mostly villages and cities) that have existing infrastructure and that are served by existing services. The intent of these recommendations is to protect and preserve the natural resources and rural character of the county's many undeveloped and pristine areas. The County Plans identify all lands, other than environmental corridors, outside of each communities' 20-year urban service area as Agricultural Preservation Areas. The County's plan is a model for fostering agricultural preservation, environmental protection, and vibrant cities and villages.

At the time of writing, Jefferson County was in the process of updating its 2010 Comprehensive Plan. County representatives were engaged in this planning process. There are no known conflicts between this *City of Jefferson Comprehensive Plan* and any County plans and initiatives. In fact, the City is supportive of the County's 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 2017 estimated population was 2,044 residents. According to the Town's 2010 Comprehensive Plan and 2012 Jefferson County Agricultural Preservation and Land Use Plan, a significant portion of Town lands 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. The Town is currently under County zoning and has an existing boundary agreement with the City of Jefferson. 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 2017 had an estimated population of 1,372 residents. The Town's 2009 Comprehensive Plan identifies the Town's goals to protect agricultural resources and environmental corridors, manage stormwater to mitigate flood events, enhance the Town's cultural resources and character, encourage intensive development in the hamlet of Aztalan or in the cities and village within in the County, rather than on Town land, and work with the County and surrounding communities to arrive at mutually supportive land uses for areas of overlapping jurisdiction.

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 but has declined in recent 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, particularly in areas important to the entryway character of the City of Jefferson like the STH 26 interchange areas.

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.

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.

County Issues

At the time of writing, Jefferson County was in the process of updating its comprehensive plan. 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 continue to 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. The City will continue to be a partner with the County on important redevelopment opportunities, like the former County Highway Department site and the potential future medical college and research park south of Downtown.

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 Development organization ThriveED and working together on opportunities to advance Jefferson County and the City of Jefferson's economic development and the attraction of new employers and industry to its industrial and business park locations.

Local Issues

The City of Fort Atkinson prepared its comprehensive plan in 2019. Over this 20-year planning period, the City of Jefferson will consider entering into an intergovernmental agreement. 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.

While the issues addressed in intergovernmental agreements vary, as do the agreement's length of time, review and renewal procedures, for the Cities of Jefferson and Fort Atkinson such an agreement may address the following issues:

- Mutually agreed upon extraterritorial jurisdiction boundaries that do not overlap;
- Long-range urban growth boundaries for both cities;
- Locations and techniques for permanent community separation through open space and other approaches. Preliminary city staff discussions suggest using existing parklands, the Airport, and farmland to delineate this area;
- Future land use compatibility with airport operations;
- The development of a recreation corridor that connects the two communities;
- Long-range consolidation of services; and
- Billboard control.

Regardless of whether or not a formal agreement is established, the two cities will continue to openly discuss and collaborate on these issues to avoid longer-term conflicts, preserve the character of both communities, and facilitate cooperation with the Town of Jefferson. To note, the Future Land Use map includes an informal boundary established in the 2008 Comprehensive Plan that serves as the basis for a potential intergovernmental boundary agreement.

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 21, 2020, 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 by 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 2030 (i.e., ten years after 2020), 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*.

As required in the 1999 Smart Growth law, and clarified by 2009 Wis. Act 372, beginning on January 1, 2010, all new zoning, subdivision, and official map ordinances and amendments to those ordinances, have to be consistent with the *Comprehensive Plan.*

Implementation Programs and Recommendations

Figures 14 and 15 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 14 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 14: Implementation Programs and Recommendations

Category	Recommendation	Reference	Implementation Timeframe
Ordinances/Land Use	Complete a zoning code rewrite that includes the following:	Chapters 2, 3, 4, 6, 7, 8, and 9	2020-2021
	▪ 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 *Plan* 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.		
	Update the Official Map to reflect the recommendations in this *Plan* and the City's Comprehensive Outdoor Recreation Plan.	Chapters 4 and 5	2020-2021
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	2020-2030
	Partner with arts organizations to make Jefferson an arts destination, including through public art	Chapter 2	2020-2025
	Consider sponsoring an annual event that attracts outdoor recreation enthusiasts to the City's rivers and bike trails.	Chapter 2	2020-2023
Transportation	Complete a Bicycle and Pedestrian Plan	Chapter 4	2020-2022
	Complete an Official Map	Chapter 4	2020-2021
	Implement the transportation improvements identified on Map 8 and in the Transportation chapter.	Chapter 4	2020-2030
	Implement the non-highway transportation improvements identified in the Transportation chapter, such as bike and pedestrian improvements.	Chapter 4, Comprehensive Outdoor Recreation Plan	2020-2030
Utilities and Community Facilities	Implement the 2018 Jefferson Comprehensive Outdoor Recreation Plan, and update the plan every 5 years	Chapter 5	2020-2022; 2022, 2027
	Complete a Library Facility Needs Study; pursue facility expansion	Chapter 5	2020-2022
	Recommendations exist in Figure 9: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities	Chapter 5	See Chapter 5, Figure 9

Category	Recommendation	Reference	Implementation Timeframe
Housing and Neighborhood Development	Pursue affordable housing and diversify the housing mix in Jefferson, including through allowing small lot sizes and permitting high-quality multi-family development	Chapter 6	2020-2022
	Support housing maintenance and rehabilitation to maintain quality of existing housing stock	Chapter 6	2020-2022
	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	2020-2030
Economic Development	Implement the recommendations of the Downtown & Riverfront Redevelopment Plan and Economic Recovery Plan.	Chapter 7	2020-2030
	Pursue the promotion and utilization of the City Opportunity Zone	Chapter 7	2020-2021
	Address STH 26 interchange areas as key community entryways, including development of boundary agreements	Chapter 3, 7, 8	2020-2023
	Implement the City branding and marketing strategy	Chapter 7	Ongoing
	Create a Downtown & Riverfront Corridor Overlay Zoning District	Chapter 7	2020-2021
Intergovernmental Cooperation	Continue to be involved in regional planning efforts such as the Jefferson County Economic Positioning project and the Glacial Heritage Area project.	Chapter 8	2020-2030
	Collaborate with Jefferson County to keep the County courthouse, offices, and other services Downtown.	Chapter 8	2020-2030
Plan Monitoring and Advancement	Monitor development activity and future implementation strategies against the recommendations in this *Plan*.	Chapter 9	2020-2030
	Institute an annual *Comprehensive Plan* amendment process.	Chapter 9	2020-2021
	Update this *Plan* as required by State statute.	Chapter 9	2025-2030
	Increase community awareness and education of the *Plan* through various initiatives described earlier in this chapter.	Chapter 9	2020-2030

Figure 15: 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 *Plan*.
Official Map	The City intends to revise the Official Map to implement the recommendations of this *Plan*.
Sign regulations	The City intends to revise the sign regulations to implement the recommendations of this *Plan*.
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 *Plan*.
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 *Plan*.