

# Town of Watertown Year 2025 Comprehensive Plan

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Appendix A	Wisconsin's Smart Growth Law
Appendix B	Public Participation Plan
Appendix C	SEWRPC, Rural Cluster Development Guide

# 1 Issues and Opportunities

## 1.1 Introduction

This comprehensive plan is the initial plan for the Town of Watertown. The plan is intended to meet the requirements of Wisconsin's Smart Growth legislation, Wisconsin Statute 66.1001 (Appendix A). The plan is a statement of public policy concerning future conservation and development and should be consulted by the Plan Commission and Town Board when making decisions regarding land use over the next 20 years and beyond.

The *Town of Watertown Year 2025 Comprehensive Plan* contains goals, objectives, policies and programs to address the following nine elements:

1. Issues and opportunities;
2. Housing;
3. Transportation;
4. Utilities and community facilities;
5. Agricultural, natural and cultural resources;
6. Economic development;
7. Intergovernmental cooperation;
8. Land use; and
9. Implementation.

In addition to meeting the requirements of Wisconsin's Smart Growth legislation, this plan is intended to:

- , Encourage conservation and the orderly use and development of land;
- , Stimulate public participation in the planning process;
- , Establish a dialogue between residents and elected officials regarding local issues;
- , Strengthen local control of land use by promoting intergovernmental cooperation with the county and reinforcing policies established by the Jefferson County Agricultural Preservation and Land Use Plan; and
- , Address annexation and the loss of land and tax base by identifying areas to be developed with sewer and water and establishing a foundation for cooperative boundary agreements with the city of Watertown and village of Johnson Creek.

## Regional Setting

The Town of Watertown is located in the north-central portion of Jefferson County, Wisconsin and surrounds the southern half of the city of Watertown. The town is bounded by the Town of Emmet, which is in Dodge County to the north, the Town of Ixonia to the east, the Town of Farmington to the south, and the Town of Milford to the west (Map 1-1).

# Map 1-1 Town of Watertown and Surrounding Areas

## **Background**

The Town of Watertown is primarily an agricultural community. Residents enjoy a rural living environment in close proximity to urban services found in the City of Watertown and the Village of Johnson Creek. The town consists of approximately 25,000 acres and has a population of 1,876, according to the 2000 census.

Nearly 70% (16,669 acres) of town land is being used for agricultural purposes. Just over 20% (5,976 acres) of the town consists of woodlands, wetlands, floodplains and other open space. Intensive uses such as residential, commercial, and industrial properties make up the remaining 10% (2,412 acres) of land uses in the town. Major natural resource features include rolling hills and large blocks of environmental corridors, mostly associated with wetland areas, intermittent streams, and the Rock River corridor.

The town has had relatively slow to stable growth throughout its history, however recent and proposed improvements to the surrounding highway system, aggressive pursuit of growth by the City of Watertown and the Village of Johnson Creek, coupled with a basic desire for people to live in a rural environment have increased growth and development pressures within the Town of Watertown.

## **Land Use Trends and Predictions**

The following land use trends and predictions are based on local, regional or statewide trend data. These trends or growth pressures identify the characteristics which are likely to be experienced within the town throughout the planning period. These trends should be viewed as the forces the town must be prepared to address over the next several years.

1. Persons per household ratios are expected to decline resulting in greater acreage needs to accommodate existing and future growth. Wisconsin Household Projections by Household Type, 1990-2015 anticipates a drop in the number of person per household from the year 2000 to the year 2015, from 2.59 to 2.48 respectively.
2. Based on past trends, the town can expect modest population growth. A continuation of the town's population trends between 1990 and 2000 indicate that the town can expect to gain 4.5 persons per year to the year 2025 for a total population of 1,961 persons.
3. The demand for commercial and industrial development is expected to remain low in the town.
4. The town will likely experience an increase in the development of home occupational businesses as society continues to make the transition from an industrial-based society to an information-based society as a result of advancements in computer technology and access to the Internet.
5. The predominant land use throughout the town will continue to be cropped farmland.

6. Demand for commercial development will increase, especially at the interchanges associated with the HWY 26 bypass.
7. The City of Watertown and Village of Johnson Creek will continue to grow and the extraterritorial jurisdiction of the city and village will overlap resulting in opportunities for joint planning and intergovernmental cooperation.
8. There is an increased likelihood that farm consolidation will be experienced in the town, resulting in fewer, but larger farms.
9. It is likely that the scale of animal feedlot operations will increase as farms expand to remain competitive.
10. The demand for park land within the town, as well as public access to the Rock River will continue to increase.
11. The town will experience increased traffic on local roads resulting in additional road maintenance and construction costs.
12. The Rock River will continue to need protection from nonpoint and point sources of pollution.
13. Growth will increase the demand for local services such as fire and police protection, emergency rescue and recycling.
14. The town's primary housing stock will remain single-family residential.
15. The town's river front, woodland, and highland areas will be highly desired for residential development.
16. Desire to live in a rural setting and short commuting times to urban centers will continue to make the town an attractive place for residential development.
17. The City of Watertown and Village of Johnson Creek will continue to review annexation petitions for expansion of their respective communities.
18. Potential growth in organic or "hobby" type farming.
19. There will be growth in the amount of land purchased for recreational purposes.

## 1.2 Public Participation

### Public Participation Workshop

In order to determine public opinion regarding a variety of land use and development issues, a public workshop was held on Wednesday, February 7, 2001 at the Watertown Town Hall. In total, 47 individuals registered and participated in the workshop.

The workshop was preceded by a public outreach effort to announce the workshop and encourage community participation. The primary notification efforts included sending post card announcements to all town residents. In addition, workshop notices were sent to the local newspapers for publication.

The workshop involved a participatory process in which participants were asked to rate their level of support for each of 117 statements. The 117 statements were categorized under the following topic headings:

1. Farming and Farmland
2. Economic Development
3. Residential Development and Housing
4. Natural Resources/Environmental Quality
5. Transportation/Roads
6. Government Services and Utilities
7. Government Regulations and Programs
8. Intergovernmental Relations/Annexations
9. Public Outreach Ideas

Participants were given a voting packet. The voting packet included 9 pages which were color coded to match the individual topic headings. Each colored voting sheet included the topic heading, a topic summary of relevant information and a scorecard which corresponded to the number of statements presented under each topic. The process involved staff from Foth & Van Dyke reading the topic heading and associated summary. After the summary was read, the individual statements under each topic were presented on a screen using Microsoft Power Point presentation software. Participants rated their level of support for each statement as it was presented by marking the scorecard either Strongly Agree, Agree, Neutral, Disagree, Strongly Disagree, or No Opinion.

The process and results of the public participation workshop are detailed in the *Town of Watertown Comprehensive Plan Public Participation Workshop Results, February 7, 2001*.

## Public Participation Plan

The Town of Watertown established a Comprehensive Plan Public Advisory Committee (PAC) to lead the comprehensive planning process. The PAC consisted of 9 members representing various interests within the town. A total of 18 committee meetings were held to develop the plan. In addition, two public informational meetings were held. One meeting was held at the midway point. The other meeting was held near the end of the process, prior to the public hearing to present the Preferred Land Use Plan map and policies.

In addition, the Town of Milltown adopted a Public Participation Plan at the beginning of the comprehensive planning process based on input from the PAC (Appendix B).

## SWOT Analysis

On August 16, 2000, the PAC completed a SWOT Analysis. A SWOT Analysis is a brainstorming session that allows for quick identification of a community's basic strengths, weaknesses, opportunities and threats relative to future growth and development.

### Strengths

- , Good location (proximity to: Madison/Milwaukee, Johnson Creek and Watertown services/shopping/events, Oconomowoc (lakes).
- , Rural character.
- , Moderately strict county land use plan.
- , Nature-type environment: Rock River, wildlife, hunting, fishing.
- , Financially sound.
- , Good town government; progressive; listens to people.
- , Jefferson County Zoning.
- , Newsletter: has good impact on the town.
- , Recreation opportunities: biking, hiking, "ride in the country".
- , Home of farm economy.
- , I94/Hwy 26/Hwy 16 access.
- , Responsible.
- , Topography (rolling hills, valleys, marsh).
- , Wisconsin Electric Power Plant.
- , Superb school system.
- , Local land trust/started local PDR program.
- , People of the township.
- , Good roads.
- , Oxygen-producing green space.
- , Animal husbandry (dairy, sheep, horses, chickens, etc.).
- , Diversified Christian base (Lutheran, Catholic, Baptist, etc.).
- , Great PAC that is informed on land use.
- , Planner that is familiar with rural perspective in land use planning.
- , Planning team with attitude towards success.

- , A precedent set: Intergovernmental Land Use Agreement with neighboring municipalities.
- , County-wide GIS mapping and other background inventory completed.
- , Dane County's 10-year, \$4.3 million land protection program.

## **Weaknesses**

- , Inability to prevent annexation/relationship with city of Watertown/proximity to city of Watertown and village of Johnson Creek/A city (Watertown) that is working aggressively to better its position/weak role of town in working with incorporated municipalities.
- , Apathy on part of residents/lack of participation.
- , Location between Waukesha and Dane counties.
- , Lack of citizen skill commitment (i.e., grant writing).
- , Lack of understanding of ag. elements on part of most residents new to the area.
- , Generally uninformed, uneducated public.
- , Lack of consensus on town goals.
- , Rural property owners willing to sell for big \$\$/Lack of resident commitment to protect resources.
- , Current lack of plan development.
- , No senior citizen town meetings.
- , No youth programs.
- , Lack of control over zoning in town.
- , Resentment of newcomers.
- , Tax base erosion.
- , Lack of income-generating vehicle (social) to reduce tax.
- , Reliance on Ixonia and Watertown for services.

## **Opportunities**

- , Seek new agricultural endeavors (non-dairy, non-row crop) to backfill as dairy leaves in order to maintain strong agricultural base.
- , Enact restrictions to maintain rural quality of life/pleasing landscape for residents.
- , Create greenspace that will be much valued as Chicago/Milwaukee/Madison merge.
- , Create/maintain balance of industry/development/agriculture.
- , Control tax increase through grant application process.
- , Opportunities to use conservation easements as a mechanism to halt city growth along a chosen urban boundary.
- , Rock River Corridor.
- , Do good planning/develop good town plan.
- , Promote countryside as valuable to city residents (hiking, biking, food production).
- , Town golf course.
- , Create town event (i.e., Riverfest) to generate income.
- , Create environment where encroaching cities will find it in their best interest to have our plan work.

- , If USH 26 expansion is enumerated for a west (or east) bypass alternative, could use as a bartering chip for concessions from city for a growth boundary, PDR/TDR program.
- , Environmental protection opportunities (wetlands, habitat, etc.) "create value".
- , Restrict development (cost control on secondary cost burdens, i.e., schools, roads, sewer and water).
- , Reach into cyberspace for assistance (problem is not unique).
- , Insurance for landowners who (eventually) need to sell.
- , Historical funding opportunities due to German/Irish history and buildings.
- , PDR program to preserve farmland and ESA's.
- , Intergovernmental Land Use Agreement (IGLUA) with city of Watertown and village of Johnson Creek.

## **Threats**

- , City of Watertown/Village of Johnson Creek annexation.
- , Hwy 26 bypass/upgrade.
- , Loss of open space, farmland, habitat, hunting opportunities, quality of life, farming abilities.
- , Development threat to agriculture (residential and commercial)/poorly planned and restricted development.
- , 3-mile extraterritorial zoning.
- , Demands of newcomers.
- , Well load consumption (better septic consumes marginal wetlands).
- , Taxes: school, development (sewer, water, etc.)

## **Vision Statement**

The following vision statement was prepared by the Town of Watertown Public Advisory Committee (PAC) to serve as a guide throughout the planning process and when making decisions concerning land use. The vision statement was presented at two public informational meetings and revised based on public comment.

- , We want to maintain a pleasant rural atmosphere with forests and farms, marshes and hills; traditional and progressive farming activities; clean rivers, streams and wetlands; fresh air and quiet evenings; and familiar faces to work and play with. Expecting some residential growth, it is our goal to maintain a place of natural beauty, and conserve and protect our natural resources and land values. Utilization of smart growth controls will help to protect the town's rural character, and diverse agriculture economy.

### 1.3 Demographics

Population change is the primary component in tracking a community's past growth as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, utility, community, and recreational facility needs, as well as its future economic development. Over time there may be fluctuations in the local and regional economy which can influence population change. In addition, events such as annexation can significantly impact a community's population base.

#### Population Counts

**Table 1-1  
Population Trends  
Town of Watertown  
1970-2000**

Census Count				# Change		
1970	1980	1990	2000	1970-80	1980-90	1990-00
1,671	1,921	1,840	1,876	250	(81)	36

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

Table 1-1 displays the population trends for the Town of Watertown from 1970 through 2000. The town has experienced fluctuating levels over the thirty year period. The town reached a high in 1980 with 1,921 persons, but then declined by 81 persons by 1990. The town experienced a 36 person increase during the 1990s to reach the 2000 count of 1,876 persons. The 2000 count is a 12.3% increase from 1970, however it is still lower than the high experienced in 1980.

#### Comparative Population Counts

Table 1-2 presents a comparison of Watertown's population from 1970 to 2000 to the city of Watertown, Jefferson County, and the state of Wisconsin. Similarly, Figure 1-1 depicts the comparative percent population change during this period for the selected areas.

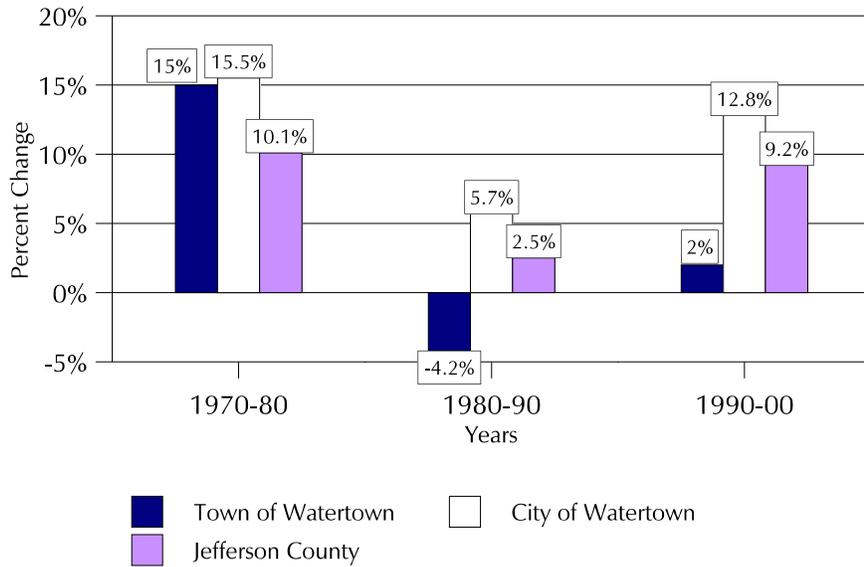
**Table 1-2**  
**Comparative Population Change**  
**Town of Watertown and Selected Areas**  
**1970-2000**

	1970	1980	1990	2000	% Change 1970-80	% Change 1980-90	% Change 1990-00	% Change 1970-00
Town of Watertown	1,671	1,921	1,840	1,876	15.0%	-4.2%	2.0%	12.3%
City of Watertown*	15,683	18,113	19,142	21,598	15.5%	5.7%	12.8%	37.7%
Jefferson County	60,060	66,152	67,783	74,021	10.1%	2.5%	9.2%	23.2%
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	6.5%	4.0%	9.6%	21.4%

Source: U.S. Bureau of the Census, 1970-2000. \*Population for the City of Watertown includes portions from both Jefferson County and Dodge County.

Between the years of 1970 to 1980, the Town and City of Watertown and Jefferson County experienced similar increases in growth trends at a rate of 10% to 15%. All areas increased at a higher percentage than the state for the period. From 1980 to 1990, the Town of Watertown had a decrease in population while all other areas grew at a moderate rate. In the 1990s the town rebounded slightly from its decline in the 1980s, however other areas experienced growth at a rate much higher than the town. For the entire 30 year period shown, the city of Watertown increased in population at the greatest rate. The county and the state had very similar growth rates for the period, and the Town of Watertown increased the least.

**Figure 1-1  
Comparative Population Change  
Town of Watertown and Selected Areas  
1970-2000**



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

**Age Distribution**

Table 1-3 displays the distribution of the population by age groups for 1990 and 2000 within Watertown. A shifting age structure affects a variety of services and needs within the community including housing, elderly care, and schools.

**Table 1-3  
Population by Age Cohort  
Town of Watertown  
1990- 2000**

Age	1990		2000	
	Number	% of Total	Number	% of Total
Under 5	122	6.6%	115	6.1%
5-19	417	22.7%	401	21.4%
20-44	637	34.6%	603	32.1%
45-64	428	23.3%	548	29.2%
65+	236	12.8%	209	11.1%
<b>Total</b>	<b>1,840</b>	<b>100.0%</b>	<b>1,876</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 1990-2000.

The age structure appears to be relatively stable within the Town of Watertown. The under age 20 population decreased slightly from 1990 to 2000, as well as the 20 to 44 age group. However, the 45 to 64 age group increased at a moderate rate. This moderate increase will likely begin to shift into the 65+ age group during this decade as the baby-boomers begin to move closer to retirement age. The 2000 median age of residents in the town was 38.6.

### **Education Levels**

The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately 88.7% of persons age 25 and older in Watertown have attained a high school diploma or some post secondary education. For further information on economic indicators and labor force characteristics refer to Section 6, Economic Development.

### **Income Levels**

The median household income in the town was \$52,667. The majority of households within the town have an income between \$50,000 and \$74,999. For further income and labor force characteristics refer to Section 6, Economic Development.

## **Employment Characteristics**

Employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

The greatest percentage of employment was found in the manufacturing segment of the economy for the Town of Watertown, City of Watertown and the county. The second greatest economic division for both communities and the county was in educational, health and social services. For further economic base characteristics refer to Section 6, Economic Development.

### **1.4 Trends and Forecasts**

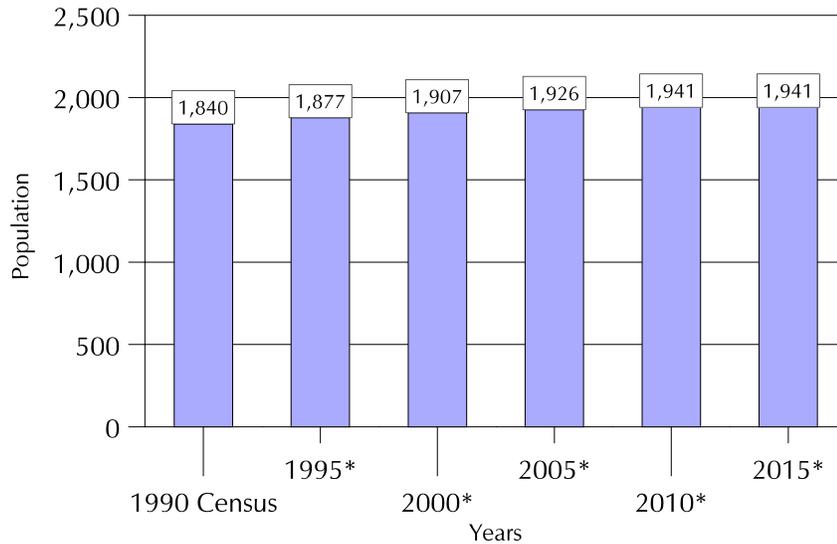
This section identifies forecasts for population, housing and the economy of Watertown for the planning period.

#### **Population Forecasts**

Population projections are based on past and current population trends and are not predictions, rather they extend past growth trends into the future, and their reliability depends on the continuation of these past growth trends. Projections should be considered as one of many tools used to help anticipate and predict future needs within the town. Population levels are subject to the town's physical conditions, environmental concerns, land use, zoning restrictions, taxation, annexation, and other political policies that influence business and personal location decisions.

In 1993 the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared baseline population projections to the year 2015 for the communities and counties of Wisconsin. The WDOA utilized a projection formula that calculates the annual population change over three varying time spans. From this formula, the average annual numerical population change is calculated, which is used to give communities preliminary population projections for a future date. As shown in Figure 1-2, the baseline projections prepared by WDOA predict a slight increase in the town's population. The 2015 projection, 1,941 persons, is a 5.5% increase from the 1990 population of 1,840 persons.

**Figure 1-2  
Population Trends and WDOA Projections  
Town of Watertown  
1990-2015**



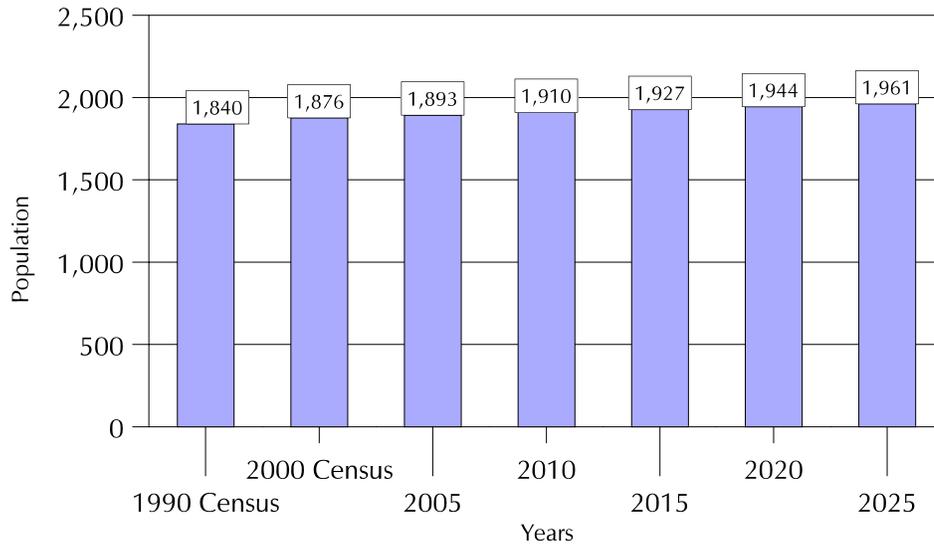
Source: U.S. Bureau of the Census, 1990; \*Wisconsin Department of Administration, Official Municipal Population Projections, 1995-2015.

Given the fact that the WDOA estimates and projections were created using 1990 Census data and do not go beyond the year 2015 to include the 2025 planning period, and given the slight discrepancy between the projections and the recently released 2000 census data, an alternative population projection has been prepared to determine an approximate growth rate for the town.

**Accelerated Growth Projection Model - Linear Trend Analysis, 1990 - 2025**

Figure 1-3 illustrates the census counts from 1990 and 2000 and a linear projection that was calculated by taking the percent change between the census counts and projecting the trend on an annual basis to the year 2025.

**Figure 1-3  
Linear Trend Projection  
Town of Watertown  
1990-2025**



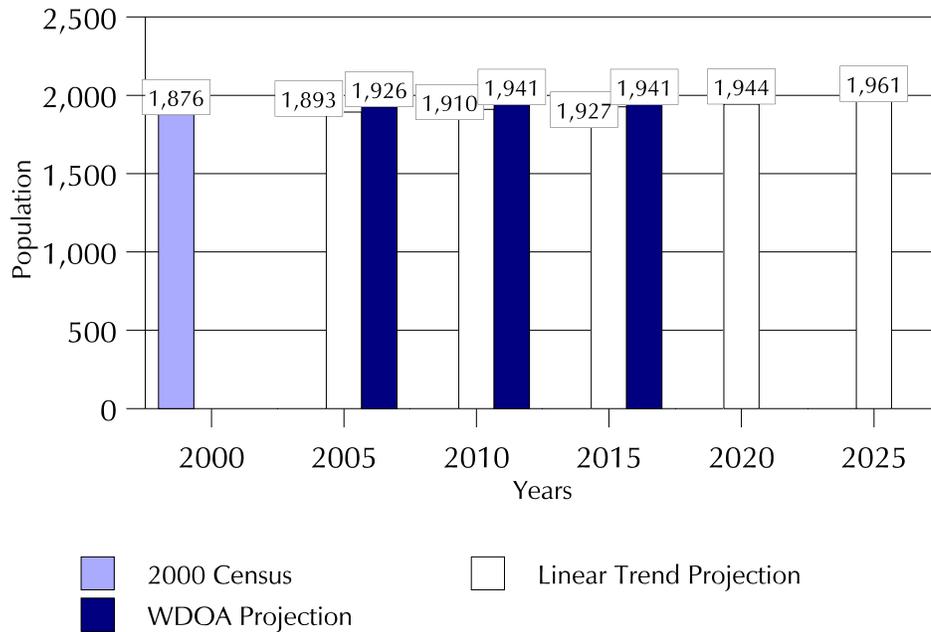
Source: U.S. Bureau of the Census, 1990-2000; years 2005-2025, utilizing percent avg. increase projection obtained from creating a linear trend based on percent average increase per year from 1990-2000.

It is estimated that the town’s population in the year 2025 will reach 1,961 persons. The year 2025 projection is a 4.5% increase from the actual 2000 count. These projections are similar to the WDOA projections.

**Comparative Population Projections**

Figure 1-4 illustrates the comparison between the two different population projection techniques that have been used. If past trends continue, the population will most likely fall between the two projections. Both methods should be used as guides to help predict the future growth of the Town of Watertown.

**Figure 1-4  
Comparative Population Projections  
Town of Watertown  
2000-2025**



Source: U.S. Bureau of the Census, 1990-2000; Wisconsin Department of Administration, Official Municipal Population Projections, June 1993.

**Household Forecasts**

Housing unit projections are an important element in preparing the land use plan. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for the effect growth may have on the town’s public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as a guide for planning.

Housing units projections for Watertown for the planning period indicate an estimated number of housing units for 2025 of 827 units, a 15.7% increase from 2000. For further housing characteristics and projection methodology refer to Section 2, Housing.

## **Employment Forecasts**

In January of 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries, and occupations. The Town of Watertown has employment patterns very similar to the state, therefore, some of the forecasts made for the state will most likely occur within the town and county economy.

During the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic migrants, and retaining its own citizens. Wisconsin will continue to face challenges of filling job openings. The five industries that are projected to add the most jobs from 1998 to 2008 are business services, health services, educational services, social services, and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings for 1998 to 2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general managers/top executives.

### **1.5 Goals and Objectives**

This section contains the goals and objectives for each of the nine elements as described and required by Wisconsin's Smart Growth legislation and developed by the Town of Watertown Public Advisory Committee. For each element, a portion of the language from Wisconsin Statute 66.1001 has been included which describes the goals, objectives, policies and programs that need to be included as part of the development of a Smart Growth compliant Comprehensive Plan.

#### **Smart Growth Local Comprehensive Planning Goals**

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preservation of cultural, historic and archaeological sites.

7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for all income levels throughout each community.
10. Providing adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that provides mobility, convenience and safety which meets the needs of all citizens including transit-dependent and disabled.

### **Town of Watertown Comprehensive Planning Goals and Objectives**

The following is a summary of the overall goals and objectives for the Town of Watertown. These goals and objectives are repeated within the context of each element and are further defined by corresponding policies and programs at the end of each section.

#### **Goals**

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

#### **Objectives**

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

### **Issues and Opportunities Element (IO)**

“Background information on the local government unit and a statement of overall objectives, policies, goals and programs of the local government to guide the future development and redevelopment of the local government unit over a 20 year planning period.”

***Goal IO-1: Strengthen local control of land use decisions through cooperation and communication with Jefferson County, the City of Watertown and village of Johnson Creek.***

#### **Supporting Objectives:**

IO-1.1 Utilize the town’s comprehensive plan as a tool to guide and support town actions and decisions.

IO-1.2 Work with the county to establish a mutually beneficial decision-making procedure that integrates and is consistent with the town’s comprehensive plan.

IO-1.3 **Provide incentive for adjoining municipalities to view the town as a natural park.**

***Goal IO-2: Balance appropriate land use regulation and individual property rights with community interests and goals.***

#### **Supporting Objectives:**

IO-2.1 Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment and implementation.

IO-2.2 Establish a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

### **Issues and Opportunities Policies**

1. The comprehensive plan shall maintain consistency with state comprehensive planning requirements.
2. Public participation shall be required prior to the development of and/or amendment to any town plans, ordinances, or programs.

### **Issues and Opportunities Programs**

All programs required to implement the functions of the *Town of Watertown Year 2025 Comprehensive Plan* are listed under the remaining elements.

## **Housing Element (HE)**

“A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit.”

***Goal HE-1: Provide a variety of housing and development opportunities that are consistent with the rural character and service capabilities of the town.***

### **Supporting Objectives:**

- HE-1.1 Retain farm and single family residences as the preferred type of housing supply in the town.
- HE-1.2 Steer more intensive residential development such as two-family, multi-family and elderly housing to the City of Watertown and other urban service areas.
- HE-1.3 Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities within the town.
- HE-1.4 Explore opportunities to provide incentives for developers and home builders to create quality housing that is affordable for low and moderate income households.
- HE-1.5 Support the location of manufactured homes within the town that feature designs similar to site-built homes and are built to state standards.

***Goal HE-2: Provide areas for residential development, while preserving open space, natural resources, farmland and the rural character of the town.***

### **Supporting Objectives:**

- HE-2.1 Steer residential development to planned growth areas where adequate public services and facilities are available or planned.
- HE-2.2 Encourage well designed residential development to locate along existing public roads and near existing residential developments in order to promote orderly growth and expansion throughout the town.
- HE-2.3 Explore various programs and concepts that can encourage creative ways to preserve rural character and natural resources such as conservation subdivisions, planned unit developments, PDR programs and conservation easements.

### **Transportation Element (TE)**

“A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.”

***Goal TE-1: Provide and maintain a safe and reliable town transportation network.***

#### **Supporting Objectives:**

- TE-1.1 Adopt town road standards for the construction of public and private roads.
- TE-1.2 Implement and preserve access controls along all town roadways (i.e. driveway permits).
- TE-1.3 Develop and maintain a transportation plan to address long-term needs for road upgrades and new roads.
- TE-1.4 Ensure that new roads can connect to existing and planned roads on abutting properties whenever possible.
- TE-1.5 Consider the development of an official map to reserve adequate right-of-way for future road linkages.

***Goal TE-2: Increase the safety and use of non-motorized transportation modes.***

#### **Supporting Objectives:**

- TE-2.1 Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
- TE-2.2 Consider/promote the development of multi-use trails and linkages as part of new development proposals.
- TE-2.3 Work with Jefferson County and adjacent municipalities in the development of bicycle and multi-use trails.

### **Utilities and Community Facilities Element (UCF)**

“A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire, and rescue facilities, libraries, schools and other governmental facilities.”

## **Wastewater Treatment**

**Goal UCF-1:** *Ensure proper disposal of wastewater to protect ground and surface water.*

### **Supporting Objectives:**

UCF-1.1 Coordinate wastewater facility planning and the location of future private onsite septic systems with the town's preferred land use plan, environmental considerations, economic development and growth management objectives.

## **Water Supply**

**Goal UCF-2:** *Protect and Improve the quality and quantity of the town's ground and surface water features.*

### **Supporting Objectives:**

UCF-2.1 Facilitate the reduction of point and non-point pollution sources through both regulatory and non-regulatory approaches.

UCF-2.2 Evaluate the potential impacts of development proposals on groundwater quality and quantity.

UCF-2.3 Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.

UCF-2.4 Support data collection and monitoring efforts that further the understanding of factors influencing the quality, quantity and movement of ground and surface water features.

UCF-2.5 Promote clean-up and beautification of the Rock River.

## **Stormwater Management**

**Goal UCF-3:** *Ensure that all areas are reasonably protected from flooding.*

### **Supporting Objectives:**

UCF-3.1 Encourage and support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.

UCF-3.2 Work with the county to develop a stormwater management ordinance to ensure proper drainage and retention of stormwater.

UCF-3.3 Review the accuracy of Federal Emergency Management Agency (FEMA) floodplain maps.

### **Solid Waste Disposal and Recycling Facilities**

**Goal UCF-4:** *Promote effective solid waste disposal and recycling services that protect the public health, the natural environment, and land use quality.*

#### **Supporting Objectives:**

UCF-4.1 Increase town involvement and promote education in decisions involving the type, location and extent of land disposal of solid waste produced by local residents.

### **Schools**

**Goal UCF-5:** *Promote quality schools and access to educational opportunities for everyone.*

#### **Supporting Objectives:**

UCF-5.1 Coordinate local planning efforts with the School District in order to allow them to anticipate future growth and to provide appropriate facilities.

### **Parks and Recreation**

**Goal UCF-6:** *Promote a variety of recreational opportunities within the Town of Watertown.*

#### **Supporting Objectives:**

UCF-6.1 Identify areas and provide for increased recreational and public access to the river within the town.

UCF-6.2 Enhance recreational facilities that provide multi-use recreational opportunities.

UCF-6.3 Recognize the need to accommodate all age groups and abilities in recreational pursuits.

UCF-6.4 Maintain existing and improve public access to waterways.

UCF-6.5 Explore parkland options.

## **Utilities**

**Goal UCF-7:** *Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.*

### **Supporting Objectives:**

- UCF-7.1 Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
- UCF-7.2 Determine the use, location, and capacity of existing and future public utilities in order to efficiently serve existing and planned service areas.
- UCF-7.3 Actively pursue the highest levels of service from natural gas, electrical, telephone, cable, telecommunications and other technology providers offering services to the town.
- UCF-7.4 Promote “green energy” and other alternative technologies.

## **Other Governmental Services**

**Goal UCF-8:** *Maintain high quality town services and facilities.*

### **Supporting Objectives:**

- UCF-8.1 Continually monitor the demographics of the town’s population to determine the need for new or expanded services.

## **Agricultural, Natural and Cultural Resources Element (ANC)**

“A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”

**Goal ANC-1:** *Provide incentives and options to farmers and rural landowners to retain the town’s contiguous areas of agricultural lands, natural areas and open spaces.*

**Supporting Objectives:**

- ANC-1.1 Explore and develop local farmland preservation and incentive programs which would provide farmers the ability to realize some of the value of their property while continuing to farm.
- ANC-1.2 Develop conservation design guidelines (clustering of home sites) and identify appropriate areas within the town.
- ANC-1.3 Support programs which lower the tax burden for lands under agricultural production or conserved as natural areas.

**Goal ANC-2:** *Maintain the operational efficiency and productivity of Watertown's agricultural areas for current and future generations.*

**Supporting Objectives:**

- ANC-2.1 Identify town lands where the primary intent is to preserve productive farmland, to allow for farming expansion, to maintain the efficiency and productivity of town farm operations, and to protect agricultural investment in land and improvements.
- ANC-2.2 Protect the continuity of farmland areas.
- ANC-2.3 Protect prime farmland soils for agricultural or open space uses.
- ANC-2.4 Appropriately site whatever development occurs in agricultural areas in order to ensure that growth in rural areas is compatible with the continued use of the adjacent land for agricultural production.
- ANC-2.5 Inform current and prospective landowners about the types and timing of agricultural activities; importance of agriculture to the town economy; potential nuisances of living within an agricultural area; and actions that can be taken to minimize conflicts.

**Goal ANC-3:** *Maintain, preserve and enhance the town's natural resources.*

**Supporting Objectives**

- ANC-3.1 Manage growth to protect town open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.

ANC-3.2 Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, water quality improvements, and rescue services.

ANC-3.3 Maintain a network of natural area and open space corridors and connections.

ANC-3.4 Maintain and enhance plant and habitat diversity in Watertown.

***Goal ANC-4: Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.***

**Supporting Objectives:**

ANC-4.1 Work cooperatively with Jefferson County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the Town of Watertown.

ANC-4.2 Promote the history of Watertown and the aspects that have helped to define it's culture and heritage.

**Economic Development Element (ED)**

“A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the local governmental unit.”

***Goal ED-1: Maintain, enhance and diversify the local economy consistent with other goals and objectives.***

**Supporting Objectives:**

ED-1.1 Retain and provide new opportunities for local employment of town citizens.

ED-1.2 Support agriculture as a strong component of the local economy which provides the town and county with revenue at a minimal cost of service and supports related agricultural processing and service industries.

ED-1.3 Explore possibilities to increase and support business development adjacent to the City of Watertown and existing commercial sites.

ED-1.4 Accommodate **and regulate home-based** businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.

ED-1.5 Adopt architectural and site design guidelines.

**Intergovernmental Cooperation Element (IC)**

“A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities, and sharing services.”

***Goal IC-1: Establish mutually beneficial intergovernmental relations with other units of government.***

**Supporting Objectives:**

IC-1.1 Pursue cooperative agreements regarding annexation, expansion of public sewer and water services, and growth management with the city of Watertown **and village of Johnson Creek.**

IC-1.2 Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.

**Land Use Element (LU)**

“A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property.”

***Goal LU-1: Provide for a well-balanced mix of land uses within the Town of Watertown.***

**Supporting Objectives:**

LU-1.1 Identify preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. agricultural, residential, commercial etc.).

LU-1.2 Identify the Town of Watertown’s natural resources, environmentally sensitive features, open spaces, cultural and historic resources so that these areas can be preserved and **in some cases integrated** as a valuable feature of new development.

LU-1.3 Conserve the majority of the town’s rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.

- LU-1.4 Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, natural areas and open space are minimized.
- LU-1.5 Realize the cost effectiveness of utilizing the existing road network to accommodate most future development.

***Goal LU-2: Avoid incompatible land uses within the Town of Watertown.***

**Supporting Objectives:**

- LU-2.1 Complete a mapping inventory of land use, zoning, resource protection (ownership), and water features to evaluate the conditions, features, density, location and uses that occupy the land.
- LU-2.2 Analyze land use trends and potential land use conflicts that may impact development or redevelopment.
- LU-2.3 Develop a preferred land use map for the preferred use, location, and density of land uses for the next 20 years and beyond.
- LU-2.4 Establish basic design standards to protect and promote the character of the town, while also buffering incompatible land uses.

**Implementation Element (IE)**

“ A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all other elements.”

***Goal IE-1: Promote consistency between and integration of the plan recommendations and local ordinances.***

**Supporting Objectives:**

- IE-1.1 Develop an “Action Plan” as part of the Implementation Element to assist the Plan Commission, Town Board and others with the administration of the Comprehensive Plan.
- IE-1.2 Work with Jefferson County to ensure that administration and enforcement of land use regulations are consistent with the Jefferson County Land Use Plan and the Town’s Comprehensive Plan.

***Goal IE-2: Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.***

**Supporting Objectives:**

- IE-2.1 Provide for annual review of the Comprehensive Plan for consistency with the goals, objectives, maps, policies and programs contained within.
- IE-2.2 Update the Comprehensive Plan every 10 years to coincide with the release of census data.

## 2 Housing

This section contains an inventory and assessment of the housing characteristics of the Town of Watertown including: the current housing stock, housing forecasts, housing affordability, and a listing of programs available to the community. Housing indicators were analyzed at the local, county, state and regional levels to determine trends, opportunities and needs within the community.

### 2.1 Housing Characteristics

#### Housing Supply

Table 2-1 displays the total number of housing units from 1990 to 2000 for the Town and City of Watertown, Jefferson County, and the state.

**Table 2-1**  
**Housing Supply**  
**Town of Watertown and Selected Areas**  
**1990 - 2000**

Total Housing Units	1990	2000	# Change 1990-00	% Change 1990-00
Town of Watertown	672	715	43	6.4%
City of Watertown	4,550	8,330	3,780	83.1%
Jefferson County	25,719	30,092	4,373	17.0%
State of Wisconsin	2,055,774	2,321,144	265,370	12.9%

Source: U.S. Bureau of the Census, 1990-2000.

In 2000, the Town of Watertown had a total of 715 housing units, a 6.4% increase from 1990. The city had a dramatic increase in housing units for the period with an increase of 83.1%, greatly above what the county or the state experienced. When compared to the county and state, the Town of Watertown had a significantly lower amount of housing unit growth.

Table 2-2 provides a breakdown of units by occupancy and seasonal use for the Town of Watertown from 1990 to 2000. Seasonal units are those units which are used for seasonal, recreational, occasional, or other use.

**Table 2-2  
Housing Supply Characteristics  
Town of Watertown  
1990 - 2000**

	1990	2000	# Change 1990-00	% Change 1990-00
Total Units	672	715	43	6.4%
Occupied Units	639	684	45	7.0%
Owner Occupied	553	613	60	10.9%
Renter Occupied	86	71	-15	-17.4%
Vacant Year Round Units	33	31	-2	-6.1%
Seasonal Units	12	14	2	16.7%

Source: U.S. Bureau of the Census, 1990-2000.

The most notable change that occurred during the ten year period was the increase in owner occupied units and the decrease of renter occupied units. Seasonal housing units are not a significant portion of the overall housing supply.

### Structural Type

Table 2-3 details the number of units within structures in Watertown. The majority of structures (90.1%) are 1-unit detached structures. Duplexes, mobile homes, trailers, or other structures are the second most common type of structures within the town in 2000.

**Table 2-3  
Units in Structure  
Town of Watertown  
2000**

	Number	% of Total
1-unit detached	640	90.1%
1-unit attached	6	0.8%
2 units	29	4.1%
3 or 4 units	2	0.3%
5 to 9 units	3	0.4%
10 to 19 units	0	0.0%
20 or more units	0	0.0%
Mobile home, trailer, or other	30	4.2%
Total Units	710	100.0%

Source: U.S. Bureau of the Census, 2000.

### Age of Housing Stock

The age of a community's housing stock is an important element to be analyzed when planning for the future of Watertown. If there is a significant amount of older housing units they will most likely need to be replaced or abandoned for new development some time within the planning period. Accommodating a new housing supply also requires planning regarding infrastructure, stormwater management, land availability, community utilities, transportation routes, and a variety of other factors, which need to be considered prior to new development.

Table 2-4 describes the age of the housing supply in the Town and City of Watertown and Jefferson County. According to the 2000 Census the majority of housing units within the Town of Watertown, City of Watertown and the county were built in 1939 or earlier. The second greatest percentage of housing units were built between 1970 and 1979 for the town.

**Table 2-4  
Year Structure Built  
Town of Watertown and Selected Areas  
2000**

Year	Town of Watertown		City of Watertown		Jefferson County	
	Number	% of Total	Number	% of Total	Number	% of Total
1999 to March 2000	19	2.7%	134	1.6%	584	1.9%
1995 to 1998	48	6.8%	688	8.3%	2,821	9.4%
1990 to 1994	49	6.9%	672	8.1%	2,130	7.1%
1980 to 1989	53	7.5%	715	8.6%	2,479	8.2%
1970 to 1979	119	16.8%	1185	14.2%	4,843	16.1%
1960 to 1969	92	13.0%	868	10.4%	3,024	10.0%
1940 to 1959	62	8.7%	1306	15.7%	4,682	15.6%
1939 or earlier	268	37.7%	2,757	33.1%	9,529	31.7%
Total	710	100.0%	8,325	100.0%	30,092	100.0%

Source: U.S. Bureau of the Census, 2000.

### Housing Value

Providing affordable housing which meets the needs of future Watertown residents is an important element of the overall planning for the town. According to Table 2-5 the majority of homes in the town was valued between \$100,000 to \$149,999 in 2000. A similar trend was found for the city.

**Table 2-5**

**Housing Values of Specified Owner-Occupied Units  
Town of Watertown and Selected Areas  
2000**

Value	Town of Watertown	City of Watertown
Less than \$50,000	4	95
\$50,000 to \$99,999	71	1,701
\$100,000 to \$149,999	161	2,140
\$150,000 to \$199,999	94	532
\$200,000 to \$299,999	37	143
\$300,000 or more	23	43
Total	390	4,654
Median (dollars)	\$138,500	\$110,200

Source: U.S. Bureau of the Census, 2000.

**Housing Unit Forecast**

Housing units projections are an important element in preparing the land use plan. Specifically, they are used to allocate required acreage to accommodate future residential development, as well as prepare for future demands growth may have on the town's public facilities and services throughout the planning period. Similar to population projections, it is important to note that housing projections are based on past and current trends, and therefore should only be used as guides for planning.

Table 2-6 presents housing units projections for Watertown during the planning period. The estimated number of housing units for 2025 is 827, a 15.7% increase from 2000.

**Table 2-6  
Projected Number of Housing Units  
Town of Watertown  
1990-2025**

	1990	2000	2005	2010	2015	2020	2025
Total Housing Units	672	715	736	758	780	803	827

Total housing units are calculated as follows: a) total units in 1990 and 2000 are from the census; b) the years 2005-2025 based on percent annual change between 1990-2000 of total housing units.

## **2.2 Housing for all Income Levels, Age Groups and for Persons with Special Needs**

An increasing number of people cannot find affordable housing in their communities. This situation requires that the Town of Watertown pursue strategies, monitor and encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. As the general population ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become increasingly important. These trends will have land use, transportation, community facility and economic implications.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing. According to the Municipal Per Return Income Report, provided by the Wisconsin Department of Revenue, the average 1999 reported income was \$39,990 in Watertown. Using this figure, the monthly amount that would be affordable for housing is approximately \$999.

The Town of Watertown has strived to provide a range of housing types within the town by diversifying its preferred land use classifications as described in section 8.

## **2.3 Availability of Land for Development/Redevelopment of Affordable Housing**

Promoting the availability of undeveloped or underused land is one way to meet the needs of low and moderate income individuals. The town needs to ensure there is an adequate supply of land that is planned and zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future.

It is anticipated that the town will work with the City of Watertown to address higher density, multifamily housing opportunities within the Planned Transition Area, where urban services are expected to be available as described in section 8.

## **2.4 Housing Stock Maintenance and Rehabilitation**

Any housing actions or programs that the town decides to undertake need to address the conservation of the existing housing stock. The existing housing stock is often the primary source of affordable housing in the community. The town should consider strategies that prevent neglect and encourage reinvestment in the existing housing stock.

One program which is being used in another community that successfully maintains and rehabilitates the existing housing stock is a Certificate of Compliance Program. The program is designed to monitor the general upkeep and maintenance of all residential properties at the time of ownership change. When a home or property owner decides to sell their property they must apply for a Certificate of Compliance. The owner completes an application, pays a fee, and makes an appointment for inspection. The inspection criteria, upon which the certificate will be based, can vary from focus on the exterior to full inspection of electrical, heating, and plumbing.

The home or property may not be sold until a certificate is received. This program would encourage property owners to maintain their properties at all times, not just before selling them.

The Wisconsin Housing and Economic Development Authority (WHEDA) offers home improvement loans with below market fixed interest rates to make home improvements to those who qualify. Individuals who qualify can borrow up to \$15,000 to make non-luxury improvements.

## 2.5 Housing Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal HE-1:**        *Provide a variety of housing and development opportunities that are consistent with the rural character and service capabilities of the town.*

#### **Supporting Objectives:**

- HE-1.1        Retain farm and single family residences as the preferred type of housing supply in the town.
- HE-1.2        Steer more intensive residential development such as two-family, multi-family and elderly housing to the City of Watertown and other urban service areas.
- HE-1.3        Ensure that local land use controls and permitting procedures do not discourage or prevent the provision of affordable housing opportunities within the town.
- HE-1.4        Explore opportunities to provide incentives for developers and home builders to create quality housing that is affordable for low and moderate income households.
- HE-1.5        Support the location of manufactured homes within the town that feature designs similar to site-built homes and are built to state standards.

**Goal HE-2:**        *Provide areas for residential development, while preserving open space, natural resources, farmland and the rural character of the town.*

**Supporting Objectives:**

- HE-2.1        Steer residential development to planned growth areas where adequate public services and facilities are available or planned.
  
- HE-2.2        Encourage well designed residential development to locate along existing public roads and near existing residential developments in order to promote orderly growth and expansion throughout the town.
  
- HE-2.3        Explore various programs and concepts that can encourage creative ways to preserve rural character and natural resources such as conservation subdivisions, planned unit developments, PDR programs and conservation easements.

**Figure 2-1 Conservation Design to Preserve Rural Character**

**Figure 2-2 Frequently Asked Questions (FAQ) Regarding Conservation Subdivisions**

## 2.6 Housing Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

1. Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements consistent with existing town ordinances.
2. Housing shall be located to reduce impacts to natural vegetation, preserve quality farmland and reduce farmland fragmentation.
3. Duplexes are allowed only by conditional use within the R-2, Residential Unsewered and A-3, Agricultural/Rural Residential zones. In general, duplex lots should be dispersed throughout the town rather than concentrated in specific areas.
4. The town should work to provide a variety of housing types for all income groups. In addition, the provision of urban services can more easily facilitate a variety of housing types. The town should work with the city to provide a range of housing types within the Planned Transition area.
5. The town should encourage conservation subdivision design to minimize the visual and environmental impacts residential development can have on the rural landscape.
6. The town should encourage the use of energy conservation and innovative home building techniques in order to reduce construction and home operating/maintenance costs.
7. The town should encourage the rehabilitation of vacant residential structures.

## 2.7 Housing Programs

The following list of housing programs and agencies are available to the Town of Watertown. Identified programs should be investigated for their applicability throughout the planning period. Funding and programs change over time, therefore the Town of Watertown should continually monitor the programs for changes. This listing of housing programs is not all-inclusive. For specific program details a program representative should be contacted.

## **Wisconsin Rural Development, Rural Housing Service**

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings and self-help technical assistance grants. For further information visit the web-site at [www.rurdev.usda.gov/wi/index.html](http://www.rurdev.usda.gov/wi/index.html).

## **Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations, (DHIR)**

The Division of Housing & Intergovernmental Relations provides housing assistance to benefit low- and moderate-income households through the Bureau of Housing. It offers state-funded housing grants or loans through local organizations, coordinates its housing programs with those of other state and local housing agencies, helps develop state housing plans and policies, and provides training and technical assistance. The division channels federal housing funds to local authorities and organizations and administers federal funds for the homeless.

### **Local Housing Organization Grants (LHOG)**

Enables community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at [www.wheda.com](http://www.wheda.com)

### **Historic Home Owner's Tax Credits**

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income-producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

### 3 Transportation

The land use patterns of a community, and region are tied together by the transportation system, including roadways, railroads, airlines, trails, waterways, etc. The residents, businesses, agricultural producers, and manufacturers all rely upon a dependable transportation system to function and provide linkages to areas beyond their borders. The town's transportation network plays a major role in the efficiency, safety and overall desirability of the community as a place to live and work.

This section addresses:

- , Existing Road System
- , Road Functional/Jurisdictional Classification
- , Traffic Volume Trends and Forecasts
- , Additional Modes of Transport
- , Planned Transportation Improvements

#### 3.1 Existing Road System

The existing road system for the Town of Watertown is illustrated in Map 3-1, Existing Transportation Facilities. The town's road configuration is characterized by a typical rural grid roadway pattern of primarily north-south and east-west roads. Exceptions to this grid-type layout are State Highway (STH) 16, and County Roads A, Y, and E. Other exceptions include roads influenced by natural features such as wetlands, steep slopes, and the Rock River.

The general traffic circulation patterns through Watertown are as follows:

- , STH 26 provides for north/south travel through Watertown, and serves as a primary transportation route for inter-city trips by local residents and inter-state trips for the region. The STH 26 and STH 16 corridors link Watertown to major population and employment centers of southeastern and southwestern Wisconsin (including Madison and Milwaukee) and northern Illinois (greater Chicago area) through the link with I-94. It also serves as a primary travel corridor to the recreational destinations along the Lake Michigan shoreline and in western Wisconsin.
- , County Trunk Highways (CTH) T, A, Y, X, D, E, P and CW, with support from intersecting local roads, provide primarily north and south directional travel within the town.
- , Local town roads serve as collectors to the state and county highway system serving Watertown and provide both east-west and north-south directional travel.

# Map 3-1 Existing Transportation Facilities

As depicted on Map 3-1, the road system is composed of three levels of government jurisdiction. These include the town system encompassing the local roads, the county system of trunk highways, and the state highway system. The map illustration identifies that the local roads comprise the greatest mileage. However, for the greatest functional role and the amount of traffic carried by each type, STH 26 is the most significant.

### **3.2 Road Functional/Jurisdictional Classification**

The town's roads, which are the principal component of the traffic circulation system, may be divided into three broad categories: arterial roads, collector roads and local roads. The function that the road serves in relation to existing traffic patterns, adjacent land use, land access needs, and the average daily traffic volumes determine its functional classification.

#### **Arterial Roads**

The principal function of an arterial is to provide the most efficient movement for relatively large volumes of traffic at increased speeds over medium to long distances between regions and large cities. Movement to and from other road facilities is limited to controlled interchanges. Arterial roads can be defined in one of two categories; principal or minor, as defined in Table 3-1.

STH 26 and 16 serve as principal arterials for travel through Watertown.

STH 19 serves as a minor arterial.

#### **Collector Roads**

Historically, the function of collector roads in a rural setting was to provide access between local town roads and mills and markets. Collector roads provide general "area to area" service rather than the more specific "point to point" function of the town's local road system. Collector roads can be defined in one of two categories; major or minor, as defined in table 3-1.

Major collectors in the town include CTH A, Y, D, and E.

There are no minor collectors within the town.

#### **Local Roads**

The principal function is to provide traffic with access to and from property. Local roads serve the ends of most trips within a rural setting.

Table 3-1 further identifies the basic criteria used to determine the class of each road within a community.

**Table 3-1**  
**Year 2010 Rural Area Highway Functional Classification Criteria**

		<u>Basic Criteria</u>			Supplemental Criteria or must meet both of these plus 90% of traffic volume
		Must meet any two of these or the parenthetical traffic volume alone			
Functional Classification	Traffic Volume	Population Service	Land Use Service	Spacing	
Principal Arterial	>3,000	Connect places 50,000 with other places 50,000. Connect places 5,000 with places 50,000.	Provide access to 12 large attractions	Maximum 30 miles	None for Principal Arterials
Minor Arterial	>1,000	Connect places 5,000 with other places 5,000. Connect places 1,000 with places 5,000 or with principal arterials	Serve all traffic generating activities with an annual visitation 300,000 if not served by a principal arterial	Maximum 30 miles	1. Alternative population connection. 2. Major river crossing restrictive topography.
Major Collector	>500 (>2,000)	Connect places 1,000 with other places 1,000. Connect places 500 with places 1,000 or higher function route. Connect places 500 with other places 500 or higher function route. Connect places 100 with places 500 or higher function route.	Land use service index $\geq 16$ . Provides access to smaller attractions (i.e., airports, schools factories, parks, etc.)	Maximum 10 miles	1. Alternate population connection. 2. Major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.
Minor Collector	>200 (>800)	Connect places 100 with other places 100. Connect places 50 with places 100 or higher function route.	Land use service index $\geq 8$ . Serves same type of attraction as major collector.	Maximum 10 miles	1. Alternative population connection. 2. One major river crossing. 3. Restrictive topography. 4. Interchange with freeway. 5. Parallel to a principal arterial.

Source: Wisconsin Department of Transportation.

### 3.3 Traffic Volume Trends and Forecasts

#### Traffic Volume Trends

Annual average daily traffic (AADT) counts for 1991, 1994, 1997 and 2000 for three locations in Watertown are presented in Table 3-2. Table 3-2 also presents the change in annual average daily traffic counts from 1991 to 2000 for these three locations.

**Table 3-2  
Annual Average Daily Traffic Counts  
Town of Watertown  
1991 - 2000**

Location	1991	1994	1997	2000	# Change 1991-2000	% Change 1991-2000
A STH 26 from Turf Drive to Emerald Drive	9,580	9,580	9,100	10,700	1,120	11.7%
B CTH D from CTH E to Luttmann Drive	520	520	680	810	290	55.8%
C CTH E from CTH D to CTH P	1,470	1,470	2,500	2,500	1,030	70.1%

Source: Wisconsin Department of Transportation Average Annual Daily Traffic Counts 1991, 1994, 1997, 2000.

Average Annual Daily Traffic counts are calculated by multiplying raw hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count.

As expected, the highest traffic volumes are associated with STH 26. Overall, traffic volumes increased at a significant level between 1991 and 2000, with volume increases averaging 11.7% (see Table 3-2).

The increases in traffic volume over the 9-year period on county highways reported in Table 3-2 provide an indicator of traffic increases on local roads. The additional stress from greater traffic volumes increases the need for additional roadway maintenance, thereby increasing the town's budgetary demands for road improvements.

#### Traffic Volume Projections

According to the Annual Average Daily Traffic Counts done within Watertown from 1991 to 2000, all three monitored areas have had increasing traffic counts. Two of the three locations had increases greater than 50%. Increasing traffic counts in combination with an increasing population and housing unit growth for the Town and the City of Watertown indicate that these trends will continue to increase. The town can greatly influence local traffic volumes on local

roads through growth management practices. There are currently no traffic volume forecasts available for local or county roads in Watertown.

Forecasted Average Daily Traffic (ADT) for STH 26 were included within the Environmental Impact Statement for the STH 26 bypass project study. Data obtained indicated that traffic from Baneck Lane to CTH Y, the segment of STH 26 which goes through the town, had an ADT in 1999 of 10,200. In 2008, this number is projected to increase to 14,500 and by 2028 it is estimated that the counts will reach 20,000. These figures indicate the growing importance of STH 26 as a major transportation route locally and regionally.

### **3.4 Additional Modes of Transport**

#### **Air Service**

The Watertown Municipal Airport is classified as a “General Utility II” airport and is a publicly-owned general aviation airport. It serves large aircraft up to 60,000 pounds. These aircraft range from typical corporate aircraft (including jets) to commuter airline aircraft. The airport is located along the southern border of the City of Watertown, just east of STH 26.

The Watertown Municipal Airport has services including charter service, aircraft repair, aircraft painting and flight school. The charter service handles an average of 50 passengers per day. Wisconsin Aviation manages the field for the City of Watertown and provides aircraft sales and maintenance. Central Aviation provides aircraft repairs and painting. A large variety of rental aircraft is available.

The Watertown Municipal Airport has two paved runways. One is 3,500 feet and the other is 4,430 feet. The airport also has several hangers and a terminal building with a conference room.

The nearest commercial air service is available from Austin-Straubel Airport in Green Bay, Dane County Regional Airport, and General Mitchell International Airport in Milwaukee.

#### **Freight Rail Service**

The Canadian Pacific Rail System (CPRS) crosses through the Town of Watertown in an east-west direction. The CPRS is a privately owned railroad. The main line serves Watertown, Ixonia, and Oconomowoc. A branch line extends from Watertown west to Madison through Waterloo. The main line through Wisconsin currently serves as Amtrak’s rail passenger route from Chicago to the Twin Cities.

The Union Pacific (UP) Railroad system passes through the Town of Watertown in a north-south direction. This line serves the cities of Jefferson, Fort Atkinson, and Watertown, and the Village of Johnson Creek. The UP Railroad is also a privately owned railroad.

Union Pacific and Canadian Pacific are both Class I Wisconsin railroads. Union Pacific has 972 miles of rail in Wisconsin and Canadian Pacific has 623 miles. Availability of these rail lines may provide opportunities for economic expansion or industrial development within Watertown.

The Wisconsin Department of Transportation is in the process of creating a State Rail Plan. The state has been studying the possibilities of expanding high speed passenger rail service. One possibility being considered is passenger rail service from Madison to Milwaukee which would utilize existing Union Pacific railroad tracks with an intermediate stop in the City of Watertown.

### **3.5 Planned Transportation Improvements**

#### **State Highway Projects**

The Wisconsin State Department of Transportation (WisDOT) is currently studying the 48-mile corridor between Interstate 90 at Janesville and the STH 60 east intersection north of Watertown. The STH 26 Corridor Study will determine how to best meet the long-term transportation needs of the corridor. WisDOT has officially endorsed a west bypass of the City of Watertown (Map 3-2). The earliest estimated construction start date is 2008.

#### **County Highway Projects**

The Jefferson County Highway Department has no reconstruction plans for county roads in the next five years. The only construction that will take place includes road resurfacing projects and rehabilitation along certain segments of the county trunk highway system.

#### **Town Highway Projects**

The Town of Watertown recently completed a Pavement Surface Evaluation and Rating (PASER) road management inventory (required by Wisconsin Statute, 86.302) that will allow the town to develop a strategic and cost effective maintenance plan for the local road network.

### **3.6 Coordination with Other Transportation Plans**

The following Wisconsin Department of Transportation statewide plans have been developed and should be consulted for further transportation planning information. The transportation element of this comprehensive plan has been coordinated with all applicable WisDOT plans.

- , Wisconsin State Highway Plan 2020
- , Wisconsin Bicycle Transportation Plan 2020
- , WisDOT Access Management System Plan
- , Wisconsin State Airport System Plan 2020
- , Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21<sup>st</sup> Century
- , 6-Year Highway Improvement Program
- , Statewide Transportation Improvement Program (STIP)
- , Wisconsin Pedestrian Policy Plan 2020

In addition, the town has coordinated its transportation planning efforts with the Jefferson County Bicycle Plan (Map 3-2). The town is not within a regional planning commission's jurisdiction.

### 3.7 Transportation Goals and Objectives

#### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

#### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal TE-1: *Provide and maintain a safe and reliable town transportation network.***

#### **Supporting Objectives:**

- TE-1.1 Adopt town road standards for the construction of public and private roads.
- TE-1.2 Implement and preserve access controls along all town roadways (i.e. driveway permits).
- TE-1.3 Develop and maintain a transportation plan to address long-term needs for road upgrades and new roads.
- TE-1.4 Ensure that new roads can connect to existing and planned roads on abutting properties whenever possible.
- TE-1.5 Consider the development of an official map to reserve adequate right-of-way for future road linkages.
- TE-1.6 Increase transportation opportunities for the elderly and disabled.

# Map 3-2 Proposed Transportation Improvements

**Goal TE-2:**        *Increase the safety and use of non-motorized transportation modes.*

**Supporting Objectives:**

- TE-2.1        Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
- TE-2.2        Consider/promote the development of multi-use trails and linkages as part of new development proposals.
- TE-2.3        Work with Jefferson County and adjacent municipalities in the development of bicycle and pedestrian trails.

**3.8 Transportation Policies**

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

1.    The town should utilize the existing street network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of farmland and woodland.
2.    An area development plan shall be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that can increase town maintenance costs.
3.    Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.
4.    The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town’s five year road improvements program, including the identification of funding sources and priorities for identified improvement projects.
5.    The town should investigate the potential traffic impacts of development in the areas zoned R-2, Residential Unsewered and designated Rural Residential on the Year 2025 Preferred Land Use map.
6.    The town’s east-west traffic circulation pattern is severely constrained by the Rock River. The town could investigate the need for a crossing of the Rock River on both the east and

west sides of town, and determine access needs to STH 16 to facilitate the efficient movement of east-west traffic within the town.

7. The town should coordinate the extension of streets with the City of Watertown within the Planned Transition area.
8. The town should coordinate the designation of bicycle trails on local and county roads with Jefferson County in order to promote alternative modes of transportation.
9. The town shall consider bicycle safety, particularly on designated bicycle routes (Map 3-2), at the time local roads are to be improved or resurfaced.
10. The town should work with local residents, neighboring municipalities, county park and planning staff, and state representatives to coordinate the development of a multi-use trail.
11. The town should investigate opportunities to work with other jurisdictions and private enterprise to provide transit and transportation facilities for the elderly and disabled.

### **3.9 Transportation Programs**

The following transportation programs are available for use by the Town of Watertown. The following list is not all inclusive and programs are subject to change. For specific information a program representative should be consulted.

#### **Adopt-A-Highway Program**

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WisDOT). The program was initiated to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of state highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed. The state Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WisDOT website.

#### **Rustic Roads Program**

The Rustic Roads System in Wisconsin is an effort to help citizens and local units of government preserve what remains of Wisconsin's scenic, lightly traveled country roads for the leisurely enjoyment of bikers, hikers and motorists. An officially designated Rustic Road shall continue to be under local control. The county, city, village or town shall have the same authority over the Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

## **Transportation Economic Assistance (TEA) Program**

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public.

## **Transportation Enhancement Program (part of the Statewide Multi-modal Improvement Program (SMIP))**

Transportation enhancements (TE) are transportation-related activities that are designed to strengthen the cultural, aesthetic, and environmental aspects of transportation systems. The transportation enhancements program provides for the implementation of a variety of non-traditional projects, with examples ranging from the restoration of historic transportation facilities, to bike and pedestrian facilities, to landscaping and scenic beautification, and to the mitigation of water pollution from highway runoff. Most of the requests and projects awarded in Wisconsin have been for bicycle facilities. Examples of bicycle projects include multi-use trails (in greenways, former rail trails, etc.), paved shoulders, bike lanes, bicycle route signage, bicycle parking, overpasses/underpasses/bridges, and sidewalks.

Transportation enhancement activities must relate to surface transportation. Federal regulations restrict the use of funds on trails that allow motorized users, except snowmobiles. TEA 21 expanded the definition of transportation enhancements eligibility to specifically include the provision of safety and educational activities for pedestrians and bicyclists, which had not been clearly eligible under ISTEA.

## **Pavement Surface Evaluation and Rating (PASER)**

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads, and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

## **4 Utilities and Community Facilities**

This section contains an inventory of the public utilities and community facilities as provided within the Town of Watertown. It is intended that this inventory will help identify deficiencies and opportunities relative to meeting the present and future needs of the community.

This inventory includes information regarding: administrative facilities and services; schools; protective services; public buildings, quasi public facilities, parks and open space, solid waste management and recycling; communication and power facilities; sanitary sewer service; public water supply; stormwater management; post office, cemeteries; library; health care; and day care facilities. Map 4-1 identifies the location of existing community facilities and utility service areas within the Town of Watertown.

### **4.1 Administrative Facilities and Services**

The Town of Watertown's town hall and town shop are located between HWY 26 and High Road, which is centrally located in the town. The town hall has adequate meeting and parking space. In total, the town owns approximately 13 acres.

Town administration is handled by a three-member town board, clerk, treasurer, assessor and building inspector. The town also employs full and part-time road maintenance crew positions. The town board meets the third Monday of every month.

### **4.2 Schools**

#### **Watertown Unified School District**

There are six elementary schools located within the City of Watertown (Concord, Douglas, Lebanon, Lincoln, Schurz and Webster) providing services to Pre-kindergarten (PK) through grade 5 school age children. Riverside Middle School serves grades 6-8 and Watertown High School serves grades 9-12.

#### **Lake Mills School District**

The Lake Mills School District has over 1,300 students that attend Prospect Street Elementary (grades PK-5), Lake Mills Middle School (grades 6-8), and Lake Mills High School (grades 9-12).

#### **Johnson Creek School District**

The Johnson Creek School District provides educational opportunities for nearly 600 students. Johnson Creek Elementary has just over 300 students and serves grades PK-6. Johnson Creek High School has nearly 300 students and serves grades 7-12.

### **4.3 Protective Services**

#### **Police**

Police services are provided by Jefferson County. The county has a full-time Sheriff's department which provides 24-hour service. The department is located on Center Avenue in the City of Jefferson. The patrol division of the Jefferson County Sheriff's department consists of one captain, six sergeants, 34 deputies and eight part-time deputies. The detective division of the department consists of one captain, one detective sergeant and six detectives. There are also several other divisions or units including, but not limited to, a drug task force, dive team, major accident investigation team (MAIT), snowmobile patrol, and community policing.

The Jefferson County Jail, built in 1991, is staffed with one captain, five sergeants, 30 deputies and nine civilian staff. The total inmate population averages 160-170, with approximately 60 inmates using Huber privileges.

#### **Fire/Emergency Medical Services (EMS)**

The Town of Watertown is served by three fire departments and EMS units (Map 4-1).

The Watertown Fire Department serves the northern portion and the majority of the town. The Watertown Fire Department is located at 106 Jones Street and consists of 21 firefighters and nine paramedics. The department operates three engines, one ladder, one heavy rescue, two ambulances, two tankers and two command cars. The department averages 5-6 calls per 24 hour period. The department responded to a total of 1,724 alarms in 2000.

The Village of Johnson Creek Fire Department is located at 120 South Watertown Street. This is a volunteer department with 42 firefighters, two of which are EMT trained. EMT services are provided separately from the fire department by one full-time paid EMT and 15 volunteers. There are no paid staff within the fire department. Major equipment includes three engines/pumpers, two tankers, a heavy rescue truck, and a pick-up used primarily for grass fires. One of the engines will need to be replaced in approximately 2-3 years. There is also an increasing need for a new department building. Increased demand and growth in the area may soon require the department to purchase a ladder or aerial truck, which will not fit in the current station facility.

The Town of Ixonia provides fire and EMS services to the eastern portion of the Town of Watertown. The Ixonia Fire Department is located at 8320 North Street in Ixonia.

### **4.4 Street Maintenance and Snowplowing**

The town hires a private contractor to provide street maintenance and snowplowing services to the town. The town also has a person on staff that performs roadside mowing, patching and other street maintenance duties.

#### **4.5 Public Buildings**

The town owns and maintains the town hall and town shop, which are both located along STH 26 (Map 4-1)

#### **4.6 Parks and Open Space**

The Town of Watertown does not own, maintain or operate any parks or open spaces. Residents are dependent upon facilities associated with school districts and the municipal parks located within the City of Watertown and the Village of Johnson Creek, as well as Jefferson County. The town does maintain an open space, south of the town hall.

The City of Watertown has approximately 139 acres of park, recreation, and open space land, while the Village of Johnson Creek has 56.5 acres.

#### **Snowmobile Trails**

Local trails are maintained by the Watertown Snowmobile Association and the Hubbleton Riders.

#### **4.7 Solid Waste Management and Recycling**

Solid waste collection and recycling services are privately contracted for by the Town Board. Waste is land filled in the Town of Farmington on North Ranch Road. Residents of Jefferson County are also able to dispose of hazardous materials such as oil, antifreeze and paint cans on a monthly basis rotating between locations in the City of Watertown and the City of Fort Atkinson.

#### **4.8 Communication and Power Facilities**

Gas and electric services are provided by Wisconsin Electric. The Wisconsin Electric Power Plant is located within the Town of Watertown, east of CTH E, in close proximity to the City of Watertown. The power plant is a major source of tax income for the town and will need to be addressed as part of a boundary agreement with the city.

Television cable services are provided by Charter Communication. Services include basic and digital cable and high-speed internet service.

Telephone services are provided by Ameritech.

# Map 4-1 Existing Facilities and Utility Service Areas

#### **4.9 Sanitary Sewer Service and Private Onsite Wastewater Treatment Systems**

Sanitary sewer services are not provided to local residents. Sanitary sewer services are available in the City of Watertown, however you must be a resident of the city to receive this service. Residents of the town rely on private onsite wastewater treatment systems (POWTS).

#### **4.10 Public Water Supply**

The Town of Watertown is not currently served by a public water system. The nearest public service is provided by the City of Watertown. Residents within the town are dependent upon individual wells. It is important that the town monitor future growth and its impacts on groundwater quantity and quality.

#### **4.11 Stormwater Management**

The Town of Watertown does not have a storm sewer system. Stormwater is drained through a series of culverts and ditches along town roads.

#### **4.12 Post Office**

Residents of the town have their mail delivered by the Watertown Post Office located at 411 Dodge Street in the City of Watertown. Weekday office hours are from 8 a.m. to 4:30 p.m. and on Saturday office hours are from 9 a.m. to noon. The local resident zip code is 53094.

#### **4.13 Cemeteries**

The Town of Watertown has four cemeteries within its jurisdiction, the Ebenezer Church Cemetery, Union Cemetery, Whitney Cemetery, and the Watertown Rural Cemetery on Emerald Drive.

#### **4.14 Library**

Local residents of the Town of Watertown are served by two libraries including the Watertown Public Library located at 100 South Water Street and the Johnson Creek Public Library located at 125 Lincoln Street.

The Watertown Public Library is open Monday through Thursday from 9 a.m. to 9 p.m., Friday from 9 a.m. to 6 p.m., and Saturday from 9 a.m. to 5 p.m. The library, dedicated in 1907, was built using funding from the city, private donations, and a gift from Andrew Carnegie. Donations continue to be critical to the library's operation. Library staff includes 11 full-time staff and 13 part-time staff.

In 2000, over 160,000 people visited the library and approximately 1,800 people attended library sponsored programs. The library's collection reached nearly 100,000 items in 2000, including

2,300 videos and DVDs and 175 CD-Roms. The library offers public internet access on five computers, direct access to nine area libraries, children's programs as well as several other services. A needs assessment and staffing analysis, completed in June of 2000, identified several needs of the library in order to effectively meet the needs of residents and meet established state standards.

#### **4.15 Health Care**

Health care services are provided by Watertown Memorial Hospital at 125 Hospital Drive in the City of Watertown, a member of the Watertown Area Health Services. The hospital has approximately 45 physicians and mid-level practitioners. There are a number of medical services available at the hospital including, but not limited to, kidney dialysis, Mealmobile which delivers food to the elderly, surgical care, pain management center, rehab and sports medicine services, urgent care and emergency services, and chemotherapy. A professional counseling center, OB Gyn clinic and occupational health care center are also available near the hospital in Watertown. Two senior housing facilities that are operated by the Watertown Area Health Services, are located in the city as well.

Lakewood Family clinics are available in Johnson Creek and Lake Mills. Other regional medical and specialty services are available in Madison and Milwaukee.

#### **4.16 Day Care Facilities**

There are no commercial daycare facilities located within the Town of Watertown. Wisconsin Statutes allow for in-home daycare for up to eight children in residential zones. These facilities are licensed and inspected by the State of Wisconsin, however, they are not considered commercial daycare centers and may not be easily identified within the town.

Commercial daycare service is available within the City of Watertown and the Village of Johnson Creek.

#### **4.17 Utilities and Community Facilities Goals and Objectives**

##### **Goals**

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

##### **Objectives**

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

## **Wastewater Treatment**

**Goal UCF-1:**     *Ensure proper disposal of wastewater to protect ground and surface water.*

### **Supporting Objectives:**

UCF-1.1     Coordinate wastewater facility planning and the location of future private onsite septic systems with the town's preferred land use plan, environmental considerations, economic development and growth management objectives.

## **Water Supply**

**Goal UCF-2:**     *Protect and improve the quality and quantity of the town's ground and surface water features.*

### **Supporting Objectives:**

UCF-2.1     Facilitate the reduction of point and non-point pollution sources through both regulatory and non-regulatory approaches.

UCF-2.2     Evaluate the potential impacts of development proposals on groundwater quality and quantity.

UCF-2.3     Pursue partnerships for technical assistance and funding among town, state, county and individual landowners to address known water quality problems.

UCF-2.4     Support data collection and monitoring efforts that further the understanding of factors influencing the quality, quantity and movement of ground and surface water features.

UCF-2.5     Promote clean-up and beautification of the Rock River.

## **Stormwater Management**

**Goal UCF-3:**     *Ensure that all areas are reasonably protected from flooding.*

### **Supporting Objectives:**

UCF-3.1     Encourage and support the preservation of natural open spaces such as wetlands and floodplains that minimize flooding.

UCF-3.2     Work with the County to develop a stormwater management ordinance to ensure proper drainage and retention of stormwater.

- UCF-3.3 Review the accuracy of Federal Emergency Management Agency (FEMA) floodplain maps.

### **Solid Waste Disposal and Recycling Facilities**

**Goal UCF-4:** *Promote effective solid waste disposal and recycling services that protect the public health, the natural environment, and land use quality.*

#### **Supporting Objectives:**

- UCF-4.1 Increase town involvement and promote education in decisions involving the type, location and extent of land disposal of solid waste produced by local residents.

### **Schools**

**Goal UCF-5:** *Promote quality schools and access to educational opportunities for everyone.*

#### **Supporting Objectives:**

- UCF-5.1 Coordinate local planning efforts with the School District in order to allow them to anticipate future growth and to provide appropriate facilities.

### **Parks and Recreation**

**Goal UCF-6:** *Promote a variety of recreational opportunities within the Town of Watertown.*

#### **Supporting Objectives:**

- UCF-6.1 Identify areas and provide for increased recreational and public access to the river within the town.
- UCF-6.2 Enhance recreational facilities that provide multi-use recreational opportunities.
- UCF-6.3 Recognize the need to accommodate all age groups and abilities in recreational pursuits.
- UCF-6.4 Maintain existing and improve public access to waterways.
- UCF-6.5 Explore parkland options.

## Utilities

**Goal UCF-7:** *Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.*

### Supporting Objectives:

- UCF-7.1 Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.
- UCF-7.2 Determine the use, location, and capacity of existing and future public utilities in order to efficiently serve existing and planned service areas.
- UCF-7.3 Actively pursue the highest levels of service from natural gas, electrical, telephone, cable, telecommunications and other technology providers offering services to the town.
- UCF-7.4 Promote “green energy” and other alternative technologies.

## Other Governmental Services

**Goal UCF-8:** *Maintain high quality town services and facilities.*

### Supporting Objectives:

- UCF-8.1 Continually monitor the demographics of the town’s population to determine the need for new or expanded services.

## 4.18 Utilities and Communities Facilities Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

According to town survey results completed at the beginning of the planning process, the current level of services offered by the town are adequate to meet the needs of local residents. The following policies have not been scheduled according to a specific timetable.

1. The town should continually monitor the needs and desires of local residents for a town park.
2. Park and recreation planning efforts should be coordinated with Jefferson County.

3. Telecommunication towers shall be sited and reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security so as not to be accessible by the general public.
4. The town and city should address the phasing and extension of public utilities within the Planned Transition area through the development of a boundary agreement.
5. The town should continually review staffing and professional service needs relative to planning, ordinance development/enforcement and other governmental services.
6. Stormwater management shall be addressed as a requirement of all subdivision approvals.
7. The town should encourage conservation subdivisions so that services such as snowplowing, school bus routes, and emergency services can be provided in a cost effective manner.
8. The town should work with neighboring municipalities to consolidate, share and improve local service delivery.
9. The town should explore opportunities to make information available to local residents regarding various housing, grant and land conservation programs.

#### **4.19 Utilities and Community Facilities Programs**

The following programs are available to the Town of Watertown with regard to utilities and community facilities. The following list is not all inclusive and subject to change. For specific information a program representative should be contacted.

##### **Wisconsin Department of Public Instruction (DPI)**

The Wisconsin Department of Public Instruction offers several grants, programs and aid to communities with respect to school facilities, services and education improvement. Through the DPI web-site, [www.dpi.state.wi.us](http://www.dpi.state.wi.us), a link titled *Grant Information* offers a comprehensive listing of available grants (ordered alphabetically with their respective ID number, description and type of grant). Links are provided to pages with grant details, special requirements, and contact information.

##### **Community Development Block Grant for Public Facilities (CDBG-PF)**

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Some eligible activities for funding include utility and street improvements, fire stations and emergency vehicles, and community/senior centers and shelters. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

## **Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)**

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

## **Tax Incremental Financing (TIF)**

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

## **Aids for the Acquisition and Development of Local Parks**

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered from the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

## **Household Hazardous Waste Collection Grant (Clean Sweep)**

Funds are available to municipalities to create and operate local "clean sweep" programs for the collection and disposal of household hazardous waste. Any type of program for the collection and disposal of household hazardous wastes, including permanent collection programs, is eligible. The program is offered from the WDNR, Bureau of Community Financial Assistance.

## **Well Compensation Grant**

Funds are available for the replacement of contaminated private water supply wells. Wells serving commercial establishments only are not eligible. Persons whose annual family income is more than \$65,000 are not eligible. Cost sharing is provided at 75% but not more than \$9,000. The amount of the grant is reduced by \$.30 for each \$1.00 of the applicant's annual family income over \$45,000. Eligible types of projects include reconstruction of an existing well, drilling a new well, connecting to an uncontaminated private or public water supply, state approved treatment units and temporary bottled or trucked water. Contact the WDNR for further information.

## **5 Agricultural, Natural and Cultural Resources**

This section is intended to provide an inventory of the agricultural, natural and cultural resources of the Town of Watertown. The elements which are analyzed in this section include climate, soils, farmland and topography, geology, mineral resources, vegetation types, watersheds and drainage, wetlands, floodplains, surface water features, groundwater, air quality, environmental corridors, threatened and endangered species, wildlife habitat, historic and archaeological sites, cultural resources and community design. These features present opportunities for conservation and development and need to be considered before making any decisions concerning future development within the town.

### **5.1 Climate**

The climate of Jefferson County is considered "continental," which includes cold winters and fairly warm summers. The National Climatic Data Center reported that the average year-round temperature in Wisconsin is 43 degrees, while the average daily maximum temperature is 81 degrees and the average daily minimum temperature is 14 degrees. Precipitation is distributed rather evenly throughout the year, however is highest in summer months. Average annual snowfall in Jefferson County is 32 inches, while the average annual rainfall is about 30 inches. The growing season averages approximately 150 days and can be described as favorable for agricultural purposes.

### **5.2 Soils**

Soil is composed of varying proportions of sand, gravel, silt, clay and organic material. The composition of a soil affects the specific properties of that soil. These properties must be evaluated prior to any development, as varying limitations exist for each soil.

A detailed study of all the soils in Jefferson County was developed by the U.S. Department of Agriculture, Natural Resource Conservation Service. As part of that study, soils were identified in terms of generalized soil associations. The following presents a list and description of the general soil associations included within the Town of Watertown.

# Map 5-1 Productive Agricultural Areas

### **Houghton-Adrian Association**

The soils in this association are mostly found in stream valleys and depressions in old glacial lake basins. Approximately 2,854 acres of the town consists of this soil association found mostly along Johnson Creek. Both Houghton and Adrian soils are very poorly drained and nearly level organic soils that are underlain by a sandy material. Minor soils in this association are Edwards, Palms, Sebewa soils and the Watseka variant.

This soil association presents severe limitations for development and the installation of private sewage systems given the wetness or high water table associated with these soils, exposure to flooding, low strength and potential for shrinking and swelling when the ground freezes and thaws. This soil association is good for crops when drained. Undrained areas are used for pasture or wetland wildlife habitat. The potential for the development of wetland habitat is good.

### **Palms-Keowns-Milford Association**

The soils in this association make up approximately 4,922 acres of the town and are found mostly along the Rock River corridor. These soils are very poorly drained, nearly level organic soils that have a loamy or clayey subsoil. These soils are underlain by silty, sandy, or clayey material.

Wetness is a severe limitation and the potential for residential or other intensive uses is poor. This soil association is cultivated in drained areas. Undrained areas are used for pasture or wetland wildlife habitat.

### **Wacousta-Lamartine-Theresa Association**

The majority of the town, approximately 10,201 acres, consists of this soil association. This soil association is found mostly on till plains, drumlins, terraces in old lake basins and in low areas between drumlins. The Wacousta soils are on terraces in old lake basins and in low areas between drumlins. They are very poorly drained and poorly drained and nearly level. The Lamartine soils are on the side slopes on ground moraines and drumlins. They are somewhat poorly drained and gently sloping. Theresa soils are on till plains and drumlins. They are well drained, gently sloping, and sloping.

This soil association is suited for agricultural purposes. The soils that are not cultivated are mostly steep or wet and are wooded or unimproved pasture. The wet soils and the moderately steep or steep soils have poor potential for most urban uses while the well drained, gently sloping and sloping soils have good potential for urban uses.

### **5.3 Farmland**

Approximately 16,669 acres (67%) of the land within the Town of Watertown consists of agricultural uses. According to the U.S. Department of Agriculture, Natural Resource Conservation Service (NRCS), Jefferson County is on the northern edge of the Nation's corn belt. The Town of Watertown and Jefferson County are mainly an area of dairy farms and considerable acreage of peas and sweet corn production. Most of the crops, except for field corn, are cool-weather crops.

Map 5-1 illustrates the prime agricultural soils within the town. Prime agricultural soils as described by the NRCS, are comprised of class I and II soils. Class I soils have few limitations that restrict their use. Class II soils have moderate limitations that either reduce the choice of plants or require moderate conservation practices.

### **5.4 Topography**

The topography or surface of the town can be described as generally level with some rolling hills. The surface was formed by preglacial and glacial erosion and is mostly comprised of glacial drift features, particularly drumlins which are oval hills. The highest point in the town is approximately 1002 feet above mean sea level and can be found in the northeast portion of the town. The lowest point is located in the south-central portion of the town, and is approximately 782 feet above mean sea level. Areas of steep slope greater than 20% are illustrated on Map 5-4.

### **5.5 Geology**

#### **Bedrock Geology**

According to the Groundwater Resources and Geology of Jefferson County, Wisconsin, prepared by the U.S. Department of the Interior Geological Survey in cooperation with the Wisconsin Geological and Natural History Survey, igneous and metamorphic rocks of the Precambrian age underlie all of Jefferson County. They crop out more than 800 feet above sea level in the northwest corner of the County and are less than 300 feet below sea level in the southwest corner of the County. The crystalline bedrock is very dense, hard, and generally impermeable.

Typically, bedrock has not presented any significant problems to development in the town. Examples of problems that may occur where bedrock is located at or near the surface include the potential for hindering excavation and considerably increasing the cost of construction. In addition, conventional onsite septic systems may not function properly where bedrock is near the surface, possibly resulting in wastewater passing through cracks or fissures.

# Map 5-2 USGS Quadrangle and Land Cover

## **Surface Geology**

Watertown is located in an area that was glaciated during the Pleistocene epoch. Glaciation caused the northern portion of Jefferson County to be characterized by surface deposits including glacial till, outwash deposits by meltwater, lake-laid clay, silt, sand, and accumulations of peat and windblown silt.

### **5.6 Metallic and Non-Metallic Mineral Resources**

The Town of Watertown has a few active and inactive non-metallic mines which are scattered throughout its jurisdiction. Most of the sand and gravel mined within Jefferson County is used for concrete aggregate, fill material or road ballast.

According to the Jefferson County Zoning Ordinance, mineral extraction and processing operations are conditional uses, and include mining, quarrying, borrow pits, crushing, washing, or other removal or processing of mineral resources. In addition, Wisconsin Administrative Code NR 135 requires that all Counties adopt and enforce a Non-metallic Mining Reclamation Ordinance by June 1, 2001 that establishes performance standards for the reclamation of active and future non-metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, stable non-eroding sites, productive end land use and the potential to enhance habitat and increase land values and tax revenues.

### **5.7 Vegetation Types**

Map 5-2 shows the existing land cover classifications for the town. The classifications were derived from LANDSAT Thematic Mapper (TM) satellite imagery from 1991, 1992, and 1993. The minimum mapping unit is one acre.

According to the Wisconsin Department of Natural Resources (WDNR) report, Wisconsin's Biodiversity as a Management Issue, the composition of southern Wisconsin's forests prior to European settlement could be described as distinct from northern forests even though many tree species occurred in both regions. The predominance of oaks and the general absence of conifers were key distinguishing features noted by all observers. Another feature of southern forests often singled out by early travelers was the relative openness or park-like appearance due to the lack of small trees and shrubs, and the transition from oak forest to prairie that often occurred.

Woodlands within the town are rather fragmented, which is common throughout southern Wisconsin communities given the extensive conversion of land by European settlers from southern forest to agriculture. The majority of woodlands within the town include a mix of broad-leafed deciduous and coniferous trees. The woodlands are mostly scattered, however, significant stands can be found along the Johnson Creek and Rock River corridors.

Woodlands have both economic and ecological value. Multiple benefits can be derived from this resource under good management practices. For example, woodlands provide an attractive rural setting by accentuating the beauty of the landscape. Woodlands also help to maintain the

environmental quality of the area by contributing to clean air and water and provide habitat for a diversity of plant and animal life. Finally, woodlands contribute to opportunities for recreation such as hunting; trapping; mushroom, berry and nut collecting; wildlife viewing; and hiking.

## **5.8 Watersheds and Drainage**

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways can be found within one watershed or another. In Wisconsin, watersheds vary in scale from major river systems to small creek drainage areas and typically range in size from 100 to 300 square miles. River basins encompass several watersheds. There are 32 river basins in Wisconsin which range in size from 500 to over 5,000 square miles.

Wisconsin has redesigned its natural resource management approach around the concepts of ecoregions and watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. The Town of Watertown is located in the Upper Rock River Basin as designated by the Wisconsin Department of Natural Resources (WDNR).

There are four distinct watersheds contained within the Town of Watertown's boundaries: the Lower Crawfish River watershed in the northwest portion of the town, the Middle Rock River watershed, which is also the largest, located in the central portion, the Johnson Creek watershed located in the east-central portion, and the Sinissippi Lake watershed located in the eastern portion of the town (Map 5-3).

## **5.9 Wetlands**

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Water saturation (hydrology) largely determines how the soil develops and the types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promote the development of characteristic wetland (hydric) soils.

# Map 5-3 Water Feature Data

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands can make lakes, rivers and streams cleaner, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also provide the replenishment of groundwater supplies. Groundwater discharge is common from wetlands and can be important in maintaining stream flows, especially during dry months.

Local, state and federal regulations place limitations on the development and use of wetlands and shorelands. The Wisconsin Department of Natural Resources (WDNR) has inventory maps for each town that identifies wetlands two acres and larger. The wetland inventory map should be consulted in conjunction with this document whenever the town reviews development proposals in order to identify wetlands and to ensure their protection from development.

## **5.10 Floodplains**

The 100-year floodplains in the town are found along the Rock River, Johnson Creek, and other feeder streams and intermittent creeks. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged. The floodplain includes the floodway and flood fringe. The floodway is the portion of the floodplain that carries flood water or flood flows, while the flood fringe is the portion of the floodplain outside the floodway, which is covered by waters during a flood event. The flood fringe is generally associated with standing water rather than rapidly flowing water.

Wisconsin Statute 87.30 requires Counties, Cities and Villages to implement floodplain zoning. Jefferson County enforces a Flood Plain Ordinance that was adopted in 1978. This ordinance strictly regulates development within the floodplain. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of floodlands and the monetary damage risks related to the insurance of urban development in floodland areas. The 100-year floodplain areas for the unincorporated areas of Jefferson County have been delineated by FEMA.

## **5.11 Surface Water Features**

### **Lakes**

There are no bodies of water classified as lakes within the Town of Watertown.

## **Rivers**

Within the Town of Watertown, there are two named river and stream features in addition to the many tributaries, intermittent streams, wetlands and floodplains located throughout the town.

The Rock River flows northeast through the town to the City of Watertown and then flows southeast out of the City and back through the town and Jefferson County. The Rock River consists of several tributaries. According to Wisconsin Lakes, published by the Wisconsin Department of Natural Resources (WDNR) in 1991, the Rock River has been classified as a warm water fishery that supports populations of catfish, walleye, northern pike, white bass, sauger, pan fish, crappie and perch. Fishing opportunities in the Rock River are described as good to excellent.

Johnson Creek is a prominent tributary to the Rock River that starts within the town and flows into the Rock River southeast of Kasten Lane in the Town of Watertown.

### **5.12 Groundwater Quality**

The source of all groundwater is precipitation which percolates down through the soil until it reaches the saturated zone of an aquifer where it is then contained. Water in an aquifer travels from its source to a discharge point such as a well, wetland, spring or lake. During periods of increased precipitation or thaw, this vast resource is replenished with water moving by gravity through permeable soils which is called a water table system. In some instances, groundwater moves because of pressure created by a confining layer of impervious rock which is called an artesian system. Groundwater is the primary source of potable water in Jefferson County and the Town of Watertown. Town residents are generally more dependant upon shallower and less-protected aquifers (underground soil layer where useable water is stored), than the City of Watertown or other urban centers which are served by public water supplies that typically access deep sandstone aquifers.

Most groundwater contamination is related to poorly sited land uses such as agricultural manure, petroleum and salt storage in areas of high groundwater tables or fractured bedrock situations. Contamination of groundwater reserves can also result from such sources as percolation of water through improperly placed or maintained landfill sites, private waste disposal (septic effluent), runoff from livestock yards and urban areas, improper application of agricultural pesticide or fertilizers, excessive lawn and garden fertilizers and pesticides, leaks from sewer pipes, and seepage from mining operations into the aquifer. Runoff from leaking petroleum storage tanks and spills can also add organic and chemical contaminants in locations where the water table is near the surface. Once groundwater contamination has occurred, successful remediation can take years, or may never occur, depending upon the pollutant. Therefore, when considering specific land uses for an area, it is vital to consider the physical characteristics of the area and the relationships between the land and the proposed/actual use in order to ensure that groundwater contamination does not occur.

## **Map 5-4 Other Environmental Features**

According to the Jefferson County Plan 2020 Environmental and Natural Resource Analysis, the Town of Watertown is underlain by sandstone and sand and gravel aquifers. Groundwater flow in the town is generally split with flow to the east or west towards the Rock River corridor.

### **5.13 Air Quality**

In order to evaluate the quality of the air and to protect the public health, a series of National Ambient Air Quality Standards (NAAQS) have been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. According to the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR), the air pollutants affecting Wisconsin include sulfur dioxide, suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, lead, sulfates and nitrates. Jefferson County is considered an attainment area, which is an area that meets the NAAQS defined in the Federal Clean Air Act. Within Jefferson County, various monitoring stations are located within the City of Jefferson and the Village of Johnson Creek.

As written in the Jefferson County Agricultural Preservation and Land Use Plan, Wisconsin's most serious air pollution problem is ground-level ozone in Southeastern Wisconsin. Washington, Ozaukee, Waukesha, Racine, Kenosha, and Milwaukee Counties are considered ozone non-attainment areas. As a result of this designation, these counties must comply with stricter air quality regulations for industry and vehicle emissions than other counties. This area of the state has specific requirements regarding mobile sources of pollution. These requirements include a vehicle inspection and maintenance program and stage two vapor recovery nozzles.

### **5.14 Environmental Corridors/Sensitive Areas**

The Jefferson County Agricultural Preservation and Land Use Plan describes environmental corridors as continuous systems of open space that include sensitive areas located throughout the county where additional land preservation policies and development standards are applied. Environmental corridors are mapped using a number of objectively defined resource features as base data including surface water features, 100-year floodplains, wetlands, areas of steep slope 20% or greater, contiguous woodlands 10 acres or greater in size, and publicly owned recreational and conservancy lands (Map 5-3).

Environmental corridors include most of the soils with severe developmental limitations, natural areas and primary wildlife habitats. When all of these features are mapped, a continuous corridor pattern usually results because these features often coincide or lie adjacent to each other. Environmental corridors provide scenic open space, wildlife habitat, and educational and recreational opportunities. Environmental corridors also perform important functions such as controlling, moderating and storing flood waters while providing nutrient and sediment filtration. Environmental corridors can also serve as buffers between land uses while improving the aesthetics of the community. Environmental corridors make up approximately 5,806 acres of the town's land area and should be utilized as a key resource feature to identify areas sensitive to

development that should be promoted as green infrastructure or an interconnected network of open space.

### **5.15 Threatened and Endangered Species**

The Wisconsin Department of Natural Resources (WDNR) lists species as “endangered” when the continued existence of that species as a viable component of the state’s wild animals or wild plants is determined to be in jeopardy on the basis of scientific evidence. “Threatened” species are listed when it appears likely based on scientific evidence that the species may become endangered within the foreseeable future. The WDNR also lists species of “special concern” of which some problem of abundance or distribution is suspected but not yet proved; the intent of this classification is to focus attention on certain species before becoming endangered or threatened.

Prior to European settlement, Jefferson County contained a variety of ecosystems with distinct plant communities that supported a variety of wildlife. However, since European settlement there has been a loss of some of these ecosystems due to the logging of forests, draining and filling of wetlands and the conversion of other natural lands to farmland. These losses include a variety of prairie and wetland plants, and a variety of animals including birds and fish, both large and small. Map 5-4 identifies the general location where rare, threatened and endangered terrestrial species can be found within the town. These areas are identified by section in order to keep the location general. Exact locations are not identified in order to protect areas and discourage the intentional destruction of flora and fauna. Development proposals in these sections should be forwarded to the WDNR for comment.

### **5.16 Wildlife Habitat and State Natural Areas**

Wildlife habitat can be simply defined as the presence of enough food, cover, and water to sustain a species. Jefferson County and the Town of Watertown landscape provide habitat for a variety of plants, birds, mammals, amphibians, reptiles and fish. Examples of various landscapes that may be found within the town include dry prairie, emergent aquatic and floodplain forest. These areas are critical components of the State’s biodiversity and may provide habitat for rare, threatened and endangered species.

The WDNR also identifies State Natural Areas which are defined as tracts of land in a natural or near natural state, which are managed to serve several purposes including scientific research, teaching of resource management, and preservation of rare native plants and ecological communities. No State Natural Areas have been identified within the Town of Watertown. However, one area within the town (*Watertown Maple Woods*) was identified within Jefferson County Park Site Feasibility Study for preservation and is described as, “A low broad drumlin and a mesic woods with an 80 percent composition of sugar maple. Other trees include red oak, black cherry, basswood, and shagbark hickory.” The area is generally described as being located in Sections 25 and 26 of the town.

## 5.17 Historic and Cultural Resources

The National Register of Historic Places recognizes properties of local, state and national significance. Properties are listed in the National Register because of their associations with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring on them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register.

According to the National and State Register, no historic places have been identified within the Town of Watertown. However, a number of places have been identified within the City of Watertown and are listed below:

- , Beals and Torrey Shoe Company Building (1904), 100 N. Milwaukee Street
- , Chicago & NW RR Passenger Station (1903), 725 W. Main Street
- , First Kindergarten (1856), 919 Charles Street
- , Fuermann, August, Jr., and Eliza House (1893), 500 S. Third Street
- , Main Street Commercial Historic District (1848-1938)
- , Octagon House (1854), 919 Charles Street
- , St. Paul's Episcopal Church (1859), 413 S. Second Street

While no historic places have been listed with the National and State Register, there are a number of historical buildings and places within the town. Examples include original farmhouses constructed using "Watertown Brick", original log structures and farm buildings, the Salem German Methodist Church, old schoolhouses, and the once thriving community of Aliceton. This community was located at the corner of what is now Aliceton Drive and CTH D, and included a grouping of a few homes, a church, a granary, general store and post office.

The identification of existing historical and cultural resources are an important consideration in all town planning efforts. These areas help to define the community's physical look and character.

## 5.18 Agricultural, Natural and Cultural Resources Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

## Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal ANC-1:** *Provide incentives and options to farmers and rural landowners to retain the town's contiguous areas of agricultural lands, natural areas and open spaces.*

### Supporting Objectives:

- ANC-1.1 Explore and develop local farmland preservation and incentive programs which would provide farmers the ability to realize some of the value of their property while continuing to farm.
- ANC-1.2 Develop conservation design guidelines (clustering of home sites) and identify appropriate areas within the town.
- ANC-1.3 Support programs which lower the tax burden for lands under agricultural production or conserved as natural areas.

**Goal ANC-2:** *Maintain the operational efficiency and productivity of Watertown's agricultural areas for current and future generations.*

### Supporting Objectives:

- ANC-2.1 Identify town lands where the primary intent is to preserve productive farmland, to allow for farming expansion, to maintain the efficiency and productivity of town farm operations, and to protect agricultural investment in land and improvements.
- ANC-2.2 Protect the continuity of farmland areas.
- ANC-2.3 Protect prime farmland soils for agricultural or open space uses.
- ANC-2.4 Appropriately site whatever development occurs in agricultural areas in order to ensure that growth in rural areas is compatible with the continued use of the adjacent land for agricultural production.
- ANC-2.5 Inform current and prospective landowners about the types and timing of agricultural activities; importance of agriculture to the town economy; potential nuisances of living within an agricultural area; and actions that can be taken to minimize conflicts.

**Goal ANC-3:** *Maintain, preserve and enhance the town's natural resources.*

**Supporting Objectives:**

- ANC-3.1 Manage growth to protect town open spaces which, through their preservation, would: conserve and enhance natural or scenic resources; protect streams, water supply/quality, and fish and wildlife habitat; promote conservation of soils, wetlands, beaches, and woodlands; enhance the value of adjoining public lands; maintain and improve public and private recreation opportunities; and/or preserve historic and cultural resources.
- ANC-3.2 Direct growth away from environmentally sensitive areas such as wetlands, floodplains, and steep slopes in order to protect the benefits and functions they provide and to save future public and private dollars spent on flood control, stormwater management, habitat restoration, erosion control, water quality improvements, and rescue services.
- ANC-3.3 Maintain a network of natural area and open space corridors and connections.
- ANC-3.4 Maintain and enhance plant and habitat diversity in Watertown.

**Goal ANC-4:** *Preserve the significant historical and cultural lands, sites and structures that contribute to community identity and character.*

**Supporting Objectives:**

- ANC-4.1 Work cooperatively with Jefferson County, local historical societies and other appropriate organizations to identify, record, and protect lands, sites, rustic roads and structures that have historical or archaeological significance within the Town of Watertown.
- ANC-4.2 Promote the history of Watertown and the aspects that have helped to define its culture and heritage.

## **5.19 Agricultural, Natural and Cultural Resources Policies**

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

1. An interconnected network of environmental features should be preserved throughout the community.

2. Extensive areas of the town shall be maintained for exclusive agricultural use.
3. New development should be directed to least productive farmland areas.
4. The town shall provide comment and review on all permit requests relative to the Jefferson County Animal Waste Storage and Nutrient Management Ordinance paying particular attention to potential impacts to surface and groundwater, the number and kinds of animals for which waste storage is to be provided, a description of how waste will be delivered to and removed from the facility, methods and timing of field applications, and impacts to residential areas.
5. The Rock River is an important natural resource that has been targeted for preservation by various organizations. The town should investigate strategies to protect land along the Rock River corridor, while providing financial compensation to landowners in exchange for the development of property rights. Examples of programs include purchase of development rights by a land trust, conservation easements, or purchase by the Department of Natural Resources via funds allocated within the Stewardship or Land Legacy program.
6. The town should work to preserve and promote the cultural resources and history of the town.
7. The town should work with WisDOT representatives to investigate the potential of establishing a farmland mitigation fee as part of the construction of the HWY 26 bypass.
8. The town should consider accommodating alternative energy programs and facilities relative to wind, solar, hydro, fuel cell and other clean energy technologies only after a thorough evaluation of potential impacts to adjoining properties.

## **5.20 Agricultural, Natural and Cultural Resources Programs**

The following programs are available to the Town of Watertown with regard to agricultural, natural and cultural resources. The following list is not all inclusive and subject to change. For specific information a program representative should be contacted.

### **Stewardship Grants for Nonprofit Conservation Organizations**

Funds are available for the acquisition of land or easements for conservation purposes, and for restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, acquisition of rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails including the Ice Age Trail and North Country Trail and restoration of wetlands and grasslands. Eligible types of projects include fee simple and easement acquisitions and habitat restoration projects. Contact the WDNR for further information.

## **DNR Land Legacy Study**

The Wisconsin Department of Natural Resources is conducting a study of places that will be important in meeting conservation and recreation needs for the next 50 years. This study will identify the general locations of these areas, describe the natural features, characteristics, and recreational opportunities that make them worthy of protection, and recommend priorities. Portions of the Rock River corridor, within the Town of Watertown have been identified. For further information on the study and to view a listing of places the staff have identified as being important in the future, visit the WDNR web-site.

## **Wisconsin Farmland Preservation Program**

This program's purpose is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. The landowner must own 35 acres or more, and have produced gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, WI Department of Agriculture or County Zoning office.

## **Wetlands Reserve Program (WRP)**

The WRP's purpose is to restore wetlands previously altered for agricultural use. The goal is wetland restoration and wildlife habitat establishment. Land which has been owned for one year and can be restored to wetland conditions are eligible. Landowners may restore wetlands with permanent or 30-year easements or 10-year contracts. Permanent easements pay 100% of the agricultural value of the land and 100% cost-sharing; 30-year easements pay 75% of the agricultural value and 75% cost sharing; 10-year contract pays 75% cost share only. Permanent or 30-year easements recorded with property deed. 10-year contract is not recorded with deed. Public access not required. Contact: USDA Natural Resources Conservation Service.

## **Conservation Reserve Program (CRP)**

The program's purpose is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. Landowner sets aside cropland with annual rental payments based on amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into program if bid qualifies. Continuous sign up open for buffers, waterways and environmental practices. Periodic sign ups announced throughout the year for other practices. Ten or 15 year contract if planting hardwood trees. Transferable with change in ownership. Public access not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

## **Wisconsin Historical Society, Office of Preservation Planning (OPP)**

The OPP can assist whether you need information concerning state or federal laws and regulations that may be applicable in your case, whether you need information on grassroots strategies for preserving and protecting historic properties, or whether you need information on how you may protect and preserve your own historic property.

### **Wisconsin's Historical Markers Program**

For almost 50 years, Wisconsin's State Historical Markers program has been interpreting both important small incidents and monumental events that form the state's past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at [www.wisconsinhistory.org/histbuild/markers/apply](http://www.wisconsinhistory.org/histbuild/markers/apply).

### **Wisconsin Historical Preservation Tax Credits**

One of the benefits of owning a historic property in Wisconsin is the ability to participate in federal and state income tax incentives programs for rehabilitation of historic properties. There are currently three programs available to owners of properties that are either listed in, or determined to be eligible for listing in, the state or national registers of historic places. The three programs are:

1. Federal 20% Historic Rehabilitation Credit.
2. Wisconsin 5% Supplement to Federal Historic Rehabilitation Credit.
3. Wisconsin 25% Historic Rehabilitation Credit.

The State Historical Society of Wisconsin, Division of Historic Preservation should be contacted for further information.

## 6 Economic Development

This section contains an inventory and analysis of the economic characteristics that are within the Town of Watertown. It is intended that this element will help identify deficiencies and opportunities relative to economic development within Watertown in order to provide for a sustainable economic future.

### 6.1 Labor Force and Employment Status

#### Educational Attainment

The educational attainment level of persons within a community is often an indicator of the overall income, job availability, and well-being of a community. Approximately 88.7% of persons age 25 and older in Watertown have attained a high school diploma or some post secondary education (Table 6-1).

**Table 6-1**  
**Educational Attainment of Persons Age 25 and Over**  
**Town of Watertown**  
**2000**

Attainment Level	Number	% of Total
Less than 9 <sup>th</sup> Grade	39	3.1%
9 <sup>th</sup> to 12 <sup>th</sup> Grade, No Diploma	105	8.3%
High School Graduate, includes Equivalency	579	45.5%
Some College, No Degree	257	20.2%
Associate Degree	90	7.1%
Bachelor Degree	147	11.6%
Graduate or Professional Degree	55	4.3%
Total Persons 25 Years and Over	1,272	100.0%

Source: U.S. Bureau of the Census, 2000.

## Labor Force and Employment Status

The civilian labor force consists of individuals age 16 and over who are currently employed or seeking employment, excluding persons in the armed forces. Shifts in age and gender characteristics of residents, changing employment opportunities, and the health of the economy can all cause fluctuations in the number of persons in the labor force. Table 6-2 identifies the employment status of both males and females over the age of 16 within the town.

**Table 6-2**  
**Employment Status of Those Age 16 and Over**  
**Town of Watertown**  
**2000**

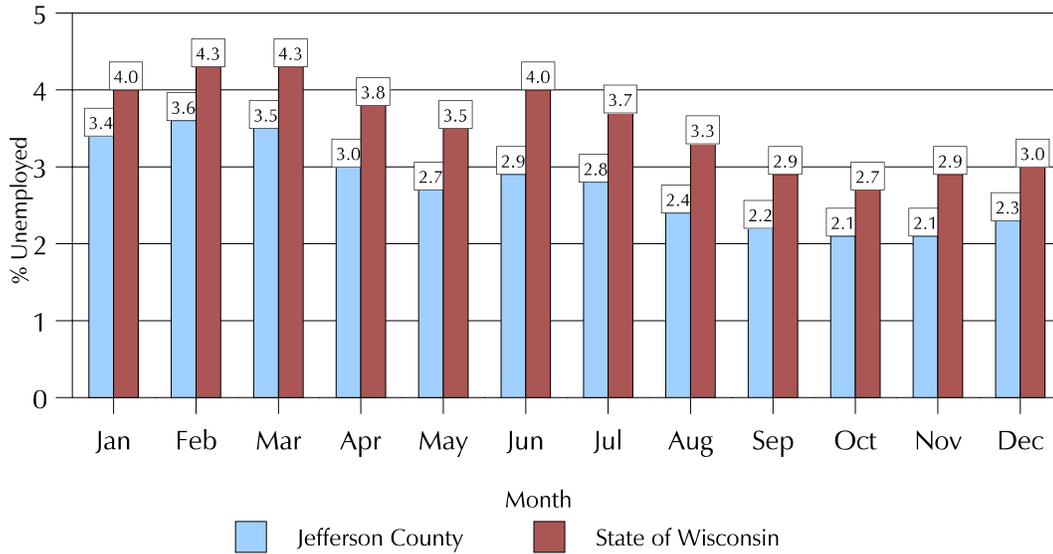
Employment Status	Male	Female
Total 16 Years and Over	700	733
Civilian:	574	487
Employed	557	482
Unemployed	17	5
Armed Forces	0	0
Not in Labor Force	126	246

Source: U.S. Bureau of the Census, 2000.

## Unemployment Rate

Figure 6-1 displays the employment rates for Jefferson County and the state for each month in 2000. The county consistently had a lower unemployment rate than the state throughout the year which points to a strong local economy. However, lower than average unemployment rates are also indicative of labor shortages or lack of “qualified labor”.

**Figure 6-1  
Monthly Unemployment Rates  
Jefferson County  
2000**



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2000.

### **Travel Time to Work**

For most people, the location of their home is dependent upon the location of their workplace. Knowing the amount of time people are willing to travel to work can serve as an indicator for the future location of housing and economic development.

Table 6-3 displays the travel time to work for the Town of Watertown in 1990. A majority of people (53.5%) had less than a 20 minute commute in 1990. The 2000 census data will likely show an increase in travel time to work given growth in the town and surrounding area, and relatively stable gas and oil prices throughout the 1990s. In addition, access to I-94 provides an efficient travel route to Waukesha County and the Madison and Milwaukee metropolitan area.

**Table 6-3  
Travel Time to Work  
Town of Watertown  
1990**

Travel Time	Number	Percent of Total
Less than 10 Minutes	129	13.0%
10 to 19 Minutes	401	40.5%
20 to 29 Minutes	142	14.3%
30 to 39 Minutes	77	7.8%
40 to 59 Minutes	72	7.3%
60 or More Minutes	45	4.5%
Worked at Home	124	12.5%
<b>Total</b>	<b>990</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3; data only includes workers 16 years and over.

### **Income**

Table 6-4 displays the household incomes for the Town of Watertown in 1999 as reported by the 2000 Census. The median household income in the town was \$52,667. The majority of households within the town have an income between \$50,000 and \$74,999.

**Table 6-4**  
**Household Income in 1999**  
**Town of Watertown**  
**2000**

Household Income	Number
Less than \$10,000	17
\$10,000 to \$14,999	19
\$15,000 to \$24,999	49
\$25,000 to \$34,999	91
\$35,000 to \$49,999	127
\$50,000 to \$74,999	214
\$75,000 to \$99,999	83
\$100,000 to \$149,999	50
\$150,000 to \$199,999	8
\$200,000 or More	8
Total Households	666
Median Household Income	\$52,667

Source: U.S. Bureau of the Census, 2000.

### Poverty Level

The U.S. Census Bureau uses a set of money income thresholds that vary by family size and composition to determine if someone is at or below the poverty level. If a family's total income is less than the family's threshold, then that family, and every individual in it, is considered below poverty. The Census has released preliminary poverty thresholds for 2000. For example, the 2000 poverty threshold for one person is \$8,787, for a two person family unit the threshold is \$11,234.

**Table 6-5  
Poverty Status  
Town of Watertown  
1990**

1989 Income	Number
Above Poverty Level	1,770
Below Poverty Level	59

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3.

## 6.2 Economic Base Analysis

### Employment by Industrial Sector

Employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. Recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend is partly attributed to a shift from an industrial-based to an information-based society and an aging population.

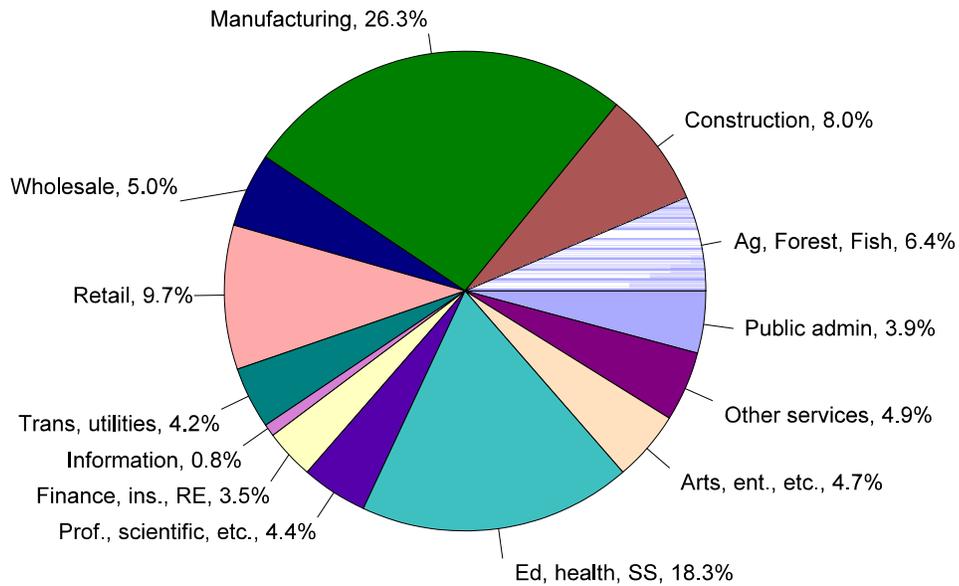
Table 6-6 displays the number and percent of employed persons by industry group in the Town and City of Watertown and the county for 2000. The greatest percentage of employment was found in the manufacturing segment of the economy for both communities as well as the county. The second greatest economic division for both communities and the county was in educational, health and social services. Figure 6-2 presents the percentage of employment by economic division for 2000.

**Table 6-6**  
**Employed Persons by Industrial Sector**  
**Town of Watertown and Selected Areas**  
**2000**

Economic Division	Town of Watertown		City of Watertown		Jefferson County	
	Number	% of Total	Number	% of Total	Number	% of Total
Agriculture, Forestry, Fishing and Hunting, Mining	66	6.4%	86	0.8%	1,129	2.8%
Construction	83	8.0%	573	5.2%	2,432	6.1%
Manufacturing	273	26.3%	3,517	31.7%	11,963	30.0%
Wholesale Trade	52	5.0%	349	3.1%	1,236	3.1%
Retail Trade	101	9.7%	1,436	12.9%	4,605	11.6%
Transportation and Warehousing, and Utilities	44	4.2%	328	3.0%	1,545	3.9%
Information	8	0.8%	186	1.7%	876	2.2%
Finance, Insurance, Real Estate, and Rental and Leasing	36	3.5%	395	3.6%	1,757	4.4%
Professional, Scientific, Management, Administrative, and Waste Management Services	46	4.4%	566	5.1%	2,024	5.1%
Educational, Health and Social Services	190	18.3%	2,434	21.9%	7,164	18.0%
Arts, Entertainment, Recreation, Accommodation and Food Services	49	4.7%	617	5.6%	2,596	6.5%
Other Services (except public administration)	51	4.9%	346	3.1%	1,435	3.6%
Public Administration	40	3.9%	260	2.3%	1,070	2.7%
<b>Total</b>	<b>1,039</b>	<b>100.0%</b>	<b>11,093</b>	<b>100.0%</b>	<b>39,832</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000. Data only includes employed persons age 16 and over.

**Figure 6-2**  
**Percentage of Employment by Industry**  
**Town of Watertown**  
**2000**



Source: U.S. Bureau of the Census, 2000.

**Employment by Occupation**

In 2000, the majority of people in the town were employed in management, professional, and related occupations followed by production, transportation, and material moving. The town has a diverse occupational base.

**Table 6-7**  
**Employed Persons by Occupation**  
**Town of Watertown and Selected Areas**  
**2000**

Occupation	Town of Watertown		City of Watertown		Jefferson County	
	Number	% of Total	Number	% of Total	Number	% of Total
Management, Professional, and Related Occupations	276	26.6%	2,721	24.5%	10,394	26.1%
Service Occupations	123	11.8%	1,710	15.4%	5,564	14.0%
Sales and Office Occupations	229	22.0%	2,767	24.9%	9,313	23.4%
Farming, Fishing, and Forestry Occupations	19	1.8%	54	0.5%	386	1.0%
Construction, Extraction, and Maintenance Occupations	150	14.4%	873	7.9%	3,668	9.2%
Production, Transportation, and Material Moving Occupations	242	23.3%	2,968	26.8%	10,507	26.4%
<b>Total</b>	<b>1,039</b>	<b>100.0%</b>	<b>11,093</b>	<b>100.0%</b>	<b>39,832</b>	<b>100.0%</b>

Source: U.S. Bureau of the Census, 2000.

### Commuting Patterns

Commuting patterns of an area are an indication of the employment opportunities available within an area and the tradeoffs that people are willing to make in order to live in a particular place. If there is a sufficient and diversified employment base within the county or the town then the need to commute to other areas will be reduced.

Table 6-8 displays the commuting patterns of Jefferson County. Approximately 11,000 Jefferson County residents commuted into other counties while approximately 7,700 workers from other counties commuted into Jefferson County. Of those workers who do leave the county for work, the majority traveled to Waukesha County. Jefferson County attracted the most commuters from Dodge County. Overall, the county had a net loss of approximately 3,300 workers into neighboring counties.

**Table 6-8  
Commuting Patterns  
Jefferson County  
1994**

Area	Commute Into	Commute From	Net Commute
Columbia County	49	168	119
Dane County	2,152	1,339	-813
Dodge County	1,213	3,455	2,242
Milwaukee County	1,051	194	-857
Milwaukee Metro Area (other)	194	73	-121
Rock County	559	747	188
Walworth County	1,456	657	-799
Waukesha County	3,739	834	-2,905
Elsewhere	560	192	-368
Total	10,973	7,659	-3,314
Work within Jefferson County	26,495		

Source: Wisconsin Department of Workforce Development, Bureau of Labor Market Information and Customer Services, December 2000; *Wisconsin's Commuting Patterns*, 1994.

## **Wages**

Job seekers and employers alike examine wages paid for work within an area because those wages affect the type of goods and services that both parties can purchase. In 1998, Jefferson County's average wage was \$25,449 and Wisconsin's average wage was \$28,528 per worker statewide. Table 6-9 presents the average annual wage for selected industries in Jefferson County in 1998.

**Table 6-9  
Wages  
Jefferson County  
1998**

Economic Sector	Annual Average Wage
All Industries	\$25,449
Agriculture, Forestry, and Fishing	\$23,546
Mining*	*
Construction	\$29,871
Manufacturing	\$31,927
Transportation, Communications, and Utilities	\$28,204
Wholesale Trade	\$29,697
Retail Trade	\$13,777
Finance, Insurance, and Real Estate	\$24,485
Services	\$20,336
Government	\$27,339

Source: Jefferson County Workforce Profile, Wisconsin Department of Workforce Development, *Employment, Wages and Taxes Due Covered by Wisconsin's U.C. Law*, 1998. \*Data suppressed in accordance with confidentiality standards.

### **Location Quotient Economic Base Analysis**

Successful planning for the future of Watertown requires an understanding of the local and county economy. The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their success depends largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: agriculture, forestry, and fishing; mining; construction; and manufacturing. There are five services-producing sectors: transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services.

### **Location Quotient Analysis**

The Location Quotient analysis technique compares the Jefferson County economy, to the United States. This allows for identifying specializations in the county economy. This is calculated by taking the Jefferson County employment within a certain industry in a given year and dividing it by the Jefferson County total employment for the given year. The total is then divided by the result of taking the United States employment in the same industry in the given year divided by the total United States employment for the given year. The result will be one of the following:

- , If the Location Quotient (LQ) is **less than 1.0**, all employment is considered non-basic, therefore that industry is not meeting local demand for a given good or service.
- , An LQ **equal to 1.0** suggests that the local employment is exactly sufficient to meet the local demand for a given good or service. Therefore, all of this employment is also considered non-basic because none of these goods or services are exported to non-local areas.
- , An LQ **greater than 1.0** suggests that local employment produces more goods and services than the local economy can use, therefore these goods and services are exported to non-local areas, which makes them basic sector employment.

**Table 6-10**  
**Jefferson County Employment Analysis**  
**1989 and 1999**

Economic Division	1989 Employ.	% of Total	1999 Employ.	% of Total	% Change 1989-99	LQ 1989	LQ 1999
Ag/For/Fish	339	1.1%	(D)	NA	NA	0.9	NA
Mining	35	0.1%	(D)	NA	NA	0.1	NA
Construction	1,300	4.2%	1,937	5.0%	49.0%	0.7	0.7
Manufacturing	11,492	37.3%	13,196	34.1%	14.8%	2.1	2.4
Trnsp/Utility	1,392	4.5%	2,063	5.3%	48.2%	0.8	0.9
Wholesale	1,448	4.7%	1,725	4.5%	19.1%	0.8	0.8
Retail	6,348	20.6%	8,330	21.5%	31.2%	1.0	1.1
Fin/Ins/R.E.	1,294	4.2%	1,891	4.9%	46.1%	0.4	0.5
Services	7,184	23.3%	9,594	24.8%	33.5%	0.7	0.7
Total	30,832	100.0%	38,736	100.0%	25.6%	1.0	1.0

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Accounts Data. (D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

### **Basic Employment**

There are two areas within the 1999 Jefferson County economy which can be considered basic employment areas: manufacturing and retail trade. These two areas produce more goods and services than the county economy can use. When Location Quotients increase over time, this suggests that the Jefferson County economy is getting closer to reaching and exceeding local demand. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they're dependent more on non-local economies. Having strong basic sector employment and industry within the county will strengthen the county's economy as well as the economies of municipalities within the county.

### **Non-Basic Employment**

All of the remaining economic divisions are considered non-basic employment sectors. These industries are not meeting local demand for a given good or service. The transportation/utility and the retail trade industries have a Location Quotient very close to one; indicating that local demand is being met and services are not being exported. Overall, the Jefferson County economy appears to be very stable, showing no major economic fluctuations for the ten year period shown.

## **Agriculture Analysis**

Within the Town of Watertown, agriculture and the land devoted to agriculture is a major element of the economy and land use. In 1999, Jefferson County had 1,480 farms which is a 4.5% decrease from the 1989 number of farms of 1,550. The amount of land in farms decreased by 10,000 acres, 3.6% for the same period. In 2000, 341 acres of agricultural land within the county was sold for other uses. All data were provided by the U.S. Department of Agriculture, National Agricultural Statistics Service.

## **Employment Forecast**

To determine the economic health of Watertown, it is important to determine the amount and types of jobs available within the town currently and also make a forecast for the future. Census information, provided earlier within this section, provides the employment status of every resident of the town, however this does not provide the number of employees working at businesses within the town. These data are no longer provided for public use to ensure the confidentiality of individual employers.

In January of 2001, the Wisconsin Department of Workforce Development (WDWD) released a publication titled *Wisconsin Projections, 1998-2008*. This publication makes economic projections for the state regarding the labor force, industries, and occupations. The Town of Watertown has employment patterns very similar to the state, therefore, some of the forecasts made for the state will most likely occur within the town and county economy.

During the next several years, Wisconsin's population is projected to grow slower and older than the nation as a whole, therefore leading to lower participation rates in the workforce. Wisconsin is also having difficulty attracting international immigrants, domestic migrants, and retaining its own citizens. Wisconsin will continue to face challenges of filling job openings. The five industries that are projected to add the most jobs from 1998 to 2008 are business services, health services, educational services, social services, and miscellaneous retail stores. The top five occupations in Wisconsin with the greatest expected job openings for 1998 to 2008 are cashiers, retail salespersons, waiters and waitresses, general office clerks, and general managers/top executives.

## **6.3 Desired Economic Development**

Within the planning process it is important to identify the categories or particular types of new business and industries that are desired by the town and its citizens. Businesses vary greatly on what they need to operate successfully and the services that the town can provide to certain business will also vary greatly. Determining what type of economic development is desired will also aid in determining which types of businesses Watertown should focus business retention efforts.

Watertown has identified within its goals and objectives to support agriculture as a preferred industry. The town also supports related agricultural processing and service industries. The

town would also like to explore possibilities to increase and support business development adjacent to the City of Watertown and existing commercial sites. The town will also accommodate home-based businesses as long as they do not significantly increase noise, traffic, odors, lighting, or cause any other negative impact to the surrounding area.

#### **6.4 Strengths and Weaknesses Analysis**

A SWOT Analysis was completed early in the comprehensive planning process for the Town of Watertown. The results are included in Section 1, Issues and Opportunities. In general, the presence of STH 26, as well as the population within the City of Watertown, are positive assets for commercial development within the town.

Weaknesses relative to economic development include restrictive zoning and annexation of commercial properties by the City of Watertown.

It will be extremely important for the town to enter into a boundary agreement with the City of Watertown to define city and town growth areas specific to the location and types of commercial development that should occur in each area.

#### **6.5 Designation of Adequate Sites for Business and Industry**

Within Section 8, Land Use, the town has identified an objective to conserve the majority of the town's rural lands by directing growth to areas already zoned for commercial development, and where adequate public facilities and services exist or are planned.

#### **6.6 Environmentally Contaminated Sites for Commercial/Industrial Use**

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) encourage the clean-up and use of environmentally contaminated sites for commercial and industrial use. The WDNR has created the Bureau for Remediation and Redevelopment Tracking System (BRRTS) which identifies environmentally contaminated sites for communities in Wisconsin. According to the database, there was one LUST site located within the town and one Environmental Repair Program (ERP) site. A LUST site is a Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. A ERP site is an Environmental Repair Program site other than a LUST that has contaminated soil and/or groundwater. Both sites have not received an end date, indicating that the responsible party has not received a case closure letter from the DNR.

The two identified sites should be further investigated by the town to determine if there is possibility of clean-up and potential for economic use. This process could be aided by the use of a number of grant programs.

## 6.7 Economic Development Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal ED-1:** *Maintain, enhance and diversify the local economy consistent with other goals and objectives.*

#### Supporting Objectives:

- ED-1.1 Retain and provide new opportunities for local employment of town citizens.
- ED-1.2 Support agriculture as a strong component of the local economy which provides the town and county with revenue at a minimal cost of service and supports related agricultural processing and service industries.
- ED-1.3 Explore possibilities to increase and support business development adjacent to the City of Watertown and existing commercial sites.
- ED-1.4 Accommodate **and regulate home-based** businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- ED-1.5 Adopt architectural and site design guidelines.

## 6.8 Economic Development Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

1. The town should explore the possibility of jointly administering an extraterritorial Neighborhood Commercial zoning ordinance with the City of Watertown.

2. Commercial and industrial development should be designed to include landscaping and buffers in order to minimize impacts to surrounding development.
3. The town should utilize the results of the Public Participation Workshop to make decisions regarding commercial and industrial development.
4. Commercial development shall be steered to sites designated commercial consistent with the Preferred Land Use map and associated recommendations.
5. The town should encourage the revitalization of vacant commercial and industrial buildings.

## **6.9 Economic Development Programs**

The following economic development programs are available to the Town of Watertown. The following list is not all inclusive and subject to change. For specific information a program representative should be contacted.

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit their web-site at [www.commerce.state.wi.us](http://www.commerce.state.wi.us) for a further list of programs and financial resources.

### **USDA, Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information visit the Wisconsin Rural Development web site at <http://www.rurdev.usda.gov/wi/index.html>.

### **Agricultural Development and Diversification (ADD) Grant Program**

The ADD grant program annually provides funding to projects that have the potential to bolster agricultural profits or productivity. The program funds proposals that are likely to stimulate Wisconsin's farm economy with new production or marketing techniques, alternative crops or enterprises, new value-added products, or new market research. The Wisconsin Department of Agriculture, Trade and Consumer Protection should be contacted for further information.

### **Dairy 2020 Early Planning Grant Program**

The goal of the Dairy 2020 Early Planning program is to encourage and stimulate the start up, modernization and expansion of Wisconsin dairy farms. Eligible applicants for the Dairy 2020 Early Planning program include existing and start-up dairy producers whose farms are, or will be located in a city, town or village with a population less than 6,000. Contact the Wisconsin Department of Commerce for further information.

### **Workforce Development Center of Jefferson County**

Provides assistance to employers and job seekers with job placement, recruiting efforts, labor force information, dislocation/layoff resources and any other labor or workforce issues.

### **Wisconsin Department of Commerce**

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to Town of Watertown or businesses within the community. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information regarding available WDOC services call (608) 266-1018 or visit their website at [www.commerce.state.wi.us](http://www.commerce.state.wi.us).

### **USDA Wisconsin Rural Development Programs**

The Wisconsin Rural Development Program has many services that would be available to the Town of Watertown and its residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information on programs or services offered by Rural Development contact Brian Deaner or Virginia Morgan at (715) 345-7610.

### **Federal Programs**

US Department of Commerce, Economic Development Administration (EDA) Programs offer the Public Works Program which empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

## **7 Intergovernmental Cooperation**

This section provides information regarding existing plans or agreements between the Town of Watertown and other jurisdictions. In addition, this section identifies existing or potential conflicts, as well as processes to resolve such conflicts relative to joint planning and decision making between the Town of Watertown and other governmental units.

### **7.1 Inventory of Existing Plans and Agreements**

#### **Fire Protection and Emergency Medical Services**

A mutual aid agreement governs fire protection and emergency medical services in the Town of Watertown as provided by the City of Watertown, Johnson Creek and Ixonia Fire Departments.

#### **Police Protection**

Police services are provided by Jefferson County. The county has a full-time Sheriff's department which provides 24-hour service.

### **7.2 Intergovernmental Cooperation in Wisconsin**

#### **66.0301 - Intergovernmental cooperation.**

Wisconsin Statute, 66.0301 permits local agreements between the state, cities, villages, towns, counties, regional planning commissions, and certain special districts, including school districts, public library systems, public inland lake protection and rehabilitation districts, sanitary districts, farm drainage districts, metropolitan sewerage districts, sewer utility districts, Indian tribes or bands, and others.

Intergovernmental agreements prepared in accordance with s. 66.0301, formerly s. 66.30, are the most common form of agreement and have been used by communities for years, often in the context of sharing public services such as police, fire, or rescue. This type of agreement can also be used to provide for revenue sharing, determine future land use within a subject area, and to set temporary municipal boundaries. However, the statute does not require planning as a component of any agreement and boundary changes have to be accomplished through the normal annexation process.

#### **66.0307 - Boundary changes pursuant to approved cooperative plan.**

Wisconsin Statute 66.0307 permits combinations of municipalities to prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan; a schedule for changes to the boundary; plans for the delivery of services; an evaluation of environmental features and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The participating communities to the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

The Town of Watertown is not a party to any agreements under s. 66.0307, formerly 66.023.

### **66.0309 - Creation, organization, powers and duties of regional planning commissions.**

Wisconsin Statute 66.0309 permits local governments to petition the governor to create a regional planning commission (RPC). If local support for a commission is unanimous, the governor may create it by executive order. The governor may also create a commission if local governments representing over 50 percent of the population or assessed valuation of the proposed region consent to the creation. Commission members are appointed by either local governments or the governor.

State Statutes require the RPC to perform three major functions:

1. Make and adopt a master plan for the physical development of the region.
2. If requested by a local unit, report recommendations to that local unit on the location of or acquisition of land for any of the items or facilities which are included in the adopted regional master plan.
3. Make an annual report of its activities to the legislative bodies of the local governmental units within the region.

RPCs are also authorized to perform several other functions, however, by law, they serve a strictly advisory role. The Town of Watertown and Jefferson County are not a party to any agreement under s. 66.0309, formerly 66.945. Regional planning efforts that they may be involved in are discussed later in this section, under “Regional Coordination.”

### **Annexation**

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of 1 or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.

2. Notice of Intent to Circulate Petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by Referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

**Potential Opportunities** - The City of Watertown adopted a comprehensive plan August 1, 2000. The plan identifies preferred land uses for land within the extraterritorial jurisdiction of the city. The plan also identifies specific policies regarding annexation and intergovernmental cooperation. The city's annexation policy is not to extend sewer and water services to properties outside its corporate limits without annexation or a specified date by which annexation shall occur. Intergovernmental cooperation and boundary agreements are recommended between the city and adjacent towns.

Future annexation of town land by the City of Watertown is likely given the city's expected growth rate and the recommendations outlined in its comprehensive plan. Given the likelihood of annexation and the fact that the city has past experience in developing a boundary agreement with the Town of Emmet in Dodge County, it appears there could be an opportunity for the city and town to develop a boundary agreement.

**Potential Conflicts** - For some towns, the threat of annexation of town land can mean loss of open space, tax base, and revenue. For some cities and villages, towns can be seen as bedroom communities where residents live and work in the city or village and use many of their services, but do not pay city or village taxes. One of the most serious limitations to communication and intergovernmental cooperation occurs when annexation issues are present.

### **Extraterritorial Zoning**

Wisconsin Statute, 62.23(7a), Extraterritorial Zoning, allows a first, second or third class city to adopt zoning in territory, three miles beyond a city's corporate limits. A fourth class city or village may adopt zoning 1.5 miles beyond its corporate limits. The City of Watertown's extraterritorial authority extends three miles beyond its corporate limits, while the Village of Johnson Creek's extends 1.5 miles. At this time, the extraterritorial jurisdictional boundaries for the city and town meet within the Town of Watertown. If the extraterritorial area of two municipalities overlaps, jurisdiction is divided between them as provided under s. 66.0105.

Under extraterritorial zoning authority, a city or village may enact an interim zoning ordinance that freezes existing zoning, or, if there is no zoning, freezes existing uses while a plan and regulations are developed. The statute provides that the interim ordinance may be for two years.

A joint extraterritorial zoning committee must be established consisting of three city or village plan commission members and three town members. The city or village plan commission works

with the joint committee in preparing the plan and regulations. The joint committee must approve the plan and regulations by a majority vote before they take affect.

**Potential Opportunities** - Extraterritorial zoning could be used in conjunction with other cooperative authority, such as the intergovernmental cooperation statute, s. 66.0301, or the cooperative boundary agreement law, s. 66.0307. Typically, the city or village would administer the zoning ordinance, however, it is possible that the town could agree to jointly administer the ordinance by providing applications and information on zoning requirements.

**Potential Conflicts** - Extraterritorial zoning can be used aggressively by the city or village, without consultation by the town, by adoption of an interim ordinance freezing existing zoning or uses for a maximum period of two years while the city or village prepares a tentative plan and regulations. Ultimately, according to the statute, a joint committee consisting of three municipal plan commission members and three town members must approve the plan and regulations before they can take affect. Because a majority vote applies, the town members essentially have veto authority.

Extraterritorial zoning is not used much in the state given the ultimate veto authority of the towns.

### **Extraterritorial Subdivision Review**

Wisconsin Statute, 236.10, Approvals Necessary, allows a city or village to exercise its extraterritorial plat review authority in the same geographic area as defined within the extraterritorial zoning statute. However, extraterritorial zoning requires town approval of the zoning ordinance, while extraterritorial plat approval applies automatically if the city or village adopts a subdivision ordinance or official map. The town does not approve the subdivision ordinance for the city or village. The city or village may waive its extraterritorial plat approval authority if it does not wish to use it.

The purpose of extraterritorial plat approval jurisdiction is to help cities and villages influence the development pattern of areas outside their boundaries that will likely be annexed to the city or village. This helps cities and villages protect land use near its boundaries from conflicting uses outside its limits. Overlapping authority by the city and village is prohibited. This situation is handled by drawing a line of equal distance from the boundaries of the city and village so that not more than one ordinance will apply.

**Potential Opportunities** - Extraterritorial plat approval has been subject to much litigation in recent years. Two important examples of decisions the Wisconsin Supreme Court has held include:

1. It has been found that a municipality exercising extraterritorial plat review authority may reject a preliminary plat as unsuitable for development based upon environmental concerns. (Busse v. City of Madison, 177 Wis. 2d 808 (ct. App.

1993). Thus, a plat could be rejected by a city or village if it is found that the proposed subdivision would not be able to properly handle stormwater runoff, have a negative impact on the flow of groundwater, increase erosion, or cause the loss of wildlife habitat.

2. A municipality may not reject, under its extraterritorial plat review authority, a land division on the grounds that the proposed use is inconsistent with the uses identified within the city's comprehensive plan. Boucher Lincoln-Mercury v. Madison Plan Comm., 178 Wis. 2d 74 (ct. App. 1993). In this case, the city's plan designated an area for greenspace, while county zoning allowed the property to be used for a car dealership. The court ruled that the city could not use its authority under chapter 236 to reject the proposal. The court said that the city would have to adopt an extraterritorial zoning ordinance in order to control the use of land beyond its corporate limits, within the extraterritorial review area.

The inability of extraterritorial zoning and plat approval laws to completely protect a city or village from potential land use conflicts with a town, and the intergovernmental tension that could result from the city or village's decision to impose such regulations, suggests that joint planning and agreements would better serve the communities.

**Potential Conflicts** - Since it is possible that the city or village, town and county could all have a subdivision ordinance, the proposed subdivision must comply with the most restrictive requirements. The potential for overlapping jurisdiction and the time it could take to figure out which ordinance applies is inefficient and a severe limitation of existing laws.

## **Municipal Revenue Sharing**

Wisconsin Statute, 66.0305, Municipal Revenue Sharing, gives authority to cities, villages and towns to enter into agreements to share revenue from taxes and special charges with each other. The agreements may also address other matters, including agreements regarding services to be provided or the location of municipal boundaries.

Boundaries of the shared revenue area must be specified in the agreement and the term of the agreement must be for at least 10 years. The formula or other means for sharing revenue, the date of payment of revenues, and the means by which the agreement may be invalidated after the minimum 10 year period.

**Potential Opportunities** - Municipal revenue sharing offers the flexibility to establish municipal boundaries, future land use, and shared services while allowing two or more communities the potential opportunity to realize a positive tax impact from a given area.

**Potential Conflicts** - The city or village could simply refuse to share revenues on property in a given area. In addition, there could be difficulty in determining the amount of revenue to be shared if the municipalities cannot decide on a formula to be used. Examples of

potential formulas include the per capita multiplier approach, proportional valuation method, service standard method, comparable city method, and revenue estimation method, among others. Also, municipal revenue sharing agreements are required to be a minimum of 10 years, which could be considered too long a time-frame for one municipality, and not long enough for the other.

## **Incorporation**

Wisconsin Statutes, 66.0201 - Incorporation of Villages and Cities; purpose and definitions, and 66.0211 - Incorporation Referendum procedure, regulate the process of creating new villages and cities from town territory. Wisconsin Statute, 66.0207 - Standards to be Applied by the Department, identifies the criteria that have to be met prior to approval of incorporation.

The incorporation process requires filing an incorporation petition with circuit court. Then, the incorporation must meet certain statutory criteria reviewed by the Municipal Boundary Review Section of the Wisconsin Department of Administration. These criteria include:

- , Minimum standards of homogeneity and compactness, and the presence of a “well developed community center;”
- , Minimum density and assessed valuation standards for territory beyond the core;
- , A review of the budget and tax base in order to determine whether or not the area proposed for incorporation could support itself financially;
- , An analysis of the adequacy of government services compared to those available from neighboring jurisdictions;
- , An analysis of the impact incorporation of a portion of the would have on the remainder, financially or otherwise; and
- , An analysis of the impact the incorporation would have on the metropolitan region.

**Potential Opportunities** - Municipal incorporation of a portion of the Town of Watertown does not appear to be necessary or realistic given the minimum statutory requirements that would have to be met.

**Potential Conflicts** - Pursuit of municipal incorporation is not recommended and would not be a productive investment of time, effort or money.

### **7.3 Analysis of the Relationship Between the Town of Watertown and Other Jurisdictions**

#### **City of Watertown**

The town’s current relationship with the City of Watertown can be described as generally positive. Throughout the town’s comprehensive planning process, two formal meetings were held to discuss the Town of Watertown’s comprehensive plan and the opportunity for a boundary agreement.

## **Village of Johnson Creek**

The town's relationship with the Village of Johnson Creek can also be described as positive. In fact the village recently hired a new Administrator, who sat in on one of the meetings between the town and city. Discussion took place regarding the potential for the village and town to work together on a boundary agreement and to address the acquisition of open space to serve as a buffer between the village and town.

## **School Districts**

The town's relationship with the various school districts within the town can be described as limited. It is recommended the town increase communication and become more involved in local school district planning efforts.

## **Jefferson County**

The town's relationship with Jefferson County is best described as extensive. The town is under the jurisdiction of Jefferson County ordinances including, zoning, land division, shoreland, and others. It is recommended that the town continue its positive relationship with the county.

## **Regional Planning Commission**

There are nine regional planning commissions (RPCs) that represent 67 of 72 counties within the State of Wisconsin. Columbia, Dodge, Jefferson, Rock and Sauk are not represented by an RPC. RPCs are designed to offer local planning assistance to county and municipal governments. Typical functions of an RPC include, but are not limited to: comprehensive, intergovernmental planning; transportation planning and programming; water quality planning; collecting and analyzing data; conducting studies; sewer service area planning; economic development planning and grant writing; and meeting area wide requirements so local jurisdictions can receive federal grants.

Given the lack of representation by an RPC, the counties of Columbia, Dodge, Green Lake, Jefferson, and Sauk formed the Intercounty Coordinating Committee (ICC) as a substitute for some of the functions that would have been performed by an RPC. All of the counties, except Green Lake, were never part of a regional planning commission. Representatives and UW-Extension Community Development Agents from each of the member counties meet monthly to share information and to coordinate programs.

## **State Agencies**

The Town of Watertown's relationship with the State of Wisconsin mainly involves state aids for local roads and the administration of various state mandates to towns. The town's relationship with the WDNR is generally positive. The town's relationship with the DOT is tentative given the town's preference for an east bypass for STH 26 around the city. The DOT officially endorsed a west bypass, as is recognized within the town's plan. It is recommended that the

town continue to work with the DOT to address corridor planning efforts, interchange locations and the potential for a farmland mitigation fee to protect farmland affected by the bypass.

## **7.4 Plans of Neighboring Jurisdictions**

### **Jefferson County**

The Jefferson County Agricultural Preservation and Land Use Plan was completed in 1999. The general recommendations of the county plan are:

- , Steer development to existing urban service areas.
- , Allow limited development within “rural hamlet” areas.
- , Preserve agriculture by limiting development and its impacts to existing farming operations.
- , Protect environmental corridors by restricting development

Specific to the Town of Watertown and the City of Watertown, development is recommended to occur within the city and its urban service area, while the town is targeted for agricultural preservation and the protection of environmental corridors. A potential county park site has been identified in the northeast corner of the town, east of the city. In addition, a portion of a county-wide multi use recreational trail is recommended to travel north through the town, along the Rock River into the city, and continuing east, south of STH 16 into the Town of Ixonia.

### **Dodge County**

The Dodge County Plan was also completed in 1999, and is similar in size and scope to the Jefferson County Plan. Again, development is recommended to take place within urban service areas, agricultural lands are to be preserved, and environmental corridors are to be protected. However, the Dodge County Plan does identify limited amounts of residential, commercial, and industrial development within the towns.

### **City of Watertown**

The City of Watertown Comprehensive Plan was adopted August 1, 2000. Plan recommendations are organized around the “central area” of the city, the “periphery” of the city, and the “extraterritorial perimeter.” The plan calls for mixed use redevelopment and historic preservation of the downtown and higher residential densities within the central area. The periphery of the city is targeted for planned neighborhoods and business areas.

Recommendations for the extraterritorial perimeter call for development within the town not to exceed densities of one dwelling unit per 35 acres until such time as the city can provide services to the area.

Specifically, the plan recommends that in the absence of a binding intergovernmental agreement, the city actively oppose development within its extraterritorial review area and continue its existing policy of not extending sanitary sewer service and public water into these areas. In

general, the land use plan calls for business and industrial development east of STH 26 and office development west of STH 26. The rest of the land within the town is recommended for residential and planned neighborhood development at densities consistent with urban development.

### **Town of Emmet**

The Town of Emmet is in the process of developing a plan that will be compliant with Wisconsin's Smart Growth legislation. Completion of the comprehensive plan is scheduled for December 2002

### **Intermunicipal Cooperation Agreement Between the City of Watertown and the Town of Emmet**

Adopted under Wisconsin Statutes 66.30 and 66.028, the City of Watertown and Town of Emmet developed a joint land use and transportation plan, as well as a municipal revenue sharing agreement. The plan identifies city and town growth areas within the extraterritorial review area, as well as a revenue sharing agreement, by which the city agrees to reimburse the town for lost tax revenue from land with an assessed valuation in excess of \$1 million at the time of the annexation.

From the Town of Emmet's perspective the agreement meets numerous objectives which include:

- , Establishing boundary security to assist in future planning and budgeting efforts;
- , Resolving existing boundary, land use and municipal service issues;
- , Pro-actively positioning the town to avoid costly annexation lawsuits;
- , Providing continual development for the town to replace tax base lost due to city growth, so that the town may also have an ever-renewing and expanding tax base and a pool of citizen leadership;
- , Planning and focusing growth into identified areas to ensure compatibility of land uses;
- , Working towards the development of consistent ordinances/building codes to regulate use, building location and appearance; and
- , Meeting Smart Growth and Wisconsin Towns Association objectives by encouraging cooperative planning between communities.

### **Town of Ixonia**

A Land Development Plan for the unincorporated Village of Ixonia was completed in 1989. In general, the plan promotes urban infill within the sanitary district.

### **Town of Farmington**

The Town of Farmington has a Land Use Plan that was completed by the consulting firm of Reukert and Mielke.

### **Village of Johnson Creek**

As summarized in the Jefferson County 2020 Plan Background Report, the village completed a Comprehensive Master Plan Update, which was adopted August 12, 1997. The plan's land use policies include discouraging the creation of unsewered subdivisions within the extraterritorial jurisdiction of the village and encouraging neighboring towns to adopt and implement land use plans. The plan also encourages cooperative planning efforts with neighboring towns.

### **7.5 Conflict Resolution and Process Recommendations**

While the extraterritorial jurisdictional areas for the City of Watertown and Village of Johnson Creek nearly overlap, the focus of any boundary negotiations should be with the City of Watertown given the immediate proximity of the city in comparison to the Village of Johnson Creek. It is expected that the actions outlined below would be applicable to boundary negotiations with the Village of Johnson Creek at a later date.

1. Establish a framework for boundary negotiations and joint planning efforts with the City of Watertown.
2. Appoint an advisory body to reinforce and support goals, objectives, and decisions made as part of the comprehensive planning process. Examples of issues to consider include defined boundaries, services (water, wastewater, etc.), tax base protection, improved communications, economic opportunities, park and recreation facilities, etc.
3. Discussions related to any future boundary agreement should address the following components:
  - , Identification of both city and town growth areas.
  - , Density within growth areas.
  - , Location of public infrastructure (roads, interceptor sewer, water mains, stormwater facilities) and facilities (e.g., parks).
  - , Revenue sharing triggered by annexations.
  - , Joint service agreements for city services.
  - , Amortization of tax loss.
  - , Joint development/design review standards for commercial and/or business development.
  - , Shared services (e.g., police, fire, rescue).
  - , Adoption of local land use controls by the Town of Watertown.
  - , Extraterritorial plat review and zoning.
4. Develop an understanding of the negotiation process such as expertise required, time commitment, and necessary budget.

5. Determine the preferred statutory method to pursue intergovernmental cooperation.
6. Involve key players such as elected town and city officials, legal counsel, county government, state department of commerce, and technical advisors (planning, engineering, financial).
7. Identify key negotiators such as spokesperson, facilitator (3<sup>rd</sup> person), and support staff (legal counsel, technical advisors, financial advisors) to develop the agreement.

## 7.6 Intergovernmental Cooperation Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal IC-1:**        *Establish mutually beneficial intergovernmental relations with other units of government.*

#### Supporting Objectives:

- IC-1.1        Pursue cooperative agreements regarding annexation, expansion of public sewer and water services, and growth management with the City of Watertown **and Village of Johnson Creek.**
- IC-1.2        Identify alternative solutions to existing or potential land use, administration or policy conflicts that may hinder intergovernmental cooperation.

## 7.7 Intergovernmental Cooperation Policies

Policies identify the way in which activities are conducted in order to achieve fulfillment of the goals and objectives. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the *Town of Watertown Year 2025 Comprehensive Plan*. In contrast, those policies that direct policy using the word “should” are advisory and intended to serve as a guide.

1. The town should continue cooperative planning efforts with the City of Watertown, Village of Johnson Creek, surrounding towns, districts, associations, service providers and the county.
2. The town should pursue the development of a boundary agreement with the City of Watertown and Village of Johnson Creek, after adoption of the Comprehensive Plan.
3. The town should work with neighboring communities to “edge match” land use plans and policies along municipal borders to promote consistency and minimize future land use conflicts.
4. The town should discourage the use of TIF districts by neighboring municipalities for the development of green fields.

## **7.8 Intergovernmental Cooperation Programs**

The following programs are available to the Town of Watertown with regard to intergovernmental cooperation. The following list is not all-inclusive and subject to change. For specific information a program representative should be contacted.

### **Office of Land Information Services, Municipal Boundary Review**

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

### **Wisconsin Towns Association (WTA)**

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the state's 1,266 towns and to improve town government. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin.

### **League of Wisconsin Municipalities**

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. First established in 1898, the League acts as an information clearinghouse, lobbying organization and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.



## 8 Land Use Inventory

### 8.1 Existing Land Use

Agricultural uses make up a majority of the land use in the town. The agricultural lands within the town have scatterings of significant amounts of woodlands, wetlands and other open space areas. Together agricultural lands and open space comprise more than 90% of the land uses within the town. These data enforce the fact that Watertown is indeed a rural community tied to its natural resource base.

Intensive uses such as residential, commercial, and industrial development comprise nearly 10 percent of the total land use within the town, the majority of intensive uses are single family homes and farm buildings.

**Table 8-1  
Existing Land Use  
Town of Watertown  
2001**

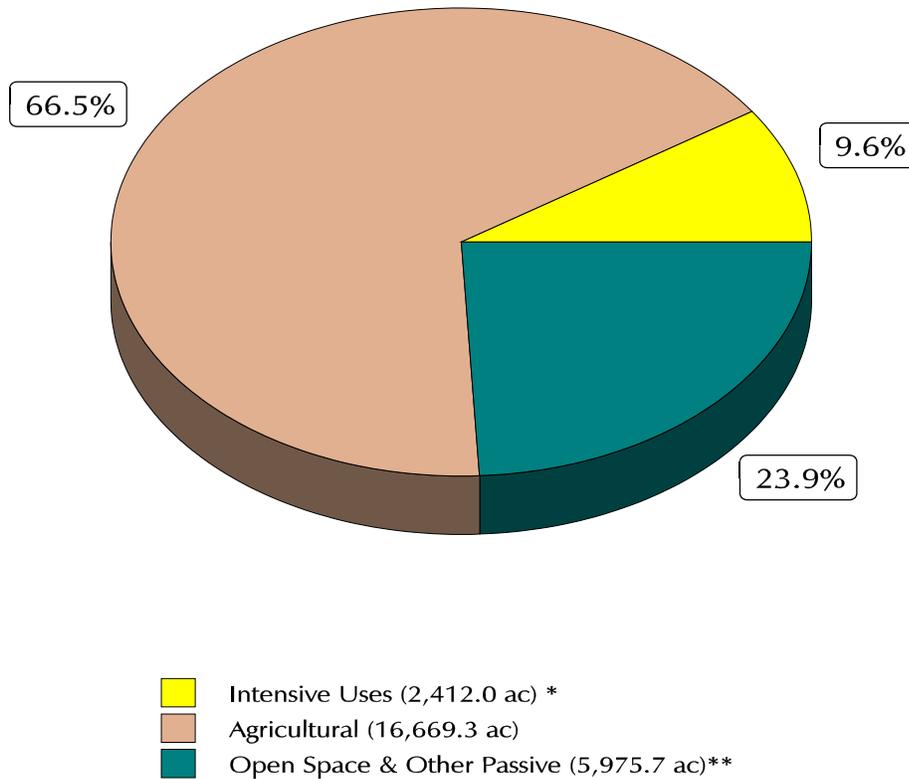
Land Use Category	Acreage	Percent of Total
<b>INTENSIVE LAND USE</b>	<b>2,412.0</b>	<b>9.6%</b>
<b>Residential</b>	<b>1,048.9</b>	<b>4.2%</b>
Single Family	1,032.5	
Two-Family	12.4	
Mobile Homes	4.0	
<b>Agricultural</b>	<b>190.4</b>	<b>0.8%</b>
Farm Buildings	190.4	
<b>Commercial</b>	<b>43.0</b>	<b>0.2%</b>
Retail Sales & Service (Non-Intensive)	16.2	
Agriculture Commercial	26.8	
<b>Industrial</b>	<b>23.8</b>	<b>0.1%</b>
Landfills & Dumps	2.2	
Manufacturing	17.3	
Contractors, Machine & Repair Shops	4.3	
<b>Administrative, Safety and Assembly</b>	<b>6.1</b>	<b>0.0%</b>
Local Government	0.6	
Local Cemeteries	4.1	
Local Schools & Churches	1.4	
<b>Communications, Utilities, Transportation</b>	<b>1,099.8</b>	<b>4.4%</b>
Communication and Utilities	47.0	

Land Use Category	Acreage	Percent of Total
Public Streets and Right-of-Way	927.6	
Railroad Right-of Way	125.2	
<b>PASSIVE LAND USE</b>	<b>22,645.0</b>	<b>90.4%</b>
<b>Residential</b>	<b>66.5</b>	<b>0.3%</b>
Vacant Lots Less than 5 Acres	66.5	
<b>Recreational</b>	<b>32.0</b>	<b>0.1%</b>
Public Recreation	0.3	
Non-Public Recreation	31.7	
<b>Agricultural</b>	<b>16,669.3</b>	<b>66.5%</b>
Croplands	16,582.6	
Pasture & Other Agriculture	12.2	
Special Agriculture	16.0	
Orchards & Nurseries	58.5	
<b>Open Space</b>	<b>5,877.2</b>	<b>23.5%</b>
Upland Woodlands	1,133.5	
WDNR Wetlands	2,953.1	
Rural (Uncultivated)	1,463.8	
Surface Water	326.8	
<b>Total</b>	<b>25,057.0</b>	<b>100.0%</b>

Source: Jefferson County, 1999. Land use inventory done in 1996 (April - December); Interpretation completed using April, 1996 digital ortho photos and field verification. Updated 2001 via windshield survey by Watertown Town Board and Foth & Van Dyke staff.

# Map 8-1 Existing Land Use

**Figure 8-1  
Existing Land Use  
Town of Watertown  
2001**



\*Intensive uses includes Residential, Farm Buildings, Commercial, Industrial, Administrative, Safety, & Assembly, and Communications, Utilities & Transportation.

\*\*Open Space includes Upland Woodlands, WDNR Wetlands, Rural (Uncultivated), & Surface Water; Other Passive Uses includes Residential Vacant Lotas Less than 5 Acres and Recreational uses.

## 8.2 Development Regulations

Development regulations and other land use controls governing the town are currently administered by Jefferson County. A general description of existing land use controls and related issues pertaining to Watertown is presented below. For more information, the applicable ordinance must be consulted.

## Jefferson County Zoning Ordinance

Under Wisconsin Statutes, counties and local units of government are authorized to adopt zoning ordinances. Zoning is one method that can be utilized to implement or carry out the recommendations contained within a comprehensive “land use” plan.

The zoning ordinance consists of a map and written text. The zoning map arranges the community into districts or zones such as residential, agriculture, commercial, industrial or conservancy. Within each of these districts, the text of the zoning ordinance specifies the permitted land uses, the size of buildings, yard/lot dimensions, and other prerequisites in obtaining permission to develop. The goal of the zoning ordinance is to secure a reasonable development pattern by keeping similar and related uses together and separating dissimilar, unrelated and incompatible uses (Map 8-2).

A county may enforce a zoning ordinance as described above for the unincorporated areas of the county, that is, outside the corporate boundaries of cities and villages, but it is only effective if a town adopts it for application to its jurisdiction. Jefferson County developed a zoning ordinance, which was adopted by the town. The county’s zoning ordinance identifies 12 distinct land use districts (types):

- , R-1, Residential Sewered
- , R-2, Residential Unsewered
- , B, Business
- , I, Industrial
- , A-1, Exclusive Agricultural
- , A-2, Agricultural Business
- , A-3, Agricultural/Rural Residential
- , C, Community
- , W, Waterfront
- , S, Shoreland-Wetland (Overlay Zone)
- , N, Natural Resource
- , R/R, Residential/Recreational

The expressed “purpose” of the Jefferson County Zoning Ordinance is, “To promote the health, safety, morals, prosperity, aesthetics, and general welfare of this county, and to limit structures to those areas where soil and geological conditions will provide a safe foundation and prevent and control water pollution.

# Map 8-2 Existing Zoning

## **Jefferson County Land Division and Subdivision Ordinance**

Jefferson County, as part of its land use regulations, established language governing the division of land into smaller parcels (Land Division and Subdivision Ordinance) generally for the purpose of sale or transfer of ownership. These standards are in addition to the county zoning requirements described above, and are effective throughout Jefferson County, including the town. Land division regulations require the developer or landowner to meet certain conditions such as complying with street and lot layout design standards in order to receive subdivision approval.

The county land division and subdivision ordinance defines subdivisions as:

- , the division of a piece of land that creates five or more parcels or building sites of five acres each or less in area; or
- , five or more parcels or building sites of five acres or less in area are created by successive land divisions within a period of ten years.

Additional definitions exist for various subcategories or types of subdivisions. The county land division code also requires the preparation of a certified survey map (CSM) for any division of land less than 40 acres in size which does not necessitate the preparing of a subdivision plat.

## **Jefferson County Floodplain Ordinance**

The Jefferson County Floodplain Ordinance regulates development and use of town floodplains, rivers, streams and creeks. Land uses and alterations within the floodplain district are limited and subject to specific development and engineering standards to minimize flood hazard.

## **Jefferson County Animal Waste Storage and Nutrient Management Ordinance**

The Jefferson County Animal Waste Storage and Nutrient Management Ordinance was adopted and became effective starting September 21, 1999. The purpose of this ordinance is to regulate the (a) location, design, construction, and use of all new animal waste storage facilities., (b) modification or storage of all storage facilities, (c) transfer of wastes into storage facilities, and (d) utilization of wastes from storage facilities in order to prevent water pollution, and thereby protect the health and safety of residents and transients, prevent the spread of disease, and promote the prosperity and general welfare of the citizens of Jefferson County. It is also intended to provide for the administration and enforcement of the ordinance and to provide penalties for its violation.

## **Jefferson County Agricultural Preservation and Land Use Plan (October 1999)**

The Jefferson County Agricultural Preservation and Land Use Plan provides a vision and strategies for growth, development and land preservation in Jefferson County over the next two decades. The plan is intended to function as the primary policy document setting forth how

Jefferson County should develop in a manner that preserves the natural resources and environmental quality of the county (Map 8-4).

The Land Use Plan is divided into four major classifications or categories:

- 1 Agricultural Preservation Area
- 2 Rural Hamlet
- 2 Urban Service Area
- 4 Environmental Corridor

**Agricultural Preservation Areas** include all of the rural portions of Jefferson County that are outside of planned Urban Service Areas or designated Rural Hamlets. Key features of the recommended Agricultural Preservation policies include:

- , No new dwellings in the A-1 Exclusive Agriculture District, except for replacement of existing dwellings.
- , All new homes would require zoning out of the A-1 Exclusive Agricultural District to the A-3 Rural Residential District.
- , Retain the three lot maximum in the rural residential zone for non-prime agricultural land areas, or a prime ag land option for one to two lots dependent on whether the parent parcel is less than 50 acres or 50 acres or greater. Clustering is recommended for all proposed lots.
- , Rural residential lot size would be limited to two acres per lot with possible lot combinations for a larger lot on non-prime lands (substitute one six acre lot for three, two acre lots).

A **Rural Hamlet** is existing and possible future residential and business development in a rural area that is not served by public sanitary sewer. The plan recommends 10 identified areas for limited growth and development based on policies which regulate the type and location of development and are consistent with adopted town land use plans. Key features of the recommended Rural Hamlet policies include:

- , The land should be within the delineated growth boundaries of one of the designated rural hamlets or an area of existing higher density designated by an approved town plan.
- , Access to the land proposed for rezoning should not divide farm fields or result in creating parcels that are difficult or non-economic to continue farming. Infill development adjacent to existing housing is encouraged.

The purpose of the **Urban Service Area** delineations is to encourage new development in areas that can be served by public services and to identify an area for future urban development. This reduces the development pressure in the rural areas of the county. Key features of the recommended Urban Service Area policies include:

- Encourage incorporated municipalities and towns to enter into boundary agreements on a voluntary basis to address annexation and development issues within delineated Urban Service Areas.
- Maintain Agricultural Preservation Area policies for land within Urban Service Areas until sanitary sewer service is available and the land can be rezoned and developed on public sewers or a negotiated boundary agreement is entered into between the affected incorporated municipality and the town.

**Environmental Corridors** are environmentally sensitive areas located throughout Jefferson County where additional land preservation policies and development standards are applied. Environmental corridors provide important wildlife habitats and include, but are not limited to: public parks, conservancy lands, water bodies, wetlands, 100-year floodplains, and contiguous woodlands over 10 acres. Key features of the recommended Environmental Corridor policies include:

- Environmental corridors should be treated as “overlay districts” in which additional regulations are applied to the underlying zoning.
- Development densities within the designated environmental corridors should not be greater than one dwelling unit per 10 acres, (not exceeding the number of lots allowed in the A-3 Rural Residential District).
- All proposed nonagricultural development within the corridors should be subject to site plan review to determine the potential impact on the environment.

The plan is an advisory document. However, the county has subsequently approved changes in its County Zoning Ordinance, and these revisions have now implemented the policy recommendations of the plan. The plan is expected to direct 70% of future growth to urban service areas, will reduce scattered rural housing by 20% and will preserve 95% of the existing farmland in Jefferson County. The Town of Watertown Comprehensive Plan shall compliment the county's planning effort by providing further detail and local recommendations.

### 8.3 Land and Resource Protection Programs

This section identifies the various natural resource management programs that are being utilized within the Town of Watertown. Utilization of these programs is important in preserving the town’s rural character and natural resource base (Map 8-3).

#### **Managed Forest Law (MFL)**

The purpose of the Managed Forest Law is to promote sound forestry management practices by providing property tax reduction incentives to landowners. Wooded parcels at least ten acres in size are eligible to be enrolled in the program, however, at least 80% of the land must be productive forest land (timber producing). Lands may be enrolled for either 25 or 50 year periods, requiring a long term commitment, however, also providing long term protection from property tax escalations. Land occupied by residences and commercial buildings are not

eligible, however cabins, hunting shacks and utility buildings are allowed though they will be taxed as personal improvements.

Preparation of an approved forestry management plan is required which can be prepared by a WDNR forester at no charge. Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post harvest treatments, and soil conservation practices. The MFL program is administered by the WDNR.

There are 20 parcels within the Town of Watertown enrolled in the MFL program totaling approximately 320 acres. Of the total acreage enrolled in the MFL program, approximately 293 acres are closed and 27 are open. Landowners have the right to close up to 80 acres of their land to the public, otherwise it is classified as open and public access is permitted for hunting, fishing, cross-country skiing, sight-seeing, and hiking.

### **Conservation Reserve Program (CRP)**

Specific information regarding the land owner participation in the Conservation Reserve Program (CRP) within Watertown is not available, as all CRP information is held on a county-wide basis. However, the following provides a description of the CRP program, benefits and eligibility requirements.

The CRP is the Federal Government's largest environmental protection program in existence. Administered by the United States Department of Agriculture (USDA), the purpose of the program is to provide wildlife benefits, tree planting benefits, water quality benefits, and economic benefits. CRP is a voluntary approach to improving the environment using partnerships between government and private landowners. The program provides incentives to farmers (and ranchers) for establishing conservation practices which benefit resources both on and off the farm. Incentives are in the form of annual rental payments and cost-share assistance in return for establishing long-term, resource conserving measures on eligible lands. Rental payments are based on the agricultural rental value of the land, and cost-share assistance is provided in an amount up to 50 percent of the participant's costs to establish approved practices. The contract duration is from 10 years up to 15 years (if planting hardwood trees, restoring croppped wetlands, etc.), and is transferable with a change in ownership.

To be eligible, land must:

- , have been planted or considered to be planted for two years of the five most recent crop years, or
- , be marginal pasture land that is either enrolled in the Water Bank Program or is suitable for use as a riparian buffer to be planted in trees.

In addition, the cropland must meet at least one of the following conditions:

- , be highly erodible

- , cropped wetland
- , subject to scour erosion
- , located in a national or state CRP conservation priority area
- , cropland associated with non-cropped wetlands.

Environmental practices to be performed include tree planting, wildlife ponds, grass cover etc.

All eligible CRP offers are ranked using an Environmental Benefits Index (EBI) based on the environmental benefits that would potentially accrue if the land were enrolled in the CRP. The EBI makes the program highly competitive. Therefore, USDA representatives urge farmers to consider the continuous sign-up option to enroll the most environmentally desirable land. Under the continuous sign-up option, small amounts of land serving much larger areas such as riparian buffers, grass waterways, and filter strips can be enrolled at any time. The EBI factors include:

- , wildlife habitat benefits;
- , water quality benefits from reduced erosion, runoff and leaching;
- , on-farm benefits of reduced erosion;
- , long-term retention benefits;
- , air quality benefits from reduced wind erosion;
- , the land's location in a Conservation Priority Area (if applicable); and
- , cost of enrollment per acre.

### **Town of Watertown**

The Town of Watertown owns approximately 13 acres between High Road and STH 26. The property contains two buildings, the Town Hall and Town Shop.

### **State Owned Lands**

The Wisconsin Department of Natural Resources (WDNR) owns approximately 150 acres along the Rock River, known as the Arkin Marsh Public Hunting grounds. The property is located in the southern portion of the town between the Rock River and CTH Y.

# Map 8-3 Natural Resource Protection Programs

## Conservation Clubs

Conservation Clubs own just over 140 acres of land within the Town of Watertown. The Mark Trail Club owns just over 110 acres in the northeastern portion of the town just south of CTH CW. The Watertown Conservation Club owns approximately 30 acres west of the Rock River, just north of CTH E.

### 8.4 Supply, Demand and Price Trends of Land

Evaluation of the sale of property for agricultural, forestry or other intensive uses provides valuable information to the planning process. The demand for land and the resulting sales create pressure for land use change as more new land owners have specific ideas on how they want to use the property. The following tables help to further indicate these trends.

**Table 8-2  
Agricultural Land Sales  
Jefferson County  
1999-2001**

	1999	2000	2001	# Change 1999-2001	% Change 1999-2001
<b>Ag Land Continuing in Ag Use</b>					
Number of Transactions	27	36	27	0	0.0%
Acres Sold	1,888	2,130	1,762	-126	-6.7%
Dollars per Acre	\$2,817	\$3,034	\$3,542	\$725	25.7%
<b>Ag Land Being Diverted to Other Uses</b>					
Number of Transactions	13	10	12	-1	-7.7%
Acres Sold	573	341	656	83	14.5%
Dollars per Acre	\$4,644	\$5,190	\$3,368	\$-1,276	-27.5%
<b>Total of all Ag Land</b>					
Number of Transactions	40	46	39	-1	-2.5%
Acres Sold	2,461	2,471	2,418	-43	-1.7%
Dollars per Acre	\$3,242	\$3,332	\$3,495	\$253	7.8%

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 1999-2001.

# Map 8-4 Jefferson County Preferred Land Use

**Table 8-3  
Forest Land Sales  
Jefferson County  
1999-2001**

	1999	2000	2001	# Change 1999-2001	% Change 1999-2001
<b>Forest Land Continuing in Forest Land</b>					
Number of Transactions	15	8	14	-1	-6.7%
Acres Sold	135	84	138	3	2.2%
Dollars per Acre	\$1,344	\$1,032	\$2,120	\$776	57.7%
<b>Forest Land Being Diverted to Other Uses</b>					
Number of Transactions	5	6	4	-1	-20.0%
Acres Sold	34	84	43	9	26.5%
Dollars per Acre	\$1,800	\$2,221	\$1,497	-\$303	-16.8%
<b>Total of all Forest Land</b>					
Number of Transactions	20	14	18	-2	-10.0%
Acres Sold	169	168	181	12	7.1%
Dollars per Acre	\$1,436	\$1,626	\$1,972	\$536	37.3%

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 1999-2001.

## 8.5 Projected Supply and Demand of Land Uses Over the Planning Period

Table 8-4 reports the estimated total acreage that will be utilized by residential, commercial/industrial, institutional and agricultural land uses for five year increments throughout the planning period. These future land use demands are largely dependent upon population increases as well as a number of other factors.

**Table 8-4  
Projected Land Use Demand (acres)  
Town of Watertown  
2000-2025**

Year	Residential	Commercial/Industrial	Institutional <sup>1</sup>	Agricultural
2000	1,048.9	66.8	6.1	16,669.3
2005	1,058.4	67.4	6.2	16,802.7
2010	1,067.9	68.0	6.2	16,937.1
2015	1,077.4	68.6	6.3	17,072.6
2020	1,086.9	69.2	6.3	17,209.2
2025	1,096.4	69.8	6.4	17,346.8

<sup>1</sup> Includes government, cemeteries, churches and schools.

Year 2000 acreage figures are the existing land use acres for each land use category within the town while year 2005 to 2025 acreage calculations are projected by utilizing linear trend population projections. Projected demand for residential, commercial/industrial and institutional land use assume that the ratio of the town's 2000 population to the current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today. The projected increase in agricultural land use is based on Jefferson County trends from 1992 to 1997. Data from the 1997 Census of Agriculture, show that farmland increased by approximately 0.8% per year from 1992 to 1997. Therefore, projected agricultural land use acreages assume these trends will continue.

## 8.6 Land Use Trends and Growth Pressures

The following land use trends and predictions were developed based partly on the analysis of the background data which were presented in the previous sections of this report. Other predictions are based on local, regional or statewide trend data. These trends or growth pressures identify the characteristics which are likely to be experienced within the town throughout the planning period. These trends should be viewed as the forces the town must be prepared to address over the next several years.

1. Persons per household ratios are expected to decline resulting in greater acreage needs to accommodate existing and future growth. Wisconsin Household Projections by Household Type, 1990-2015 anticipates a drop in the number of persons per household from the year 2000 to the year 2015, from 2.59 to 2.48 respectively.
2. Based on past trends, the town can expect modest population growth. A continuation of the town's population trends between 1990 and 2000 indicate that the town can expect to grow by 3.3 persons per year to the year 2020 for a total population of 1,942 persons.

3. The demand for commercial and industrial development is expected to remain low in the town.
4. The town will likely experience an increase in the development of home occupational businesses as society continues to make the transition from an industrial-based society to an information-based society as a result of advancements in computer technology and access to the Internet.
5. The predominant land use throughout the town will continue to be cropped farmland.
6. Demand for commercial development will increase, especially at the interchanges associated with the STH 26 bypass.
7. The City of Watertown and Village of Johnson Creek will continue to grow and the extraterritorial jurisdiction of the City and Village will overlap resulting in opportunities for joint planning and intergovernmental cooperation.
8. There is an increased likelihood that farm consolidation will be experienced in the town, resulting in fewer, but larger farms.
9. It is likely that the scale of animal feedlot operations will increase as farms expand to remain competitive.
10. The demand for park land within the town, as well as public access to the Rock River, will continue to increase.
11. The town will experience increased traffic on local roads resulting in additional road maintenance and construction costs.
12. The Rock River will continue to need protection from nonpoint and point sources of pollution.
13. Growth will increase the demand for local services such as fire and police protection, emergency rescue and recycling.
14. The town's primary housing stock will remain single-family residential.
15. The town's river front, woodland, and highland areas will be highly desired for residential development.
16. Desire to live in a rural setting and short commuting times to urban centers will continue to make the town an attractive place for residential development.
17. City of Watertown and Village of Johnson Creek will continue to review annexation petitions for expansion of their respective communities.

18. Potential growth in organic or "hobby" type farming.
19. There will be growth in the amount of land purchased for recreational purposes.

## **8.7 Preferred Land Use Plan**

The primary purpose of this section is to outline the recommendations of the Preferred Land Use Plan map, which will serve as a guide for local officials when making decisions concerning land use over the next 20 years and beyond.

## **8.8 Designation of Smart Growth Areas**

A Smart Growth area is defined as, “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The Town of Watertown Comprehensive Plan is based upon the following six principles as identified in the American Planning Association, Planning Advisory Service Report 479, *The Principles of Smart Development*:

### **Principle 1. Efficient Use of Land Resources**

Smart development supports the preservation of land and natural resources. Approximately 85% of future land use within the Town of Watertown is designated Agriculture Preservation or Environmental Corridor. Within these designations: residential development is limited; environmentally sensitive areas such as wetlands, floodplains and contiguous woodlands are protected; and future development must utilize the existing street network to minimize additional local road maintenance costs.

### **Principle 2. Full Use of Urban Services**

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services and schools. The Planned Transition Area consists of approximately 1,812 acres, or 8% of the future land use within the Town of Watertown. Through intergovernmental cooperation and a potential boundary agreement, the city and town will jointly plan for the transition of this area from rural to urban uses.

Also, this plan acknowledges the location of lands currently zoned for Rural Residential in three major areas within the town. While not proposed to be developed with urban services, these areas are limited to 320 acres or 3% of the town’s land area. In addition, this plan recommends the exploration of development alternatives such as conservation by design, as well as the purchase of development rights, conservation easements, or other methods to provide financial compensation to landowners in exchange for development rights on the property.

### **Principle 3. Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups. The Planned Transition area could be designed compactly to contain a mix of residential and commercial uses serviced with public utilities. This area should be planned jointly and formally addressed within a boundary agreement between the town and city.

### **Principle 4. Transportation Options**

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. The Town of Watertown is a rural town that does not contain the density to support a wide variety of alternative modes of transportation other than bicycling or other recreational pursuits. However, development that is proposed to take place within the Planned Transition area between the City of Watertown and the STH 26 bypass has the potential for promoting walking, bicycling, and small-scale transit.

### **Principle 5. Detailed, Human Scale Design**

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services. The Planned Transition area could meet this criteria through joint planning and development between the city and town. In addition, the Commercial area along STH 26 is proposed to be regulated by a Neighborhood Commercial zoning ordinance jointly administered by the city and town. The Neighborhood Commercial zoning ordinance would promote well designed commercial development (office, retail and service industries) consistent with the rural character of the town.

### **Principle 6. Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances, such as subdivision and zoning with Jefferson County. In addition, this plan recommends continued discussions and cooperation relative to land use planning and ordinance administration with the City of Watertown and Village of Johnson Creek.

The Preferred Land Use Plan map represents the desired arrangement of future land use and development within the town. This plan has been developed within the general context of the Jefferson County Agricultural Preservation and Land Use Plan and is intended to provide greater specificity to local and county officials when making decisions regarding land use within the Town of Watertown.

## 8.9 Preferred Land Use Classifications

### Agriculture Preservation (Brown)

- , This classification is consistent with the policies and recommendations identified within the Jefferson County Agricultural Preservation and Land Use Plan, 1999.
- , According to the Town of Watertown Public Participation Workshop Results, residents would support future commercial development in the form of clean/sustainable industry and manufacturing, mini storage, agricultural related businesses, home-based occupations, and general retail.

Key features of the recommended Agricultural Preservation policies include:

- , No new dwellings in the A-1 Exclusive Agriculture District, except for replacement of existing dwellings.
- , All new homes would require zoning out of the A-1 Exclusive Agricultural District to the A-3 Rural Residential District.
- , Retain the three lot maximum in the rural residential zone for non-prime agricultural land areas, or a prime agricultural land option for one to two lots dependent on whether the parent parcel is less than 50 acres or 50 acres or greater. Clustering is recommended for all proposed lots.
- , Rural residential lot size would be limited to two acres per lot with possible lot combinations for a larger lot on non-prime lands (substitute one six acre lot for three two acre lots)
- , Approximately 15,849 acres, or 64% of the town's land area is within this classification.

### Environmental Corridor (Green)

- , Environmental corridors include, but are not limited to: public parks, conservancy lands, water bodies, wetlands, 100-year floodplains, and contiguous woodlands over 10 acres.
- , This classification is consistent with the recommendations set forth in the Jefferson County Agricultural Preservation and Land Use Plan, 1999.

Key features of the recommended Environmental Corridor policies include:

- , Environmental corridors should be treated as “overlay districts” in which additional regulations are applied to the underlying zoning.
- , Development densities within the designated environmental corridors should not be greater than one dwelling unit per 10 acres, (not exceeding the number of lots allowed in the A-3 Rural Residential District).
- , All proposed nonagricultural development within the corridors should be subject to site plan review to determine the potential impact on the environment.

Approximately 5,033 acres, or 21% of the town's land area is within this classification.

### **Rural Residential (Orange)**

The areas identified for Rural Residential include those lands that are currently zoned R-2, Residential Unsewered.

According to the Jefferson County Zoning Ordinance, the minimum lot size is 20,000 square feet, with a minimum lot width requirement of 100 feet.

The town has an ordinance establishing a more restrictive minimum lot size requirement for residential development in the town, which requires 35,000 square feet (one acre is 43,560 square feet).

In general, the Rural Residential classification is comprised of three major areas: between CTH Y and the Rock River; the Boje Lane area; and the River Road area.

The town should encourage the voluntary submittal of conservation subdivisions in areas identified for Rural Residential. Conservation subdivision design is a method that requires dwelling units to be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a portion of the parcel as dedicated open space. In Watertown, density would be based on a 35,000 square foot minimum lot size, however smaller lots could be created at a minimum lot size of 20,000 square feet with approximately 40% open space. The town would have to amend its minimum lot size ordinance to allow 20,000 square foot lots in conservation subdivisions.

In order to encourage the development of conservation subdivisions, the town shall require the submittal of two conceptual layouts (one conventional layout, one conservation subdivision layout at a 1" to 200' scale) to the Plan Commission prior to submittal of a preliminary plat.

The town should also explore alternatives to development through various programs, such as the purchase of development rights by a land trust, conservation easements, or other methods whereby financial compensation could be provided to landowners in exchange for the development rights on the property.

Approximately 320 acres, or 3% of the town's land area is within this classification.

### **Commercial (Red)**

The areas identified for commercial development include those lands that are currently zoned B, Business between High Road and STH 26.

According to the Jefferson County Zoning Ordinance, the purpose of this zoning district is to identify areas appropriate for non-agricultural commercial use outside downtown and community business areas.

According to the Town of Watertown Public Participation Workshop Results, a majority of respondents do not support commercial development in the form of convenience stores, "Big Box" retail or grocery, strip malls or auto sales and service. The B, Business District allows 21 permitted uses, including general merchandise and food stores, automotive dealers, fuel dealers, etc.

- , According to the Town of Watertown Public Participation Workshop results, a majority of residents would support future commercial development in the form of clean/sustainable industry and manufacturing, mini storage, agricultural related businesses, home-based occupations, and general retail.
- , The town should explore the option of working with the City of Watertown to administer an extraterritorial Neighborhood Commercial zoning ordinance (with town veto authority) that is more consistent with the preferred types of commercial developments identified by local residents including clean/sustainable industry, agricultural related business, home based occupations and general retail.
- , Approximately 19 acres, or less than 1% of the town's land area is within this classification.

### **Planned Transition (Brown Hatch Pattern)**

- , The Planned Transition Area is identified to develop long term with public sewer and water services, which none are currently provided.
- , Maintain Agricultural Preservation Area policies until such time as sewer and water service can be made available.
- , Work with the City of Watertown to develop a boundary agreement that addresses future land use and the provision of urban services within the Planned Transition area and beyond.
- , The Planned Transition Area reflects the city's updated Sewer Service Area Plan. The total Urban Service Area has been significantly reduced in comparison to the Urban Service Area identified in the Jefferson County Agricultural Preservation and Land Use Plan, 1999. This reduction is a direct result of cooperative planning efforts between the city and town.
- , Approximately 1,812, or 8% of the town's land area is within this classification.

### **8.10 Potential Land Use Conflicts**

Through development of the Town of Watertown Comprehensive plan, three potential land use conflicts have been identified:

1. The Jefferson County Preferred Land Use Plan map does not reflect the City of Watertown's updated Sewer Service Area Plan completed in conformance with NR 121. Thus, the county's Urban Service Area designation is not up-to-date. The Town's Planned Transition classification is consistent with the city's Sewer Service Area Plan. The town should work with the county to ensure that decisions regarding development within this area reflect the city's updated plan.

# Map 8-5 Year 2025 Preferred Land Use

2. Within the R-2, Residential Unsewered, zoning classification of the Jefferson County Zoning Ordinance, a minimum lot size of 20,000 square feet is required. The Town of Watertown has a minimum lot size ordinance requiring at least 35,000 square feet. Any subdivisions proposed on lands zoned R-2 should reflect the Town of Watertown's more restrictive minimum lot size requirement. The town should inform the county of this local ordinance and communicate its desire for a larger lot size and less density for rural development of lands with on-site septic systems and private wells.
3. The Jefferson County Subdivision Ordinance does not directly address conservation subdivisions. Specifically the ordinance does not deal with lot sizes, open space requirements, ownership and/or maintenance of open space. In addition, the County does not have a Planned Unit Development (PUD) district that would allow the flexibility for consideration of conservation subdivisions. The town should work with the county to develop a mutually beneficial administrative review procedure to allow for the development of conservation subdivisions within the county.

## 8.11 Land Use Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal LU-1:**        *Provide for a well-balanced mix of land uses within the Town of Watertown.*

#### **Supporting Objectives:**

- LU-1.1        Identify preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. agricultural, residential, commercial etc.).
- LU-1.2        Identify the Town of Watertown's natural resources, environmentally sensitive features, open spaces, and cultural and historic resources so that these areas can be preserved and **in some cases integrated** as a valuable feature of new development.

- LU-1.3 Conserve the majority of the town’s rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
- LU-1.4 Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, natural areas and open space are minimized.
- LU-1.5 Realize the cost effectiveness of utilizing the existing road network to accommodate most future development.

**Goal LU-2:** *Avoid incompatible land uses within the Town of Watertown.*

**Supporting Objectives:**

- LU-2.1 Complete a mapping inventory of land use, zoning, resource protection (ownership), and water features to evaluate the conditions, features, density, location and uses that occupy the land.
- LU-2.2 Analyze land use trends and potential land use conflicts that may impact development or redevelopment.
- LU-2.3 Develop a preferred land use map for the preferred use, location, and density of land uses for the next 20 years and beyond.
- LU-2.4 Establish basic design standards to protect and promote the character of the town, while also buffering incompatible land uses.

**8.12 Land Use Policies**

All policies are contained within the Preferred Land Use Plan classifications

**8.13 Land Use Programs**

Land use programs that will be utilized by the Town of Watertown over the planning period are covered within previous sections of this element.

## 9 Implementation

This element includes a compilation of programs and specific actions to be completed in a stated sequence. These include, but are not necessarily limited to, proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances. These programs and specific actions will be used to implement the goals, objectives, policies and recommendations contained within the earlier elements of this plan.

The Implementation Element also includes a section on mechanisms to measure progress that will allow the town to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how each of the elements of the plan will be integrated and made consistent with the other elements of the plan, as well as amendment and comprehensive plan update procedures.

### 9.1 Action Plan

1. Task: Adopt the *Town of Watertown Year 2025 Comprehensive Plan*  
Who: Town Board  
When: December 2002
  
2. Task: Establish a Town Plan Commission (by ordinance)  
Who: Town Board  
When: January 2003
  
3. Task: Coordinate land use administration procedures with Jefferson County  
Who: Town Board and Plan Commission  
When: Spring and Summer 2003
  
4. Task: Pursue a boundary agreement with the City of Watertown  
Who: Town Board and Plan Commission  
When: Ongoing
  
5. Task: Pursue intergovernmental cooperation and consolidation of services with other jurisdictions.  
Who: Town Board  
When: Ongoing
  
6. Task: Establish a site plan review checklist to use when reviewing development proposals  
Who: Town Board and Plan Commission  
When: Summer and Fall 2003
  
7. Task: Conduct a review of the comprehensive plan.

Who: Town Board and Plan Commission  
When: December 2003 and annually thereafter

8. Task: Monitor Wisconsin's Smart Growth legislation for changes to ensure consistency with state law.  
Who: Town Board and Plan Commission  
When: Ongoing
9. Task: Update the *Town of Watertown Year 2025 Comprehensive Plan*  
Who: Town Board and Plan Commission  
When: Every 10 years or 12 at least; minor amendments may be necessary during the interim.

## **9.2 Zoning and Ordinance Changes**

### **Zoning Ordinances**

The Town of Watertown is under the jurisdiction of the Jefferson County Zoning Ordinance. The practice of "spot zoning" is not encouraged. No other changes are recommended.

The town has established a minimum lot size ordinance of 35,000 square feet for all residential development. The town should amend this ordinance to allow 20,000 square feet minimum lot sizes within conservation subdivisions.

### **Official Maps**

The town does not have an official map. The town will address future street layout and park dedication by requiring the submittal of an area development plan prior to any subdivision approvals.

### **Sign Regulations**

Sign controls are a function of the Jefferson County Zoning Ordinance. The maximum size allowed for any sign within the county is 300 square feet, which effectively limits billboards and off-premise signage.

### **Erosion and/or Stormwater Control Ordinances**

Erosion control and stormwater management are a function of the Jefferson County Subdivision Ordinance. Developers must submit an erosion control and stormwater management plan as part of the subdivision approval process. The town should work with Jefferson County to administer and enforce violations of erosion control measures during construction.

### **Historic Preservation Ordinances**

Wisconsin Statute 60.64 provides the Town Board, in the exercise of police and zoning powers, for the purpose of promoting the health, safety and general welfare of the community and of the state, may regulate any place, structure or object with a special character, historic interest, aesthetic interest or other significant value for the purpose of preservation. The town should consider the adoption of a historic preservation ordinance to protect historic structures within the town.

### **Site Plan Regulations**

The town should develop site plan regulations that will reinforce and provide additional detail to what is required by Jefferson County Site Plan regulations. At a minimum, each site plan shall include the location of existing buildings and drives; location of proposed new principal and accessory buildings; location of proposed driveways and access points to public streets; and location of proposed septic systems.

### **Design Review Ordinances**

Given the lack of commercial development within the town, a design review ordinance is not proposed to be developed. Instead, it is recommended that the town work with the City of Watertown to address commercial development along the STH 26 corridor through administration of an extraterritorial zoning ordinance dealing specifically with commercial development.

### **Building Codes**

The Town of Watertown has adopted an ordinance and hired a building inspector to enforce the Wisconsin Uniform Dwelling Code for new one and two-family homes.

The town should require residents to sign a Memorandum of Understanding regarding Wisconsin's Right to Farm Law as part of the building permit process. This process would notify future residents that they are moving to an agricultural community and agricultural operations can have negative impacts associated with tractors on the road, manure spreading, working farm machinery around the clock, and muddy roads during planting and harvesting.

### **Sanitary Codes**

The sanitary code is administered by Jefferson County. The sanitary code was recently updated for conformance with COMM 83. No changes are proposed.

## Subdivision Ordinance

The town is under the jurisdiction of the Jefferson County Subdivision Ordinance. It is recommended that the town work with the county to incorporate standards and a review procedure to deal with conservation subdivisions.

### 9.3 Planning Element Integration and Consistency

Wisconsin's Smart Growth legislation requires that the implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Watertown Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies and recommendations.

Over time the potential for inconsistency between the plan and existing conditions could increase, possibly requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within Watertown may also be developed (i.e., outdoor recreation plan, farmland preservation plan). The process used to develop any further detailed plans should be consistent with this *Town of Watertown Comprehensive Plan*.

### 9.4 Measuring Community Progress

Smart Growth legislation requires that the implementation element provide a mechanism to measure the community's progress toward achieving all aspects of the comprehensive plan. The following tool can be used to measure the town's progress towards achieving the goals, objectives and policies identified within the comprehensive plan. Policies, located in the left hand column of the tool, are the lowest level of measurement for achieving goals and objectives. The effective pursuit of these policies will therefore lead to the implementation of the town's goals and objectives. Indicators, located in the middle column of the table, offer a means to measure policy implementation. This mechanism should be used when the plan is reviewed or updated and on an as needed basis.

## Issues and Opportunities

Policy	Indicator of Policy	Purpose
The comprehensive plan shall maintain consistency with state comprehensive planning requirements.	Land use conflicts, litigation	To maintain compliance with Smart Growth legislation.
Public participation shall be required prior to the development and/or amendment to any town plans, ordinances, or programs.	Meeting attendance, outreach efforts made	To ensure the public is informed and given opportunity to be involved.

## Housing

Policy	Indicator of Policy	Purpose
<p>Manufactured homes shall meet feature designs similar to “stick built” homes relative to roof pitch, overhang, minimum floor area, minimum width, exterior siding and roofing material requirements consistent with existing town ordinances.</p>	<p>Number of homes not in compliance, types of violations made</p>	<p>Community aesthetics, building safety, ensure overall quality housing.</p>
<p>Housing shall be located to reduce impacts to natural vegetation, preserve quality farmland and reduce farmland fragmentation.</p>	<p>Type and amount of land lost to new development, land use conflicts created</p>	<p>To preserve natural aesthetics, features and town character.</p>
<p>Duplexes are allowed only by conditional use within the R-2, Residential Unsewered and A-3, Agricultural/Rural Residential zones. In general, duplex lots should be dispersed throughout the town rather than concentrated in specific areas.</p>	<p>Location of new duplexes and proximity to existing duplexes</p>	<p>To provide for affordable and quality housing while maintaining community character.</p>
<p>The town should work to provide a variety of housing types for all income groups. In addition, the provision of urban services can more easily facilitate a variety of housing types. The town should work with the city to provide a range of housing types within the Planned Transition area.</p>	<p>Types of new housing built in relation to amount of single family homes</p>	<p>To allow individuals of varying income levels the ability to live in the community.</p>

## Transportation

Policy	Indicator of Policy	Purpose
The town should utilize the existing street network to the greatest extent possible in order to minimize future road maintenance costs and to avoid the fragmentation of farmland and woodland.	Amount and type of road built after development is created	To minimize future road maintenance costs, avoid the fragmentation of farm and woodland.
An area development plan shall be submitted as a condition of all subdivision review in order to ensure that proposed new roads can connect to adjacent properties and to avoid unnecessary cul-de-sacs and loops that can increase town maintenance costs.	Number of plans submitted for review, type and intensity of review process	To provide an efficient street network, and maintain current maintenance costs.
Driveway lengths for new development should be limited to assist in response time for police, fire and emergency rescue services.	Lengths of new driveways	To ensure adequate response times in emergencies.
The town shall utilize information from the PASER (Pavement Service and Evaluation Rating System) to annually update the town's 5-year road improvements program, including the identification of funding sources and priorities for identified improvement projects.	Number of times PASER was utilized in decision making and planning	To objectively identify road maintenance and construction priorities
The town should investigate the potential traffic impacts of development in the areas zoned R-2, Residential Unsewered and designated Rural Residential on the Year 2025 Preferred Land Use map.	Plans and efforts made to investigate impacts	To fully understand potential impacts prior to development.
The town's east-west traffic circulation pattern is severely constrained by the Rock River. The town should investigate the need for a crossing of the Rock River on both the east and west sides of town, and determine access needs to Hwy 16 to facilitate the efficient movement of east-west traffic within the town.	Plans and efforts made to investigate needs and opportunities	To determine the best course of action to alleviate the problem and reduce potential future problems.
The town should coordinate the extension of Beryl Drive with the City of Watertown within the Planned Transition area.	Efforts made, meetings held to coordinate	To ensure that the city's plans are made in coordination with the town to reduce impacts.
The town should coordinate the designation of bicycle trails on local and county roads with Jefferson County in order to promote alternative modes of transportation.	Efforts made, meetings held to discuss trails	To promote other transportation modes and cost-effective coordination with the county.
The town should work with local residents, neighboring municipalities, county park and planning staff, and state representatives to coordinate the development of a multi-use trail.	Efforts and contacts made, meetings or hearings held	To develop a trail that meets community needs and is completed in the most cost-effective way.

## Utilities and Community Facilities

Policy	Indicator of Policy	Purpose
The town should continually monitor the needs and desires of local residents for a town park.	Efforts made to get at resident desires, surveys, meetings, etc.	To meet the recreation needs of residents.
Telecommunication towers shall be sited and reviewed relative to impacts on surrounding residential properties, the potential for collocation, setbacks from highways and other structures, visual impacts, antenna location and property access, lighting and security so as not to be accessible by the general public.	Location of new towers, severity of impacts related to new towers	To decrease negative impacts from towers while allowing their placement.
The town and city should address the phasing and extension of public utilities within the Planned Transition area through the development of a boundary agreement.	Efforts made at completing an agreement, meeting held	To plan for utility development as needed in a cost-effective manner and reduce potential conflicts.

## Agricultural, Natural and Cultural Resources

Policy	Indicator of Policy	Purpose
An interconnected network of environmental features should be preserved throughout the community.	Amount and type of development allowed in corridors, corridors that become unconnected	To maintain integrity of corridors, maintain outdoor recreation activities.
Extensive areas of the town shall be maintained for exclusive agricultural use.	Type and amount of ag. land taken for new development	To maintain a strong agricultural base and non-fragmented farmland.
New development should be directed to least productive farmland areas.	Type and amount of agricultural land taken for new development	To maintain a strong agricultural base, preservation of the “best” agricultural soils.
The town shall provide comment and review on all permit requests relative to the Jefferson County Animal Waste Storage and Nutrient Management Ordinance paying particular attention to potential impacts to surface and groundwater, the number and kinds of animals for which waste storage is to be provided, a description of how waste will be delivered to and removed from the facility, methods and timing of field applications, and impacts to residential areas.	Number of comments and reviews made, thoroughness of review	To be informed of new operations and potential impacts on the town’s features.
The town should investigate strategies to protect land along the Rock River corridor, while providing financial compensation to landowners in exchange for the development of property rights. Examples of programs include purchase of development rights by a land trust, conservation easements, or purchase by the Department of Natural Resources via funds allocated within the Stewardship or Land Legacy program.	Efforts made to investigate river protection opportunities, contacts made and discussions held with current land owners	To protect the Rock River and its assets for future generations and current use.
The town should work to preserve and promote the cultural resources and history of the town.	Efforts made to preserve or promote resources	To ensure that the historic features and cultural resources of the town are preserved for future generations.
The town should work with WisDOT representatives to investigate the potential to establish a farmland mitigation fee as part of the construction of the STH 26 bypass.	Contacts made with the DOT, investigations/studies made	To promote the preservation of farmland within the town.

## Economic Development

Policy	Indicator of Policy	Purpose
The town should explore the possibility of jointly administering an extraterritorial Neighborhood Commercial zoning ordinance with the City of Watertown.	Meetings held to discuss possibility	To reduce potential land use conflicts while promoting economic development.
Commercial and industrial development should be designed to include landscaping and buffers in order to minimize impacts to surrounding development.	Amount and type of landscaping and buffers surrounding development	To minimize adjacent impacts.
The town should utilize the results of the Public Participation Workshop to make decisions regarding commercial and industrial development.	Decisions made that utilize report, number of economic decisions which conflict with the reports findings	To ensure that new economic development is supported and wanted by the public.

## Intergovernmental Cooperation

Policy	Indicator of Policy	Purpose
The town should continue cooperative planning efforts with the City of Watertown, Village of Johnson Creek, surrounding towns, districts, associations, service providers and the county.	Contacts made with other groups during planning or decision making	To promote coordinated planning that reduces conflicts and increases efficiency.
The town should pursue the development of a boundary agreement with the City of Watertown after adoption of the Comprehensive Plan.	Discussions or meetings held to discuss potential agreement.	To promote coordinated planning that reduces conflicts and increases efficiency.
The town should work with neighboring communities to “edge match” land use plans and policies along municipal borders to promote consistency and minimize future land use conflicts.	Meetings held with neighbors, contacts made	Promote consistency and minimize impacts.

## Land Use

The land use section of the implementation mechanism measures the six principles of smart growth development rather than measuring each policy identified within each preferred land use classification.

Principle	Indicator of Principle	Purpose
Efficient use of land resources.	Intensive and passive land use changes, changes in demands for facilities or services	To conserve and protect valuable resources and reduce development impacts.
Full use of urban services.	Locations of new development and services or facilities which are utilized	To reduce development pressure in other areas and efficiently use and maximize service and utility capabilities.
Mix of uses.	% of each type of land use found within a developed area	To promote community identity, neighborhoods, and reduce distances to needed services.
Transportation options.	New road or roadway extensions resulting from a development	To promote safety, alternative transportation, reduce traffic and impacts.
Detailed, human scale design.	Density of development, % of each type of land use found within a developed area	Maintain rural character and reduce development impacts.
Implementation.	Individuals or groups overseeing the principles implementation, developers identify barriers	To encourage developers and others to apply principles.

## Implementation

Policy	Indicator of Policy	Purpose
Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.	Number of deviations made from the plan, type of non-conformance allowed	To maintain the integrity and effectiveness of the plan.

### 9.5 Process for Amending the Comprehensive Plan

The Town of Watertown should regularly evaluate its progress towards achieving the goals, objectives, policies and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation in a non-accommodating manner to maintain the plan as a planning tool upon which decisions are based.

According to Smart Growth legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that as more “smart growth” compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

The Town of Watertown, in order to ensure that the requirements of sec. 66.1001(4), Wis. Stats., are met, is required to complete the following steps to amend the plan.

- , The established public participation procedures must be followed and need to provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such written comments.
- , The Plan Commission recommends its proposed comprehensive plan amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- , One copy of the comprehensive plan amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) Every governmental body that is located in whole or in part within the boundaries of the town, including any school district, town sanitary district, public inland lake protection and rehabilitation district or other special district. (b) The clerk of every city, village, town, county and regional planning commission that is adjacent to the town. (c) The Wisconsin Land Council. (d) After September 1, 2003, the Department of Administration. (e) The regional planning commission in which the town is located. (f) The public library that serves the area in which the town is located.
- , The Town Board, by a majority vote, will then approve an ordinance for the amendment to take effect after holding a hearing on the ordinance to adopt the amendment that has been preceded by a class 1 notice. The ordinance will then be filed with the public library that serves the community and the clerk of all adjacent local governmental units. The final plan report or amendment must then be sent to the same distribution list as received the recommended comprehensive plan amendment.

## **9.6 Process for Updating the Comprehensive Plan**

Wisconsin Smart Growth legislation requires that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any changes, new or removed language.

## 9.7 Implementation Goals and Objectives

### Goals

Community goals are broad statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities and problems that affect the community. Goals are value-based statements that are not necessarily measurable.

### Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal.

**Goal IE-1:** *Promote consistency between and integration of the plan recommendations and local ordinances.*

#### Supporting Objectives:

IE-1.1 Develop an “Action Plan” as part of the Implementation Element to assist the Plan Commission, Town Board and others with the administration of the Comprehensive Plan.

IE-1.2 Work with Jefferson County to ensure that administration and enforcement of land use regulations are consistent with the Jefferson County Land Use Plan and the Town’s Comprehensive Plan.

**Goal IE-2:** *Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.*

#### Supporting Objectives:

IE-2.1 Provide for annual review of the Comprehensive Plan for consistency with the goals, objectives, maps, policies and programs contained within.

IE-2.2 Update the Comprehensive Plan every 10 years to coincide with the release of census data.

## **9.8 Implementation Policies**

1. The town should develop a notification policy in cooperation with Jefferson County to make neighboring landowners aware of proposals affecting land use, such as rezone petitions or conditional use permit requests.
2. Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible.

## **9.9 Implementation Programs**

Implementation programs are listed separately under each planning element found within the comprehensive plan.