



2019 WATERTOWN COMPREHENSIVE PLAN

ADOPTED: DECEMBER 17, 2019



ORDINANCE
TO ADOPT THE 2019 CITY OF WATERTOWN COMPREHENSIVE PLAN

SPONSOR: MAYOR MCFARLAND
FROM: PLAN COMMISSION WITH POSITIVE RECOMMENDATION

The City Council of the City of Watertown, Wisconsin, does ordain as follows:

WHEREAS, pursuant to sections 61.35 and 62.23(2) and (3) of Wisconsin Statutes, the City of Watertown is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the City Council adopted its comprehensive plan in 2009 entitled “City of Watertown Comprehensive Plan”; and

WHEREAS, as part of the City’s original adoption of a comprehensive plan the City Council adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan update as required by §66.1001(4)(a) of the Wisconsin Statutes; and


WHEREAS, the Plan Commission of the City of Watertown, by a majority vote of the Commission recorded in its official minutes, has adopted a resolution recommending to the City Council the adoption of the City of Watertown 2019 Comprehensive Plan.

WHEREAS, the City of Watertown has, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, provided opportunities for public involvement per its adopted public participation plan; and

WHEREAS, on December 4, 2019, the City Council held a public hearing on the proposed 2019 Comprehensive Plan Update, considered the public comments made and the recommendations of the Plan Commission and staff, and has determined to approve the recommended 2019 Comprehensive Plan.

NOW, THEREFORE, the City Council of Watertown, Wisconsin, does ordain that the proposed 2019 Comprehensive Plan is hereby adopted pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

This is to certify that I have compared the attached copy with the original record now on file in my office and that the same is a correct transcript thereof and of the whole thereof. In Testimony Whereof, I have hereunto subscribed my name and affixed the seal of the City of Watertown this 17th day of December, 2019.



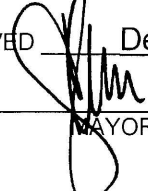
City Clerk/Treasurer

ADOPTED Dec 17, 2019



CITY CLERK/TREASURER

APPROVED Dec. 17, 2019



MAYOR

RESOLUTION 2019 - 04

**RESOLUTION RECOMMENDING THE ADOPTION OF THE
2019 CITY OF WATERTOWN COMPREHENSIVE PLAN,**

PLAN COMMISSION OF THE CITY OF WATERTOWN, WISCONSIN

WHEREAS, the City of Watertown on December 19, 2009 adopted the original City of Watertown Comprehensive Plan, (hereinafter "Plan") as the City's comprehensive plan under Section 66.1001(4), Wisconsin Statutes, with said Plan including procedures for consideration of replacement; and

WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan; and

WHEREAS, the City of Watertown Plan Commission has the authority and responsibility to recommend the 2019 City of Watertown Comprehensive Plan; and

WHEREAS, on December 4, 2019, the Plan Commission reviewed the proposed 2019 City of Watertown Comprehensive Plan; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Watertown hereby recommends that the City Council adopt an ordinance to adopt the 2019 City of Watertown Comprehensive Plan that the Plan Commission recommended for approval at its December 4, 2019 Plan Commission Meeting.

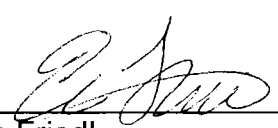
PLAN COMMISSION

By: _____


Emily McFarland,
Plan Commission Chair

ATTEST:

By: _____


Elissa Friedl,
City Clerk/Treasurer

ACKNOWLEDGEMENTS

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Steve Board
Sherry Cira
Tony Arnett
Jacob Maas, Zoning & Floodplain Admin. (Non-voting)
Mike Slavney (Non-voting)
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EXECUTIVE SUMMARY

2040 Vision Statement

OPPORTUNITY RUNS THROUGH IT.

Halfway between Madison and Milwaukee, with the Rock River coursing through its historic downtown, the City of Watertown is an ideal – and idyllic – location for companies and people looking for a place where family and fellowship still matter. Here, residents cherish history and tradition, but also see a community full of opportunity and possibilities. Watertown citizens know the value of an excellent education, the pride that comes from an honest day’s work and the importance of a strong foundation guided by a moral compass.

Overarching Plan Recommendations:

Agricultural Resources

- Direct growth into municipal service areas and support compact development patterns
- Encourage clustering of agricultural processing industries
- Promote marketing of farm products and continue to incorporate community gardens within the City

Natural Resources

- Protect environmental corridors through fostering a compact, mixed-use development pattern
- Continue progressive erosion control and stormwater management practices
- Link natural area preservation with recreational opportunities

Historic and Cultural Resources

- Support local events and attractions
- Continue to promote historic preservation

Community Character and Design

- Continue to regulate signs
- Preserve and protect community entryways, community corridors, and special areas in the City

Land Use

- Review land divisions in the City’s Extraterritorial Jurisdiction and work with neighboring jurisdictions to protect environmental corridors and agricultural lands
- Don’t extend sanitary sewer or public water into agricultural areas
- Require grading and stormwater management plans for all new development
- Promote high-quality design in any new multi-family, mixed-use, commercial, and industrial development, traditional neighborhood development, and interconnected neighborhoods.
- Facilitate smart growth by utilizing opportunities for redevelopment throughout the city



Transportation

- Facilitate the implementation of multi-modal transportation options through the interconnection of pedestrian, bicycle, and vehicle facilities
- Continue to upgrade existing roadways
- Prepare for transportation technology changes

Utilities and Community Facilities

- Implement the Park and Open Space Plan
- Develop a City-wide 5-year Capital Improvement Plan
- Continue to work with the School District to plan for future facilities

Housing and Neighborhood Development

- Support affordable housing and foster housing rehabilitation and reinvestment
- Foster new entry-level workforce housing in the City
- Encourage new smaller residential lot sizes

Economic Development

- Focus investment downtown and along the Rock River
- Help retain and expand existing businesses, while also actively attracting new diverse businesses to the City
- Encourage redevelopment of brownfield sites

Intergovernmental Cooperation

- Continue to work with both Jefferson and Dodge Counties and the state on future planning initiatives
- Promote regional planning initiatives
- Continue intergovernmental agreement discussions with neighboring jurisdictions



1 INTRODUCTION



ONE: INTRODUCTION

Situated on the edge of Jefferson and Dodge Counties and nestled in the great bend of the Rock River, Watertown is known for its German heritage, rich productive farmland, and a strong industrial and commercial base. Watertown's abundant community and cultural assets have made the City a popular place to live, work, play, visit, and learn.

Watertown is a full-service city with a mix of housing types for community members of all ages and income levels. The City's vibrant and historic downtown was selected for inclusion into the national Main Street program, which has continued to drive interest in economic development activities downtown and throughout the community.

The City also boasts an extensive community and neighborhood park system that is utilized by families, community members, and nature enthusiasts alike, but the popular Aquatic Center at Riverside Park is the highlight of the City's park system. Watertown is also known for its excellence in education and is home to the first kindergarten in the U.S. The City's quality schools prepare students for the challenges and opportunities of the future. Perhaps Watertown's most notable asset is the friendly, energetic, and hardworking people who live here. In essence, Watertown is a city flowing with potential, offering the perfect bridge between nostalgia and modern convenience.

Purpose of this Plan

This City of Watertown Comprehensive Plan is intended to help the City guide, promote, and foster sustainable growth and development to ensure continued and enhanced community prosperity in the future. Specifically, the Comprehensive Plan will:

- Provide a vision for future growth and development in and around the City.
- Identify areas appropriate for development and preservation over the next 20 years.
- Recommend appropriate types of land use for specific areas in and around the City.
- Advise the "character" of development.
- Preserve natural resources and agricultural resources in and around the City.
- Identify needed transportation and community facilities to serve future population and land uses.
- Foster economic development based on the City's unique assets and opportunities.
- Direct housing and commercial investments in the City.
- Provide a framework for intergovernmental cooperation between neighboring jurisdictions.
- Offer detailed strategies to implement Comprehensive Plan recommendations.

Each chapter presents background information and the City's goals, objectives, and policies related to the given topic. These policies then become the basis for the recommendations that are presented within each chapter. The final chapter of the document, Implementation, indicates proposed strategies, projects, and timelines to ensure that the recommendations presented in this Plan become a reality.



Planning Process

This Comprehensive Plan was prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the comprehensive planning law. After 2010, only those plans containing the nine required elements and adopted under the state's prescribed procedures can legally be used to make zoning, subdivision, and official mapping decisions.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that recommendations reflect a broadly supported vision for the community. At the outset of this planning process, the Common Council adopted the City's public participation plan by resolution. Public participation opportunities included:

- Community Visioning Workshop
- Key Stakeholder Focus Groups
- Resident involvement at Plan Commission meetings
- Draft Plan Open House
- Public Adoption Hearing

The effort put forth to produce the City of Watertown Comprehensive Plan reflects the dedicated commitment of involved residents, the Plan Commission, Common Council, and City Staff.

Plan Adoption Process

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

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

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



Selection of the Planning Area

State statutes enable the City to plan for those areas that bear relation to the City's development. The area that will be the subject of this Comprehensive Plan includes all lands currently within the City of Watertown's municipal limits and the unincorporated areas within the City's extraterritorial jurisdiction (ETJ). An ETJ generally expands three miles from the boundaries of the City, or as set by agreements between the City and its neighboring jurisdictions. Except for where such agreements preclude expansion, the ETJ expands automatically as annexations occur. This Plan considers and makes recommendations for areas beyond the current ETJ limits, acknowledging that as the City grows, its ETJ will grow commensurately. In addition to planning, the City's ETJ authorities include reviewing subdivisions, enacting extraterritorial zoning, and implementing an official map.

The City's 2019 ETJ extended into six towns, including those that were not currently adjacent to the City limits. These include the Towns of Emmet, Lebanon, Ixonia, Milford, Shields, and Watertown. The planning area is illustrated in Map 1.

General Regional Context

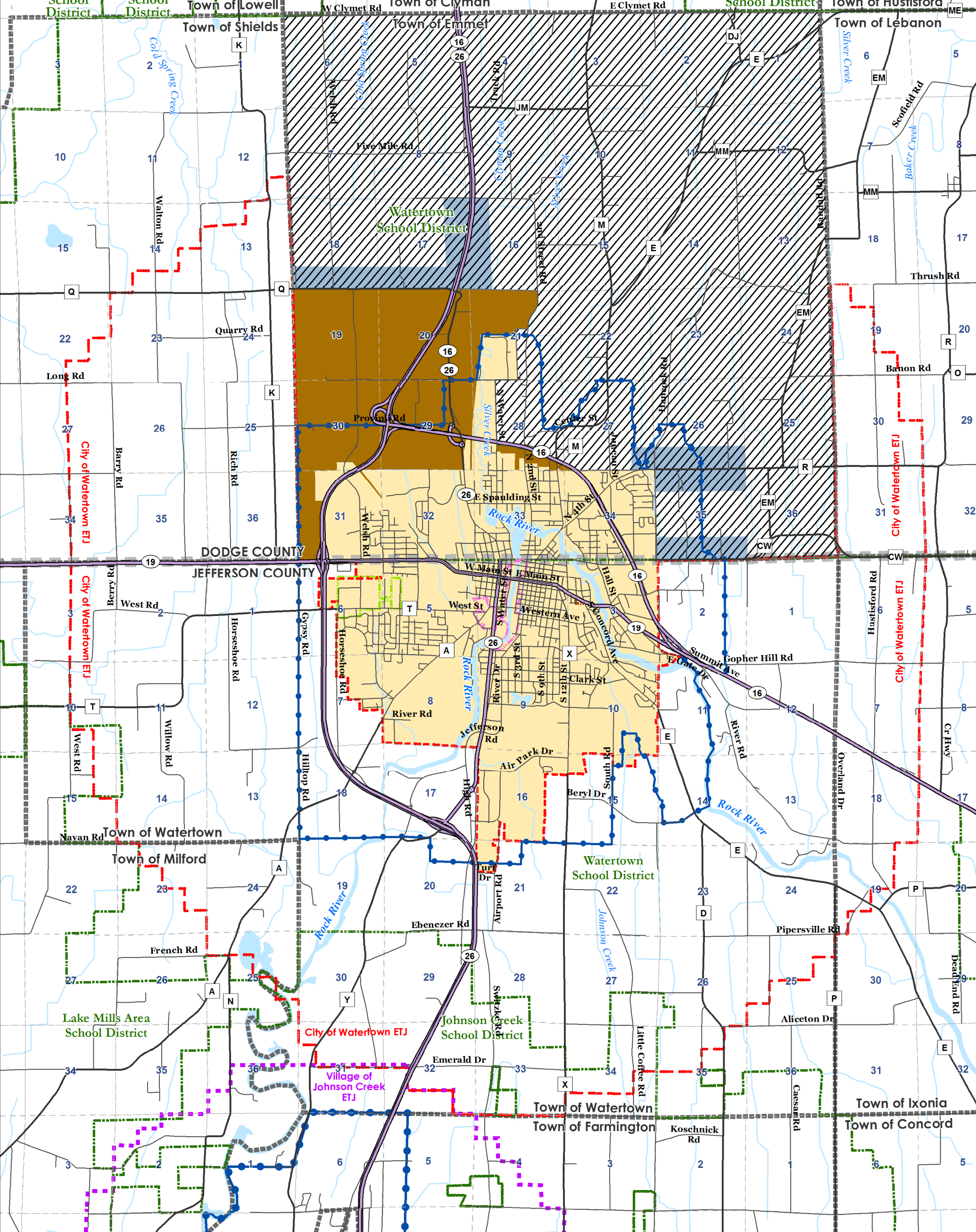
Map 1 shows the relationship of the City of Watertown to neighboring communities in the region. The City is uniquely situated in Southern Wisconsin as it borders both Jefferson and Dodge County, approximately halfway between the most populated two metropolitan areas in the state, Madison to the west and Milwaukee to the east. In addition, the City is located along State Highway 26 which connects to U.S. Highway 151 and the Fox River Valley to the north and the Rock River Valley communities of Johnson Creek, Jefferson, Fort Atkinson, Milton, and Janesville to the south.

The City of Watertown has been and will continue to be influenced by the natural, cultural, and economic conditions of the surrounding communities, counties, and region. Understanding these influences is an important part of identifying the opportunities and challenges that the City will face over the next 20 years.

As noted, the City of Watertown is located within a short driving distance of several major regional employment, shopping, cultural, and entertainment destinations. Approximately one hour to the east, the Milwaukee metropolitan area offers many amenities and destinations including: employment, health care, education, shopping, and entertainment. Additionally, Madison is located just one hour west of Watertown. The State's capital also has many large employers, health care facilities, educational institutions, shopping destinations, and entertainment options.

The City is also served by regional freight rail service provided by the Wisconsin & Southern Railroad Company with a line passing from Madison through Sun Prairie, Deansville, Waterloo, Hubbleton, and ending in Watertown. This regional rail service connects cities throughout south central Wisconsin and northern Illinois. Watertown is also located on the existing Amtrak route between Milwaukee and the Twin Cities.

Overall, Watertown's access to the greater southeastern Wisconsin region provides numerous economic, social, and cultural benefits to the City. The combination of small-town character and access to urban employment, education, health care, and amenities make the City an attractive place to live and locate a business. The following chapters focus on strategies to capture and balance the benefits presented by these local, regional, and national influences.



Jurisdictional Boundaries

Map 1

- City of Watertown Comprehensive Plan**
- City of Watertown
 - County Boundary
 - Town Boundary
 - Section w/Section Number
 - Watertown Extraterritorial Jurisdiction (ETJ) Boundary
 - Johnson Creek ETJ Boundary
 - Urban Service Area Boundary
 - State Highway
 - County Highway
 - Local Road
 - Railroads
 - Surface Water

- City of Watertown/Town of Emmet Intergovernmental Agreement**
- City Growth Area
 - City Periphery Areas
 - Town Growth Area
- Special Districts**
- School District Boundary
 - Tax Increment Financing District 4
 - Tax Increment Financing District 5
 - Tax Increment Financing District 6

Date Updated: 7/1/19
Source: ESRI, City of Watertown, Counties of Dodge & Jefferson LIO

THE CITY OF WATERTOWN
Opportunity runs through it.

Miles
0 0.5 1 2

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

2 ISSUES AND OPPORTUNITIES



TWO: ISSUES AND OPPORTUNITIES

The purpose of this chapter is to identify potential issues and opportunities that will affect the future of Watertown. The chapter explores existing conditions, local and regional data, large-scale trends, and public participation feedback gathered throughout the planning process. Overall, it provides an overview of the various factors, trends, ideas, and influences that can inform change within the City.

Key Issues and Opportunities

- The City’s demographics are shifting, and people’s preferences are changing. This presents an opportunity for Watertown to grow, evolve, and adapt.
- Watertown and much of the communities in the Rock River Valley have experienced very little growth over the past 10 years while experiencing significant growth in the two decades prior. Due to this variability, multiple population projections were calculated, and it is projected that over the next 20 years the City’s population could grow anywhere from 0 to 5,500 new residents.
- As large rain events become ever-more-common, future water resource planning will focus on meeting EPA designations, educating the public, integrating water quality standards into all future development, fostering long-term sustainability, and preparing for climate adaptation.
- With recent cultural, demographic, and political shifts, the negative self-image held by some individuals in the community is being slowly shifted with the help of renewed interest in the community, City functions, and overall civic engagement.
- As with many cities that have historic or older buildings and housing stock, the issues of blight, deterioration, dilapidation, and absentee ownership have been exasperated by the slow economic recovery after the Great Recession over the past decade. This has provided a significant number of redevelopment and infill development opportunities.
- The on-going cost of maintaining and improving the City’s infrastructure moving forward will require the development of creative solutions over the coming years as the City continues to evolve and grow.

Data Analysis

Since 1970, the City of Watertown has experienced a moderate increase in population growth. Figure 1.1 compares the City’s population trends over the past 40 plus years with neighboring communities, the state, and Jefferson and Dodge Counties. Between 2000 and 2010, the City experienced a 10% percent increase in population. However, after the 2008 economic downturn and subsequent stagnant recovery, Watertown’s population has flat lined. This trend matches almost all other surrounding communities that also experienced significant growth between 2000-2010, and very little following. Some have even seen negative population trends since 2010. Overall, most of Southern Wisconsin has experienced very little residential growth over the past decade, outside of the Madison and Milwaukee metropolitan areas.

Figure 2.1: Population Trends

	1970	1980	1990	2000	2010	2017	Change 2000-10	Change 2010-17
City of Watertown	15,683	18,113	19,142	21,598	23,861	23,730	10%	-1%
City of Fort Atkinson	9,164	9,785	10,213	11,621	12,368	12,470	6%	1%
City of Lake Mills	3,556	3,670	4,143	4,843	5,708	5,796	18%	2%
City of Waterloo	2,253	2,393	2,712	3,259	3,333	3,341	2%	0%
Village of Johnson Creek	790	1,136	1,259	1,581	2,738	2,890	73%	6%
Town of Emmet	1,050	1,089	1,014	1,221	1,302	1,202	7%	-8%
Town of Ixonia	2,324	2,905	2,789	2,902	4,385	4,471	51%	2%
Town of Lebanon	1,278	1,518	1,630	1,664	1,659	1,655	0%	0%
Town of Milford	1,129	1,066	1,007	1,055	1,099	1,133	4%	3%
Town of Shields	602	584	500	554	554	492	0%	-11%
Town of Watertown	1,671	1,921	1,840	1,876	1,975	2,010	5%	2%
Dodge County	69,004	75,064	76,559	85,897	88,759	87,833	3%	-1%
Jefferson County	60,060	66,152	67,783	75,767	83,686	84,538	10%	1%
Wisconsin	4.4 million	4.7 million	4.8 million	5.3 million	5.6 million	5.7 million	6%	1%

Source: U.S. Census Bureau, 1970-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Since there have been such dramatic fluctuations in the market over the past 30 years, multiple time horizons have been used to calculate future population out to 2040. The following projections are simply an estimation of potential future population, used to provide elected officials, City Staff, and the public with another tool to help guide planning and decision making moving forward.

Figure 2.2: City of Watertown Population Projections

	2010*	2017**	2020	2025	2030	2035	2040
Compounded Growth 1990-2017 (2)	23,861	23,730	24,392	25,538	26,737	27,992	29,306
Compounded Growth 2000-2017 (2)	23,861	23,730	24,146	24,855	25,585	26,337	27,110
Compounded Growth 2010-2017 (2)	23,861	23,730	23,674	23,582	23,489	23,397	23,306
Linear Growth 1990-2017 (1)	23,861	23,730	24,259	25,142	26,024	26,906	27,789
Linear Growth 2000-2017 (1)	23,861	23,730	24,106	24,733	25,360	25,987	26,614
Linear Growth 2010-2017 (1)	23,861	23,730	23,674	23,580	23,487	23,393	23,300
WisDOA Population Projection***	23,861	-	25,425	26,565	27,390	27,850	27,960

*Source: U.S. Census Bureau, 1990-2010 Census.

**Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

***Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.

2. Extrapolated based on the average annual percent change over the given years.

These projections were derived using a variety of methodologies:

- **Compounded Percentage Rate 1990-2017, 2000-2017, and 2010-2017.** These estimations are determined utilizing the annual average percentage change over the time period and extrapolating that rate forward to 2040. The average annual percentage change for the three time periods ranged from no change to 1% growth.
- **Linear Growth Rate 1990-2017, 2000-2017, 2010-2017.** This set of projections were calculated using the average annual population change over the time period and projecting that rate forward to 2040. The average annual population change for the various time periods ranged from no change to 176 new residents per year.
- **Department of Administration (DOA) Projection.** In 2013, the State Department of Administration forecasted population change for all communities in Wisconsin based on 2010 U.S. Census data. While the data used is somewhat dated, the projections are still relevant because of the City’s stagnant population over the past decade.

Based on this methodology, its projected that the City of Watertown’s population will be between 23,300 – 29,300 in 2040, an increase of 0 – 5,576 residents. Considering the wide range of population growth scenarios, the City will use the linear growth rate projection between 2000-2017 to calculate future households and land use. The 26,614 projected 2040 population was chosen because it represents both pre- and post-Recession trends but is also more modest, and likely more representative, than many of the other projections calculated. To note, the previous comprehensive plan’s projected 2030 population was 29,115, which far exceeds this plan’s 2030 population projection of 25,360. The difference is a result of the stagnant population trends experienced in the City since 2009.

Figure 2.3 compares the age distribution of Watertown’s population between 2000-2017 to neighboring communities, the state, and Jefferson and Dodge Counties. Age distribution is an important factor when considering the future demands for housing, schools, park and recreational facilities, and the provision of social services.

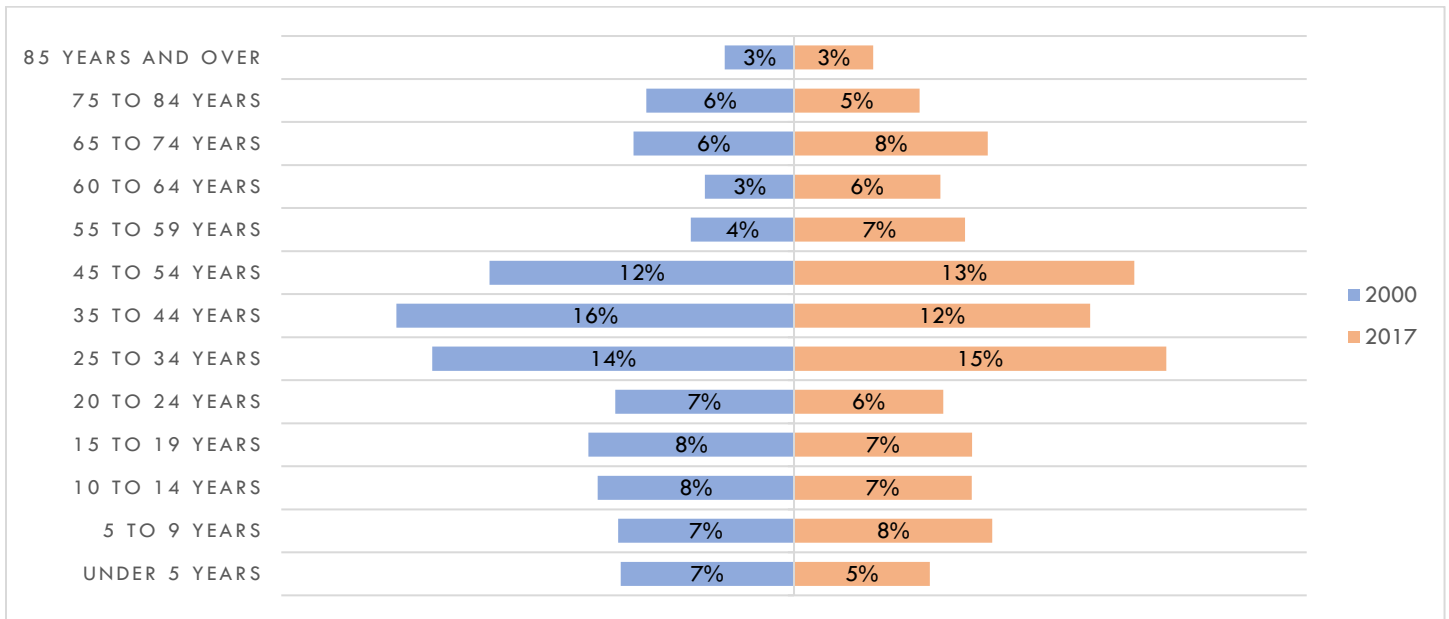
Overall, the City’s population is slightly younger than the surrounding townships and very similar to the other surrounding cities and villages. The City’s median age rose from 35 to 38 years old over the 17-year time period. This matches the City’s population under 18 years old decreasing and its population over 65 years old increasing during that same time period. Unsurprisingly, Watertown’s figures match the national aging population trends. Over the next 20 years, an increasingly older population will present both potential opportunities and issues for the City. Because of this, the topic is highlighted throughout the plan.

Figure 2.3: Age and Gender Distribution, 2000-2017

	Median Age			Under 18 Years Old			Over 65 Years Old		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
City of Watertown	35	36	38	26%	26%	24%	15%	15%	16%
City of Fort Atkinson	36.5	38	39	24%	24%	25%	15%	15%	16%
City of Lake Mills	36	37	41	27%	25%	25%	15%	14%	15%
City of Waterloo	35	38	37	27%	26%	23%	11%	12%	14%
Village of Johnson Creek	32	38	35	27%	24%	26%	10%	15%	10%
Town of Emmet	37	45	47	28%	22%	17%	9%	16%	19%
Town of Ixonia	38	38	38	25%	26%	24%	10%	12%	14%
Town of Lebanon	38	44	47	26%	21%	19%	14%	17%	21%
Town of Milford	40	44	48	26%	21%	16%	14%	16%	16%
Town of Shields	39	46	50	28%	20%	16%	10%	17%	20%
Town of Watertown	39	44	45	25%	23%	22%	11%	16%	20%
Dodge County	37	41	42	25%	22%	21%	14%	15%	16%
Jefferson County	37	38	40	25%	24%	22%	13%	13%	15%
Wisconsin	36	39	39	25%	24%	23%	13%	14%	15%

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.4: Watertown Population Pyramid, 2000-2017



Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.5: Race and Ethnicity, 2000-2017

	2000	2010	2017
Race			
White	96%	94%	92%
African American	0.3%	0.8%	1.50%
American Indian	0.4%	0.3%	0.10%
Asian	0.6%	0.8%	0.70%
Other	1.7%	2.7%	1.50%
Ethnicity			
Hispanic or Latino	5%	7%	8%

Source: U.S. Census Bureau, 2000 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Many small- to medium-sized municipalities throughout Southern Wisconsin have steadily experienced a demographic shift over the past 20 years, a growing Hispanic and Latino population. Since 2000, Watertown’s Hispanic or Latino population has nearly doubled from 5% to 8% of the total population. The City must be cognizant and embrace the new diversification of the population over the next 20 year through continuing to recognize potential barriers, increasing inclusiveness, and striving to provide equitable services.

Figure 2.6: Poverty Rate, 2000-2017

	2000	2010	2017
Population over 16 Unemployment Rate	3%	9%	6%
Families in Poverty	5%	9%	10%
Individuals in Poverty	7%	11%	12%

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Another trend that must be addressed is the increasing number of individuals and families in poverty. The 2008 Recession effected Watertown’s economy and the stagnant recovery since has played a part in these figures increasing. Nationally, the same poverty trends are taking place as the income inequality gap continues to get larger, wages stay stagnant, and student debt rises. It will be important for Watertown to consider this trend when adding or revising services in the future.

Figure 2.7 presents household characteristics for the City of Watertown. Compared to neighboring cities and towns, the average value of a home in the City of Watertown is the lowest, outside of the City of Waterloo. This is typical of the relationship between cities and neighboring towns, where larger lots in the towns facilitate the construction of larger homes and where older, smaller, and lower valued houses are in shorter supply. When compared to the Counties and state, the value of a home is also lower in Watertown. It is important to note, that all comparable communities experienced a substantial increase in the median home value between 2000-2010, but almost all have had decreases since. This is a very common trend throughout Wisconsin and many parts of the Midwest with the slow economic recovery post-Recession.

Average household size is also another good metric that can be used to evaluate housing needs and preferences, in addition to land use demands in the future. Much like many surrounding communities and the nation as-a-whole, Watertown has seen a decrease in average household size since 2000. This is in part due to the increase in the aging population, people waiting longer to start a family, and overall changing lifestyle preferences. This trend is important to consider moving forward.

Figure 2.7: Household Characteristics Comparison

	Total Housing Units			Average Household Size			Median Value of Owner-Occupied Units		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
City of Watertown	8,330	9,745	9,893	2.6	2.5	2.4	\$110,200	\$162,900	\$146,900
City of Fort Atkinson	4,983	5,429	5,285	2.4	2.36	2.42	\$111,200	\$153,500	\$149,500
City of Lake Mills	2,065	2,776	2,612	2.5	2.42	2.54	\$125,800	\$185,900	\$176,000
City of Waterloo	1,293	1,409	1,412	2.6	2.5	2.6	\$119,000	\$163,500	\$140,700
Village of Johnson Creek	659	1,118	1,142	2.5	2.6	2.6	\$122,200	\$182,300	\$189,100
Town of Emmet	432	488	521	2.95	2.77	2.58	\$142,500	\$233,700	\$222,300
Town of Ixonia	1,082	1,689	1,806	2.77	2.62	2.66	\$151,100	\$234,300	\$222,200
Town of Lebanon	631	648	688	2.73	2.33	2.61	\$130,600	\$219,700	\$202,700
Town of Milford	411	436	526	2.7	2.9	2.33	\$116,800	\$226,600	\$239,800
Town of Shields	203	224	201	2.8	2.43	2.5	\$128,600	\$224,400	\$218,500
Town of Watertown	715	745	800	2.72	2.52	2.53	\$138,500	\$223,200	\$226,100
Dodge County	33,672	36,782	37,552	2.56	2.41	2.45	\$105,800	\$155,900	\$156,200
Jefferson County	30,092	35,147	35,294	2.6	2.5	2.5	\$123,800	\$182,500	\$177,500
Wisconsin	2,321,144	2,624,358	2,649,597	2.5	2.43	2.4	\$112,200	\$169,000	\$169,300

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.8 and 2.9 compares various characteristics associated with housing, such as vacancy rates, owner occupancy rates, and average renter versus homeowner costs. The City of Watertown has a significantly lower percentage of owner-occupied homes than the surrounding jurisdictions and a lower vacancy rate than many of the comparison communities. This is reflective of the fact that Watertown’s population is larger and its housing stock is more diverse than most other communities in the region. Watertown also has generally lower average renter- and owner-occupied costs compared to the surrounding communities. However, it is important to note that the median gross rents have increased since 2000 at a much higher rate than median monthly owner-occupied costs. This trend is partially a result of the combination of low vacancy rates and lack of new housing construction over the past decade. Together, these trends have affected the affordability of housing in the City.

Figure 2.8: Housing Characteristics Comparison

	Percent Owner-Occupied Households			Percent Housing Units Vacant		
	2000	2010	2017	2000	2010	2017
City of Watertown	63.5%	64%	59%	3.7%	7%	4%
City of Fort Atkinson	64%	63%	63%	4.5%	5.6%	4.7%
City of Lake Mills	68.9%	62%	56%	6.8%	12%	12%
City of Waterloo	71.7%	66%	73%	3.9%	10%	5%
Village of Johnson Creek	66.7%	70%	72%	5.3%	7%	4%
Town of Emmet	80%	89%	86%	3%	2%	12%
Town of Ixonia	82.4%	79%	76%	3.2%	7%	7%
Town of Lebanon	84.6%	87%	87%	3.3%	7%	8%
Town of Milford	87.5%	91%	81%	4.9%	6%	7%
Town of Shields	85.9%	88%	92%	2.5%	6%	2%
Town of Watertown	89.6%	92%	89%	4.3%	3%	1%
Dodge County	73.4%	74%	70%	6.7%	8%	10%
Jefferson County	71.7%	72%	70%	6.3%	9%	8%
Wisconsin	68%	70%	67%	10%	12%	13%

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.9: Housing Characteristics Comparison

	Median Gross Rent			Median Monthly Owner-Occupied Costs (with a mortgage)		
	2000	2010	2017	2000	2010	2017
City of Watertown	\$563	\$743	\$803	\$1,001	\$1,426	\$1,246
City of Fort Atkinson	\$549	\$689	\$803	\$1,056	\$1,394	\$1,307
City of Lake Mills	\$588	\$740	\$967	\$1,160	\$1,563	\$1,420
City of Waterloo	\$581	\$637	\$698	\$1,141	\$1,572	\$1,494
Village of Johnson Creek	\$683	\$811	\$904	\$1,103	\$1,509	\$1,607
Town of Emmet	\$655	\$1,016	\$925	\$1,229	\$1,750	\$1,726
Town of Ixonia	\$581	\$885	\$979	\$1,203	\$1,681	\$1,509
Town of Lebanon	\$550	\$795	\$992	\$1,113	\$1,569	\$1,551
Town of Milford	\$585	\$959	\$736	\$1,004	\$1,593	\$1,653
Town of Shields	\$631	\$1,078	\$1,031	\$1,048	\$1,819	\$1,552
Town of Watertown	\$715	\$864	\$1,036	\$1,008	\$1,571	\$1,481
Dodge County	\$528	\$704	\$769	\$984	\$1,383	\$1,309
Jefferson County	\$564	\$729	\$814	\$1,091	\$1,527	\$1,437
Wisconsin	\$540	\$713	\$813	\$1,024	\$1,433	\$1,399

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.10 presents household projections for the City through the year 2040, which was calculated using the population projections numbers used in Figure 2.2, in addition to the Wisconsin DOA average household size projections. As with Figure 2.2, multiple projections were calculated using different methods and years to provide a range of potential household totals. Based on this projection, the City may have a total of between 10,310 – 12,967 household in 2040, or 855 – 3,512 more households than in 2017. For the purposes of consistency, the chosen projection method was the linear growth rate projection between 2000-2017, the same method chosen for the City’s population projection totals. This calculation method estimates that there will be 11,776 total households in 2040 or 2,321 more than 2017. The average household size projections also tell an important story. According to the Wisconsin Department of Administration, Watertown’s average household size is projected to decrease from 2.46 to 2.26 by 2040, resulting in an increase number of projected households. This is important to consider because the City’s future housing stock will need to continuously evolve to accommodate these smaller household size options in the future.

Figure 2.10: City of Watertown Household Projections, 2010 – 2040

	2010	2017	2020	2025	2030	2035	2040	Change 2017- 2030	Change 2017- 2040
Compounded Growth 1990-2017	9,187	9,455	10,292	10,913	11,574	12,277	12,967	2,119	3,512
Compounded Growth 2000-2017	9,187	9,455	10,188	10,622	11,076	11,551	11,996	1,621	2,541
Compounded Growth 2010-2017	9,187	9,455	9,989	10,078	10,168	10,262	10,312	713	857
Linear Growth 1990-2017	9,187	9,455	10,236	10,744	11,266	11,801	12,296	1,811	2,841
Linear Growth 2000-2017	9,187	9,455	10,171	10,570	10,979	11,398	11,776	1,524	2,321
Linear Growth 2010-2017	9,187	9,455	9,989	10,077	10,167	10,260	10,310	712	855
WisDOA Household Size***	2.46	-	2.37	2.34	2.31	2.28	2.26	-	-

*Source: U.S. Census Bureau, 1990-2010 Census.

**Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

***Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

Figure 2.11: City of Watertown Tax Rate Comparison

	Municipal Tax Rate*				Total Tax Rate*	Assessment Ratio**
	1995-96	1999-00	2009-10	2014-15	2014-15	2018
City of Watertown (Jefferson County)	6.94	6.99	7.3	9.71	23.34	0.96367
City of Fort Atkinson	7.37	6.96	6.96	7.94	22.73	1.0158
City of Lake Mills	7.96	8.16	7.11	7.64	22.11	0.9326
City of Waterloo	8.81	9.95	9.06	10.61	25.1	0.9495
Village of Johnson Creek	5	7.16	4.91	6.55	22.94	0.9757
Town of Emmet	3.91	2.33	2.31	2.57	17.24	0.86522
Town of Ixonia	3.48	3.23	2.2	2.59	16.4	0.94899
Town of Lebanon	3.8	3.87	3.21	3.44	18.31	0.99027
Town of Milford	3.53	2.87	1.06	1.64	16.39	1.10325
Town of Shields	2.25	1.53	2.73	2.85	17.63	0.98347
Town of Watertown	0.51	0.42	0.62	0.75	14.93	0.95982
Town of Ixonia	3.48	3.23	2.2	2.59	16.4	0.94899

*Source: Wisconsin Taxpayers Alliance

**Source: Wisconsin Department of Revenue

Another important data point to consider in planning for future growth and development is the city’s tax rate in comparison to other surrounding communities. Overtime, nearly every city and village tax rate in the area has increased, while most town’s rates have decreased. This is very common throughout Wisconsin. Watertown’s rate in 2014-15 was the second highest, outside of the City of Waterloo. It will be important for the City to be conscious of this rate when competing with other surrounding cities for economic development opportunities in the future.

The City’s economy has diversified over the years from being over a third manufacturing to now being nearly a third education, health, and social services. This is a significant transition for Watertown because traditionally the City has largely been a “blue collar” workforce with a history of manufacturing. This trend is not uncommon and is occurring throughout the Midwest. As Watertown’s economy continues to shift away from manufacturing and more towards education, health, and social services, it’s important to help prepare the workforce for these new types of jobs, work to retain skilled workers in those fields, and leverage the jobs in attracting new residents.

Figure 2.12: City of Watertown Labor Force Characteristics, 1990 - 2017

Occupational Group (Residents Age 16 and Older)	% of Labor Force			
	1990	2000	2010	2017
Manufacturing	36%	32%	24%	22%
Educational, health, and social services	22%	22%	24%	29%
Retail trade	14%	13%	14%	8%
Arts, entertainment, recreation, accommodation, and food services	1%	6%	7%	9%
Professional, scientific, administrative, and waste management services	5%	5%	5%	5%
Construction	5%	4%	6%	5%
Transportation, warehousing, and utilities	5%	5%	4%	4%
Wholesale trade	3%	3%	3%	6%
Finance, insurance, real estate, rental, and leasing	3%	3%	3%	3%
Other services (except public administration)	4%	3%	5%	4%
Public Administration	2%	2%	2%	3%
Information	n/a	2%	1%	2%
Agriculture, forestry, fishing, hunting, and mining	2%	1%	1%	1%

Source: U.S. Census Bureau, 1990-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 2.13: South-Central Wisconsin Employment Projections

Occupational Group	Change in Employment 2014-2024	Median Annual Wage
All Occupations	8%	\$37,880
Management	8%	\$92,072
Business and Financial	10%	\$59,529
Computer and Mathematical	26%	\$71,989
Architecture and Engineering	10%	\$66,174
Life, Physical, and Social Service	12%	\$56,408
Community and Social Services	8%	\$42,663
Legal	4%	\$65,558
Education, Training, and Library	4%	\$43,519
Arts, Entertainment, and Media	5%	\$44,236
Healthcare Practitioners	7%	\$65,279
Healthcare Support	18%	\$30,454
Protective Services	3%	\$38,051
Food Preparation and Serving	12%	\$19,645
Building and Grounds Maintenance	10%	\$22,740
Personal Care and Service	22%	\$22,612
Sales and Related	6%	\$25,516
Office and Administrative Support	1%	\$34,635
Farming, Fishing, and Forestry	1%	\$28,160
Construction and Extraction	11%	\$50,390
Installation, Maintenance, and Repair	8%	\$44,331
Production	2%	\$32,945
Transportation and Material Moving	7%	\$30,876

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development, September 2015

*South Central Wisconsin Includes: Columbia, Dane, Dodge, Jefferson, Marquette, and Sauk Counties

In 2015, the Wisconsin Department of Workforce Development calculated employment projections by occupational group for the counties of South-Central Wisconsin. While South-Central Wisconsin is a large area made up of six different counties, these projections provide a look into where the region is headed in the future. To note, some of the projected fastest growing occupations include healthcare support and personal care and service, areas that fit within the new largest occupational group in Watertown. Over the next 20 years, continuing to grow these occupations within the City will help the local economy adapt to changing demands and drive economic growth in the future.

Educational attainment is one variable that is used to assess a City’s workforce. Among surrounding communities, Watertown is approximately on average when it comes to the percentage of the population that has a high school or bachelor’s degree. Additionally, as with most of the other communities and the country as-a-whole, since 2000, educational attainment has risen in both areas. However, as the economy continues to evolve over the next 20 years, it is critically important to have a prepared and educated workforce ready to adapt to new technologies and innovations.

Figure 2.14: Educational Attainment, 2000-2017

	High School Graduates			Bachelor's Degree or Higher		
	2000	2010	2017	2000	2010	2017
City of Watertown	82%	86%	91%	16%	21%	20%
City of Fort Atkinson	87%	87%	88%	20%	24%	23%
City of Lake Mills	89%	92%	92%	27%	33%	37%
City of Waterloo	83%	88%	84%	16%	13%	19%
Village of Johnson Creek	86%	91%	94%	16%	24%	34%
Town of Emmet	88%	90%	92%	13%	21%	20%
Town of Ixonia	89%	92%	93%	17%	26%	28%
Town of Lebanon	80%	89%	89%	11%	12%	12%
Town of Milford	85%	92%	94%	16%	18%	24%
Town of Shields	81%	85%	90%	15%	18%	19%
Town of Watertown	89%	91%	93%	16%	20%	17%
Dodge County	82%	86%	90%	13%	15%	16%
Jefferson County	85%	90%	91%	17%	23%	24%
Wisconsin	85%	89%	92%	22%	26%	29%

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Public Participation Results

The Comprehensive Planning process was guided and influenced by the public, key stakeholders, City staff, Plan Commission, and City Council input. This input was gathered through a variety of methods including staff meetings, workshops, focus groups, public meetings, an open house, and formal public hearing. The following is a summary of the activities and information gathered from those events:

Stakeholder Focus Groups

In March of 2019, Vandewalle and Associates interviewed over 20 different community stakeholders, including City staff, local business owners, and community leaders. Each stakeholder brought a unique perspective on the City’s priorities moving forward. The following is a summary of what was discussed:

Most Exciting Aspects of the Last Decade

- Community projects – creation of the RDA, library and school referendums, Main Street programming, 100 block redevelopment, school district programming, fiber optic infrastructure, and facilitating affordable housing
- Culture shift – residents are saying “it’s okay to spend money”, municipal employees are easier to work with, and the political landscape is changing

Most Disappointing Aspects of the Last Decade

- Disinvestment – property maintenance throughout the city has decreased, while vacancies and blighted neighborhoods have increased
- Infrastructure – the parking situation downtown, one-way streets aren’t needed anymore, funding system isn’t working, and overall deferred maintenance

Strongest Community Assets

- Location
- Amenities – river, parks, historic buildings, school district, and Turner Hall
- Changing mentality from “its good enough”

What’s Missing in the Community?

- New development – entertainment/restaurant options, event space, hotels, market rate apartments, affordable single-family homes, and the overall lack of developers in the city
- Lacking the well trained and educated labor force needed
- Creative problem solving with development, redevelopment, infrastructure, business attraction, and public/private partnerships
- Execution of previous planning initiatives

Trends Observed Locally and Regionally

- New multi-family and mixed-use options needed in the city
- Slow the gradual decline in population and school enrollment
- Focus on business retention, don’t just be growth-oriented
- Negative perception of Watertown from some City residents
- City is a social service hub for both counties which brings with it lots of assets, but also challenges
- Still very difficult to engage the Latino community in the city

Infrastructure Assessment

- Storm sewer capacity needed
- Water system is working well – system-wide model coming soon
- Southside sewer treatment plant is at capacity
- Need for additional fire stations in the future (south and west sides)
- Utilities are ready if growth extends over the Highway 26 Bypass
- Main Street needs to be more pedestrian-friendly
- Increase green infrastructure
- Incorporate a Complete Streets policy and more interconnectedness within the bicycle network

Visioning Workshop

In partnership with City staff, Vandewalle and Associates hosted a community-wide Visioning Workshop in March of 2019. In total, approximately 30 residents were in attendance. The workshop provided an opportunity for members of the community to share their thoughts on a what Watertown’s vision for the future should be, what issues were most important to focus on, and help identify the assets and opportunities in the community. The feedback received during the workshop influenced topics throughout the plan. Below is a summary of that feedback:

Top Community Values

- Small town feel
- Safe
- People/culture/community character

Top Community Assets

- Community Facilities – parks, library, water, amenities, programming/events, and it’s a full-service city
- Location near Madison, Milwaukee, and the Interstate
- Downtown, Rock River, and river walk

Top Challenges

- Redevelopment – downtown, blight, dilapidated buildings, stagnant ownership, and location of non-profit land



- Recession recovery – industries leaving, needing to retain jobs, and lack of revenue/taxes
- Negative self-image
- Demographic shifts – aging population, changing family structure, and the ability to attract young families
- Climate change

Top Opportunities

- Incentives – TIF, subsidies, tax abatement, and other grants
- Improve infrastructure
- Leverage community assets like the Rock River, river walk, downtown, and parks
- Code enforcement/absentee owners
- Attract new residents, businesses, and visitors

Top Priorities for the City to Address (*top 3 highest priorities in a poll of all attendees)

- *Finish the river walk, library, and town square
- *Maintain and improve infrastructure – parks, streets, sanitary sewer, bike and pedestrian connectivity, more ramps on/off HWY 26, evaluate traffic patterns, and downtown parking/streetscape
- *Redevelopment – downtown, River District, 100 block, blight, absentee owners, and non-profit locations
- New development – industrial and commercial land, business recruitment, hotel/conference center, and meeting places (entertainment/restaurants)
- Government changes – aldermanic districts (add at-large), properly staffed/compensated staff, possibly a city manager/administrator form of government, and streamlining City processes
- Funding – TIF/Opportunity Zones, Wheel Tax, and public/private partnerships

Mapping Exercise

A portion of the workshop also consisted of an interactive mapping activity where attendees marked up maps of Watertown with areas that they think would be good new development or redevelopment locations, infrastructure opportunities, or future preservation areas. The results of this exercise influenced the creation of various maps throughout the plan, including the existing and future land use, community facilities, and transportation maps.

Plan Commission Meetings

In July and August of 2019, the City’s Plan Commission reviewed Draft #1 of the Plan. The meetings focused on the key updates to the document, new issues and opportunities identified, new implementation action items, and map review. Several revisions were made to both the text and maps to reflect the ideas and topics discussed with the Plan Commission.

Public Open House

On August 11th, Vandewalle & Associates held a Public Open House review of the Draft Comprehensive Plan and Park and Open Space Plan at Riverfest. The event was well attended with nearly 100 people stopping to view the maps, summary documents, and to vote on their key priorities for the future of Watertown. Many of the ideas expressed by the attendees reflected ideas or initiatives already identified in the Plan. A few of these included:

- Improve downtown activities, destinations, and property management
- Increase the connectedness of sidewalks
- Attract new high-skill and higher paying jobs to the community
- Prioritize the completion of the library
- Plan for the future of the Bethesda property



Joint Plan Commission and City Council Public Meeting

In October of 2019, a joint open-to-the-public meeting of the Watertown Plan Commission and City Council was held. Vandewalle and Associates facilitated the meeting with the goal of gaining perspective on the commission member's and elected official's priorities and opinions on Draft #2 of the Plan. Many of the same topics discussed mirrored what was heard throughout the planning process.

Public Hearing and Adoption

Later in the fall of 2019, a joint Plan Commission and City Council public hearing was held on December 4, 2019 to formally recommend and adopt the 2019 City of Watertown Comprehensive Plan Update.

Opportunities Summary

Based on the public participation results, data analysis, and other local trends, the City of Watertown has a variety of key opportunities that can be leveraged over the coming decade. Each one is overarching and is addressed throughout the plan.

Foster redevelopment, reinvestment, and new development

A combination of factors including the Great Recession and subsequent slow economic recovery, employment centers moving, and stagnant population growth over the past decade have left numerous redevelopment, infill, and new development opportunities. However, Watertown also has many assets that include its strategic location near major metropolitan cities, access to newly improved transportation infrastructure, high-level of affordability, and numerous community and natural amenities. Together, through leveraging these factors, there are opportunities to foster new development, while also redeveloping and reinvesting in core areas, especially near downtown and along the Rock River.

Overarching demographic trends

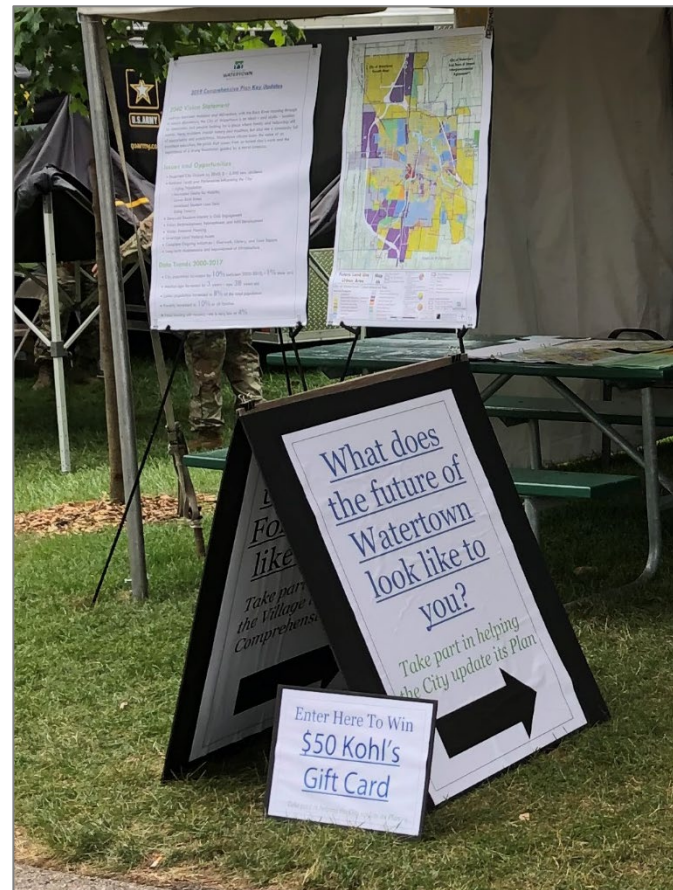
At a national, regional, and local level, large-scale demographic shifts and personal preferences are changing. This presents the City with an opportunity to adapt and change to accommodate existing and attract new residents. Some of the most influential shifts on-going include: a growing Latino population, larger numbers of individuals aged 60 and older, more people choosing to live alone and/or wait longer to start a family, people having fewer children than previous generations, increasing student debt making it harder for young homebuyers, largely stagnant wages, rising poverty levels, and a growing demand for increased housing and employment mobility.

Leverage the City's natural assets

Watertown is fortunate to be located along the Rock River, in addition to having a highly regarded park and open space network. The City recognizes these assets and the benefits it provides to residents, visitors, and employers. It is important for the City to utilize and leverage these assets to continue to make the City a desirable place to live and work, but also in attracting new residents and businesses. Additionally, there is a growing need to protect and enhance these resources through strategic planning, reinvestment, incorporation of green infrastructure, and other environmental protection methods in order to sustain the City's natural resources in an increasingly dynamic climate.

Build on the momentum

In the past decade, a growing number of local leaders have stepped up to positively drive change in the community. This is recognized throughout Watertown as an important step forward for the community. With recent referendums passing successfully, new public/private partnerships developing, and several other redevelopment projects in the works, it is seen as a time of renewed reinvestment in the community. This provides a pivotal opportunity - seize on the momentum that has been slowly building to foster a higher quality of life for residents, grow the City, and become sustainable long-term.



3 AGRICULTURAL RESOURCES



THREE: AGRICULTURAL RESOURCES

The purpose of this chapter is to identify strategies to promote and sustain local agriculture in and around the City of Watertown. This chapter contains an inventory of the City's agricultural resources; and outlines goals, objectives, policies, programs, and recommendations pertaining to preserving these valuable resources.

Agricultural Resources

Historically, wheat was Wisconsin's most important cash crop. Before it was known as "America's Dairy Land," Wisconsin was commonly referred to as "America's Breadbasket." Wheat production in the state began to decline in the mid-nineteenth century when competition arose from Iowa, Minnesota, and the Dakotas. Wheat production is also hard on the soil, and it was soon discovered that dairying was a viable alternative and a better suited agricultural venture for Wisconsin's unique soil composition and climate. It was Watertown's German immigrant families who were quick to adopt dairying as a profitable way to farm; and in 1872, the Wisconsin Dairyman's Association was founded in the City of Watertown.

Today, Watertown's local agriculture includes a mix of dairy, feeder operations, cash-crops, and muck farms. Dodge and Jefferson Counties both rank high as one of the State's leading producers of many different crops, livestock, and dairy production.

Although it is now an urbanized area, agriculture remains an important component of the City's economy and community character. Almost all surrounding land outside of the city limits is in an agricultural use, creating a stark urban to rural feel along the edges of the community and making the city a regional gathering place for agricultural-based economic activity.

Assessment of Farmland Viability

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

Map 2 depicts the locations of Class I, II, and III soils in the City's urban and extraterritorial planning area. Large areas of productive agricultural soils are present in the planning area. The predominant soil capability classes in the area are Class II and III. Class I soils comprise approximately five percent of the planning area. Class II soils account for approximately 69 percent of the total land within the City's planning area. Class III soils account for 19 percent of land within the City's planning area.

Soil suitability is also a key factor in determining the best and most cost-effective locations for new development. Because of the unique drumlin field topography in the Watertown area, soil patterns are very dispersed and irregular. However, the importance of this resource to the community, and to the region, is widely recognized. An important goal of this Plan is to help preserve the extent and integrity of this resource as long as possible, while accommodating sustainable, well-planned, high-quality, compact urban development. This could mean gradual urbanization of some areas of good soils surrounding the current urban area—particularly in areas where sanitary sewer and public water are in place or can be provided at a reasonable cost. In other areas, where the cost-effective provision of urban services is not possible, long-term agricultural preservation is called for with strict limits on non-agricultural development.



Farmland Preservation Efforts

Local farmers can participate in several state and federal programs and initiatives that are intended to preserve long-term farming activities. The Wisconsin Department of Revenue offers two important farmland preservation programs, the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program. In addition, the 2018 Farm Bill reauthorized and initiated several new federal programs to sustain farming.

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices, and provides property tax relief to farmland owners. Landowners are eligible to receive different tiers of tax credits based on farmland preservation agreements, Agricultural Enterprise Areas (AEA), or certified farmland preservation zoning districts. For more information on this program see the Wisconsin Department of Agriculture, Trade and Consumer Protection. The City of Watertown agricultural zoning designation is the Rural Holding (RH) District, which is intended to protect agricultural activities in the City and its ETJ. Only development that is solely of a rural community character is permitted within this district.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to \$10,000 of property taxes, with a maximum credit of \$1,500. Both programs are also actively being used in the towns surrounding the City.

The importance of agricultural preservation is also recognized by both Dodge and Jefferson Counties in their Farmland Preservation Plans. Dodge County's program has nearly 10,000 total active acres participating in the program. Jefferson County's program is also strong, utilizing a practice which limits the total number of parcel splits per property, effectively limiting rural residential development and protecting valuable farmland. Both Counties practice some of the most proactive farmland preservation programs and techniques in the state.

Agricultural Resources Goals, Objectives, and Policies

Goals:

1. Protect and preserve agricultural resources in the City of Watertown and surrounding area.

Objectives:

1. Protect productive agricultural lands from quasi-rural residential, commercial, and industrial development in the unsewered extraterritorial area.
2. Protect productive agricultural lands from premature development.
3. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves agricultural resources and minimizes conflicts between urban and rural areas.
4. Support the production and consumption of local foods.
5. Encourage agriculture related business activities in and around the City.

Policies:

1. Protect agricultural resources from development through the strategic use of the Zoning Ordinance, Subdivision Ordinance, and Official Map.
2. Serve, with the full array of municipal services, all new non-agricultural development on lands located within Watertown's ETJ. Unsewered urban development is strongly discouraged within the City's ETJ because large unsewered lots cannot be efficiently served with essential public services (e.g. sanitary sewer and water, storm sewer, sidewalks, high levels of police and fire service, street maintenance, parks and schools, bus routes). Unsewered development is also discouraged because it allows for scattered development and land speculation that often results in premature conversion of productive agricultural land.
3. Encourage neighboring towns to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (one dwelling unit per 35 acres) residential development, and protection of agricultural resources in areas within the City's ETJ, but outside the City limits.
4. Work with Jefferson County and Dodge County on any future updates to the Farmland Preservation Plan and both counties in their updates of the County-wide Land Use Plans.

Agricultural Resource Programs and Recommendations

Beyond the policies outlined above, the City of Watertown will work to develop programs designed to help retain Watertown's agricultural base.

Direct Growth into Municipal Service Areas

Watertown is a city that has grown in a generally compact configuration. Only in the southern portion of the City, along STH 26, has strip commercial development substantially outpaced adjacent residential development. Through strategic growth practices the City intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension.

Support a Compact Development Pattern

From time to time, development proposals for areas in towns adjacent to the City's municipal limits have advocated large-lot residential development. This type of large-lot development impedes the City's ability to provide municipal facilities in an efficient, cost-effective manner. This type of development also uses up agricultural land at a much faster rate (5 to 25 times faster) than compact development within the City.

The City will continue to promote a compact development pattern, focusing on techniques that minimize the amount of land required for additional growth such as infill development, redevelopment, traditional neighborhood development, and smaller lot sizes. In addition to helping keep development out of productive agricultural areas, a compact and sustainable development pattern will benefit regional water quality, facilitate alternative forms of transportation (e.g. walking, biking, public transportation), provide more affordable housing options, promote public health, and will be less expensive to serve with public utilities and services. In general, private well and septic residential development in areas within the long-term growth areas and the ETJ as a whole is strongly discouraged.

Encourage Clustering of Agricultural Processing Industries

Given its proximity to major population centers, Interstate highways, and a rich agricultural hinterland, Watertown is an attractive location for industries which process agricultural products for fuel, food, and other products (e.g., bio-products and pharmaceuticals). The growing number of such industries will help attract others to a growing "agricultural processing cluster." In addition to benefiting the City through jobs and tax base, such industries support a "working countryside" which increases the economic viability of area farmers, who are often their suppliers.

Promote Marketing of Farm Products

In addition to preserving land for farming, the City can be involved in efforts to ensure the economic viability of future agricultural operations. This will involve cooperating with the surrounding towns; Dodge and Jefferson Counties; UW-Extension; Department of Agriculture, Trade, and Consumer Protection (DATCP); and other public and non-profit organizations to develop markets for and identify ways to add value to local agricultural products. Some ways in which the City can contribute to these efforts include the following:

- **Farmer's Markets:** Local farmers markets provide a direct means for farmers to sell their products to the consumer, contribute to the local economy, and encourage members of the community to come together. Watertown's Downtown Farmers' Market is a direct example of this. It has helped foster connections between residents and local farmers. In fact, it is one of the more popular reoccurring events in the City that serves many roles including generating foot traffic downtown and promoting locally-sourced healthy food options.
- **Community-Supported Agriculture (CSA) programs:** A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. An abundance of CSA programs operate in southern Wisconsin, including several near Watertown and neighboring communities such as Johnson Creek, Oconomowoc, and Waterloo. The City has an opportunity to continue to advance these programs by supporting and promoting these CSA programs wherever possible. Some relatively simple approaches might be to provide information about and promote the area's local CSA programs at City Hall or local events, on the City's website, or through social media channels.



- **Restaurants:** Watertown would benefit from the establishment of restaurants, bakeries, and cafes that purchase, serve, and generally promote locally grown foods. A restaurant that offers handmade food from locally grown products would be an asset to Watertown and could also be used to market the restaurant to people who live in surrounding communities. Many farm-to-table restaurants and local food cooperatives have been established throughout southern Wisconsin over the past decade and either would be a welcome addition to the City of Watertown to help further many of the objectives throughout this plan.
- **Institutions:** Since it is necessary for many institutional uses to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of patients and students. Many local schools and hospitals continue to promote wellness through healthy food options, educational programs, and inclusion of locally sourced food wherever possible. Moving forward, it's important for these large institutions to continue these efforts within the city.

Incorporate Community Gardens

Over the past decade, several community gardens have started to immerge within the City. There are two existing gardens, one at the City Health Department building and the other at Riverside Middle School, with an additional garden also planned for the Watertown Regional Medical Center. Overall, establishing these community gardens is helping to promote consumption of local foods, which helps increase biodiversity, protect wildlife habitat, provide more stormwater infiltration, reduce energy consumption from commercial food production, and help foster local sustainability efforts. Community gardens also provide neighborhood gathering places, promote community interaction, enhance health, and promote environmental education.

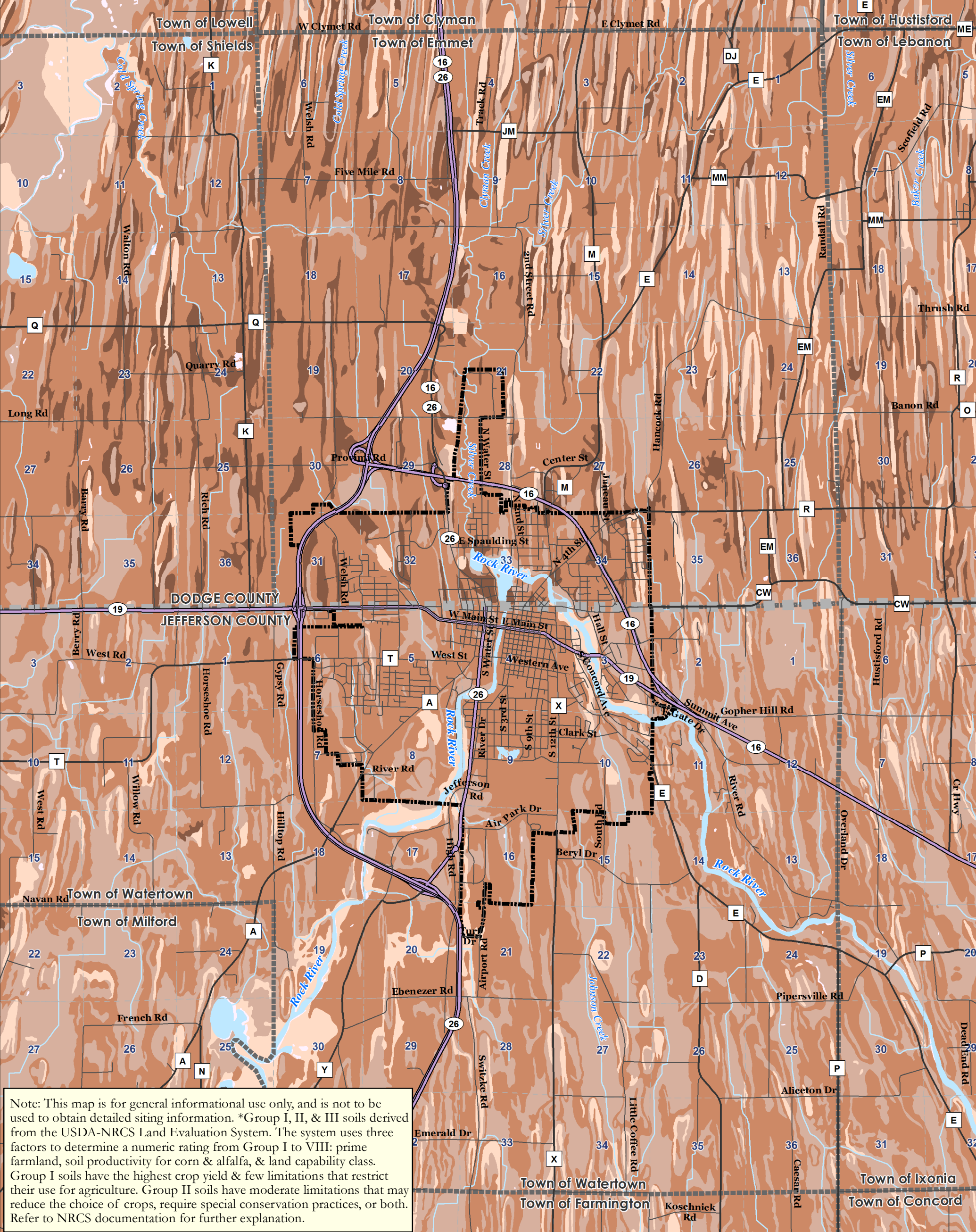


The City can continue to promote community gardening in City plans such as the Park and Open Space Plan by identifying public lands and parklands that may be appropriate sites for community gardens, through specifically addressing community gardens in the City Zoning Ordinance, and continuing to partner with local groups and organizations on their efforts to develop new community gardens.

Provide Room for Long-Term Urban Expansion

A key long-term agricultural preservation strategy is to ensure that established urban centers, such as the City of Watertown, can continue to accommodate a growing population and employment base into the long-term future. If future regional population and employment growth cannot locate in compact urban centers like the City of Watertown, it will spread to rural areas at much lower densities, resulting in increased farmland loss, greater commuting distances, and reduced public service accessibility.

As Dodge and Jefferson Counties pursue long-term agricultural preservation, the City should work to ensure that such programs allow for long-term City growth. This is especially important in regard to permanent farmland protection techniques such as Purchase or Transfer of Development Rights (PDR or TDR). Programs which propose to establish such permanently protected areas within the City's ETJ should be required to secure the City's written approval prior to any such actions.



Note: This map is for general informational use only, and is not to be used to obtain detailed siting information. *Group I, II, & III soils derived from the USDA-NRCS Land Evaluation System. The system uses three factors to determine a numeric rating from Group I to VIII: prime farmland, soil productivity for corn & alfalfa, & land capability class. Group I soils have the highest crop yield & few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Refer to NRCS documentation for further explanation.

<h1>Soil Suitability for Agriculture</h1>		<h1>Map 2</h1>	
<h2>City of Watertown Comprehensive Plan</h2>			
City of Watertown County Boundary Town Boundary Section w/Section Number Railroads Surface Water	State Highway County Highway Local Road	<h3>Soil Capability Class (Most Productive to Least)</h3> Capability Class - I Capability Class - II Capability Class - III Capability Class - IV or lower Not rated or not available	THE CITY OF WATERTOWN <small>Opportunity runs through it.</small> 0 0.5 1 2 Miles N <small>Date Updated: 7/1/19 Source: ESRI, City of Watertown, Counties of Dodge & Jefferson LIO; Soil Classes - USDA</small>
VANDEWALLE & ASSOCIATES INC. <small>Shaping places, shaping change</small>			

4 NATURAL RESOURCES



FOUR: NATURAL RESOURCES

The City's natural resource base, especially environmentally sensitive areas with respect to soils, environmental corridors, wetlands, and floodplains, are critical factors in local planning decision making. Maintenance of these, and other environmentally sensitive natural features, is important for both the visual attractiveness of the community, the integrity of the natural environment, and sustainability of the City moving forward.

Complicating matters is the fact that historical development patterns, in general, originated along the Rock River and progressed outward. As new development has been established, the existing downstream conveyance systems have experienced a growing strain and are generally undersized based on current design standards and weather patterns.

Scientific data demonstrates that on average, Wisconsin has become warmer and wetter over the past 60 years and this trend is expected to continue and increase considerably in the decades ahead. This change in climate will have a tremendous impact on not only the State's natural resources, but also individual species and people. The City will need to weigh these potential impacts when deciding how it will adapt to changes to the natural and built environment.

The purpose of this chapter is to identify strategies to preserve and protect the City's natural resources. A survey of Watertown's natural resources provides an important framework for guiding several elements of the comprehensive planning process. As a growing community, such information can help identify the most appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, and groundwater protection. This chapter contains an inventory of the City's land- and water-based natural resources and an inventory of wildlife habitat and natural areas. Additionally, included are strategies to comply with more stringent storm water performance requirements and encourage climate change-resilient infrastructure. Finally, it outlines the City's goals, policies, programs, and recommendations for natural resource preservation. Map 3 depicts the City's key environmentally sensitive areas.

Natural Resources Inventory — Land Resources

The following sections provide an inventory of the City's land-based resources.

Ecological Landscapes

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

Environmental Corridors

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. Environmental corridors provide linkages in the landscape for the movement of species and provide a natural buffer between natural and human communities. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of ecological balance and diversity.

Environmental corridors generally lie along major stream valleys, around major lakes, and in the moraine areas of southeastern Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodplains and shorelands are contained within these corridors.

Protection of environmental corridors from intrusion by incompatible land uses, and thereby from degradation and destruction, should be an essential planning objective for the preservation of open natural spaces. These corridors should be preserved and protected in essentially natural, open land uses.



Within the City of Watertown, environmental corridors are scattered throughout the planning area. The City and Jefferson and Dodge Counties have prepared environmental corridor maps using the same essential mapping criteria. All three maps and associated plans stress the importance of these areas for both environmental and community character integrity. Environmental corridors for the City of Watertown planning area are shown on Map 3.

Hilltops and Ridgetops

Important natural features that are often overlooked in comprehensive planning efforts are hilltops and ridgetops. Within the City, these are particularly noticeable north of the high school near Endeavour Drive, just east of Horseshoe Road; on the site of Luther Preparatory School, just east of Watertown Memorial Hospital; and on the east side of Horseshoe Road, south of West Street. Hilltops and ridgetops serve to define the horizon, and perhaps provide a “natural edge” for a community. Large structures constructed on top of them (including homes) tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style—and should be avoided if not compatible with the landscape.

Three important drainage divides occur within the planning area. The first is located south of the City limits and generally runs east to west. This undulating ridge is more subtle than the drumlins it links. It divides the Rock River Basin to the north from the Johnson Creek Basin to the south. A second, similar ridge is located northeast of the City limits—along the edge of the ETJ boundary. This ridge divides the Silver Creek Basin to the south and west, from the Rock River Basin to the north and east. A final, similar ridge is located northwest and west of the City. This ridge divides the Silver Creek Basin in the east from minor tributaries to the Rock River in the west. These ridgelines often serve to define cost-effective urban service expansion or sequences. This is particularly true for the two ridgelines to the north.

Metallic and Non-Metallic Resources

Two active non-metallic mining operations exist in and around Watertown. One is located to the north of the City along STH 26 and the other is a City-owned site adjacent to Brandt-Quirk Park. There are no metallic mining operations within or surrounding the City of Watertown.

Under State Statutes (Section 295.20), landowners who want to register their property as a non-metallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered non-metallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable non-metallic mining deposit cannot take effect during the registration period. Registration is effective for ten years and renewable for an additional ten years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

Soils

According to the Dodge and Jefferson County Soil Surveys, the soils within the City are of two major types: Wacousta-Lamartine-Theresa and Palms-Keowns-Milford. The Wacousta-Lamartine-Theresa soil association predominates in the vast majority of the City and planning area. This association is characterized by very poorly drained, poorly drained, and well drained soils with a silty or loamy subsoil and are underlain by silt loam, sandy loam, or gravelly sandy loam. The Palms-Keowns-Milford soil association predominates to the south and west of the City and planning area along the Rock River corridor. This association is characterized by very poorly drained and poorly drained soils that have loamy or clay-like subsoil and are underlain by silty, sandy, or clay material. This association is characterized by nearly level soils that are organic.

Steep Slopes

The planning area is predominated by gently rolling or flat areas. Steep slopes (exceeding 12 percent grade) occur very infrequently and only for very short runs. These areas are scattered throughout the City and are generally associated with waterways or drumlin systems. In general, the northern or northeastern ends of drumlins have the steepest slopes. Steep slopes are protected by overlay zoning in the City.



Topography

The topography of southeastern Wisconsin was shaped over 10,000 years ago during the most recent period of glacial activity. Landforms in the area in and around the City of Watertown are basically glacial drift features. The most notable feature is the collection of drumlins and related hills that are scattered throughout the planning area. Like drainage, these trend in north to south direction throughout the planning area. The high point in the planning area is about 940 feet above sea level on the tops of several drumlins northeast of the City. The lowest point is 780 feet southwest along the Rock River.

Woodlands and Natural Vegetation

The planning area contains scattered woodland areas. Most of these are located on the steepest slopes of the drumlins, and in lowland woodlands in inter-drumlin wetlands and along river and stream corridors. The most common species are oak, elm, and maple. This sparsely wooded condition is due to a combination of rich soils, few steep slopes, and residential development activity which tends to place high value on wooded sites. As such, the remaining woodlands in and around the City are valuable contributors to the area's character and beauty. Woodlands are protected by overlay zoning in the City.

Natural Resources Inventory — Water Resources

A community's development configuration and land use policies can have a direct impact on the quality of local water resources. While land development is inevitable and necessary to accommodate future population and economic growth, the covering of pervious surfaces and increase in vehicle traffic caused by development has adverse effects on water resources. It is important for local governments to adopt land use policies and programs that mitigate existing and prevent future water resource degradation. However, before land use planning decisions can be made, existing resources must be understood. The following section provides an inventory of the City of Watertown's water-based resources.

Rain Events

Over the past 40 years, the number of large-scale rain events and their intensity has increased. These events cause millions of dollars of damage each year all over the world. Watertown is not immune to these events. In fact, according to the Watertown Weather Station, the amount of rain received during 24-hour rain events at all larger-scale intensity levels (5, 10, 25, 50, 100, and 500-year storm events) has increased since 1980. This effects how the City plans for land use, infrastructure, transportation, and natural resources. It is important to recognize, develop strategies to address and mitigate these situations, and implement those strategies in order to improve the climate resiliency of the community as-a-whole. See more about Climate Resiliency below.

Figure 4.1: City of Watertown 24-Hour Rain Event Change Over Time

Recurrence Interval (%Change in a Year)	Time Period					% Change 1980 - 2018
	1893 - 1980	1893 - 1990	1893 - 2000	1893 - 2010	1893 - 2018	
5 Year Event (20%)	2.97 in.	3.00 in.	3.05 in.	3.14 in.	3.13 in.	5.4 in.
10 Year Event (10%)	3.82 in.	3.88 in.	3.91 in.	4.03 in.	4.02 in.	5.1 in.
25 Year Event (4%)	5.34 in.	5.44 in.	5.44 in.	5.62 in.	5.59 in.	4.7 in.
50 Year Event (2%)	6.87 in.	7.03 in.	6.97 in.	1.22 in.	7.18 in.	4.5 in.
100 Year Event (1%)	8.84 in.	9.09 in.	8.95 in.	9.28 in.	9.22 in.	4.2 in.
500 Year Event (0.2%)	15.90 in.	16.47 in.	15.96 in.	16.62 in.	16.47 in.	3.6 in.

Source: Watertown, WI Weather Station USC00478919

Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplains as areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a one percent chance of happening in any given year). The State requires local regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up and downstream property damage. In the City of Watertown, floodplains are generally located along the Rock River. Approximately 575 acres, or seven percent, of the City's area is located within a floodplain.

Flood Storage

Flood storage areas are a portion of the floodplain that acts as a natural flood storage capacity area within a watershed. The volume of runoff water expected within a watershed is the basis for how much regional flood discharge the flood storage area is capable of holding. This is included in the FEMA floodplain flood fringe area extent.

The importance of these areas cannot be underestimated because they reduce the amount and duration of flooding that occurs within the floodplain immediately downstream. The most common example of flood storage areas are wetlands, also described below. Protecting these areas and keeping them intact is important for protecting all areas downstream, especially as impervious surfaces increase and larger stormwater events occur more frequently.

Groundwater

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

The quality and availability of groundwater in Watertown is good; however, groundwater availability and quality will continue to be an important issue in southeastern Wisconsin. As population grows, water demand is expected to continue to increase in coming decades. Over-tapping of the deep wells not only threaten to deplete the aquifer, but also disturb areas of the aquifer in which natural contaminants are found in higher concentrations, such as radium, arsenic, lead, fluoride, and iron. Severe water depletion can also allow air into the aquifer which can trigger reactions in the ancient, mineral-rich water. When this occurs, compounds such as arsenic are released into the water supply. In the rural areas surrounding Watertown, a potential groundwater contaminant is nitrate-nitrogen, which can come from improperly functioning on-site wastewater systems, animal feedlots, livestock waste facilities, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris. As private well and septic systems in the rural areas outside of the City age, it is increasingly important to continuously monitor the groundwater supply and work with Jefferson and Dodge County in their monitoring of all surrounding rural areas. Additionally, as any new properties are annexed into the City, Watertown should continue to require connection to public water and sewer infrastructure in order to prevent long-term use of private utilities within the municipal boundaries.

Watersheds and Surface Waters

The City and its planning area are located within the Upper Rock River Basin. This Basin covers approximately 1,890 square miles in all or part of seven counties in south central Wisconsin. The basin is divided into 13 watersheds. The City of Watertown's planning area falls within the Middle Rock River, Johnson Creek, and the Sinissippi Lake Watersheds. The largest water features in the Upper Rock River Basin are the Rock River, Crawfish River, Beaver Dam River, Horicon Marsh, Beaver Dam Lake, Lake Sinissippi, and the Oconomowoc Lakes.

The Rock River flows through the City of Watertown. The Rock River has two main tributaries in the City—Silver Creek enters the City from the north, and joins with the Rock River on the north side of the City; and Johnson Creek starts in the Town of Watertown and joins with the Rock River south of the City, just north of the City of Jefferson. Both perennial and intermittent watercourses and drainageways are protected by overlay zoning in the City.

Water Quality

Section 303(d) of the Federal Clean Water Act requires each state to identify those waters within its boundaries which are not meeting their designated uses due to exceedance of water quality standards for any applicable pollutant. Essentially, the Clean Water Act required Wisconsin to identify which waterways are too polluted to function as originally intended. Section 303(d) also requires the United States Environmental Protection Agency (EPA) to develop Total Maximum Daily Loads (TMDLs) for all pollutants exceeding applicable water quality standards. There are currently over 1,500 water bodies on Wisconsin's 303(d) list of impaired waters.

A TMDL determines the maximum amount of pollutant that a water body is capable of accommodating while continuing to meet the existing water quality standard. TMDLs provide the framework that allow states to establish and implement pollution control and water quality management plans with the ultimate goal, as defined by the Clean Water Act, of "water quality which provides for the protection and propagation of fish, shellfish and wildlife, and recreation in and on the water wherever attainable."

The Rock River has been listed as an impaired water on the State's 303(d) list for many years. The primary pollutants of concern are excessive phosphorus and sediment concentrations which lead to nuisance algae growth, oxygen depletion, reduced submerged aquatic vegetation, water clarity problems and degraded habitat. These impairments adversely impact fish and other aquatic life, water quality, recreation and navigation. The Rock River TMDL was completed in July of 2011, addressing 62 of Wisconsin's impaired waters.



The City of Watertown's current DNR storm water discharge permit incorporates the recommendations from the Rock River TMDL study. In accordance with this permit, the City is required to develop and implement a plan to reduce phosphorus and sediment loadings in accordance with the reduced levels established in the TMDL.

Wetlands

According to the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately six percent (492 acres) of the City's total land area. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are located in the City's north end just north of 4th Street and in the southern portion of the City south of the railroad. The majority of the original wetlands have been drained for agriculture or filled for development; however, several of the complex wetland areas still remain. Remaining regional wetland complexes include Theresa Marsh, Deansville Marsh, Portland Marsh, Mud Lake State Wildlife Area wetlands, and the largest, the Horicon Marsh.

The City of Watertown's municipal code includes provisions for Floodplain and Shoreland-Wetland zoning, which regulates development within these wetland areas. The code defines shoreland as land within the following distances from the ordinary high-water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.

In addition to the City's wetland regulations, Jefferson and Dodge Counties have instituted wetland protection provisions in their codes. Jefferson County has adopted a Shoreland-Wetland Overlay District which defines wetlands as areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The purpose of the Shoreland-Wetland Overlay District is to delineate floodplains and prevent unsuitable uses from locating within those areas. The County code designates that structures maintain a minimum setback of 75 feet within this district. Dodge County has also adopted a Shoreland Wetland Overlay District as part of their Code of Ordinances that demarks a minimum setback of 75 feet from wetland areas.

Wildlife Habitat & Recreation Resources

Numerous wildlife habitat and recreational resources are located within, or are easily accessible to, the City. The following list is an inventory of such areas.

Rare Species Occurrences

According to the Wisconsin Department of Natural Resources, there are numerous occurrences of rare aquatic or endangered aquatic species in the northeastern sections of the City. Occurrences of rare terrestrial or endangered terrestrial species are located in the west and southeast portions of the Town of Watertown. Occurrences of both aquatic and terrestrial rare or endangered species are located north of the City in the Town of Emmet. Detailed information regarding the types of endangered animals, plants, and natural communities can be found at the Department of Natural Resources webpage.

Wildlife Habitat

Species of wildlife common to the Upper Rock River Basin include deer, muskrat, rabbits, and fox. Less commonly found species include beaver and otter. Bison and elk are native to the area, but have essentially vanished and are unlikely to be seen outside of wildlife farms. The Upper Rock River Basin is part of an important migratory route for many bird populations traveling up from Central and South America to nest in Wisconsin or further north. Several species also migrate from the north to spend winters in Wisconsin. The basin is also home to a wide variety of fish such as small and large-mouthed bass, northern pike, walleye, catfish, and a variety of panfish, carp, and other fish. Fish populations in the basin have been impacted by poor water quality associated with sediment and algae and changes in water levels.

State and Local Recreation Areas

Numerous state and local recreation and wildlife areas are located near the City of Watertown. The following provides a brief overview of these facilities.

The 172-acre **Aztalan State Park** is noted to be one of Wisconsin's most important archaeological sites. The Park contains an ancient Middle-Mississippian village and ceremonial complex dated between 1000 and 1300 A.D. The park consists mostly of open prairie with 38 acres of oak woods. Popular park recreation activities include canoeing, boating, and fishing.

The **Glacial Drumlin State Trail** is a 52-mile trail that runs along an abandoned rail corridor through farmlands and glacial topography between the cities of Cottage Grove and Waukesha and crosses the Rock River, just north of STH 26 near the City of Jefferson. The majority of the trail is surfaced in crushed limestone with a 13-mile section from Waukesha to the Town of Dousman paved with asphalt. The trail is open to bicyclists and pedestrians year-round, in-line skaters for most of the year, and to snowmobilers and cross-country skiers in winter. Year-round camping is available near the trail.

The **Wild Goose State Trail** is a 32-mile County-operated trail located along the western edge of the Horicon Marsh. The trail runs from the communities of Fond du Lac to Clyman Junction and is open to hikers, bicyclists, cross-country skiers, and snowmobiles.

Mud Lake Wildlife Area is located northwest of Watertown and two miles west of Richwood on Highway Q. This 2,262-acre wildlife area consists of 1,450 acres of wetland, 590 acres of upland, and 220 acres of wooded habitat. Mud Lake is open to hunting, fishing, trapping, hiking, nature study, bird watching, canoeing, and berry picking. Waterfowl hunting at Mud Lake is enhanced by a 160-acre closed area in which general hunting and trapping is prohibited during the duck hunting season.

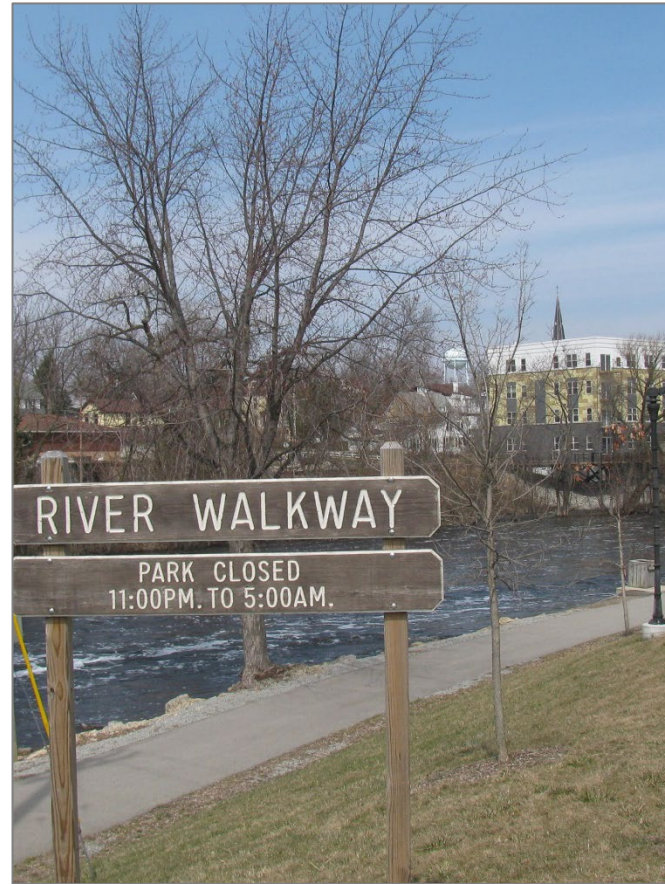
Waterloo Prairie State Natural Area is located about 13 miles west of Watertown. The park comprises approximately 4,000 acres of diverse habitats that include open water marsh, sedge meadow, fens, lowland and upland hardwoods, native prairie, and shrub carr. The property is a popular retreat for pheasant hunting, and it has also become known for deer and wild turkey hunting opportunities. Other recreation activities include trapping, hiking, cross country skiing, bird watching, fishing, and canoeing. In addition, the park provides many access points to view ducks, mink, otter, beaver, turtles, and other wildlife. On-street bike routes connect downtown Waterloo with downtown Watertown and run through the natural area.

The **Interurban Recreational Trail** is a planned hard surface multi-use trail connecting Watertown and Oconomowoc. A portion of the trail and a trailhead are expected to be completed in 2020 on the far east side of Watertown. Over the coming years, continued future expansions are planned in order to connect Watertown with the shores of Lake Michigan through the Lake County Trail in Waukesha County and the Hank Aaron Trail in Milwaukee County.

The **Glacial River Trail** runs along or near State Highway 26. It connects Watertown to:

- Johnson Creek, Jefferson, Fort Atkinson, and Milton to the south
- The Wild Goose State Trail and Fox River Valley to the north
- The Glacial Drumlin Trail (just north of Jefferson) to the east and west from Cottage Grove to Waukesha

Additional off-road multi-use path portions between Watertown and Johnson Creek were finished during the completion of the bypass.



Natural Resource Goals, Objectives, and Policies

Goals:

1. Protect natural resource features in the City of Watertown and surrounding areas.

Objectives:

1. Preserve and protect Watertown's natural resource features, including waterways, floodplains, wetlands, drainageways, groundwater recharge areas, steep slopes (greater than 12 percent), wildlife habitat, scenic vistas, and woodlands.
2. Improve water quality and reduce the quantity of storm water released from new development and redevelopment sites.
3. Account for and adapt to changing climate conditions, including the impacts of these changes on the design and performance of municipal storm water infrastructure.
4. Work with landowners and developers to encourage sustainable strategies and creative, cost effective methodologies for meeting storm water performance requirements.
5. Work with surrounding communities to encourage an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural uses.
6. Cooperate with other units of government and non-profit groups on resources under shared authority and interests.
7. Link the preservation of natural resources with passive recreational opportunities for residents and tourists.

Policies:

1. Use zoning, subdivision, and official mapping powers to protect the natural resource base from development within the City and the extraterritorial area.
2. Require new development projects to include City-approved stormwater management facilities in keeping with updates to new EPA standards and Wisconsin DNR Upper Rock River TMDL requirements.
3. Require all site plans, preliminary plats, and certified survey maps to accurately depict all environmental corridor natural resource elements (e.g. wetlands, floodplains, steep slopes, drainageways, etc.) that are found on the site.
4. Permanently protect habitat and significant natural areas through land dedication, conservation easements, or fee simple acquisition.
5. Preserve environmental corridors by prohibiting the construction of new buildings in mapped environmental corridors.
6. Consider the impact on wildlife habitat and potential locations of rare or threatened plant and animal species before approving changes in land use.
7. Limit development on soils that have building limitations, but are not within the boundaries of any environmental corridor.
8. Enhance and enforce erosion control and stormwater management standards. Emphasize the proper selection, installation, and maintenance of erosion control measures used during construction. Emphasize the use of sustainable strategies and proper maintenance for permanent, post-construction stormwater management and erosion control devices that address the quality, quantity, and temperature of water leaving any site.
9. Avoid extensive development within groundwater recharge areas and steep slope areas to protect groundwater quality, and promote on-site water infiltration where practical.
10. Site future parks in areas that forward the City's natural resource protection objectives.
11. Promote native vegetation restoration as passive recreational areas, outdoor laboratories, and open space amenities.
12. Require the cleanup of contaminated sites that threaten public health, safety, and welfare.
13. Continue to work with the DNR and Jefferson and Dodge County on future planning of bicycle routes, trails, and infrastructure to promote connectivity throughout the area.
14. Seek grants that would allow for the development and adoption of a low impact development/conservation subdivision ordinance.
15. Require Nutrient Management Plans for City owned agricultural lands.
16. Consider regional collaboration with other communities, landowners and diverse stakeholders to prioritize and target resources for the implementation of non-point source pollution criteria to reduce pollutants of concern, as identified in the Total Maximum Daily Load (TMDL) for the Rock River.
17. Develop sustainable infrastructure standards and preferred strategies so that developers understand what are acceptable for meeting water quality and quantity control objectives. The practices should focus on those that are easily maintained and have successfully performed in the City's climate.
18. Consider requiring developers to adopt a public education component for all new developments that is focused on the protection and preservation of natural resources.
19. Educate landowners and developers on storm water utility credits that are available for properties that exceed the City's storm water ordinance requirements. Consider expanding these incentives for developers whose projects implement innovative sustainable infrastructure strategies.
20. Develop and implement a plan to reduce phosphorus and sediment loadings in accordance with the reduced levels established in the TMDL.



21. Continue to pursue the climate adaption and resiliency mitigation strategies in the Jefferson County Hazard Mitigation Plan and the Dodge County Hazard Mitigation Plan.
22. Participate in the update of both the Jefferson County Hazard Mitigation Plan and the Dodge County Hazard Mitigation Plan.
23. Consider either enhancing sustainability or climate resiliency training for in-house City staff or hiring a new sustainability/climate resiliency coordinator position.

What is Sustainability?

A community can advance sustainability through a variety of strategies such as promoting comprehensive transportation networks and services; ensuring a variety of housing options throughout the community; investing in a strong economy that provides a diversity of local jobs, goods, and services; supporting well designed development that preserves high-quality farmland and complements the natural environment; seeking out opportunities to reduce non-renewable energy consumption and waste; and generally by developing comprehensive solutions to resolving complex issues.

The term sustainability refers to a community's capacity to support the long-term health and welfare of its natural and man-made environment, as well as all forms of life that depend on that environment. A sustainable community is focused not only on protecting natural resources, but also on ensuring a high quality of life for all residents. To move in the direction of sustainability, a community must recognize the interconnectedness of all things, as well as the impact their actions have on the greater region and the world.

What Is Climate Resiliency?

Watertown is not immune to the extreme weather events and natural disasters that are intensifying worldwide. Several times over the past few decade ago, the community has been hit by river flooding that has caused millions of dollars in damages. Because of events like these, it has become a necessity for governments, emergency management operations, and the population at-large to proactively prepare for these situations. Climate resiliency is essentially just that, it's the capacity for a system to maintain functions in the face of these types of situations and to adapt, reorganize, learn, and evolve from them to be better prepared in the future. This can be done through creating inventories, assessing vulnerabilities and risks, evaluating options, prioritizing strategies, long-term planning, and implementation. All over the world, cities have invested in climate resiliency plans, simulations, tools, technical expertise, and infrastructure.

To address climate resiliency, it is recommended that the City continue to coordinate with Jefferson and Dodge County and other jurisdictions on the continued implementation and eventual updates to each County's All-Hazard Mitigation Plans. Additionally, developing and implementing city-level climate resiliency plans and potentially the creation of a new sustainability or climate resiliency position to help solve these issues is also recommended. There are several Wisconsin and Midwest climate resiliency-based case studies that provide great examples of the need to be as proactive as possible in the face of potential natural disasters.

Natural Resource Programs and Recommendations

This Plan's designation of environmental corridors is consistent with the methodology employed by the Capitol Area Regional Planning Commission (CARPC) and the Southwestern Wisconsin Regional Planning Commission (SWRPC). This Plan recommends maintaining current zoning regulations to implement the preservation of Watertown's natural resources including floodplains, wetlands, woodlands, drainageways, and environmental corridors.

The City and its planning area contain many unique natural resources that will require connected, ongoing, and coordinated efforts to maintain and enhance these resources, including the following efforts:

Protect Environmental Corridors

Environmental corridors are significant elements of the natural resource base. They help create the form and character of the City. They have important environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, timber, and scenic value.

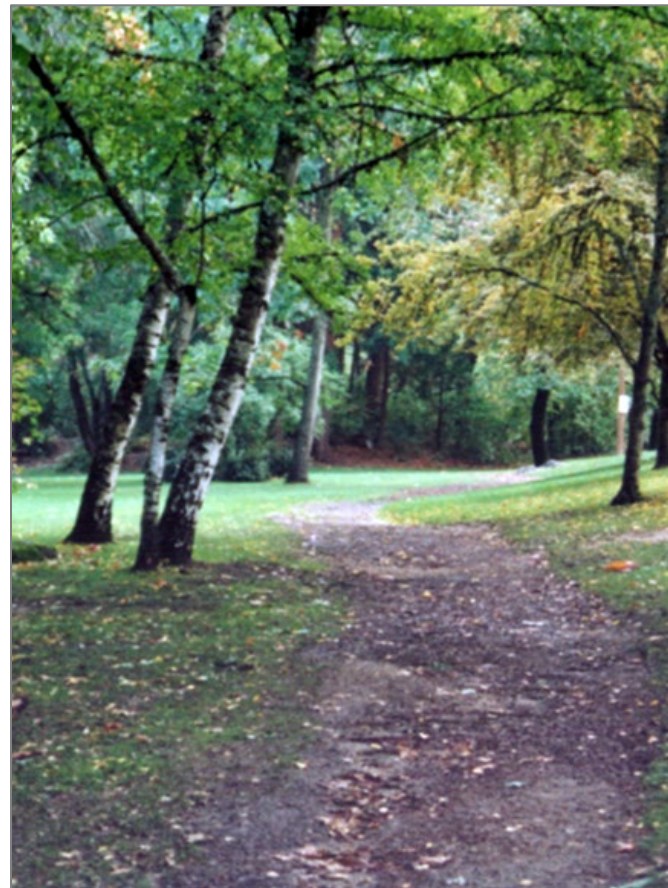
Environmental corridors represent the composite of adopted floodplain, wetland, steep slope (20 percent +), depressional areas, and drainageway and waterway buffer areas, and therefore have severe limitations for development. Minimizing development in these areas protects private property.

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

Continue Progressive Erosion Control and Stormwater Management Practices

The City will help ensure erosion control and ongoing stormwater management techniques for protection and continued improvement of its water quality. Unmanaged construction sites are one of the greatest contributors to off-site sediment runoff. Under Wisconsin law, erosion control plans are required for all construction sites over one acre in area. Erosion control techniques include silt fencing, minimizing disturbed areas, and quickly reestablishing vegetation.

Systems for ongoing stormwater management will be components of all planned new development and redevelopment areas, including subdivisions and commercial projects. Stormwater management techniques include natural drainage swales, infiltration basins, bioretention basins, permeable pavers, rain gardens, green roofs, and retention and detention basins. These techniques control the quantity and improve the quality of water run-off during storms and enhance groundwater recharge.



Stormwater Management Best Practices

- **Maximize permeable surface areas.**

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

- **Incorporate progressive construction site erosion control practices.**

Construction sites generate a significant amount of sediment run-off if not managed properly. Under current state laws, erosion control plans are required for all construction sites that are larger than one acre. The City will enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing displaced vegetation.

- **Include infiltration and retention areas.**

Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be carefully integrated into the surrounding development pattern and should incorporate native/natural edge vegetation whenever possible to ensure the aesthetic and functional integrity of the site. Other possible infiltration techniques include: rain gardens, rain barrels, green roofs, vegetated buffer strips and berms, bioswales, permeable pavers, and retention ponds.

- **Rain gardens**

A rain garden is a landscaping feature that is designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements.

- **Rain barrels**

A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden, or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground. The City may actively promote this program and provide residents with information about how and where they can purchase their own rain barrels.

- **Permeable pavers**

Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a rapidly evolving and improving technology that offers a new form of on-site stormwater management.

- **Vegetated buffer strips and berms**

Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

- **Retention ponds**

Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These are typically used in larger-scale developments or subdivisions.

- **Bioswales**

A bioswale is a small-scale combination of a detention pond and vegetate buffer stip. It is typically designed to be sloped, so that it both filters the water with through organic materials that make up the buffer, while also containing the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

Link Natural Area Preservation with Recreational Opportunities

When siting new parks and considering improvements to existing park facilities, the City will identify areas that can accommodate both active recreation (e.g. ball fields, playgrounds, courts, jogging trails) and passive recreation (e.g. picnicking, recreation trails, bird watching). Natural resource preservation areas can serve as important components of the City's overall park system, providing opportunities for outdoor education, relaxation, and exercise. Such areas also maintain and enhance the beauty of a community or neighborhood and serve a variety of ecological functions. through providing habitat for wildlife, enhancing water and air quality, and providing natural flood control. Detailed recommendations regarding future recreational facilities are included in Chapter 8: Utilities and Community Facilities.

Promote the Use of Alternative Fuel Vehicles Through Policy

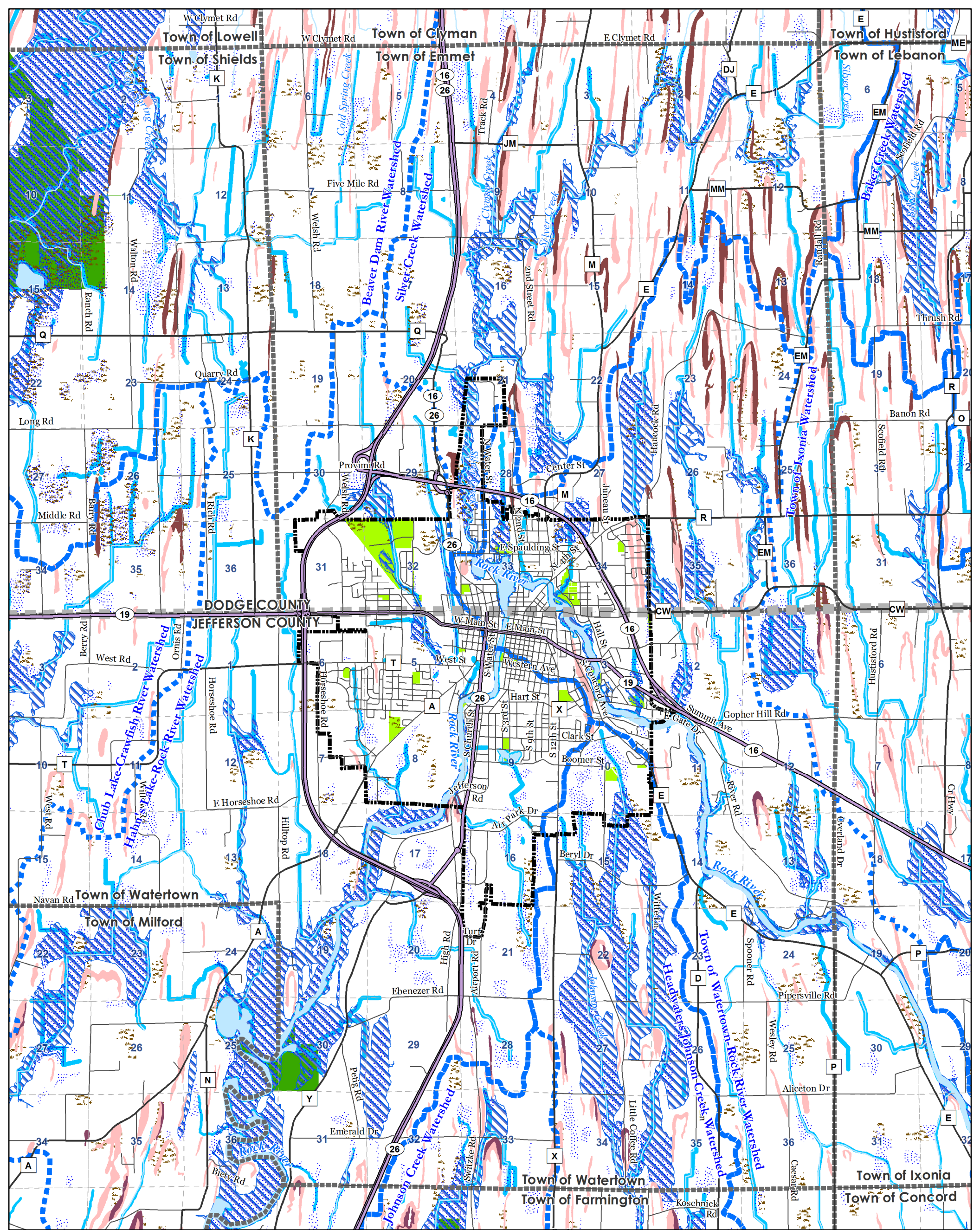
To promote energy efficiency and reduce the City's dependence on fossil fuels, the City will promote the use of alternative fuel vehicles through additions to the Zoning Ordinance and internal policies. Specifically, the City will consider:

- Requiring new multi-family or commercial developments to include electric car charging stations within their parking lots.
- Allow car-sharing spaces and electric car charging stations in public parking lots.
- Over time, conversion of the City's fleet to more energy efficient, alternative fuel models.

Foster a Compact, Mixed-Use Development Pattern

Over the next 20 years, it's critical for the City to continue to promote compact development patterns through this Plan and updated ordinances. This can be done by focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, mixed-use neighborhood and economic centers, Traditional Neighborhood Design, and smaller lots sizes. Compact development will benefit regional water quality, facilitates walking and biking, increases public health, helps keep development out of agricultural and natural areas, and is less expensive to serve with public utilities and services.
























Natural Features

Map 3

City of Watertown Comprehensive Plan

-  City of Watertown
-  Town Boundary
-  County Boundary
-  Section w/Section Number
-  State Highway
-  County Highway
-  Local Road
-  Railroad
-  Woodlands
-  Public Parks & Recreation
-  Public Conservancy
-  Surface Water

-  100 Year Floodplain (2019)
-  Drainageway (2018)
-  Watershed Boundary
-  Wetlands
- Steep Slopes**
-  12 to 20 Percent
-  Over 20 Percent





**THE CITY OF
WATERTOWN**
Opportunity runs through it.

Date Updated: 8/14/19
Source: ESRI, City of Watertown,
WisDNR, Counties of Dodge &
Jefferson LIO


Miles

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**VANDEWALLE &
ASSOCIATES INC.**
Shaping places, shaping change



5 HISTORIC AND CULTURAL RESOURCES



FIVE: HISTORIC AND CULTURAL RESOURCES

Cultural resources are the invaluable cultural and historical assets that offer a tangible connection to the history and cultural heritage of a place. Cultural resources include historic buildings and structures, archeological sites, native landscapes, and the cultural heritage that defines a community. Preservation of historical and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present, and future. This chapter inventories the City's historic and cultural resource base, in addition to providing goals, objectives, policies, programs, and recommendations for preserving Watertown's historic and cultural resources.

Historical Overview

Watertown's first known non-indigenous inhabitant, Timothy Johnson, settled the area in December 1836. He laid claim to 1,000 acres on the west banks of the Rock River and erected a log cabin for his family. Johnson chose this location for his homestead because he saw the potential power the Rock River's rapids would produce. In 1853, Watertown officially became a City with the adoption of a charter. During that decade the population flourished, particularly with an influx of immigrants of German descent, and grew to 8,512 in 1855, at which time it was the second largest city in the State. The early construction of two hydroelectric dams rooted Watertown's economy in industry, upon which it continues to be reliant today.

In 1854, the Octagon House, one of Wisconsin's most unique and popular historic landmarks, was constructed. This 57-room, eight-sided home was built by John Richards and wife Eliza. The house featured a long spiral staircase and a cistern system that provided running water to the household—a plumbing feat unheard of until that time.

In 1856, Margarethe Schurz, one of Watertown's early settlers and wife of Carl Schurz, founded the first kindergarten in the United States. The kindergarten was originally located in the Schurz's home at 749 N. Church Street. The class was eventually moved to a small frame building located on the corner of N. Second and Jones Streets. In 1956, 100 years after its founding, the building was saved from razing by the Watertown Historical Society and moved to the grounds of the Octagon House. The school house has been open to the public since 1957.

Watertown is also famed for the local practice of goose noodling; a traditional German practice which involved feeding noodles to geese several times a day. This practice produces geese with enlarged livers which ultimately are used to make pate de fois gras. Historically, this Watertown delicacy was found on the menus of Ocean Liners, cross country trains, and in restaurants as far away as New York City. This part of Watertown's heritage is memorialized by the high school athletic team name, the Goslings.



Historic Sites and Resources

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 1,745 documented buildings, sites, and structures in the City of Watertown. This list includes the John W. Cole House, the Jesse Stone House, and the American Cigar Company. Additional information about these and other historic properties is available at the Wisconsin Historical Society.

Much of the City's history is captured by the eleven properties listed on the State and National Historic Registers. These include the Hartwig Ferdinand House, Shoenicke Barn, Beals and Torrey Shoe Company Building (1904), Brandt House (1875), Chicago and Northwest Railroad Passenger Station (1903), Fuermann House (1893), Octagon House (1854), St. Paul's Episcopal Church (1859), St. Bernard's Church Complex (1872), and the Solliday House (1875). The historic registers also include five listed historic districts, which are described as follows:

- The **Main Street Commercial Historic District** was placed on the National Register of Historic Places list in June 1989. The District runs along Main Street from North Washington Street to South Seventh Street. The Main Street Program, sponsored by the National Trust for Historic Preservation, is an approach to downtown revitalization that is community-driven and advocates the return of community self-reliance, local empowerment, and the rebuilding of traditional commercial districts based on their unique assets. The economic benefits generated by the Main Street program participation include investment in infrastructure and beautification improvements, establishment of new businesses, and job creation in the community.
- The **South Washington Street Historic District** was placed on the National Register of Historic Places in November 2003. The district includes odd numbered buildings 201-309 from South Church Street to South Washington Street and from Emmet Street to West Street.
- The **North Washington Street Historic District** is representative of residential architecture in Watertown from the late 1850s through the 1920s. This District was placed on the National Register of Historic Places in 2009.
- The **Clyman Street Historic District** is a collection of 1800s and early 1900s residential architecture. It was placed on the National Register in 2015.
- **Richards Hill Residential Historic District** encompasses the neighborhood surrounding the Octagon House with several different mid 1800s and early 1900s architecturally significant homes. In 2012, it was listed on the National Register of Historic Places



Preservation of historic resources can provide economic benefits to property owners and communities. The comprehensive planning process provides an opportunity for identifying structures and areas that are worth preserving or rehabilitating and recommending strategies for doing so.

Archeological Sites and Resources

The Wisconsin State Historical Society lists archeological sites in its Archeological Sites Inventory (ASI). At this time, no archeological sites have been located in the City. These sites include cemeteries/burial sites, effigy mounds, and campsites/villages. All human burial sites, including cemeteries and Indian mounds, are protected under Wisconsin State law. The National Historic Preservation Act of 1966 requires federal agencies to ensure that their actions do not adversely affect archeological sites on or eligible for listing on the National Register of Historic Places. Archeological sites can be protected during the course of state agency activities if the sites have been recorded with the Office of the State Archeologist. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land and may not be viewed by the general public.

Cultural Activities, Recreation, and the Arts

The culture of Watertown is as diverse as the people who live here. The following is a sample of the many cultural, recreational, and artistic opportunities in and near the City. While an effort was made to identify many of the City's events and venues, this list may not be comprehensive.

- Watertown's Riverfest is an annual four-day celebration held each August at Riverside Park. Riverfest attracts over 35,000 people to the community and is known as Watertown's big summer party. The festival features multiple musical line-ups, carnival rides, a 5K run, and the Taste of Watertown. Riverfest is completely based on volunteer efforts.
- In Watertown, the local farmer's market is known as "Fair Day." The historical significance of Fair Day dates back to the 1860s. Fair Day is an outdoor market held weekly on Tuesday mornings in the Riverside Park parking lot where shoppers will find fresh produce, flowers, meat, dairy, baked goods, and crafts.
- The Octagon House, one of Watertown's most recognizable landmarks, was designed by pioneer settler John Richards and completed in 1854. This house is notable for its distinctive shape and because it is one of the largest single-family residences of the Pre-Civil War Period in Wisconsin. The house was occupied by the Richards family until 1937 when it was purchased by the Watertown Historical Society. It was opened to the public in 1938 as the Octagon House Museum and continues to be one of the City's largest tourism attractions to this day.
- The Watertown Main Street Program is a nonprofit organization dedicated to the preservation, beautification, and economic vitality of downtown Watertown. It works in partnership with downtown business owners, and the greater Watertown community to inspire reinvestment and renewal in the City's historic business district. The Main Street Program also coordinates the majority of public events and activities downtown.
- The Watertown Arts Council is dedicated to the development of creative arts and to preserve historic, cultural, and natural landmarks. Since its inception, the Arts Council has participated in numerous community involvement and beautification projects, including the production of murals in the downtown and the Rock River fountains. The Arts Council hosts an annual Arts Festival each spring in which visitors can view and purchase art.
- Watertown Public Library is one of the most important community gathering spaces in the City. It offers many different events, programs, and activities throughout the year. In 2016, a local referendum was passed to provide municipal funds for the reconstruction and expansion of the facility. However, those funds were only for a portion of the project. The library has been actively working to secure the other portion of the funds since that time. During the public participation events of this planning process, the completion of the project was one of the most discussed and highly prioritized initiatives for the next decade.
- The Watertown Senior and Community Center is also an important community space that provides 600 active members with extensive programming, a monthly newsletter, meal options, and community rooms. Its location along the river, near downtown, and adjacent to several recently completed senior housing projects, gives residents the ability to enjoy the many Watertown amenities all within a short walk of each other.
- Turner Hall, additionally located downtown, is the City's largest event space hosting private and public events, fundraisers, community group meetings, and other activities throughout the year. The venue also continuously brings visitors from all over the region into the downtown area, further driving the local economic revitalization efforts of the area.
- Riverwalk. Along the eastern bank of the Rock River running from the Milwaukee St. bridge to Main St. bridge is the Riverwalk. This path along the river bank provides a connection between the core of downtown and the Senior and Community Center. The completion of the west river bank portion of the Riverwalk was another highly rated priority by public participation event attendees heard throughout the planning process.
- Future Town Square. The Redevelopment Authority recently assembled property on the south side of the 100 block of W. Main St. to develop a Town Square. The Town Square is intended to be a central gathering space for residents and visitors, where people can meet friends and neighbors, enjoy the Rock River, listen to a concert, play in a fountain, and spend time enjoying downtown. This project is expected to be completed over the next few years.
- Social and Medical Services. The City is home to a wide variety services including county-level social service agencies from both Dodge and Jefferson counties, Watertown Regional Medical Center, and Bethesda Lutheran, just to name a few. The amount and concentration of these services in Watertown is greatly beneficial to the community-as-a-whole, its residents, and for people throughout the region.
- Civic Engagement. Over the last few years, there has been a continuously increasing level of local participation and engagement taking place in City functions. This trend is helping to foster new ideas, get more people involved, and drive change in the community. Through this restored civic engagement comes a renewed sense of self-pride in the community and increased willingness to reinvest in the City. Examples include more local events downtown, the establishment of the new groups and organizations, and the continued work in fundraising and planning for local assets like the library expansion and creation of the Interurban Trail.

Cultural Resource Goals, Objectives, and Policies

Goals:

1. Celebrate Watertown's unique history and cultural resources.

Objectives:

1. Encourage the preservation of historically and architecturally significant structures in Watertown.
2. Protect historic resources that contribute to Watertown's character, including downtown, historically significant homes, and historic neighborhoods.

Policies:

1. Support the nomination of key historic buildings in the community to the National Register of Historic Places.
2. Work with the Watertown Historical Society and Historic Preservation Commission on initiatives to preserve and celebrate the community's historic resources.
3. Support adaptive reuse of historic structures in a manner which protects their integrity.
4. Promote Watertown's historic resources as unique local and regional tourist attractions, and encourage new businesses (e.g. restaurants, bed and breakfasts) which support this attraction.
5. Continue efforts to improve and enhance Watertown's historic downtown.
6. Identify and encourage the preservation of architecturally, culturally, and historically significant structures, buildings, and sites.
7. Leverage the many cultural resources of the community in the tourism promotion of the City.
8. Support the completion of the library and Riverwalk to further enhance downtown culturally, aesthetically, and economically.

Cultural Resource Programs and Recommendations

Watertown's historic character can serve as a foundation for establishing the community as a regional tourist destination, spurring continued revitalization, and serving as focal points along the river walk and other paths throughout the community. The following recommendations directly relate to preserving Watertown's unique historic and cultural resources.

Support Events and Attractions

The community hosts a variety of events between the many different local organizations, groups, partnerships, and government agencies. The City has an opportunity to bolster community pride, cohesiveness, and sense of place by supporting these various events that highlight the history, culture, and people within the community. Through continued partnerships and support from the City, these events can generate regional interest in the community and could be used as marketing tools in attracting new residents to Watertown.

Continue to Promote Historic Preservation

Historic preservation should be considered in all planning and development activities in the community. The City's Main Street Commercial Historic District was listed on the National Register of Historic Places in 1989 and the Watertown Main Street Program works to maintain, preserve, and enhance the corridor to this day. In addition, there are several neighborhoods near the downtown area which have strong concentrations of notable and intact historic homes. The character of these neighborhoods is recognized as a strong asset to the community and an incentive for redevelopment in this area. The work of the Watertown Historical Society and Historic Preservation Commission helps protect, preserve, and revitalize historic properties throughout the community. It is important to continue partnering with these groups to maintain the historic character of Watertown long-term.

To encourage preservation projects in Watertown, economic incentive programs are available to private landowners interested in protecting their properties. These incentives help offset additional costs that may



be necessary to comply with other, more regulatory aspects of a historic preservation program. The following is a list of those opportunities:

- Property owners can qualify for a 20% Federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of the Interior has listed on the National Register of Historic Places.
- At the state level, the Wisconsin Economic Development Corporation administers an annual Historic Tax Credit Program. It allows for a state tax credit of 20% of qualified rehabilitation expenditures for income producing properties that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. However, this program can only be applied to projects exceeding \$50,000 in rehabilitation. All work must comply with federal guidelines established in the Secretary of the Interior’s Standards for Historic Building Rehabilitation.
- Another state-level tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that are certified historic or contribute to a historic district. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. Applications for both Wisconsin programs must be made to the State’s Division of Historic Preservation, where required forms and additional information can be obtained.
- At the local level, the Redevelopment Authority offers low interest loans for building rehabilitation under their Commercial Rehabilitation Revolving Loan Fund. Additionally, the Mainstreet Program offers two types of façade grants: one for smaller cosmetic projects and one for larger more comprehensive projects.

Other related opportunities include:

- Historic property owners can apply for grant funding from the Wisconsin Humanities Council’s Historic Preservation grant program. The program provides mini (under \$2,000) and major (under \$10,000) grants for projects that enhance the appreciation of important historic buildings or decorative art works. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.



6 COMMUNITY CHARACTER AND DESIGN



SIX: COMMUNITY CHARACTER AND DESIGN

“Community Character” is a term often used to describe the way a community looks, feels, and functions. A community’s character is related to much more than where land uses are located. Rather, it is a function of the relationship between the built environment, natural environment, and people who live, work, and visit the community. Cities are usually comprised of different, but ideally compatible, components (historic downtown, residential neighborhoods, employment or shopping districts, etc.) that make up their overall character.

As Watertown continues to redevelop, revitalize, and grow, the community will be challenged to maintain and enhance its “small-city” charm. Specifically, it will be important for the City to establish and enforce standards that help ensure that new development and redevelopment projects have a positive impact on the way the community looks and feels to residents and visitors. Such standards should specifically address:

- Aesthetic components of development such as architecture and building materials
- Thoughtful integration of parks, natural areas, and gathering spaces
- Preservation of attractive community entryways and historic and culturally significant features

In recognition of these more complicated challenges, progressive planning practice has evolved into the realm of truly planning, protecting, enhancing, and creating the desired character of community development. This chapter provides the basis of a comprehensive approach to community character planning. Similar to many other Chapters, implementing these recommendations requires ongoing integration of this document in daily procedures, strategic planning, and policy decisions.

Community Character Components

A wide variety of elements contribute to the creation of community character. These include:

- Geographic context
- Urban form
- Connectedness of the transportation network, accessibility, and walkability
- Density and intensity of land uses
- Building location, size, and scale
- Architecture
- Signage
- Public furnishings
- Public art
- Community spaces
- Landscaping
- Views
- Community edges and entryways

The following sections provide an inventory of Watertown’s existing community character components. Building off of these components, is a more defined and specific guide for the riverfront area that is available in the Watertown Riverfront Redevelopment Master Plan.

Geographic Context

A key element of the character of Watertown is its setting along the Rock River. The City recognizes that a clean, scenic, and accessible river flowing through the heart of the community is an important aesthetic and economic development asset. Planning and development within the community must ensure that the relation of development to surface water areas—including rivers, creeks and wetlands—emphasizes the visibility and accessibility of the water. Lacking dominant hills, extensive forests, or other prominent natural features, the character of the Watertown area is also strongly influenced by more subtle environmental corridor components such as drainageways, steep slopes, and woodlands. These too should be protected, and yet made as visible and accessible as possible.



Architecture and Urban Form

Integrating architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches, or stylistic appurtenances) should be reflected. In peripheral locations, styles should be of probable long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured.

Central Watertown clearly retains many of the charms of a historic downtown. This character is most emphasized by a combination of architectural styles ranging between 1880 and 1930, a more prominent pedestrian orientation and street configuration than other areas of the City, and a traditional urban hierarchy. Specifically, virtually all local roads in the community lead directly to the downtown area. This prominence of the central core must be maintained and enhanced. Outlying commercial centers should create characters which are well integrated, defined, and compliment the character of the community through the creation of new “City centers” or “cross-roads centers”.

The urban form in Watertown is also characterized by the outstanding architecture of the institutional uses that encircle the center of the City. These provide local landmarks and enhance the character of the community.

Connectedness of the Transportation Network, Accessibility, and Walkability

One of the most distinct features of the urban core versus the periphery is the transportation network hierarchy. In and around downtown, there is an increased level of pedestrian and bicycle orientation, accessibility, infrastructure, and interconnectedness because of the urban form, density, natural features, and traditional development patterns in comparison to the edges of the community. However, through the use of interconnected paths, trails, sidewalks, crossings, on-street facilities, and modernized traffic patterns, the overall transportation network can be greatly enhanced. All future transportation infrastructure and development should keep in mind the larger network and how to continue to increase its interconnectedness.

Building Location

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setbacks from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner.

Another related component is building orientation, which can also play a significant role in how the building fits into its surroundings. Along the Rock River, some buildings face both the river and the street, while the vast majority of them do not. Orienting all buildings along the river to face the water is a long-term priority for the City in order to enhance the feel, look, and usability of the most prominent water feature in the community.

Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Watertown is unusual in having few examples of this issue, except for older industrial buildings along the rail corridors adjacent to neighborhood areas. Proposed attached single-family (townhouse), multi-family, and commercial and industrial structures that are inconsistent with the dominant scale of surrounding buildings (of all uses) should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures

Density and Intensity

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



Public Furnishings and Spaces

The use of public furnishings (decorative landscaping, signage, benches, light fixtures, etc.) conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly, in areas with many out-of-town visitors, such investments create a festive or civilized character which encourages repeat visits. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

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

Landscaping

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

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

Transitions

The City of Watertown is blessed with a historical land use pattern that transitions from traditional single-family and limited neighborhood commercial, to (a few) urban apartment blocks, to office transition areas, to a definitive central commercial area—with an arrangement of traditional urban institutional uses. Although most of the modern development on the periphery of the community contains similar land use transitions, the subdivisions and projects that in theory create a neighborhood are in fact act in isolation from each other. This results principally because of a defensive, rather than inviting, relationship between the buildings, the sidewalk system, and the street. Very careful attention must be paid to providing an urban form which creates a clear-cut pattern of land uses that transition in a gentle, rather than abrupt fashion, and that invite, rather than repel, the pedestrian or viewer gaze across land use boundaries. The City’s zoning regulations are accomplishing these objectives.

Views

Views are the most difficult aspect of community character to address. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Watertown, certain views are essential defining elements of a neighborhood, entry experience, or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping cannot be overemphasized, as many important views are lost through ignorance as are lost consciously. Two of the most important views that should be protected within the community include along the Rock River and at the top of the small hill at Main Street and Church Street, overlooking historic downtown.



Community Edges

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

Inner Edges—Watertown has clear-cut inner community edges in several locations. The combination of views, open space features, and architectural styles or urban forms which create these edges should be recognized and protected, as these edges contribute significantly to the character of the community. These inner edges would be good locations for historically-oriented directional signage.

The inner edges of the community are shown on Map 4, and listed below:

- Highway 26 on the south edge of the developed area (near Bypass interchange).
- CTH X/S. 12th Street, just south of Beryl Drive.
- CTH E/Concord Avenue, near its intersection with CTH D.
- Highway 16, where it intersects with East Gate Drive.
- Boughton Street, just east of Highway 16.
- Highway 26 Bypass/Highway 19 interchange west of the City (near Gypsy Road).
- CTH T/West Street, near Horseshoe Road.
- CTH A/Milford Street, just southwest of the existing City limits.
- CTH Y, near the residences along the Rock River.
- CTH R/North 4th Street, near its intersection with Hancock Road.
- Near the Highway 26 Bypass/Highway 16 Bypass interchange.
- CTH M, just north of Highway 16.

Outer Edges—Outer community edges play a similar role in defining the boundaries of “Greater Watertown” (i.e. the general planning area). The recognition of such outer community edges helps to foster a sense of common destiny between the jurisdictions located within the region. This awareness is often an important early step in effective intergovernmental planning efforts. This area of “Greater Watertown” is the area in which development should be integrated into the community, allowing the community to “put its best foot forward.”

Development in this area should be of a high quality, regardless of jurisdiction, as well as marked by substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections to the rest of the community.

Community Entryways

Community entryways are associated with community edges in that the entry experience tends to begin at outer community edges and ends at inner community edges. Entryways into Watertown are unique and highly-valuable assets, which cannot be duplicated in other communities (or replaced within Watertown at other locations). Key entryways into Watertown are shown on Map 4.



Community Character and Design Goals, Objectives, and Policies

Goals:

1. Preserve and enhance Watertown’s unique features that contribute to its small-town community character.

Objectives:

1. Protect resources that contribute to Watertown’s character, including the downtown and riverfront areas, community entryways, and the historic neighborhoods.

Policies:

1. Locate the City’s largest structures along important roadways, including the STH 26 Bypass.
2. Incorporate design elements in proposed new structures for compatibility with existing structures.
3. Create small gathering spaces within any larger development.

4. Preserve and re-establish attractive entryways into the community.
5. Protect critical views through view mapping, public acquisition in fee or easement, and/or responsive site design techniques.
6. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
7. Integrate transportation network enhancements and connections into the development review process.
8. Continue to implement the recommendations and strategies outlined in the Watertown Riverfront Redevelopment Plan.
9. Require all new construction or redevelopment that is adjacent to the Rock River be oriented to both the street network and the river.
10. Pursue the establishment of wayfinding and gateway signage at key community entryways, along the river, and downtown.

Recommendations to Preserve Community Character

Prior to 2010, Watertown had enjoyed modest increases in population, development, and traffic, which had some negative and positive influences on the quality of life of the community as a whole. Under current development regulations and practices throughout the area, examples of “bad” development have been rare. Specifically, critical aesthetic components of development which are not related to the location or use of development (such as architecture, viewshed protection, or the preservation of a valued, though subtle entry experience) have largely been prevented over the last 25 years.

Even together, however, these limited endeavors cannot ensure that a community will retain its identity, that neighborhoods will remain attractive to new residents, or that aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of these more complicated challenges, progressive planning practice is finally evolving beyond project-based design review and publicly funded streetscaping projects, and into the realm of truly planning, protecting, enhancing, and creating the desired character of development. This Chapter provides the basis of a comprehensive approach to community character planning and recommendations to maintain Watertown’s unique character.

Continue to Regulate Signs

Overall, the City’s Sign Ordinance needs to be updated. In recent years, changing sign preferences, new sign technology, and U.S. Supreme Court rulings have created the need for a full rewrite of the entire ordinance. Some of the most pressing issues to address through the rewrite are:

- Establishing a content-neutral approach to sign review and enforcement
- Allowing more pedestrian-oriented/modern signage types
- Separating public art from signage
- Creating custom downtown signage design guidelines
- Orienting the community towards freestanding monument signs verses pylon signage

Preserve Community Entryways

In order to establish community character at the edges of the City, it is recommended that all unique aesthetic qualities of the community’s entryways be protected and enhanced through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting, and public furnishings. The primary entryways into Watertown are its visual “front doors.” High quality public entry signs and/or public art should also be used to formally announce entry. These entrances include:



State Highway 26 Bypass Interchanges

The Highway 26 Bypass has three interchanges that are located along the edges of the City's boundaries and are the most important entryway points into Watertown. In the long term, the City should strive to improve the entryway experience on the north, south, and west ends of the City through improved building design, landscaping, and controlled access. The Highway 26 interchanges are important components of the entryway experience. It is in both the City's and Town's interest to limit the spread of strip commercial development far to the south, north, and west. The use of Planned Office and Planned Industrial zoning can accomplish this objective – in proper combination with agricultural zoning. The most important of the interchanges is the southernmost because it is the most heavily utilized by incoming traffic to the City. Through the work of intergovernmental cooperation and agreements with the Town of Watertown, the areas around this interchange should be the prioritized properties to annex into the City to best protect it as a key gateway.

State Trunk Highway 19/USH 16

Highway 19 on the west and Highway 19/16 on the east side are increasingly important entryways to the community as commuter traffic to the Madison and Waukesha areas increases. The west edge of Highway 19 is fairly clearly defined with existing urban development. The east edge of Highway 19/16 is defined, in part, by the environmental corridors in this area. Both edges transition fairly quickly into the older sections of Watertown. Highway 16 forms a northern ring road around the City. In the long-term, it will be important that these edges maintain sharp definition, and that new development reflects historic development patterns nearby.

County Trunk Highway E

CTH E is used as a short-cut to Interstate 94 East (CTH F interchange). As such, it forms an alternative entryway into Watertown. CTH E is defined largely by a rural, riverine experience along most of its length. The entryway experience into Watertown is defined by rural residential development transitioning into higher density urban development. This area is proposed as a planned residential area with a mix of housing types. Residential developments should be designed in a manner which attempts to preserve the rural/suburban experience of the area through landscaping and possibly increased highway setbacks.

Watertown also has a number of secondary entryways, primarily along historic farm to market roads. The secondary entryways into Watertown are more subtle portals enjoyed mainly by local residents. However, as traffic increases on primary entryways, the City will likely observe increasing travel along these routes as well. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs or public art should be very low key, if used at all. The City has several secondary entryways, depicted in Map 4.

Preserve Key Vista Locations

Another important component of Watertown's community character that should be persevered are key vista locations in and around the City. Where possible, the viewsheds accompanying these vista points should also be protected and preserved. Protecting public access to these vista points and critical viewshed termini as public parks or private open space is of particular importance. These vista points include:

- On the STH 26 bypass about two miles south of the City limits, where the first view of the City is present on the northern horizon.
- On the STH 26 bypass about two miles north of the City limits, where the first view of the City is present on the southern horizon.



Protect Community Corridors

Beyond the symbolic aesthetic treatments associated with community entryway enhancements, it's also recommended that strict overlay zoning be used to carefully control the appearance and coordination of development along the following protected community corridors:

- STH 26/16 Bypass North
- STH 26 Bypass South
- STH 19 West
- CTH F Southeast

Protect and Enhance Special Areas in the City

In addition to roadway-based aesthetic entries and corridors, a variety of special areas must be recognized. These special areas should be protected through more rigorous zoning standards related to architecture, landscaping, and signage, and through the use of strict overlay zoning and careful site plan review. These areas include:

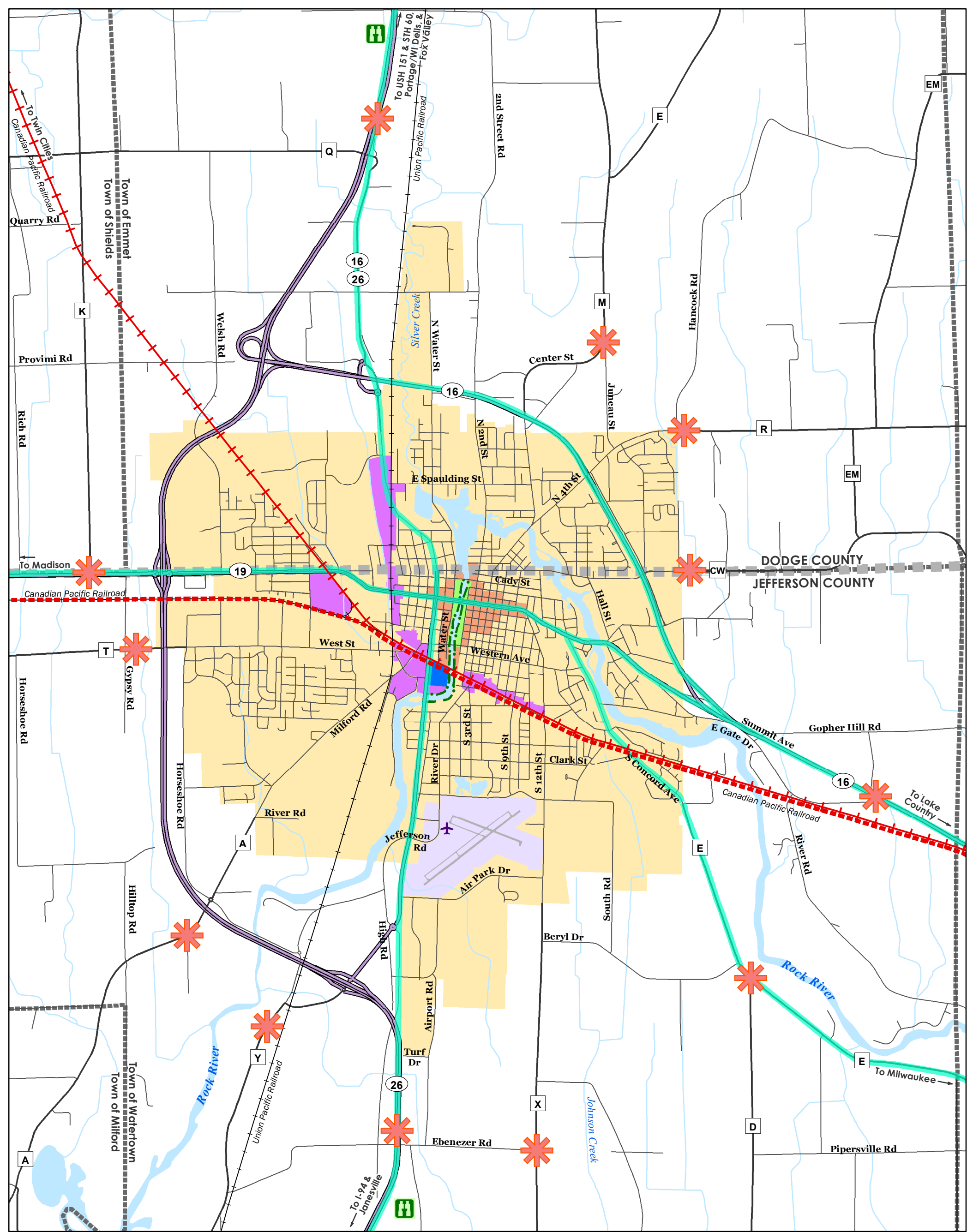
Historic City Neighborhood Conservation Areas

The City's historic downtown is designated on the National Register of Historic Places as the Main Street Commercial Historic District. Surrounding residential neighborhoods do not constitute an officially recognized historic district, but do have definite historic value. The unique qualities of this area should be protected and enhanced through such means as design guidelines for rehabilitation and redevelopment and strict signage controls.

Redevelopment Areas

Over the 20-year planning period, the commercial areas along North Church Street north of the downtown neighborhoods and the Northeast Commercial Corner at the CTH R/16 intersection should be recognized as potential redevelopment areas. Additional redevelopment opportunities exist at the former Shopko site and West Main Street/STH 19 west of the railroad viaduct. Over the long-term, the City will also need to be active in the redevelopment of the older shopping center area located on both sides of South Church Street, immediately north of the Rock River; the Central Rail Corridor area; and the East Concord Street area at the railroad tracks. Commercial and industrial uses should be continued in these areas; however, the City should seek to contain outdoor storage uses, improve building design, better control highway access, and improve the general appearance of the area as redevelopment opportunities arise. This should be the general approach as properties come available for redevelopment City-wide. For more information on specific redevelopment sites along the Rock River and around downtown, see the Watertown Riverfront Redevelopment Master Plan and City of Watertown Riverfront Plan. Additional information can also be found in the Economic Development Chapter of this plan.





Community Character

Map 4

City of Watertown Comprehensive Plan

- City of Watertown
- County Boundary
- Town Boundary
- State Highway
- County Highway
- Local Road
- Surface Water

- Special Areas**
- Historic Downtown
 - Riverfront
 - Train Station
 - Redevelopment

Major Transportation Facilities

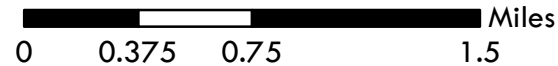
- Railroads
- Existing Amtrak Passenger Rail
- Proposed High-Speed Rail Passenger Line
- Proposed Riverwalk
- Airport

Key Community Character Features

- Community Entryway
- Key Vista
- Community Corridor



Date Updated: 7/1/19
 Source: ESRI, City of Watertown, Counties of Dodge & Jefferson LIO



7 LAND USE



SEVEN: LAND USE

This chapter has the intent of guiding land use and development in the City through the year 2040. The purpose of this chapter is to identify areas appropriate for future growth and development types that are consistent with and promote the City's Vision Statement, feedback received from public input during this planning process, and staff recommendations. This chapter includes descriptions of the City's existing and future land use categories, as well as maps of existing and future land use patterns. Development trends and forecasts inform the goals, policies, programs, and recommendations within this chapter.

Land Use Map Categories

The City of Watertown is a diverse community. With the exception of the type of core urban development found at the heart of large cities, the entire range of land uses and community character types is present in the City. This plan is specifically designed to address issues of land use, development density and intensity, and community character on a comprehensive basis through the use of an extensive system of land use categories which describe areas depicted on the Existing Land Use and/or Future Land Use maps. Please note that not all of the categories listed below are shown on every map as some categories may not be appropriate to carry forward over the course of the planning period. Existing land uses depict what the property is being used for today, while future land uses are the City's intended land use for the property in the future. See the "Land Use Recommendations" section later in this chapter for more information and policies as they relate to the Future Land Use maps.

- **Agricultural:** Agricultural uses and single-family residential at or below one dwelling unit per 35 acres.
- **Single-Family Residential—Unsewered:** Single-family detached residential development typically at densities between one dwelling unit per acre and one dwelling unit per 35 acres, with private well and septic services, and typically located outside of the City limits.
- **Single-Family Residential—Sewered:** Single-family detached residential development typically at densities between one and five dwelling units per acre, on public water and sewer services, and typically located in the City.
- **Two-Family Residential:** Single-family, two-family (duplexes, town homes, two-flats), and attached single-family residential development, typically at densities between four and eight dwelling units per acre.
- **Multi-Family Residential:** A variety of residential units typically at densities between six and twelve dwelling units per acre. This category generally corresponds to the MR-8 zoning district, although the MR-10 district may also be appropriate.
- **Planned Neighborhood:** A carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family residential, multi-family residential, neighborhood mixed-use, institutional, and parks and recreation. This category is also intended to accommodate Traditional Neighborhood Design (TND) forms of development.
- **Manufactured Residential:** Single-family-oriented parks or subdivisions with manufactured or mobile homes.
- **General Business:** Indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage, intended to serve the entire community and larger in scale than the Neighborhood Mixed Use.
- **Central Mixed Use:** Pedestrian-oriented indoor commercial, office, institutional, and residential uses with streetscaping and low-key signage, with a strong downtown character.
- **Neighborhood Mixed Use:** A carefully planned or controlled evolving mix of small-scale neighborhood-serving commercial, office, institutional, and residential development designed to establish and protect neighborhood character (as opposed to larger-scale development) in new development, infill development, and redevelopment settings.
- **Planned Mixed Use:** A carefully planned or controlled evolving mix of small- to large-scale commercial, office, institutional, or light industrial uses designed to serve the community or region, in new development, infill development, and redevelopment settings as a strong employment center.
- **Riverside Mixed Use:** A carefully planned mixture of single-family, two-family, multi-family, small- to large-scale commercial, office, institutional, or park and recreation uses to fit unique areas of the community.
- **Mixed Industrial:** A mix of indoor industrial land uses and controlled outdoor storage areas with moderate landscaping and signage, in addition to some more intensive industrial, outdoor storage, and disposal uses.
- **Extraction:** Quarries, gravel pits, clay extraction, peat extraction, and related land uses.

- **Institutional:** Public or public-related land areas and buildings such as schools, cemeteries, churches, public buildings, hospitals, and public utilities.
- **Airport:** Sites used for airport and related facilities.
- **Parks and Recreation:** Public and privately-owned open space facilities devoted to playgrounds, play fields, play courts, park shelters, picnic areas, recreation trails, and related to recreation activities.
- **Environmental Corridor:** Continuous open space systems comprised of sensitive natural resources and/or characterized by limitations for development such as floodplains, wetlands, slopes of 12 percent or greater, wildlife areas, Wisconsin DNR identified flood storage areas, and riparian buffers. The environmental corridor category is shown on the Future Land Use map and contains both woodland and wetland areas.
- **Surface Water:** Lakes, rivers and perennial streams per Jefferson County and Dodge County mapping.
- **Rights-of-Way:** Areas reserved for transportation-oriented uses such as roads and railroads.
- **Vacant:** Mostly open spaces that have been subdivided or platted and are ready to be developed. Some may be in agricultural or stormwater management use.
- **Wetland:** A natural habitat land area that is wet for some period of time each year, but not necessarily permanently wet. This category is shown only on the Existing Land Use map.
- **Woodland:** Land covered in a stand of mature trees. This category is shown only on the Existing Land Use map.
- **Long-term Growth Area:** Areas identified for development in the long-term, beyond the 20-Year timeframe of this Plan.

Existing Land Use Pattern

The Existing Land Use map depicts the current configuration of land uses within the City by the above listed categories. This pictorial representation helps aid in the understanding of the existing land use pattern, which is important when assessing the location and suitability of future land uses. Figure 7.1 summarizes the existing acreage within the various land use categories in the City.

Figure 7.1: Existing Land Use Totals

	Acres	Percent
Agriculture	1,189	16%
Airport	292	4%
Single-family Residential	1,722	23%
Two Family Residential	147	2%
Multi-Family Residential	263	3%
Institutional	1,073	14%
General Business	283	4%
Central Mixed Use	47	1%
Neighborhood Mixed Use	11	0.1%
Mixed Industrial	521	7%
Parks and Recreation (public and private)	471	6%
Vacant	434	6%
Right-of-Way	1,146	15%
Total	7,599	

Source: V&A and City of Watertown, 2019

The following is a summary of the development patterns depicted in the Existing Land Use map.

Residential Development

Residential land uses comprise approximately 28 percent of the City's total land area. The predominant residential housing type in the City is single-family housing, comprising 23 percent of the City's land area and about 80 percent of the City's dwelling units.

Primary areas of Single-family Residential development include:

- North-central—between 4th Street and Church Street, generally north of the Rock River.
- South-central—south of the Canadian Pacific railroad tracks and north of the airport.
- East—between the downtown and the STH 16 bypass, centered near the Luther Preparatory School.
- West—in two areas, one between the rail lines, north of Main Street, and the second off of Milford Street on the City's southwest side.

Two-family Residential development is located primarily in the neighborhoods surrounding downtown where two-flats prevail. There are three additional two-family development areas on the City's northeast side, south side, and west side.

Multi-Family Residential development, averaging about 14 dwelling units per acre, is located on scattered sites throughout the City, particularly in and around downtown, near the former Watertown High School; and on the City's south side.

Commercial/Office Development

These uses comprise approximately 4 percent of the City's total land area. General Business uses exist on Church Street and at the interchanges of the HWY 26 and 16 bypasses. In general, newer and more modern commercial is predominantly towards the periphery of the City with some of the older strip commercial corridors closer to the urban core.

Central Mixed-Use

The Central Mixed-Use area in the City's traditional downtown contains central commercial, as well as office and residential uses. Downtown Watertown is the largest, generally intact downtown between Madison and Milwaukee. It represents the key cultural resource for the community. The unique historic character of this area distinguishes it from other commercial areas of the City. The downtown is continuing to undergo transition from the retail center of the community to an area of specialty shopping, services, office, institutional, and residential uses. Because of the large size of the downtown, this transition lags behind most other communities in the region with a variety of vacancies and dilapidated buildings throughout the area.

Industrial Development

Industrial uses comprise approximately seven percent of the City's total land area. Newer and more modern industrial development is located primarily in established industrial parks on the City's west and northwest sides. Older industrial areas are scattered along the railroad corridor in the west-central and south-central portions of the City. There are no true concentrations of heavier industrial type development, other than several outdoor storage, disposal, and extraction operations.

Institutional

Institutional land uses comprise approximately 14 percent of land area within the City. Key Institutional uses include Watertown Memorial Hospital, the Watertown School District campus, Maranatha Baptist University, the Luther Preparatory campus, Marquardt Village Complex, and Bethesda Lutheran campus. Additionally, the City has a large number of senior housing facilities thought the community.

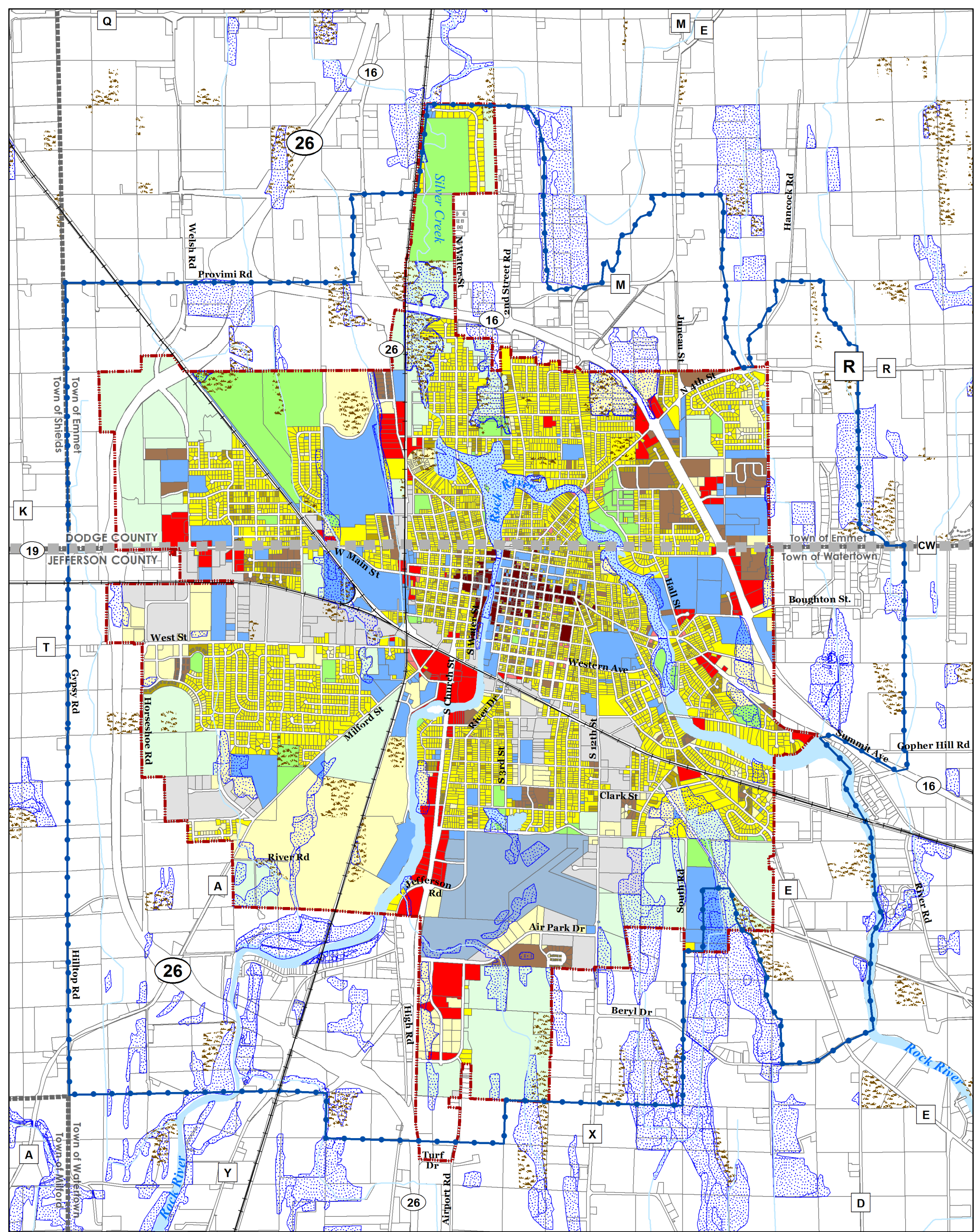
Parks

Public Park and Open Space uses comprise approximately six percent of the City's land area. More information regarding the City's outstanding public park facilities can be found in Chapter Seven and the 2019 City of Watertown Parks and Recreation Plan.

Vacant

Throughout the City there are a number of vacant parcels. Almost all of which are scattered throughout subdivisions or neighborhoods and have no active structures on them. These parcels are ideal infill situations that do not require taking any new land out of agriculture production, open space, or natural areas.





Existing Land Use

Map 5



City of Watertown Comprehensive Plan

- | | | |
|--|-----------------------------|---------------------------------------|
| | City of Watertown | Land Use Categories |
| | County Boundary | Agriculture |
| | Town Boundary | Single Family Residential - Unsewered |
| | Parcels | Single Family Residential - Sewered |
| | Urban Service Area Boundary | Two-Family Residential |
| | Railroad | Multi-Family Residential |
| | | Vacant |

- | | |
|--|------------------------|
| | Airport |
| | Institutional |
| | Neighborhood Mixed Use |
| | Business |
| | Central Mixed Use |
| | Mixed Industrial |
| | Parks & Recreation |

	Rights-of-Way
	Surface Water
	Wetland
	Woodland

Draft: July 1, 2019
 Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

0 0.3 0.6 1.2 Miles

VANDEWALLE & ASSOCIATES INC.
 Shaping places, shaping change

Development Trends

Figure 7.2 shows the number of residential building permits pulled from 1990 to 2018. The numbers show a distinct trend between pre-2008 and post-2008 in the number of dwelling units under construction. This is directly correlated with the Great Recession and slow economic recovery since.

Figure 7.2: New Residential Units, 1990 - 2018

Year	Single-Family Residential Homes	Duplexes	Multi-Family Buildings
1990	60	13	1
1991	63	22	1
1992	67	9	1
1993	76	10	8
1994	54	10	31
1995	88	14	1
1996	78	4	3
1997	50	7	5
1998	101	5	7
1999	87	6	1
2000	104	0	11
2001	121	5	5
2002	91	14	8
2003	53	6	1
2004	62	11	10
2005	76	15	4
2006	40	12	2
2007	22	6	0
2008	14	2	2
2009	12	2	0
2010	11	1	1
2011	2	0	0
2012	3	2	0
2013	8	0	3
2014	14	2	2
2015	14	1	6
2016	17	4	0
2017	28	3	0
2018	28	4	0

Source: City of Watertown, 2019

Supply of Land

The supply of land available for development in the City includes (1) vacant areas that have been planned or approved for development, but not yet built-out; (2) most agricultural areas within the City that have not yet been planned for development; (3) developed land within the City that is appropriate for redevelopment such as in and around downtown and within each Tax Incremental Financing District; and (4) land within the planning area that is not within the corporate limits of the City, but is potentially available for future annexation.

For scenarios 2, 3, and 4 above, the land actually available for development is determined by two key factors. First, the area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements, or other characteristics that make it undevelopable. Second, potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) also influences how much of these lands are actually appropriate for development. These limitations will need to be measured and assessed by the developer and the City when a specific development proposal is being considered.

Overall, Watertown has an adequate supply of developable, serviceable land within and beyond its corporate limits for future growth and development. The relatively large amount of vacant land in the City reflects the large number of infill situations throughout the City, however many are impacted in some way by wetlands, floodplains, and protected woodland areas.

Land Market Demand

Trends in the City of Watertown land market show a very similar situation as Figure 7.2 above, with steady growth pre-2010 and stagnant values post-2010. Overall, land values have gone up considerably since 2000, but the amount of that growth that has occurred post-2010 is minimal. However, as the economy begins to pick up in the area again, land values will most likely also follow that trend. It has been a slow recovery for many communities like Watertown since the Great Recession, but there are some positive trends emerging in recent years that suggest more economic growth possibilities over the next decade.

Figure 7.3: Watertown Equalized Values by Land Use

	Residential	Commercial	Manufacturing	Agricultural	All Land Categories
1985	\$239,161,700	\$54,143,400	\$33,533,200	\$1,347,700	\$345,876,400
1990	\$280,384,300	\$67,770,500	\$32,198,100	\$777,000	\$401,194,800
1995	\$294,602,500	\$109,846,200	\$39,226,700	\$291,400	\$643,523,900
2000	\$662,391,100	\$171,013,800	\$58,427,700	\$259,900	\$921,224,300
2005	\$929,659,000	\$238,454,800	\$63,380,100	\$95,400	\$1,260,204,500
2010	\$991,964,600	\$284,646,600	\$70,147,500	\$242,600	\$1,382,105,200
2015	\$907,327,600	\$274,383,200	\$76,041,200	\$201,200	\$1,288,747,400
2018	\$1,034,837,600	\$328,336,000	\$103,572,000	\$209,100	\$1,496,411,800
Change 2000-2018	36%	48%	44%	-24%	38%
Change 2010-2018	4%	13%	32%	-16%	8%

Source: Wisconsin Department of Revenue, 1999-2019

Figure 7.4 shows the total value of new construction in the City of Watertown from 1998 to 2018. Between 1998-2008, the City experienced approximately \$385 million in construction activity. However, due to the Great Recession and subsequent stagnant housing market, the City only experienced \$254 million in construction since 2009.

Figure 7.4: City of Watertown Construction Values, 1998-2018

Year	Value
1998	\$32,359,497
1999	\$26,060,981
2000	\$29,614,920
2001	\$60,661,955
2002	\$65,980,008
2003	\$20,474,456
2004	\$40,398,681
2005	\$29,224,213
2006	\$40,654,639
2007	\$15,117,081
2008	\$24,833,987

Year	Value
2009	\$32,359,497
2010	\$15,600,332
2011	\$5,350,547
2012	\$32,425,690
2013	\$20,410,020
2014	\$15,809,660
2015	\$42,386,997
2016	\$31,652,909
2017	\$36,896,636
2018	\$21,709,543
Change Between 2009-2018	\$254,601,831

Source: City of Watertown, 2019

Figure 7.5 compares the total equalized value of land plus improvements in the City of Watertown to neighboring jurisdictions. The rate of increase in the equalized value of land in Watertown was 57 percent from 1995 to 2018, which is comparable to the Cities of Waterloo, Waupun, and Fort Atkinson. The Village of Johnson Creek had the largest increase of the communities compared with nearly a 90 percent increase. This is due to its relatively small size and substantial commercial growth it has experienced since the mid-1990s. However, since 2010, the City of Lake Mills has had the most substantial increase in value of the comparable communities listed.

Figure 7.5: Comparison of Equalized Land Values 1995-2018

Municipality	1995	2000	2005
City of Watertown	\$643,523,900	\$921,224,300	\$1,260,204,500
City of Beaver Dam	\$446,000,370	\$625,870,170	\$773,917,200
City of Fort Atkinson	\$371,447,345	\$577,310,500	\$770,368,700
City of Jefferson	\$187,716,100	\$317,652,100	\$418,344,000
City of Lake Mills	\$181,564,300	\$272,049,700	\$369,595,300
City of Waterloo	\$100,946,000	\$141,184,600	\$177,564,200
City of Waupun	\$106,611,400	\$157,065,000	\$188,990,300
Town of Emmet	\$47,418,400	\$68,144,700	\$92,197,900
Town of Ixonia	\$125,149,900	\$176,672,100	\$283,470,500
Town of Lebanon	\$51,427,400	\$73,615,800	\$104,050,100
Town of Milford	\$51,569,400	\$62,575,900	\$89,471,300
Town of Shields	\$20,633,500	\$30,969,400	\$40,505,900
Town of Watertown	\$84,985,300	\$121,515,300	\$164,824,400
Village of Johnson Creek	\$37,857,500	\$96,500,800	\$235,915,000

Source: Wisconsin Department of Revenue, 1995-2018

Municipality	2010	2015	2018	1995-2018	2010-2018
City of Watertown	\$1,382,105,200	\$1,288,747,400	\$1,496,411,800	57%	8%
City of Beaver Dam	\$1,032,916,400	\$1,041,828,500	\$1,158,146,300	61%	11%
City of Fort Atkinson	\$842,872,400	\$874,030,900	\$936,226,400	60%	10%
City of Jefferson	\$489,536,700	\$481,758,700	\$535,314,100	65%	9%
City of Lake Mills	\$458,979,300	\$490,855,800	\$565,307,400	68%	19%
City of Waterloo	\$196,308,200	\$200,393,000	\$223,514,400	55%	12%
City of Waupun	\$209,254,000	\$227,245,800	\$239,510,000	55%	13%
Town of Emmet	\$122,945,800	\$119,732,500	\$133,964,200	65%	8%
Town of Ixonia	\$413,519,100	\$426,022,700	\$488,916,100	74%	15%
Town of Lebanon	\$128,696,100	\$122,842,200	\$136,374,400	62%	6%
Town of Milford	\$104,248,300	\$103,519,000	\$110,856,000	53%	6%
Town of Shields	\$48,640,000	\$51,206,800	\$52,345,500	61%	7%
Town of Watertown	\$194,026,800	\$176,370,300	\$194,042,900	56%	0%
Village of Johnson Creek	\$328,251,700	\$296,300,300	\$352,511,200	89%	7%

Source: Wisconsin Department of Revenue, 1995-2018

Existing Land Use Conflicts

Existing land use conflicts in the community include areas along the railroad corridors in the central part of the City where general industrial land uses directly abut single-family uses. This historical pattern of abutting land uses has been in place for decades, and residents in these neighborhoods have both acknowledged and accommodated this conflict. The City has worked to establish bufferyards and other mitigating improvements in these areas on a case-by-case basis as redevelopment occurs, in order to prevent nuisances and avoid public safety problems.

There are several isolated instances of industrial, commercial, or multi-family residential development that directly abut single-family neighborhoods. These situations are now generally acknowledged as mistakes. The City seeks to mitigate the adverse impacts of such land use conflicts on a case-by-case basis as redevelopment occurs. Specific examples include:

- Hart Street
- South Montgomery Street
- South 12th Street
- Perry Way and Commerce Drive Industrial Park Airport Runway Protection Zones

Additional areas of land use conflict exist along the Rock River corridor from Cady Street south to South Church Street, where there exists a diverse practice of river frontage treatment. Some parcels are developed in a way that respects and complements the river environmental corridor while other properties exhibit land management practices or contain land uses that conflict with the environmental and recreational potentials of the river.

Finally, in various locations in the City's extraterritorial area, examples of leapfrog exurban residential (unsewered) and non-agricultural commercial development have occurred. Such development patterns create conflicts between residential and agricultural uses, increase service costs, and substantially raise both the number and length of commuter trips. The City's ability to regulate such development through extraterritorial powers, can substantially reduce future conflicts of this type.



Land Use Projections

As described in Chapter 2, seven population projection scenarios were calculated for the City through the year 2040. The chosen population projection for this planning process was the Linear Growth calculation for 2000-2017 because it was a relatively modest figure that reflected both the stagnant growth patterns since 2010 and the more substantial growth prior to that time. For the land use projections, this calculation was used, and as a comparison, the Compounded Growth calculation for 1990-2017 (the highest of the population projections run) is also shown.

The following land use demand projections use the following assumptions:

- WisDOA Average Persons Per Household projections 2020-2040
- 5.1 net acres per dwelling unit, based on average lot area per dwelling unit type and Planned Neighborhood desired future housing mix (single-family-12,000 sf-50%, two-family-7,200 sf-20%, and multi-family-3,600 sf-30%)
- For every acre of residential development, there will be an additional 0.5 acres of non-residential development
- Roads, parks, sidewalks, and other infrastructure will require an additional 0.33 acres per acre of new development
- A margin of error two times the total amount of development land projected was factored in

Based on the Linear Growth calculation for 2000-2017, the projections suggest that there will be a need for approximately 550 new acres between now and 2030, with an additional 430 new acres needed by 2040. In total, it's projected that there will be a need for approximately 980 new acres for development over the life of this Plan. The Compounded Growth calculation is roughly double that projection with approximately 1,900 new acres needed by 2040. Both are simply projections based on past trends and do not factor in future market fluctuations. In order to have the most accurate look into the future, these projections, in addition to other external economic, political, and societal conditions should be considered when planning for future development or expansion of City Boundaries.

Figure 7.6: Projected Future Land Use Demand

Projection Used		2017-2020	2020-2025	2025-2030	2030-2035	2035-2040	Total
Projected Population Increase*	Compounded Growth 1990-2017	662	1,145	1,199	1,255	1,314	5,576
	Linear Growth 2000-2017	376	627	627	627	627	2,884
New Housing Unit Projections**	Compounded Growth 1990-2017	279	489	519	551	582	2,420
	Linear Growth 2000-2017	159	268	271	275	277	1,251
Residential Acreage Demand***	Compounded Growth 1990-2017	55	96	102	108	114	475
	Linear Growth 2000-2017	31	53	53	54	54	245
Non-Residential Demand****	Compounded Growth 1990-2017	27	48	51	54	57	237
	Linear Growth 2000-2017	16	26	27	27	27	123
Preliminary Acreage Demand*****	Compounded Growth 1990-2017	109	191	203	215	227	947
	Linear Growth 2000-2017	62	105	106	108	109	489
Flexibility Factor*****	Compounded Growth 1990-2017	219	383	406	431	455	1,893
	Linear Growth 2000-2017	124	210	212	215	217	978

*Projections based on the highest growth projection calculated (Compounded Growth 1990-2017) and the middle growth projection calculated (Linear Growth 2000-2017)

**Source: WisDOA Projection for Average Household Size between 2020-2040.

***Assumed 5.1 dwelling units per net acre.

****Assumed every new development would include 50% additional acreage for non-residential development.

*****Assumed 33% additional acreage needed for roads, sidewalks, parks, etc.

*****Assumed 2x the preliminary acreage demand total as a margin of error.

Land Use Goals, Objectives, and General Policies

Goal:

1. Promote a future land use pattern that is harmonious with the natural landscape, features visually attractive development, and is economically viable.

Objectives:

1. Ensure that a desirable balance and distribution of land uses is achieved.
2. Maintain high standards in the Zoning Ordinance for buildings, landscaping, signage, building materials, and parking lots.
3. Ensure that conflicts between neighboring land uses are minimized with logical land use transitions and bufferyards.
4. Utilize existing public facilities to serve new development whenever possible.
5. Coordinate land development with transportation system improvements.
6. Encourage City land owners to open up suitable undeveloped areas for new development as the need arises.

Policies:

1. Prioritize infill and redevelopment opportunities, especially downtown and along the river, before new greenfield development along the City's boundaries.
2. Direct new housing development in locations with convenient access to commercial and recreational facilities, transportation systems, schools, employment opportunities, and other necessary facilities and services.

3. Require all new development within Watertown's long-term growth area to be served with the full array of municipal services (e.g. sanitary sewer, storm sewer, municipal water, police, fire, etc.) unless covered by an intergovernmental agreement.
4. Encourage the strengthening of existing neighborhoods through maintenance of the existing housing stock, creative reuse of vacant or under-utilized buildings, and infill on vacant parcels.
5. Require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
6. Strive for compatibility of adjacent land uses by requiring site plan review for all multi-family residential, commercial, office, industrial, recreational, and institutional land uses.
7. Buffer incompatible land uses from each other through the strategic use of plant materials, decorative fences, walls, or berms.
8. Require new development and redevelopment projects to include high quality building design, landscaping, stormwater best management practices, and signage and to meet at least the minimum landscaping and performance standards as codified in the City's Zoning Ordinance.
9. Encourage that new residential development within the Planned Neighborhood designation comply with the City's historic housing mix. The desired mix of residential uses in any neighborhood should be mostly single-family (approximately 50 percent), generally with no more than 20 percent of dwelling units being duplex units and not more than 30 percent being multi-family units.
10. Require detailed development plans that include: (1) proposed land use pattern of the area; (2) recommended zoning for the area; (3) recommended lot pattern; (4) location of necessary municipal utilities; (5) locations of parks, open space, and civic or institutional buildings; (6) proposed street system that will serve the area; and (7) a development phasing timetable so the City can coordinate capital improvements with the development of the area.
11. Factor public health into the site plan review process through the addition of specific criteria in which new development, redevelopment, and infill development must address in order to integrate land use planning, transportation, and public health.
12. Work with Jefferson and Dodge Counties, in addition to all surrounding Townships on future land use planning within the City's Extraterritorial Jurisdiction to promote intergovernmental cooperation and a unified future planning of development and services. Seek intergovernmental agreements with all surrounding Townships.
13. Reevaluate the City's supply and demand for industrial land every 5-years.
14. Develop detailed neighborhood plans for the Bethesda campus between Milford Street and the Rock River in order to foster high-quality and well-planned future development.



Explanation of Land Use Recommendations

The Future Land Use maps (Maps 6a, 6b, 6c) are the centerpiece of the Plan's land use direction. These maps were prepared based on an analysis of a variety of factors including:

- Overall development trends, location, and availability of vacant land in the City
- Identification of areas logical for future development based on existing development, environmental constraints, public and property owner input, and the community's overall vision

The Future Land Use maps and related recommendations should be used as a basis to update the City's regulatory land use tools, such as the Zoning Ordinance and Map. They should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers. In other words, this Plan does not automatically compel

property owners to change the use of their land. Instead, the Future Land Use maps and the policies in this chapter will guide the City in its review of development proposals.

Not all land shown for development on the Future Land Use maps will be immediately appropriate for annexations, rezoning, and other land use approvals following adoption of this Plan. Given service demands and other factors, careful consideration to the amount, mix, and timing of development is essential. The City advocates the phased development of land that focuses growth in areas that can be efficiently served with transportation, utilities, public services, and community facilities.

Wisconsin Statutes allow cities to plan for lands up to the edges of their extraterritorial jurisdictions (ETJ). To effectively manage growth, this Plan identifies desirable land use patterns within the existing City limits and in unincorporated areas within the City's ETJ. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this Plan will be greatly aided by intergovernmental cooperation, a concept more fully described in the Intergovernmental Cooperation chapter of this Plan.

Urban Service Areas and Long-term Growth Area

This Plan uses the concepts of an Urban Service Area and Long-Term Growth Area to show and describe those areas outside the current City limits where the City has a long-term interest for urban growth. These areas are described more fully as follows:

The **Urban Service Area** represents the outer limits of the area planned for urban growth over the next 20 years, and includes more than enough land to accommodate anticipated growth. Lands within the Urban Service Area are the most logical for future development based on the City's ability to provide municipal services and the locations of environmentally sensitive areas. Rural development on septic systems should be limited in the Urban Service Area. Instead, future development in the Urban Service Area should be provided with a range of urban services, which generally include:

- Public water supply and distribution
- Public sanitary sewer; urban storm drainage
- Urban levels of police and fire protection
- Garbage and recyclables collection
- Streets with curbs and gutters, streetlights, and sidewalks
- Public facilities like parks and schools

The City of Watertown also provides some services to areas outside of the Urban Service Area such as urban levels of police and fire protection, garbage and recycling collection, and street sweeping.

The **Long-term Growth Area** covers lands beyond the Urban Service Area, where a City may grow beyond the 20-year planning period. Rural development should be limited in this area, too. However, unlike lands within the Urban Service Area, it is premature for the City to designate any particular type of developed future land use in the Long-term Growth Area. Prior to the development of any part of the Long-Term Growth Area in the future, the City will amend this Comprehensive Plan to identify specific future land uses (beyond agriculture) and how the specific land use pattern would be served by transportation, utility, and other public services.

In advance of urban development proposals, the policies associated with the Agriculture and Open Space future land use category, described below, should apply within both the Urban Service Area and Long-Term Growth Area.



Land Use Recommendations

Each of the future land use categories listed and shown on the Future Land Use maps (Maps 6a, 6b, and 6c) are described below. The text under each listed land use category includes a description of what that category includes, an outline of where that type of land use should be promoted, and policies related to future development in areas designated under that specific future land use category.

Agriculture

Areas shown in this land use category are intended for agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for every 35 acres of land. The majority of land around the periphery of the City has been mapped as Agriculture, with the exception of some areas where residential development has already occurred. County exclusive agricultural zoning is appropriate for this land use category.

Policies and Programs:

1. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use category.
2. Support land developments in this area only when they are clearly consistent with the category description and when proposed housing density is not greater than one residence (or other non-farm use) per 35 acres. A maximum buildable lot size of two acres is recommended.
3. Do not extend sanitary sewer service or public water service into Agricultural areas until and unless the City changes the future land use category for such areas through a Comprehensive Plan amendment (see the Implementation Chapter).
4. Work with the adjoining towns and Dodge and Jefferson Counties to implement these policies and programs in a cooperative manner, where possible.

Single-Family Residential—Unsewered

This future land use category is intended to accommodate areas of existing single-family detached residential development served by on-site wastewater treatment (septic) systems. This area is mapped in the City's extraterritorial jurisdiction only in areas where development of this type has already occurred. Where such land use might occur in the City limits, the City's existing Rural Holding (RH) District may be the most appropriate zoning district for this land use designation.

Policies and Programs:

1. Exercise the City's extraterritorial land division review authority to ensure that new Single-Family Residential—Unsewered development is not permitted within the City's extraterritorial jurisdiction.

Single-Family Residential—Sewered

This future land use category is intended for single-family detached residential development served by the Watertown public water and sanitary sewer systems. Most developed residential neighborhoods are shown in this land use category. While the City's priority over the next twenty years is infill residential development, there are a few new single-family residential neighborhoods recommended to be located primarily in the following areas of the City: (1) east of Horseshoe Road and south of West Street; (2) between the STH 26 Bypass and the railroad, near Welsh Rd on the far northern portion of the City; (3) the Bethesda campus between Milford Street and the Rock River and (3) south of CTH CW, east of the City's 2019 municipal boundary. The City's Single-Family Residential (SR-4) zoning district may be the most appropriate district to implement this future land use category.

Policies and Programs:

1. Encourage the construction of narrower streets in new neighborhoods, where practical, and require sidewalks along all streets.
2. Plan for interconnected road and open space networks in residential areas and between individual subdivisions. Discourage the use of cul-de-sacs in new neighborhoods whenever possible.
3. Ensure that schools must have sufficient capacity to accommodate new students who will live in the School District.
4. Require grading and stormwater management plans for all new development.



Two-Family Residential

This future land use category is intended for single-family and two-family (e.g. duplexes, townhomes, two-flats) residential development served by City of Watertown sanitary sewer and water systems. Two-Family Residential land use areas are depicted primarily in locations where this type of development existed at this time this Plan was prepared, including the following areas: (1) surrounding the City's historic downtown; (2) on the City's west side between the rail lines; and (3) on the east side of the City west of STH 16. The City's Two-Family Residential (TR-6) zoning district is the most appropriate district to implement this future land use category.

Policies and Programs:

1. Encourage the construction of narrower streets in new neighborhoods, where practical, and require sidewalks along all streets.
2. Plan for interconnected road and open space networks in residential areas and between individual subdivisions.
3. Ensure that schools must have sufficient capacity to accommodate new students who will live in the School District.
4. Require grading and stormwater management plans for all new development.

Multi-Family Residential

This future land use category is intended to accommodate a variety of residential uses, including multi-family housing units (e.g. multiplexes, apartments, condominiums, townhouses) and some single- and two-family residences, all served by Watertown sanitary sewer and water systems. Multi-Family Residential is depicted in areas of the City where this type of development existed at the time this Plan was prepared. New development is recommended in the following areas: (1) south of West Street and east of Horseshoe Road; (2) on the City's west side between the rail lines; and (3) north of CTH CW and east of STH 16 on the City's east side. The City's MR-8 and MR-10 zoning districts are most appropriate to implement this future land use category.

Policies and Programs:

1. Disperse multi-family development throughout the City, rather than creating large concentrations of this type of development in just a few areas.
2. Require a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan for all residential buildings containing three or more dwelling units prior to development approval.
3. Require Multi-Family Residential housing developments to provide on-site open space areas that serve the needs of the project's residents, in addition to public park land requirements applicable to all residential development.
4. Include facilities for bicyclists (bike storage racks, bike paths, etc.) in all development designs.
5. Link parking lots to building entrances by pedestrian walkways that are physically separated from vehicular movement areas.
6. Encourage the use of balconies, porches, stoops, garden walls, varied building and facade setbacks, varied roof designs, bay windows, and similar design features in new multi-family residential project designs. In general, multi-family dwelling units should be designed so that they appear to be a grouping of smaller residential units and match the scale of the surrounding neighborhood.
7. Promote architectural design of new development that is compatible with the surrounding neighborhood, including building and facade materials, building height, building bulk, setbacks, window and door styles and placements, roof designs, and colors.



Planned Neighborhood

The majority of new residential development in the City is intended to be developed as Planned Neighborhoods. This land use category is indicated by yellow with brown polka dot pattern on the Future Land Use maps. Within each Planned Neighborhood, the City encourages a carefully planned mix of development comprised of the following future land use categories (each category is described elsewhere in this chapter):

- Single-Family Residential—Sewered (at least 50 percent of residential units)
- Two-Family Residential (maximum of 20 percent of residential units)
- Multi-Family Residential (maximum of 30 percent of residential units)
- Neighborhood Mixed Use
- Institutional Facilities
- Parks and Recreation

Planned Neighborhoods are intended to provide multiple housing options while maintaining the City's existing balance of residential unit types. Planned Neighborhoods also locate essential community amenities and services within walking distance of neighborhood residents. The existing City zoning districts most appropriate to implement this future land use category include either Planned Development (PD) zoning or a combination of standard zoning districts (e.g., SR-4, TF-6, NB, etc.).

Policies and Programs:

1. Encourage compact growth and provide efficient services to establish a minimum net density of five dwelling units per acre for Planned Neighborhood areas.
2. Utilize natural features to act as buffers between different land uses, when necessary.
3. Promote traditional neighborhood design principles for new neighborhood development. Traditional neighborhoods typically include a full range of housing types (single-family, duplex, multi-family, townhouse); parks, plazas, and public squares; civic buildings and public art; bicycle and pedestrian paths/walkways; institutional uses (churches, schools, community centers, etc.); and neighborhood scale commercial, service, and office uses.
4. Follow the policies listed above for Single-Family Residential—Sewered, Two-Family Residential, and Multi-Family Residential land use categories for single-family, duplex, townhouse, and multi-family residential development within Planned Neighborhoods.
5. For commercial and office development in Planned Neighborhoods, follow the policies for the Neighborhood Mixed Use land use category described below.

Neighborhood Mixed Use:

Neighborhood Mixed Use is intended to facilitate infill and redevelopment in a carefully planned or controlled manner. This land use category can include a mix of small-scale, neighborhood-serving commercial, office, institutional, and residential development that is designed to establish and protect neighborhood character. Neighborhood Mixed Use is designated in areas adjacent to the north-south rail corridor and at intersections along the STH 16 corridor and is also included as a component of areas mapped as Planned Neighborhoods. The City's Neighborhood Office (NO) and Neighborhood Business (NB) Districts may be most appropriate zoning districts to implement this future land use category.

Policies and Programs:

1. Encourage neighborhood-oriented retail and service businesses in areas that will conveniently serve residential neighborhoods.
2. Require that all proposed commercial and office projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, utility plan, and signage plan prior to development approval.
3. Require the use of high-quality building materials and designs that are compatible with residential areas, including: residential roof materials, such as shingles; generous window placements; and exterior materials, such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.
4. Adhere to local ordinances on signage, landscaping, and lighting.



5. Generally, adhere to the design guidelines listed below when reviewing proposals for Neighborhood Mixed Use developments:
 - Encourage small-scale, multi-story buildings, generally with building footprints less than 5,000 square feet and more active uses on first floor, with multi-family residential uses above the ground floor.
 - Promote residential architectural features and materials.
 - Encourage minimal front setbacks.
 - Design buildings and sites for pedestrians not automobiles.
 - Locate parking on streets, to rear of buildings, and/or within parking structures.
 - Orient building entrances to the street.

Central Mixed Use:

This future land use category is intended for pedestrian-oriented commercial, office, community facility, and upper story residential uses in a “downtown” setting, with on-street parking and minimal building setbacks. The Central Mixed-Use land use category includes the historic downtown and the riverfront redevelopment area. The existing City zoning district that is most appropriate to implement this future land use category is the Central Business District (CB).

Policies and Programs:

1. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
2. Protect the unique quality of the Downtown by requiring buildings to be two to four stories with a zero-lot line front setback.
3. Provide for public access to the riverfront and the completion of the Riverwalk in and around the Downtown.
4. Require that new and renovated buildings adjacent to the river have two fronts (street side and riverside), with both fronts meeting the aesthetic standards for the downtown.
5. Promote truly mixed-use development with residential above the first floor.

Planned Mixed Use

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. Planned Mixed Use areas are intended as vibrant urban places that should function as community gathering spots. This category advises a carefully designed blend of Multi-Family Residential, Office, Business, Industrial, and Institutional land uses. This may include high-quality indoor professional office uses, health care facilities, indoor retail, commercial services, community facilities, controlled outdoor display, and light industrial uses. Planned Mixed Use areas have been designated in several different areas throughout the City’s Future Land Use maps, most along major commercial corridors and near highway interchanges.

In particular, the STH 26 Bypass interchange at STH 19 on the far west side of the City is an example of an area where a desired mix of future uses centers around additional commercial activity, similar to development trends along South Church Street. This area has been prioritized for future commercial development because of its visibility from the STH 26 Bypass, the number of visitors using the interchange to attend the various tournaments and events at Brandt-Quirk Park, and the fact that it is a community entryway with direct access to downtown and the core of the City.

The best option for future zoning of the lands mapped under the Planned Mixed-Use future land use category is often a Planned Development (PD) zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to City approval of a specific plan for the project. Alternatively, a mix of the City’s MR-8, MR-10, PB, PI, and PO zoning districts may also be appropriate for areas within this future land use category.

Policies and Programs:

1. Grant development approvals only after submittal; public review; and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
2. Place parking lots behind buildings and screen from public view all service areas, loading areas, mechanical equipment, and trash receptacle storage areas from less intensive land uses to the greatest degree possible.
3. Develop conceptual plans for Planned Mixed Use areas as a starting point for individual redevelopment plans.
4. Promote shared driveway access and shared parking spaces whenever possible.
5. Design street and driveway access to minimize traffic congestion by limiting the number of and ensuring adequate spacing between access points.
6. Provide clear and safe pedestrian walkways and bicycle routes that are separated from vehicular traffic areas.

7. Require Stormwater Best Management Practices and low impact development strategies to minimize any adverse impacts to the watershed.
8. Generally, adhere to the design guidelines listed below when reviewing proposals for Planned Mixed Use:
 - Promote multi-story buildings, generally with more active uses on first floor and multi-family residential uses above the ground floor.
 - Design buildings and sites oriented toward pedestrians not automobiles.
 - Locate parking on streets, to the rear of buildings, and/or in parking structures.
 - Orient building entrances to street with minimal front setbacks.
 - Incorporate amenities such as benches, fountains, and canopy shade trees into commercial projects whenever possible.
 - Encourage the use of canopies, awnings, trellises, roof overhangs, recessed entryways, and arcades to add visual interest to building facades.
 - Support the use of multi-planed, pitched roofs to avoid the monotony of larger-scale buildings.
 - Promote the use of high-quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations, and require parking lots to be heavily landscaped.
 - Require high quality signage that is not excessive in height or total square footage.

Riverside Mixed Use

This future land use category is intended to facilitate a carefully controlled mix of residential, commercial, and institutional uses on public sewer, public water, and other urban services and infrastructure. Riverside Mixed Use areas are intended as unique locations that should function as neighborhood and community gathering spots. This category advises a carefully designed blend of Single-Family Residential, Two-Family Residential, Multi-Family Residential, Office, Business, Industrial, and Institutional land uses. This may include residential neighborhoods at various scales, high-quality indoor professional office uses, health care facilities, indoor retail, commercial services, and community facilities. Riverside Mixed Use areas have only been designated in one area on the City's Future Land Use maps, adjacent to the western shores of the Rock River on the site of the former Bethesda complex.

The best option for future zoning of the lands mapped under the Planned Mixed-Use future land use category is often a Planned Development (PD) zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to City approval of a specific plan for the project. Alternatively, a mix of the City's SR-4, TR-6, SNR, MR-8, MR-10, I, PB, and PO zoning districts may also be appropriate for areas within this future land use category.

Policies and Programs:

1. Follow the policies listed above for the Planned Neighborhood land use category for single-family, duplex, townhouse, and multi-family residential development within the Riverside Mixed Use category.
2. For commercial and office development, follow the policies for the Planned Mixed Use land use category described below.

Mixed Industrial

This future land use category includes both large and small scale industrial and office development at an intensity that is consistent with existing transition and urban intensity development. Mixed Industrial development is designated along the west side of the rail corridor that runs from west to east through the City. The City's Planned Industrial (PI) and General Industrial (GI) District is the most appropriate zoning district to implement this future land use category, with some Heavy Industrial (HI) mixed in.

Policies and Programs:

1. Grant development approvals only after submittal; public review; and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
2. Strategically locate large parking lots (i.e. employee parking areas or truck parking areas) out of site from public view. Smaller parking lots (i.e. visitor parking lots) may be located in front of the building; however, such parking lots must be well screened from public rights-of-way and non-industrial uses.



3. Separate pedestrian walkways vehicular traffic and loading areas.
4. Design industrial projects so that vehicles servicing the site shall be able to move from one area of the site to another without re-entering a public street.
5. Screen parking lots, loading areas, outdoor storage areas, and mechanical equipment (i.e. air conditioners, ventilation equipment, etc.) from public view, including roof-top and ground equipment.

Institutional

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Institutional areas are generally mapped in locations where such facilities currently exist. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, or mixed uses. Most of the City's zoning districts are generally appropriate for Institutional uses. In general, the zoning district should reflect the predominant zoning of nearby properties and/or the desired character of the subject property.

Policies and Programs:

1. Require site plan review and high-quality site design, building design, landscaping, lighting, and signage for all institutional uses.
2. Integrate institutional facilities into new neighborhoods and residential areas, and provide an adequate distribution of institutional facilities throughout the City.
3. Buffer nearby residential uses from Institutional use via decorative fencing, vegetative screening, berms, or similar features.
4. Minimize the potential negative effect on existing traffic flows and volumes in the surrounding neighborhood by requiring all parking needs for large institutional uses to be met on site.
5. Require institutional uses to submit expansion plans to minimize the potential for future land use conflicts.
6. Design institutional uses to be easily served by transit vehicles.

Airport

This future land use category includes the Watertown Municipal Airport and related land. The airport is zoned Planned Industrial (PI) in the City's zoning ordinance.

Policies and Programs:

1. Support the long-term development of the Watertown Municipal Airport as specified in the airport's long-range plan.

Parks and Recreation

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas and related recreational activities, conservation areas, and land use buffer strips. Any of the City's residential zoning districts would be appropriate to implement this land use category.

Policies and Programs:

1. Provide parks within safe walking distance of all residential neighborhoods.
2. Follow the recommendations of the City's Parks and Open Space Plan when acquiring new parkland or making changes to current parks.

Environmental Corridor

This future land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This category includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, Wisconsin DNR identified Flood Storage Areas, FEMA designated floodplains, waterway and drainageway buffers (75' buffer around perennial streams or 50' buffer around intermittent channels), woodlands (combined 80% cover area), and slopes of 12 percent or greater.

Policies and Programs:

1. Generally, prohibit new development in mapped Environmental Corridor areas.
2. If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, steep slope, or other natural feature(s) that comprise the Corridor.
3. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

Figure 7.7 Future Land Use and Existing Zoning Districts Translation

Future Land Use Category	Associated Zoning District
Agriculture	Outside of the City Limits
Single-Family-Exurban	Countryside Residential-10, Exurban Residential-1, Outside of the City Limits
Single-Family-Urban	Single-Family Residential-4
Two-Family	Two-Family Residential-6
Multi-Family	Multi-Family Residential-8, Multi-Family Residential-10, and Senior Residential
Planned Neighborhood	All Residential Districts, Neighborhood Office, and Neighborhood Businesses
Neighborhood Mixed-Use	Neighborhood Office, Neighborhood Business, and all Residential Districts
Planned Mixed-Use	All Office, Commercial, Institutional, and Multi-Family Residential Districts, plus the Planned Industrial and Planned Development Districts
Riverside Mixed-Use	All Office, Commercial, Institutional, and Residential Districts, plus the Planned Development District
Central Mixed-Use	Central Business
Mixed Industrial	Planned Industrial, General Industrial, and Heavy Industrial
Institutional	All Districts
Airport	Planned Industrial
Parks and Recreation	All Districts
Environmental Corridor	All Districts

Smart Growth Areas and Opportunities for Redevelopment

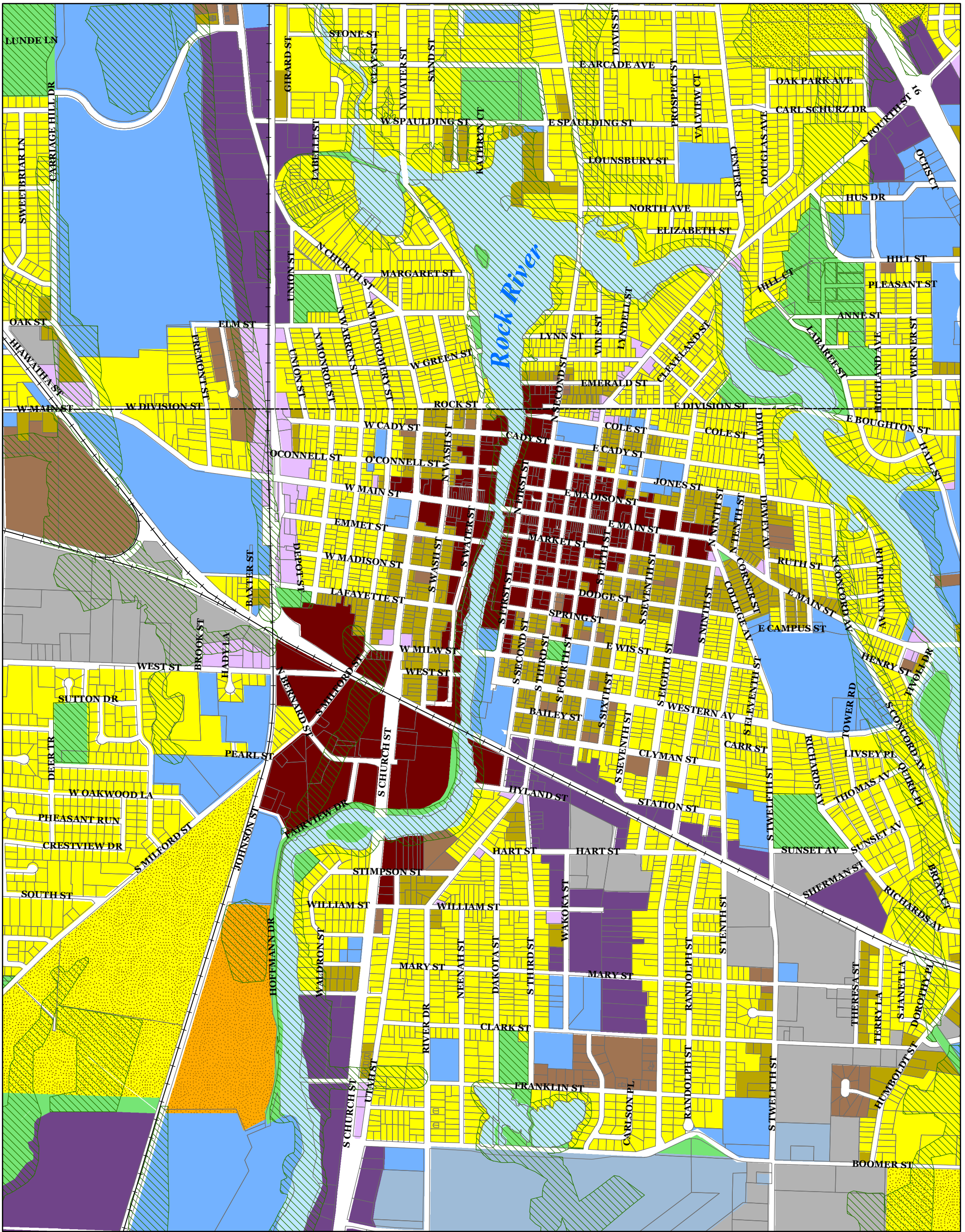
“Smart Growth Areas” are defined by the State of Wisconsin as areas that will enable the development and redevelopment of lands with existing infrastructure utility services, or areas that will encourage efficient development patterns that are both contiguous to existing development and at densities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

In Watertown, Smart Growth Areas include sites and areas within the City that present unique opportunities for redevelopment. These include the following:

- Downtown**
 The Main Street corridor extends approximately from Church Street to College Avenue and several blocks north and south with a mix of institutional, commercial, residential, and some scattered industrial uses. The historic nature of the area presents opportunities for infill, redevelopment, and reinvestment throughout the corridor.
- Milford Street (Bethesda Campus)**
 This area approximately bordered by Milford Street on the west and the Rock River on the east is one of the largest potential development areas in Watertown because there is existing utility infrastructure, great transportation access, and key natural assets. Over the next 20 years, the land in this location could be the most significant opportunity for sustainable growth within the City and detailed plans should be produced to foster the high-quality design, function, and development types desired.
- South Water Street**
 The area extends along the west bank of the Rock River near downtown and is a prime area for redevelopment activity. It is also the site of a planned Riverwalk extension, future Town Square, and the recently completed River Mill Senior Residences.
- South Church Street**
 This corridor features a variety of residential uses near Main Street, with older commercial strip centers near the river and newer commercial development south toward the HWY 26 Bypass. There are several redevelopment opportunities along the roadway including the former Shopko site adjacent to the river.



- **North Church Street**
Near the northern edge of City is an aging strip commercial area directly adjacent to the Watertown High School. This area is one of the gateways to the City near a key institutional destination. It's a key location to promote future higher-quality mixed-use development.
- **West Main Street**
Adjacent to the new HWY 26 Bypass interchange at HWY 19, is the West Main Street corridor. This area has some aging strip commercial, sporadic industrial development, and a mix of residential uses. This area additionally functions as a gateway to the community and is an opportunity for new mixed-use development and redevelopment.
- **Rail Corridor from Milford Street east to Concord Road**
The corridor has mix of many different kinds of land uses including storage, industrial, strip commercial, and residential. There are many different redevelopment opportunities along the rail line, especially mixed-use.
- **Summit Avenue**
On the far east side of the City along Summit Avenue between State Highway 16 and Oconomowoc Avenue is vacant land ready for future infill development, outside of the environmental corridor. The location has great transportation access and is a natural gateway to the community coming from the east. This area is an opportunity for new mixed-use development.
- **TID 5 and Redevelopment District #2**
Extending along the east and west sides of the Rock River from the Jefferson-Dodge County border south to South Church Street and west to Bernard Street is Tax Incremental Financing District 5. It overlaps with several of the previously described areas (South Church Street, West Main Street, South Water Street, and Downtown). More information about TID 5 and Redevelopment District 2 can be found in the Economic Development Chapters
- **TID 7**
Tax Incremental Financing District 7 is a large area of the City that encompasses much of the older industrial rail corridor areas along Hart Street, Wakoka Street, and South 12th Street. This area is a prime redevelopment opportunity for a wide variety of mixed land uses. More information about TID 7 can be found in the Economic Development Chapters



Future Land Use Downtown Area

Map 6a

City of Watertown Comprehensive Plan

Land Use Categories

- Agricultural
- Single-Family Residential - Unsewered
- Single-Family Residential - Sewered
- Two-Family Residential
- Multi-Family Residential
- Planned Neighborhood**
- Institutional
- Airport

- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use*
- Central Mixed Use
- Riverside Mixed Use***
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

*Each "Planned Mixed Use Area" may include mix of:

1. Office
2. Multi-Family Residential
3. Mixed Industrial
4. Commercial Services/Retail
5. Institutional
6. Parks & Recreation



***"Planned Neighborhoods" should include a mix of the following:

1. Single-Family - Sewered (predominant land use)
2. Two-family Residential
3. Multi-Family Residential
4. Institutional
5. Neighborhood Mixed Use
6. Parks & Recreation



***Each "Riverside Mixed Use Area" may include mix of:

1. Office
2. Single-Family - Sewered
3. Two-Family Residential
4. Multi-Family Residential
5. Commercial Services/Retail
6. Institutional
7. Parks & Recreation



- City of Watertown
- County Boundary
- Town Boundary
- Parcel
- Railroad

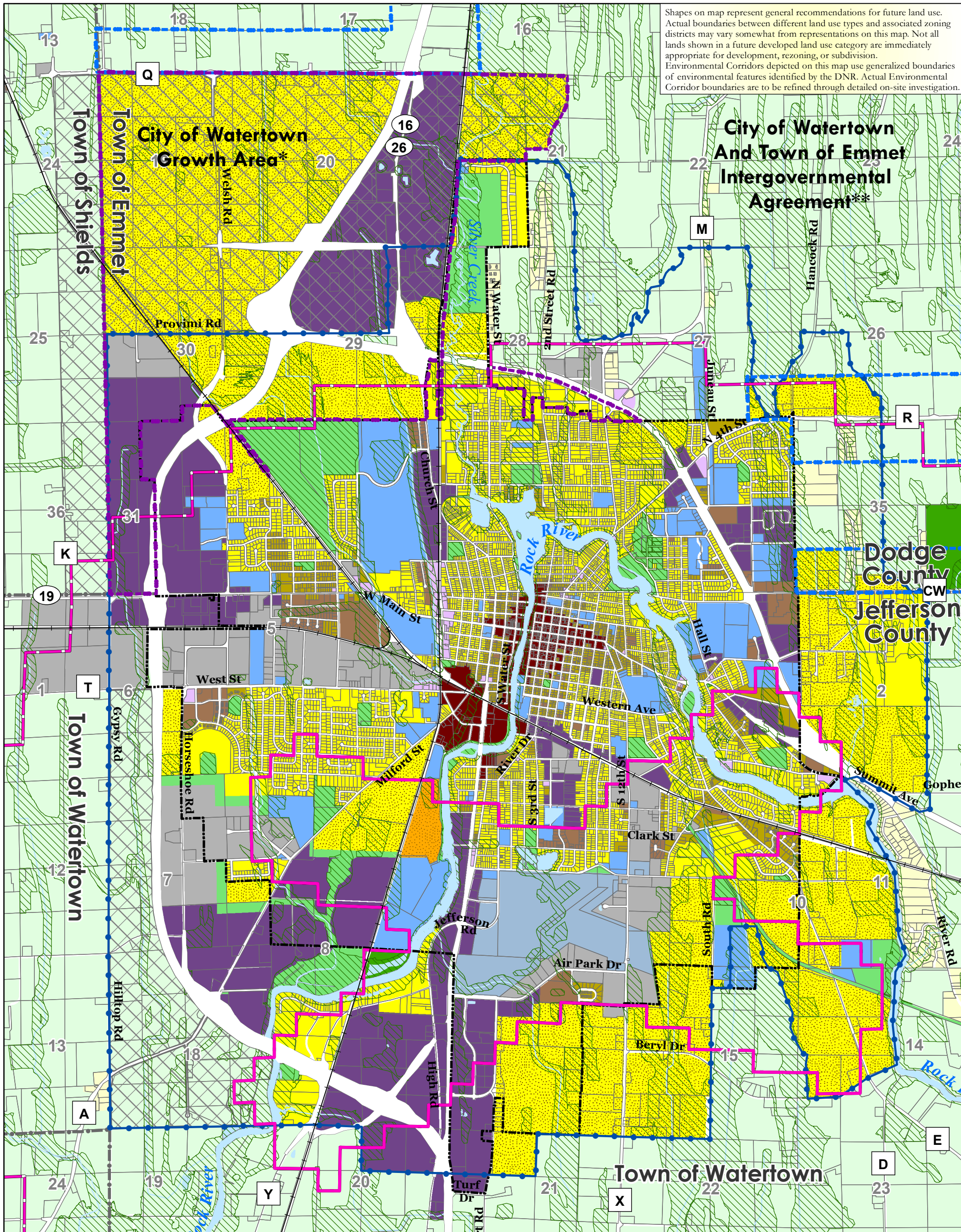


Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

0 500 1,000 2,000 Feet

VANDEWALLE & ASSOCIATES INC.
Shaping places, shaping change

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



Future Land Use Urban Area

Map 6b

- City/Town IGA**
- City Growth Area
- City Periphery Areas

City of Watertown Comprehensive Plan

- Land Use Categories**
- Agricultural
 - Single-Family Residential - Unsewered
 - Single-Family Residential - Sewered
 - Two-Family Residential
 - Multi-Family Residential
 - Planned Neighborhood**
 - Institutional
 - Airport

- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use*
- Central Mixed Use
- Riverside Mixed Use***
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

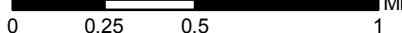
- *Each "Planned Mixed Use Area" may include mix of:
- Office
 - Multi-Family Residential
 - Mixed Industrial
 - Commercial Services/Retail
 - Institutional
 - Parks & Recreation

- **"Planned Neighborhoods" should include a mix of the following:
- Single-Family - Sewered (predominant land use)
 - Two-family Residential
 - Multi-Family Residential
 - Institutional
 - Neighborhood Mixed Use
 - Parks & Recreation

- ***Each "Riverside Mixed Use Area" may include mix of:
- Office
 - Single-Family - Sewered
 - Two-Family Residential
 - Multi-Family Residential
 - Commercial Services/Retail
 - Institutional
 - Parks & Recreation

- City of Watertown
- Town Boundary
- Parcel
- Railroad
- Watertown Urban Service Area
- Watertown Long Range Growth Area

- Airport Height Limitations**
- Maximum Building Elevation b/t 865 and 968 ft
 - Maximum Building Elevation b/t 968 and 1005 ft

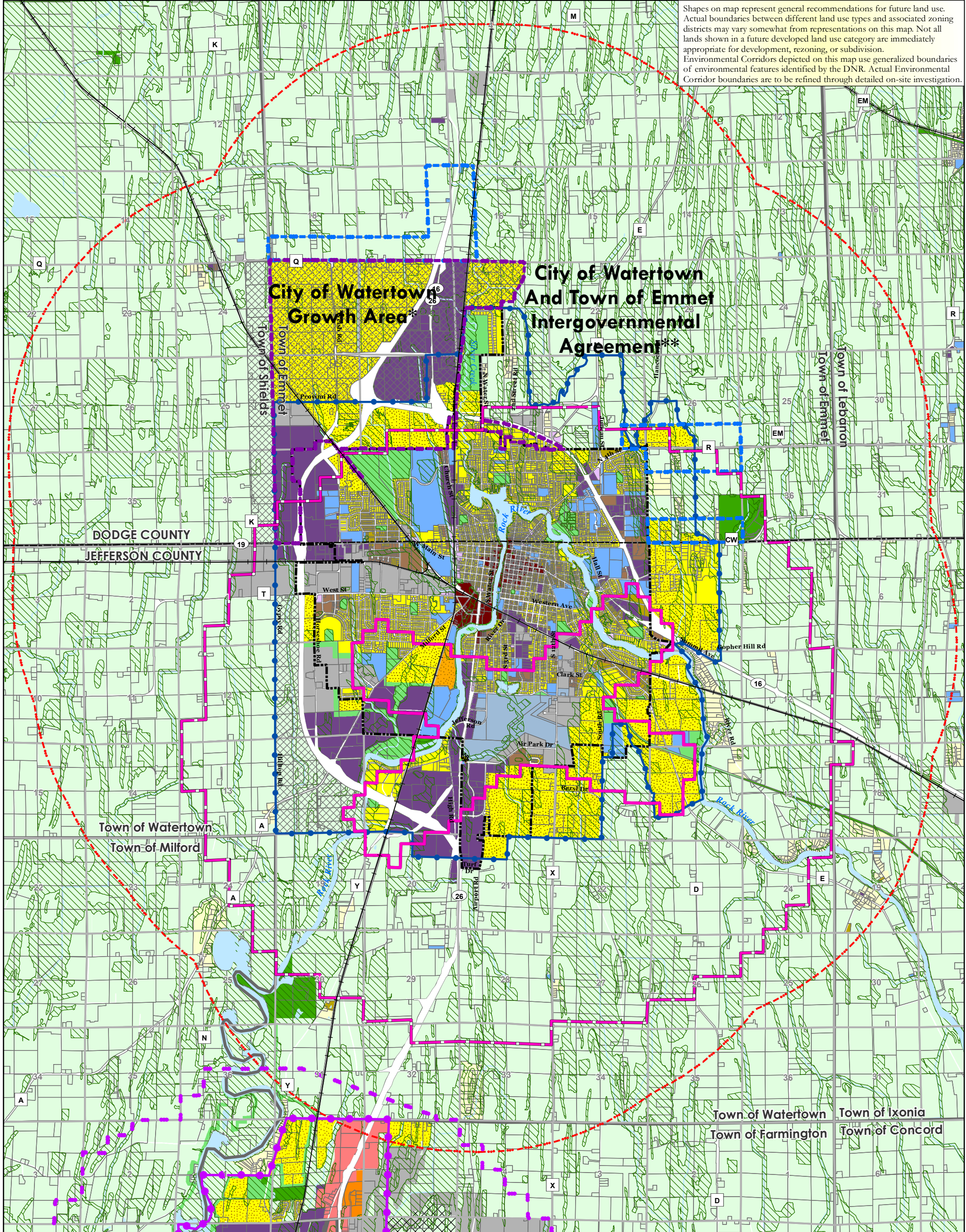


Draft: August 7, 2019
Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A

VANDEWALLE & ASSOCIATES INC.
Shaping places. shaping change



Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision. Environmental Corridors depicted on this map use generalized boundaries of environmental features identified by the DNR. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation.



Future Land Use Peripheral Area

Map 6c

City of Watertown Comprehensive Plan

Land Use Categories

- Agricultural
- Single-Family Residential - Unsewered
- Single-Family Residential - Sewered
- Two-Family Residential
- Multi-Family Residential
- Planned Neighborhood**
- Institutional
- Airport

- Rights-of-Way
- Neighborhood Mixed Use
- Planned Mixed Use*
- Central Mixed Use
- Riverside Mixed Use***
- Mixed Industrial
- Parks & Recreation
- Environmental Corridor
- Surface Water

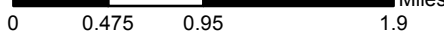
- #### City/Town IGA**
- City Growth Area
 - City Periphery Areas

- #### Johnson Creek Planned Land Use
- Planned Office
 - Planned Commercial
 - Extraction
 - Johnson Creek Urban Service Area
 - Johnson Creek ETJ

- *Each "Planned Mixed Use Area" may include mix of:
1. Office
 2. Multi-Family Residential
 3. Mixed Industrial
 4. Commercial Services/Retail
 5. Institutional
 6. Parks & Recreation
- **"Planned Neighborhoods" should include a mix of the following:
1. Single-Family - Sewered (predominant land use)
 2. Two-family Residential
 3. Multi-Family Residential
 4. Institutional
 5. Neighborhood Mixed Use
 6. Parks & Recreation
- ***Each "Riverside Mixed Use Area" may include mix of:
1. Office
 2. Single-Family - Sewered
 3. Two-Family Residential
 4. Multi-Family Residential
 5. Commercial Services/Retail
 6. Institutional
 7. Parks & Recreation

- City of Watertown County Boundary
- Town Boundary
- Parcel
- Railroad
- Watertown Urban Service Area
- Watertown Extra-territorial Jurisdiction
- Watertown Long Range Growth Area

- #### Airport Height Limitations
- Maximum Building Elevation b/t 865 and 968 ft
 - Maximum Building Elevation b/t 968 and 1005 ft
- Draft: August 7, 2019
Source: WisDNR, FEMA, City of Watertown, Dodge Co. LIO & Jefferson Co. LIO, V&A



8 TRANSPORTATION



EIGHT: TRANSPORTATION

The purpose of this chapter is to provide an overview of the City of Watertown's transportation system, identify areas of facility expansion, and develop strategies to provide the safest, most efficient transportation system possible for the City's residents. This chapter also includes review of local, state, and regional transportation plans and studies which inform the goals, policies, programs, and recommendations at the end of the chapter.

Existing Transportation Network

Access is a key determinant of growth and economic health because it facilitates the flow of goods and people. The City of Watertown is very well connected to the wider region through the existing roadway network, freight rail services, and a municipal airport. Additionally, on-street bicycle facilities, sidewalks, and multi-use trails provide alternative transportation options throughout the City, while also connecting to the regional system. This section describes the existing conditions of transportation facilities in the City, and Map 7 depicts existing and planned transportation facilities in the City.

Road Functional Classification System

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

- **Principal Arterials.** Serve longer inter-urban type trips and traffic traveling through urban areas, including interstate highways and other freeways.
- **Minor Arterials.** Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials.
- **Collectors.** Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These roadways collect traffic from local streets in residential neighborhoods and channel it onto the arterial system.
- **Local Streets.** Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged.

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

Roadways

The City of Watertown is approximately eight miles north of Interstate 94, which serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis, La Crosse, and Madison with Milwaukee and Chicago. The Wisconsin Department of Transportation Connections 2030 Plan designated this Interstate as a "backbone" route, which connects major population and economic centers. The State Highway 26 Bypass, in addition to Church Street, State Highway 16 (Summit Avenue), and State Highway 19 (E. Main Street) function as the City's arterial roadways. The new STH 26 Bypass is the primary arterial roadway connecting to the City's network at three different interchanges. One of those interchanges, the most heavily utilized, is South Church Street. It is the City's primary north-south roadway, connecting to the Bypass at the southern end of the City and STH 16 on the northern end.

STH 19 runs east-west through the center of the City (Main St.). STH 16 traverses the northeastern corner of the City, connecting to the STH 26 Bypass at the north and STH 19 at the east end of the City.

Other arterial and minor arterial streets through Watertown include:

- County Trunk Highway (CTH) CW and CTH T (West Street), which run east-west through the City.
- CTH X (S. 12th Street), running north-south and connecting to E. Main Street.
- CTH A (Milford Street), running northwest through the City.
- CTH E (S. Concord Avenue), which runs southeast and connects with E. Main Street and provides an alternative route to I-94 via CTH F and Concord.



- Fourth Street, which runs from Western Avenue through the City to the northern City limits.
- Center Street, which runs from North Fourth Street to the northern City limits.

Bridges

The City has jurisdiction over thirteen bridges—of these, ten pass above the Rock River and three pass over Silver Creek. The City shares jurisdiction of three bridges with the railroad, these pass over South Second, Church, and Main Streets. The state maintains the STH 16 Bridge which passes over CTH CW. All bridges are inspected every other year in accordance with federal and state guidelines. While this is a sufficient number of bridges to accommodate efficient travel at most times of day, emergency service provision within the City may be at times compromised as factors such as peak local travel, train movements, accidents, and road blockages due to natural conditions such as downed tree limbs, local flooding, or snow emergencies coincide.

Due to the significant upfront and ongoing costs of this infrastructure, any bridge up for reconstruction should be evaluated using a cost-benefit analysis to determine if reconstruction or removal is the correct course of action moving forward.

Airports

The Watertown Municipal Airport is a public airport located within the City. The airport covers 360 acres and has two asphalt runways. The Watertown Municipal Airport was also the site of the first Transponder Landing System (TLS) in the United States. The airport is one of the busiest between Milwaukee and Madison.

Watertown is also located near several large passenger airports. The Dane County Regional Airport, which is located about 40 miles west of Watertown, provides regular passenger service to various regional and national locations. Additionally, General Mitchell International Airport in Milwaukee is located about 55 miles southeast of Watertown. It is the largest airport in Wisconsin. Finally, O'Hare International Airport in Chicago is the approximately 120 miles to the southeast. This international hub is one of the largest and busiest airports in the entire country.

Rail

Wisconsin and Southern Railroad (WSOR) is a privately-owned regional railroad company operating in southern Wisconsin and northeastern Illinois. WSOR has a 50-year operating agreement to provide freight rail service to 21 counties. WSOR's rail system traverses 700 miles of track on a publicly-owned railroad system. WSOR operates a line connecting Watertown to Madison. This line terminates in Watertown. Two other private railroads also own right-of-way within the City limits, Canadian Pacific and Union Pacific.

The nearest commercial passenger rail service is the Amtrak Hiawatha route line between Milwaukee and Chicago or the Amtrak Empire Builder route serving Milwaukee to the Twin Cities. The train station nearest Watertown is located in Columbus, WI, approximately 25 miles to the northwest of Watertown.

Bicycle and Pedestrian Routes

Overall, the City has a Walkability score of 36, which is categorized as a car-dependent city. However, along Main Street in and around downtown, the walkability scores increase to the high-80s (very walkable) and the bikeability scores increase to the mid-60s (somewhat bikeable). The scores are calculated by combining the available infrastructure, proximity to amenities, population density, and road metrics in the area.

Source: *Walk Score, 2019*

The City is continuously working to better integrate and connect sidewalks, multi-use trails, and on-street bicycle routes throughout the community and to larger regional networks. Throughout the City many streets are served by sidewalks, although significant gaps in the overall network remains. As part of the initiative to fill those gaps overtime, any infill, redevelopment, or new development is required to provide a complete network of sidewalks on-site. Additionally, several multi-use trails now connect to the City. Both the Watertown/Oconomowoc Interurban Trail and the Glacial River Trail have connections directly to the community in addition to the larger multi-use trail network in Southeastern Wisconsin. To complement these trails, there are also several dedicated on-street bicycle facilities throughout the community. Together, this network of multi-modal transportation options continues to become more connected, efficient, and utilized.



Public Transportation and Para-Transit

Intra-city bus service in the City was discontinued in the early 1990s; however, park and ride and rideshare programs are available to Watertown residents. The nearest Park and Ride facility is located in Johnson Creek, and accessible from I-94. This is a multi-modal transportation facility with parking for up to 87 vehicles. Parking is free for up to 48-hours. This facility also offers bicycle racks, a picnic area, an information kiosk, and a bus shelter. It serves as a pick-up location for Lamers bus charters and tours.

The Wisconsin Department of Administration offers a vanpool/rideshare program for state and non-state employees commuting to Madison from neighboring communities. Participants can join a group that is already established or form a new vanpool. The program offers convenient pick-up and drop-off locations, free parking at pick-up locations, and a flexible work-hour system for participants. State employees who participate are also eligible for pre-tax payroll deductions.

Private taxi service is primarily provided by Watertown Transit, with some rideshare companies like Uber and Lyft in surrounding areas.

The Jefferson County Human Services Department provides transportation services to County residents age 55 and above for shopping trips to get groceries, medical supplies, and other essentials. The Jefferson County Volunteer Driver Program provides transportation services to medical appointments for elderly and persons with disabilities. This program is only available to those with no other means of transportation.

The Dodge County Human Services and Health Department operates a county-wide Specialized Transportation System for persons age 65 and above and physically and mentally disabled residents of Dodge County.

Truck and Water Transportation

State Highway 16, the STH 26 Bypass, and Church Street are designated heavy truck routes through Watertown. There are no waterborne freight or passenger facilities in the in the City.

Review of County, State, and Regional Transportation Projects and Plans

The following is a review of state and regional transportation plans and studies which affect transportation within the City of Watertown. The goals, policies, programs, and recommendations at the end of this chapter are consistent with these state and regional plans.

Jefferson County Bicycle and Pedestrian Plan Update

In 2010, Jefferson County adopted the Jefferson County Bicycle and Pedestrian Plan Update, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Watertown. Recommendations include:

On-street improvements to:

- 3' paved shoulder on High Road
- 5' paved shoulder on Horseshoe Road between CTH A and CTH Y
- Paved shoulder along CTH A from Lake Mills to Watertown
- Paved shoulder on West Street/CTH T
- Striped bike lanes on Western Avenue, Milford Street, Milwaukee Street, 12th Street/CTH X, Boughton Street
- Redeck bridge with bike lanes and sidewalks on Milwaukee Street bridge

Off-street improvements to:

- Trail connection between Waterloo and Watertown
- The Interurban Trail connection between Watertown and Oconomowoc
- New trail connection between Spaulding Street and the High School Trail
- Rock River Trail along the river on the southeast and northwest side of the river



Dodge County Bicycle and Pedestrian Plan, 2003

Priorities from this planning process included connecting Watertown to the Wild Goose Trail, making Water Street, Second Street, Hill Road, and CTH M all on-street routes, pursuing rails to trails, and coordinating with state, regional, and other counties on planning for future trail connections. Many of these initiatives are already underway or have also been prioritized in other plans. This document still serves as an important reference for the long-term goals of Dodge County and all of the municipalities within it.

Wisconsin Southwest Region 2018-2023 Highway Improvement Program

The WisDOT maintains a six-year improvement program for state and federal highways. Wisconsin has over 100,000 miles of public roads, from Interstate freeways to city and village streets. The highway improvement program covers only the state highway system which is administered and maintained by the WisDOT. The rest of the roadways are improved and maintained by the cities, towns, counties and villages in which they are located. Projects in Jefferson and Dodge County in the 6-year improvement program include continued bridge and general rehabilitation on North 2nd Street, STH 16, and Interstate 94.

Connections 2030: Wisconsin's Long-Range Transportation Plan

Connections 2030 is the state's long-range transportation plan adopted in 2009. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state's priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for the WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no Watertown-specific recommendations, the plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020

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

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would mainly use existing rail lines to connect these nine Midwest states. As of right now, there are no active rail initiatives in the surrounding area.

Wisconsin Rail Plan 2030

The Wisconsin Rail Plan is the statewide long-range plan for freight rail, inter-city passenger rail, and commuter rail. In addition, it identifies priorities and strategies that will serve a basis for Wisconsin rail investments over the next 20 years. The plan was officially adopted in 2014.

Wisconsin State Airport System Plan 2030

The Wisconsin State Airport System Plan is the statewide long-range plan for airport transportation. It was adopted in 2015 and helps establish an inventory of airports, while also being a guide for investment decisions. It outlines a vision for aviation, an analysis of the state's system, and an environmental justice analysis.

The Impact of Highway Bypasses on a City's Development Patterns and Economy

Highway bypasses are intended to divert traffic around, rather than through, an urban area for the primary purpose of improving regional traffic mobility. Left unregulated, both commercial and residential development is attracted to areas where access has been established along a new bypass route (e.g. interchange locations). This ultimately draws development and additional traffic farther from the city's existing businesses and infrastructure, while also encouraging sprawling development patterns. However, by implementing strict land division, land use policies, and strategic long-term



planning, such development patterns can be precluded. Instead, access points and highway interchanges can be reserved for well-planned and appropriately timed development that supports the economic growth and positive image of the community.

In addition, by displacing truck traffic from a city's downtown and alleviating traffic congestion, bypasses can actually create opportunities for cities to establish safer, more pedestrian-friendly, and attractive downtowns. In order to capitalize on such opportunities, cities around which bypasses have been planned benefit from developing long-term economic and aesthetic plans for their downtown areas. These plans should address issues such as pedestrian and bike connections, streetscaping features, development design, public improvements, redevelopment/rehabilitation guidelines, and niche marketing strategies.

Transportation Goals, Objectives, and Policies

Goal:

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

Objectives:

1. Provide a complete and high-quality transportation system and ensure that transportation system improvements are coordinated with land development.
2. Coordinate multi-jurisdictional transportation system improvements in the Watertown area.
3. Provide safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers.
4. Encourage the establishment of regional transit service, while also supporting the existing County transit programs.
5. Encourage a land development pattern that minimizes absolute reliance on the automobile, particularly in terms of neighborhood-oriented goods and services.
6. Consider pedestrian and bicycle accessibility when selecting new sites for public facilities such as schools, parks, libraries, and community centers.

Policies:

1. Continue to update and enforce an Official Map both within the City limits and within the City's extraterritorial plat review jurisdiction.
2. Prioritize the future interconnection of the City's on-street bicycle facilities system within the City, in addition to connections to the Downtown Riverwalk, Interurban Trail, Glacial Drumlin Trail, and Wild Goose State Trail.
3. Partner with the Watertown Bicycle Task Force and local public health partners to better plan and implement a comprehensive and safe network of sidewalks and bicycle routes to connect neighborhoods with schools, parks, and shopping.
4. Use the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan as the foundation to create a customized City-wide Bicycle and Pedestrian Plan to further prioritize active transportation facilities, connections, and utilization.
5. Actively participate and engage in the update of the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan.
6. Require all new developments to be served with sidewalks or pedestrian/bicycle paths.
7. Support a comprehensive community-wide wayfinding signage system in order to better direct travelers to key destinations in the community.
8. Limit the number of direct driveway access points on arterial streets in order to maintain traffic flow and improve safety. Direct access to arterial streets shall only be allowed for major facilities such as large shopping centers or other significant traffic generators.
9. Coordinate capital improvements with the annual review of the Implementation Chapter of this plan.
10. Encourage aesthetic improvements such as canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, or benches in all arterial and collector street construction and reconstruction projects.

11. Discourage the use of cul-de-sacs except in very limited situations (e.g. existing topography or development pattern necessitates their use).
12. Adopt a Complete Streets Policy that requires multi-modal elements as part of every roadway infrastructure project. Integrate United States Department of Transportation, Federal Highway Administration, National Association of City Transportation Officials, American Association of State Highway and Transportation Officials, and Wisconsin Department of Transportation guidelines, best practices, and performance measures into the policy to facilitate true complete streets.
13. Consider the creation of new revenue sources to help meet labor and materials cost increases, in addition to maintenance and improvements to all forms of transportation.
14. Develop a bike-share option near downtown and/or one of the multi-use trail heads in the City.
15. Consider a traffic study downtown to reevaluate the need for one-way streets and improve multi-modal options.
16. Use the recommendations of the 2018 Downtown Parking Study as a basis for the evaluation of the long-term parking needs downtown.
17. Establish a City-wide (all departments) 5-year Capital Improvements Program to continuously review and plan for future infrastructure needs. Use the existing Public Works 5-year Capital Improvements Plan as the starting point for the new City-wide version.
18. Continue bicycle and pedestrian educational programs like the Police Department's bicycle rodeo and other trainings to increase safety and utilization of trails, paths, sidewalks, and streets.
19. Continue to enforce the Sidewalk Infill Policy.

Transportation Programs and Recommendations

The transportation chapter is designed to facilitate the implementation of safe and efficient multi-modal transportation options by:

- Supplementing major arterial improvements with improvements to local roads;
- Guiding the reservation of future rights-of-ways for new roads and bicycle and pedestrian facilities;
- Guiding new development and redevelopment towards existing transportation infrastructure; and
- Promoting transit-friendly land use patterns, development intensities, and site designs.
- Increase resident's quality of life through integrating public health, recreation, land use, and transportation planning.

The Transportation and Community Facilities map (Map 7) recommends future road expansions and proposed new roads. It is important to remember that actual expansion of the road may not occur for many years. However, the City should work to acquire, through dedication or purchase, additional right-of-way width well in advance of actual need. As a first step, the City should amend its Official Map to reflect recommended rights-of-way in the Transportation and Community Facilities map. It should then use the official map to obtain additional right-of-way, particularly when new developments (e.g., subdivisions) are proposed. Specific transportation recommendations are described below.

Minor Arterial and Collector Roads

Traffic volumes on CTH A (Milford Street) and CTH E (Concord Avenue) will be driven, in part, by planned development within the southeast and southwest sectors of the City over the planning period. The Transportation and Community Facilities Map advises additional right-of-way width along these routes.

Over the planning period, the City plans to work with the Wisconsin Department of Transportation on the development of an interchange at the CTH A and STH 26 bypass. Future development along Milford Street will determine the need for the new interchange.



The Transportation and Community Facilities map also shows a new collector street south of the airport from High Road to CTH X. The primary intent of this improvement is to serve industrial development south of the airport. The secondary purpose is to provide access to planned neighborhoods east of STH 26. The speed limit for this road should be a maximum of 35 mph to ensure that impacts on adjacent neighborhoods are minimal.

Local Roads

New local roads needed to serve development are generally not shown on the plan map. These should be shown on Detailed Neighborhood Plans (as discussed in the Land Use chapter), and will be required as new neighborhoods develop. In general, the construction of local street connections should be timed so as to avoid serving as de-facto collector or arterial streets until the actual collector or arterial road is constructed. Subdivisions and other developments should be interconnected by local roads.

The Transportation and Community Facilities map shows small local road extensions primarily in the central portion of the City. These are intended to fill existing gaps in the grid network to provide more direct connections to collector and arterial streets and avoid over-concentration of traffic on local streets.

Pedestrian and Bicycle Facilities

Over the coming years, it is increasingly important to continue to foster connectivity of multi-modal transportation options, in particular bicycle and pedestrian facilities. In general, these facilities include sidewalks, on-street bicycle routes or lanes, streetscapes, and off-street multi-use paths or trails. Many of these facilities have already been planned for through the City of Watertown Parks and Open Space Plan, Jefferson County Bicycle and Pedestrian Plan, and Dodge County Bicycle and Pedestrian Plan.

The City of Watertown Park and Open Space Plan, 2019-2024, proposes new on and off-street recreation trails, a unified Riverwalk system along the Rock River, and increased river access locations. These proposed improvements are generally depicted on Map 7.

Additionally, many of the recommendations in the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan pertain to Watertown. Some key projects include on-street paved shoulder expansions, stripping new bicycle lanes, adding new facilities to bridges, and building connections between existing multi-use paths and the City. These recommendations are reflected in Map 7.

In 2016, the City established a City-Wide Bicycle and Pedestrian Task Force to help plan for future infrastructure, further initiatives, and coordinate with other City Departments. The Task Force is actively working to pursue grants, secure funding, strive to become a bike-friendly community, and other various transportation related projects.

Passenger Rail

Development of a new passenger rail station to accommodate a stop in Watertown for the existing Amtrak route is recommended. This centrally located station is proposed on the south side of the railroad between the Rock River Bridge and South Church Street, at the location of the current shopping center. This site is best positioned to provide the required staging areas, accommodate passenger parking needs, and serve as a catalyst for substantial redevelopment activity along the west bank of the Rock River south from Main Street, and within the old shopping center district located on both the east and west sides of South Church Street south of the railroad overpass and north of the Rock River bridge.

Inter-City Transit

The City intends to encourage the re-establishment of regional inter-city passenger bus services to serve Watertown. The City could facilitate this endeavor by encouraging local businesses to participate and potentially creating a multi-modal connection to any future passenger rail stops. Additionally, the City could encourage bus companies to provide "on-demand" service rather than regularly scheduled service. This route would be particularly effective in picking up traffic along the STH 26 corridor within the Rock River Valley between Juneau and Janesville.

In fact, a study published by the WISPIRG Foundation in 2019 titled "Millennials on the Move" explores the lifestyles preferred by many young people across Wisconsin. The study polled Wisconsin college students and found that 75% said that it was important for them to live in a place with non-driving transportation options after graduation. Overall, many people's preferences are changing when it comes to transportation and providing increased multi-modal transportation options and connectivity will be one way to increase the retention and attraction of young people over the next 20 years.

Source: WISPIRG Foundation, Millennials on the Move (2019)

Continue to Make Upgrades to Existing Roadways

In the future, the City will continue to make upgrades to local roads and budget for these projects through the Public Works 5-year Capital Improvements Plan and the establishment of a City-wide 5-year Capital Improvement Program. The annual review of these documents will allow City Staff, elected officials, and the public an opportunity to see the upcoming project schedule and which are prioritized for the future. This process could also include the review of the Implementation Chapter to coordinate future needs.

A potential opportunity to provide funding for these future projects is through the establishment of additional revenue sources that only focus on those who are using the infrastructure locally, rather than taxing all residents equally. As infrastructure and labor costs rise, and the deteriorating facilities continuously get deferred maintenance, new revenue sources may become increasingly needed over the next twenty years.

Additionally, over the planning period, Watertown will continue to work with the State and County to make repairs and upgrades to State Highways and County roads, coordinate utility and street upgrades, and prioritize streetscape improvements to key redevelopment and gateway corridors.

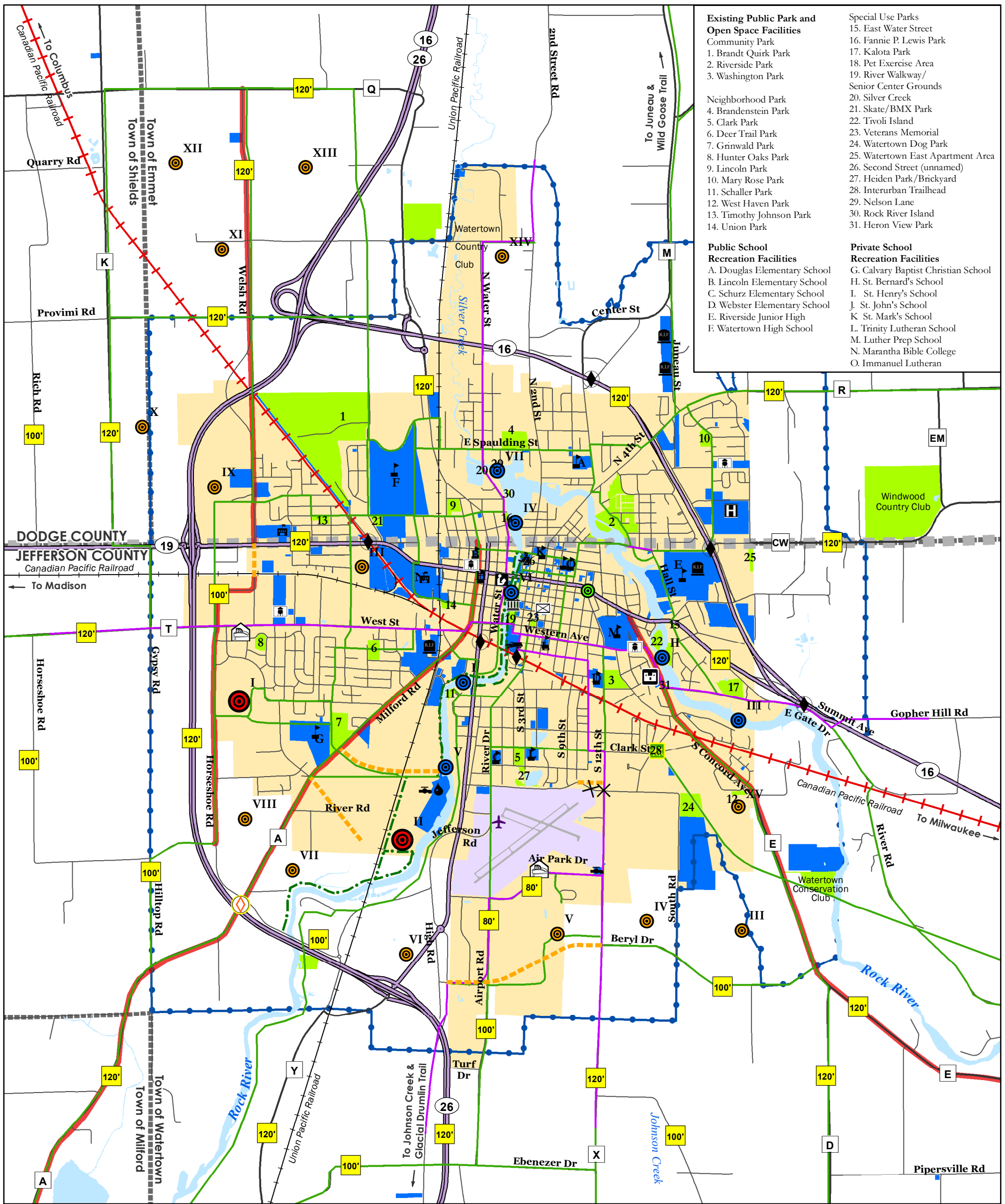
Prepare for Transportation Technology Changes

As transportation technology continues to rapidly evolve overtime, it will be important for the City to be prepared to accommodate these changes. Over the past few years, bike-share, ride-share, and car-share have all become prevalent throughout the country, and potentially the most revolutionary change is also rapidly approaching, automated self-driving vehicles. While it is impossible to know what the outcomes of this new technology will be, the City can continuously evolve its ordinances, procedures, and planning to accommodate these changes. An example of this could be as simple as an ordinance change to allow car-sharing or electric car re-charging stations in public parking lots, or it could be as significant as redesigning public facilities and infrastructure to better accommodate self-driving vehicles. The next two decades will see rapid changes in the way people use transportation and Watertown will have to be prepared and flexible enough to continuously evolve as new challenges arise.

While we do not yet know exactly what transportation will look like in the coming years or its potential implications, there are some preliminary considerations for the City to plan for:

- **Infrastructure.** It may be increasingly important to uniformly upgrade and maintain lane striping and signage to accommodate autonomous vehicles because they significantly rely on these infrastructure elements to navigate and function effectively. Additionally, in future roadway projects, considerations could be made for off-street or on-street staging facilities for vehicle pick-up and drop-off, instead of traditional on-street parking, parking lots, or parking garages.
- **Changing Revenue Sources.** Incorporating high-capacity electric vehicle charging stations within municipal lots could be a new revenue generating source for the city, in addition to promoting and accommodating ridesharing. Also, overtime, traffic violation revenue may decrease significantly because of overall safer roadways. It may be appropriate to intermittently budget for lower revenue totals from this source to avoid dramatic changes to local resources.
- **Inequities.** The initial phase of autonomous vehicle integration may disproportionately disadvantage lower-income individuals who may not be able to afford the technology. Potential adjustments to traffic enforcement practices and/or other tax policies may be necessary to curb this inequity.
- **Technology Systems.** As many larger governing bodies increasingly integrate intelligent transportation systems (ITS), it will be important for the city to participate in data collection and sharing, in addition to utilizing wireless and cloud-based technologies within their own practices.





- Existing Public Park and Open Space Facilities**
- Community Park**
1. Brandt Quirk Park
 2. Riverside Park
 3. Washington Park
- Neighborhood Park**
4. Brandenstein Park
 5. Clark Park
 6. Deer Trail Park
 7. Grünwald Park
 8. Hunter Oaks Park
 9. Lincoln Park
 10. Mary Rose Park
 11. Schaller Park
 12. West Haven Park
 13. Timothy Johnson Park
 14. Union Park
- Special Use Parks**
15. East Water Street
 16. Fannie P. Lewis Park
 17. Kalota Park
 18. Pet Exercise Area
 19. River Walkway/Senior Center Grounds
 20. Silver Creek
 21. Skate/BMX Park
 22. Tivoli Island
 23. Veterans Memorial
 24. Watertown Dog Park
 25. Watertown East Apartment Area
 26. Second Street (unnamed)
 27. Heiden Park/Brickyard
 28. Interurban Trailhead
 29. Nelson Lane
 30. Rock River Island
 31. Heron View Park
- Public School Recreation Facilities**
- A. Douglas Elementary School
 - B. Lincoln Elementary School
 - C. Schurz Elementary School
 - D. Webster Elementary School
 - E. Riverside Junior High
 - F. Watertown High School
- Private School Recreation Facilities**
- G. Calvary Baptist Christian School
 - H. St. Bernard's School
 - I. St. Henry's School
 - J. St. John's School
 - K. St. Mark's School
 - L. Trinity Lutheran School
 - M. Luther Prep School
 - N. Marantha Bible College
 - O. Immanuel Lutheran

Transportation & Community Facilities

Map 7

City of Watertown Comprehensive Plan

- City of Watertown
- County Boundary
- Town Boundary
- Urban Service Area Boundary
- State Highway
- County Highway
- Local Road
- Railroads
- Existing Amtrak Passenger Rail
- On-Street Bike Routes
- Surface Water

Existing Facilities

- Airport
- Community Facility Land Area
- Public & Private Park & Recreation Land Area
- School
- Higher Education Facility
- Public Safety Building
- Hospital
- Library
- Post Office
- Public Works Building
- Waste Water Treatment Plant

- Water Utility Facility
- Water Tower
- Grade Separation
- Cemetery
- Senior/Community Center
- Museum

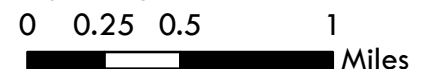
Planned Facilities

- Proposed Bike/Ped Facility Trailhead
- Proposed Community Park
- Proposed Neighborhood Park
- Proposed Mini Park
- Proposed River Access Site
- Proposed Public Safety Building
- Proposed Intersection Improvement
- Proposed Park & Ride
- Proposed Grade Separation
- Proposed Interchange

- Proposed Road
- Proposed Street Enhancement
- Road Section to be Removed
- Proposed Bike Routes/Trails
- Proposed Riverwalk
- Proposed Right-of-Way Width



Draft: July 1, 2019
 Source: WisDNR, FEMA,
 City of Watertown,
 Dodge Co. IIO &
 Jefferson Co. IIO, V&A



VANDEWALLE & ASSOCIATES INC.
 Shaping places. shaping change



9 UTILITIES AND COMMUNITY FACILITIES



NINE: UTILITIES AND COMMUNITY FACILITIES

This chapter contains information regarding existing utilities and community facilities including location, use, and system capacity. It also provides a timetable for the expansion, rehabilitation, and construction of new facilities. This information is used to inform the goals, policies, programs, and recommendations at the end of the chapter.

Community Facilities and Services

City Facilities

The City of Watertown administrative offices, council chambers, and municipal court are located downtown at Watertown City Hall near the Rock River and Main Street.

Child Care Facilities

A variety of child care facilities are located throughout Watertown, some with only day care services and others with preschool programs. Of the approximately ten total providers, about half are private business, with the rest being part of a religious institution or the YMCA. As a community, Watertown has a fair number of child care facilities and hopes to retain those organizations long-term to attract and retain young families.

Services Supporting Community & Individual Health

The Watertown Department of Public Health creates opportunities for safe and healthy living by providing comprehensive public health services. Staff work with community members to realize and enjoy the highest quality of health. They also partner with many organizations throughout Dodge and Jefferson County. When feasible, the department works with adjacent local health departments to develop and sustain services and programs to maximize limited resources. They are designated a level II health department as recognized by the Wisconsin Department of Health Services. The department works collaboratively with local decision makers and leadership teams to intergrade a “Health in All Policies” approach that aims at integrating public health in all decision-making processes city-wide to create a healthier community. This plan and all City planning processes moving forward should embrace this idea in order to foster greater community-wide public health that ends up benefiting everyone long-term.

Medical services are available through Watertown Regional Medical Center, a full-service medical facility that also oversees several clinics in the community including the Center for Women’s Health. A clinic and urgent care services are also offered through ProHealth. There are also privately-owned clinics that provide care in Watertown as well as a free clinic that provides care to those that have no insurance.

Supportive services are offered to community members through independent living, assisted living, memory care, skilled care, rehab therapies, home health, hospice, and services for those with intellectual and developmental disabilities.

Public Safety

The Watertown Police and Fire Departments are located in the shared Watertown City Hall building downtown. The Watertown Fire Department provides fire and ALS emergency medical service. The service area covers approximately 100 square miles in the City of Watertown and the Towns of Emmet, Milford, Shields, and Watertown. The Department also provides ambulance service to the Village of Reeseville. The station is equipped with three engines, one mid-mount ladder truck, three ALS ambulances, two tenders, one grass rig, one rescue boat, and two command cars. The Department’s 30-member staff responds to approximately 2,600 calls annually. The department also offers a variety of public engagement programs and events such as the annual Open House, training seminars, and station tours.

The City of Watertown’s Police Department is divided into three functional areas: Administrative Bureau, Operations Bureau, and Support Services Bureau. The Administrative Bureau is responsible for directing and managing the activities of the station and Accreditation. The Operations Bureau provides primary police service to the community. The Support Services Bureau is subdivided into the Investigative Division, Crime Prevention/Drug Abuse Resistance Education, Community Service, and Police Records service areas. The Police Department is currently staffed by 57 full-time employees, 38 of which are sworn officers who fielded over 21,000 service calls in 2017. Several community-specific programs/units have been created over the years to combat key issues such as the Coordinated Community Response Team for domestic violence, the Drug Task Force, and school resource officers, to name a few. The department is also active in the community hosting several different events and trainings throughout the year.

Educational Facilities

The City of Watertown lies entirely within the Watertown Unified School District. This School District encompasses approximately 168 square miles and covers portions of Dodge and Jefferson Counties. The District serves students in the Towns of Lowell, Shields, Clyman, Emmet, Lebanon, Watertown, Milford, Farmington, Ixonia, Concord, and the City of Watertown.

In 2009 and 2018, successful referendums were passed in the community. The first was to do several facility upgrades and improvements, the latest was to cover the declining enrollment numbers without having to significantly cut programs. Together, these referendums have proven that the community is willing to continue to invest in its key local assets. However, with a steady decline in enrollment for both the Watertown Area Unified School District and area private school, there will be even more challenges moving forward.

Enrollment for the Watertown Area Unified School District public schools is shown in Figure 9.1. Enrollment in all public schools has consistently decreased over the past 18 years, with a few exceptions. Overall, the district is down approximately 7% in enrollment over that time, with Watertown High School seeing the most significant decline.

Figure 9.1: Watertown Unified School District Enrollment, 2001-2018

Watertown Unified School District	2000-2001	2005-2006	2010-2011	2015-2016	2016-2017	2017-2018	Change 2000-2018
Douglas Elementary	342	369	512	519	484	444	30%
Lebanon Elementary	59	60	65	65	65	63	7%
Lincoln Elementary	166	189	142	152	136	146	-12%
Schurz Elementary	314	343	340	305	305	308	-2%
Webster Elementary	469	452	463	418	432	439	-6%
Riverside Middle	795	783	829	803	772	795	0%
Watertown High School	1,530	1,350	1,350	1,265	1,313	1,237	-19%
Total	3,675	3,546	3,701	3,527	3,507	3,432	-7%

Source: Wisconsin Department of Public Instruction, 2000-2018

Eleven major parochial schools are located in the City. These schools and their enrollment overtime are listed below. A similar and even greater declining enrollment situation is also prevalent in the private schools of Watertown. Over that last 18 years, enrollment has decreased nearly 30% with Maranatha Baptist Academy experiencing the most significant decline. Due to the fact that both public and private institutions are seeing a declining enrollment does not signal a shift in students moving from one to other within the community, it is more closely related to the overall decline in population, shift in demographics, and slow economic recovery the community has faced post-Recession.

Figure 9.2: Watertown Private Schools Enrollment, 2001-2018

Private Schools	2000-2001	2005-2006	2010-2011	2015-2016	2016-2017	2017-2018	Change 2000-2018
Calvary Baptist Christian School	142	151	109	92	104	103	-27%
Faith Lutheran Day School	77	39	34	58	48	40	-48%
Good Shepherd Lutheran School	71	101	120	88	86	119	68%
Lebanon Lutheran School	83	96	91	86	83	83	0%
Luther Preparatory School	569	390	360	442	427	416	-27%
Maranatha Baptist Academy	94	74	73	53	43	43	-54%
Saint Bernard Grade School	189	158	159	88	147	106	-44%
Saint Henry Grade School	183	180	148	118	103	93	-49%
Saint John's Lutheran Grade School	177	147	133	122	98	124	-30%
Saint Mark's Lutheran Grade School	313	275	287	273	264	254	-19%
Saint Paul's Evangelical Lutheran School	88	92	99	75	79	66	-25%
Trinity St. Luke's Lutheran School	287	283	200	178	178	160	-44%
Total Private School Enrollment	2273	1986	1813	1673	1660	1607	-29%

Source: Wisconsin Department of Public Instruction, 2000-2018

Figure 9.3: Watertown Unified School District Accountability Ratings 2011-2018

Watertown Unified School District	2011-12	2012-13	2013-14	2015-16	2016-17	2017-18
Douglas Elementary	69.3	67.9	69.5	74.2	72.6	77.9
Lebanon Elementary	85.6	85	80.8	94.2	91.1	93.6
Lincoln Elementary	70.4	-	Satisfactory Progress	Satisfactory Progress	Satisfactory Progress	Satisfactory Progress
Schurz Elementary	71.5	64.6	73.5	85.9	87.2	79.3
Webster Elementary	72	70.3	72.4	77.1	81.4	83.5
Riverside Middle	65.4	70.5	72.5	69.3	66.1	62.8
Watertown High School	62.2	68.4	72.5	64.5	65	62.8

Source: Wisconsin Department of Public Instruction, 2000-2018

The Wisconsin Department of Instruction ranks schools every year on if they are meeting expectations or not. Any Accountability Rating above an 83 significantly exceeds expectations, between 82-73 exceeds expectations, 72-63 meeting expectations, and 62-53 meets few expectations. In an alternative measuring method, Lincoln Elementary School simply receives either a Satisfactory Progress rating or a Needs Improvement rating. Overall, there are a wide range in scores for each school within the district. Most exceed expectations, while Riverside Middle School and Watertown High school rate just below meeting expectations. However, most schools have a seen a steady rise over the last 5-7 years in their rating, which is a positive sign for the district as-a-whole. Continuing to improve these scores will make for a stronger overall school district which can be leveraged in the attraction and retention of young families in the community.

Higher Learning Institutions

Maranatha Baptist University is a non-profit, non-denominational liberal arts college. The school has an enrollment of approximately 1,000 students with over 40 accredited degree programs.

Watertown also lies within the Madison Area Technical College District (MATC), which has campuses in Madison, Fort Atkinson, Portage, Reedsburg, and Watertown. MATC provides training for more than 100 careers, in fields such as biotechnology, electron microscopy, plastics technology, internet development, computer networking, and information technology security.

Libraries

The Watertown Public Library is a member of the Bridges Library System, which serves Jefferson and Waukesha Counties. A non-binding referendum for a library expansion was recently passed in 2016. As of 2019, the library is in the process of raising the remaining funds to complete a renovation and expansion. Many people in the community feel that the library is one of the catalytic projects that will continue the City's reinvestment along the Rock River. See Chapter 5 for more information.

Cemeteries

The Oak Hill Cemetery was founded in 1850 and was originally located along West Street. Many of Watertown's pioneer settlers are buried at Oak Hill, including: Timothy Johnson, the founder of Watertown; John and Eliza Cole, early day benefactors of the City; and John and Eliza Richards, builders and owners of the historical Octagon House Museum. Oak Hill Cemetery also features many unique examples of tombstone architecture, including an ornate holding vault which was historically used to store coffins during the winter months when the ground was frozen.

Community Services Organizations

The Greater Watertown Community Health Foundation is a tax-exempt organization that has played a leadership role in furthering community systems and policies which promote health and vitality with a focus on young children and families. The foundation invests in five priority areas: Strong Families, Kindergarten Readiness, Reading Proficiency by Third Grade, Social & Emotional Learning, and Healthy Living. The foundation facilitates "Every Child Thrives", a community effort representing more than 30 organizations across Dodge and Jefferson County working collaboratively to ensure every child thrives in health, learning and life. The foundation works in partnership with public health, planning, and community organizations to promote "Health in All Policies".

Some of the other important community organizations include (but not limited to): the Watertown Redevelopment Authority, the Watertown Family Center, the Watertown Recreation and Outreach Center for Youth, the Big Brothers/Big Sisters of South Central Wisconsin, and the Watertown Amateur Radio Club.

Communication Services

The Watertown Daily Times, the City’s local newspaper, has been in operation since 1895. The paper is available by subscription, as a mobile application, and is accessible online. Local radio station WJJO 94.1 FM serves the Watertown area and communities west to Madison. Watertown TV, located on the lower level of the Watertown Municipal Building, is the local government and community television station.

Power Plants and Transmission Lines

The Concord Generating Station, known as the most thermally efficient generating station in Wisconsin, is located on 150 acres just outside the City in the Town of Watertown next to the Concord substation. This four-unit station’s total net generating capacity is 388 megawatts. High voltage electric transmission lines are provided by the American Transmission Company.

Dams

The City owns two dams—Lower Watertown Dam and Upper Watertown Dam. The Lower Watertown Dam, located along Dodge Street, is 13 feet high with a hydraulic height of 11 feet. The impoundment surface area is 84 acres with a maximum impoundment storage capacity of 500 acres. The Upper Watertown Dam is located on Front Street. This dam is 17 feet high with a hydraulic height of 11 feet. The impoundment surface area is 64 acres with a maximum impoundment storage capacity of 720 acres. The Upper Dam was last inspected in 2018 and the Lower Dam is expected to be inspected in 2019.

Due to the significant upfront and ongoing costs of this infrastructure, any dam up for reconstruction should be evaluated using a cost-benefit analysis to determine if reconstruction or removal is the correct course of action moving forward.

Solid Waste Disposal and Recycling

The City provides curbside solid waste pickup service for area residents. The City also provides monthly curbside brush collection, which includes Christmas tree pickup in January. City residents may pick up free woodchips from the yard waste drop off facility anytime. The City also provides recycling collection service on a biweekly basis. Accepted materials include corrugated cardboard, plastics #1 and #2, glass bottles and jars, aluminum, paper, and tin cans. Recycling service is likely to expand to weekly pick-up during the planning period.

Stormwater Management

Watertown’s Stormwater Management Utility was established to provide a source of funding to be used exclusively for stormwater management both quantity and water quality. These funds are dedicated to the planning, maintenance, and construction of stormwater facilities; storm sewer maintenance; as well as construction, reconstruction, and erosion control. The utility is also dedicated and utilized to meet DNR Municipal Separate Storm Sewer System (MS4) permit requirements and mandates.

Additionally, all best management practices (BMP’s) are reviewed at the time of a new development, redevelopment, and/or expansion within the City. All properties within the City contribute to this fund based on the property’s total impervious surface area.

Water Supply and Wastewater Treatment

The City of Watertown’s Water Department provides water service for the majority of the City’s residents. A small percentage of the community is not serviced by municipal water; in which case a permit is issued for a private well. Those areas with private wells are required to provide the Water Department with a copy of a safe bacteria sample annually. Properties with abandoned wells must follow safety regulations to have the well abandoned.

The municipal drinking waterworks system of water supply and distribution is comprised of three regions: The Central, West, and Northeast. The waterworks treatment plants use iron removal filters, and the remainder of the system comprises a variety of facilities and equipment designed to pump and move water from wells to storage tanks and again to system reservoirs. The distribution reservoirs (towers) provide pressure to and throughout a network of pipes, mains, valves, hydrants, and hold water in reserve to supply individual homes and businesses.



- The Central Region water treatment plant was recently overhauled and replaced. The new waterworks plant has been pumping treated drinking water since December 2017. Five wells provide water in this region.
- The West Region has a planned rehabilitation in 2019 for well #9. Two wells provide water in this region.
- The Northeast Region has planned rehab for booster pumps and chemical feed equipment scheduled to be rehabilitated and replaced in 2020. Two wells provide water in this region.

The water storage network consists of five tanks with a holding capacity of 2 million gallons of clean drinking water. The volume in storage is turned over every day to keep the water fresh and reduce taste and odor problems. The distribution system consists of over 120 miles of watermain.

The available water and pumping capacity of the system is approximately 12.5 million gallons per day (MGD). The City chlorinates for disinfection, fluoridate for dental hygiene, use Sodium Hydroxide for lead and copper corrosion control, and use iron removal filters at three plants. A water system comprises a variety of facilities and equipment designed to move water. The water must be pumped from wells to a reservoir located at a pumping station. The pumping station facilities aerate and filter the water and pump it into a treated water reservoir. The facilities must also provide pressure to move the water through a network of pipes, mains, valves, hydrants, to water towers which hold water in reserve; and finally, to individual homes. The three regions are interconnected so they all can pump to the water distribution system independently.

Figure 9.4 Municipal Water System Information

Year treatment plant was constructed:	North West 2001, North East 2002, Central 2017
Date of Last plant expansion:	Central plant upgraded 2017
Design capacity: million gallons per day (MGD)	12.5
General demand (MGD)	2.4
Peak demand (MGD)	4.8
Available capacity during peak periods (MGD)	7.7
Available capacity during general demand (MGD)	10.1
Storage capacity for use and fire demand (MGD)	2.2

Source: City of Watertown, 2019

Wastewater Treatment Facility:

- The wastewater treatment plant was constructed in 2004 and has an average daily design flow of 5.2 million gallons per day (MGD) and a monthly average design flow of 8.8 MGD. The plant was designed for conditions in the present and future with a planned 2024 facility review of flow and loadings. Currently the plant flows and loadings report indicate good treatment and compliance with all permit parameters on a regular basis even with wet weather and increased flows becoming more normal.
- The collection system consists of 18 lift stations and over 120 miles of sanitary sewer pipe.

Figure 9.5 Municipal Wastewater System Information

Year treatment plant was constructed:	2002 - 2004
Date of last plant expansion:	2004
Wastewater treatment flow capacity in (MGD)	5.2
Wastewater treatment average daily flow in (MGD)	3.41
Wastewater treatment available flow capacity in (MGD)	1.79

Source: City of Watertown, 2019

Parks and Recreation

The City of Watertown provides approximately 324 total acres (about four percent of the City's total land area) of parks and open space for residents and visitors. The City maintains a total of 30 parks and one lake access area, which are described below.

Neighborhood Parks

- Brandenstein Park: This 12-acre park is located in the northern portion of the City and was established in 1980. The park offers playground equipment, fitness pad, a baseball field, disc golf basket, a shelter, restrooms, and open space for future development.
- Clark Park: This 5-acre park is located in the southern portion of the City and was established in 1941. The park offers playground equipment, a baseball/soccer field, pickle/tennis courts, ice-skating, a picnic shelter and restrooms. The

park also has a walking trail around the pond and nature area. In 2018, the City acquired land to the north to expand the park by 0.3 acres.

- Deer Trail Park: This 6-acre park is located in the southwest portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, and a picnic/grill area.
- Grinwald Park: This 18-acre park is located in the southwest portion of the City and was formerly known as Milford Street Park. The park was established in 1978 when the City purchased 9 acres of land along Milford Street. The Park was renamed Grinwald Park in 1992 when Donald Grinwald donated the adjacent 11 wooded acres to the City. The park presently offers playground equipment, two soccer fields, and a wooded walking trail.
- Hunter Oaks Park: This 4-acre neighborhood park is located in the northeast portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, and a picnic/grill area.
- Lincoln Park: This 5-acre neighborhood playground is located in the near northwest portion of the City and was established in 1941. The park offers playground equipment, a baseball field and a shelter with restrooms.
- Mary Rose Park: This 4-acre park is located in the northeast portion of the City and was established in 1999. The park offers playground equipment, volley standards, a baseball playfield, a soccer field, a shade structure, and a picnic/grill area.
- Schaller Park: This 1.5-acre park offers a quiet setting along the Rock River in the south-central portion of the City. A picnic area, play field, and a small composite playground structure serve youth in the adjacent and somewhat isolated neighborhood.
- West Haven Park: This 1.5-acre parcel in the South Concord Estates subdivision remains undeveloped. The master plan for the parcel includes playground equipment, volleyball court, half of a basketball court, and disc golf baskets. Some of these improvements are expected to be implemented in 2019.
- Timothy Johnson Park: This 3-acre neighborhood playground is located in the northwest portion of the City and was established in 1967. The park offers playground equipment, a baseball field and a shelter with restrooms.
- Union Park: This 2-acre neighborhood playground is located in the west-central portion of the City and was established in 1926. The park offers playground equipment, a baseball field, and a shelter with restrooms.

Community Parks

- Brandt-Quirk Park: This 169-acre park is located in the northwest portion of the City next to the high school. This park was established in 1980 as a 12-acre limited use area to be expanded as the City quarry was abandoned. The park includes 3 ¾ miles of hiking and cross-country ski and pet exercise trails, soccer fields, tennis courts, lighted baseball diamonds, play equipment, 18-hole Rock River Disc Golf Course (set on park land and high school land), sand/water play equipment, a batting cage, picnic shelters, and restrooms.
- Riverside Park: This 37-acre park was established in 1910 and was the first public park established in Watertown. It is located in the northeast portion of the City, laid out along the banks of the Rock River. Riverside is the system's most heavily used and most scenic park. The park serves as the center for many community celebrations and activities including the Fourth of July festivities and the annual Riverfest celebrations. The park has numerous amenities including picnic shelters, restrooms, softball diamonds, volleyball courts, horseshoe courts, playground facilities, handicapped-accessible fishing pier/kayak dock, pickleball/tennis courts, a bandshell, and the Watertown Aquatic Center.
- Washington Park: This 9-acre park is located in the southeast portion of the City and was established in 1927. Washington Park has alighted baseball facility and also offers playground equipment, batting cages and restrooms.

Special Use Parks

- East Water Street Park: This 0.2-acre open space site is located in the eastern portion of the City. This park was established in 1933.
- Fannie P. Lewis Park: This 1-acre park is located in the north-central portion of the City and was established in 1983. The park offers a quiet setting along the Rock River with a boat landing, handicapped-accessible fishing pier, flower gardens, and a small shelter.



- **Kalota Park:** This 10.5-acre park was donated to the City in 1989 by former Mayor Carl Kalota. The park presently has no amenities and there are no plans for improvements in the near future. It is being preserved as a green space and a wetland area.
- **Watertown Dog Park:** This 12.5-acre park is located in the southeast portion of the City on the City's former landfill site. It was designated as a park in 2000. The park offers off-street parking, picnic tables, fenced in area for off-leash activities, and a maintained trail for walking of pets.
- **River Walkway:** The River Walkway was developed in 1986, as part of the Downtown revitalization effort. The walkway is located along the Rock River running from Main Street to Milwaukee Street (6 blocks). It is approximately 1,600 feet in length and averages approximately 50 feet in width, for a total of about 1.5 acres. This passive recreation facility features a seating area overlooking the lower dam, a 500-foot boardwalk, kayak dock, and a plaza area with park tables and benches. In 2006, the City adopted a detailed plan for the River Walkway facility.
- **Senior Center Grounds:** This 3-acre park was established in 1972 and is located along the east side of the Rock River south of the downtown. The Senior and Community Center is located on this site. The park is also the southern access point of the River Walkway.
- **Silver Creek:** This small 0.2-acre park was established in 1960. In addition to providing access to the Rock River, the park is the site of the Silver Creek pond, which serves as the City's largest and most heavily used skating facility.
- **Skate/BMX Park:** This 3-acre park located just east of Carriage Hill Drive includes a collection of metal ramps and obstacles to serve both skaters and BMX bike riders. This lighted park is also serviced by a parking lot, foot bridge, and service road.
- **Tivoli Island:** This 8.5-acre island is located in the Rock River in the eastern portion of the City. The island offers a unique opportunity for picnicking and nature study. In 2016, 2 additional acres on the east side the river (across from the island) were acquired to provide more access to the river and island park.
- **Veteran's Memorial Park:** This open space site is less than 1-acre and is located downtown. It is the site of multiple monuments honoring veterans of various wars. It was built after World War I.
- **Watertown East Apartment area:** This 3-acre park is located on the northeast side of the City and was donated in 2000. Most of this land is marshland and the City is presently looking for additional acreage to provide recreational facilities for this area.
- **756 Nelson Lane (name to be determined):** This 0.4-acre piece of riverfront land was donated to the City in 2013 by Marc Rhodes. Recently, a masterplan was completed for the area that includes planned park benches, a gazebo, and small parking area. These improvements have not yet been made as of the writing of this Plan.
- **301 Second Street (name to be determined):** In 2018, the City acquired the 0.06-acre parcel across from City Hall to create more green space within the Central Business District. The master plan for the area includes honoring the City's first responders with a monument, in addition to a seating area and walkway. These improvements have not yet been made as of the writing of this Plan.
- **905 East Main Street (name to be determined):** As of the writing of this Plan, the City was negotiating with Jefferson County to acquire the small parcel, which was formally a gas station. The park is show on Map 3 as a proposed Mini Park.
- **Heron View Park (Micro Park):** This 0.6-acre property is an eco-micro park that continues to be developed. The intention of the park is to enhance the ecological and community benefit of the area and is planned for a fishing pier in the coming years.
- **Interurban Trailhead:** The Interurban Recreational Trail is a planned hard surface multi-use trail connecting between the City of Watertown and Oconomowoc (11 miles). A portion of the trail and a trailhead are expected to be completed in 2020 on the far east side of Watertown. It will eventually connect to the Glacial Drumlin, Glacial River, and Wild Goose State Trail. Over the coming years, continued future expansions are planned in order to connect Watertown with the shores of Lake Michigan through the Lake County Trail in Waukesha County and the Hank Aaron Trail in Milwaukee. Construction of a restroom and repair station at the trailhead is planned to be completed in 2020.
- **Heiden Pond/Brickyard:** Just north of the airport is Heiden Pond which is connected to Lake Victoria. The area surrounding the pond is approximately 2 acres that is almost entirely within the floodplain. It is a great location for fishing and hiking, with a trail encompassing the exterior of the pond.

The City of Watertown adopted its City of Watertown Park and Open Space Plan in 2019. This plan includes a complete inventory of the City's existing park and open space system, a needs assessment for future park and recreation facilities, and identifies the location of future park and recreation facilities. This Plan recommends new community parks in the Hunter Oaks neighborhood and on the Bethesda Campus property, a new neighborhood park within the City near Meadow Street, an indoor recreational facility, new dog park, and several additional river access sites. In addition, this Plan recommends bicycle routes and off-street paths throughout the City to provide alternative transportation opportunities and connect Watertown with the regional network.

Utilities and Community Facilities Goals, Objectives, and Policies

Goals:

1. Coordinate utility systems planning with land use and transportation systems planning in order to provide a cost-effective system of public utilities.
2. Provide quality, accessible recreation and open space facilities to benefit all residents of the City of Watertown.

Objectives:

1. Ensure that the City's utility system has adequate capacity to accommodate projected future growth.
2. Locate essential community facilities such as schools, churches, libraries, and community centers in strategic locations that provide convenient access to residential neighborhoods.
3. Maximize the use of existing utility systems and plan for an orderly extension of municipal utilities.
4. Work with the School District, private schools, University, and other large institutional uses to coordinate recreational facilities, land acquisition, boundary expansions, and cultural planning community-wide.

Policies:

1. Guide new urban growth to areas that can be efficiently served with a full range of municipal services including sanitary sewer, water, and storm sewer.
2. Where possible, require the use of public sewer connections as part of Municipal Code Chapter 508 prior to development within the City's extraterritorial planning area.
3. Require acquisition of park and open space lands to occur in coordination with development to provide for reasonable acquisition costs and facilitate site planning for development.
4. Use the Stormwater Utility as a method to fund and improve existing and future stormwater facilities, meet MS4 permit requirements, and continue BMP's.
5. Design park system and recreational trail systems to meet the needs of all residents of the City.
6. Implement the recommendations of the City of Watertown Park and Open Space Plan.
7. Build energy-efficiency, sustainability, and cost-effectiveness into every aspect of municipal operations.
8. Integrate waste management reduction and recycling education programs in the community.
9. Any future remodeling, renovation, or new construction of a City facility should consider the incorporation of renewable energy sources and sustainable building practices.
10. Leverage public/private partnerships to maintain and enhance City infrastructure long-term.
11. Continue to enhance the fiber optic infrastructure to further economic development opportunities, retain and attract new businesses, and enhance services provided to the community.
12. Consider the establishment of a City-wide (all department) 5-year Capital Improvements Plan to prioritize and plan for future infrastructure needs.
13. Pursue the development of a City 5-year Budget Projection or 5-year Bonding Capacity Projection to accompany the 5-year Capital Improvements Plan in guiding long-term sustainable fiscal decision making.
14. Consider siting and constructing a new fire department location on the south or west sides of the city to better serve growth in those areas.
15. Upgrade storm sewer capacity throughout the City and meet all EPA regulations.
16. Consider expanding the size of the sewer treatment plant on the southside if permit limits are being reached and development continues in that direction.
17. Continue to work to implement the library renovation and expansion.



18. Replace aging water mains at a minimum rate of 2.6 miles per year to combat the age and degradation of water mains that were installed prior to 1940.
19. Target infiltration and inflow regions of the city (pre-1970) for sanitary sewer updates and replacements.
20. Incorporate a private lateral replacement program for lead water lines and older degraded sanitary laterals.
21. Continue monitoring climate change and consider updates to the stormwater ordinance that are more stringent than DNR requirements.
22. Update the Storm Water Quality Master Plan to plan for reductions of pollutants of concern, as identified in the Total Maximum Daily Load (TMDL) for the Rock River.
23. Update the City's Storm Water Flood Control Master Plan to develop a two-dimensional flood control model, including recommendations to address areas of concern. This document will allow City staff and officials a better understanding of existing flood control deficiencies throughout the City, provide a plan for the required improvements, and identify areas where both flood control and water quality needs can be addressed simultaneously and cost effectively.

Utilities and Community Facilities Programs and Recommendations

The following section is a description of the utility and community facility improvements illustrated on the Existing and Planned Transportation and Community Facilities map, as well as recommendations and programs which address non-map issues.

Budget & Bonding Capacity Projections

The City of Watertown, as of 2019, has not formally established a 5-year Budget Projection or 5-year Bonding Capacity Projection. In the next 5-years, the City of Watertown will work with its financial advisors to ascertain and develop a 5-year Budget Projection and a 5-year Bonding Capacity Projection. In conjunction with the establishment of both the 5-year Budget Projection and 5-year Bonding Capacity Projection, the City of Watertown may evaluate the demand for professional administration. Professional administration of some kind will aid the City in the development and maintenance of the 5-year Budget Projection and 5-year Bonding Capacity Projection. These efforts will be in concert with the City's efforts to establish a City-Wide Capital Improvement Plan

Park and Recreation Facilities

The park and recreational facility recommendations largely reflect the recommendations of the City of Watertown Park and Open Space Plan, 2019-2024. It recommends continued improvements to the City's many existing parks, and the eventual addition of 13 new neighborhood parks and 2 new community parks to develop as new neighborhoods are established. It also recommends a new indoor recreational facility, dog park, river access locations, and additional trail connections. Additional park and recreation facilities recommendations include:

- Continue to collaborate and partner with private groups and nonprofit organizations to help in funding new recreational facilities and enhance existing facilities to complement the City's park system.
- Continued development of Brandt Quirk Park—including additional lighted and drain-tiled playfields, under 10-year old baseball field, new multi-use trails, basketball and volleyball courts, playground equipment, a community pavilion, and a splash pad.
- Continued development and maintenance of playgrounds and equipment in accordance with the Playground Management Plan.
- Continue to update and develop master plans for each of its current properties. These master plans should indicate current use and conditions of the facilities, equipment, and park grounds. Once established, these master plans form the basis for developing a capital improvements program.
- Continued participation in county planning efforts, particularly through implementation of the Watertown portion of the Jefferson County Bike and Pedestrian Plan and working with Dodge County on bicycle and pedestrian trail links.

Other Municipal Facilities

Over the next five years a new fire station will be needed in the City in order to service the far western and southern areas effectively. Through strategic planning and potentially incorporating other functions (social services, police station, public works, etc.) within the new facility, there is higher likelihood of being able to support it financially. If development continues to focus towards the periphery, more satellite service locations will be needed in those areas.

One of the highest priorities expressed during the public participation events was the completion of the Library renovation and expansion. Many people felt that it was very important that the Library meets its fund-raising goal and starts construction of the project.

Figure 9.6 Utility and Facility Inventory

Utility/Facility	Timetable	Comments
Solid Waste & Recycling Services	Ongoing	Consider waste reduction education programs and promote recycling in the City.
Stormwater Management	Ongoing	Implement and maintain of the Stormwater Quality Master Plan & Stormwater Management System Plan.
	Ongoing	Continue to update the City's Stormwater Pollution Prevention Plan and maintain the stormwater utility ordinance, as necessary.
	Ongoing	Continue to meet MS4 Permit as set by the DNR.
City Hall	Ongoing	Continue to identify strategies for maximizing use of the existing building.
	2025 - 2030	Evaluate hybrid car port and garage extension on the Police/Engineering parking lot.
City Buildings	Ongoing	Retrofit existing building to be more energy efficient and sustainable. Consider LEED building standards for all new buildings.
	2025 - 2030	New Parks Shop
Engineering	Ongoing	Continue to replace sidewalks in areas with existing infrastructure and implement the Sidewalk Infill Policy
	Ongoing	Continue coordination, development and administration of the 5-year Capital Improvement Plan, Stormwater Utility, and Upper & Lower Dams and Seawalls.
	Ongoing	Work with Private Utilities for projects within the right-of-way (Utility Accommodation Ordinance).
Streets	Ongoing	Continue to work with the Engineering Department and Water/Wastewater Department on implementation of the 5-year Capital Improvement Plan.
	Ongoing	Continue to identify and maximize efficiencies during snow season and construction season.
Police	Ongoing	Continue to upgrade and replace squad cars and equipment as needed over the planning period, considering hybrid or other energy-efficient vehicles.
Fire Department and EMS services	2021-2022	New Fire Station on the South or West side of the City of Watertown.
	Ongoing	Continue to install new and/or maintain emergency sirens
Public Health	Ongoing	Continue to work with Health Care Facilities to plan for present and future community needs, including health equity.
	Ongoing	Work with City Departments to implement Health in All Policies.
Library	2020 - 2021	Construction of the Library Expansion Project.

Utility/Facility	Timetable	Comments
Schools	Ongoing	Coordinate with the School District on potential long-term facility needs and other joint initiatives.
Park and Recreation Facilities	Ongoing	Continue to plan for future park and recreational facilities based on the recommendations in the Parks and Recreation chapter and Parks and Open Spaces Plan.
Senior Center	Ongoing	The City will continue with minor building upgrades.
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Do not allow additional private on-site systems for new development in the City. Work with landowners annexing in 2024 under the City of Watertown and Town of Emmet Intergovernmental Agreement.
Water/Wastewater	Ongoing	Update Water Systems Master Plan.
	Ongoing	Pursue a private lateral replacement program for lead pipes.
	Ongoing	Carry out plans to replace old, at-risk, and undersized water mains throughout the City, as specified in the Water System Master Plan.
	Ongoing	Continue upgrades to the wastewater treatment plant and infrastructure as needed.
Telecommunications	Ongoing	Expand broadband fiber and high-speed internet to the city.
Watertown TV	Ongoing	Adapt to changes in funding sources through investigating and implementing new revenue streams.
	Ongoing	Identify and develop new media venue opportunities.
Child Care Facilities	Ongoing	Work with private industries in the city to continuously meet the child care services and facilities demand throughout the planning period.

Public School Facilities

To an even greater degree than the City, the public-school system is adversely affected by the uncertain local development rate. This is compounded in complexity by a lack of predictability regarding the location of development. The City and School District have established an excellent working relationship which will be critical in ensuring that appropriate school sites are provided in the key long-term growth areas of the City – particularly on the northwest, southwest, south, and northeast sides of the community. The School District will probably require an additional elementary school for approximately every 4,000 additional residents within the District. Based on the population projections presented in Chapter 2, the City will most likely not need any additional schools between now and 2040. Instead, focus should be placed on maintaining existing facilities and programs, in addition to stopping the perpetual decline in district enrollment.

10 HOUSING AND NEIGHBORHOOD DEVELOPMENT



TEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

A community's housing stock is its most significant long-term capital asset. As is typical in most communities, housing is the largest single land use in Watertown. The purpose of this chapter is to provide an analysis of local housing trends and existing conditions. This analysis will shape the goals, policies, programs, and recommendations at the end of this chapter.

Existing Housing Stock

As of 2017, the City's housing stock was tallied at approximately 9,500 units distributed among single-family, two-family, and multi-family units. The City added 1,316 units between 1990 and 2000, a 16 percent increase, or an average of 132 new housing units per year over that decade. It then added another 704 units between 2000-2010. However, since 2010 there has only been an increase of 398 new total units, none of which were single-family. This is mostly a result of the housing market crash and subsequent slow economic recovery, but it also illustrates the increased demand for multi-family units. While single-family units are still the dominant unit type, both two-units and multi-family units have increased since 1990.

Figure 10.1: Housing Types, 1990-2017

Units per Structure	1990 Units	1990 Percentage of Total Units	2000 Units	2000 Percentage of Total Units	2010 Units	2010 Percentage of Total Units	2017 Units	2017 Percentage of Total Units
Single-family	4,714	67%	5,599	67%	5,842	65%	5,840	62%
Two Family	974	14%	1,036	12%	1,151	13%	1,253	13%
Multi-Family	1,240	18%	1,681	20%	2,036	23%	2,334	25%
Total	7,009		8,325		9,029		9,427	

Source: U.S. Census Bureau, 1990-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Due to a range of factors, housing affordability is now one of the most prominent issues of the decade. This is a result of a combination of factors, including the Great Recession and slow economic recovery, changing personal preferences, shifting demographics, tightened lending practices, lack of developers, and overall financial feasibility of building new housing in many areas of the country. As a result, the number of households that are cost burdened is on the rise. Cost burdened is defined as spending over 30% of a household's total income on housing costs. Households spending greater than 30% often have trouble paying for essentials, transportation, and have a greater chance of financial insecurity. While Watertown's figures are reflective of the state and both Jefferson and Dodge Counties, they show that 30% of the City's households are housing cost burdened and 12% spend over 50% of their income on housing. Housing affordability will remain one of the largest issues throughout the country over the next decade.

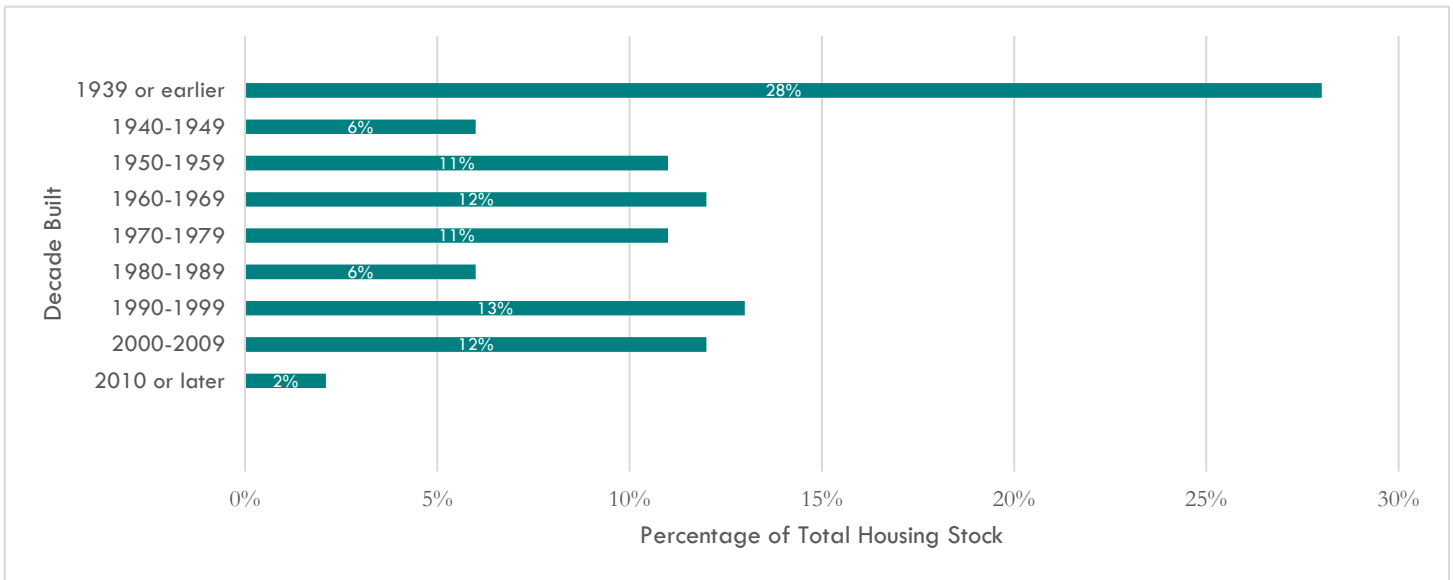
Figure 10.2: Percentage of Total Households That Are Housing Cost Burdened

	City	Jefferson County	Dodge County	Wisconsin
Cost Burden ≤30%	71%	72%	72%	70%
Cost Burden >30% to ≤50%	18%	17%	16%	17%
Cost Burden >50%	12%	11%	15%	13%

Source: U.S. HUD 2018 CHAS data calculated using ACS 2011-15

Watertown's housing stock is similar to many other communities throughout the Midwest in the amount of pre-1939 houses that remain today. This provides an opportunity to embrace the historic nature of the city through rehabilitation, however it has also led to issues of deterioration, neglect, absentee ownership, and owner-occupied conversions to renter-occupied units in the older sections of the City where these types of units are most prevalent. Additionally, it's also important to recognize that historically most decades are relatively similar in their housing growth rates, but since 2010 there have been very few new housing units built in the community. This is a result of the various factors documented throughout this Plan.

Figure 10.3: Age of Housing as a Percent of the Total 2017 Housing Stock



Source: 2013-2017 American Community Survey 5-Year Estimates.

Projected Housing Needs

Projecting future housing needs in Watertown is based on population forecasts and the estimated average household size in the community by the year 2040. Based on the projections in both Figure 2.2 and 2.10, the number of new households in 2040 will be approximately between 850 - 3,500. This factors in several different calculations and time frames. The chosen figure for this planning process was a projected 11,780 total households in 2040 or an increase of 2,300 new households over the next 20 years.

Figure 2.10 uses the six different population projection formulas used in Figure 2.2, which calculates compounded growth and linear growth between 1990-2017, 2000-2017, and 2010-2017. It also factors in the Wisconsin Department of Administration's projected household size in 2020, 2025, 2030, 2035, and 2040. It is important to note that while the population projections do not show a significant uptick in new residents, the projected continuation of decreasing household size has created a larger total for the number of projected households in 2040.

The Future Land Use map designates more than enough land for residential development to accommodate the City's projected housing needs over the planning period. However, it is recognized that not all of the open, developable land in the City's growth area will develop to full build-out capacity over the planning period. Furthermore, allocating more developable land than needed is a common planning practice as it discourages the opportunity for just a few developers to acquire a majority of parcels within the proposed growth areas.

Senior Housing Opportunities

The City of Watertown offers one of the widest selections of senior housing options in the Midwest for a community of its size. Housing options include private purchase settings, group facilities, and HUD assisted units. The following independent living and nursing home options are available to seniors seeking housing.

- Heritage Homes. The facility offers a countryside view; secure, underground parking; and activity rooms. Upscale apartments are available to seniors in condo ownership.
- Highland Village in Watertown is operated by the Watertown Regional Medical Center. Highland Village offers a variety of senior housing opportunities including: Highland House, a community based residential facility (CBRF); Highland Apartments, affordable units designed to meet the needs of seniors; and Highland Duplexes, a facility specifically designed to enhance the lifestyle of older adults.
- Golden Living Center is located next to Watertown Regional Medical Center. This 120-bed facility provides special emphasis on rehabilitation and return home.
- Johnson Arms is located along the Rock River in downtown Watertown. This convenient location is two blocks from the Watertown Public Library and six blocks from the Senior Community Center. It is a HUD based facility and was the first senior housing effort in the community.
- Marquardt Village is a senior retirement community overlooking Riverside Park. This facility is operated by the Moravian Church and is open to residents of all faiths. Housing options range from condos, apartments (HUD based

rent), community-based residential facility, and nursing home care. The Village includes multi-purpose rooms, a chapel, a chaplain, and a wide variety of programs and social services for residents.

- Riverview Commons is located along the Rock River in the south-central part of the City. The facility is situated near Church St. and close to shopping destinations. Riverview Commons is a HUD based facility.
- Swifthaven is located near downtown Watertown. The facility is located in a charming late Victorian neighborhood. The Swifthaven building is a historically renovated former hospital building dating back to 1918. The renovation included installation of an indoor pool and exercise room. Swifthaven is a State Certified Residential Care Apartment Complex (RCAC) that offers studio, one bedroom, and two-bedroom apartments.
- River Mill Senior Residences is a recently completed redevelopment project along the Rock River. It is located directly across the river from the Senior Community Center and near other downtown amenities. The building is another rental opportunity for individuals age 55 and older complete with a salon, business center, and fitness room.
- Briarwood Watertown is located on the far west side of the City near Heritage Homes. The complex is a collection of townhome-style units with individual garages and some shared open space. The units are market rate.

Housing Programs

The following programs and organizations provide assistance to homeowners and renters in the City of Watertown:

Watertown Housing Authority

The Watertown Housing Authority (WHA) operates the public housing program which provides government housing assistance to low income families as well as elderly, handicapped, or disabled individuals. WHA currently maintains 78 public housing units; 55 one-bedroom (62 years of age or older/disabled) units and 23 family units. These units are available to eligible applicants and rent is based on 30 percent of their household's income. WHA is responsible to maintain a safe, decent, and suitable living environment for its tenants. The overarching goal of the organization is to provide good low-income housing with 0% vacancies.

HOME Investment Partnerships Program

This program is a collection of Federal grants that provide money to states and localities that can be used to fund a range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. Wisconsin prioritized homeownership and the conservation of quality owner-occupied housing for these federal funds. Homebuyer assistance and owner-occupied rehabilitation are some of the eligible activities the DEHCR offers.

HOME Consortium (Jefferson, Ozaukee, Washington, and Waukesha Counties)

A 4-county governmental body that was established to help advance home ownership opportunities and programs for low-income residents in Jefferson, Ozaukee, Washington, and Waukesha Counties. The Consortium works together to form a Participating Jurisdiction and become more eligible to receive formula funding through the HOME program.

Wisconsin Housing and Economic Development Authority

The state offers home buyer education, home loan lenders, and a variety of programs for purchasing or refinancing. They also work with municipalities and developers in promoting new affordable housing units throughout the state using low income housing tax credits (LIHTC). There are two types of LIHTC's that WHEDA administers, the 9% Federal Housing Tax Credit and the 4% State Housing Tax Credit.

Community Development Block Grant (CDBG) Small Cities Housing Program

Local governments and counties can apply for CDBG funds for a variety of projects to principally benefit low- and moderate-income households. Eligible projects include home rehabilitation assistance, programs to provide homeownership opportunities to renters, payment of relocation costs, small public facilities projects, demolition or removal of buildings, conversion of buildings to low- or moderate-income dwelling units, acquisition of property for the construction of low- to moderate-income dwelling units, and site improvements for the construction of low- to moderate-income dwelling units. This program is administered by the Wisconsin Department of Administration, Division of Energy, Housing, and Community



Resources (DEHCR). Watertown has an existing CDBG for home-owner rehab assistance. It is administered by MSA Professional Services, Inc.

Community Action Coalition (CAC) for South Central Wisconsin

The CAC offers a wide variety of programs and services to assist homeless households and low-income renters in Jefferson County. The organization offers 10-15 homeless households in the City with subsidized rent and case management, while also providing eviction prevention services. Additionally, the CAC uses workshops to educate residents in Landlord/Tenant Rights and Responsibilities as well as home budgeting. The organization's Jefferson County office is located in downtown Watertown and provides hundreds of Watertown households with information and referral services every year.

Leveraging Tax Increment Districts

In 2009, the state amended the TIF law to allow municipalities to keep a district open for an additional year and allocate that increment to affordable housing. In the future, Watertown should use this strategy in successful and expiring TID's to provide additional funds for affordable housing units in the city.

Wisconsin Rural Development Authority

The Wisconsin Rural Development Authority has partnered with the USDA to provide several housing programs to assist low to moderate income individuals in rural areas. Assistance via the following grants and/or loans is available to qualified individuals:

- Farm Labor Housing Direct Loans and Grants is a program developed by the Wisconsin Rural Development Authority. This program provides low cost financing for the development of affordable rental housing for domestic farm laborers. Funding may be used to build, buy, improve, or repair housing and to provide related facilities, such as on-site child care centers.
- Single-Family Housing Direct Home and Guaranteed Loans Program are for families needing financing for the purchase of a new or existing home, or to improve a home. This program offers down payment assistance to enable purchase with a loan through a private lending source or as a sole source of assistance for purchase, repair, or improvement. Sole source assistance is limited to families who are unable to obtain any part of the needed credit from another lending source. Guaranteed loans provide moderate income families financing to purchase a home with no down payment. This program also offers financing for loan closing costs and repairs up to the property's appraised value.
- Housing Preservation Grants provide funding for nonprofit and public agencies to assist very low- and low-income homeowners to repair and rehabilitate their homes in rural areas.
- Multi-Family Housing Loan Guarantees are available for the development of affordable rental housing in rural communities for very low to moderate income families and individuals. Guaranteed loans provide loan guarantees for the construction or rehabilitation of rental properties in rural areas. To be eligible, these properties must provide housing for tenants with very low to moderate incomes.



Housing and Neighborhood Development Goals, Objectives, and Policies

Goals:

1. Maintain the City of Watertown as a community of predominantly single-family residential neighborhoods by using the neighborhood balance policy within the areas of the Future Land Use maps designated for Planned Neighborhood development (see Recommendations section below).

Objectives:

1. Provide a range of safe, affordable housing options for all residents of Watertown.
2. Enhance and maintain existing neighborhoods in the City of Watertown.
3. Encourage pedestrian and bicycle-oriented neighborhood designs as new developments are platted and existing neighborhoods are revitalized.

4. Create safe, sustainable, and attractive neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).

Policies:

1. Design mixed housing neighborhoods that maintain the predominantly single-family character of the community but also provide a range of housing types, densities, and costs.
2. Devise standards designed to provide for a minimum of 50 percent single-family dwelling units, a maximum of 30 percent multi-family units, and a maximum of 20 percent two-family residential units in each new Planned Neighborhood areas, as depicted on the Future Land Use Map.
3. Design livable neighborhoods that are well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities and located within a ten-minute walk (approximately 1/3 mile) of a public park or open space area.
4. Enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
5. Design new neighborhoods so that they are centered on civic spaces such as parks, schools, churches, monuments, and similar features.
6. Require new multi-family development to incorporate high-quality design features, materials, and styles.
7. Encourage residential uses for upper-story downtown buildings, infill, redevelopment, and new commercial/office development to increase the viability and vitality of the community.
8. Leverage the City's overall affordability compared to nearby metro areas, access to amenities, small-city feel, and proximity to job centers in attracting new residents and residential developers to Watertown.
9. Continue to enforce the City Sidewalk Infill Policy to increase the interconnectedness of the pedestrian network within existing neighborhoods.
10. Promote the use of Accessory Dwelling Units and In-Family Suites as an alternative affordable housing option that is allowed within the single- and two-family zoning districts.
11. Complete the Housing Affordability and Fee Report, as mandated by Wisconsin State Statutes. Utilize that information to improve City service, promote developable land, and monitor fees.



Housing and Neighborhood Development Programs and Recommendations

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

Support a Housing Balance Plan

The City should attempt to ensure that the historic balance between owner-occupied housing (approximately 60 percent) and rental housing (approximately 40 percent) remains stable. This is important to retain the community's existing character. To implement this important objective, the City should ensure that any new two-family or multi-family residential development is based on a Detailed Neighborhood Plan that pre-identifies an appropriate mixture and arrangement of areas for single-family, attached single-family, two-family, and both small-scale and mid-scale multi-family housing development.

The "planned neighborhood" provisions in the Land Use chapter are designed to promote a balance of residential dwelling types and to provide sound housing for a full range of income levels.

Support Affordable Housing and Rehabilitation Programs

The City should continue to support programs that provide affordable housing to low-income and moderate-income families in the community. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families; home mortgage and improvement loans from WHEDA; Section 8 and senior apartments through Dodge County; and home repair grants from the USDA.

Foster Housing Rehabilitation and Reinvestment

The City should continue to focus on improving the conditions of existing housing within neighborhoods throughout the City, through efforts such as:

- Provide incentives for housing upgrades and increased homeownership through use of CDBG funding and partnerships with other organizations.
- Within targeted neighborhoods, continue to pursue the purchase of vacant, dilapidated, and tax delinquent housing for rehabilitation and resale for owner-occupancy.
- Establish clear regulations and dedicate additional staff time to proactively enforce property maintenance codes and policies with strict consequences for continued violations.
- Continue community policing initiatives in the community.
- Promote rehab, repair, and remodeling of older homes through the creation of a City-wide home rehab loan program. This incentive could provide low or no interest loans to select property owners that choose to invest in their home.
- Implement the landlord training program, which the City is in the process of developing.

Promote Traditional Neighborhood Design

For areas designated as “Planned Neighborhoods” on the Future Land Use maps, the City intends to promote what is commonly referred to as Traditional Neighborhood Design. The implementation of Traditional Neighborhood Design will:

- Integrate a diversity of high-quality housing types to accommodate a variety of lifestyles and age groups.
- Ensure the long-term preservation of Watertown’s small-city character.
- Provide housing, parks, and schools within walking distance of shops, services, and/or jobs.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk and bike.
- Preserve environmental systems that define, sustain, and connect neighborhoods and communities.
- Provide neighborhoods that make efficient use of land and reflect neighborhood styles common in communities before World War II.

In the design and approval of new neighborhoods (subdivisions), the City and developers should employ the following Traditional Neighborhood Design principles.

- **Establish Community Gathering Places:** Design neighborhoods around community gathering places such as parks, public squares, outdoor dining establishments, schools, churches, and other community facilities.
- **Provide Housing Variety:** Incorporate a variety of housing types in a compact and interconnected form, paying particular attention to the scale of buildings, walking distances, and the design of other neighborhood features such as street lights and signage. Still, at least 65 percent of housing should be in single-family detached form.
- **Encourage New Smaller Lot Sizes:** Allow for single-family development to be on lots less than 8,000 square foot with design standards that are suited for smaller lots and promote high-quality design. These small lot single-family homes can provide lower development costs and lots prices, compact land use patterns, and affordable housing units. These lots may be as small as 5,000 square feet and as narrow as 50 feet.
- **Blend Land Uses:** Integrate neighborhood-scale commercial and office uses and other small-scale community facilities in appropriate locations, generally along busier streets and intersections to draw on a broader market. Bring housing into upper stories of such developments, where appropriate.
- **Promote Walkability:** Design the neighborhood to facilitate pedestrian movement and enhance mobility within the neighborhood and between the neighborhood and other nearby destinations, such as parks, schools, and business and job districts. Provide sidewalks and/or paths along all streets, and multi-use trails in the environmental corridor and park network. Require street trees to be planted along all new streets.



- **Promote Street Connectivity:** Interconnect nearly all streets both within the neighborhood and to existing and future adjoining neighborhoods. Minimize the creation of cul-de-sacs to places where environmental features and odd property configurations require them.
- **Calm Traffic:** Accommodate on-street parking and, where appropriate, promote narrower streets to calm traffic and increase pedestrian safety. Consider other traffic calming approaches on a case-by-case basis, such as traffic circles and medians. Integrate landscaped medians and boulevards into new neighborhood entryways and collector streets, using the City's mature neighborhoods as a model. These new boulevards may also serve stormwater management functions.
- **Establish Street Activity:** Focus new homes toward the street, and incorporate site and building design strategies like decreased setbacks, front porches, balconies, and other interesting architectural features that help create a safe, pleasant walking environment. Set back garages from the main body of the house wherever possible and incorporate alley-loaded garage options where practical.
- **Intertwine Natural Areas:** Integrate environmental features into the neighborhood as common open spaces for active or passive recreation, public gathering spots, or flood protection and stormwater management. Provide adequate vegetated buffers between development and natural features.

Foster New Entry-level Workforce and Affordable Housing in the City

Many cities have experienced an overall lack of new residential development since the Recession and anything that has been built is higher-end single-family homes. In an attempt to counter those trends and restart residential development, nonprofits and public organizations have started acquiring developable residential land to help foster new housing development. Usually the land is an unfinished subdivision or platted area where some infrastructure may already be in place. The idea is for the organization to own the land and allow individuals or developers to build homes on it. In turn, the City receives new taxes on the land and homes, the houses are much less expensive because land is not being purchased, and residential development is kick started again. This is an idea for the City, local organizations, or large employers to consider and would be an effective way to reduce the existing barriers to home ownership in the city.

11 ECONOMIC DEVELOPMENT



ELEVEN: ECONOMIC DEVELOPMENT

This chapter includes an assessment of the City's economic base, the City's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites within the City. This information will inform goals, policies, and programs to promote the retention, stabilization, and expansion of the economic base in the City of Watertown.

Economic Base

The economic condition of a community, particularly the composition of its economic base, closely relates to its potential for economic expansion or improvement. This section describes the City's labor force, existing economic conditions, areas of economic focus, and economic development programs.

Labor Force

The City of Watertown has a fairly diverse economic base that includes education and health services, manufacturing, finance, and retail. Figure 11.1 lists the City's largest employers with 100 employees or greater.

Income Data

Figure 11.2 presents income data for the City of Watertown, surrounding communities, Jefferson and Dodge Counties, and the state. In 2017, the City's median household income was \$46,094. This is considerably lower than the median household income reported for the comparison communities, in addition to being significantly lower than the City's 2010 figure. Similarly, the City's per capita income was \$23,945, which is also lower than most surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that Watertown residents have less disposable income than residents of neighboring communities. The percentage of individuals who fall below the poverty line is also an indicator of wealth in the community. The City has a relatively high rate compared to other neighboring communities, but is not the highest in this figure. More importantly, the rising trend from 2000-2017 is a sign of increasing overall poverty levels in the community, this is partially due to the low-income numbers, but is also reflective of many of the trends outlined in Chapter 2: Issues and Opportunities.

Another component of income and community wealth is the cost of living. One of the most effective ways of analyzing the cost of living is through the comparison of different area's living wage. A living wage is defined as, the hourly rate that an individual must earn to support their family, if they worked full time. In general, Watertown and the surrounding area is relatively affordable, especially compared to the Milwaukee and Madison metro areas. In fact, both Dodge and Jefferson Counties have lower living wages for one working adult with one child and two working adults with two children in comparison to state overall and Dane and Waukesha Counties. See Figure 11.3 below.

Commuting Patterns

Over the past 17 years, the number of minutes spent commuting to work for Watertown residents has increased from 19 minutes in 2000 to 23 minutes in 2017. This is not uncommon, nearly all cities across the US have experienced similar increases as people continue to live farther from their place of work. On a different, but related note, the number of people who live in Watertown and work in Watertown is low. Only around 38% of the people employed in Watertown actually live in the City and over 7,000 residents work outside of the City limits. These trends reflect the location of Watertown in relation to large metropolitan areas that are within commuting distance. Many of the City's residents are traveling to work in those areas outside of Watertown.



Figure 11.1: City of Watertown Largest Employers, 2019

Employer	Product or Service	# of Employees
Watertown Unified School District	Education and Health Services	500-999
Watertown Regional Medical Center	General Medical and Surgical Hospitals	500-999
Walmart	Department Store	250-499
Maranatha Baptist University	Elementary and Secondary Schools	250-499
Eaton Corp	Manufacturing	250-499
Glory Global	Financial Transactions	250-499
Marquardt Village	Lessors of Residential Buildings	250-499
Maranatha Strings Prep School	Fine Arts School	100-249
Talaris	Commercial Banking	100-249
Fisher-Barton Group	Office Administration Services	100-249
Reiss Industries LLC	Manufacturing	100-249
United States Chemical	Manufacturing	100-249
Bethesda Lutheran Communities	Nursing Care Facilities	100-249
Sealed Air Corp	Manufacturing	100-249
Pick'n Save	Grocery Store	100-249
UPS	Direct Mail Advertising	100-249
Clasen Quality Coating	Wholesaler	100-249
Johnsonville Sausage LLC	Food Processing	100-249
Baso Gas Products LLC	Natural Gas Distribution	100-249
Beverly Enterprises Inc	Continuing Care Retirement Communities	100-249
Blain's Farm and Fleet	Farm Supplies Merchant Wholesalers	100-249
Madison Area Technical College	Junior College	100-249
Spuncast Inc	Machine Shop	100-249
Wisconsin Investcast	Manufacturing	50-99
Alpha Life Resource Center	Other Social Advocacy Organizations	50-99
Luther Preparatory School	Education and Health Service	50-99
Watertown Daily Times	Newspaper Publishers	50-99
Ad-Tech Industries	Manufacturing	50-99
Piggly Wiggly	Grocery Store	50-99
Heritage Homes	Housing Construction	50-99

Source: Wisconsin Department of Workforce Development, 2019

Figure 11.2: Income Comparison, 2000-2017

Municipality	Median Household Income			Per Capita Income			% of Individuals Below the Federal Poverty Line		
	2000	2010	2017	2000	2010	2017	2000	2010	2017
City of Watertown	\$42,562	\$57,514	\$46,094	\$18,977	\$21,806	\$23,945	7%	11%	12%
City of Fort Atkinson	\$43,807	\$52,345	\$50,156	\$21,008	\$23,782	\$28,392	5%	11%	14%
City of Lake Mills	\$44,132	\$55,029	\$65,208	\$21,929	\$28,076	\$28,078	7%	7%	8%
City of Waterloo	\$49,221	\$50,221	\$74,045	\$22,099	\$23,011	\$29,625	5%	5%	9%
Village of Johnson Creek	\$45,694	\$60,345	\$75,625	\$19,671	\$24,738	\$31,677	4%	14%	7%
Town of Emmet	\$51,154	\$71,518	\$66,932	\$18,904	\$28,883	\$34,075	2%	5%	3%
Town of Ixonia	\$58,629	\$65,426	\$73,199	\$23,979	\$26,743	\$32,179	2%	5%	6%
Town of Lebanon	\$45,897	\$49,821	\$61,250	\$19,063	\$25,204	\$34,737	6%	10%	12%
Town of Milford	\$47,619	\$61,042	\$68,750	\$22,953	\$24,393	\$40,051	4%	4%	3%
Town of Shields	\$50,000	\$55,313	\$57,125	\$21,218	\$27,543	\$26,042	2%	1%	9%
Town of Watertown	\$52,667	\$62,115	\$69,632	\$21,298	\$28,365	\$32,661	3%	3%	6%
Dodge County	\$45,190	\$52,571	\$56,038	\$19,574	\$23,663	\$27,000	5%	8%	9%
Jefferson County	\$46,901	\$54,769	\$59,215	\$21,236	\$24,729	\$28,819	6%	9%	10%
Wisconsin	\$43,791	\$51,598	\$56,759	\$21,271	\$26,624	\$30,557	9%	12%	12%

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Figure 11.3: Living Wage Comparison

Living wage (2017)	1 Working Adult and No Children	1 Working Adult and 1 Child	2 Working Adults and 2 Children
Jefferson County	\$11.10	\$24.54	\$15.98
Dodge County	\$11.36	\$24.12	\$15.76
Walworth County	\$11.20	\$24.71	\$16.06
Waukesha County	\$11.65	\$25.15	\$16.27
Dane County	\$12.69	\$26.30	\$16.86
Wisconsin	\$11.41	\$24.67	\$16.04

Source: MIT Living Wage Calculator, 2017

Figure 11.4: Commuting Patterns

	2015 Total	2015 Percentage
Employed in Watertown and Live in Watertown	3,334	38%
Employed in Watertown, but live elsewhere	5,478	62%
Live in Watertown and work elsewhere	7,245	69%
Employed in Jefferson Co. and Live in Jefferson Co.	14,755	51%
Employed in Jefferson Co., but live elsewhere	14,464	50%
Live in Jefferson Co. and work elsewhere	23,921	62%
Employed in Dodge Co. and Live in Dodge Co.	15,845	48%
Employed in Dodge Co., but live elsewhere	17,271	52%
Live in Dodge Co. and work elsewhere	23,898	60%

Source: U.S. Census Bureau OnTheMap, 2015

Figure 11.5: Travel Time

	2000	2010	2017
Mean travel time to work (Watertown)	19	21	23

Source: U.S. Census Bureau, 2000-2010 Census and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Environmentally Contaminated Sites

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

Watertown has been a manufacturing hub for over 100 years and because development was driven by industrial uses for such a long time, in addition to land use practices changing overtime, it has created many redevelopment opportunities throughout the City. However, this has also contributed to the large number of sites identified by the DNR.

As of 2019, there were 268 contaminated sites in the City of Watertown that were identified by the Bureau for Remediation and Redevelopment Tracking System (BRRTS). However, there are only 14 total open cases. Of the open incidents, 7 are classified as open LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Seven sites in the Watertown area are classified as environmental repair, or open ERP’s. These sites are oftentimes older, and have been releasing contaminants to the soil, groundwater, or air over a long period of time. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties may need special attention for successful redevelopment to occur.

Figure 11.6: BRRTS Open Cases in Watertown

Activity Name	Address	County	Status	Activity
MGP WI Electric Power Coal Gas Site	1002 Second St	Jefferson	Open	LUST
Johnson Controls Inc	1007 S 12th St	Jefferson	Open	ERP
Hertel Property	103 W Cady St	Jefferson	Open	ERP
Clark Oil Co	1429 Main St	Jefferson	Open	ERP
Watertown Row Tequila Nights	205-209 S 3rd St	Jefferson	Open	LUST
Market Street Parking Lot	302 Market St	Jefferson	Open	LUST
Lindberg/Mph Facility	304 Hart St	Jefferson	Open	LUST
Vics Auto Parts	4499 Spruce Rd	Jefferson	Open	ERP
Staude Property	611 S Sixth St	Jefferson	Open	ERP
Kraemer Motor Co	806 N Church	Jefferson	Open	LUST
Marathon Station Former	905 E Main St	Dodge	Open	LUST
Krause Farms	W5151 Cth T	Jefferson	Open	LUST
Keck Farm	W5797 Freitag Lane	Jefferson	Open	ERP

Source: Wisconsin DNR, 2019

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

Economic Development Efforts and Programs

The following provides a brief overview of the programs and economic development efforts the City has promoted to expand its economic base. The City also continues to make investments in public facilities and services to promote future redevelopment, reinvestment, and overall growth.

Chamber of Commerce

Established in 1920, the Watertown Chamber of Commerce began as a small retail organization. The Chamber has expanded its focus and now works to promote business retention and development throughout the entire community. Chamber members include retail, industry, service, non-profits, and professional organizations. The Chamber also maintains close relationships with the Watertown Public School System, private Parochial Schools, and various departments of City Hall. It is also home to Startup Watertown, which is program aimed at fostering new commercial and industrial growth in Watertown.

Main Street Program

The Watertown Main Street Program is dedicated to the preservation, beautification and economic vitality of downtown Watertown. The program provides grants and free technical assistance for façade improvement projects. It works to attract and retain small businesses, and organizes events and activities that raise the profile of the downtown.

Watertown Redevelopment Authority (RDA)

In 2017, the City established the Redevelopment Authority (RDA). The purpose of the RDA is to carry out blight elimination, slum clearance, and urban renewal projects in the City of Watertown. Overall, it aims to encourage reinvestment in under-utilized areas through the rehab or removal of blight to create new infill housing and commercial developments, job creation, expanded tax base, and improved quality of life for residents. One of the first major projects undertaken by the RDA is the 100-block redevelopment on West Main Street, which includes purchasing properties, a new Towne Square, and future market rate apartments.

THRIVE Economic Development

The Jefferson County Economic Development Consortium (JCEDC) was the lead economic development organization in Jefferson County. The Consortium was formed in June 2003 to implement Jefferson's Overall Economic Development Program and to achieve the economic development goals of the County.

In 2016, through the strategic planning process, the Glacial Heritage Development Partnership was formed as a non-profit 501(c)3 to promote the economic competitiveness of both Jefferson and Dodge County. At that point, the JCEDC folded into the Glacial Heritage Development Partnership to manage the implementation of the strategic plan, which outlines the goals and strategies for the partnership between 2017-2021. Most recently, the Glacial Heritage Development Partnership was rebranded to become THRIVE Economic Development.

The organization works as the outreach to the world entity, in addition to coordinating between neighboring agencies such as Madison Region Economic Partnership and Milwaukee 7 Regional Economic Development Partnership.

Wisconsin Small Business Development Center (SBDC) – UW-Whitewater

The SBDC is a statewide network supporting entrepreneurs and business owners through free consulting and educational programs. A regional SBDC is located at UW-Whitewater. It works to serve entrepreneurs from Jefferson, Dodge, Walworth, and Rock Counties.

Westside Industrial Park

Historic industrial activity was focused along the rail corridor until about 1970. In the late 1990s, the City created the Airpark Drive Business Park, and the Westside Industrial Park was opened by the City in 2006, with land acquired in the late 1990s. This park is now completely full. Over the next 20 years, the need for new industrial land should be reevaluated every 5 years. Moving forward, instead of creating new industrial parks, the City will seek a right of first refusal from key property owners in areas planned for future industrial use.

Business Accelerator Building

The Business Accelerator Building is owned and operated by the RDA. The facility offers space to start-up companies at reasonable rates and flexible terms to foster business growth.

Commercial Rehabilitative Revolving Loan Program

This program is designed to foster business growth and expansion, upper-story residential, preserve historic buildings, and increase the economic viability of downtown. The loans can be used for beautification projects, structural repairs, major mechanical upgrades, and project-related design and engineering costs. The program is operated by, and funds are awarded through the RDA.

Façade Enhancement Grant Program

The Main Street Program provides free technical design assistance and matching grant funds for façade improvement projects downtown. Façade grant funding may be used for exterior painting, carpentry, window and door restoration, new awning installation, awning canvas replacement, new signage, and masonry repair. The amount of grant funding available varies each year.

Redevelopment District #2 - Downtown

This document includes the findings and recommendations of The City of Watertown Riverfront Plan (2004) to create TID #5 aimed at implementing the plan and was updated in 2015 to additionally reflect the recommendations of the Watertown Riverfront/Downtown Redevelopment Initiative (2014). The district is the statutory vehicle for the RDA and City to participate in redevelopment activities in the predefined area. The Redevelopment District approximately includes parcels adjacent to the Rock River from north of the Cady St. bridge to Stimpson St. south of the river.

Tax Increment Financing

The City uses tax increment financing (TIF) to create incentives for the re-use of existing commercial and industrial sites. TIF provides for up-front public expenditures for land and infrastructure for development. The resulting development pays for the initial expenditures over time through dedicated property tax revenues. The City has a total of four open TIF districts as of 2019 in several different areas of the community. They are shown on Map 8: Watertown TIF Districts and Opportunity Zones.

Each district serves a different and unique function. TID #3, which closed in 2018, was created to foster commercial and industrial development around the City's Airport on the southside. It was successful in attracting new businesses and generating additional increment for the City to use. TID #4 is located near the STH 26 Bypass and CTH 19 interchange. It was established to create a new industrial park with development-ready sites to attract new business and allow for existing businesses to expand. As of 2019, it was almost completely built out. TID #5, as mentioned above, was created to help implement previous downtown planning initiatives. There are still many infill and redevelopment opportunities within this district, especially the recently vacated Shopko building along the river. TID #6 was established to help facilitate the redevelopment of the old hospital building into the River View Assisted Living Facility, which was completed in the early 2000s. The final district, TID #7, was recently established in 2016 and includes a large area in the southeast portion of the City, along the rail corridor and South 12th Street. This is another area filled with redevelopment opportunities that could become a future mix of industrial, mixed-use, and residential uses. However, this district will need additional focus and dedicated marketing efforts over the next decade to see the types of transformative development desired take place.



Figure 11.7: Watertown TIF Districts

TIF District	TIF District Type	General Location	Creation Date	Expiration Date
TID #3	n/a	Airpark Drive	9/30/1991	Closed
TID #4	Industrial - Distressed	Westside Industrial Parks	8/16/2005	8/16/2035
TID #5	Blight	Riverfront and Downtown	8/16/2005	8/16/2032
TID #6	Blight	E. Main Street/Former Hospital	8/16/2005	8/16/2032
TID #7	Rehabilitation	Historic Industrial Corridors	4/18/2016	4/18/2043

Source: City of Watertown and V&A

Opportunity Zones

In 2017, the Federal Government passed the Tax Cuts and Jobs Act. Within the Act, governors from each state were given the ability to select a defined number of census tracts in low-income areas that were called Opportunity Zones. The goal of each zone is to further incentivize development in the most economically challenged areas of the state. Essentially an Opportunity Zone allows investors to receive tax benefits on unrealized capital gains if they are reinvested in the designated census tracts. Typically, the funds are pooled amongst several individuals to provide greater investment in a development project. Watertown has one Opportunity Zone which encompasses East Main Street downtown and extends from Division Street to the rail corridor. Some of TID #5 and all of TID #6 overlap Watertown's Opportunity Zone.

Watertown Riverfront/Downtown Redevelopment Initiative

The Watertown Riverfront/Downtown Redevelopment Initiative, developed in 2014, is the key component of the community's redevelopment and Riverwalk plan effort. The plan presents a strategy to transform downtown and the neglected riverfront area into a thriving district. This plan identifies redevelopment opportunities, business strategies, wayfinding and signage recommendations, and many other potential improvements to help transform both the downtown and rivers edge.

State and Federal Economic Development Programs

The state operates several economic development related grant programs. For example, the Blueprint for Prosperity Initiative includes Wisconsin Technical College Wait List Reduction grants, High School Pupil Worker Training Grants, and Workforce Training Grants for Persons with Disabilities, and the Wisconsin Fast Forward program includes mainly worker training grants by sector. Both are run by the Wisconsin Department of Workforce Development. Additionally, the Community Development Investment Grant Program focuses on downtown community development and supports urban, small city, and rural communities in their redevelopment efforts. There are also, brownfield grants that include both a general program and site assessment program. Both are run by the Wisconsin Economic Development Corporation, which also hosts a wide variety of other grant programs that could be applied for by the city, non-profits, or local businesses. Other programs, loans, and grants that the WEDC offers include:

- Business Development Loans and Tax Credits
- Capacity Building Grant
- Development Opportunity Zone Tax Credit
- Disaster Recovery Microloans
- Enterprise Zone Tax Credits
- Historic Preservation Tax Credits
- Industrial Revenue Bonding
- Idle Sites Redevelopment
- Main Street
- Connect Communities
- Minority Business Development
- Workforce Training Grant
- Capital Catalyst
- Entrepreneurial Micro-Grant
- Qualified New Business Venture Certification
- Seed Accelerator
- Technology Development loan
- Global Business Development
- Fabrication Laboratories Grant
- Other Matching Grants

For more information related to these various programs, eligibility, and requirements, see the Wisconsin Economic Development Corporation website.

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

Strengths and Weakness in Attracting/Retaining Business and Industry

The most effective strategies are those that capitalize on the assets and strengths of the City, while accounting for and overcoming the City’s weaknesses and challenges. The following considers preliminary strengths and weaknesses for economic development in the City of Watertown.

Figure 11.8: City Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
Location and Access	
<ul style="list-style-type: none"> • Largest and most central city in the two county micropolitan area with a full set of public services. • More affordable than nearby metro areas. • Within 60 miles of both Madison, Milwaukee, and several major universities. • State Highway 26 Bypass connecting the entire Rock River Valley, multiple city-oriented interchanges • Multi-county multi-use trail connections • The Rock River runs through the City • Within a strong agricultural economic region 	<ul style="list-style-type: none"> • Competition from other communities located closer to Madison and Milwaukee. • Not a County seat
Infrastructure	
<ul style="list-style-type: none"> • Available utility capacity • Municipal airport • Passenger and freight rail connections 	<ul style="list-style-type: none"> • Not directly on the Interstate system • Limited supply of development-ready sites • Some deteriorating building stock
Local Economic Opportunities	
<ul style="list-style-type: none"> • Organizations like THRIVE ED, RDA, Chamber of Commerce, and Main Street • Incentives like Opportunity Zones and TIF capacity • Mixed base of employers • Intact historic downtown • Commitment to community branding • Large number of redevelopment sites 	<ul style="list-style-type: none"> • Limited local implementation resources • Limited amount of new residential development in the last decade
Education/Workforce	
<ul style="list-style-type: none"> • Skilled labor force • Strong public and private K-12 school system • Many private institutional organizations 	<ul style="list-style-type: none"> • Aging workforce and attraction/retention of young families • Technical training of workforce

Desired Economic Development Focus

The City of Watertown is large enough to consider itself a full-service urban community, with a market area extending into three counties: Jefferson, Dodge, and Waukesha. The City needs to provide a continued availability of all forms of urban and suburban development. In particular, the City is interested in promoting eclectic local and small-scale commercial, especially in and around downtown.

In terms of industrial development, the City encourages the build-out of existing industrial parks in the West Street, Airpark Drive, and Commerce Drive areas. In the longer term, the City is interested in initiating development of a new industrial park located between STH 19 and West Street along the proposed “western arterial,” and an extension of the Airpark Drive area to Gateway Drive farther south along South Church Street. Due to the existing industrial parks throughout the City being at or near capacity, it will be important over the next decade for the City to prioritize, plan for, initiate, and help facilitate a new industrial park on either the west or southsides.

The City seeks to promote effective redevelopment along the river and in the downtown area. Strategies for redevelopment include revising zoning regulations unique to the downtown, promoting historic preservation, taking full advantage of the Rock River waterfront, completing a pedestrian trail network through the downtown, and continuing to provide ample public parking space. Finally, the City should continue to leverage the RDA and Main Street Program to help foster redevelopment in these areas.

The City should continue to promote high quality office, mixed-use, commercial, and research development. Specifically, the City is currently focusing its efforts on infill development projects within TIF Districts #4, #5, and #7, and along the STH 26 bypass.

One of the most important opportunities over the next twenty years is the Bethesda site between Milford Street and the Rock River. Very rarely are there such large undeveloped areas within the City limits already served by utilities and other infrastructure. It will be a key location for future development in several different forms and uses. The City and Bethesda should continue to communicate and plan for the future of this site in order to foster well thought out and desired long-term development.

All of the specific locations of these different development types are identified on the Future Land Use Map.

Economic Development Goals, Objectives, and Policies

Goals:

1. Create an economically efficient and environmentally sustainable development pattern.
2. Establish efficient, well-designed business and employment centers.
3. Enhance the City of Watertown's business districts.
4. Leverage the City's unique amenities to attract and retain businesses and residents.

Objectives:

1. Encourage the creation of planned, mixed-use centers that include employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.
2. Support strong public-private investment in business district improvements.
3. Maintain the aesthetic quality of Watertown business districts.
4. Promote infill development on underutilized or blighted central business district properties, while maintaining the areas historic character.
5. Enhance the City's relationship with the higher educational facilities in the City to increase collaboration.
6. Improve the capacity of the City's economic development services.

Policies:

1. Advance the concept of development "paying its own way."
2. Strengthen the retail power of established commercial areas by preventing poorly-planned strip commercial developments on the City's fringes and along major community entryways.
3. Emphasize the continuous provisions of high-quality office, commercial, and industrial sites within the City.
4. Identify strategic locations for high quality industrial, office, and mixed-use developments.
5. Upgrade signage, landscaping, site design, and related development standards for existing commercial, office, and industrial development areas.
6. Encourage the continued public-private partnerships to help promote investment, redevelopment, and revitalization throughout the community.
7. Implement the recommendations of the Watertown Riverfront/Downtown Redevelopment Initiative.
8. Continue to prioritize increased fiber optic infrastructure throughout the City.
9. Leverage new multi-county multi-use trail connections as a tourism and economic development asset.
10. Focus attracting and locating new entertainment uses, event space, restaurants, and lodging downtown.
11. Evaluate local sustainability and development-specific economic, environmental, and social performance measures to increase the overall livability of the community.



12. Foster workforce development programs in partnership with local institutions such as Madison College and the Watertown School District to focus on educating the future labor force and reeducating the existing labor force to be prepared for and adaptable to future technological skills required.
13. Leverage local Opportunity Zones to foster new investment and development within the City.
14. Establish a City Economic Team to organize local, county, and regional economic development efforts. The team should consist of the various economic development-focused organizations, groups, and City Departments noted throughout this Plan.

Economic Development Programs and Recommendations

To carry out the City’s economic strategy, and to build on the goals, objectives, and policies outlined in the previous section, the City intends to pursue the following directions:

Focus Investment Downtown and Along the Rock River

Throughout the public participation process, downtown and the river were prioritized as the most important assets within the City. The unique character of the areas plays a large part in the community’s overall identity and continued promotion, investment, and sustained vibrancy is one of the City’s highest priorities moving forward. The following strategies aim to advance this topic:

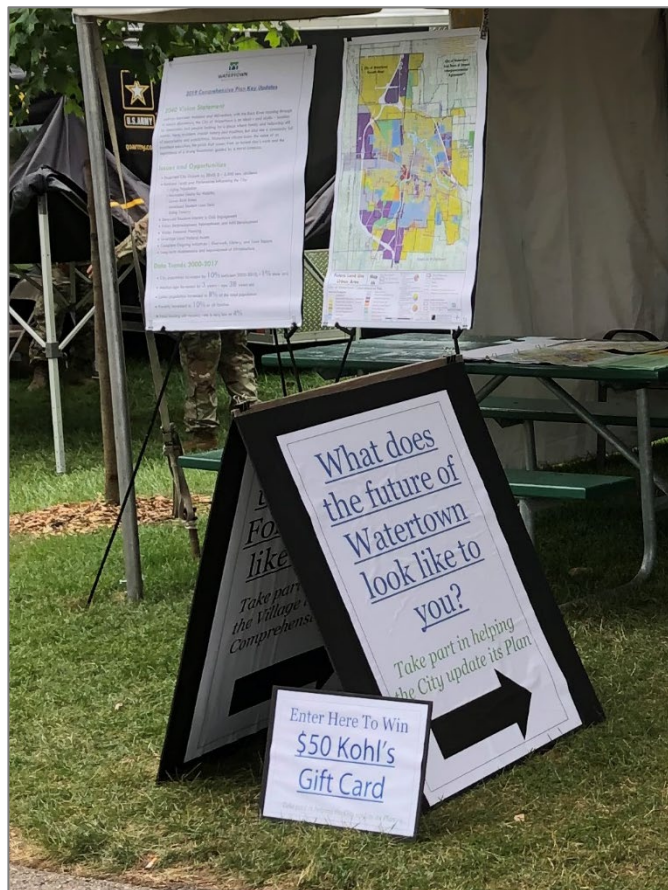
- Collaboratively connect and work with various public and private groups to promote and bring more events downtown.
- Enhance the streetscape and traffic flow in the area through the incorporation of larger and more utilized sidewalks, street re-orientation, dedicated downtown signage standards, and new wayfinding/placemaking signage.
- Focus on attracting new entertainment and destination uses in the area to drive tourism, community use, and viability of local businesses.
- Increase the number of people living downtown through increased density and leveraging of assets in these areas. The most effective approach is through the incorporation of a diversity of housing options.
- Target infill, redevelopment, and reinvestment in the buildings throughout the area.
- Continue to implement the downtown and area specific plans that have been created.
- Develop a detailed Redevelopment Plan for downtown that identifies rehab and redevelopment candidates, establishes a strategy for how to move forward, and drives new tax base in the area.
- Potentially utilize the excess TIF capacity in the City to establish a new district.

Retain and Expand Existing Watertown Businesses

Retention and expansion of existing businesses is fundamental to Watertown’s economic development strategy. Companies within the City comprise the City’s economic base—jobs and tax base. Ensuring the ability to retain and expand businesses within the community is one of the most logical, and cost-effective ways to help the community prosper—as well as develop a business climate conducive to attracting businesses.

Key strategies to ensure the ability of the City to retain and expand its existing economic base include:

- Ensure the availability of adequate sites for business expansion and relocation of businesses within the community to facilitate and encourage growth.
- Continue to explore the use of TIF districts to attract new development.
- Maintain, update, and evaluate the Capital Improvement Plan (CIP) to ensure that the necessary infrastructure improvements are in place to attract new businesses and industries.
- Encourage the continuation of public-private partnerships and organizations that reach out to the business community.
- Work in partnership with local businesses to provide development approval assistance and development incentives in redevelopment areas.



- Help cultivate and make available local, regional, state, and federal resources for business financial assistance.
- Encourage collaboration between local education institutions and businesses to ensure the ability of the community and region to meet local workforce needs.
- Enhance the overall quality of life and vitality of the City to ensure the City's ability to retain and attract a talented workforce.
- Assist businesses in new "spin-off" enterprises related to emerging economies to ensure longterm success and competitiveness.
- Maintain and enhance local infrastructure to meet the needs of existing and expanding businesses.

Encourage Redevelopment of Brownfield Sites

Numerous opportunities for site redevelopment exist within the City—especially brownfield redevelopment. Redevelopment strategies for brownfields are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed site analysis and market analysis is recommended before proceeding in any brownfield redevelopment project. There is a range of implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private individuals in the assessment, clean-up and redevelopment of brownfields in Wisconsin.

Attract Diverse New Businesses to Watertown

Business attraction is another key economic strategy (along with growing new businesses and retaining/expanding existing businesses). Attraction of industries from outside the City and region will help expand the breadth and depth of the City's economy. Techniques for attracting new businesses are often similar to those used to retain existing businesses. The City has a range of these and other tools at its disposal that it will utilize. Beyond those strategies listed in the section above on retaining and expanding existing businesses, some additional strategies specifically geared toward attracting new business include:

- Develop an inventory of a broad range (e.g. size and location) of sites which are already improved with streets, sanitary sewer, and water services and are ready for construction.
- Continue to foster a streamlined approach to development approvals.
- Consider a pre-approved building plan where a prospective business seeking a quick opening could begin construction immediately, according to the approved plan.
- Market existing and future business parks.
- Identify and market specifically to target clusters that relate to the City's existing businesses, or capitalize on the City's place-based assets.
- Encourage the formation of groups organized around particular business/industry clusters to guide local educational institutions in providing appropriate training, and help policy makers understand industry requirements for success.
- Define and identify the workforce skill sets available from community members, and market the City's quality labor force, highlighting skills, dedication, and availability as workforce assets.
- Grow the local entrepreneurial base through the Business Accelerator and regional collaboration with educational institutions and other economic development-focused groups or organizations.
- Continue to increase tourism by leveraging the large recreational tournaments hosted in Watertown to attract new restaurant and lodging options.

Establish a City Economic Development Team

There are many ongoing economic development-related efforts throughout the community, in addition to the county and region that directly impact the City of Watertown. Together, these groups, organizations, and government entities are helping to pursue and implement many of the projects prioritized throughout this Plan and other City and County Plans. In order to organize these efforts and help the City better leverage its many economic development partners, it is recommended that the City of Watertown establish a City Economic Development Team. The team will be tasked with identifying and leveraging key industrial sectors and partners that reflect the existing commercial and industrial makeup of the community, while also pursuing new commercial and industrial opportunities that complement the community. As a long-term goal, the team will work to maintain and enhance the community's manufacturing footprint in the Rock River Valley, and leverage it to expand the footprint into the Milwaukee, Fox Valley, Madison, and Chicago markets. One key initiative the team should undertake, utilizing its diverse and strategic makeup of partners, is the development of a community-wide economic vision and identity."

12 INTERGOVERNMENTAL COOPERATION



TWELVE: INTERGOVERNMENTAL COOPERATION

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

Adjacent and Overlapping Units of Government

As an incorporated jurisdiction anticipating future population growth, this Plan must accommodate, and indeed facilitate, planned municipal expansion. However, this Plan seeks to minimize tension between the City and overlapping jurisdictions by reflecting the recommendations of plans adopted by these jurisdictions. Map 1 depicts the boundaries of Watertown’s neighboring or overlapping jurisdictions. Relationships with these local, regional, and state jurisdictions were analyzed during the City’s planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis.

Town of Watertown

The Town of Watertown is located in Jefferson County and to the south of the City of Watertown. The Town adopted its most recent comprehensive plan in 2017. The Town’s vision statement describes the Town’s desire to retain a rural atmosphere, protect and preserve local farmland and natural resources, and utilize smart growth techniques to guide future growth and development.

The Town’s Preferred Land Use map designates the majority of land adjacent to the City of Watertown’s boundaries as planned transition, which is designed to be developed over the “long-term” and to be served by public water and sewer at the time of development. Lands to the southeast of the City of Watertown are designated as rural residential, which allows low-density, single-family residential land uses. The majority of the remaining land within the Town is designated to remain in agricultural or environmental corridor uses.

This plan outlines a number of goals and objectives that bear relation to City of Watertown. For example, the Town intends to:

- Strengthen local control of land use decisions through cooperation and communication with Jefferson County, the City of Watertown and Village of Johnson Creek.
- Steer more intensive residential development such as two-family, multi-family, and elderly housing to the City of Watertown and other urban service areas.
- Explore possibilities to increase and support business development adjacent to the City of Watertown and existing commercial sites.
- 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.

In order for this plan and the Town’s most recent plan to work in harmony, it is recommended that the City of Watertown and Town of Watertown actively work to develop and establish an Intergovernmental Agreement between the two jurisdictions.

Town of Emmet

The Town of Emmet is located north of Watertown, in Dodge County. The City of Watertown and the Town of Emmet established an Intergovernmental Cooperative Plan in 2014 that runs through 2032. The Plan separates City Growth Areas from Town Growth Areas (as shown on the Future Land Use Map). The Town Growth Areas remain under exclusive zoning, land use, and subdivision control provisions of the Town’s regulatory codes. City Growth Areas remain in the Town and are subject to Town regulations, but only after the City has had an opportunity to exercise control through its City Codes. Another aspect of the plan is a set of mandatory boundary adjustments that pertain to specific areas within the City Growth Area. Three of these adjustments have already taken place in 2015 and 2017. The final will take place in 2024, which will include the residential area between the existing City Municipal Boundary and Highway 16, north of the City.



Town of Ixonia

The Town of Ixonia is located in Jefferson County to the southeast of the City of Watertown. Only a small portion of the Town at the northwest corner lies within the City or Watertown's extraterritorial jurisdictional (ETJ) boundary. At the time of this writing, the Town of Ixonia had not yet adopted a comprehensive plan. There are no known land use conflicts at this time between the City of Watertown and the Town of Ixonia.

Town of Lebanon

The Town of Lebanon is located in Dodge County to the northeast of the City of Watertown. A small area at the southwest corner of the Town lies within the City or Watertown's extraterritorial jurisdictional (ETJ) boundary. The Town adopted its most recent comprehensive plan in 2013. The main mission of the Town's comprehensive plan is to enhance the rural and agricultural characteristics of the Town. The Town's Future Land Use maps designate the land within Watertown's ETJ as a farmland preservation area with some areas of environmental corridor. The majority of all other land within the Town is designated as either farmland preservation, agricultural, or environmental corridor. There are no known land use conflicts between the Town of Lebanon and the City of Watertown at this time.

Town of Milford

The Town of Milford is located in Jefferson County to the southeast of the City of Watertown. Only a small portion of the Town at the northeast corner lies within the City's extraterritorial jurisdictional (ETJ) boundary. The Town adopted its most recent comprehensive plan in 2003. The main prerogative for land use in the Town's plan is to preserve the majority of the land as agricultural uses. There are no known land use conflicts between the Town of Milford and the City of Watertown at this time.

Town of Shields

The Town of Shields is located within Dodge County to the northwest of the City of Watertown, just beyond the City's urban service area boundary. The Town adopted its most recent comprehensive plan in February 2006. Much of the land in the Town is currently used for agricultural purposes. The Town's Future Land Use map designates agricultural and conservancy land uses adjacent to the City of Watertown.

At the time of adoption of this comprehensive plan, the Town did not have a formal boundary agreement with the City of Watertown. The Town's comprehensive plan recommends that the Town cooperate with the City of Watertown to develop a boundary agreement to avoid potential conflicts pertaining to annexation of Town land by the City. Other recommendations in the Town's comprehensive plan pertaining to the City of Watertown include:

- Cooperate in the planning and coordination of utilities with the City of Watertown and the Town of Emmet through continued communication in order to efficiently serve local development.
- Investigate the possibility of entering into an agreement with adjoining local governments to share administrative office space and document storage.
- Develop a process for discussing intergovernmental issues such as service sharing, revenue sharing, area-wide land use planning and growth management, municipal boundaries and annexation, and the impacts of urban service area sewer and water extensions that may impact the Town.

Dodge County

This northern portion of Watertown lies within Dodge County, which adopted its Comprehensive Plan in 2011. Dodge County's land use plan calls for an efficient use of resources; full use of urban services; a mix of land uses; multiple transportation options; and detailed, human-scale design. The County focuses much of its future growth in designated "smart growth" areas—areas that enable development and redevelopment of lands with existing infrastructure and public services and utilities. Dodge County's Future Land Use map designates:

- Land adjacent to the City of Watertown and further to the northwest as single-family residential
- Land adjacent to the STH 26 Bypass is designated as commercial
- Land adjacent to the City's east side is designated for general residential
- Small pockets west of the STH 26 Bypass and HWY 16 interchange, in addition to northeast of the City along CTH M are both areas planned for industrial development



Jefferson County

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

Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) Southwest Region office, located in Madison, serves a 16-county region, including Dodge and Jefferson Counties. The Wisconsin Department of Natural Resources provides service to Watertown residents out of its Southwest Wisconsin offices which include Madison, Fitchburg, Janesville, and Dodgeville. There are no known conflicts between the City's Plan and the plans of these State agencies.

City of Watertown Comprehensive Plan, 2009

In 2009, the City of Watertown hired Vandewalle & Associates to rewrite its comprehensive plan in accordance with Wisconsin Act 9 and Wis. Stat. 66.1001. The plan featured all nine required elements and produced the goals, objectives, policies, and recommendations that the city pursued between 2009-2019. The 2019 City of Watertown Comprehensive Plan is significantly based on the 2009 plan, with strategic updates to the data, mapping, and text. Much of the structure and listed recommendations from the previous plan were incorporated into this plan.

Intergovernmental Cooperation Goals, Objectives, and Policies

Goals:

1. Establish mutually beneficial intergovernmental relations with surrounding jurisdictions.

Objectives:

1. Encourage collaboration between the City of Watertown, Dodge, and Jefferson Counties, and neighboring jurisdictions with regard to planning initiatives and development policies.
2. Plan for the extraterritorial area to define both short-term and long-term objectives and policies regarding growth and development.
3. Work with neighboring jurisdictions to protect the natural environment within the Watertown ETJ in a manner that forwards the recommendations of this Plan.
4. Coordinate with neighboring jurisdictions to efficiently utilize and expand the utility and public facilities networks within the Watertown ETJ in a manner that forwards the recommendations of this Plan.

Policies:

1. Work with neighboring jurisdictions to control the land use, site design of development, and appearance of development within the Watertown ETJ in a manner that forwards the recommendations of this Plan.
2. Encourage annexations to occur prior to urban development to ensure that such development is consistent with City plans, zoning, subdivision design standards, and City utility systems.
3. Unless an alternative approach is advantageous to the City, the City of Watertown will not extend public utilities to areas beyond the City's corporate limits, and may do so only when there exists a date certain by which annexation will occur.
4. Support cooperative planning with neighboring townships and Dodge and Jefferson Counties to ensure that urban development is guided to areas that can be served with City sewer, and that only very low-density rural development (between one dwelling unit per 35 and 80 acres) is encouraged in areas where municipal sanitary sewer service is not available or authorized.
5. Pursue other Intergovernmental Agreements and Plans with neighboring Towns to effectively and efficiently plan future City boundary expansion.
6. Partner with the Watertown School District and other local educational institutions in increasing educational achievement, adequately planning for future facilities, and boosting workforce development.
7. Continue to participate in the implementation of THRIVE ED's 5-year strategic plan and economic development efforts.

Intergovernmental Cooperation Programs and Recommendations

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

County Issues

At the time of writing, there are no known conflicts between this City of Watertown's Comprehensive Plan and the planning efforts of either Dodge or Jefferson Counties.

State Issues

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

Regional Issues

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

Economic Development

THRIVE ED is the regional economic development organization for Dodge and Jefferson Counties. The City of Watertown works closely with THRIVE ED in the implementation of the organizations 5- year Strategic Plan. There are three key topic areas within the plan:

- Business Development
- Workforce Focused
- Branding, Marketing, and Communications for Success

Some of the many opportunities suggested through THRIVE's Strategic Plan also align with the recommendations in this Plan, they include:

- Connecting with regional institutions and innovators
- Aligning workforce skills with emerging technologies
- Fostering business retention and expansion
- Establishing a brand and increasing marketing to attract new businesses and residents

Hazard Mitigation

The Jefferson County and Dodge County Natural Hazard Mitigation plans help communities reduce their risk from natural hazards by identifying vulnerabilities and developing strategies to lessen and sometimes even eliminate the effects of the hazard. Some of the benefits of mitigation planning are as follows:

- Leads to judicious selection of risk reduction actions. Hazard mitigation planning is a systematic process of learning about the hazards that can affect Jefferson County; setting clear goals; and identifying and implementing policies, programs, and actions that reduce losses from disasters.
- Builds partnerships. Hazard mitigation planning enhances collaboration among a broad range of stakeholders to achieve a common vision for Jefferson County. Increased collaboration also reduces duplication of efforts among organizations with similar or overlapping goals.
 - Creates a more sustainable and disaster-resistant county. There is an intrinsic link between the concept of sustainability and natural hazard risk reduction. An essential characteristic of a sustainable county is its resilience to disasters.
 - Establishes funding priorities. A mitigation plan allows both the County and City to better identify and articulate its needs to state and federal officials when funding becomes available, particularly after a disaster. With its Natural Hazard Mitigation plan in place, Jefferson and Dodge County can propose projects as an integral part of an

overall, agreed-upon strategy, rather than as projects that exist in isolation. Mitigation planning coordinates existing and potential mitigation actions into a unified mitigation strategy. Jefferson and Dodge Counties, in addition to the City, with this approved plan that meet the DMA 2000 criteria, are eligible to receive HMGP funds for mitigation projects.

- Increases public awareness of natural hazards. Mitigation planning serves to help residents better understand the threat to public health, safety, and welfare, economic vitality, and the operational capability of critical infrastructure.

It is recommended that the City continue its work with both Dodge and Jefferson Counties in implementing their Hazard Mitigation Plans and participating in the updates of each. Many of the recommendations throughout this Plan are reflective of the recommendations within each county's plan.

Public Works

The City of Watertown also works with neighboring jurisdictions to provide public works services through several different agreements related to the following:

- Garbage and recycling pick-up, brush clean-up, wood chipping and street sweeping for the Village of Clyman
- Electronics recycling for the Towns of Lebanon, Emmet, Watertown, and Ixonia
- Street sweeping with the Town of Lebanon
- Ongoing cooperation and coordination with general public works assistance and emergencies with Dodge and Jefferson Counties

Moving forward, as budgetary constraints become ever-more challenging, it will be increasingly important to maintain and develop partnerships and agreements like these with neighboring jurisdictions to most efficiently provide services.

Public Safety

Watertown's Fire Department and EMS services have established agreements to provide services with the neighboring Towns of Emmet, Milford, Shields, and Watertown. They also have mutual aid agreements with several surrounding fire and EMS organizations. A new Fire Station within the City is recommended over the planning period. With this new facility may come potential opportunities to enhance and expand coverage to other neighboring jurisdictions.

Public Health

The City of Watertown Health Department partners with hospitals, medical centers, and health departments throughout Jefferson and Dodge Counties. They also lead the way in planning for the region through the Community Health Improvement Plan for Jefferson and Dodge County, the Dodge and Jefferson County Healthier Community Partnership Mental Health and Substance Abuse Resource Guide, and the Watertown Department of Public Health Annual Report. The Health Department has established Memorandums of Understanding (MOU) with 27 different regional groups, initiatives, departments, and organizations at the local, county, regional, and state level. These MOU's are agreements to help provide public health services, as needed.

Intergovernmental Agreement Discussions with Neighboring Jurisdictions

Over the next 20 years, it is important for the City to continue to engage, participate, incorporate, and interact with neighboring jurisdiction's planning processes. Additionally, it is recommended that formal intergovernmental agreements be established between the surrounding Towns and the City. These agreements would provide a framework for:

- Resolving any future land use conflicts
- Determining municipal boundary expansion areas
- Interconnecting roads, trails, parks, environmental corridors, and open spaces
- Effectively planning for future facilities and utilities

The City of Watertown and the Town of Emmet have an existing Intergovernmental Agreement detailed above.



13 IMPLEMENTATION



THIRTEEN: IMPLEMENTATION

In order for the vision and directions of this City of Watertown Comprehensive Plan to become reality, specific follow-up actions will be required. This final chapter is intended to provide a roadmap for these implementation actions by identifying priority programs and actions, as well as describing how this Plan is used, monitored, and updated to maintain its relevance to the City. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under Wisconsin Statutes.

Plan Adoption

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

Plan Monitoring and Advancement

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the City to guide growth, development, redevelopment, and preservation. The City intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. On January 1, 2020, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the Comprehensive Plan.

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

- Prominently displaying plan maps and other materials in City offices, gathering places, and online.
- Ensuring that user-friendly attractive and up to date materials are continuously updated and are easily accessible on the City's website.
- Speaking to current and future elected officials, community organizations and school groups about the Plan.
- Regularly presenting implementation progress reports to the Common Council, Plan Commission, and other municipal bodies.
- Incorporating Plan implementation steps in the annual budget process and other planning initiatives the City is involved in.
- Encouraging all City Staff, commissions, committees, groups, task forces, and other related bodies to become familiar with and use the Plan in their decision making.

- Annually reviewing and assessing the Plan by reviewing performance against the implementation steps and timeframe described in Implementation Programs and Recommendations. This review will appear on the agenda of a regular Common Council meeting in late summer or early fall, in advance of the budget process. The Common Council will hold a public hearing at the meeting in which the review is held. This meeting should also include the Planning Commission, City department heads, and interested members of the public. Resident participation in this review should be actively solicited by public notice, and public input allowed at the meeting at which the review is held. Any need for specific changes to the Plan in response to changes in the factors on which it was based could be addressed at this review. Amendments to the Plan will be made in accordance with the procedures described in the Plan Amendments section below.



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

Annexations

Proposed annexations should be guided by the recommendations of this Plan. Specifically, the Future Land Use maps and the Transportation and Community Facilities map of this Plan will be among the factors considered when evaluating a request for annexation. Annexation proposals on lands that are designated for urban development, as locations for future transportation facilities, and/or as locations for future community facilities should be more strongly considered for annexation approval. However, in their consideration of annexation proposals, the Plan Commission and Common Council should also evaluate the specific timing of the annexation request, its relationship to the overall regularity of the corporate boundary, the ability to provide utilities and public services to the site, the costs associated with the proposed annexation, the effect on intergovernmental relations, as well as other pertinent statutory and non-statutory factors. All annexations, outside of the those under the Intergovernmental Agreement with the Town of Emmet, should be considered on the basis of a 50-year cost-benefit analysis of property tax revenue compared to the cost of maintenance and replacement of infrastructure.

Zoning

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

Land Division

Proposed land divisions should be generally consistent with the recommendations of this Plan. The Future Land Use maps and the Transportation and Community Facilities map (and the policies behind these maps) should be used to guide the general pattern of development, the general location and design of public streets, parks, and utilities. In the consideration of land divisions, the Plan Commission and Common Council should also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats, and final plats within the City limits and the extraterritorial jurisdiction. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process, as deemed appropriate by the Plan Commission and Common Council.

Official Mapping

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

Public Investments

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

Intergovernmental Relations

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

Interpretation

The interpretation of this Plan shall be the responsibility of the Common Council, as guided by recommendations of the Plan Commission.

Plan Amendments

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

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

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

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

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



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

Plan Updates

The state comprehensive planning law requires that this Comprehensive Plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City will update this Comprehensive Plan before the year 2030 (i.e., ten years after 2019), at the latest. The City should continue to monitor any changes to the language or interpretations of the State law over the next few years.

Consistency Among Plan Elements

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

Implementation Programs and Recommendations

Figure 13.1 provides a detailed list and timeline of the major actions that the City intends to complete to implement this Plan. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The list of recommendations is divided into different categories—based on different implementation tools or Plan elements. This list is not exhaustive. It includes the recommendations that are likely to be near-term actions. The Common Council may choose to pursue additional actions, or prioritize other actions as conditions change.

The table has four different columns of information, described as follows:

- **Topic:** The first column identifies the chapter of this Comprehensive Plan where additional information regarding the recommendation may be found or more generally describes the overarching category in which the Action Item falls under.
- **Action Item:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan.
- **Lead Organization:** The third column lists the City department, agency, or other group who would take a lead role in pursuing the Action Item.
- **Potential Partners:** The fourth column lists additional City departments, agencies, or other groups who would be a great partner in the pursuit of accomplishing that Action Item.
- **Implementation Timeframe:** The fifth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Each timeframe is defined as follows:
 - In Progress means that any the Action Item has been addressed at some point, but it is still a priority. In Progress status is very likely for Action Items that were previously identified in past Comprehensive Plans or have been long established objectives of the City. These Action Items should be continuously reevaluated to make sure that progress is being made.
 - Short means that the Action Item should be pursued over the next 5 years, following the adoption date of this Plan.
 - Medium means that the Action Item should be pursued over the next 10 years, following the adoption date of this Plan.
 - Long means that the Action Item should be pursued over the next 20 years, following the adoption date of this Plan.

Figure 13.1: Implementation Programs and Recommendations

Topic	Action Item	Lead Organization	Potential Partners	Timeframe
Utilities & Community Facilities	Implement the recommendations of the City's Park and Open Space Plan and update the plan every 5 years.	Park, Recreation, and Forestry/Public Works Commission		In Progress
Natural Resources	Continue to acquire property and prioritize the protection of the Rock River.	Common Council	Public Works, "Friends" groups	In Progress
Land Use	Acquire key vacant or underutilized properties for redevelopment in the Downtown, along the river, and citywide.	RDA	Public Works	In Progress
Transportation	Implement the recommendations of the Jefferson County Bicycle and Pedestrian Plan and Dodge County Bicycle and Pedestrian Plan.	Public Works/Parks and Rec Commission		In Progress
Utilities & Community Facilities	Promote sustainable practices in the delivery of public facilities and services.	Mayor's Office, Public Works		In Progress
Economic Development	Continue the appropriate use of TIF, Bonding Assistance, and other programs to support local economic development.	Common Council		In Progress
Economic Development	Work as part of a collaborative initiative to match regional workforce development with actual and projected employer needs.	Mayor's Office	MATC, Watertown School District, RDA, Chamber of Commerce, JEDC, THRIVE ED	In Progress
Economic Development	Maintain an inventory of available improved sites and host it online.	Mayor's Office	THRIVE ED	In Progress
Economic Development	Apply for federal and state funding assistance for local projects.	Building and Zoning Department		In Progress
Intergovernmental Cooperation	Engage in ongoing discussions with neighboring communities about land use issues.	Mayor's Office	City Attorney	In Progress
Intergovernmental Cooperation	Enforce the Town of Emmet Boundary Agreement.	Common Council	City Attorney	In Progress
Development Regulations	Implement stormwater best management practices into development regulations, the Zoning Ordinance, and the Subdivision Code. Keep up with evolving stormwater and erosion control requirements.	Engineering and Building and Zoning Department		In Progress
Growth Management	Keep new commercial development compact, rather than sprawling toward interchanges.	City Staff, Plan Commission, Common Council		In Progress
Communication	Use social media and other communication forms to involve and educate residents on city functions, processes, and planning initiatives.	Watertown TV with All City Staff Support	Mayor's Office and Department Heads	In Progress
Economic Development	Partner with THRIVE ED in implementing the 5-year Strategic Plan for Jefferson and Dodge Counties.	RDA and City Staff	Mayor's Office/Common Council	In Progress

Topic	Action Item	Lead Organization	Potential Partners	Timeframe
Natural Resources	Meet all Federal (EPA) and State (DNR) requirements of the MS4 Permit as outlined in WI DOA NR151 & 216 as administrated through the Stormwater Utility.	Public Works Commission and Engineering Department		In Progress
Economic Development	Implement the recommendations of the Watertown Riverfront/Downtown Redevelopment Initiative.	RDA and Mayor's Office	Chamber of Commerce, Main Street, and Private Sector	In Progress
Transportation	Implement the Sidewalk Infill Policy.	Public Works Commission		In Progress
Utilities & Community Facilities	Develop, inventory, and track a city-wide depreciation schedule of all assets.	City Clerk and Treasurer	Mayor's Office and Department Heads	Short
Utilities & Community Facilities	Implement stormwater, water, and wastewater best management practices into development regulations, the Zoning Ordinance, and the Subdivision Ordinance.	Public Works		Short
Natural Resources	Consider developing a City Sustainability Committee to advise on and help implement sustainability recommendations.	Plan Commission	Public Works	Short
Transportation	Update the City's Official Map bi-annually.	Common Council	Plan Commission; Public Works; Park, Recreation, and Forestry	Short
Transportation	Develop a City of Watertown Bicycle and Pedestrian Plan that includes a strategic action plan for future facilities.	Public Works and Parks and Recreation Commission	Bike and Ped Task Force	Short
Administrative	Conduct an annual review of the Comprehensive Plan.	Building and Zoning Department	Plan Commission/Common Council	Short
Education	Participate in the Watertown Unified School District's 5-year Strategic Planning Process.	Mayor's Office		Short
Transportation	Adopt a Complete Streets Policy.	Public Works and Common Council		Short
Administrative	Rewrite the City's Sign Ordinance and include dedicated downtown sign guidelines.	Building and Zoning Department		Short
Economic Development	Develop and apply new property maintenance standards city-wide.	Plan Commission and Common Council		Short
Public Health	Continue to integrate the "Health in All Policies" approach into all decision-making processes city-wide.	Health Department	Department Heads	Short
Public Health	Maintain the City's status as a Silver-level Wisconsin Healthy Community.	City Staff	Health Foundation	Short
City Facilities and Utilities	Build a second Fire Station to serve City expansion and improve service provision.	Fire Department and Common Council		Short

Topic	Action Item	Lead Organization	Potential Partners	Timeframe
Transportation	Evaluate the feasibility of a new revenue sources to fund infrastructure improvements.	City Treasurers Office	Common Council	Short
Administrative	Create a City-wide Collective 5-year Capital Improvements Plan (all departments).	Mayor's Office, All City Staff, and Common Council		Short
Growth Management	Adopt a new small lot single-family zoning district that allows for lots under 8,000 square feet.	Building and Zoning Department		Short
Economic Development	Create a Watertown Community Opportunity Zone Prospectus to attract investment in the City's Opportunity Zones.	Building and Zoning Department and RDA		Short
Economic Development	Develop a Downtown Redevelopment/Maintenance Plan that identifies rehab and redevelopment candidates and a strategy for how to move forward with individual properties in the area.	Historic Preservation and Downtown Design Commission, Watertown Main Street Program, Building and Zoning Department		Short
Natural Resources	Participate in the update of both the Jefferson County and Dodge County Hazard Mitigation Plan Updates.	Building and Zoning Department		Short
Economic Development	Establish a City Economic Development Team.	Mayor's Office, Building and Zoning Department, RDA	Common Council and THRIVE ED	Short
Utilities and Community Facilities	Complete the library renovation and expansion project.	Library, Mayor's Office		Short
Transportation	Conduct a Traffic Study to evaluate the effectiveness of traffic patterns in and around downtown.	Public Works Commission		Medium
Transportation	Evaluate the feasibility of the recommendations in the 2018 Downtown Parking Study.	Public Works and RDA		Medium
Growth Management	Complete a neighborhood plan of the Bethesda campus to foster high-quality and well-planned future development.	Mayor's Office	Private Sector	Medium
Transportation	As development occurs, extend Beryl Drive west to Gateway Drive.	Plan Commission	Common Council	Long
Transportation	Prioritize and continue implementing connections of the City's on-street bicycle path and trail system to County and State trail systems to ultimately connect to the Glacial Drumlin and Wild Goose State Trails.	Public Works	Dodge and Jefferson Counties, WisDOT	Long
Growth Management	Attempt to establish boundary agreements with all surrounding units of government, especially the Town of Watertown.	Building, Safety, and Zoning		Long
Administrative	Update the Comprehensive Plan before 2030.	Common Council and Plan Commission		Long
Administrative	Participate in any Jefferson or Dodge County Farmland Preservation or Comprehensive Planning updates.	Building and Zoning Department		Long

Topic	Action Item	Lead Organization	Potential Partners	Timeframe
Agriculture	Partner with local farms and agriculture groups to establish a Community-Supported Agriculture (CSA) Program.	Health Department	Private Sector	Long
Agriculture	Establish a new community garden in the City.	Health Department and Parks and Rec		Long
Natural Resources	Meet all Federal (EPA) and State (DNR) thresholds for stormwater sediment and phosphorous.	Public Works		Long
Economic Development	Install new wayfinding and gateway signage in key locations throughout the community.	Safety and Welfare Committee	Chamber of Commerce, Main Street, and Private Sector	Long
Transportation	Complete the Riverwalk on both sides in all four quadrants of the Rock River.	Public Works/Common Council		Long
Growth Management	Evaluate the need for a new industrial park every 5-years.	City Staff		Long
Transportation	Partner with local private companies to bring a bike share option to the City.	Public Works Commission and RDA	Private Sector	Long