

Chapter 8 – Land Use

8.1 Existing Land Use

Agricultural uses make up a majority of the land use in the town. The agricultural lands within the town have scatterings of significant amounts of woodlands, wetlands and other open space areas. Together agricultural lands and open space comprise about **88 percent** of the land uses within the town. This is down about 3 percent since the last plan likely attributed to the amount of land consumed by the State Highway 26 By-Pass project. These data enforce the fact that Watertown is indeed a rural community tied to its natural resource base.

Intensive uses such as residential, commercial, and industrial development comprise 12 percent of the total land use within the town, the majority of intensive uses are single family homes and farm buildings.

**Table 8-1
Existing Land Use
Town of Watertown
2016**

Land Use Category	Acreage	Percent of Total
I. INTENSIVE (Developed) LAND USE*	2,892.5	12.0%
A. Residential	1,537.0	6.4%
1. Single Family	1,531.8	
2. Two-Family	1.5	
3. Mobile Homes	3.7	
B. Agricultural including Farm Buildings	223.4	0.9%
1. Farm Buildings	223.4	
C. Commercial	42.6	0.2%
1. Retail Sales & Service (Non-Intensive)	42.6	
D. Administrative, Safety and Assembly	6.9	0.0%
1. Local Government	1.0	
2. Local Cemeteries	4.7	
3. Local Schools & Churches	1.2	
E. Communications, Utilities, Transportation	1,082.6	4.5%
1. Communication and Utilities	43.2	
2. Public Streets and Right-of-Way	899.1	
3. Railroad Right-of Way	140.3	
II. PASSIVE (Undeveloped) LAND USE	21,278.6	88.0%
A. Residential	57.6	0.2%
1. Vacant Lots	57.6	
B. Recreational	17.6	0.1%

1. Non-Public Recreation	17.6	
C. Agricultural	15,627.2	64.7%
1. Croplands	15418.1	
2. Pasture & Other Agriculture	189.0	
3. Special Agriculture	20.1	
D. Open Space**	5,576.2	23.0%
1. Upland Woodlands	1,019.3	
2. WDNR Wetlands	2,986.6	
3. Rural (Uncultivated)	1350.4	
4. Surface Water	219.9	
Total	24,171.1	

Source: Jefferson County, 2010 land use inventory. Digital ortho air photo interpretation completed in 2016 by Martenson & Eisele Inc. Review by Town Board and Planning Commission.

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

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

Map 8-1 Existing Land Use

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8.2 Development Regulations

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

Jefferson County Zoning Ordinance

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

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

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

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

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

The Town of Watertown should maintain its relationship with Jefferson County Zoning Department and continues to use the Jefferson County Zoning Ordinance to implement the Comprehensive Plan. Amendments to the ordinance to allow more agriculture related business

opportunities, either permitted or conditional, in the A-1, A-2 and A-3 should be pursued.

Jefferson County Land Division and Subdivision Ordinance

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

The county land division and subdivision ordinance defines subdivisions as:

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

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

Jefferson County Floodplain Ordinance

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

Jefferson County Animal Waste Storage and Nutrient Management Ordinance

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

Jefferson County Agricultural Preservation and Land Use Plan (Amended 2012)

The Jefferson County Agricultural Preservation and Land Use Plan provides a vision and strategies for growth, development and land preservation in Jefferson County over the next two decades. The plan is intended to function as the primary policy document setting forth how Jefferson County should develop in a manner that preserves the natural resources and environmental quality of the county (See Map 8-2).

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

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

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

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

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

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

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

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

Environmental Corridors are environmentally sensitive areas located throughout Jefferson County where additional land preservation policies and development standards are applied. Environmental corridors provide important wildlife habitats and include, but are not limited to: public

parks, conservancy lands, water bodies, wetlands, 100-year floodplains, and contiguous woodlands over 10 acres. Key features of the recommended Environmental Corridor policies include:

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

The plan is an advisory document. The county continues to review and make amendments to its County Zoning Ordinance, and implements the policy recommendations of the plan. The plan is expected to direct 70% of future growth to urban service areas, will reduce scattered rural housing by 20% and will preserve 95% of the existing farmland in Jefferson County. The Town of Watertown Comprehensive Plan shall compliment the county's planning effort by providing further detail and local recommendations.

Town of Watertown Municipal Code

In addition to the above Jefferson County ordinances, the Town of Watertown originally codified its individual town ordinances in 2009. New ordinances are added to the Code as necessary. This was a significant step for the town and demonstrates the town's responsibility to protect the health, safety and welfare of residents. Relative to land use, the Code contains chapters such as subdivisions, roads, solid waste, signs, manufactured homes and much more. The Code contains forfeiture provisions for penalties identified within. A copy of the Code's Table of Contents can be found in Appendix B. A complete copy of the Town's Municipal Code can be reviewed on the Town's web site. Along with the Jefferson County ordinances summarized early, the Town of Watertown Municipal Code should act as a major implementation tool for the Watertown Comprehensive Plan.

8.3 Land and Resource Protection Programs

This section identifies the various natural resource management programs that are being utilized within the Town of Watertown. Utilization of these programs is important in preserving the town's rural character and natural resource base.

Wisconsin Farmland Preservation Program

Wisconsin's Farmland Preservation Program is administered by the Wisconsin Department of Agriculture and Consumer Protection (DATCP) and helps farmers and local governments preserve farmland, protect soil and water, and minimize land use conflicts. Through participation in the program:

- Counties develop farmland preservation plans
- Local governments can develop farmland preservation zoning districts
- Landowners and local governments together form Agricultural Enterprise Areas
- Landowners meet soil and water conservation standards to become eligible to claim an income tax credit.

This program's purpose is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. The landowner must have produced gross farm profits of \$6,000 in the previous year or \$18,000 gross profits for the preceding 3 years. Public access is not required. The Town of Watertown has met the requirements of the Wisconsin Farmland Preservation Program and meets zoning district requirements enabling landowners to obtain farmland tax credits. Contact: the Jefferson County Land Conservation Department or DATCP.

Conservation Reserve Program (CRP)

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

Agricultural Conservation Easement Program

The Agricultural Conservation Easement Program (ACEP) provides financial and technical assistance to help conserve agricultural lands and wetlands and their related benefits. Under the Agricultural Land Easements component, NRCS helps American Indian tribes, state and local governments and non-governmental organizations protect working agricultural lands and limit non-agricultural uses of the land. Under the Wetlands Reserve Easements component, NRCS helps to restore, protect and enhance enrolled wetlands. NRCS may enroll eligible land through permanent easements, 30-year easements, term easements, and 30-year contracts. These are described by NRCS as follows:

Permanent Easements – Permanent easements are conservation easements in perpetuity. NRCS pays 100 percent of the easement value for the purchase of the easement. Additionally, NRCS pays between 75 to 100 percent of the restoration costs.

30-year Easements – 30-year easements expire after 30 years. Under 30-year easements, NRCS pays 50 to 75 percent of the easement value for the purchase of the easement. Additionally, NRCS pays between 50 to 75 percent of the restoration costs.

Term Easements - Term easements are easements that are for the maximum duration allowed under applicable State laws. NRCS pays 50 to 75 percent of the easement value for the purchase of the term easement. Additionally, NRCS pays between 50 to 75 percent of the restoration costs.

30-year Contracts – 30-year contracts are only available to enroll acreage owned by Indian tribes, and program payment rates are commensurate with 30-year easements.

Managed Forest Law (MFL)

The Managed Forest Law (MFL) is a landowner incentive program that encourages sustainable

forestry on private woodland. In exchange for following sound forest management, the landowner pays reduced property taxes. It was enacted in 1985 and replaced the Woodland Tax Law and the Forest Crop Law. Lands may be enrolled for either 25 or 50-year periods, requiring a long-term commitment, also providing long-term protection from property tax escalations.

MFL is the only forest tax law that is open to enrollment. Land enrolled in the MFL program must be managed according to a plan agreed to by the landowner.

Practices identified in the plan must be carried out for the duration of the contract period. Mandatory management activities required by the law include cutting mature timber, thinning plantations and natural stands, pine release, planting, post-harvest treatments, and soil conservation practices. The MFL program is managed by the WDNR.

Private landowners in the town should be encouraged to participate in the Managed Forest Law program, or engage in some other form of formalized forest management practices, to ensure the preservation and health of the town's woodlands which defines its character. There are numerous benefits which result from participation in forestry management programs, including:

- Protection against over cutting.
- Low regular property tax.
- Protection against annual property tax hikes.
- Technical assistance for private forest lands.
- Predictable property tax.
- Long-term forestry investment.
- Preserves and manages wildlife habitat.

It must be noted that Wisconsin Governor, Scott Walker has recently signed 2015 Wisconsin Act 358 into law. This new law makes numerous changes to the Managed Forest Law (MFL) and some changes to the Forest Crop Law (FCL). Please contact your local DNR Forester for more information on the changes to MFL and FCL.

Local Land Trusts

Simply stated, a land trust or conservancy is a private, nonprofit organization that actively works to conserve land through acquiring important parcels and by entering into conservation easement agreements with private landowners. Land trusts bring together landowners, donors, and federal, state and local agencies to identify, protect and manage unique lands to improve the health and beauty of their communities now and for future generations. Each local land trust works with its community to determine the most important land to conserve.

For some, the focus is on open space for recreation and tourism, for others it may be working farmland or forests, protecting endangered flora, wildlife habitat and undeveloped landscapes, or setting aside waterfront property to protect water quality and provide public access and scenic vistas.

According to the Gathering Waters Conservancy (the mothership of all Wisconsin land trust organizations), the Town of Watertown is served by three local land trusts as follows:

1. Land Trust Network
PO Box 142
Watertown, WI 53094
(920) 261-8560

2. Purpose: The Land Trust Network of Jefferson County protects Wisconsin's agricultural, historic, natural, scenic, cultural, and recreational lands and natural resources through the promotion of conservation easements and open space acquisitions, and by partnering with private landowners, and local, state and federal land conservation organizations.

3. Drumlin Area Land Trust
W5016 Florine Lane
Fort Atkinson, WI 53538
262-582-3020

Purpose: To preserve and restore the natural heritage of Jefferson County lands and water through partnerships in land conservancy and resource management.

4. Ice Age Trail Alliance
2110 Main Street
Cross Plains, WI 53528
(800) 227-0046

Purpose: To create, support and protect a thousand-mile foot trail tracing Ice Age formations across Wisconsin.

Town of Watertown

The Town of Watertown owns approximately 13 total acres. Approximately, 3.8 acres exist between High Road and STH 26. The property contains two buildings, the Town Hall and Town Shop.

State Owned Lands

The Wisconsin Department of Natural Resources (WDNR) owns approximately 192 acres along the Rock River, known as the Arkin Marsh Public Hunting grounds. These properties are located between the Rock River and CTH Y. The total includes the recent addition of a former boat club located just south of the STH 26 By-Pass with access from CTH Y. The new location now provides public access to the Rock River.

Conservation Clubs

The Watertown Conservation Club owns approximately 30 acres west of the Rock River, just north of CTH E.

8.4 Supply, Demand and Price Trends of Land

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

Table 8-2 clearly shows the continuation and commitment to farming over the recent period (2013-2015). Of the 83 agricultural land transactions (sales) which occurred during this period, only 10 were converted to other uses. The same trend held for forest land sales (Table 8-3). This

is a dramatic change to the trends which existed in the 1990's and 2000's before the recession. During this period a substantial percentage of agricultural land sales were converted to "other uses".

**Table 8-2
Agricultural Land Sales
Jefferson County
2013-2015**

	2013	2014	2015
I. Ag Land Continuing in Ag Use			
A. Number of Transactions	33	18	22
B. Acres Sold	2,034	1,285	1,750
C. Dollars per Acre	\$6,404	\$6,415	\$6,697
II. Ag Land Being Diverted to Other Uses			
A. Number of Transactions	4	3	3
B. Acres Sold	210	108	120
C. Dollars per Acre	\$5,727	\$6,203	\$7,148
III. Total of all Ag Land			
A. Number of Transactions	37	21	25
B. Acres Sold	2,244	1,393	1,870
C. Dollars per Acre	\$6,341	\$6,398	\$6,726

Source: Wisconsin Agricultural Statistics Service, Agricultural Land Sales, 2013-2015

**Table 8-3
Forest Land Sales
Jefferson County
2013-2015**

	2013	2014	2015
I. Forest Land Continuing in Forest Land			
A. Number of Transactions	14	7	5
B. Acres Sold	177	90	44
C. Dollars per Acre	\$2,420	\$2,471	\$3,034
II. Forest Land Being Diverted to Other Uses			
A. Number of Transactions	1	2	3
B. Acres Sold	4	32	44
C. Dollars per Acre	\$2,000	\$3,000	\$5,432
III. Total of all Forest Land			
A. Number of Transactions	15	9	8
B. Acres Sold	181	122	88
C. Dollars per Acre	\$2,410	\$2,610	\$4,233

Source: Wisconsin Agricultural Statistics Service, Forest Land Sales, 2013-2015.

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Map 8-2 Jefferson County Farmland Preservation Plan Map

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8.5 Projected Supply and Demand of Land Uses over the Planning Period

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

Table 8-4
Projected Land Use Demand (acres)
Town of Watertown
2015-2035

Year	Residential	Commercial/Industrial	Institutional*	Agricultural
2015	1,537.0	42.6	6.9	15,627.2
2020	1,543.4	44.6	7.4	15,618.3
2025	1,549.8	46.6	7.9	15,609.4
2030	1,556.2	48.6	8.4	15,600.5
2035	1,562.6	50.6	8.9	15,591.6

* Includes government, cemeteries, churches and schools.

Year 2015 acreage figures are the existing land use acres for each land use category within the town while year 2020 to 2035 acreage calculations are projected by utilizing linear trend population projections. Projected demand for residential, commercial/industrial and institutional land use assume that the ratio of the town's 2015 population estimate to the current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for residential use in the future as today.

However, some trends to watch which may impact the land use demand include the conversion of farm structures and farmsteads to commercial type activities, a preference by younger home buyers to purchase within villages or cities, the conversion of agricultural land to recreational land and the purchase of smaller agricultural farms by larger farms. The impacts of these trends and others not even foreseen at this time, could easily swing land consumption rates for different land use types. A recent example of this in the Town of Watertown was the impact of the Hwy 26 By-Pass on the loss of agricultural land. Thus, land demand projections for different land use types are extremely hard to predict out to a 20 year window making the above table only a guide in forecasting land demands.

8.6 Land Use Trends and Growth Pressures

The following land use trends and predictions were developed based partly on the analysis of the background data which were presented in the previous sections of this report. They were also reviewed by the Planning Commission in 2016 and adjusted when determined appropriate. Other predictions are based on local, regional or statewide trend data. These trends or growth pressures identify the characteristics which are likely to be experienced within the town throughout the planning period. These trends should be viewed as the forces the town must be

prepared to address over the next several years.

1. Persons per household ratios are expected to continue to decline.
2. The demand for commercial and industrial development is expected to remain low in the town. However, the demand for agricultural related business or general business that may need agricultural type buildings, may increase.
3. The town will likely experience an increase in the development of home occupational businesses.
4. The predominant land use throughout the town will continue to be cropped farmland.
5. Demand for commercial development will increase, especially at the interchanges associated with the STH 26 bypass.
6. The City of Watertown and Village of Johnson Creek will continue to grow and the extraterritorial jurisdiction of the City and Village will overlap resulting in opportunities for joint planning and intergovernmental cooperation.
7. There is an increased likelihood that farm consolidation will be experienced in the town, resulting in fewer, but larger farms.
8. It is likely that the scale of animal feedlot operations will increase as farms expand to remain competitive.
9. The town will experience increased traffic use and weight loads on local roads resulting in additional road maintenance and construction costs.
10. The Rock River will continue to need protection from nonpoint and point sources of pollution.
11. Town residents will continue to demand local services such as fire and police protection, emergency rescue, garbage collection and recycling.
12. The town's primary housing stock will remain single-family residential.
13. The town's river front, woodland, and highland areas could be highly desired for residential development.
14. Desire to live in a rural setting and short commuting times to urban centers will continue to make the town an attractive place for residential development.
15. City of Watertown and Village of Johnson Creek will continue to review annexation petitions for expansion of their respective communities.
16. Potential growth in organic or "hobby" type farming and agricultural related uses.
17. There will be growth in the amount of land purchased for recreational purposes.

8.7 Preferred Land Use Plan

The primary purpose of this section is to outline the recommendations of the Preferred Land Use Plan Map (Map 8-3), which will serve as a guide for local officials when making decisions concerning land use over the next 20 years and beyond.

8.8 Designation of Smart Growth Areas

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

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

Principle 1. Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. Approximately 83% of future land use within the Town of Watertown is designated Agriculture Preservation or Environmental Corridor. Within these designations: residential development is limited; environmentally sensitive areas such as wetlands, floodplains and contiguous woodlands are protected; and future development must utilize the existing street network to minimize additional local road maintenance costs.

Principle 2. Full Use of Urban Services

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services and schools. The Planned Transition Area within the City of Watertown Long Range Urban Service Area consists of approximately 959 acres, or 4 % of the future land use within the Town of Watertown. All of the, 959 acres are projected for Rural Residential growth. There are 1450 acres projected to stay as agriculture or agriculture related use within the Long Range Urban Service Area. These acreages are in conformance with the *Jefferson County Agricultural Preservation and Land Use Plan*. Through intergovernmental cooperation and a potential boundary agreement, the city and town will jointly plan for the transition of this area from rural to urban uses.

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

Principle 3. Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a

variety of housing types and a safe environment for all age groups. The Planned Transition area could be designed compactly to contain a mix of residential and commercial uses serviced with public utilities. This area should be planned jointly and formally addressed within a boundary agreement between the town and city.

Principle 4. Transportation Options

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

Principle 5. Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services. The Planned Transition area could meet this criteria through joint planning and development between the city and town.

Principle 6. Implementation

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

The Preferred Land Use Plan Map (Map 8-3) represents the desired arrangement of future land use and development within the town. This plan has been developed within the general context of the *Jefferson County Agricultural Preservation and Land Use Plan* and is intended to provide greater detail to local and county officials when making decisions regarding land use within the Town of Watertown.

8.9 Preferred Land Use Classifications

Agriculture and Agriculture Related Use (Yellow)

- This classification is consistent with the policies and recommendations identified within the Jefferson County Agricultural Preservation and Land Use Plan which was certified by DATCP in September, 2011. On February 15, 2012, the Jefferson County Board adopted the new DATCP Certified Jefferson County Agriculture Preservation and Land Use Plan. The plan should coincide closely with the areas zoned for farmland preservation in the town's A-1 zoning ordinance which is eligible for farmland preservation credits.
- According to the Town of Watertown Public Participation Results, residents would support future commercial development in the form of clean/sustainable

industry and manufacturing, mini storage, agricultural related businesses, home-based occupations, and general retail.

- Further examples and explanation of “Agricultural Related Business” can be found in Appendix D titled: “Creative Economic Opportunities for Rural Towns.”

Key features of the recommended Agricultural and Agriculture Related Use policies include:

- No new dwellings in the A-1 Exclusive Agriculture District, except for replacement of existing dwellings.
- All new homes would require zoning out of the A-1 Exclusive Agricultural District to the A-3 Rural Residential District.
- Retain the three lot maximum in the rural residential zone for non-prime agricultural land areas, or a prime agricultural land option for one to two lots dependent on whether the parent parcel is less than 50 acres or 50 acres or greater. Clustering is recommended for all proposed lots.
- Rural residential lot size would be limited to two acres per lot with possible lot combinations for a larger lot on non-prime lands (substitute one six acre lot for three two acre lots)
- Approximately 21,125 acres, or 83% of the town's land area is within this classification.

Rural Residential (Orange)

- The areas identified for Rural Residential include those lands that are currently zoned R-2, Residential Unsewered. According to the Jefferson County Zoning Ordinance, the minimum lot size is regulated by the Jefferson County Land Division and Subdivision Ordinance, with a minimum lot width requirement of 100 feet.
- The town has an subdivision ordinance establishing a more restrictive minimum lot size requirement for residential development in the town, which requires 35,000 square feet (one acre is 43,560 square feet).
- In general, the Rural Residential classification is comprised of three major areas: between CTH Y and the Rock River; the Boje Lane area; and the River Road area. The town should encourage the voluntary submittal of conservation subdivisions in areas identified for Rural Residential. Conservation subdivision design is a method that requires dwelling units to be clustered (grouped) on smaller lots on a select part of the parcel, thus, leaving a portion of the parcel as dedicated open space. In Watertown, density would be based on a 35,000 square foot minimum lot size, however smaller lots could be created at a minimum lot size of 20,000 square feet with approximately 40% open space. The town would have to amend its minimum lot size ordinance to allow 20,000 square foot lots in conservation subdivisions.
- In order to encourage the development of conservation subdivisions, the town shall require the submittal of two conceptual layouts (one conventional layout, one conservation subdivision layout at a 1" to 200 scale) to the Plan Commission prior to submittal of a preliminary plat.
- The town should also explore alternatives to development through various programs, such as the purchase of development rights by a land trust, conservation easements, or other methods whereby financial compensation could be provided to landowners in exchange for the development rights on the property.
- Approximately 1,636 acres or 6% of the town's land area is within this classification.

Commercial (Red)

- The areas identified for commercial development include those lands that are currently zoned “B”, Business between High Road and STH 26. According to the Jefferson County Zoning Ordinance, the purpose of this zoning district is to identify areas appropriate for non-agricultural commercial use outside downtown and community business areas.
- According to the Town of Watertown Public Participation Workshop Results conducted during the first comprehensive planning effort, a majority of respondents did not support commercial development in the form of convenience stores, “Big Box” retail or grocery, strip malls or auto sales and service.
- The B, Business District allows 22 permitted uses, including general merchandise and food stores, automotive dealers, fuel dealers, etc. However, a majority of residents did support future commercial development in the form of clean/sustainable industry and manufacturing, mini storage, agricultural related businesses, home-based occupations, and general retail.
- During the update effort, residents were asked to rate the type of new businesses that would be appropriate the Town of Watertown. The results of the survey can be found in Appendix C. Basically, the types of businesses supported are those that would be associated with an agricultural based community such as nurseries, greenhouses, farm equipment, animal health, wineries and more. Some of the uses identified could be accommodated as a “Conditional Use” in the A-1 District, while other would require a rezone. In addition, the survey asked the types of review standards to which new development must address. Items such as landscaping and exterior appearance are of concern.
- Approximately 37 acres, or less than 1% of the town's land area is within this classification.

Planned Transition (Red Hatch Overlay Pattern)

- The Planned Transition Area is identified to develop long term with public sewer and water services, which none are currently provided.
- Maintain Agricultural Preservation Area policies until such time as sewer and water service can be made available.
- Work with the City of Watertown to develop a boundary agreement that addresses future land use and the provision of urban services within the Planned Transition area and beyond.
- Transition areas are based on growth projections and the cost effectiveness of providing essential growth services such as public sewer and water. As shown on Map 8-3, the construction of the State Highway 26 By-Pass established a logical west boundary for the planned transition area.
- The Planned Transition Area within the City of Watertown Long Range Urban Service Area consists of approximately 959 acres, or 4 % of the future land use within the Town of Watertown. All of the 959 acres are projected for Rural Residential growth. There are 1450 acres projected to stay as agriculture or agriculture related use within the Long Range Urban Service Area. These acreages are in conformance with the *Jefferson County Agricultural Preservation and Land Use Plan*.

Environmental Corridor (Green Grass Overlay Pattern)

- Environmental corridors include, but are not limited to: public parks, conservancy

- lands, water bodies, wetlands, 100-year floodplains, and contiguous woodlands over 10 acres.
- This classification is consistent with the recommendations set forth in the Jefferson County Agricultural Preservation and Land Use Plan.

Key features of the recommended Environmental Corridor policies include:

- Environmental corridors should be treated as "overlay districts" in which additional regulations are applied to the underlying zoning.
- Development densities within the designated environmental corridors should not be greater than one dwelling unit per 10 acres, (not exceeding the number of lots allowed in the A-3 Rural Residential District).
- All proposed nonagricultural development within the corridors should be subject to site plan review to determine the potential impact on the environment.
- Approximately 5,033 acres, or 21% of the town's land area is within this classification.

8.10 Potential Land Use Conflicts

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

1. Within the R-2, Residential Unsewered, zoning classification of the Jefferson County Zoning Ordinance, a minimum lot size of 20,000 square feet is required. The Town of Watertown has a minimum lot size ordinance requiring at least 35,000 square feet. Any subdivisions proposed on lands zoned R-2 should reflect the Town of Watertown's more restrictive minimum lot size requirement. The town should inform the county of this local ordinance and communicate its desire for a larger lot size and less density for rural development of lands with on-site septic systems and private wells.
2. The Jefferson County Subdivision Ordinance does not directly address conservation subdivisions. Specifically the ordinance does not deal with lot sizes, open space requirements, ownership and/or maintenance of open space. In addition, the County does not have a Planned Unit Development (PUD) district that would allow the flexibility for consideration of conservation subdivisions. The town should work with the county to develop a mutually beneficial administrative review procedure to allow for the development of conservation subdivisions within the county.
3. Agricultural related businesses and other rural commercial opportunities are expected to increase through the next planning period as a growing number of entrepreneurs, young and old seem, to be attracted to these types of innovative uses. However, with these new opportunities, new challenges may arise. Issues over activities such as lighting, business hours, parking and much more may be needed. The Town will need to work closely with Jefferson County in administering zoning that will allow for these activities to occur but within reasonable conditions.

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Map 8-3, Preferred (Future) Land Use

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8.11 Land Use Goals and Objectives

Goals

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

Objectives

Objectives are narrower than goals and are measurable statements usually attainable through direct action and strategic planning. The accomplishment of objectives contributes to fulfillment of the goal. "A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property."

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

Supporting Objectives:

- LU-1.1 Identify preferred land use areas which contain areas of similar feature and function and can coexist with one another (i.e. agricultural, residential, commercial etc.).
- LU-1.2 Identify the Town of Watertown's natural resources, environmentally sensitive features, open spaces, cultural and historic resources so that these areas can be preserved and in some cases integrated as a valuable feature of new development.
- LU-1.3 Conserve the majority of the town's rural lands by focusing new areas of growth within or near existing areas of development where adequate public facilities and services exist or are planned.
- LU-1.4 Identify preferred areas for rural residential growth outside of existing developed areas such that impacts on productive farmland, natural areas and open space are minimized.
- LU- 1.5 Realize the cost effectiveness of utilizing the existing road network to accommodate most future development.

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

Supporting Objectives:

- LU-2.1 Utilize a mapping inventory of land use, zoning, resource protection (ownership), and water features to evaluate the conditions, features, density, location and uses that occupy the land.
- LU-2.2 Analyze land use trends and potential land use conflicts that may impact development or redevelopment.
- LU-2.3 Develop a preferred land use map for the preferred use, location, and density of land uses for the next 20 years and beyond.

- LU-2.4 Utilize recognized design standards to protect and promote the character of the town, while also buffering incompatible land uses.
- LU-2.5 Maintain the importance of the Town's Comprehensive Plan in guiding land use decisions for rezoning and land divisions. (Due to a recent law change, conditional uses no longer need to be consistent with the comprehensive plan.)

8.12 Land Use Policies

All policies are contained within the Preferred Land Use Plan classifications

8.13 Land Use Programs

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