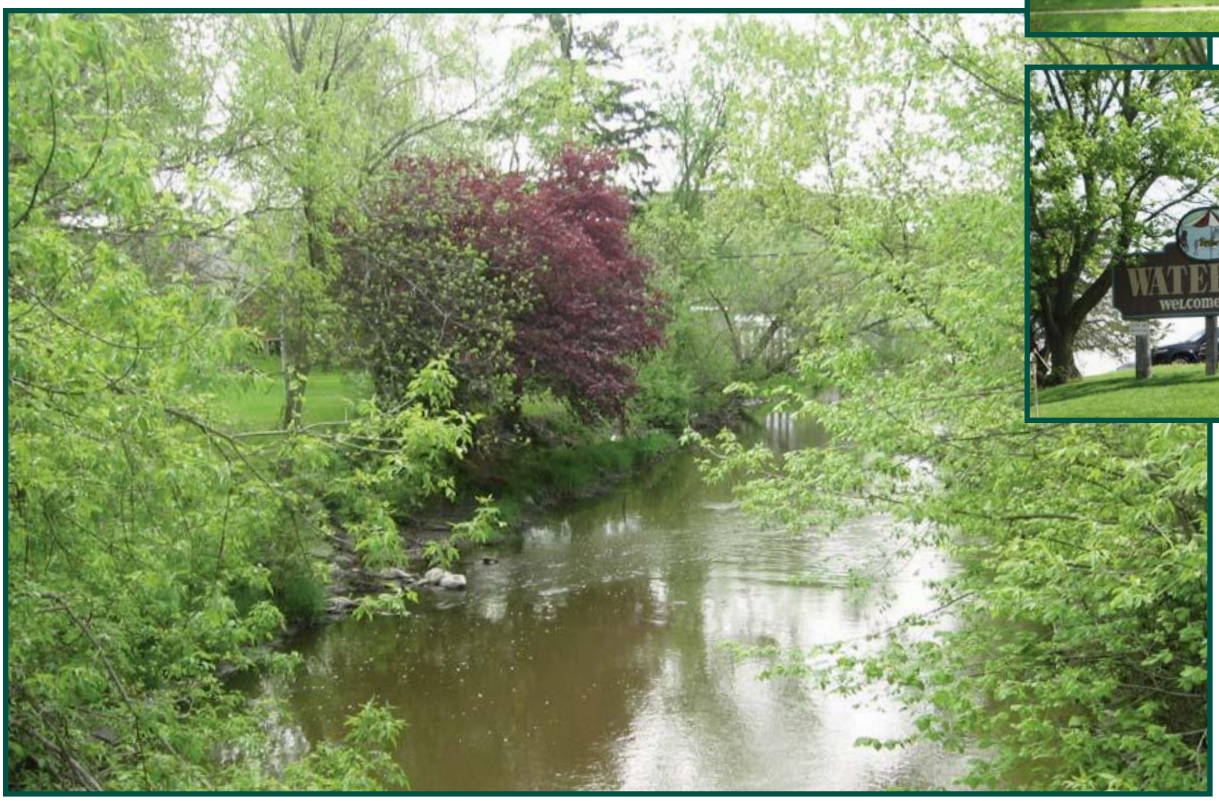
CITY OF WATERLOO

A Green and Healthy Community

COMPREHENSIVE PLAN

ADOPTED AUGUST 7, 2008



Vandewalle & Associates

The City of Waterloo:
A *Green and Healthy* Community

The City of Waterloo intends to become a *Green and Healthy* Community. Being a *Green and Healthy* community means taking a system-wide perspective for resolving community issues and promoting community growth and health. The color green is symbolic of growth. The following components of a *Green and Healthy* community are addressed and reinforced throughout this *Comprehensive Plan* Advancing each of these components will be a long-term and on-going endeavor.

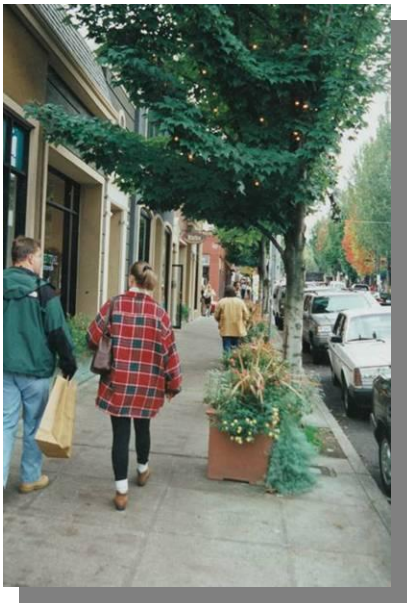
Environmental Health

Waterloo's viability relies on the health of its natural systems. The quality of the water we drink and the air we breathe as well as the integrity of the soil, natural areas, and wildlife populations provide the essential foundation for economic, social, and personal health. In Waterloo, environmental health also helps to define the community's sense of place. The City is defined, linked, and bounded by natural features like the wetlands, the Maunesha River, natural and wildlife areas, and wooded drumlins. Paying attention to how growth and development affects these resources, and how these resources are an asset to community growth, will contribute significantly to the achievement of Waterloo's future vision.

Throughout this *Plan,* the symbol will identify policies, programs, recommendations, and strategies that specifically advance environmental health.

Economic Health

Economic health in Waterloo is defined by the availability of opportunities for residents to efficiently meet their day-to-day employment, service, shopping, and entertainment demands within the community. Economic health in Waterloo depends on successfully fostering the growth of existing businesses in appropriate locations and encouraging the establishment of new, community-compatible businesses to broaden the tax base and provide reliable, good-paying jobs for residents. A successful approach to achieving economic health depends on building the economy around local and regional assets, strengths, and partnerships, and on promoting a compact and efficient pattern of development that allows Waterloo to effectively provide services at reasonable costs to tax payers.



Throughout this *Plan,* the symbol will identify policies, programs, recommendations, and strategies that specifically advance economic health.

Social Health

For Waterloo to be a socially healthy community, the fundamental needs of human interaction and activity will need to be met. This includes access to a range of affordable housing types, quality education, decent jobs, a variety of transportation options, and healthy and affordable food. A socially healthy community is one that celebrates its local culture and fosters community interaction and involvement. To facilitate interaction, Waterloo and each of its neighborhoods will be oriented around community facilities such as churches and parks, and residents should have a sense of pride and belonging as both relate to their neighborhoods and the City as a whole.

Throughout this *Plan,* the symbol will identify policies, programs, recommendations, and strategies that specifically advance social health.

Personal Health

Waterloo will foster an environment that facilitates a healthy lifestyle for residents. Studies have indicated that a person's living environment can have dramatic effects on personal health. Increased physical activity, social interaction, and exposure and access to natural resources have also been shown to improve mental health.

The City plays an important role in influencing these factors. Central to this effort, the City will strive to increase opportunities for outdoor activities, community events, and meeting daily needs without using a car. Community and neighborhood design techniques such as mixing compatible land uses, decreasing distances between jobs and housing, and promoting safe and fun walking and cycling environments will be emphasized.

Throughout this *Plan,* the symbol will identify policies, programs, recommendations, and strategies that specifically advance personal health.

Principles of Implementation

Keeping three principles in mind will enhance the likelihood that Waterloo will advance as a *Green and Healthy* community. These principles - Connectedness, Diversity, and Adaptability - will be apparent throughout the *Comprehensive Plan*:

Connectedness refers to the notion that all aspects of a community are and should be thought of as connected. A community can not advance economic and social health without thinking about environmental health, and vise versa. Identifying and building upon these connections will help advance the City's long-term goals and help Waterloo achieve success in each of the four areas of health described above.

Diversity refers to the idea that a healthy community relies on variety in all things. For example, providing only one or two different types and sizes of housing would mean that many people will either be unable or unwilling to live in Waterloo. The diversity concept also applies to the provision of a diversity of business types, land uses, jobs, transportation options, design features, natural resources, and recreational opportunities.

Adaptability relates to the idea that the City's ability to change and adapt over time will positively contribute to overall community health. This can mean being able to consider and adopt new strategies for solving community issues, revising and amending local ordinances to facilitate the achievement of certain goals, or redeveloping and revitalizing specific areas of the community to serve new or improved functions. Adaptability will help Waterloo avoid becoming stagnant and will allow for the City to overcome new challenges.

Now, we invite you to explore the City's *Comprehensive Plan* to learn for yourself how the City of Waterloo endeavors to become a *Green and Healthy* community.

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129 N. Monroe Street, 1910 (on far left) and in 2006

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Introduction

Waterloo City Hall, 1905
Photo Courtesy of the Waterloo Area Historical Society, Ronald L. Giese

Located in the northwest corner of Jefferson County, the City of Waterloo is an intimate community characterized by a small town atmosphere and abundant natural amenities. Located only nine miles north of Interstate 94 and surrounded by rivers, wetlands, woodlands, and vast expanses of rolling farmland, the City benefits from its regional access to major economic centers such as Madison, Milwaukee, the Fox Valley, and Chicago. Over the last several years, the City has been growing steadily. Waterloo initially incorporated as a Village in 1859, and was upgraded to city status as recently as 1962. However, much of the City's land is yet to be developed, presenting both future opportunities and challenges for the community.

Waterloo has a long and rich history in industry, and the City's future vitality will depend partially on its ability to maintain a strong and diverse tax base. At the same time, the City has opportunities to establish a vibrant live-work community by promoting a more active and attractive downtown, preserving and enhancing its numerous natural assets, providing high-quality public services and amenities, and encouraging economic development and the expansion of local businesses. In this context, planned development in a controlled, orderly, and predictable manner will enhance the City's ability to retain its small-town character; avoid land use conflicts; provide housing and appropriate employment opportunities; protect its natural, cultural, and agricultural resources; and truly become a *Green and Healthy* community.

A. Purpose of this *Plan*

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

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

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

The final chapter of the document (*Implementation*) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this *Plan* become a reality. These are the steps necessary for Waterloo to realize its ambition to become a *Green and Healthy* community.

B. Planning Process

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

In order to provide sound public policy guidance, the comprehensive planning process incorporated inclusive public participation procedures to ensure that final *Plan* recommendations reflect a broadly supported vision for the community. On August 3, 2006, at the outset of this planning process, the Common Council adopted the City's public participation plan by resolution. Due to this extensive public participation process outlined by the City, the recommendations in this *Plan* are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

Plan Adoption Process

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

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

C. General Regional Context

Map 1 shows the relationship of the City to neighboring communities in the region. The City is located in the northwest corner of Jefferson County, approximately 25 miles northeast of Madison and 60 miles west of Milwaukee.

Abutting Dane County to the west and Dodge County to the north, the City is located nine miles north of Interstate 94. The Village of Marshall is less than four miles west of the City, the City of Watertown is approximately 15 miles to the east, and the City of Lake Mills is approximately 10 miles to the south. The City was incorporated from the Town of Waterloo, which is bordered by the towns of Lake Mills and Milford in Jefferson County, the Town of Medina in Dane County, and the Town of Portland in Dodge County.

D. Selection of the Planning Area

The City of Waterloo encompasses approximately four square miles. The planning area includes all lands currently within the City of Waterloo's municipal limits, and the unincorporated areas within and just beyond the City's 1.5-mile extraterritorial jurisdiction (ETJ). The planning area is illustrated in Map 1.

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

E. Regional Planning Effort

This *Comprehensive Plan* was prepared concurrently with those for five other communities in Jefferson County as part of a state-funded, multi-jurisdictional planning process. These communities included the cities of Jefferson, Ft. Atkinson, and Lake Mills, the Village of Johnson Creek, and the Town of Aztalan. The same consulting firm worked with all six communities in preparing their plans. Waterloo took part in intergovernmental meetings involving all of these communities throughout the process. County-wide initiatives in green space and recreational planning, economic strategy development, farmland preservation, and sustainability also took place while this *Plan* was being prepared.

Map 1: Jurisdictional Boundaries

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map1JurisdictionalBoundaries.pdf

Chapter One: Issues and Opportunities

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

A. Population Trends and Forecasts

Between 1990 and 2000, the City of Waterloo's population experienced an overall increase of 20.2 percent, growing from 2,712 residents to 3,259 (Figure 1.1). Over this same time period, Jefferson County's population increased by 11.8 percent, and Wisconsin's population grew by 9.6 percent. The City's growth rate is comparable to many of its neighboring communities in Jefferson County. Since 1970, the City's rate of growth has increased, growing by roughly six percent between 1970 and 1980 and by roughly 13 percent between 1980 and 1990. In 2005, the Department of Administration (DOA) estimated Waterloo's population to be 3,317, and in 2006, the City's population was estimated to be roughly 3,308.

Figure 1.1: Population Trends

	1970	1980	1990	2000	Percent Population Change 1990-2000
City of Waterloo	2,253	2,393	2,712	3,259	20.2%
Town of Waterloo	685	811	694	832	19.9%
Town of Aztalan	1,306	1,752	1,476	1,447	-2.0%
Town of Portland	915	976	994	1,106	11.2%
Town of Medina	961	1,019	1,124	1,235	9.8%
Village of Johnson Creek	790	1,136	1,259	1,581	25.6%
Village of Marshall	1,043	2,363	2,329	3,432	47.3%
City of Lake Mills	3,556	3,670	4,143	4,843	16.9%
City of Jefferson	5,429	5,687	6,078	7,338	20.7%
City of Fort Atkinson	9,164	9,785	10,213	11,621	13.8%
Jefferson County	60,060	66,152	67,783	75,767	11.8%
State of Wisconsin	4,417,731	4,705,767	4,891,769	5,363,675	9.6%

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

Figure 1.2 shows three population projection scenarios for the City through the year 2030: the DOA's projection, a Straight Line Projection that was calculated by determining the City's average annual population change for the last 25 years and projecting it forward for the next 25 years, and a Compounded Projection that was calculated by determining the City's percent population change over the last 25 years and projecting that forward for the next 25 years. Based upon these three projection scenarios, the City's population is projected to be between 4,241 and 4,611 in the year 2030.

For the purposes of this *Plan*, the City will utilize the "compounded projection" scenario. This is based on the increasing rate of population growth in recent years, and the City's proximity to growing metro areas. This population scenario will be used for housing and land use demand projections later in this *Plan*.

Figure 1.2: City of Waterloo Population Projection Scenarios

	2000[1]	2005[2]	2010	2015	2020	2025	2030
DOA Population Projection	3,259	3,317	3,569	3,716	3,868	4,021	N/A
Straight Line Projection[3]	3,259	3,317	3,502	3,687	3,871	4,056	4,241
Compounded Projection[4]	3,259	3,317	3,576	3,835	4,093	4,352	4,611

[1] *U.S. Census Bureau, 2000*
[2] *Wisconsin Department of Administration, 2005 population estimate*
[3] *Extrapolated based on the average annual population change from 1980-2005 ((2005 pop – 1980 pop)/25)*
[4] *Extrapolated based on the percent population change from 1980-2005 (39%)*

B. Demographic Trends

Figure 1.3 shows the City of Waterloo's age and gender distribution in 2000 compared to the surrounding communities. The City of Waterloo's population is younger than nearby communities, with the exception of Johnson Creek and Marshall. Still, the City's median age increased from 32.2 in 1990 to 34.5 in 2000. The proportion of residents over the age of 65 decreased from 12.2 percent in 1990 to 11.4 percent in 2000, which differs from trends in most communities. The current proportion of school-age children residing in the City is the highest among the surrounding communities, with the exception of the Town of Portland. These data suggest that Waterloo has become an attractive choice for young families.

Figure 1.3: Age and Gender Distribution, 2000

	Median Age	Percent under 18	Percent over 65	Percent Female
City of Waterloo	34.5	27.3%	11.4%	50.3%
Town of Waterloo	38.8	26.2%	11.7%	47.6%
Town of Aztalan	38.5	25.7%	12.0%	49.8%
Town of Portland	37.2	27.8%	9.9%	47.2%
Town of Medina	38.0	27.4%	10.2%	49.1%
Village of Johnson Creek	31.9	26.6%	9.5%	50.5%
Village of Marshall	32.5	30.7%	10.4%	50.3%
City of Lake Mills	36.0	27.2%	14.5%	51.8%
City of Jefferson	36.2	22.8%	16.1%	50.4%
City of Fort Atkinson	36.5	24.2%	14.5%	51.7%
Jefferson County	36.6	25.2%	12.8%	50.4

Source: U.S. Census Bureau, 2000

1. Household Trends and Forecasts

Figures 1.4 and 1.5 present household characteristics for the City of Waterloo as compared to several surrounding communities and Jefferson County. Waterloo's housing mix and occupancy statistics are typical of a Wisconsin community of its size. In 2000, Waterloo's average household size was smaller than most adjacent communities, but larger than other cities and villages in Jefferson County. Similarly, the City had a lower percentage of single-occupant households than the cities of Lake Mills, Jefferson, and Fort Atkinson. The City's average household size decreased slightly from 2.59 persons in 1990 to 2.56 in 2000.

Figure 1.4: Household Characteristics Comparison

	Total Housing Units	Total Households	Average Household Size	Average Equalized Value of Residential Property 2005*	Median Rent
City of Waterloo	1,293	1,242	2.56	$141,994	$581
Town of Waterloo	312	299	2.76	$201,184	$675
Town of Aztalan	553	530	2.73	$179,953	$588
Town of Portland	421	396	2.79	$139,860	$571
Town of Medina	452	447	2.76	$210,749	$585
Village of Johnson Creek	659	624	2.53	$160,170	$683
Village of Marshall	1,312	1,266	2.69	$157,195	$648
City of Lake Mills	2,065	1,924	2.49	$176,834	$588
City of Jefferson	2,934	2,816	2.41	$146,523	$554
City of Fort Atkinson	4,983	4,760	2.40	$139,360	$549
Jefferson County	30,109	28,205	2.55	$163,097	$564

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

Figure 1.5: Housing Occupancy Characteristics Comparison, 2000

	Percent Single Person Household	Percent of Vacant Housing	Percent Owner-Occupied	Percent Single Family Units
City of Waterloo	25.0%	3.9%	71.7%	66.5%
Town of Waterloo	13.7%	4.2%	87.3%	95.3%
Town of Aztalan	14.7%	4.2%	88.5%	92.7%
Town of Portland	15.7%	5.9%	85.6%	95.2%
Town of Medina	14.1%	1.1%	84.3%	96.4%
Village of Johnson Creek	23.7%	5.3%	66.7%	45.0%
City of Lake Mills	26.8%	6.8%	68.9%	66.4%
City of Jefferson	28.3%	4.0%	60.8%	60.8%
City of Fort Atkinson	29.4%	4.5%	64.0%	66.5%
Jefferson County	23.6%	6.3%	71.7%	71.9%

Source: U.S. Census Bureau, 2000

Figure 1.6 shows a household projection for the City through the year 2030, calculated using the "compounded projection" method from Figure 1.2. Based upon these projections, the City will have 1,837 households in 2030, or an additional 515 households from the 2005 estimate.

For the purposes of planning, household projections are translated into an estimated demand for additional housing units. Demand for future housing units will be based not only on increases in population, but also on fluctuations in the City's average household size. For example, as household sizes decrease, more housing units will be needed to meet housing demands. For the purposes of this analysis, it is assumed that the Department of Administration's estimated 2005 household size (2.51) will remain constant over the next 25 years.

Figure 1.6: Household Projections, 2005-2030

	Households 2000[1]	Projected Households						# of Additional households 2005-2030
		2005[2]	2010	2015	2020	2025	2030	
Compounded Projection[3]	1,242	1,322	1,425	1,528	1,631	1,734	1,837	515

[1] *U.S. Census Bureau, 2000*
[2] *Wisconsin Department of Administration, 2005*
[3] *Extrapolated by dividing the compounded population projections (See Figure 1.2) by the 2005 estimated average household size (2.51)*

2. Education and Employment Trends

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

C. Issues Raised Through Public Participation

The City's planning process was guided by public input that was collected through a variety of approaches. The City's Comprehensive Planning Committee, formed in November of 2005, oversaw the public input process. The following is a summary of those activities.

1. Community Survey

In October 2006, a community survey was mailed to all households in the City (approximately 1,300). The survey was intended to gauge public opinion on a variety of issues including land use, development patterns, economic development, transportation, and public facilities among other things. The total number of surveys returned was 245, representing a response rate of approximately 19 percent.

A complete summary of survey responses is available by contacting the city clerk.

Overall, respondents reported that what they value most about Waterloo is the City's small-town, friendly atmosphere. While some moderate and managed growth is welcomed by residents, it will be important for the City to work hard to maintain its quaint and quiet charm as it moves into the future. Agriculture and the preservation of natural resources and open space are of key importance.

To enhance the City's image and identity and to maintain small-town character, responses suggest that investments should be made in Waterloo's historic downtown. Respondents supported efforts to fix up and restore older buildings and provide a mix of businesses, such as specialty shops, sit-down restaurants, and maybe even an old- fashioned ice cream parlor. Respondents felt that the former Perry Judd property, in particular, represents significant opportunities for redevelopment.

Firemen's Park is regarded as Waterloo's most significant and attractive asset, but respondents appear unhappy with what has become of the old Mill Pond Area, now named Youker Park. Opportunities exist to enhance residents' accessibility to Youker Park and to utilize this corridor as a connection between the downtown and Firemen's Park. Community activities and events should be more frequent and diversified, and activities should be provided to children who aren't interested in sports.

Most respondents felt that the City's housing stock should continue to be dominated by single-family homes, but a blend of high-quality alternatives is desired (e.g. townhouses and condos). Residential neighborhoods should be pedestrian friendly and safe. Bike paths and sidewalks should be provided to allow convenient access to small-scale neighborhood businesses, according to survey input. Some development of mixed-use areas is also supported.

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

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

2. Key Planning Issues Exercise

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

- **Community Character:** Overall, the Committee felt that Firemen's Park and the Maunesha River significantly contribute to the character of Waterloo, as do the City's larger businesses (e.g. Trek, McKay). However, the Committee was concerned that the City's image, aesthetics, and health have

been declining in recent years. This was, some felt, due to the lack of a sufficient number of community businesses (shops, restaurants) to support the community and to provide an atmosphere in which people want to spend time. In addition, some respondents felt that the City could benefit from establishing a unified vision or theme for the community.

- **Land Use:** In general, Committee members felt that future land use regulations need to focus on identifying appropriate locations for businesses, ensuring that new development adheres to design guidelines, providing guidelines for the appropriate siting of neighborhood-based, non-residential developments, and protecting public places and open spaces.
- **Pace of Development/Redevelopment:** Overall, Committee members felt that the pace of growth and development in the City was where it should be, but that the City needs to do a better job marketing itself for business. Members also generally felt that downtown redevelopment should be a focus for the City and that efforts should be made to improve the aesthetics of the downtown, increase the number and diversity of businesses in the downtown, and increase connectivity between the downtown and the rest of the community.
- **Environment:** Committee members felt that the Maunesha River and Garman Preserve are significant natural features of Waterloo. However, the cleanliness of the river was of concern. Overall, efforts need to be made to protect natural resources in the City by requiring buffers around natural features, preserving wetlands, and cleaning up drainage-ways to allow for the unimpeded flow of stormwater.
- **Housing:** Generally, members felt that there was a need for a greater diversity of housing in the community, specifically condominiums and apartments oriented towards a young professional workforce. Also, there was some concern over the general look and aesthetics of neighborhoods.
- **Economic Development:** In general, Committee members felt that downtown Waterloo has potential to be something great. Specific ideas for the future of the downtown included:
    - Target South Monroe as a key spot for commercial redevelopment. Potential businesses may include a flower shop, gift shop, and restaurant.
    - Consider putting condos on top of commercial buildings in the downtown.
    - Rehabilitate the community building on South Monroe.
    - Continue efforts to beautify the downtown.
- **Transportation:** Overall, Committee members felt that the roadways in the community needed resurfacing and streetscaping, with particular attention to the downtown. Lighting and street trees were also noted as important features.
- **Community Facilities and Services:** Overall, Committee members cited the need for leadership in organizing community events for different age groups, and the need for a unifying theme for all City facilities and buildings.

3. Focus Groups and Interviews

In October 2006, the consultant conducted interviews with various representatives of the community. Interviewees were selected by the Comprehensive Planning Committee and City staff. The majority of interviewees fit into one of four groups: City of Waterloo business owners, downtown Waterloo business owners, large land owners, or youth and education representatives. In addition representatives from Trek, McKay Nursery, and Perry Judd were interviewed. The significant outcomes of the interviews and group meetings were as follows:

- The City has a lot of potential, but it often lacks vision, direction, and leadership.

- The City needs to exhibit more follow-through on its plans. Many efforts and plans have been started, but they all seem to stall over time.
- The mentality of many City residents is that things should stay exactly the way they are, but the City is becoming stagnant. In order to remain healthy, the City needs to grow and progress.
- The City's opportunities include the following:
    - Create a community and a downtown that people will both want to live in and want to visit. This includes providing more accessible and convenient parking in the downtown. Sit-down restaurants are desirable. The City must take advantage of the river and Firemen's Park
    - Buy up old community center building and transform into an active downtown community center for children, seniors, receptions, and other community uses.
    - Support inter-city modes of transportation other than the car to facilitate travel between Waterloo and other communities.
    - Become a leader in Jefferson County in bike and recreational trail systems. Create a trail system that not only serves recreation needs, but also transportation needs. It needs to be interconnected with the County's trails system; it needs to provide safe routes along major roadways; and it needs to be a destination where people want to come to bike.
    - Focus on improving aging school facilities. Quality schools attract people. Just because enrollments are declining doesn't mean that there are not improvements that need to be made.
    - Develop a City Park and Recreation Department. These programs cannot run on volunteers forever.
    - City and School District should work together to better utilize the swimming pool. This is an asset to the community.
    - Take advantage of road projects to extend utilities and install bike facilities at the same time.
    - Better promote the community and local events.
    - Consider investing in the Perry Judd's property to remove the existing manufacturing building and prepare the land for residential and commercial development. This may speed up the sale and reuse of this land since it may be difficult to reuse the site as is.
- The City should take better care of its existing businesses; the City should provide existing businesses more incentives to stay in the community.
- The City should be more proactive in recruiting new businesses; particularly in filling the industrial park.
- People might complain less about high taxes if the money was spent on tangible things clearly benefiting the community.
- The City's access to transportation networks is considered both good and bad, depending on the perspective of the individual. Some interviewees felt that because the City is only nine miles from the Interstate, access is great. Others felt that because the City is not located directly on the Interstate, access is insufficient for substantial economic development.
- The City should pay attention to aesthetics, the quality of development, building materials, the way streets look, and landscaping around buildings.

4. Vision Workshop

In October 2006, the City held a Vision Workshop as an opportunity for residents to identify a shared vision for the City, express concerns for the future of the City, and to develop priority actions for the City to address over the next 20+ years. During the workshop, participants were asked to identify and prioritize key values and opportunities, as well as significant threats and challenges. A compilation of all workshop results are available upon request from the City Clerk. A summary of workshop results is as follows:

City of Waterloo Vision Workshop, October 2006

"What do you value most about the City of Waterloo?"
Participants' top responses were:

- Everybody knows everybody
- Firemen's Park
- Proximity to Cities like Madison/Milwaukee/Chicago
- Open space
- Rural surroundings
- Accessible DNR lands
- Unique architecture
- Growing City
- Quiet neighborhoods/good neighbors
- Housing costs
- Schools

"What are some of the threats/challenges facing the City of Waterloo both today and in the future?"
Participants' top responses were:

- Need to increase tax base
- Need new water tower
- Empty downtown buildings
- Segregation of Hispanics
- Lack of appreciation for river
- Shortage of money
- Community opposition to growth and expansion
- Poor residential design
- Need to be more pedestrian friendly
- High speed train
- Need manufacturing base
- Controlling growth
- Getting past "can't do" attitude
- Pessimism
- Lack of things for kids to do

"What are potential positive trends/opportunities/assets for Waterloo both today and in the future?" Participants' top responses were:

- North Prairie Productions
- Filling vacant buildings
- Become more eco-friendly city
- Good transportation access
- New people in community = new energy
- Firemen's Park
- Manageable growth
- Coordination w/County on bike trails
- Need for Park and Recreation Department
- Willingness of City to let things happen
- Making a community people want to live in
- Support business owners
- Take advantage of international companies (Trek, McKay)
- Intergovernmental cooperation
- Openness and friendliness
- Still early phases of growth

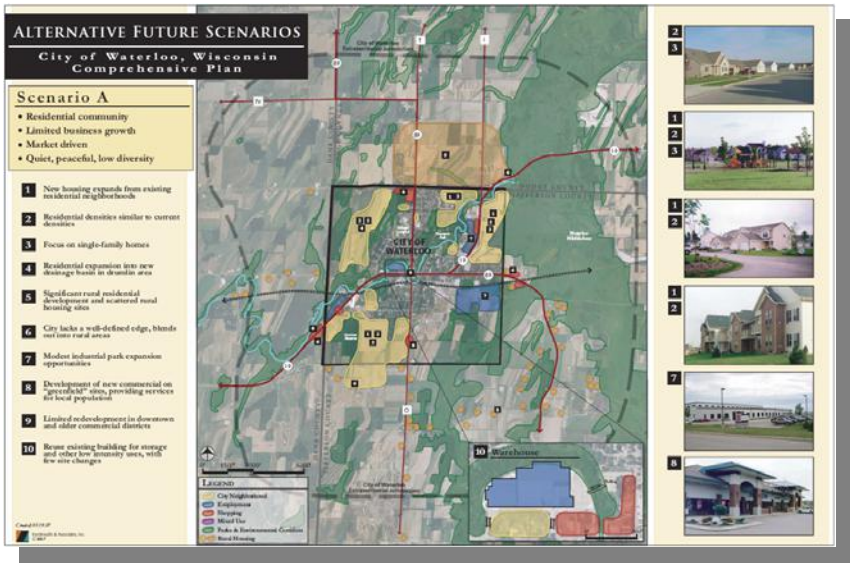
"What are your top priorities for the City of Waterloo to address?" Participants' top responses were:

- Bike trail network (agreed to by 12 people)
- South Monroe revitalization (agreed to by 11 people)
- Brew Pub restaurant (agreed to by 10 people)
- Promote strong schools (agreed to by 10 people)
- Redevelop Perry (agreed to by 10 people)
- Retention/Recruitment of businesses (agreed to by 10 people)
- Create "eco-municipality" (agreed to by 9 people)
- Rehab downtown (agreed to by 8 people)
- Create unique identity (agreed to by 8 people)
- Commuter rail (agreed to by 7 people)
- Youth recreation activities (agreed to by 6 people)
- Save historic buildings (agreed to by 6 people)
- Dog park (agreed to by 5 people)
- Eliminate downtown area industrial zones (agreed to by 4 people)
- Affordable housing (agreed to by 4 people)
- Revitalize East Highway 19 (agreed to by 3 people)

- Growth that allows small town atmosphere (agreed to by 2 people)
- Clean up Portland store (agreed to by 2 people)
- Promote the Park (agreed to by 2 people)
- Build new water tower (agreed to by 2 people)
- Live-Work community (agreed to by 2 people)
- Improve park access (agreed to by 2 people)
- Emphasize other parks (agreed to by 2 people)
- Strict development codes with enforcement (agreed to by 1 person)
- Wise use of land through good zoning (agreed to by 1 person)
- Reuse/Removal of empty industrial (agreed to by 1 person)

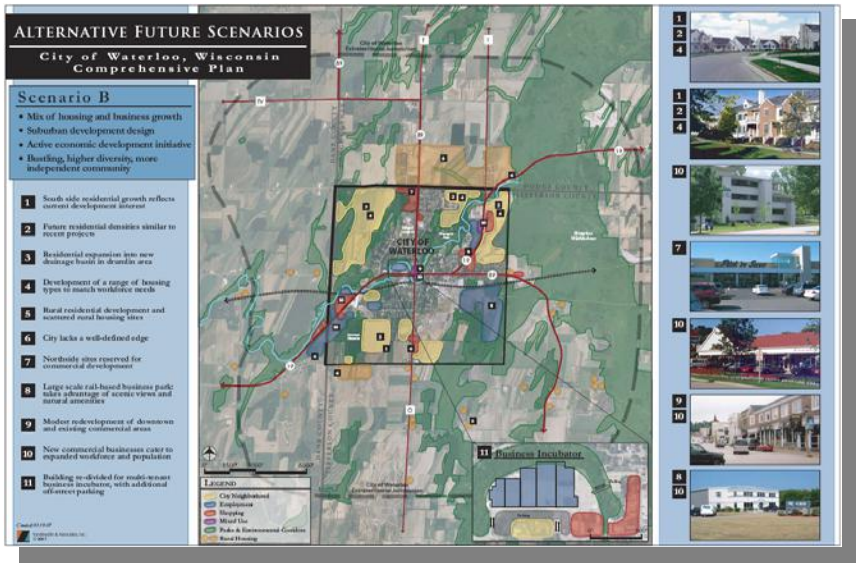
5. Alternative Futures Open House

In April 2007, the City held an open house event designed to gauge the public's opinions on the draft vision statement for this *Plan* plus three alternative future scenarios for Waterloo. There were 45 attendees at the open house. These scenarios are illustrated below. A summary of open house results indicated that people generally preferred Scenario C. In addition, the open house featured a visual preference survey in which participants selected from a group of about 60 different images their desired development character for the future. The highest rated images are reproduced in various parts of this *Plan* to represent desired future conditions. A full compilation of open house results is available from the City Clerk.



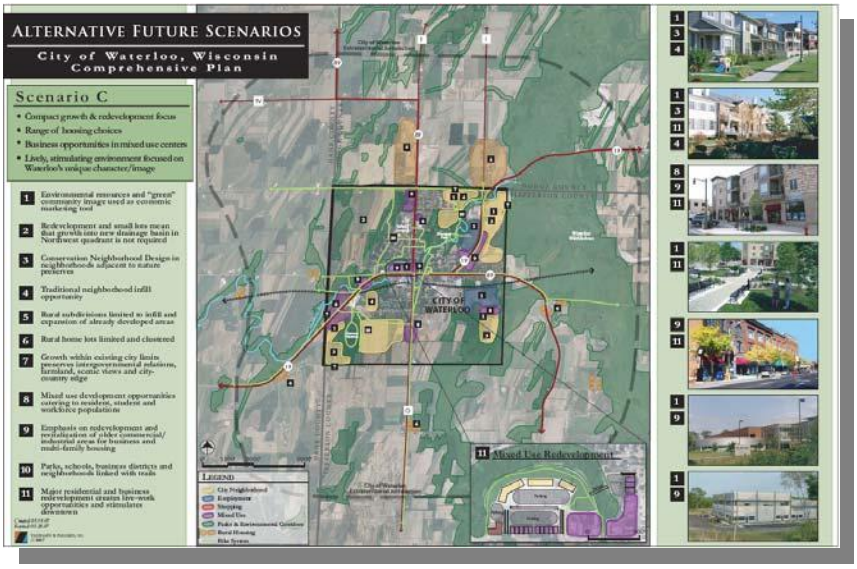
Growth Scenario A

- Residential Community
- Limited Business Growth
- Market Driven
- Quiet, peaceful, low diversity



Growth Scenario B

- Mix of housing and business growth
- Suburban development design
- Active economic development initiative
- Bustling, higher density, more independent community



Growth Scenario C

- Compact growth and redevelopment focus
- Range of housing choices
- Business opportunities in mixed use centers
- Lively, stimulating environment focused on Waterloo's unique character/image

6. Draft Plan Open House and Public Hearing

On November 14, 2007, the City conducted a public open house on a public review version of the draft *Plan*. The Committee then recommended changes to the *Plan* based on public comment. Following its recommendation and that of the City Plan Commission, the City Council conducted a final public hearing on the *Plan*, per legislative requirements, before adopting it.

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D. Regional Influences

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

1. Proximity to Major Employment, Shopping, and Entertainment Centers

The City of Waterloo is located within a short driving distance of several major regional employment centers, shopping destinations, and entertainment venues. Located less than 30 minutes west of Waterloo, the City of Madison hosts a number of employment options, including the Wisconsin Capitol, the University of Wisconsin, several regional medical centers, and research and industrial parks. In addition, State Street, the Farmer's Market, the Overture Center, Union Terrace, and numerous restaurants and bars are just several of the entertainment and shopping options available in Madison.

Downtown Milwaukee and the surrounding suburbs are also roughly an hour drive from Waterloo. The Milwaukee Metro region, including Waukesha County, offers a diversity of employment options. Numerous entertainment venues and shopping destinations are also located in the area, such as Miller Park, the Milwaukee County Zoo, the public museum, Pier Wisconsin, and Mayfair Mall.

To the southwest, the cities of Janesville and Beloit are located an hour from Waterloo, as is the Fox Valley to the northeast. And for weekend excursions, Downtown Chicago is only two and a half hours from the City.

2. Access to Transportation Networks

As energy costs rise, efficiency in travel is becoming an increasingly important issue around the nation. An analysis of commuting patterns indicates that every day over 23,000 people commute between Jefferson County and the five immediately adjacent counties of Waukesha, Dodge, Dane, Rock, and Walworth. Located only nine miles north of I-94, the City of Waterloo has a direct route to Madison, Milwaukee, Janesville, Beloit, the Fox Valley, and Green Bay, as well as many of the Midwest's other major economic centers. Jefferson County is also traversed by Highways 12 and 18, 26, 19, and 89, with 19 and 89 intersecting in Waterloo. I-94 also offers a direct connection with I-39/90, located west of Jefferson County.

For more distant travel, Waterloo is half an hour drive from the Dane County Regional Airport in Madison and an hour drive from General Mitchell International Airport in Milwaukee. Jefferson County is served by three major railroads: the Wisconsin & Southern Railroad Co. (which travels directly through Waterloo), the Canadian Pacific Railway, and the Union Pacific Railroad.

3. Abundance of Agricultural Resources and Open Space

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

4. Waterloo Area Opportunities

For the purposes of analyzing potential opportunities, the City was broken down into four quadrants, plus the "City Center" that includes the downtown, the school campus, and Firemen's Park. Map 3 illustrates the most significant opportunities identified for Waterloo's planning area.

Several opportunities for reinvestment and better trail connections are present in the City Center area. New office and industrial development is possible in the southwest, southeast, and northeast quadrant, with different quadrants suited for different types of economic development. Near term residential growth is best suited for the southwest and northeast quadrants. Natural areas and county boundaries create natural and legal impediments to Waterloo's future expansion in all but the southwest quadrant. These natural areas and Waterloo's rolling topography provide for many lovely views and experiences.

E. City of Waterloo Vision Statement

The graphic on the following page captures Waterloo's vision for the future. A Vision Statement is intended to broadly describe how a community would like to look, feel, and function in the future. All of the goals, objectives, policies, programs, and actions outlined in this *Plan* should move the City towards achieving this vision, and the overall image of a *Green and Healthy* community.

Map 2: Jefferson County Regional Influences

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map2JeffersonCountyRegionalInfluences.pdf

Map 3: Waterloo Area Opportunities

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map3WaterlooAreaOpportunities_d.pdf

Waterloo Vision Statement 2030

F. Goals, Objectives, Policies, Programs, and Recommendations

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

- Goals are broad, advisory statements that express general public priorities about how the City should approach development issues. Goals are based on key issues and opportunities that are affecting the City. The following is a compilation of the *Plan* goals from throughout the various chapters.
- Objectives more specifically identify future directions. By accomplishing an objective, the City moves closer to achieving its goals.
- Policies are rules or courses of action implemented to achieve specific objectives. City staff and officials should use policies on a day-to-day basis when making decisions.
- Programs are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.
- Recommendations provide detailed information regarding how to implement objectives, policies, and programs.

City of Waterloo Goals:

Agricultural Resources:
Respect the agricultural character of the community.

Natural Resources:
Protect and enhance natural features and ecological systems in the City's planning area.

Cultural Resources:
Preserve, enhance, and promote Waterloo's small-town, historic character.

Land Use:
Promote a future land use pattern in and around the City that is in harmony with the natural landscape, helps maintain property values, encourages well-planned and attractive development, and minimizes land use conflicts.

Transportation:
Provide a safe and efficient transportation system that meets the needs of multiple users in and around the City.

Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the City to encourage alternative transportation and a healthy, active lifestyle.

Utilities and Community Facilities:
Promote an effective and efficient supply of utilities, community facilities, and public services that meet the expectations of City residents and business owners.

Coordinate utility and community facilities planning with land use, transportation, natural resource, and recreation planning.

Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors.

Housing and Neighborhood Development:
Provide a variety of housing types at a range of densities and costs to accommodate the needs and desires of existing and future residents.

Economic Development:
Retain and attract businesses that can capitalize on Waterloo's regional position, enhance the City's character and appearance, strengthen and diversify the non-residential tax base and employment opportunities, serve the day-to-day needs of residents, and help create a desirable place to live, work, and visit.

Support the long-term growth and expansion of existing businesses.

Intergovernmental Cooperation:
Develop and maintain mutually beneficial relationships with adjacent governments, counties, and the School District.

Chapter Two: Economic Development

This chapter contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and growth of the City's economic base, and enhance the City's economic health.

Waterloo will become a Green and Healthy community by:

- Engaging in a more proactive effort for economic growth based on the City's unique assets and needs.
- Upgrading the Economic Development Committee to become a Community Development Authority to coordinate economic development, and equipping them with professional support.
- Facilitating economic growth from within—through helping existing businesses grow and prosper to helping local people start up new businesses.
- Recruiting new businesses to fill local needs, building on the results of a 2003 market study.
- Promoting Waterloo as a logical destination for bio-based and "green" industries.
- Utilizing tax increment financing and development design standards to promote high quality economic growth in line with the City's vision.

A. Existing Economic Development Framework

1. Labor Force

The City's labor force is the portion of the population employed or available for work. It includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S Census data, 1,967 residents, or 79.4 percent, of City residents age 16 or older were in the labor force. Of this total, 123 residents (or 5.0% of the labor force) were unemployed. According to the U.S. Census Bureau, Waterloo's workforce has increased nearly 35 percent between 1990 and 2000, from 1,461 to 1,967.

The percentage of the City's labor force employed by sector in 2000 is shown in Figure 2.1. Almost 30 percent of Waterloo's labor force is employed in the manufacturing sector, and another 15 percent in the educational, health, and social services sector. This data suggests that manufacturing remains a major part of Waterloo's economy.

Figure 2.1: Occupational Groups, 2000

Occupational Group	Percentage of Labor Force
Manufacturing	29.9%
Educational, health, and social services	15.0%
Retail trade	11.9%
Finance, insurance, real estate, rental, and leasing	8.9%
Arts, entertainment, recreation, accommodation, and food services	7.4%
Construction	5.9%
Professional, scientific, management, administrative, and waste	5.1%
Public Administration	4.0%
Other services	3.5%
Transportation, warehousing, and utilities	2.9%
Wholesale trade	2.5%
Information	2.3%
Agriculture, forestry, fishing, hunting, and mining	0.7%

Source: U.S. Census Bureau, 2000

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

Figure 2.2: Jefferson County Employment Projections by Sector, 2006-2030

	2006	2010	2015	2020	2025	2030
Total Employment: Jefferson County	**49,640**	**52,440**	**56,000**	**59,660**	**63,430**	**67,330**
Farm Employment	1,990	1,960	1,930	1,900	1,860	1,830
Agricultural Services	640	700	770	840	910	980
Mining	30	30	30	30	30	30
Construction	2,420	2,620	2,860	3,100	3,340	3,570
Manufacturing	11,210	11,430	11,730	12,050	12,410	12,790
Transportation, Communication, and Public Utilities	2,210	2,370	2,570	2,770	2,980	3,200
Wholesale Trade	1,790	1,860	1,960	2,060	2,170	2,290
Retail Trade	9,760	10,280	10,940	11,630	12,330	13,070
Finance, Insurance, and Real Estate	2,240	2,230	2,220	2,210	2,210	2,220
Services	12,660	14,000	15,680	17,380	19,100	20,850
Federal Civilian Government	200	190	190	180	170	170
Federal Military Government	260	260	260	260	260	260
State and Local Government	4,230	4,520	4,890	5,270	5,660	6,060

Source: Woods & Poole Economics: 2006 State Profile, Wisconsin

2. Educational Attainment

Educational attainment is another characteristic of a community's labor force. According to the 2000 U.S. Census, 83 percent of the City's population age 25 and older had attained a high school level education or higher. This percentage is lower than most of the other communities in the area, except the City of Jefferson (78.3 percent). In addition, the percentage of residents with a college degree was lower than the average for other surrounding communities.

Figure 2.3: Educational Attainment, 2000

	Percent High School Graduates	Percent Bachelor's Degree or Higher
City of Waterloo	83.0%	16.0%
Town of Waterloo	85.1%	19.5%
Town of Aztalan	85.5%	16.9%
Town of Portland	83.8%	10.1%
Town of Medina	87.4%	19.4%
Village of Johnson Creek	85.5%	16.3%
Village of Marshall	84.2%	15.8%
City of Lake Mills	88.5%	26.8%
City of Jefferson	78.3%	12.9%
City of Fort Atkinson	87.1%	19.9%
Jefferson County	84.7%	17.4%

Source: U.S. Census Bureau, 2000

3. **Income Data**

Figure 2.4 presents income statistics for the City of Waterloo and nearby communities. According to 2000 U.S. Census data, the City's median household income was $49,221. This is higher than the median household income reported for all other cities and villages, but lower than the median household incomes for the towns of Waterloo, Aztalan, Portland, and Medina. The City's per capita income was $22,099, which is slightly higher than that of the surrounding communities. Per capita income is defined as the total of all personal incomes in the City, divided by the total population. Only the towns of Waterloo, Aztalan, and Medina were characterized by higher per capita incomes.

Figure 2.4: Income Comparisons

	Median Household Income	Per Capita Income
City of Waterloo	$49,221	$22,099
Town of Waterloo	$57,778	$25,950
Town of Aztalan	$55,048	$23,193
Town of Portland	$49,881	$19,070
Town of Medina	$65,250	$27,027
Village of Johnson Creek	$45,694	$19,671
Village of Marshall	$46,141	$19,042
City of Lake Mills	$44,132	$21,929
City of Jefferson	$40,962	$19,124
City of Fort Atkinson	$43,807	$21,008
Jefferson County	$46,901	$21,236

Source: U.S. Census Bureau, 2000

4. Commuting Patterns

According to 2000 U.S. Census data, Waterloo residents spent an average 20.6 minutes commuting to work, indicating that a significant number of workers traveled outside the City for employment. Roughly 5.5 percent of workers traveled over an hour to their jobs, while nearly 40 percent traveled less than ten minutes. The Madison area and Watertown are significant employment destinations for Waterloo residents. Nearly 78 percent of workers traveled to work alone, while approximately 12 percent carpooled.

37 percent of survey respondents reported job proximity as one of the top tree reasons they chose to live in Waterloo.

5. Economic Base Analysis

The City of Waterloo has several significant industries, many of which are manufacturing industries with over 25 employees. Figure 2.5 lists the City's largest employers.

Figure 2.5: Major Private Sector Employers

Employer	Product or Service	Number of Employees in Waterloo
Briess Industries	Producer of malts	Expected to have 16 by 2010
J.G. Van Holten & Son	Pickle production	75
McKay Nursery	Professional landscaping and plant wholesaler	70 (+ 80-85 seasonal workers)
Pallet One	Pallet Manufacturing	95
Sheehy Mail Contractors	Trucking	150
Sussek Machine Corp.	Manufacturing of machine parts	110
Trek Bicycles	Bicycle manufacturing	175

6. Environmentally Contaminated Sites

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

According to the Bureau for Remediation and Redevelopment Tracking System (BRRTS), as of July 2006, there were 5 contaminated sites in the City of Waterloo that were either in need of clean up or where clean up was already underway. Of the 5 incidents shown, 3 are classified as LUSTs, or leaking underground storage tanks. These tanks are, or were, known to be contaminating the soil and/or groundwater with petroleum. Two sites in the Waterloo area are classified as environmental repair. These sites are often older and have been releasing contaminants to the soil, groundwater, or air over a long period of time. Many of the properties on the BRRTS list will need special attention for successful redevelopment to occur.

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

7. Economic Development Programs

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

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

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

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

The City's first and only TIF District was established in 2005, in the southwest portion of the City. The District encompasses 34.6 acres north of Knowlton Street, east of STH 19 and south of the railroad. The purpose of establishing the District was to ready the land for future industrial development by assembling the parcels, clearing the land of all existing structures, and providing upgrades to the area such as stormwater management facilities, landscaping, and street improvements.

B. Assessment of Desired Economic Development Focus

In order to adequately assess categories or particular types of new businesses and industries that would be desirable in Waterloo, it is important to first understand the City's assets, and how to capitalize on them by identifying strengths and weaknesses for economic development.

Figure 2.6: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
The City is an industrious community and already hosts several other regionally, nationally, and internationally significant businesses.	There is substantial competition from communities that are located closer to the Interstate, Highway 151, and Highway 26.
The City has a good regional location, with access to Madison, Milwaukee, and Chicago.	There is substantial competition from communities that are located closer to Madison, Milwaukee, or Chicago.
The City has access to a large workforce, with Madison being only a half hour away.	There is no unified theme or certain future for the downtown, making investments risky.
The City is located only nine miles off of the interstate.	Downtown parking availability is a problem.
The City has room to grow without annexation	The City has lacked a defining image or vision (which this *Plan* is attempting to remedy)
The City has several amenities that are unique for a community of its size, such as a public swimming pool and a 50+ acre community park.	Some existing businesses do not feel supported by the City and do not feel encouraged to expand or improve their industry within the City.
The City has an adequate supply of housing.	Promotion of the City and business recruitment has been inconsistent and mostly reactive.
The City has available space in its industrial park, and room for future expansion.	The City has exhibited inconsistent follow-through on its prior plans.
The City has an active rail line.	The City is underserved by restaurants, affecting the attractiveness of Waterloo for new businesses.

C. Waterloo Downtown Market Analysis

In 2003, the Waterloo Economic Development Committee (WEDC), with input from UW-Extension, prepared a strategic plan that addressed the future of the City's industries and businesses and opportunities for the downtown.

The following is a summary of key findings and directions from this plan:

Demographic, Economic, and Lifestyle Characteristics:

1. The Waterloo trade area has seen significant growth over the previous decade. This growth is expected to continue into the foreseeable future.
2. The Waterloo trade area's population is younger than that of the state or comparable communities.
3. The Waterloo trade area is characterized by predominately middle to upper-middle household incomes.
4. The City of Waterloo has significant influx of commuters on a daily basis.
5. Downtown Waterloo has high traffic counts compared to other communities.
6. Roughly 90 percent of households in the trade area are classified as "Middle America" and "Newly Formed Households."
7. The primary trade area has an annual resident retail spending potential or $122 million.

Business Mix:

As part of this analysis, Waterloo's existing business mix was compared with that of eight other similar communities in southern Wisconsin. Relative to comparable communities:

1. Waterloo is underserved by restaurants
2. Waterloo has fewer retail establishments
3. Waterloo has a comparable number of service sector establishments

Analysis of Retail Opportunities:

According to an assessment of market potential for nine specific retail categories, it was recommended that the following businesses be actively recruited by the City:

1. Coffee shop/bakery/specialty food store: could be paired with a specialty book store
2. Florists
3. Sporting goods stores that focus on either biking or paddling
4. Niche businesses that will attract outside visitors

Analysis of Service Opportunities:

According to an assessment of market potential for service-based businesses, it was recommended that the following businesses be actively recruited by the City:

1. Professional services, specifically a lawyer, an accountant, an optometrist, and an additional dentist
2. Lodging, specifically a bed and breakfast
3. Photography studio
4. Auto repair
5. Rental of sporting goods (e.g. bikes)

Analysis of Restaurant Opportunities:

According to an assessment of market potential for restaurants, it was recommended that the following businesses be actively recruited by the City:

1. Family restaurant with a low to average price point
2. Coffee shop and bakery/sandwich shop
3. Steakhouse/supper club/casual dining
4. Ethnic-casual dining like a Chinese or pizza restaurant with a mid to low price point

D. Economic Development Goals, Objectives, and Policies

Goal:

Attract and retain businesses that capitalize on Waterloo's regional position, enhance the City's character and appearance, strengthen and diversify the non-residential tax base and employment opportunities, serve the day-to-day needs of residents, and help create a desirable place to live, work, and visit.

Objectives:

1. Enhance quality of life throughout the City as an economic development tool.
2. Promote the downtown as a commercial and civic center for the City.
3. Work to accommodate high-quality retail and employment opportunities in areas planned for commercial and industrial uses.
4. Plan for an adequate amount of land to accommodate future commercial and industrial development.
5. Maintain business and industrial parks that are attractive, contribute to the economic stability of the area, and are compatible with the preservation of natural and cultural resources.
6. Recognize the impact that the Hispanic seasonal workforce has on the economy of the City.

Policies:

1. Provide for and support infrastructure improvements that foster the desired types of economic activity, including commercial, office, and industrial businesses.
2. Support mixed-use development projects that integrate non-residential and residential uses into high-quality, unified places, both in the downtown and in scattered other places throughout the community, particularly the Highway 19 corridor.
3. Discourage unplanned, strip commercial development, and an overabundance of competing commercial signs along major roadways. Instead, provide new shopping and commercial service opportunities in concentrated, planned areas serving the community and surrounding neighborhoods.
4. Plan for commercial developments convenient to and integrated with residential neighborhoods, without impairing neighborhood character.
5. Support proposals that provide a range of commercial opportunities while still considering the importance of preserving the City's character, existing locally owned businesses, and the downtown.
6. Encourage the expansion of bio-based and/or green industries.
7. Locate industries on sites and in areas where they have adequate expansion space to meet anticipated future needs.
8. Incorporate standards for commercial and industrial building and site design into the zoning ordinance. Amend exterior lighting and signage ordinances as necessary to emphasize a preference for monument signs.
9. Continue the appropriate use of tax increment financing to promote new industrial development, expansion and relocation of existing industries, and redevelopment.
10. Support the economic health of production agriculture, farm family businesses, and the development and expansion of markets for agricultural products (see Agricultural Resources chapter).

11. Promote a vital and healthy downtown by encouraging the mixed-use redevelopment and reuse of vacant and underused buildings and sites; by implementing public improvement and streetscaping plans; and by providing more convenient parking options.
12. Support the clean up of brownfield sites for economic reuse.
13. Encourage the northerly expansion of the existing industrial park and larger-scale industrial development on the City's southeast side that capitalizes on rail and highway access, nearby natural amenities, and the viewshed.
14. Explore opportunities to redevelop the Perry Judd property as a vibrant, mixed-use center, including housing.
15. Ensure that there an adequate number of businesses in the City aimed at meeting the daily needs of residents (e.g. restaurants, grocery store).
16. Actively market the City and be proactive in recruiting businesses that match the recommendations of the 2003 market study.
17. Work with existing businesses and industries to ensure their health and ability to grow.
18. Work with other communities in Jefferson County on regional economic development initiatives, such as the Jefferson County regional economic positioning project initiated in 2007.

E. Economic Development Programs and Recommendations

1. Grow the Economy by Enhancing Quality of Life

An important and sometimes overlooked approach to promoting economic development is maintaining a high quality of life for residents and business owners. Amenities and services such as quality housing, attractive neighborhoods, a strong downtown, parks and trails, and good schools draw employers and workers to a community. As well as providing new services and amenities, the City intends to continue to invest in its many existing resources, such as the public library, Firemen's Park, and schools.

In addition to amenities and services, the external appearance of Waterloo will make it a more desirable to place to live, work, and own a business. The City will continue to capitalize on its abundance of natural amenities, including the Maunesha River and scenic views of the rolling landscape to provide an exceptional location for industry. Streetscaping, gateway improvements, community entry and wayfinding signage, parks, and trails will also contribute to this effort.

2. Pursue a More Assertive Approach to Economic Development

In order to advance economic development in Waterloo the City intends to invest time and resources into a proactive and assertive economic development program. Proactive economic development will involve developing business recruitment and retention programs; writing requests for proposals for development of sites; answering inquiries; executing developer agreements; administering, staffing, and funding incentive programs; and, in some cases, helping to assemble properties. Approaches that the City will explore as part of this effort include:

- "Upgrade" the Economic Development Committee to become a Community Development Authority (CDA). A CDA can, at the discretion of the City Council, have a unique ability to actively market the community, recruit developers and businesses, and be involved in land transactions and incentive programs to facilitate economic development and redevelopment. The CDA may also be charged with defining a set of standards, which the City can use to measure economic development success. The City will consider this recommendation in light of its broader study of City committee structure discussed briefly in the Utilities and Community Facilities Chapter.

- Either hire an economic development coordinator or enlist the help of an outside consultant to serve as staff to City officials and be solely focused on economic development in Waterloo.
- Partner with Madison Area Technical College and the Karl Junginger Memorial Library to create convenient educational and training opportunities in Waterloo.
  - Establish a training culture in Waterloo.
  - Facilitate the design of a customized training curriculum for Waterloo businesses.
  - Focus on growing fields such as Information Technology and use the Waterloo training culture as a business recruitment tool.
  - Explore opportunities for bilingual education.
- Better utilize web-based marketing approaches, which are increasingly being used as an initial site/community screening tool by businesses seeking new locations.
- Examine the feasibility of offering a program for artists, artisans, and craft persons in which they would be attracted to take up residence in Waterloo. Such a program may also involve the establishment of an artist cooperative (see the Housing and Neighborhood Development chapter for a description of cooperative housing), or other housing development that is marketed specifically to artists.

What is a Community Development Authority (CDA)?

Definition:

- Created for the purpose of carrying out urban renewal programs and projects and blight elimination;
- Established to promote and participate in redevelopment activities;
- Alternatively named a Redevelopment Authority (RDA).

Powers:

- Own, lease, sell, acquire, and rent real property;
- Bond, borrow, invest, and raise funds;
- Acquire, assemble, relocate, demolish, and prepare sites for redevelopment;
- Recruit developers;
- Administer redevelopment projects.

Purpose:

- Initiate and oversee redevelopment/revitalization projects and programs;
- Eliminate blight.

Organizational Structure:

- Seven commissioners appointed by the mayor;
- Required City residency;
- Two City Council members;
- Adopted by-laws.

3. Work with Existing Local Businesses to Promote Economic Growth

Some of the City's most important economic assets are its existing local businesses, and it is far easier to retain established businesses and industries than to recruit new businesses. Most employment growth in any community occurs through existing business expansion.

The City intends to do more to facilitate and encourage the growth of existing Waterloo businesses, either at existing or larger sites in Waterloo. The City intends to work in collaboration with local business owners to research, identify, and address obstacles to local business development and to develop future economic development strategies and the marketing of Waterloo for new business, ideally through a new CDA.

Another opportunity is to work with business owners to investigate options for pooling the area's employee base (for businesses with 25 or more employees) for the purposes of providing more comprehensive and affordable benefit packages (e.g. health insurance), thereby making these businesses more financially successful. Again, this could be a CDA-based initiative.

4. Encourage Entrepreneurial Efforts and Small Business Start-Ups

Because the residents of Waterloo have traditionally been characterized by a strong work ethic, the City and/or CDA will explore ways of cultivating entrepreneurship and fostering new businesses started by area residents. Entrepreneurs are defined by their ability to create new products, services, or methods of production to meet local needs. Entrepreneurship can take many forms, ranging from the part-time home occupation to the start-up businesses that grow into firms that require their own facilities and employees. Individually or collectively, these activities can greatly enhance the overall economic health of the community. The following approaches are advised to foster greater entrepreneurial activity in Waterloo:

- Promoting a "buy local" campaign among Waterloo residents to enhance markets for locally-owned businesses. This could be carried out through the media or through tasteful signage marking locally-owned businesses. In executing this approach, the City should not overlook the role of locally-owned franchises. Franchise owners often have pre-disposed clientele and more access to capital than "mom and pop" operations. Franchising in urban areas also allows workers to find employment in their own neighborhoods and strengthens the local community through local ownership.
- Creating and fostering business incubator space. This may be in the form of a structure that is leased to a new or small business on terms highly favorable to the tenant. This allows new business to direct more revenue into growing a business and building a reserve of capital that will eventually allow the business to construct or move to a permanent site. However, incubators can also be "created" formally or informally in older spaces in different parts of the City, such as second floor spaces in the downtown, along STH 19, or in proposed redevelopment areas like the Perry Judd site.
- Creating reasonable standards for home occupations that allow home-based businesses to start and flourish, without negatively affecting the neighborhood environment. Once a business grows beyond

a home-based business status, it should move on to incubator or other space in a district zoned for business use.

- Bringing together networks of individuals and agencies that can provide training and funding assistance. The City can be a key player in connecting prospective business owners with training and funding. Numerous County, Regional, State and Federal programs, agencies, and private organizations exist to provide would-be entrepreneurs with information and financial assistance on an array of issues including training, grants, and on research on specific products and services. The Jefferson County Economic Development Consortium is one example of an organization that provides staff capable of matching interested individuals with links to these numerous and varied resources. Waterloo's Library could also provide education resources for Waterloo entrepreneurs.

5. Recruit New Businesses that Fill Unmet Local Needs

According to the 2003 Waterloo Downtown Market Analysis prepared by the WEDC and UW-Extension, the Waterloo trade area has an annual spending potential of roughly $122 million. This, combined with the number of people who commute into the City for employment and the City's higher than typical downtown traffic counts, provides opportunities for Waterloo's economic development. A greater number and variety of stores geared toward the local market would more effectively capture resident's and commuter's dollars, reduce the "leakage" of local wealth from the community, bolster local tax revenues, enhance the City's image and quality of life, and reduce long car trips and their effect on the environment.

When recruiting new businesses, the City should consider the following opportunities:

- Higher-end service sector businesses, such as a legal office, accountant, optometrist's office, and an additional dentist's office.
- Other service-related businesses that meet the daily needs of residents and visitors, such as lodging, specifically a bed and breakfast; a photography studio; an auto repair shop; and a sporting goods rental business (e.g. bikes).

Hubbard Avenue Diner, Middleton, WI

- Retail establishments that can serve and successfully compete for local dollars, such as a florist, sporting goods stores that focuses on either biking or paddling, and/or other niche businesses that will attract outside visitors.
- Restaurants, particularly a family restaurant with a low to average price point, coffee shop and bakery/sandwich shop, steakhouse/supper club/casual dining, and/or ethnic-casual dining like a Chinese or pizza restaurant with a mid to low price point.

There is also an opportunity to market the Van Holten property located northeast of the Trek offices as a location for a brew pub or other destination restaurant.

- Businesses and industries that employ environmentally progressive and responsible production and building practices (also see #6 below).

Appropriate locations for future business development are described more fully in the Land Use chapter and on Map 7.

6. Promote the Development of Bio-Based or "Green" Industries

Bio-based industries are those that capitalize on and complement the City's natural resources and access to agricultural products and that use and process raw materials such as corn, soybeans, and other organic matter to create new marketable products (see Agricultural Resources chapter for more details). At the time this *Plan* was written, the largest ethanol plant in the State of Wisconsin was opening in the Town of Jefferson, and the City of Waterloo is also in a position to recruit and encourage the development of bio-based industries, including those that provide energy and those that provide other products.

In a similar respect, businesses and industries that implement "green" practices would be desirable complements to Waterloo's economy. "Green" industries that be recognized as environmental leaders, taking steps to conserve natural resources, minimize consumption of non-renewable resources, and reduce pollution and waste, would help the City advance its Green and Healthy initiative while providing jobs and tax base (also see the Land Use Chapter: Eco-Campus Overlay future land use category).

An example of an industry that might be appropriate for siting on the southeast side of Waterloo is a co-generation energy facility. This would help promote industrial development in this area of the City, increase power reliability, and utilize agricultural products and waste as potential energy sources, thereby minimizing the use of non-renewable resources and reducing pollution

7. Further Utilize Tax Increment Financing (TIF)

The City's first TIF District was established only a year before this comprehensive planning process was initiated. To help implement the recommendations in this *Plan*, the appropriate and thoughtful use of TIF will place Waterloo in a much stronger position when working with developers and business owners and will allow the City to vie for types of projects that might not otherwise be possible without it: projects of a scale and quality that can change the local market and generate other quality projects.

When considering the use of TIF to help existing businesses grow, attract new businesses, or promote redevelopment, the City should emphasize projects that generally meet the following criteria:

- Construction exceeds a pre-set minimum value per square foot.
- Site planning and building design works with the topography, includes innovative stormwater management practices, features enhanced landscaping and on-site open space, is designed to promote pedestrian access, and meets or exceeds community architectural and site planning standards included in the Comprehensive Plan.
- Uses complement other Waterloo businesses and developments and make the area more attractive for future business investment or redevelopment.
- The project clearly advances or jump-starts the City's economic development direction.
- The project would be financially infeasible without TIF.
- For redevelopment projects, TIF is necessary to make project costs comparable to those associated with doing a similar project on a clear or clean site under similar market conditions.

- The project is guaranteed to support itself by generating enough new tax increment to service any incurred debt.
- For redevelopment projects, the project has the ability to remove or prevent blight.
- The project will help retain existing businesses or attract new businesses from outside of the community.

8. Enforce High-Quality Design Standards for Economic Development Projects

To ensure the development of non-residential and mixed-use projects that complement the character and enhances the image of Waterloo, the City intends to adopt and administer high-quality design standards Such standards should apply to all new development and redevelopment projects in the City Enforcement of these standards will be particularly important along key corridors such as Madison Street, STH 19, STH 89, and at major entryways to the community.

While Waterloo already addresses some of the following design standards in its zoning ordinance, the City will review its ordinance and consider including the following standards for future commercial, mixed use, office, and industrial developments.

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

- Avoidance of linear, "strip commercial" development patterns within multi-occupant development projects. Buildings should instead be arranged and grouped so that their orientation complements adjacent, existing development; frames adjacent street intersections and parking lots; features pedestrian and/or vehicle access ways and spaces; and properly considers the arrangement of parking lots, gathering spaces, and other site amenities;
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another (and from one site to the adjacent site) without re-entering a street.

Apart from ordinance standards, Figures 2.7-2.9 on the following pages include general design guidance for three types of commercial development projects: indoor retail, service, and community facilities (small to moderate scale); indoor retail, service, and community facilities (large scale); and neighborhood commercial, community facilities, and mixed use.

Figure 2.7: Indoor Retail, Service, and Community Facility Development Layout (Small to Moderate Scale)

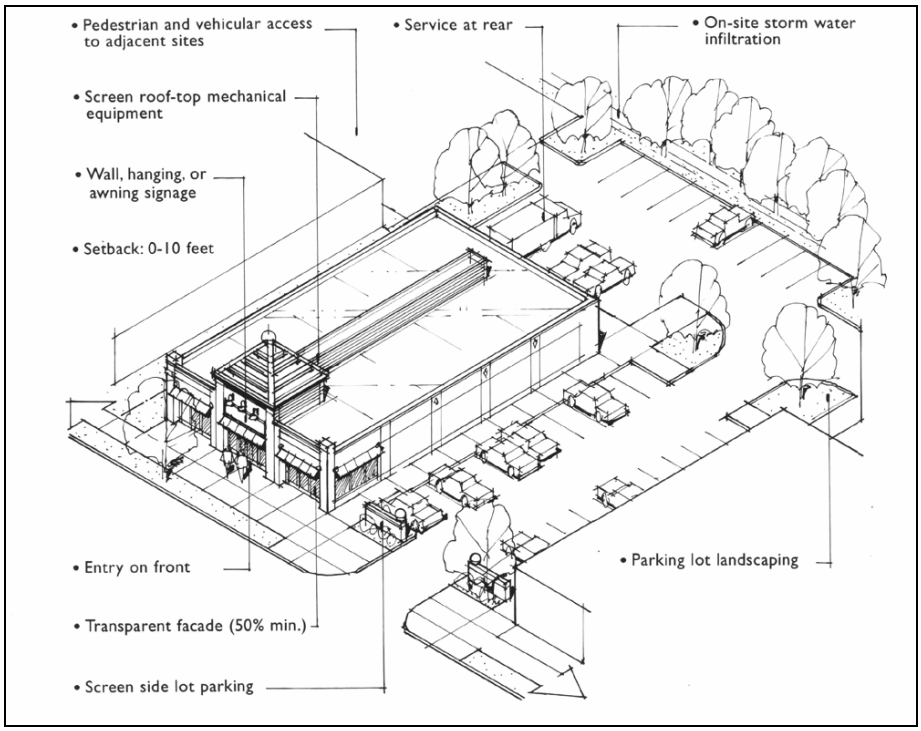


Figure 2.8: Indoor Retail, Service, and Community Facility Development Layout (Large Scale)

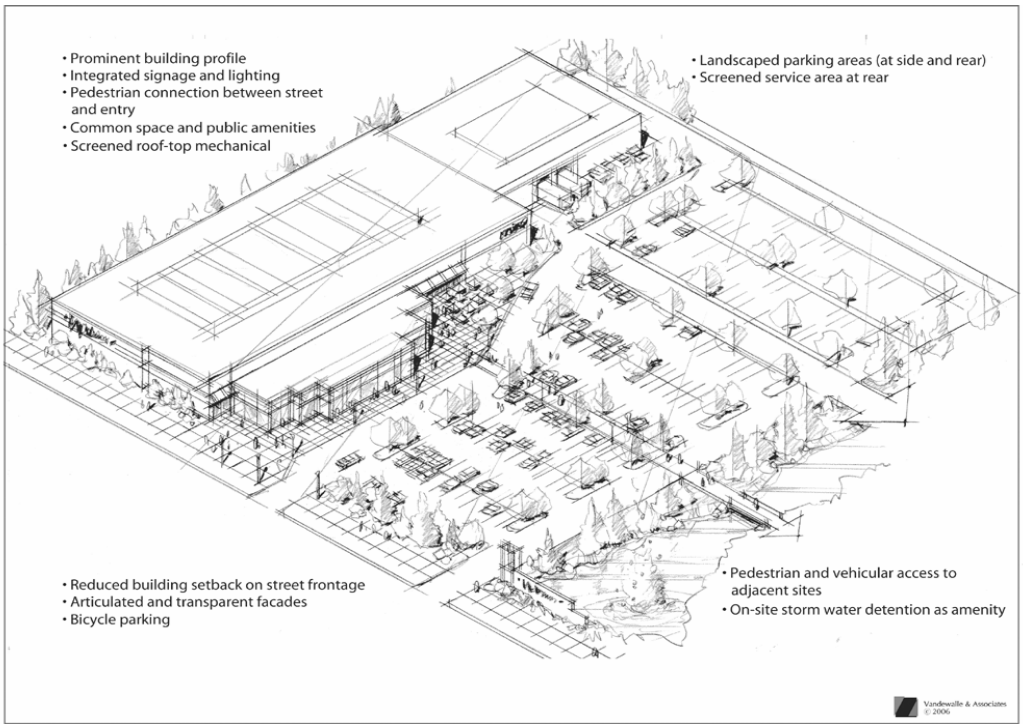
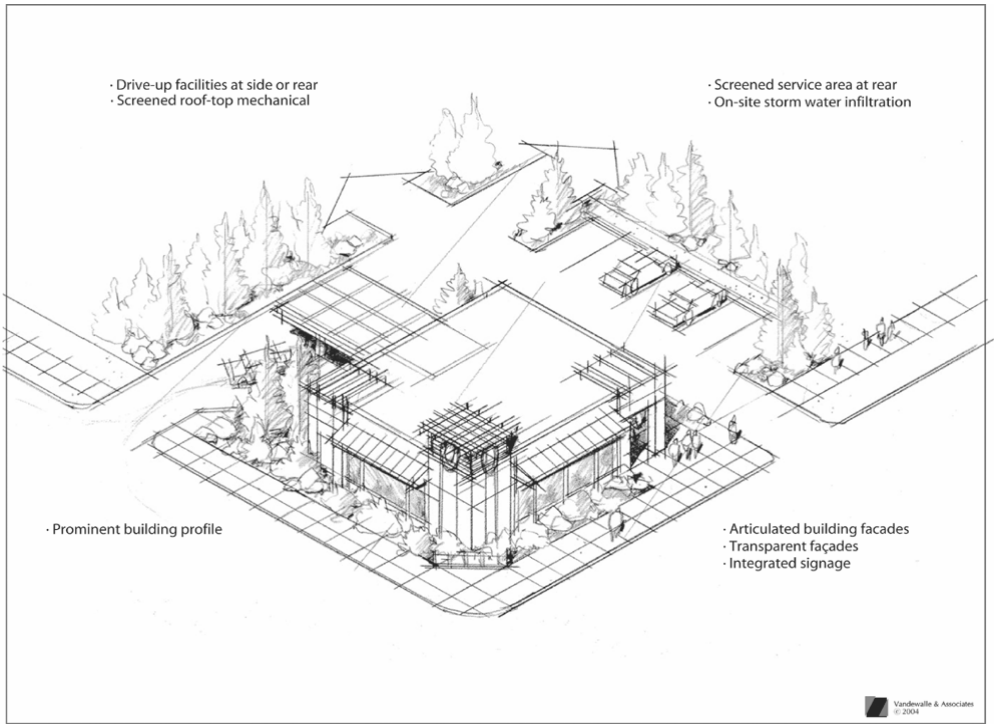


Figure 2.9: Neighborhood Business, Community Facilities, Mixed-Use



9. Pursue Redevelopment of Underutilized Lands

The City will promote Downtown Waterloo as a social, civic, business, and residential center working through recent downtown planning and design initiatives particularly related to the revitalization of South Monroe Street. Additional redevelopment opportunities are present in at least four areas outside of the historic downtown. These areas are depicted as "Planned Mixed Use" areas on Map 7: Future Land Use, and include the former Perry Judd manufacturing site, the former Van Holten building and site, the site located across Jefferson Street from the antique mall, and sites along Highway 19, north of Madison Street. These sites are described in more detail at the end of the Land Use Chapter under the section "Smart Growth Areas and Opportunities for Redevelopment."

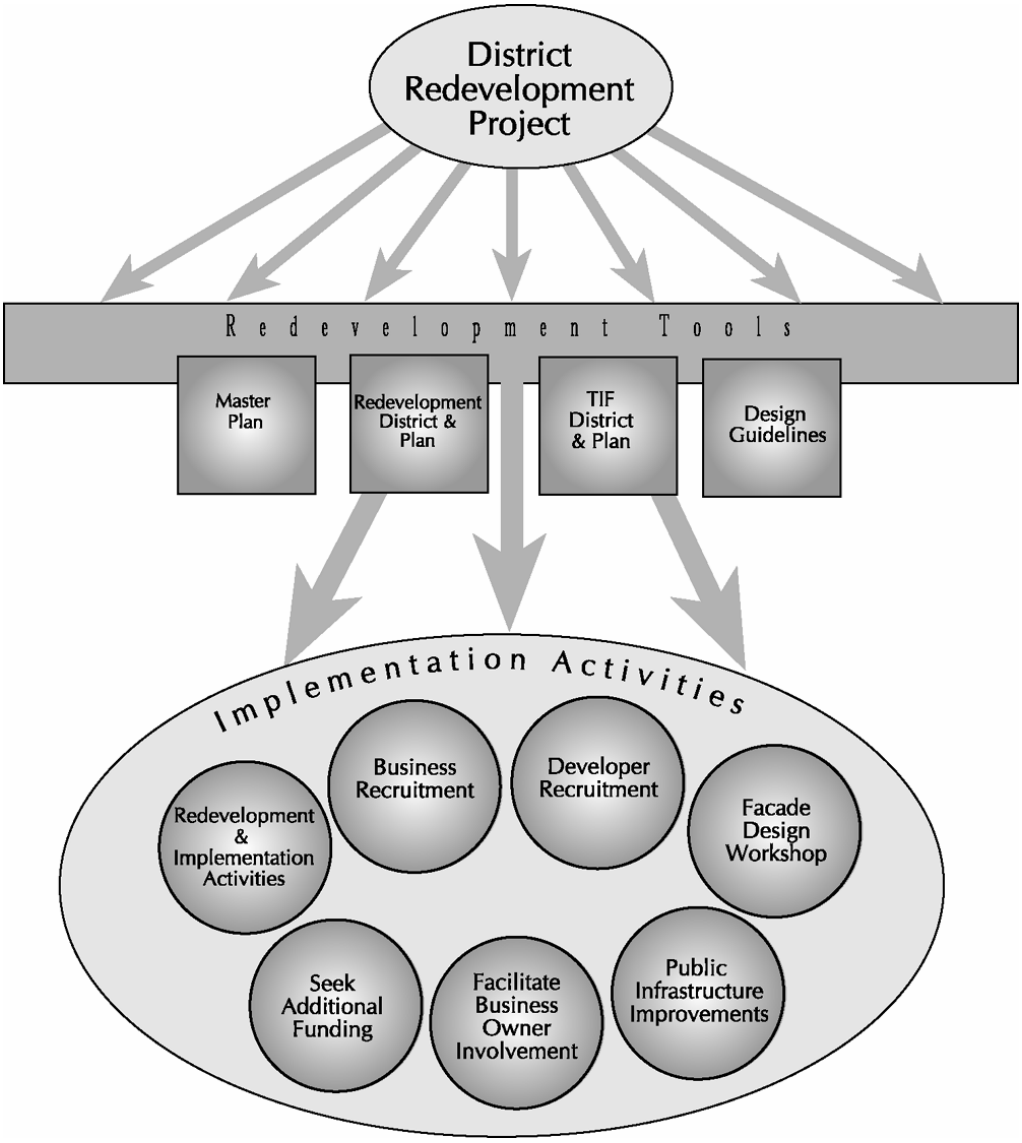
Sites like these typically do not redevelop themselves. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. The proposed Community Development Authority would be an appropriate lead organization in such redevelopment efforts, along with professional assistance.

Redevelopment site on Jefferson Street, across from Antique Mall

Figure 2.10 illustrates a recommended approach to redevelopment planning and implementation that will have a lasting, positive economic effect on each area and the community. Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition.
- Conducting a regional and local economic opportunities analysis.
- Identifying goals and objectives for the redevelopment area.
- Prioritizing individual redevelopment sites within the area.
- Conducting a market assessment for each redevelopment site.
- Preparing a redevelopment strategy and detailed plan map, with attention to priority sites.
- Aggressively pursuing implementation through techniques like the adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

Figure 2.10: Redevelopment Planning and Implementation Process



Chapter Three: Agricultural Resources

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

Waterloo will become a Green and Healthy Community by:

- Growing compactly, redeveloping, and helping to limit housing development in farming areas outside of the City.
- Supporting county and town agricultural preservation efforts, including zoning and innovative approaches like purchase or transfer of development rights.
- Promoting the direct marketing of local farm products to consumers and companies in Waterloo.
- Supporting the siting of bio-based energy and product manufacturers in Waterloo.

A. Character of Farming

Agriculture is an important component of the Waterloo area's economy and way of life. According to the 2006 land use inventory, agricultural land accounts for approximately 50 percent of the City's total land area, very significant for a City. A greater percentage of the surrounding town's area is in agriculture. Crop farms are generally located around the periphery of the City. There are currently no dairy or animal farms in the City of Waterloo.

B. 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, and texture and structure, as well as local climatic limitations (e.g. temperature and rainfall). Under this system of classification, soils are separated into eight classes. Generally, Class I and Class II soils are the best suited for the cultivation of crops.

Class I soils have few limitations that restrict their use. These soils can sustain a wide variety of plants and are well suited for cultivated crops, pasture plants, range lands, and woodlands. Class II soils have

moderate limitations that restrict the types of plants that can be grown or that require simple conservation practices or soil management techniques to prevent deterioration over time. However, these practices are generally easy to apply, and, therefore, these soils are still able to sustain cultivated crops, pasture plants, range lands, and woodlands.

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

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

Map 2 depicts the locations of Class I, II, and III soils in and near the City of Waterloo. Class I soils are only located in a small portion of the northeastern corner of the City and comprise approximately 0.7 percent of the total land area. There are more Class I soils in the Town of Portland to the north. Class II soils are the dominant soil class in the City and are scattered throughout Waterloo. Class II soils account for approximately 58 percent of the City's total land area.

C. Farmland Preservation Efforts

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

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

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

The Farmland Preservation Credit Program strives to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and provides property tax relief to farmland owners. To qualify for the credit, farmland must be 35 acres or more and zoned for exclusive agricultural use or be subject to a preservation agreement between the farmland owner and the State. In addition, in order to be eligible for this credit, all program participants must comply with soil and water conservation standards

set by the State Land Conservation Board. The City of Waterloo does not have exclusive agriculture zoning. However, in 2006 there were 3 claims for this credit in the City.

The Farmland Tax Relief Credit Program provides direct benefits to all farmland owners with 35 or more acres. The credit is computed as a percentage of up to $10,000 of property taxes, with the maximum credit of $1,500. In 2006, there were 5 claims for this credit in the City of Waterloo, constituting a total of $954 and an average credit of $190.

D. Agricultural Resource Goals, Objectives, and Policies

Goal:

Preserve the agricultural character of the community.

Objectives:

1. Promote compact development patterns and maintain a "hard-edge" between City development and the countryside.
2. Direct new homes to smaller lots in locations where housing and other development is already located.
3. Discourage land uses, land divisions, and activities that may conflict with agricultural uses or adversely affect farm investments in long-term farming areas around the City.
4. Work with the surrounding towns to help preserve farming as a viable occupation and way of life.

Policies:

1. Work with surrounding towns to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural uses and that preserves agricultural character.
2. Work with surrounding towns to encourage a land use pattern that directs more intensive development into the City or into other urban communities and preserves natural resources and productive agricultural lands in rural areas
3. Work cooperatively with Jefferson County and the surrounding towns to explore innovative techniques for preserving agricultural lands in the towns, including a purchase of development rights program (see Section E, below, for a description of this tool).
4. Support the continuation and expansion of agricultural support businesses and industries in appropriate areas designated in this Plan.
5. Where appropriate, encourage compact development as well as infill and redevelopment within the City to preserve lands outside the City for agriculture.
6. Work cooperatively with McKay Nursery on future plans for its landholdings in and around the City.
7. Support business development and direct marketing opportunities (e.g. farmers market) that enhance local markets for farm products.

E. Agricultural Resource Programs and Recommendations

1. Limit Residential Development within the City's Extraterritorial Jurisdiction

Keeping non-farm development out of farming areas is a key component of an overall program of farmland preservation. With the exception of some limited areas in the Town of Portland north of the City, the majority of the lands outside the City's municipal limits that are not in environmental corridor have been indicated on the City's Future Land Use map (see Map 7) as appropriate for continuation in agricultural use. The City intends to exercise its subdivision review authority within its 1.5-mile extraterritorial jurisdiction to limit housing development in these areas, instead directing intensive development (e.g. large subdivisions, multi-family residential, commercial, industrial) to the City or other incorporated communities. This recommendation is discussed further in the Land Use chapter and in the Intergovernmental Cooperation chapter.

2. Manage Development in Long-Range Neighborhood Growth Areas (as depicted on Map 7: Future Land Use)

Some of the lands that are within the City's 2007 municipal boundaries but are still in agricultural use have been indicated on the City's Future Land Use map (see Map 7) as "Long-Range Neighborhood Growth Areas." The City anticipates that these areas are not likely to be developed within the 20-year planning period. Therefore, although these lands provide logical long-term (20+ years) urban growth areas, in the shorter-term they should be preserved for mainly agricultural uses so as to maintain a well-defined edge between City development and the surrounding countryside. To achieve this, it is recommended that the City abide by the following standards for these areas.

- Prohibit development at gross densities higher than 1 home per 35 acres.
- Discourage premature development and utility extensions in these areas, promoting the continuation of agricultural uses.
- Prior to any intensive development within or beyond the 20-year planning period, the City should engage in detailed planning processes that lead to a clearly articulated vision that addresses land use, transportation, and utility plans for these areas.

This recommendation is discussed further in the Land Use chapter.

3. Purchase or Transfer of Development Rights Programs

For the purpose of preserving productive agricultural lands in the surrounding towns, the City should explore the possibility of working with property owners, the adjacent counties, and town representatives to establish a transfer of development rights (TDR) program or a purchase of development rights (PDR)

program or some combination of the two. These programs are approaches for preserving farmland and other opens spaces that compensate land owners for keeping their land out of development.

In a PDR program, a local government or another entity would allocate funds to purchase development rights from willing sellers of farmland or open space. Once the development rights have been purchased, a conservation easement would be placed on the property, preventing any future development from occurring, but allowing existing farming uses to continue. The Town of Dunn in Dane County has had a successful PDR program in operation since the mid-1990s.

In a TDR program, the local government allows development rights to be transferred from "sending areas," or areas where farmland or open space preservation is desired to "receiving areas," or areas for which development is logical and planned. Private developers controlling land in "receiving areas" would the opportunity to acquire development rights from "sending area" land owners, which would allow them to develop the land at greater densities than would have otherwise been allowed. The developer would have to demonstrate that a sufficient number of development rights had been purchased (and a conservation easement placed on the land) before approvals of rezonings, plats, or conditional use permits were granted for the "receiving area" development.

These programs should be subject to further discussion between the City of Waterloo and the surrounding towns and counties following adoption of this *Comprehensive Plan*.

4. 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, 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. Hosting a farmers market in downtown Waterloo would not only create an attraction for City residents but also for residents of surrounding communities.
- Community-Supported Agriculture (CSA) programs: A CSA program allows farmers to sell shares of their products directly to consumers in advance of the growing season. Such programs encourage healthful food choices, support local farmers, and relieve some of the burdens and uncertainties associated with conventional marketing approaches. There is an abundance of CSA programs in southern Wisconsin, including many based in Jefferson County. The City has an opportunity advance these programs by supporting and promoting the programs wherever possible. Some relatively simple and straightforward approaches might be to arrange for the display of informational pamphlets for local CSA programs in City Hall, or to post information and links on the City's website that inform residents about available CSA programs.

- Restaurants: Waterloo would benefit from more restaurants located in the City to serve residents and employees of City businesses. This provides an opportunity for the establishment of restaurants, bakeries and cafes that purchase, serve, and generally promote locally grown foods. The type of restaurant that offers handmade food from locally grown products would be an asset to a family-oriented, hard-working community like Waterloo, but this concept could also be used to market the restaurant to people who live outside the City in surrounding communities. The City will partner with MATC and other regional groups to help advance these initiatives.
- Schools: Since it is necessary for schools to consistently purchase large quantities of food, local food producers would offer fresh, in-season, healthful products that would promote the health of students. The Waterloo School District could become involved in the Wisconsin Homegrown lunch program. The goal of this program is to incorporate fresh, nutritious, local, and sustainably grown food to school lunch menus. Involvement in this program benefits the health and wellbeing of students and school faculty, supports the local agricultural economy, and establishes partnerships between the school district and local farms. This creates opportunities for students to learn outside the classroom about agriculture and food production.
- Food Processors: Companies that manufacture food products provide an obvious target for the marketing of local, raw agricultural products. Waterloo is home to several food producing companies, including Briess Industries, which manufactures malting products, J.G. Van Holten and Son Pickle, which recently opened a new expanded production facility, and Crave Brothers Farmstead Cheese, which sells cheeses made from their own local farm. Increasing connections between these local producers and the raw agricultural products they depend on is an important way to support the agricultural economy, increase the efficiency and output of local producers, and enhance the sustainability of the goods produced. For example, in Waterloo there is an opportunity to negotiate a partnership between local grain farmers and Briess Industries. Currently, Briess imports all of its barley from out of state. This costs the company money, is an inefficient use of resources and energy, and directs barley sales out of the region and the state. By partnering with a local farmer who can produce the barley locally and transport it to Briess for a fraction of the cost, the company could alter its position with respect to small batch malting, and provide an opportunity for a local farmer to have a reliable market for their grain products.

5. Develop New Uses for Agricultural Products

Advances in technology are opening up new markets for traditional agricultural products. The "new bio-economy" is focused on finding new ways to use and process corn, soybeans and other organic matter into new marketable plastics, fuels such as bio-diesel and ethanol, and even pharmaceuticals. At the same time that production costs are declining to process these materials, environmental regulations are becoming more stringent, "green" economic incentives are becoming more wide-spread, and costs associated with petroleum are rising.

Wisconsin is in a favorable position to be able to supply raw materials for the rising bio-economy. To compete with the efforts of other states and regions, Wisconsin has launched a state-wide initiative to position itself to take advantage of this emerging economy.

The City of Waterloo is ideally located near a major research and development center at the University of Wisconsin-Madison, agricultural producers, and the manufacturing centers of southeastern Wisconsin, north central Illinois, and Chicago. This location places the City in an excellent position to be a source of raw materials for bio-based products.

There is an opportunity for the City to encourage the future siting and development of bio-based industry in the southeastern portion of the community. This will be discussed further in the Economic Development chapter.

The Wisconsin Consortium on Bio-based Industry

The term bio-economy is used to refer to the production of products, chemicals, and energy from renewable bio-mass (crops, crop waste, wood) that are currently produced primarily from non-renewable fossil fuels, such as petroleum. Ethanol from corn and bio-diesel from crop waste are well known examples of fuels created from biomass. Research is underway to unlock the potentially much higher energy yields from other organic sources such as grasses, legumes and timber, all of which are readily grown in Wisconsin. However, the potential for bio-mass is not limited to fuels. Many products that can be made from petroleum, such as plastics and lubricants, can also be made from bio-mass.

Growing concerns over rising energy costs, dependency on foreign sources of petroleum, global climate change, and environmental degradation, have been matched by growing interest in the emerging bio-economy. By virtue of its natural resources, strong agricultural and forestry economies, and research facilities, the State of Wisconsin is in a strong position to develop and expand its bio-economy and bio-based industries.

In recognition of these assets and trends, Governor Doyle issued Executive Order #101 in 2005 establishing the Wisconsin Consortium on Bio-based Industry. The Consortium consists of six working groups (economics, education & outreach, regulatory issues, organizations & institutions, technology & science, and environment) to focus on improving each of these necessary aspects of biomass economy. The members were chosen from both the private and public spheres for their expertise in the relevant areas. The stated purposes of the consortium include making recommendations on how best to coordinate state, federal, and private initiatives to foster growth of the bio industry in an environmentally sound manner. More information is available on-line at http://bioeconomy.wi.gov

Map 4: Agricultural Soils

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map4AgriculturalSoils.pdf

Chapter Four: Natural Resources

A survey of Waterloo's natural resources provides an important framework for guiding several elements of the *Comprehensive Plan*. As a growing community, such information can help identify the appropriate locations for certain types of development, and can pinpoint areas that should be preserved and managed for recreational purposes, stormwater management, ground water protection, community appearance and natural habitat. Map 5 in this *Plan* depicts the City's key environmentally sensitive areas, some of which are described in more detail below.

Waterloo will become a Green and Healthy community by:

- Protecting and enhancing environmental corridors—like the Maunesha River, Garman Preserve, and Waterloo Wildlife Area.
- Linking natural area preservation with recreational opportunities, such as through a city-wide trail network and regional trail connections.
- Working with the School District to advance ecological education, environmentally responsible practices, and healthier students.
- Promoting sustainable design for buildings and a compact community form to soften humans' imprint on the environment.

A. 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 Waterloo falls entirely within the Southeast Glacial Plains Landscape. Understanding the distinct attributes of each of these landscapes will be important when identifying future land management and land use goals. Many of these attributes are identified in the following sections.

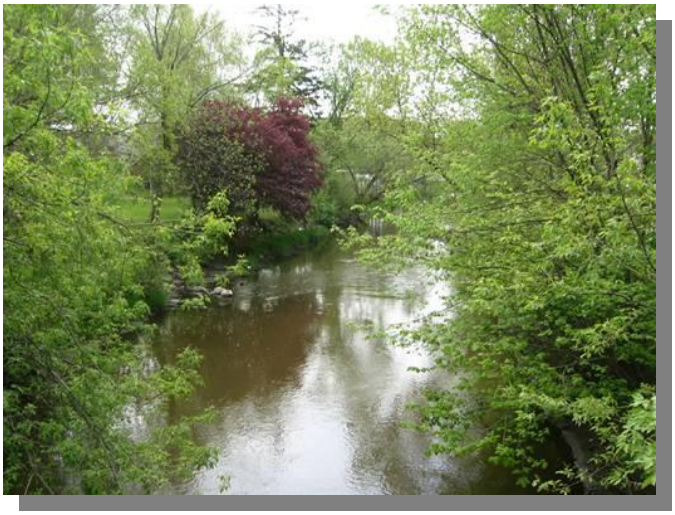
B. Topography

The topography in the City of Waterloo was shaped over 10,000 years ago by Wisconsin's most recent period of glacial activity. The landscape is characterized by gently rolling moraines and drumlins that were formed by material deposited along the edges of the ice sheet during the glacier's retreat. Elevations in the City range from 976 feet above sea level to 789 feet above sea level. Changes in elevation in the Waterloo area provide for long views of open countryside. Some of the more prominent views are depicted on Map 3.

C. Metallic and Non-Metallic Resources

While there are no active mineral extraction sites located in Waterloo, under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. The Waterloo Quarry is located northeast of the City, east of the Maunesha River and north of Highway 19 in Dodge County. The quarry's major resource is Baraboo Quartzite, which is excavated for commercial use. The Quartzite is used for railroad ballast, gravel, armor stone, and rip rock. In a given year, 300,000 tons of this raw material are excavated from this site.

D. Groundwater



Maunesha River

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

The quality of groundwater in the City is generally good. However, groundwater availability and quality is and will continue to be an important issue for Jefferson County. In the last few decades, the number of high-capacity wells in the region has increased to accommodate growth. Such 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. Groundwater contamination is also of concern in areas of the City that are served by private wells. In these more rural areas, a common groundwater contaminant is nitrate-nitrogen, which can come from many sources, including improperly functioning on-site wastewater systems, animal feedlots, sludge and septage application, lawn and agricultural fertilizers, and decaying plant debris.

E. Watersheds and Surface Waters

The City is located entirely within the Maunesha River Watershed in the Upper Rock River Basin. The Rock River Basin covers approximately 3,777 square miles and incorporates 10 counties in southern Wisconsin. Water from the Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. The main trunk of the Rock River flows south through the Cities of Watertown, Jefferson, and Fort Atkinson in Jefferson County.

The Maunesha River and Stoney Brook are the City of Waterloo's only two surface water features. Stoney Brook traverses the southeastern corner of the City, and the Maunesha River winds its way through the City, framing the downtown on the east and west. This river has been classified as a 303(d) impaired waterway. Impaired waters, as defined by Section 303(d) of the federal Clean Water Act, are those waters that do not meet the state's water quality standards. Every two years, states are required to submit a list of impaired waters to EPA for approval. The law requires that states establish priority rankings for waters

on their list and specify the total maximum amount of a pollutant that each water body can receive and still meet water quality standards.

Polluted agricultural runoff is thought to be the primary source of water contamination, as roughly 70% of the Maunesha River Watershed is comprised of agricultural land uses. In 1999, WisDNR performed an analysis of water quality in the Maunesha and found that the Habitat Biological Index indicated that the river was in a fair to poor condition. Low levels of dissolved oxygen and high levels of bacteria are common in the summer months, and the average nitrate level in the river has increased over the last 30 years, likely as a result of fertilizer use. Phosphorus and sediment levels are also problematic.

F. Floodplains

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

Map 5 shows the 136 acres of land in the City classified as floodplain, comprising approximately five percent of the City's total land area. Floodplain areas in the City are located primarily along the Maunesha River. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

G. Wetlands

According the Wisconsin DNR's Wetland Inventory Maps, wetland habitats comprise approximately five percent (131 acres) of the City's total land area, not including small tracts of wetland that are less than five acres in size. These ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide valuable habitats for fish, birds, and other wildlife. Wetland areas are generally located along the Maunesha River and in the southeastern portion of the City. The City of Waterloo Shoreland/Wetland Ordinance regulates the use and development of wetlands within 300 feet of navigable streams and 1,000 feet of lake and ponds.

Old Mill Pond Area

H. Woodlands and Natural Vegetation

The City of Waterloo's native vegetation consists of a mix of prairie lands, oak forests, maple-basswood forests, savannas, wet-mesic prairies, southern sedge meadows, emergent marshes, and calcareous fens. Agriculture and development have significantly changed vegetative cover in this part of the state. Much of the natural vegetation has been removed and undeveloped areas are dominated by croplands. However, some larger tracts of woodlands are located along the Maunesha River and in less densely developed areas, particularly in the northwestern corner in the City.

I. Steep Slopes

As shown on Map 5, slopes exceeding a 12 percent grade are scattered throughout the western half and northeastern fourth of the City. These are associated with glacial drumlins. Generally, slopes that have between a 12 and 20 percent grade present challenges for building site development, and slopes that exceed a 20 percent grade are not recommended for any disturbance or development. The northeast to southwest pattern of drumlins in the Waterloo area is very apparent on Map 5.

J. Rare Species Occurrences/Natural Areas

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of threatened or endangered plant and animal species and natural communities and species and communities of special concern. While information is not available at the City level, according to this inventory, the Town of Waterloo (within which the City is entirely located) has 5 animal species (aquatic and terrestrial), 8 plant species, and 3 natural communities that fall into one of these categories. Animal species include, but are not limited to, the Upland Sandpiper, the Bull Frog, and the Blanding's Turtle. Giant yellow hyssop, a savanna indicator species, can be found throughout the Garman Nature Preserve. More specific information on location and type of species is available from the State's Bureau of Endangered Resources.

K. Environmental Corridors

The Jefferson County Agricultural Preservation and Land Use Plan identifies the location of environmental corridors in and around the City. These corridors are shown on Map 5. Environmental Corridors are continuous systems of open space that include floodplains, wetlands, public lands, and contiguous woodlands. Such corridors are located throughout the City and generally correspond with other natural features. It is Jefferson County's policy to discourage development within areas that have been identified as environmental corridor. However, as documented in the County's Agricultural Preservation and Land Use Plan, if and when development is permitted within an environmental corridor, it is recommended that it not exceed one dwelling unit per ten acres.

L. State Natural Areas/Wildlife Areas

The City does not have any state natural areas or wildlife areas within its boundaries. However, the Waterloo Wildlife Area is located immediately east of the City. This area encompasses 6,179 acres and extends into Dodge County. Located within this wildlife area is the Waterloo Prairie State Natural Area. This area is 220 acres and contains two widely separated areas of low, wet grasslands along Stony Brook and its tributaries. Waterloo Prairie is owned by the Wisconsin Department of Natural Resources (DNR) and was designated a State Natural Area in 1968.

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

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

M. Land Legacy Places

In the Wisconsin Land Legacy Report, the DNR identified the key places that are critical to meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years. The Crawfish River—Waterloo Drumlins Legacy Place has been identified in the area surrounding Waterloo. This large area has encompasses four State Wildlife Areas, including the Waterloo Wildlife Area. Because of this area's proximity to numerous urban centers, this Legacy Place offers one the best remaining opportunities in southern Wisconsin to provide substantial land for outdoor recreation.

N. Glacial Heritage Area Project

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

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

O. Natural Resource Goals, Objectives, and Policies

Goal:

Protect and enhance natural features and ecological systems in the City's planning area.

Objectives:

1. Continue to recognize that the City of Waterloo's character is in large part defined by the Maunesha River and the abundance of other natural resources and open spaces located in and around the City.
2. Protect natural features, including wetlands, lakes, woodlands, wildlife habitats, open spaces, groundwater resources, and other environmentally sensitive areas.
3. Protect surface water and groundwater quality, specifically associated with the Maunesha River and Waterloo Wildlife Area.
4. Link the preservation of natural resources with recreational and economic opportunities for residents and visitors.

Policies:

1. Utilize subdivision review authority and official mapping authority to protect environmental corridors and significant environmental features within City limits and extraterritorial jurisdiction.
2. Preserve environmental corridors by prohibiting new construction in mapped environmental corridors.
3. Protect groundwater quality by encouraging the clean-up of environmentally contaminated sites, monitoring uses that may cause contamination in the future, identifying and protecting wellhead protection areas for municipal wells, and maximizing infiltration in groundwater recharge areas.
4. Protect the area's natural resources, particularly the Maunesha River, Firemen's Park, Garman Nature Preserve, and the Waterloo Wildlife Area to protect threatened or endangered species and other wildlife, and to promote local economic development.
5. Cooperate with other units of government and non-profit land conservation agencies on the preservation of natural resources that are under shared ownership or that cross jurisdictional boundaries.
6. Where appropriate, encourage a compact development pattern, mixed use development, infill, and redevelopment in the City to preserve open spaces and natural resources.
7. Support responsible, low-impact development practices that promote the preservation of natural resources.
8. Enhance and enforce erosion control and stormwater management standards. Emphasize the use of natural drainage systems, construction site erosion control and permanent, ongoing stormwater management and erosion control measures that control the quality, quantity, and temperature of water leaving any site.
9. Consider the preservation of scenic views in the review and approval of new development (see Map 3).
10. Work with Jefferson County and WisDNR to acquire and preserve lands in the Crawfish River—Waterloo Drumlins Legacy Place.
11. Adopt the principles of The Natural Step to help guide sustainable City growth.
12. Review and revise City ordinances to ensure they encourage or at least do not prevent property owners or developers from engaging in environmentally-friendly practices.
13. Support and participate in the Glacial Heritage Project and other initiatives that are focused on preservation and enhancement of natural resources.
14. When streets are reconstructed, take extra measures to preserve and protect established street trees during projects.
15. Discourage the establishment of new mineral extraction operations within the City limits, except where they are associated with a development project on the same site and are operated according to safe and clean standards.

88 percent of survey respondents indicated support for stormwater management requirements for non-residential development

P. Natural Resource Programs and Recommendations

1. Promote "Green and Healthy" Schools

The City's school system is and will continue to be a significant part of what makes Waterloo a desirable place to live and raise a family. Waterloo schools also play an important role in promoting environmentally responsible practices and helping to foster a socially and environmentally healthy community. Although the School District does not currently have plans to construct new school facilities, steps can still be taken to enhance the quality of the school environment and further integrate environmental education into the curriculum. One approach for accomplishing these goals is to join the Wisconsin Green and Healthy Schools program, sponsored by a partnership between WisDNR and the Wisconsin Department of Public Instruction. The mission of this program is to "…increase the students' knowledge and awareness of Wisconsin's natural resources and the environmental, health, and safety concerns and challenges that face our schools, our communities, and our Earth. The Green and Healthy Schools program will help students develop the necessary skills and expertise to address these challenges, and to foster life-long attitudes, behaviors, and commitments in order to make informed decisions and to encourage students to become active participants in their communities…"

This program is designed so that students and staff work together to discover how to utilize existing resources to improve the school environment, modify and enhance the school curriculum, and contribute more actively to the surrounding community. In order to achieve Green and Healthy School certification, each school must complete three steps. These include Pledge, Discovery/Inventory, and Action/Implementation. So far, eleven Wisconsin schools have completed all three steps and have been recognized as official Green and Healthy Schools, and roughly 40 other schools around the State have initiated the process of becoming a Green and Healthy School.

Schools that have engaged in this program have seen a variety of benefits, including a healthier and safer learning environment; increased sense of ownership by staff, faculty, and students; economic savings associated with reduced consumption and operating costs; increased protection of local natural resources; increased connections between the community and the school; use of the school site and facilities as a teaching tool; and increases in academic achievement.

Although the Green and Healthy School program would be implemented by the School District and not by the City, City staff and Council members can contribute to this effort by supporting and promoting the program wherever possible, and continuing to facilitate open communication between City staff, council members, School District staff, and school board members.

2. Promote Local Natural Areas as "Living Classrooms"

In a 1998 study titled "Closing the Achievement Gap: Using the Environment as an Integrating Context for Learning," a survey was given to 40 K-12 schools in 13 states that used offsite open spaces to teach their children. Measured by the student's standardized achievement scores, the results of the survey demonstrated the positive impact of such learning opportunities.

In recent years, books such as "Last Child in the Woods: Saving Our Children from Nature-Deficit Disorder" document the observation that children are spending less and less time experiencing nature and the environment first-hand, which is a fundamental first step in ensuring that a strong environmental ethic will be passed on to the next generation.

In this respect, Waterloo's access to public natural areas such as the Waterloo Wildlife Area, Garman Preserve, Firemen's Park, the Maunesha River, and Youker Park offers significant opportunities for outdoor learning experiences. Local schools, local community organizations, and environmental groups have opportunities to enhance awareness of regional ecosystems by developing educational programs that integrate hands-on learning experiences within these natural areas. Waterloo and the local school districts have access to a variety of resources for enhancing and developing educational programs. Such local resource groups may include Jefferson County UW-Extension, the Sierra Club, Trout Unlimited, and 1,000 Friends of Wisconsin.

The City could be involved in such an effort by supporting and sponsoring events that engage adults and children in the management and preservation of natural areas, such as the ongoing restoration of Youker Park. Furthermore, by establishing a City Park and Recreation Department (see Utilities and Community Facilities chapter for details), Waterloo can also take a more active role in organizing and sponsoring these types of activities.

3. Help Identify and Preserve New Lands within the Glacial Heritage Area

Because the City of Waterloo is located within the Glacial Heritage Area Project's primary study area, it will be important for the City to remain involved in the project's ongoing feasibility study process, which is intended to identify lands appropriate for future acquisition and preservation. Waterloo also intends to continue to work with WisDNR to coordinate possible connections between public recreation areas and City neighborhoods. The City's Future Land Use map (Map 7) will also be an important tool in helping the WisDNR to identify which areas are most appropriate for further study and analysis.

4. Take a Leadership Role in Promoting City-wide Environmental Health

The City can involve its residents and business owners in promoting a healthier natural environment. More specifically, the following strategies may be implemented:

- With UW-Extension and Jefferson County, organize opportunities to educate the public on the City's "Green and Healthy" initiative. It will be important for the City to communicate the definition of a "Green and Healthy" community as it relates to each of the four "health" components described at the beginning of this *Plan*, what this means for residents and business

What is Sustainability?

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 achieve an increased level 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.

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.

owners, and how promoting a healthy natural environment contributes to a healthy economy, a healthy social environment, and individual health. The City can then help citizens identify ways to contribute to this initiative.

- Coordinate the efforts and knowledge of City staff, residents, and business owners to identify environmental issues in need of the most immediate attention. Following this exercise, identify short-term projects that can be implemented relatively quickly and easily. Such early successes will help generate enthusiasm and excitement for future directions and will advance the City toward achieving more complex and/or longer-term goals.
- Refer to the publication "Toward a Sustainable Community: A Toolkit for Local Government" to identify potential strategies for creating greater efficiencies in City operations. This publication was prepared by UW-Extension and outlines approaches that local communities can use to improve the efficiency of their municipal departments both in terms of their impact on the environment and in terms of government spending. The document includes strategies for addressing issues related to energy consumption, buildings, transportation, procurement, city investments, and human resources.

5. Link Natural Area Preservation with Recreational Opportunities

Several of the public parks located in the City successfully integrate natural area preservation with passive recreation, including Garman Preserve and Youker Park. 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, nature walks, 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, such as providing habitat for wildlife, enhancing water and air quality, and providing natural flood control.

Leadership in Energy and Environmental Design (LEED)© :

A Green Building Rating System

The LEED rating system is the nationally recognized benchmark for the design and construction of green buildings. The LEED program measures performance in five key areas of human and environmental health: sustainable site design, water savings, energy efficiency, materials selection, and indoor environmental quality. For more information about this program, visit the U.S. Green Building Council's website at www.usgbc.org

6. Encourage the Construction of Energy-Efficient Buildings

It is recommended that Waterloo market itself as a leader in sustainable design by promoting the construction of energy-efficient buildings. In recent years, cities around the country have begun to encourage more sustainable building practices either by requiring that all new municipal or municipally-funded buildings achieve LEED (Leadership in Energy and Environmental Design) certification, or by providing incentives for private developers who construct LEED-certified buildings (see call-out box). Instead of requiring official "LEED" certification, some communities codify their own set of "green building" requirements. Examples of

81 percent of survey respondents indicated support for sustainable building requirements that reduce impacts on the natural environment

incentives for the construction of "green buildings" include the following:

- Development density bonuses: currently offered in cities such as Acton, MA and Arlington, VA.
- Tax or other financial incentives: currently offered in cities such as Cincinnati, OH and Pasadena, CA.
- Expedited permit review: currently offered in cities such as Gainesville, FL; Issaquah, WA; and San Francisco, CA.

The City will promote the construction of energy-efficient buildings, including the exploration of incentives for property owners who retrofit existing buildings with "green" technologies.

7. Promote a More Compact Development Pattern

The City will, through this *Plan* and updated ordinances, promote a more compact development pattern, focusing on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, conservation neighborhood development, and smaller lots sizes (see the Housing and Neighborhood Development chapter). A compact development pattern will benefit regional water quality (see "Urban Density and Water Quality" box), facilitate alternative forms of transportation (e.g. walking, biking), will help keep development out of productive agricultural areas, and will be less expensive to serve with public utilities and services.

8. Advance Stormwater Best Management Practices

The City will promote progressive stormwater management approaches to mitigate the negative impacts stormwater can have on waterways and downstream properties.

Traditional stormwater management practices attempt to carry water away from a developed site as quickly as possible after a storm or hold water on-site in constructed ponds. Alternatively, Stormwater Best Management Practices (BMPs) aim to control run-off volume by managing precipitation as "close to where it hits the ground" as possible, thereby facilitating infiltration of precipitation into groundwater and evaporation of water back into the atmosphere. This approach decreases peak stormwater quantities and improves the overall quality of the stormwater that does enter streams and lakes.

A uniform stormwater management ordinance that focuses on Best Management Practices for stormwater quality and is, therefore, ideal, and may include any or all of the following strategies:

Urban Density and Water Quality

Urban development has negative impacts on water quality by decreasing natural ground cover and increasing the amount of stormwater runoff that enters streams and lakes. Water bodies can become impaired when just 10 percent of the adjacent land is impervious. As a result, some communities have concluded that lower-density development patterns will have less of an impact on water quality by spreading out development and allowing for more pervious surface around and between buildings, roads, driveways, and parking lots.

However, when the quantity of stormwater runoff in a given area is measured per building, versus per acre, higher density developments generate less stormwater runoff than lower density developments and consequently have less of a negative impact on the overall watershed (see USEPA report "Protecting Water Resources with Higher Density Development).

Nevertheless, it should be recognized that with denser development comes localized increases in impervious surfaces, which, over time will contribute to the impairment of waterways. Therefore, in addition to promoting compact development patterns, communities should take additional measures to mitigate the impacts of stormwater runoff.

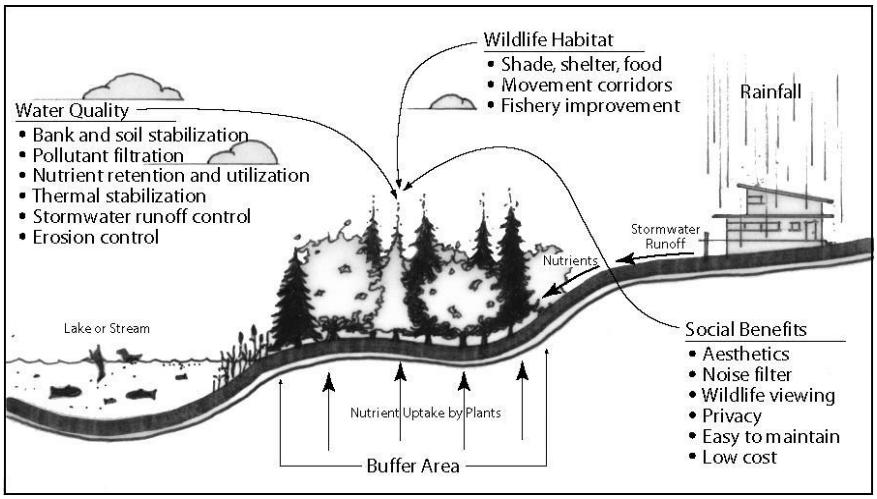
- Maximize permeable surface areas. This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are far more effectively managed by natural 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:** 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 should consider codifying rain garden design standards and allowing the construction of rain gardens to apply toward meeting City landscaping requirements. The Village of Johnson Creek, Wisconsin recently established rain garden construction standards and allows every square foot of rain garden to count as 0.5 of the total required landscaping points for a site. Waterloo may also consider investigating the Rock River Coalition's program "A Rain Garden in Every Community," in which a consultant will work with local schools or the community to educate children and adults about rain gardens and to help in the construction of a community rain garden.

    - **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 should take measures to actively promote this program and to provide residents with information about how and where they can purchase their own rain barrels.

Rain barrels are often constructed out of old pickle or olive barrels. Since the City has access to a local pickle industry (Van Holten), there is an opportunity for the City to facilitate a partnership between Van Holten and an organization that is willing to help construct and distribute the rain barrels. This project may be ideal for a high school fund raiser project. The school district could work with Van Holten to gain access to old pickle barrels, and the students could modify them to create rain barrels. The rain barrels could then be sold for a low cost to Waterloo area residents to raise money for other student activities and projects. This project would also help advance the Green and Healthy Schools initiative discussed earlier in this chapter. The City could promote the sale of these rain barrels by posting a link on the City webpage and by displaying materials about how to purchase the barrels in City Hall.

- **Green (vegetated) roofs:** Green roofs effectively act like sponges, absorbing water from rain storms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. The City may also take a leadership role in this area by installing green roofs on new municipal buildings constructed in the future.
- **Vegetated buffer strips and berms (Figure 4.1):** 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.

Figure 4.1: Example of Vegetative Buffer



9. Explore Becoming a Pilot "Water Star Community"

The City can explore the option of becoming one of three pilot communities for the "Water Star Community Project," a new program being developed by the Rock River Coalition using state grant monies. The goal of the program is to encourage communities to enhance water quality and preserve aquatic habitats. Through this program, municipalities would be awarded "stars" for achievements in five different areas: surface water, groundwater, land use, habitat, and human health/recreation.

10. Protect Environmental Corridors

Preserving environmental corridors provides significant ecological, recreational, and aesthetic benefits to a community. Such areas add considerably to the ecological integrity of a region, contribute to the aesthetic value of neighborhoods, offer natural stormwater management and flood control, and protect and improve water and air quality. In addition, because environmental corridors are often comprised of wetlands, floodplains, steep slopes, and other specific environmental features, these areas often present severe limitations to development. For the City of Waterloo, environmental corridors are a comprised of the following features:

- Publicly-owned parks, recreation, and conservancy lands.
- Wisconsin DNR-identified water bodies and wetlands as mapped in the Wisconsin Wetlands Inventory and areas identified through more detailed field surveys, which are subject to regulations at several levels of government.
- Federal Emergency Management Association (FEMA) designated floodplains. The County and City are required to limit development within the 100-year floodplain as shown on Flood Insurance Rate Maps.
- Contiguous woodlands over 10 acres in size.
- 75-foot setbacks from navigable waters and well-defined drainage-ways.
- Lands with steep slopes of 12 percent or greater.

The City should protect environmental corridors by not allowing new buildings (that do not replace old buildings) or significant expansions to existing building footprints within these identified areas. Existing development and farming uses may continue within mapped environmental corridors.

11. Require Completion of a Site Inventory and Analysis in Advance of Development

Neighborhood and site design processes that require the thoughtful inventory and analysis of natural resources before lots are platted or buildings are placed are essential in accomplishing low-impact development. Requiring completion of "site assessment checklists" as part of development approvals is a good way to achieve this (Figure 4.2). The checklist should include inventorying all natural resources when a development proposal, site plan, conditional use permit, or other petition is within a critical area. Also, natural resource features should be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees.

Once critical site features are identified and mapped, protection is the next step. Maximum clearance or removal standards for these features, or on-site mitigation where those standards cannot be met, may be considered. For example, some communities adopt woodland/mature tree identification, protection, and mitigation (e.g., replanting) standards in zoning and subdivision ordinances to help maintain this limited resource.

The visual impact of new development is an often overlooked component of site design. In a community like Waterloo that is surrounded by glacial drumlins, woodlands, and wetlands, the location and careful siting of development is critical to preserving the character and natural beauty of the community. Examples of site design standards that are recommended for the implementation by the City include requiring homes to be constructed below ridge lines and utilizing natural vegetation to buffer development from the road and from other types/areas of development.

The City intends to include site inventory, analysis, and protection standards in its recommended zoning and subdivision ordinance updates.

Figure 4.2: Sample Portion of a Site Assessment Checklist

SITE ASSESSMENT CHECKLIST		
ITEM OF INFORMATION	YES	NO
I. Land Resources. Does the project site involve:		
A. Changes in relief and drainage patterns (Attach a topographical map showing, at a minimum, 2-foot contour intervals)		
B. A landform or topographical feature including perennial streams		
C. A floodplain (If "yes," attach 2 copies of the 100-year floodplain limits.)		
D. An area of soil instability—greater than 18 % slope and/or hydric or alluvial soils, as depicted in the applicable "County Soils Survey"		
E. An area of bedrock within 6 ft. of the soil surface as depicted in the "County Soils Survey" or a more detailed source		
F. An area with groundwater table within 5 feet of the soil surface as described in the "County Soils Survey" or a more detailed source		
G. An area with fractured bedrock within 10 feet of the soil surface as depicted in the "County Soils Survey"		
H. Prevention of future gravel extraction		
I. A drainage-way with a tributary area of 5 or more acres		
J. Lot coverage of more than 50 percent impermeable surfaces		
K. Prime agricultural land as depicted in the applicable "County Soils Survey" or adopted farm land preservation plans		
L. Wetlands as depicted on DNR wetland inventory maps or more detailed sources		
M. Environmental corridors, as mapped by the City or county		
II. Water Resources. Does the project involve:		
A. Location in an area traversed by a navigable stream, intermittent stream, or dry run		
B. Impact on the capacity of a stormwater storage system or flow of a waterway within 1 mile		
C. The use of septic systems for on-site waste disposal		
D. Lowering of water table by pumping or drainage		
E. Raising of water table by altered drainage		
F. Frontage on a lake, river, or other navigable waterway		

Map 5: Natural Features

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map5NaturalFeatures.pdf

Chapter Five: Cultural Resources

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

Waterloo will become a Green and Healthy community by:

- Connecting property owners with resources to preserve historically and architecturally significant buildings.
- Celebrating local cultural assets like the schools, library, and Firemen's Park, in part by supporting, sponsoring, and marketing more city events in and use of these special places.
- Expanding business and cultural opportunities for newcomers to the City.
- Enhancing the City's entryways, and providing better wayfinding signs within the community to key places.

In 1841, Bradford Hill arrived as the first settler of Waterloo. Because of the new settlement's riverside location, Waterloo was determined to be an ideal site for milling, and several industries were quickly established along the banks of the Maunesha. Early village settlers were mainly of Irish and German descent, and were hard workers who were intent on building a life in Waterloo. In 1859, the Village of Waterloo was organized under a special charter. The Village was comprised of one square mile. Two years later, in 1861, the charter was amended, establishing Waterloo's current municipal boundaries and expanding the Village to four square miles.

In the years that followed, Waterloo's population grew quickly. And, in time, the small community had launched a range of industries, including a saw mill, a grist mill, a factory and carding mill, a plow and rake factory, a fanning mill factory, a pump factory, and a match factory.

As a result, Waterloo has historically been an important stop along the Chicago, Milwaukee, & St. Paul Railway, and over the last 150 years has been home to many important industries. Waterloo changed from village status to City status in 1962 and continues to be a close-knit community of hard working families, farmers, and industrial entrepreneurs.

103 N. Monroe Street, Waterloo, 1897
Photo Courtesy of Waterloo Area Historical Society, Ronald L. Giese

A. Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. The AHI identifies 87 documented structures in the City of Waterloo. While this list includes several unique properties such as the City of Waterloo Carousel and the Mode Theater, this list is mainly comprised of churches and residences. There are two properties

or areas in the City that are listed on the National Register of Historic Places, including the City of Waterloo Carousel and the Waterloo Downtown Historic District.

B. Archeological Sites

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

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.

C. Other Cultural Resources

In addition to historic and archaeological resources, the City's modern-day culture is distinguished by various unique landmarks and events:

- **Firemen's Park:** This centrally-located, 60-acre park public park was established over 100 years ago and is one of the most valued amenities in Waterloo. Since it was established, the park has been maintained and enhanced through countless hours of community volunteer work, and particularly through the tireless devotion of members of the Fire Department. See the Utilities and Community Facilities chapter for more details on this park.
- **Jefferson Street Market Antiques Mall:** This 14,000-square foot, renovated brick warehouse features pre-1959 antiques from over 50 dealers.
- **4th of July Celebration:** The first 4th of July Celebration was held in Firemen's Park in 1905. The event is still held today, and features food, baseball games, rides on the historic carousel, and, of course, a fire works show.
- **Wiener and Kraut Day:** This popular annual event features food, entertainment, raffles, street vendors, and city-wide rummage sales. The activities are mostly concentrated in the downtown.

D. Cultural Resource Goals, Objectives, and Policies

Goal:

Preserve, enhance, and promote Waterloo's small-town, historic character.

Objectives:

1. Preserve and take advantage of unique historic and archaeological areas within the City's planning area.
2. Preserve the character of the Waterloo Downtown Historic District and the City's traditional neighborhoods.

Policies:

1. Promote the restoration and rehabilitation of historic buildings to enhance the viable economic use of these structures.
2. Work with local historic preservation organizations to protect resources that contribute to the City's character.
3. Ensure that new development in the downtown is compatible with the historic character of existing buildings.
4. Work with the towns and Jefferson County to organize and support local festivals, fairs, and markets that celebrate the City's heritage and way of life.
5. Celebrate Firemen's Park as the City's most prominent historic, cultural, and recreational resource.
6. Support and promote the Waterloo Public Library as a critical learning center, gathering place, and community asset.

E. Cultural Resource Programs and Recommendations

1. Preserve Historically and Culturally Significant Buildings

The City should continue to coordinate with the Historical Society to clearly mark existing buildings and sites that are listed on the State or National Register of Historic Places, and to nominate other buildings sites that may be appropriate for historical designation. The City intends to enforce strict design standards when considering new downtown projects. Infill, redevelopment, and rehabilitation projects in the downtown should be regulated so as to maintain the character and image of this area of the City.

Photo Courtesy of the Waterloo Area Historical Society, Ronald L. Giese

The City will also attempt to make property owners aware of

resources to assist with historically-sensitive remodeling projects, including the following:

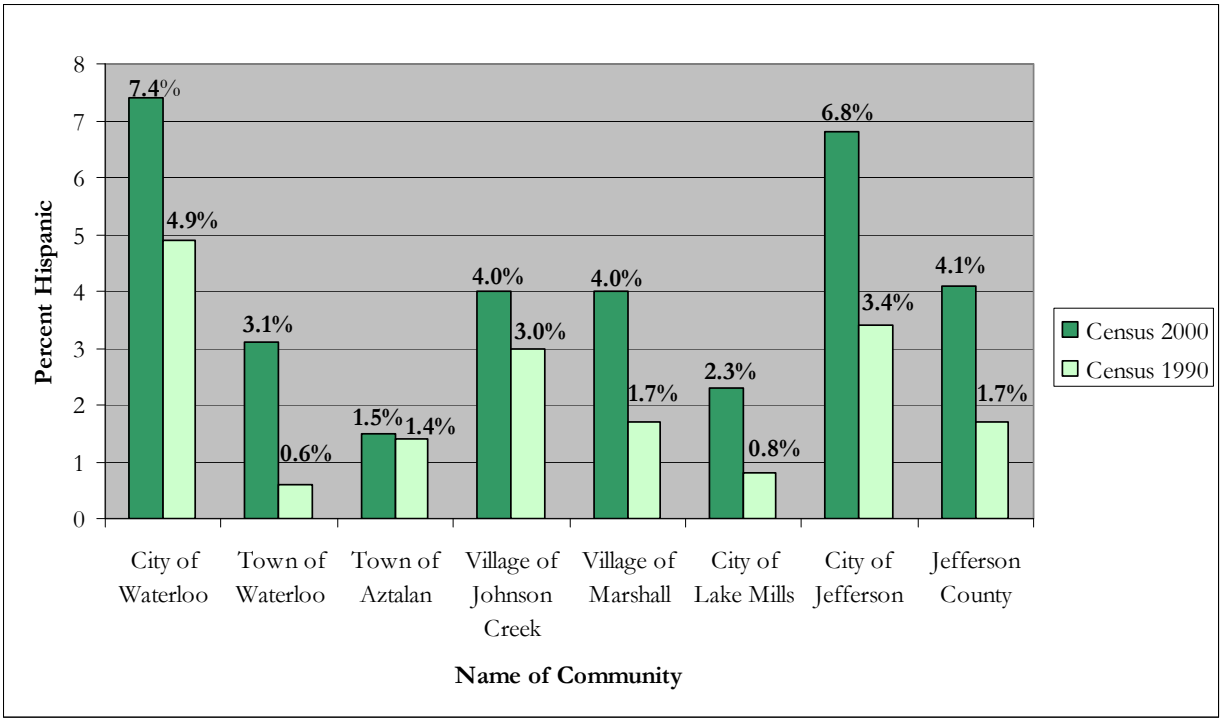
- Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
- At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures 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. 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. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.
- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.

2. Promote Businesses and Services that Cater to Different Groups

The City has an opportunity to promote a diverse population of residents, business owners, employees, and visitors by encouraging businesses that cater to a variety of sub-populations, including children and teenagers, families, senior citizens, and young adults.

Other important groups to accommodate are the City's migrant workforce and growing Hispanic population. As can be seen in Figure 5.1, the City of Waterloo has a higher percentage of Hispanic residents (mostly Mexican) than any other surrounding community, and this percentage has been rising steadily in recent years. In order to recognize this growing population, the City should promote businesses that cater to and celebrate Mexican culture, such as a Mexican grocery store or restaurant. Furthermore, businesses such as a laundromat would help meet the day-to-day needs of the City's migrant workforce, a population that does not necessarily have in-house access to these types of facilities. The City will also take measures to address the need for bi-lingual police officers, first responders, and City staff.

Figure 5.1: Percent of Total Population Considered Hispanic (of any race), 1990-2000



3. Support and Sponsor City Events

The City has an opportunity to bolster the community's pride, cohesiveness, and sense of place by supporting and sponsoring local events and programs that celebrate the history, culture, and values of City residents. The City will coordinate with the School District, the Chamber of Commerce, the Historical Society, churches, and other community groups to help organize these events. The City currently hosts events such as Weiner and Kraut Day, the 4th of July Celebration, the Marshall/Waterloo Community Golf Outing and Dinner, the Holiday Parade, and Waterloo Night at the Mallards. Some additional ideas to be explored include the following:

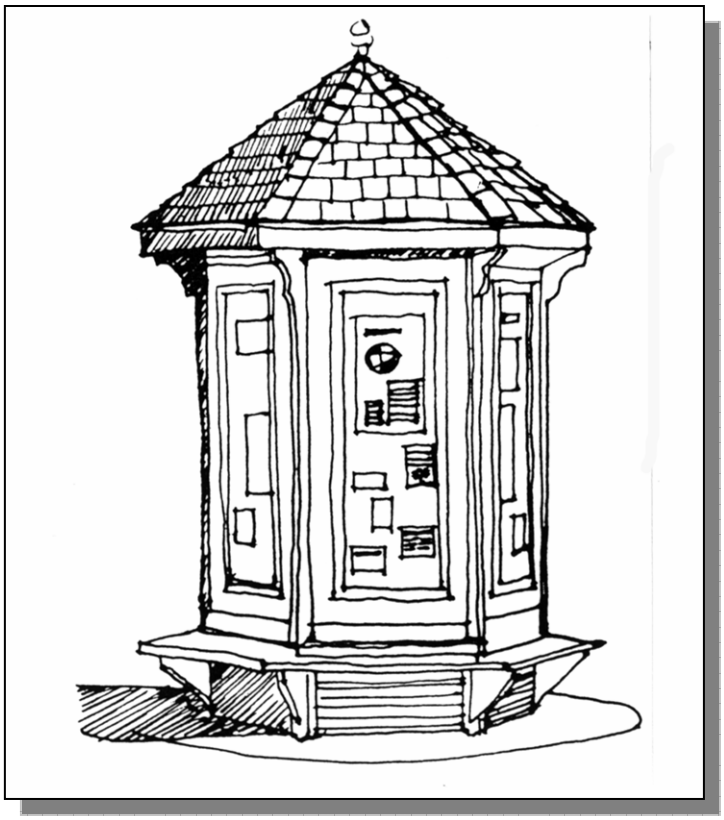
- Weekly Summer Concerts: The City's Firemen's Park provides a great venue for holding summer concerts. Similar to events like Concerts on the Square in Madison, residents, and even people who live outside the City, could come with family and friends and set up picnics at the Park to enjoy the

weekly concerts. The snack stand at the Park could be opened and local businesses could set up additional booths to sell food and drinks.

- Farmers Market: As discussed in the Agricultural Resource Recommendations section of this Plan, hosting a farmers market in downtown Waterloo would create an attraction for residents of Waterloo and the surrounding area, bring the community together, celebrate local agriculture, and encourage people to spend time in the downtown.
- Cultural Festivals or Events: As discussed above, the City has a proportionately large Hispanic population, which at certain times of the year is further inflated by the City's seasonal workforce. A festival or event that celebrates this culture would be exciting and educational.
- Bike Festival: Working with representatives from Trek Bicycles, the City could sponsor an annual or semi-annual event that attracts bicyclists from around the region. Such an event could include the following types of attractions: mini workshops on bicycle repair, bicycle safety, or similar topics; displays of historic bikes or unusual modern bike designs (e.g. high wheel bicycles); a display of Lance Armstrong's Tour bikes; sponsored city-wide bike tours (for all ages); kid's bike races; bike parade where participants decorate their bikes; raffles; skills shows; bike and bike accessory vendors; t-shirts; refreshments; or a showing of bike related films for the evening hours. If and when the City establishes a Park and Recreation Department (see the Utilities and Community Facilities chapter for more details), helping to organize this event could be one of the Department's responsibilities.
- Antique Festival: The City's Jefferson Street Antique Mall is a hidden gem. To draw attention to this area of the City, Waterloo could work with the owners of the Antique Mall to sponsor an antique festival or event, and invite antique vendors from around the region.

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

4. Design and Install Community-Wide Signage and Streetscaping Features



The City and the Chamber of Commerce will work together to identify a design theme for wayfinding signage; murals (see below); streetscaping features such as lighting, benches, and trashcans; and other building façade characteristics such as awnings, particularly for buildings in the downtown (also see the Economic Development, Land Use, and Transportation chapters for recommendations related to streetscaping). A unified design theme will help enhance the community's sense of place and character; and, the installation of wayfinding signage will help direct people to key destinations in the City, such as the downtown, the

library, schools, the Antique Mall, Firemen's park, and other parks and conservancy areas. As the City moves toward becoming a Bicycle Friendly Community (see the Transportation Chapter for details), it is also important to keep in mind how bicyclists could benefit from a wayfinding signage system to help guide them along designated bike routes and direct them to places to rest and/or grab a bite to eat. In addition, the City may also construct a kiosk in the downtown that displays City maps and other materials on upcoming City or regional events, community news, and promotional materials for local businesses.

In conjunction with these projects, the City, working with the Chamber of Commerce, will also explore different options for a community symbol that can be used on marketing materials, signage, and the City website. In the past, the City has used a carousel as a community symbol. The City may decide to keep this symbol or explore other options. Some other ideas for symbols include a pickle (for Van Holten), a wiener (for Wiener and Kraut Day), or, in keeping with a Green and Healthy community theme, a bicycle (also recognizes Trek). The City could also decide on a more abstract symbol representing the value of the natural landscape. For instance, an abstract drawing of rolling drumlins, trees, and/or the River may be simple and attractive and could emphasize the City's valuable natural resources.

Some guidelines to keep in mind when designing a community-wide wayfinding signage system include the following:

- Use the design theme of the signage to help brand the community in a favorable light, suggesting both the City's unique heritage and future opportunities.
- Make sure that once the signage system starts to provide directions to a destination, subsequent signs are also in place to get travelers directly to their destination.
- Make a short list of destinations to include on each sign that are of general public interest, including City Hall, Firemen's Park, the Library, and the schools. Avoid using the signs to direct people to private businesses except in cases where private businesses comprise and important destination in the City (e.g. Antique Mall, downtown).
- Make sure the font is large enough and plain enough for drivers to read at a safe and comfortable distance, so that decisions on where and what direction to turn can be made well in advance.
- Control the temptation to put too much information on one sign.
- Consider combining the project with a campaign to reduce sign clutter in the public terrace area, removing all older directional signs.

5. Implement a Community-Wide Mural Program

In combination with a unified signage theme, the City will also consider painting murals on buildings and structures throughout the City to beautify Waterloo and to help build a strong sense of community. The City's first project may be the rail bridge over Highway 19 on the southwest side of the City. A mural in this location would aesthetically enhance this aging structure and provide an attractive, interesting, and unique gateway feature into the community.

The City may also work with the School District to involve high school students and other community members in the painting of the murals. Involving the community in the creation of the murals will allow residents to take more pride and ownership in the artwork and will cut down on the likelihood that the paintings will be vandalized.

Chapter Six: Land Use

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

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

Waterloo will become a Green and Healthy community by:

- Following its future land use policies and map when making day-to-day development decisions.
- Promoting slightly smaller lot sizes and slightly higher densities to enhance community interaction, preserve land, and decrease infrastructure and service costs.
- Promoting mixed use developments and neighborhoods in all corners of the City to reflect Waterloo's diverse historic flavor.
- Creating and serving areas for new economic development on the City's west and east sides.
- Promoting the redevelopment of key sites within the City, such as the former Perry Judd production facility site.
- Updating City zoning and subdivision regulations to accomplish these directions.

A. Land Use Map Categories

Map 6, Existing Land Use and Map 7, Future Land Use organize land uses into the categories listed below. On Map 6, these categories indicate how land was being used at the time this *Plan* was prepared, which does not necessarily reflect the current zoning designations or desires for the future. Not all land use categories are represented on both maps.

- **Agriculture/Rural:** Agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for each 35 acres of land owned.
- **Vacant:** Open lands and vacant parcels;
- **Single Family Residential-Urban:** Single-family detached residential development served by a public sanitary sewer system;
- **Single Family Residential-Exurban:** Single-family detached residential development served by individual on-site wastewater treatment (septic) systems;
- **Two-Family/Townhouse Residential:** Predominately two-family and attached single-family residential development (duplexes, town homes, flats);
- **Mixed Residential:** A variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two-family residences;
- **Downtown:** Pedestrian-oriented commercial, office, community facility, and residential uses in a "downtown" setting, with on-street parking and minimal building setbacks;

- **Neighborhood Commercial:** Small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs;
- **Community Commercial:** Indoor commercial, office, community facilities, and controlled outdoor display land uses intended to serve the entire community and larger in scale than neighborhood commercial uses;
- **Office:** High-quality indoor professional offices; research, development, and testing uses; light assembly; health care facilities and other community facility uses; and support uses (e.g., day care, health club, bank);
- **Planned Neighborhood:** A carefully planned mix of primarily single-family residential development, including some two-family, mixed residential, and neighborhood business uses consistent with the residential character of the area and retaining the City's existing balance of residential types;
- **Planned Mixed Use:** A carefully designed blend of planned business, mixed residential, and/or community facility land uses. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Mixed use areas are intended to be vibrant urban places that should function as community gathering spots;
- **General Industrial:** Indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas, and moderate attention to building design, landscaping and signage;
- **Light Industrial/Business Park:** High-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards;
- **Community Facilities:** Larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities, and similar public and quasi-public uses. Some types of smaller community facilities may be in other land use categories;
- **Public Parks:** Publicly-owned parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities;
- **Environmental Corridor/Public Conservancy:** Includes generally 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, and riparian buffers. This designation also includes publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities;
- **Surface Water:** Lakes, rivers, and perennial streams;
- **Rights-of-Way:** Publicly-owned land for transportation uses, including roads, highways, and railroads;
- **Eco-Campus:** Mixed use development based more on *performance standards* than on rigid definitions of appropriate or inappropriate future uses. Buildings in this category should be arranged and designed with particular attention and sensitivity to the surrounding natural resources, and to integrate progressive strategies for mitigating the negative impacts of development and site operations. Development should employ advanced "green" development standards beyond those that will be encouraged in other parts of the community, and should serve as a model for site sustainability in the City and the region.

- **Long-Range Neighborhood Growth Areas:** This overlay future land use designation defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period. Existing Land Use Pattern.

B. Existing Land Use Pattern

An accurate depiction of the City's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City of Waterloo encompasses approximately four square miles. Figure 6.1 summarizes the existing acreage allocated to each of the various land use categories in the City. Existing Land Use is depicted on Map 6.

Figure 6.1: Existing Land Use Totals, 2007

Land Use	Acres*	Percent
Agriculture/Rural	1,258	51%
Vacant	146	6%
Single-Family Residential--Urban	341	14%
Single-Family Residential--Exurban	36	1.4%
Two-Family/Townhouse Residential	13	0.5%
Mixed Residential	30	1%
Downtown	10	0.4%
Neighborhood Commercial	6	0.2%
Community Commercial	18	0.7%
Office	13	0.5%
General Industrial	116	5%
Light Industrial/Business Park	30	1%
Community Facilities	106	4%
Public Parks	66	3%
Public Conservancy	71	3%
Surface Water	9	0.3%
Rights-of-Way	203	8%
TOTAL	**2,472**	**100%**

Source: GIS Inventory, Vandewalle & Associates, 2007
** Values have been rounded to nearest whole number*

1. Residential Development

Single-family residential development comprises nearly 16 percent of land in the City, at an average density of between three and four homes per gross acre.

Residential neighborhoods in the southern half and central areas of the City are characterized by a traditional linear street design pattern and smaller lot sizes. Newer residential development located in the northern half of the City is characterized by a more curvilinear design in which streets and lots follow the natural contours of the land. Lots in these new subdivisions tend to be larger.

When combined, Two-Family/Townhouse Residential and Mixed Residential development areas account for slightly less than 2 percent of land in the City. These land uses are generally clustered together at average densities of between four and twelve dwelling units per acre. These developments typically consist of duplexes, townhouses, apartment buildings, condominiums, and manufactured and mobile homes.

2. Commercial Development

There are approximately 32 acres in Waterloo used for commercial development, accounting for approximately one percent of the City's land. Commercial land uses are generally located along major roadways, including State Highways 19 and 89, and in the downtown. Some smaller neighborhood businesses are located in primarily residential areas of the City.

3. Industrial Development

Industrial uses currently account for nearly five percent of the City's land. These uses are generally distributed along Highways 19 and 89 and along the rail line in the eastern portion of the City. The City of Waterloo's Industrial Park is located in the northeastern portion of the City off of Highway 19.

4. Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for nearly 103 acres (4.2 percent) of the City's land. These facilities are well distributed throughout the City, but feature the school campus on Highway 89 on the City's north side. In addition, there are another 130 acres of public parkland and public conservancy areas located in the City, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in the Utilities and Community Facilities chapter.

C. Land Development Trends

Figure 6.2 shows the number and type of building permits issued by the City from 1995 to 2005. For the ten-year period, the City issued a total of 165 building permits for new buildings. 121 of these permits for were single-family homes, and another 29 were for duplexes and multi-family buildings. On average, 15 residential building permits were issued per year.

Figure 6.2: Building Permits Issued, 1995-2005

Type	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	**Total**
Single Family Residential	29	18	15	10	2	7	15	7	9	6	3	**121**
Duplexes	2	2	2	2	0	1	1	3	1	0	2	**16**
Multi-Family	0	0	2	4	2	0	0	0	0	0	0	**8**
Community Based Residential Facilities	1	1	1	0	0	0	0	0	0	2	0	**5**
Commercial	3	1	0	0	1	1	1	1	1	1	0	**15**

Source: City of Waterloo

Land market trends indicate that property values are increasing in the City. Between 1999 and 2006, the State Department of Revenue reported a 49 percent increase in the total equalized value of all property in the City of Waterloo (see Figure 6.3). This rate of increase is comparable to the towns of Portland and Medina and the City of Jefferson. However, several of Waterloo's neighboring communities experienced much higher increases in property values over this same time frame, with the Village of Johnson Creek experiencing a 224 percent increase in value, the City of Lake Mills experiencing a 73 percent increase in value, and the Village of Marshall experiencing a 74 percent increase in value. This is likely based on greater rates of non-residential development in these communities. At the time this *Plan* was written, undeveloped residential lots in the City were selling for between roughly $60,000 (approximately 14,500-square foot lot) and $115,000 (approximately 18,200-square foot lot), and raw agricultural land in the City was listed on the market for up to $14,000 per acre.

Figure 6.3: Total Equalized Values

	1999	2006	Percent Change 1999-2006
City of Waterloo	$134,794,800	$200,796,300	49%
Town of Waterloo	$50,752,400	$80,587,800	59%
Town of Aztalan	$86,074,200	$120,443,600	40%
Town of Portland	$55,406,600	$82,226,600	48%
Town of Medina	$81,596,500	$120,554,200	48%
Village of Johnson Creek	$87,924,100	$284,853,600	224%
Village of Marshall	$111,826,200	$194,817,700	74%
City of Lake Mills	$247,841,300	$428,067,300	73%
City of Jefferson	$308,464,500	$463,513,900	50%
City of Fort Atkinson	$537,797,500	$858,736,000	60%

Source: Wisconsin Department of Revenue, 2006

D. Existing Land Use Conflicts

Land use conflicts are present in areas of the City where single-family residential neighborhoods abut industrial properties, primarily along and around Highways 19 and 89 and the rail corridor. Through future land use recommendations presented in this *Plan,* the City seeks to minimize these types of conflicts through thoughtful planning and implementation, and through strategic redevelopment efforts.

E. Land Use Projections

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for proposed future land uses.

As described in the Issues and Opportunities chapter, for the purposes of this *Plan* population change over the next twenty years will be based on the assumption that the City's 1980-2005 growth rate (39% percent) will continue through 2030. Figure 6.4 shows that this assumption yields a 2030 population of 4,598.

Figure 6.4: City Population Projections Based on the 1980 to 2005 Growth Trend

	2000[1]	2005[2]	2010	2015	2020	2025	2030
Compounded Projection[3]	3,259	3,317	3,576	3,835	4,093	4,352	4,611

[1] *U.S. Census Bureau, 2000*
[2] *Wisconsin Department of Administration, 2005 population estimate*
[3] *Extrapolated based on the percent population change from 1980-2005 (39%)*

The analysis for land use demand is based on the following projections:

- **2005 to 2030 population change:** For planning purposes, the City's 2030 population is projected to be 4,611, or an additional 1,294 people.
- **Projected number of new households in 2030:** Using the City's 2005 estimated average household size of 2.51 people per household, there will be a projected 515 additional households in the City by the year 2030.

Based on these projections, three land demand projections were prepared:

- **Scenario A:** assumes that the future average density of residential development will be the same as the average densities of recent residential developments (4.3 dwelling units per acre), and that the ratio of residential development to non-residential development in the City will increase by 10 percent (68 percent residential and 32 percent non-residential).
- **Scenario B:** assumes that the future average density of residential development will be the same as the average densities of recent residential developments (4.3 dwelling units per acre), and that the ratio of residential development to non-residential development in the City will decrease by 10 percent (48 percent residential and 52 percent non-residential).
- **Scenario C:** assumes that the future average density of residential development will increase by roughly 25 percent (5.4 dwelling units per acre), and that the ratio of residential development to non-residential development in the City will remain the same as it is today (58 percent residential to 42 percent non-residential).

Figure 6.5 shows projected land demand for each of the three growth scenarios in five-year increments. In addition, given that the market for land is not only driven by demand, but is also dictated by timing and the desires of land owners and developers, it is important to factor in an allowance for uncertainty. In

other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor ensures that the supply of areas designated as appropriate for development will accommodate future demand.

These land demand projections were then used to prepare the alternative future scenarios presented in the Issues and Opportunities chapter. These scenarios were presented at a public open house held on April 12, 2007. Based on the results of the open house and the City's vision and goals, Scenario C was identified as the ideal growth scenario.

Figure 6.5: Land Demand Projections in Five Year Increments, 2005-2030

	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total 2005-2030
Projected number of new residents	259	259	258	259	259	1,294
Projected number of new housing units	103	103	103	103	103	515
Scenario A						
Total residential acreage demand	24 acres	24 acres	24 acres	24 acres	24 acres	120 acres
Total new non-residential acreage demand	11 acres	11 acres	11 acres	11 acres	11 acres	55 acres
Total acreage demand*	42 acres	42 acres	42 acres	42 acres	42 acres	210 acres
Total acreage demand plus flexibility factor	84 acres	84 acres	84 acres	84 acres	84 acres	**420 acres**
Scenario B						
Total residential acreage demand	24 acres	24 acres	24 acres	24 acres	24 acres	120 acres
Total new non-residential acreage demand	26 acres	26 acres	26 acres	26 acres	26 acres	130 acres
Total acreage demand*	60 acres	60 acres	60 acres	60 acres	60 acres	300 acres
Total acreage demand plus flexibility factor	120 acres	120 acres	120 acres	120 acres	120 acres	**600 acres**
Scenario C						
Total residential acreage demand	19 acres	19 acres	19 acres	19 acres	19 acres	95 acres
Total new non-residential acreage demand	14 acres	14 acres	14 acres	14 acres	14 acres	70 acres
Total acreage demand*	40 acres	40 acres	40 acres	40 acres	40 acres	200 acres
Total acreage demand plus flexibility factor	80 acres	80 acres	80 acres	80 acres	80 acres	**400 acres**

** Sum of residential and non-residential acreage plus an additional 20% to account for roads, sidewalks, parks, and other spaces not already accounted for.*

F. Land Supply

Based on the projected population and including the flexibility factor, land demand for new development over the next 20-25 years will be roughly 400 acres. The supply of land available for development includes areas of the City that have been planned or approved for development but are not yet built out, vacant areas within the developed portion of the City, rural areas of the City that are currently within City limits but are not developed, and land that is currently developed by may be redeveloped over the planning period. Building limitations for individual sites will need to be assessed by the developer and the City when a specific development proposal is being considered.

Because there is a fair amount of undeveloped land located within the City's existing municipal boundaries the City may not need to annex land within the planning period to accommodate development. Over the planning period, agricultural lands located within the City are projected to decrease as these areas become developed. Since much of the City's future development will occur on what is presently agricultural land, it is reasonable to project that the amount of agricultural land within the City's planning area will decrease by up to 400 acres by 2030, or by about 80 acres during every 5-year period.

It is projected that industrial development will comprise between 50 to 60 percent of future commercial and industrial development combined. This amounts to a projected demand for 14 to 17 acres of industrial land every five-year period over the 20-25 year planning period. It is projected that commercial (retail and services) development will comprise the balance of future commercial and industrial development (40 to 50 percent), or roughly 11 to 14 acres every five-year period.

G. Land Use Goals, Objectives, and Policies

Goal:

Promote a future land use pattern in and around the City that is in harmony with the natural landscape, helps maintain property values, preserves the community's predominately residential character, encourages well-planned and attractive development, and minimizes land use conflicts.

Objectives:

1. Ensure that the City has adequate room to accommodate future growth.
2. Plan for an adequate amount of land to accommodate a variety of land uses, including residential (single and multi-family), industrial, commercial, and community facilities.
3. Ensure a desirable and compatible mix of land uses that are consistent with the City's character.
4. Promote the revitalization of the historic downtown and other underused areas of the City.
5. Direct new development to areas within and immediately surrounding existing development.
6. Promote compact new developments that utilize existing infrastructure and utilities wherever practical.
7. Promote high-quality building design.
8. Minimize land use conflicts.

Policies:

1. Follow the land use recommendations that are mapped and described in this *Plan* when reviewing new rezoning requests and making detailed land use decisions.
2. Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leap frog development patterns.

3. Prepare a complete update to the City's zoning and subdivision ordinances to reflect the City's land use and community character goals, as defined in this *Plan*; minimize potential land use conflicts; guide growth and development; ensure high-quality site development; and adequately protect water quality.
4. Require that all new development in the City connect to sanitary sewer and public water systems; discourage development outside of the current City limits until sewer and water services are available.
5. Guide new development to areas adjacent to existing development and where logical extensions to streets, sewer lines, and water lines may occur.
6. Use extraterritorial land division review and other techniques to direct intensive new development, such as subdivisions, commercial development, and industrial development to the City to preserve the distinction between city and country and the City's future growth options.
7. Promote redevelopment and infill in and around the downtown and along Highway 19.
8. Preserve and enhance the historic character of the downtown by encouraging compatible new development and redevelopment.
9. Direct new residential development into planned neighborhoods (as opposed to isolated subdivisions), with a focus on creating high-quality, human-scaled, safe, and interconnected places.
10. Promote compact neighborhoods and smaller lots as strategies to better manage the rate of community expansion, preserve farmland, and protect natural resources.
11. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.
12. Disperse higher-density residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.
13. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses.
14. Promote road and trail connections between existing and new development areas.
15. Through an update to the City's zoning ordinance, adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.

H. Land Use Programs and Recommendations

This section of the *Plan* has the ambitious intent of guiding land use and development in the City through the year 2030. Map 7, the Future Land Use map, is the centerpiece of this chapter and the *Plan*'s land use direction. Map 7 was prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and this *Plan*'s overall vision (see the Issues and Opportunities chapter).

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

Not all land shown for development on Map 7 will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is

essential. The City advocates the phased development of land that focuses growth in areas and types that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

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

Each of the future land use categories shown on Map 7 is described below. Each land use category description summarizes where that type of land uses should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future.

I. Residential Land Use Categories

1. Single Family Residential—Urban:

Description:

This future land use category is intended for single-family detached residential development served by the Waterloo public sanitary sewer systems. As depicted on Map 7, it is recommended that new Single Family Residential--Urban development generally be located in the northeastern portion of the City, east of STH 19, and in the southwest portion of the City around Knowlton Street. These areas have track records of success as residential areas, as well as natural amenities that attract residential development.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. When considering future rezoning requests, the existing City zoning districts appropriate to implement this future land use category include the R-1 Single-Family Residential District, the R-1A Single-Family Residential District, and the R-2 Single-Family Residential District. However, the zoning ordinance may be updated in the near future.
2. Under the City's existing zoning ordinance, the smallest allowable residential lot size is 10,000 square feet. In order to accommodate a broader range of development options, the City may update the

zoning ordinance to include a single-family residential district that allows smaller residential lots sizes (e.g. 7,500 square feet), without sacrificing building quality or value.

3. Require connection to sanitary sewer service for all new development in Single Family Residential--Urban areas.
4. Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
5. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Single Family Residential--Urban areas. Where such uses do occur in close proximity, the City will encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods.
6. Continue to enforce property maintenance codes to maintain the quality of the City's existing residential neighborhoods.
7. Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.
8. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions.
9. Provide connections between new neighborhoods, parks, schools, the downtown, and the City's trail system.
10. Encourage residential development at net densities of 4 to 6 homes per acre.

2. Single Family Residential—Exurban:

Description:

This future land use category is intended to accommodate single-family detached residential development served by individual in-site wastewater treatment (septic) systems. This type of development is shown on Map 7 north of Clarkson Road and west of STH 89 in the Town of Portland.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Except for the areas indicated for this use in the Town of Portland, the City should exercise its extraterritorial land division review authority to ensure that Single Family Residential—Exurban development is not permitted within the City's extraterritorial jurisdiction (1.5 miles), except at densities that do not exceed 1 lot per 35 acres (see Agriculture/Rural future land use category), or in areas mutually agreed upon by the City and affected town.
2. Encourage a maximum buildable lot size of two acres.

3. Two-Family/Townhouse Residential:

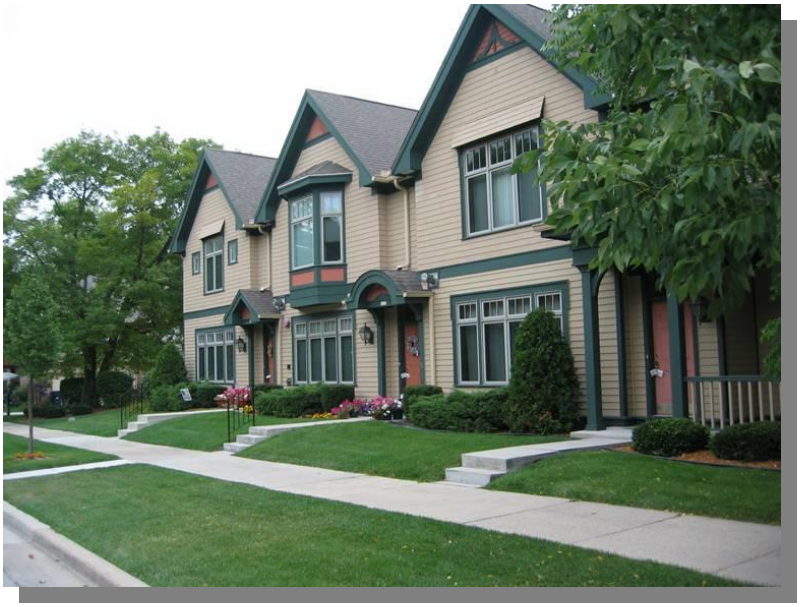
Description:

This future land use category is intended for two-family and attached single-family residential development (i.e. duplexes, town homes, flats) all served by the Waterloo sanitary sewer and water systems. Two-Family/Townhouse Residential land uses are shown on Map 7 in areas of the City mainly in and near where these types of development existed at the time this *Plan* was prepared, including some areas along Madison Street east of the downtown, and the area across the street from the school campus.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use category include the R-2 Single-Family Residential District. However, the zoning ordinance may be updated in the near future.
2. Under the City's zoning ordinance, two-family homes are only allowed with a conditional use permit in one of the single-family zoning districts. The City intends to update the zoning ordinance to include a two-family/townhouse zoning district.
3. Require connection to sanitary sewer service for all new development in the Two-Family/Townhouse Residential areas.
4. Encourage the construction of narrower streets in new neighborhoods, where possible, and require sidewalks on both sides of all streets. This increases the safety of neighborhoods for pedestrians and children.
5. Minimize the potential for incompatible land uses (e.g. high traffic generators, noisy users, etc.) within or next to Two-Family/Townhouse Residential areas. Where such uses do occur in close proximity, the City should encourage the use of landscape buffers to mitigate the impacts such land uses could have on residential neighborhoods.
6. Continue to enforce property maintenance codes to maintain the quality of the City's existing residential neighborhoods.



7. Continue to thoughtfully locate community facilities such as roads, paths, parks, sidewalks, schools, and churches in order to provide convenient access to residential areas.
8. Plan for interconnected road and open space networks in new residential areas and between individual subdivisions.

9. Along Madison Street, the conversion of single-family or two-family homes to neighborhood commercial uses may be appropriate, provided the residential character of the property is maintained. In other words, residential building demolition is not encouraged.

4. **Mixed Residential:**

Description:

This future land use category is intended to accommodate a variety of residential units, including apartment complexes, garden condominiums, townhouses, manufactured and mobile homes, and some single and two-family residences, all served by the Waterloo sanitary sewer and water systems. Mixed Residential is shown on Map 7 in and near areas of the City where these types of development existed at the time this *Plan* was prepared, including the area on the south side of Knowlton Street and an area north of STH 19 and east of the downtown.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. When considering future rezoning requests, the existing City zoning districts appropriate to implement this future land use category include the R-2 Single-Family Residential District. However, the zoning ordinance may be updated in the near future.
2. Under the City's zoning ordinance, multi-family homes are only allowed with a conditional use permit in one of the single-family zoning districts. The City intends to update the zoning ordinance to include a multi-family zoning district.
3. Disperse small areas of future Mixed Residential development throughout the City, rather than creating large concentrations of this type of development in a just a few areas.
4. Multi-family residential projects appropriate for the City's Mixed Residential category should meet the minimum design standards presented in the Housing and Neighborhood Development chapter of this Plan, and codified in a zoning ordinance update.
5. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval, through appropriate zoning ordinance updates.

5. **Planned Neighborhood:**

Description:

This future land use category is intended for a carefully planned mix of primarily single-family residential development, including some two-family, mixed residential, and neighborhood business uses consistent with the residential character of the area and retaining the City's existing balance of residential types. This category also includes unique neighborhoods designed using the principles of conservation neighborhood design.

Planned Neighborhoods should be more than merely as an assemblage of subdivisions. To accomplish this, they should not only include a variety of housing options, but also offer a mix of non-residential uses such as parks, community facilities, and small-scale shopping and service areas.

Map 7 illustrates many of the areas around southwest and northeast peripheries of the City as Planned Neighborhood areas. These are indicated by the yellow and brown cross-hatching on the map. The mix of new housing development in these areas mirrors the city-wide historic mix of residential uses. This planning strategy will help to disperse different types of development and different housing types throughout the City and will limit the concentration of any one type of development in any one area.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Maintain a balance of housing types, with single-family residences comprising a minimum of 65 percent of all housing, two-family or duplex units comprising a maximum of 15 percent, and multi-family units comprising a maximum of 20 percent of the total dwelling units in any and all future Planned Neighborhood growth areas.
2. Establish a minimum net density standard of 5 dwelling units per acre for Planned Neighborhood areas, with 4 to 6 dwelling units per acre for single-family components of these neighborhoods.
3. Utilize natural features to act as buffers between different land uses, when necessary.
4. The existing City zoning districts appropriate to implement this future land use category include the R-1 Single-Family Residential District, R-1A Single-Family Residential District, R-2 Single-Family Residential District, PD Planned Development District, C-1 General Commercial District, and CON Conservancy District. However, none are a perfect match.
5. Encourage conservation neighborhood design principles for new neighborhood development, particularly

in the areas surrounding Garman Preserve and in the eastern portion of the City adjacent to the Waterloo Wildlife Area. See detailed descriptions of this concept in the Housing and Neighborhood Development chapter.

6. For duplex, townhouse, and multi-family residential development in these areas, also follow the policies listed for Mixed Residential areas in this chapter.
7. For commercial and office developments in these areas, also follow the policies for Neighborhood Commercial areas in this chapter.
8. In advance of subdivision platting, prepare or require detailed neighborhood plans in advance of development and adopt these plans as components of the Comprehensive Plan. Such plans should specify the desirable mix of land uses, the density of development, street layouts, and the amount and general location of open space areas. See the Housing and Neighborhood Development chapter for a description of detailed neighborhood plans.

J. Non-Residential Land Use Categories

1. Community Commercial:

Description:

This future land use category includes indoor commercial, office, community facilities, and controlled outdoor display land uses intended to serve the entire community. Community Commercial uses are generally larger in scale than neighborhood commercial uses. This category is depicted on Map 7 in isolated areas east and west of the downtown, at the intersection of STH 89 and STH 19 in the east portion of the City, along STH 19 entering the City on the southwest side, and the area across from the school campus.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. When considering future rezoning requests, the existing City zoning districts appropriate to implement this future land use category include the C-1 General Commercial District, and C-2 Highway Commercial District.
2. The City should update the zoning ordinance to include dimensional standards for the C-1 district, in tandem with creating a separate downtown zoning district.
3. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.

4. Avoid extensive, uninterrupted areas of strip commercial development in future commercial areas by interspersing office, community facilities, and residential land uses.
5. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.
6. Ensure that future Community Commercial development is adequately buffered from residential development areas.
7. Keep unattractive commercial uses out of high-visibility areas, such as major intersections and community entryways.
8. Promote high-quality commercial development in the southwest portion of the City around Trek, as this is an important gateway into the community.
9. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for commercial development projects are provided in the Economic Development chapter, and should be included in an updated zoning ordinance.
10. Update the City's zoning ordinance to require conditional use permits for commercial and community facility buildings over 10,000 square feet and multi-building developments, and adopt detailed design requirements for such large-scale buildings and projects as part of the zoning ordinance.
11. Emphasize the redevelopment and revitalization of older commercial/ industrial properties in the northeast quadrant of the City. Efforts should be made to enhance the visual image of this important community corridor.
12. Support the marketing of the property northeast of Trek (old Van Holten building on south side of Highway 19) for redevelopment. This building could be marketed as a location for a brew pub or other destination restaurant, but other commercial or mixed-use redevelopment opportunities should be welcomed.

2. Neighborhood Commercial:

Description:

The Neighborhood Commercial future land use category is intended for small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs. As depicted on Map 7, Neighborhood Commercial uses are generally planned for small areas adjacent to existing and future residential neighborhoods.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve existing and new City neighborhoods.
2. The existing City zoning district that is most appropriate to implement this future land use category is the C-1 General Commercial. However, in the City's proposed update to its zoning ordinance, it may include a neighborhood business district that would allow for small, neighborhood-oriented business uses to be integrated into primarily residential areas, without jeopardizing the residential character of these neighborhoods.
3. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. In Neighborhood Commercial areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; a minimum of 15 percent window covering; and acceptable exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission. Require calm, low-key, and attractive lighting and signage that is compatible with residential areas. See guidelines in the Economic Development chapter, and in the proposed zoning ordinance update.
5. Along Madison Street, in the area shown on Map 7 for Two-Family/Townhouse Residential, the conversion of single-family or two-family homes to neighborhood commercial uses may be appropriate, provided the residential character of the property is maintained. Minimize building demolition in such areas.

3. **Downtown:**

Description:

This future land use category is intended for pedestrian-oriented commercial, office, community facility, and residential uses in a "downtown" setting, with on-street parking and minimal building setbacks. The downtown land use category is shown on Map 7 around the intersection of Monroe Street and Highway 19, east of Jackson Street, west of Mill Street, south of City Hall, and north of the River.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Preserve and enhance the character of the downtown by encouraging compatible new development and redevelopment, where appropriate.
2. The existing City zoning district that is most appropriate to implement this future land use category is the C-1 General Commercial District in

Downtown Waterloo from the air

combination with the H Historic Overlay District. However, in the City's proposed update to its zoning ordinance, it should include a downtown zoning district.

3. Promote the use of first floor spaces for specialty retail, restaurants, and commercial service uses, and upper storey spaces for housing and offices.
4. Promote the downtown as a commercial, civic, and social center.
5. Provide more functional, safe, and attractive connections between the downtown and the Maunesha River. See the Utilities and Community Facilities chapter for more details on the Waterloo Riverwalk.
6. Invest in the redevelopment of South Monroe Street, utilizing the Downtown Waterloo Streetscape Master Plan as a basis for aesthetic and streetscape improvements, and taking advantage of the area's adjacency to the River.
7. Increase access to the Maunesha River by promoting more rear building and yard uses and entries, capturing small open space connections, and promoting rear façade rehabilitation.
8. Work with downtown property owners and businesses to preserve and renovate historically significant buildings (also see the Cultural Resources chapter).
9. Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining business and services in the downtown.

4. **Office:**

Description:

This future land use category includes high-quality indoor professional offices; research, development, and testing uses; light assembly; health care facilities and other community facility uses; and support uses (e.g., day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage. This future land use category is mapped mostly along STH 19 in the southwest portion of the City, including the Trek facilities and adjacent lands with the greatest potential for future office or research uses in the City.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. The existing City zoning district that is most appropriate to implement this future land use category is the C-1 General Commercial District. However, in the City's proposed update to its zoning ordinance, it should include an office/research or business park zoning district.

2. Market Office areas for research, development, and testing uses, professional offices, and certain private community facilities such as medical offices. Discourage manufacturing and warehousing development in these areas. Some light assembly or indoor light industrial uses may be appropriate and should be evaluated on a project-by-project basis.
3. Generally promote high-quality office development along the north/west side of Highway 19 in the southwest portion of the City, as this area is an important gateway into the community.
4. Continue to require that all proposed office projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.
5. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for office development projects are provided in the Economic Development chapter and in the proposed zoning ordinance update.

5. General Industrial:

Description:

This future land use category is intended for indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage areas and moderate attention to building design, landscaping and signage. This land use category is show in Map 7 in defined areas along the railroad and in the area just south of the wastewater treatment plant.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. The existing City zoning districts that are most appropriate to implement this future land use category are M-2 General Industrial District and M-1 Limited Industrial District.
2. Avoid rezoning any area designated for General Industrial development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered, or the City approves a business/industrial park layout and/or covenants.
3. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for industrial development projects are included in the Economic Development chapter and in the proposed zoning ordinance update.
5. In the southeast area of the City, plan for expanded industrial development that can take advantage of the scenic views, surrounding natural amenities, and proximity to Highway 89, the rail line, and other industrial uses.

6. Light Industrial/Business Park:

Description:

This future land use category includes high-quality indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, complying with detailed design standards. This future land use category is mapped in the southeast portion of the City along the railroad, and in the City's existing industrial park and lands to north along the west side of Highway 19.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. The existing City zoning district that is most appropriate to implement this future land use category is the M-1 Limited Industrial District.
2. Avoid rezoning any area designated for Light Industrial development until public sanitary sewer and water serviced is available, the land is within City limits, and a specific development proposal is offered, or the City approves a business/industrial park layout and/or covenants.
3. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
4. Require the use of high-quality building materials, attractive lighting, and signage that is compatible with other areas of the City. Recommended design standards for industrial development projects are included in the Economic Development chapter and in the proposed zoning ordinance update.
5. Encourage the creation of landscaped (or tree preservation buffers) where existing and future industrial use areas abut existing or future residential areas.
6. Market Light Industrial areas for light, indoor manufacturing and assembly, warehousing, and office-related development. Discourage the development of heavy uses that would either place excessive demand on municipal utilities, create a nuisance for nearby neighborhoods, or create environmental hazards.
7. Emphasize the redevelopment and revitalization of older commercial/ industrial properties in the northeast quadrant of the City. Significant efforts should be made to enhance the visual image of this corridor.
8. Identify expansion opportunities for the City's industrial park on STH 19. These lands could be extended to the north (see Map 7).
9. In the southeast area of the City, plan for expanded industrial development that can take advantage of the scenic views, surrounding natural amenities, and proximity to Highway 89, the rail line, and other industrial uses (also see Eco-Campus Overlay below).

10. As planned industrial areas are located close to sensitive natural resources, require and provide incentives for sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

7. Eco-Campus:

Description:

This future land use category has been mapped in the southeastern quadrant of the City to indicate the City's intention to promote a unique mixed use development opportunity that is based on achieving environmental harmony, energy efficiency, and human interaction. The area designated as Eco-Campus on Map 7 abuts significant wetlands, drainageways, floodplains, and hydric soil areas. Many of these areas are shown as Environmental Corridors on Map 7. Picturesque views of the rolling landscape to the east and south combine with these natural features to make this area of the City worthy of special consideration when thinking about future land uses for the portions of the area that are buildable.

In general, northern portions of the site may focus more on economic development, including compatible manufacturing, while the southern portions may be more appropriate for an office, live-work, or housing campus environment. However, the appropriate future development mix for this area should be based more on *performance standards* than on rigid definitions of appropriate or inappropriate future uses.

Buildings should be arranged in a campus layout designed with particular attention and sensitivity to the surrounding natural resources, and to integrate progressive strategies for mitigating the negative impacts of development and site operations. Put another way, the development of the Eco-Campus area should employ advanced "green" development standards (see sidebar), beyond those that will be encouraged in other parts of the community. Development of the Eco-Campus should serve as a model for site sustainability in the City and the region, and as a way to further position and distinguish Waterloo in the region.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Market this area for office-related development, bio-based businesses, and live-work opportunities arranged in an artful, campus-like setting that integrates, protects, and enhances natural features.
2. Discourage the development of uses that would place excessive demand on municipal utilities, create environmental hazards, or destroy the natural beauty of this area of the City.
3. Interconnect this area with a new road, trail, and sidewalk network. Make sure to provide ample access to permanently preserved passive open spaces adjacent to and integrated within the development.
4. Work with the property owners and/or developers of this area to restore and permanently protect previously-drained wetlands and other environmentally sensitive areas, and provide vegetative buffers between wetlands/drainageways and building sites.

What is "Green" Development?

"Green" development is a term used to describe the practice of increasing the efficiency with which buildings and their sites use and harvest energy, water, and materials. "Green" development is intended to reduce negatives impacts on human health and the environment through better siting, design, construction, operation, and maintenance.

Examples of "green" development techniques may include the installation of bio-retention facilities, rooftop vegetation, pervious pavement, and infrastructure to capture heat from industrial processes to heat buildings.

5. When new development is proposed for any part of this area, require a concept neighborhood development plan for the entirety of the applicant's contiguous land holdings to identify how the individual project can fit within the broader context desired for this area.
6. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
7. Utilize Planned Unit Development zoning—along with detailed development plans required during the rezoning process—to codify specific standards for eco-development in this area, covering issues such as:

- Progressive approaches to erosion control and stormwater runoff that address the quantity, quality, and rate of runoff; require that runoff quantity and rate do not exceed those of pre-development conditions; and incorporate progressive practices such as green roofs, bio-retention, and rain gardens.
- Specific techniques for the conservation and reuse of water, such as watering plants, with water pumped from retention ponds or from "grey water" sources internal to new buildings (non septic water).
- Use of solar energy, and exploration of wind energy options in higher areas. Soldier's Grove, Wisconsin provides an interesting example of a community that put in place regulations requiring new buildings be constructed to stringent thermal performance standards, prohibiting any building from blocking another building's sunlight, and requiring that all new commercial buildings receive at least half their heating energy from the sun. These regulations were established back in the early 1980's, and as a result Soldier's Grove became the first "solar village" in the nation. The Village is still intact today.
- Adherence to building placement guidelines and the use of building materials that complement rather than detract from the natural environment.
- Significant new landscaping using native vegetation. The planting of traditional grass lawns or other vegetation that requires frequent watering and that may diminish the on-site infiltration of stormwater should be very limited or restricted.
- Tree preservation standards that reduce the number of mature trees that can be removed from the site to make way for development.
- Techniques for restoration and permanent protection of previously-degraded natural areas.
- Energy-efficient building and site design, possibly including a requirement for LEED certification.
- Making site and building are accessible via multiple modes of transportation, including biking and walking, and with access to natural areas.

8. Refer to the Economic Development chapter, under the section "Promote the Development of Bio-Based or 'Green' Industries," for other ideas.

8. **Planned Mixed Use:**

Description:

This future land use category includes a carefully designed blend of Community Commercial, Office, Mixed Residential, and/or Community Facility land uses, described in detail elsewhere in this chapter. Approvals for such projects should be granted only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Mixed use areas are intended to be vibrant urban places that should function as community gathering spots. This land use category is shown on Map 7 at the intersection of Clarkson Road and STH 89, on the Perry Judd site, and along STH 19 in the northeastern portion of the City.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

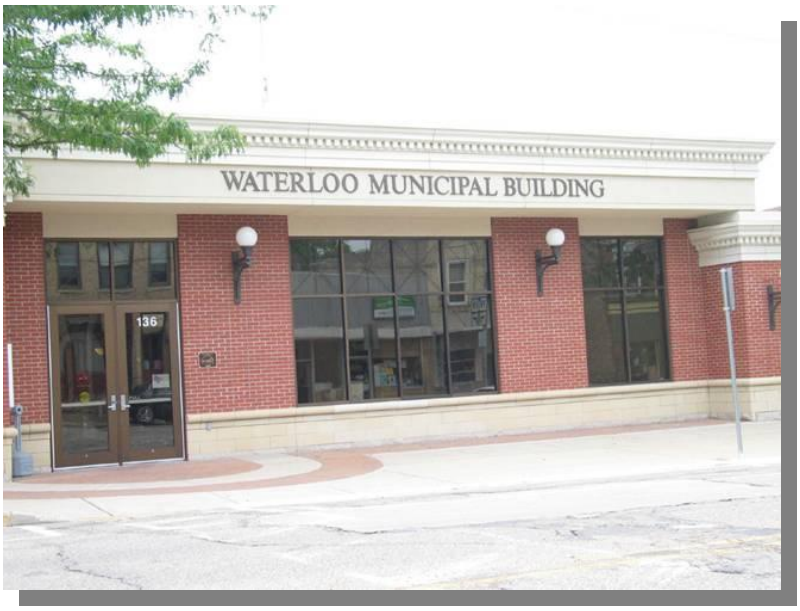
1. The existing City zoning district that is most appropriate to implement this future land use category is the PD Planned Development District.
2. Revise the zoning ordinance to allow for increases in the gross density of developments and a true mix of uses approved as PD Planned Developments, where appropriate and following Plan Commission and Council review and approval.
3. Generally adhere to the design guidelines illustrated in the Mixed Use Centers graphic later in this chapter when reviewing proposals for Planned Mixed Use developments.
4. Explore opportunities to invest in the redevelopment of the Perry Judd property as a Planned Mixed Use development (business and residential), which would be a better long-term use than another industrial use on this property. A Planned Mix Use project in the areas of the City could help create an active live-work environment in the downtown and stimulate additional redevelopment along Monroe Street. This type of project should emphasize connections to the central downtown across the River and along Highway 19.

9. **Community Facilities:**

Description:

This future land use category includes larger-scale public buildings, hospitals, power substations, schools, churches, and special-care facilities, and similar public and quasi-public uses. Some types of smaller community facilities such as churches and parks may be included under other land use categories.

Community Facilities have been shown on Map 7 in areas of the City where these uses existed at the time this *Plan* was written.



Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown, and in other areas designated for community facilities in the future:

1. Integrate community facilities into new neighborhoods and residential areas, and provide an adequate distribution of community facilities throughout the City.
2. Ensure that land use decisions and future growth are consistent with the community facility recommendations in the Utilities and Community Facilities chapter of this *Plan*.
3. Consider reserving future sites for public facilities by identifying these areas on an official map.
4. Amend this *Plan* as necessary to accommodate future utility and community facility locations.

Mixed Use Centers

10. **Public Parks:**

Description:

This future land use category accommodates publicly-owned parks devoted at least partially to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities. This land use category has been mapped in areas of the City where these facilities existed or were planned at the time this *Plan* was written. Parks may also exist within other, particularly residential, future land use categories.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown, and for future areas that may later be designated as parks:

1. The existing City zoning district appropriate to implement this future land use category is the CON Conservancy District.
2. Revise the subdivision ordinance to ensure that new residential development is dedicates an adequate amount of land for public park and recreation. The City may also adopt an impact fee ordinance for the collection of fees-in-lieu of such facilities.
3. Ensure that all land use decisions take into consideration the recommendations included in the Utilities and Community Facilities chapter of this *Plan*.
4. Design future planned neighborhoods around and with access to environmental corridors and Public Parks without negatively affecting the environmental health of these areas.

11. **Environmental Corridor/Public Conservancy:**

Description:

This future land use category includes generally 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, and riparian buffers. This designation also includes publicly-owned conservancy lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management. Such natural areas may also accommodate limited passive recreational activities. Environmental Corridor/Public Conservancy areas are located in areas surrounding the City and around the Maunesha River. Garman Preserve has also been mapped in this future land use category.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. New development in mapped Environmental Corridor areas should be generally prohibited.
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/Public Conservancy 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.

12. **Agriculture/Rural:**

Description:

This future land use category indicates areas intended for agricultural uses, farmsteads, and rural housing where the cumulative development density will not exceed one lot for each 35 acres of land owned. The Agriculture/Rural future land use category has been mapped around the periphery of the City in all areas outside the City's 2007 municipal boundaries with the exception of two limited areas in the Town of Portland, north of the City, where some residential development already exists.

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Within the City limits, the existing City zoning district most appropriate to implement this future land use category is the A Agricultural District.
2. 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 designation.
3. Support land developments in this area only when it is clearly consistent with the description above and when proposed housing (or other non-farm use) density is not greater one residence (or other non-farm use) per 35 acres. A maximum buildable lot size of two acres is recommended.
4. Do not extend sanitary sewer service or public water service into Agriculture/Rural areas until and unless the City changes the future land use category for such areas through a *Comprehensive Plan* amendment.
5. Work with the adjoining towns, Jefferson County, Dane County, and Dodge County to implement these policies and programs in a cooperative manner, where possible.

13. Long-Range Neighborhood Growth Areas:

Description:

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

Policies and Programs:

The following policies and programs are recommended for this future land use category in areas on Map 7 where this category is shown:

1. Within areas designated as Long-Range Neighborhood Growth Areas, new development should be limited in accordance with all policies applicable to the underlying Agriculture/Rural category, until such time as the area is identified as appropriate for City development.
2. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use category in areas that are outside the City's 2007 municipal boundaries.
3. Require the design and layout of all non-farm development projects approved within the Long-Range Neighborhood Growth Areas category to not impede the orderly future development of the surrounding area, at such time when the area is identified as appropriate for City development.

4. Delay more intensive development until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area, and until public sewer and water service is extended to new development in the area.
5. Work with the adjoining towns, Jefferson County, Dane County, and Dodge County to implement these policies and programs in a cooperative manner.
6. Take into consideration the natural limitations for development in the southeast portion of the City when planning for long-range growth in this area.
7. Establish site design standards in the short term that require homes to be constructed below ridge lines so that when development occurs in Long-Range Neighborhood Growth Areas the natural

beauty of the landscape can be preserved. Such standards will be particularly important in the northwest quadrant of the City, which is characterized by rolling glacial drumlins.

K. Recommendations to Preserve Community Character

"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 relationships between the built environment, the natural environment, and the people who live in, work in, or visit the community. Communities 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 Waterloo continues to 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; the thoughtful integration of parks, natural areas, and gathering spaces; and the preservation of attractive community entryways and historic and culturally significant features.

52% of survey respondents reported that Waterloo's "small-town" atmosphere as one of the top three reasons they chose to live in the City.

Identifying the characteristics that make small communities like Waterloo such desirable places to live will help the City better protect and build upon its assets.

More specifically, the City of Waterloo will utilize the following guidelines to enhance and maintain its small-city character:

- Development should be designed for people and should encourage and maximize human interaction:
- Community gathering places should be incorporated into new developments whenever possible;
- The City should be a walkable, pedestrian-friendly environment, with paths and sidewalks provided in all new developments;
- In downtown areas and shopping districts, buildings should be oriented toward people and arranged to promote pedestrian access;
- Benches, landscaping, sitting areas, and quality lighting are provided in commercial developments and the downtown;
- New neighborhoods should generally maintain a "traditional neighborhood"

Photo Courtesy of the Waterloo Area Historical Society, Ronald L. Giese

character (see standards in the Housing and Neighborhood Development chapter);

- The City should remain oriented around the downtown as the focal point or activity hub of Waterloo;
- Development should be tightly gridded and compact, maintaining a development radius that permits and encourages walking and biking—generally ½ mile to key destinations (e.g. the downtown, schools, community parks);
- Residents have the ability to meet their daily needs, minimizing the need for people to go outside the City for products and services;
- Development should be balanced: commercial/residential balance, open space/development balance, balance of different housing types to meet different people's needs;
- Land uses should be blended together in a compatible manner, with mixed use buildings encouraged in appropriate areas;
- There should be a uniform public signage theme throughout the City, with signs constructed of appropriate materials and compatible with private development;
- A "hard-edge" should be maintained between the City and the countryside. Preservation of open space and agricultural lands outside the City should be a focus.

L. 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 and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs."

In Waterloo, Smart Growth Areas include those redevelopment areas listed below, the downtown, and the areas indicated on Map 7: Future Land Use for Planned Mixed Use development.

The City currently has several sites and areas that present opportunities for redevelopment. These include the following:

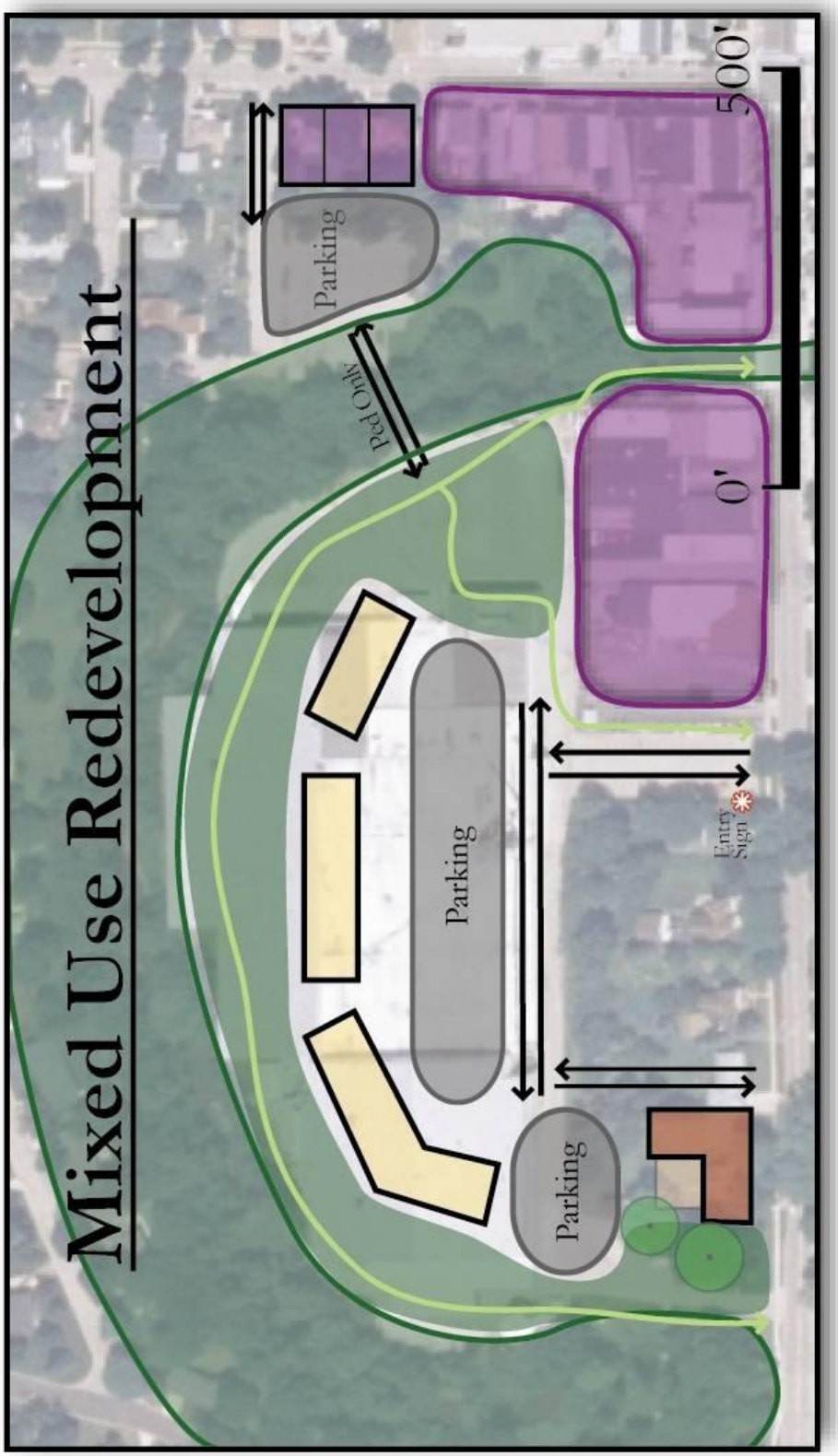
- **Perry Judd property:** The Perry Judd site located just west of the downtown is currently being marketed for an industrial use. Alternatively, this site could be redeveloped as mixed use (business and residential), creating a vibrant live-work environment in the downtown. This has the potential to stimulate additional redevelopment along Monroe

South Monroe Street

Street (see Figure 6.6).

- **Van Holten Building:** The Van Holten property located directly northeast of the Trek offices could be marketed as a location for a commercial or mixed-use project. One specific idea that has been brought forth for this property is to redevelop the building as a brew pub or other destination restaurant.
- **Highway 19 Non-Residential Properties:** The non-residential properties located along Highway 19 on the east side of the City are currently characterized by significant outdoor storage. Such uses are inappropriate for this area of the City given the corridor's high visibility and adjacency to residential areas. A redevelopment plan for this area should be paired a strategy to assist existing businesses in relocating to a more appropriate site within the City. Improving the image of this corridor may also help spark additional investments within the City's existing industrial park on the west side of STH 19.
- **Jefferson Street Building:** The building located across Jefferson Street from the Antique Mall (east of the mall) presents an opportunity for redevelopment. Potential reuses include senior housing or a cooperative housing project (see the Housing and Neighborhood Development chapter for details on cooperative housing). There may also be an opportunity to salvage the part of the existing building that fronts on Jefferson Street.
- **South Monroe Street:** The City intends to invest in the redevelopment of this area of downtown, utilizing much of the Downtown Waterloo Streetscape Master Plan as a basis for aesthetic and streetscape improvements, and taking advantage of the area's adjacency to the River.

Figure 6.6: Perry Judd Site Redevelopment Concept Plan



Map 6: Existing Land Use

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http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map6ExistingLandUse.pdf

Map 7: Future Land Use

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http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map7FutureLandUse.pdf

Chapter Seven: Transportation

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

Waterloo will become a Green and Healthy community by:

- Maintaining and upgrading its existing road network for traffic and aesthetic purposes, focused on collaborations with WisDOT for Highway 19 and 89 upgrades and on streetscaping enhancements downtown.
- Extending local roads as necessary to facilitate traffic flow and economic development, most notably McKay Way.
- Becoming more bicycle friendly through the completion of new trails and community design approaches that support biking—a natural fit given that Waterloo is Trek's world headquarters.

A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The City of Waterloo is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 8 shows existing and planned roadways in the City.

B. Roadways

Principal Arterials

Interstate 94 is located about nine miles south of the City. This roadway serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis and La Crosse with Milwaukee and Chicago. The Wisconsin Department of Transportation Corridors 2020 Plan designated the Interstate as a "backbone" route, which connects major population and economic centers. Backbone routes were selected based on seven criteria, including multi-lane capacity needs, truck volume, service trade centers, and manufacturing centers.

Minor Arterials

State Highway (STH) 89 (N. Monroe Street and Madison Street), STH 19 (Madison Street), and County Highway (CTH) O (S. Monroe Street) serve as the City's three minor arterials. STH 89 is the primary north-south arterial in the City, connecting Waterloo with I-94 and the City of Columbus in Columbia County. STH 19 is Waterloo's primary east-west arterial. In 2004, traffic volumes were 8,400 vehicles per day on the Madison Street section of STH 89, 5,200 on the Monroe Street section of STH 89, and 7,000

on STH 19, east of Van Buren Street. STH 89 is the quickest route to the Interstate for traffic headed to the Milwaukee area. STH 19 and then south along STH 73 in the Village of Marshall to the Interstate is the quickest way to the Madison area.

Collector Roads

The City's three minor arterials, Madison and Monroe Streets and CTH O, discussed above, also serve as intra-city collector roads.

Local Roadways

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

Roadway 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 (e.g. I-94)
- Minor Arterials: Provide intra-community continuity and service trips of moderate length, with more emphasis on land access than principal arterials. (e.g. STHs 89 and 19).
- 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 (e.g. Madison Street and Monroe Street)
- Local Streets: Provide direct access to abutting land and access to collectors. Local roads offer the lowest level of mobility. Through traffic movement on this system is usually discouraged (e.g. Van Buren Street, Riverside Drive)

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

C. Bridges

The City of Waterloo has four state-maintained bridges located on STH 19 and passing over the Maunesha River. The State maintains condition reports for these structures.

D. Airports

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

Located 25 miles west of Waterloo in Madison, the Dane County Regional Airport (DCRA) offers a full range of flights to regional, national, and international destinations to serve a growing metropolitan area. Renovations completed in June 2006 have increased the total square footage from 126,000 to 278,000 in the passenger terminal, expanding additional counter queuing areas, baggage claim areas and restaurants and shops. Annually, there are nearly 116,000 aircraft landings and takeoffs from three runways. DCRA is served by 13 commercial air carriers with over 100 scheduled flights per day and two air freight airlines.

General Mitchell International Airport in

Milwaukee is located about 67 miles from Waterloo. Mitchell's 13 airlines offer roughly 252 daily departures and arrivals. Approximately 90 cities are served directly from Mitchell International.

E. Rail

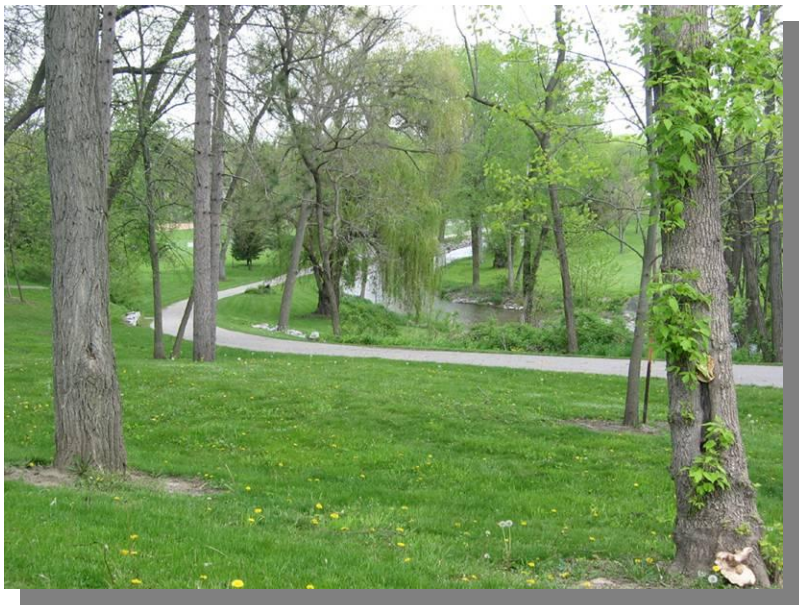
The Wisconsin and Southern Railroad Company operates the freight line through the City of Waterloo. This line extends to Watertown, Ixonia, and Madison. Major commodities handled by the railroad are coal, autos, auto parts, potash, and supplies for malt houses and flour mills.

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

The railroad line that runs through Waterloo has been identified as a potential future high speed passenger rail route under the Midwest Regional Rail Initiative.

F. Bicycles and Walking

The City of Waterloo is home to Trek Bicycles, and the rural roads located in and around the City are used extensively for bicycling. City residents are also in close proximity to the Glacial Drumlin State Trail. Starting in Cottage Grove, this trail runs east through Jefferson County, south of Waterloo, and into Waukesha County where it ends in the Fox River Sanctuary in Waukesha.



In 1996, Jefferson County adopted a Bikeway/Pedestrianway Plan, which includes detailed recommendations for Waterloo. Recommendations include installing bike lanes on CTH O, Washington Street, and STH 19; installing bicycle parking throughout the City; posting bike route signage; installing traffic calming devices in the downtown; and preserving land along the river for the development of a multi-use trail. To date, none of these recommendations have been implemented.

G. Transit, Para-Transit, and Elderly/Disabled Transportation

The City of Waterloo is not currently served by public transit. However, a Shared Ride Taxi Service is provided for residents of Marshall and Waterloo and has been in operation since 1999.

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

H. Water and Truck Transportation

There is no waterborne freight movement in the City. Freight shipments in Waterloo occur by truck and rail. Semi-truck shipments are most prevalent along designated truck routes: State Highways 89 and 19, and County Highway O.

I. Review of State and Regional Transportation Plans

Following is a review of state and regional transportation plans and studies that are relevant to the City. Aside from the Midwest Regional Rail Initiative, there are no known conflicts between these state and regional plans and the City's plans and policies.

1. Wisconsin State Highway Plan

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

2. Midwest Regional Rail Initiative

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

As part of this initiative, a rail system is proposed to connect Milwaukee and Madison along a corridor that passes through Waterloo. However, because these systems are intended to provide high-speed connections between major cities (i.e. Madison, Milwaukee, Chicago), it is unlikely that rail stops will be planned for smaller communities along the proposed corridor. Instead, the service would pass through communities like Waterloo at high speeds, fencing would be installed, and crossings of some of the roads may be closed. For this reason, the City of Waterloo does not support the high-speed rail proposal in its current form.

3. Wisconsin Southwest Region Highway Improvement Program

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

While the 11,753 miles of state highways represent only 10.5% of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5% of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over $750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually. Projects in the 6-year Improvement Program in the Waterloo area include reconstructing Monroe Street (STH 89) in 2008.

4. Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century

The Translinks 21 Plan includes an overall vision and goals for transportation systems in the state for the next 25 years. More specifically, the goal is to provide a statewide highway network designed to shape a comprehensive, integrated, multimodal transportation blueprint that sets the framework for future policies, programs, and investments and provides essential links to key centers throughout the state. Translinks 21 will address the highways, airports, railroads, water ports and urban transportation systems that carry people and goods throughout Wisconsin.

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

5. 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 this plan does not include any Waterloo-specific recommendations, the plan map illustrates existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

6. Wisconsin Pedestrian Plan Policy 2020

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

7. Wisconsin Department of Transportation Connections 2030

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

8. Jefferson County Agricultural Preservation and Land Use Plan

This 1999 plan provides a vision and guidelines for growth, development, and land preservation in Jefferson County over the next 20 years. In regards to transportation, the plan outlines existing facilities as well as general recommendations for improvements. Other than the planned WisDOT Monroe Street reconstruction project, there are no Waterloo-specific transportation recommendations.

9. Jefferson County Bikeway/Pedestrianway Plan

In 1996, Jefferson County adopted the Jefferson County Bikeway/Pedestrianway Plan, which focuses on improving pedestrian and bicycle facilities in the County. It identifies desirable routes through Jefferson County and includes a detailed plan for several cities and villages, including Waterloo. Recommendations include installing bike lanes on CTH O, Washington Street, and STH 19; installing bicycle parking throughout the City; posting bike route signage; installing traffic calming devices in the downtown; and preserving land along the river for the development of a multi-use trail.

10. Connecting Jefferson County's Parks and Communities: Proposed Trail Linkages

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

J. Transportation Goals, Objectives, and Policies

Goal:

Provide a safe and efficient transportation system that meets the needs of multiple users in and around the City.

Goal:

Develop and maintain a comprehensive system of bicycle and pedestrian facilities in and around the City to encourage alternative transportation and a healthy, active lifestyle.

Objectives:

1. Maintain and require an interconnected road, pedestrian, and bike network.
2. Ensure that transportation system improvements are coordinated with land development.
3. Encourage new neighborhood and non-residential development designs that support of range of transportation options.
4. Actively participate in multi-jurisdictional transportation system planning and improvements.
5. Provide for adequate road capacities and safe road conditions in cooperation with the county and state.
6. Coordinate with other units of government as necessary to ensure adequate transportation facilities for trucking, transit, and rail, as well as air and water travel and transit.

Policies:

1. Update the City's subdivision ordinance to reflect the recommendations in this *Plan*. The subdivision ordinance should include standards to ensure street interconnectivity and proper design and placement of new roads and paths in association with future subdivision plats.
2. Follow the 5-Year Improvement Program to provide for upgrading of local roads. This type of mid-range facility planning program can help avoid fluctuations in budgets on a year-to-year basis and promote responsible borrowing of funds, where necessary.
3. Provide a continuous interconnected network of local streets, sidewalks, bicycle routes, and paths for planned neighborhood growth areas that result in safe and convenient access between neighborhoods, employment centers, schools, service centers, and recreational centers. This is key to achieving quality "Conservation Neighborhood Design," as outlined in the Housing and Neighborhood chapter of this Plan.
4. Take advantage of road upgrades and improvements to establish bike paths and routes on local streets throughout the City to connect neighborhoods with schools, parks, jobs, and shopping.

5. Work with Jefferson County and private providers to continue and expand transportation options to those who require them, such as the elderly, disabled, and children.
6. Expand the existing trail network, and work with the county and state to interconnect local trails and bike routes with the Waterloo Wildlife Area and the Crawfish River—Waterloo Drumlins Legacy Place lands, and between communities like Waterloo and Marshall.
7. When streets are reconstructed, take extra measures to preserve and protect established street trees during projects.

K. Transportation Programs and Recommendations

1. Continue to Make Upgrades to Existing City Roadways

In the future, the City will continue to make upgrades, as needed, to local roads and will continue to budget for these projects by annually updating the 5-Year Street Improvements Program. Waterloo will also continue to work with the County and the State to make repairs and upgrades to County and State highways. When possible, utility upgrades should be combined with roadwork. Over the 20-year planning period, other local, county, and state highways should be upgraded from rural to urban cross sections to handle increased traffic volumes and adjacent development, such as Waterloo Road. Roads that will require improvements or upgrades over the planning period are highlighted on Map 8.

The City also has an opportunity to upgrade the aesthetic quality of important corridors such as STH 19 by continuing to install streetscape improvements along these roadways. Streetscaping projects are likely to occur incrementally, over a period of years, usually in coordination with highway or redevelopment projects.

One City streetscaping priority is to replace the bright, highway-oriented street lights in and around the downtown, which will substantially improve the image of this important area of the community. Another priority is to improve the overall visual quality of the STH 19 corridor by installing streetscape improvements similar to those being implemented along STH 89.

2. Extend Existing Roads to Facilitate Traffic Flow and Development

Map 8 depicts future extensions to existing local roads that may be necessary to serve future development (as envisioned on the Future Land Use map) and facilitate traffic flow. The most significant of the recommendations is the proposed extension of McKay Way through the southern half of the City. Ultimately, McKay Way should connect STH 19 near the City's western edge to STH 89 on the City's eastern edge. A segment has already been built through the Deyoung Farms neighborhood. East of CTH O, this extension would significantly improve access to planned industrial areas on the City's southeast side. Other proposed road extensions should be made when adjacent land develops in accordance with this *Comprehensive Plan*.

3. Promote the Use of Railways for Local Use

The City would support the extension of a rail spur into the planned southeast side industrial park area, if demanded by potential users there.

The City will continue to actively oppose initiatives to direct high-speed, regional rail through Waterloo, unless a train stop is located in the City. Without a stop, this type of train service will likely have a detrimental effect on the aesthetic quality and character of the community.

4. Become a "Bicycle Friendly Community"

Waterloo is a small community bounded by natural resources and is the home to the world headquarters of Trek bicycles. It is therefore more than appropriate for Waterloo to actively plan to become a bicycle friendly community through the installation of new bicycle facilities, like paths and bike lanes, and through community design approaches that are supportive of bicycling and walking.

The Bicycle Friendly Community (BFC) campaign is a program designed to recognize and award municipalities that have taken steps to actively support, encourage, and accommodate bicycling for transportation and recreation. The program is administered by the League of American Bicyclists.

"As the most efficient mode of transportation on the planet, the bicycle is uniquely positioned to provide a simple solution to some of the world's toughest problems."

--John Burke, President of Trek Bicycle Corp., 2007

Communities who apply for BFC status are judged in five categories: Engineering, Education, Encouragement, Enforcement, and Evaluation and Planning. The engineering category relates to what types of facilities are available for bikers (e.g. bike lanes, bike and multi-use paths, places for park bikes, and the condition of the road network). Education measures the availability of general bike and bike safety information for bikers and motorists (e.g. maps, tips sheets, manuals, courses). The encouragement category relates to how well the community promotes bicycling as measured by the presence of programs and events such as Bike Month, Bike to Work Week, and community bike rides, or the availability of community bike maps, route finding signage, or similar materials. Enforcement measures the connections between the cycling and law enforcement community (e.g. bike related laws, presence of a law enforcement bike division, etc.). And lastly, the Evaluation and Planning category relates to what systems the community has in place to evaluate its current programs and plan for the future. For instance, one basic component of this category is whether or not the community has an adopted bike plan.

In 2007, the Trek Bicycle Corp. announced details on its "One World, Two Wheels" campaign, which is intended to get more people in communities around the nation to ride their bikes for both transportation and recreation. As part of this campaign, Trek has pledged to donate $1 to the BFC program for every Trek helmet sold in the U.S., for a total commitment of $1,000,000 over the next three years.

The City may work towards achieving BFC status. The City can begin by obtaining and reviewing the application for the BFC award to get an idea of where Waterloo's shortcomings are and what can be done differently and better to promote biking.

Some steps and guidelines for achieving a more bike friendly City include the following:

- Appoint someone who can familiarize themselves with the BFC program and application and can take a leadership role in guiding the City towards achieving BFC status. If and when the City establishes a Park and Recreation Department (see the Utilities and Community Facilities chapter for details), this could be one important aspect of the Department's responsibilities.

Example of an off-street recreation trail

- Design new neighborhoods to be bike-able and walk-able by:
  - Extending the street grid to new development areas and provide interconnected roads. Avoid the installation of cul-de-sacs where possible (see Housing and Neighborhood Development chapter).
  - Using street design standards that emphasize safety and enhance connectivity. For minor streets, reduce pavement widths to a maximum of 32 feet, curb-face to curb-face. Require sidewalks and street trees on both sides of all new streets. Adjust the City's subdivision ordinance accordingly.
  - Promoting conservation neighborhood design principles outlined in the Housing and Neighborhood Development chapter.
- Incorporate conceptual bike and pedestrian routes, existing and future park locations, school sites, and neighborhood retail centers into an up-to-date Park and Open Space Plan (see Utilities and Community Facilities chapter for further explanation).
- Utilize the many resources available at the National Center for Safe Routes to School to support and sustain the Waterloo Safe Routes to School program.
- Develop a wayfinding signage system that serves both bicyclists and visitors and provides direction to major area destinations such as Firemen's Park, the downtown, and the school campus and library.
- Continue to implement the bike and trail system plan as funds become available and as opportunities arise (e.g. install bike lanes at the time of street upgrades). Apply for WisDNR and WisDOT grant monies to help fund projects. The City's conceptual bike route system is depicted on Map 8 and includes both off-street paths and on-road routes and lanes.
- Continue to remain involved in the ongoing Glacial Heritage project, which will establish plans for an integrated network of regional trails through Jefferson County and part of Dodge County and Dane County (also see the Natural Resources Chapter and the Intergovernmental Cooperation Chapter).

Map 8: Transportation and Community Facilities

Copy URL to browser to view map:
http://www.waterloowi.us/images/pdfs/DEVELOPMENT/Map8TransportationandCommunityFacilities.pdf

Chapter Eight: Utilities and Community Facilities

This chapter of the *Plan* contains background information, goals, objectives, policies, and recommended programs to guide the future maintenance and development of utilities and community facilities within the City of Waterloo. Map 8 highlights several of the utilities and facilities described below.

Waterloo will become a Green and Healthy community by:

- More actively managing and advancing park and recreational facilities and programming, in collaboration with the School District and perhaps Marshall.
- Enhancing the City's 5-year park and open space plan to help focus the mission and responsibilities of a "revitalized" park commission and staff, and to define siting and programming ideas for new park and trails.
- Expanding facilities, activities, and events in Firemen's Park and building a trail to the downtown.
- Planning for future parks—perhaps combined with at least one new school site—in different sections of the City.
- Supporting utility upgrades—and creative funding options for them—to meet the needs of current residents and businesses, and to facilitate future economic growth.

A. Existing Utility and Community Facilities

1. City Facilities

The City Hall is located at 136 N. Monroe Street in downtown Waterloo. This building includes City Administration offices and the police station. The building was recently renovated and is anticipated to satisfy the City's needs over the planning period. The City's Department of Public Works is located on Hendrick's Street, and the Waterloo Utilities building is located on Commercial Avenue in the City's industrial park.

2. County Facilities

No County facilities are located in the City of Waterloo, with the exception of Garman Nature Preserve, described below.

3. Public Parks and Open Spaces

The City currently has over 120 acres of parkland and conservancy areas available for public use, not including school park facilities. The Waterloo School District campus in the north central portion of the City provides an additional 10 acres of park and recreation space. The City is currently in the process of updating its comprehensive outdoor recreation plan.

- **Firemen's Park:** This 60-acre park is located northeast of downtown Waterloo, and is widely considered to be the jewel of the community. The Maunesha River generally forms the eastern periphery of the park. The western portion of the park is heavily wooded, and the park accommodates a variety of recreational and social activities, including baseballs, softball, football,

soccer, fishing, picnicking, and ice skating. The park also has playground equipment and an antique carnival carousel.

- **Veteran's Memorial Area:** This 0.1-acre area is located in downtown Waterloo, on the northeast corner of Monroe and Madison Street. This well-landscaped spot includes a bandstand for use during community events.
- **Youker Park (Mill Pond Area):** 3.5 acres. Before the damn was removed from the river, a significant portion of this area was flooded. Now that much of the land has dried up and riparian vegetation has returned to the area, this park offers a significant connection between the City's downtown and Firemen's Park.
- **Knowlton Street Soccer Field:** This open space area is located in the southwestern portion of the City. The field is used primarily for soccer games.
- **Saddle Ridge Park:** This 2.3-acre park is located on the eastern side of the City within a new subdivision. This park is currently undeveloped.
- **Indian Hills Community Park/Morrison Field:** This 14-acre park is located on the western side of the City. The park is currently an undeveloped wooded area.

- **Waterloo School Campus Recreation Space:** Although these 10 acres of land are owned and maintained by the School District, they provide important recreation space to the community. Located in the northern portion of the City, facilities include basketball courts, a football field, and baseball/softball fields. An Olympic-sized swimming pool is also located inside the high school and is open to the public whenever staff can be provided. The pool is considered to be a major, if underutilized, asset to the community.
- **St. Joseph's Recreation Space:** These 2 acres of land are owned and maintained by St. Joseph's Parochial School in the southwest portion of the City. The area includes playground equipment, a basketball court, a soccer field, and a softball field.
- **Dr. J.S. Garman Nature Preserve:** This preserve is owned and maintain by Jefferson County. It is comprised of 40 acres of woodland located just east of STH 19 and south of Knowlton Street in the southwestern portion of Waterloo. Tree species include oak, hickory, maple, and cherry species, and 26 Indian Mounds are located in the southeastern corner of the Preserve. The County is in the process of preparing a management plan for the Preserve, and plans to construct unpaved trails through the area.
- **Deyoung Park:** This small, neighborhood park is planned for the south side of the City within the Deyoung Farm subdivision. The park is adjacent to Garman Preserve and is currently undeveloped.

4. Police Facilities

The City Police Department is located in the City Hall building at 136 N Monroe Street.

5. Fire and Emergency Medical Services

The City of Waterloo Fire Station is located at 900 Industrial Lane and services residents in both the City and Town of Waterloo. The Department is staffed by full-time professional firefighters and over 60 volunteer firefighters, and also provides Emergency Medical Services to area residents.

6. Health Care Services and Child Care Facilities

Residents are served by the UW-Health Medical Clinic located at 111 Anna Street and the Waterloo Dean Clinic at 105 Highland Terrace. The nearest full service medical facility is the Columbus Community Hospital about 20 minutes north of Waterloo.

Little Bears Day Care LLC has two locations in Waterloo, Lum Avenue and Monroe Street. The Lum Avenue location serves children from six weeks to five years old, and the Monroe Street location serves children from five years to 12 years old.

7. Libraries

The Karl Junginger Memorial Library is located at 625 N. Monroe Street, just southeast of the school campus. Built in 1993, the library was funded by generous gifts from the Karl Junginger Foundation and the Evelyn Kading Clark Trust. In addition to books, the library loans videos, DVDs, and provides access to several online databases. A small meeting room is also available for use by the community. The Karl Junginger Memorial Library is a member of the Mid-Wisconsin Federated System.

8. Schools

The City of Waterloo is entirely within the Waterloo School District. This school district also serves children in a portion of the Town of Waterloo, a portion of the Town of York in Dane County, the Town of Portland Dodge County, and portions of the towns of Shields, Lowell, and Elba in Dodge County. According to the Wisconsin Department of Public Instruction, 2006 enrollments for elementary and high school were down from 2005. 2006 Middle school enrollments were only slightly up from 2005 (Figure 8.2). Although enrollment is not currently increasing, the District's school facilities are aging and may need upgrades within the planning period.

There are also two parochial schools located in Waterloo: St. Joseph's Catholic School and St. John's Lutheran School. St. Joseph's serves children in Pre-K through 8th grade; St. John's serves children in Kindergarten through 8th grade.

Figure 8.1: Waterloo School District Boundaries

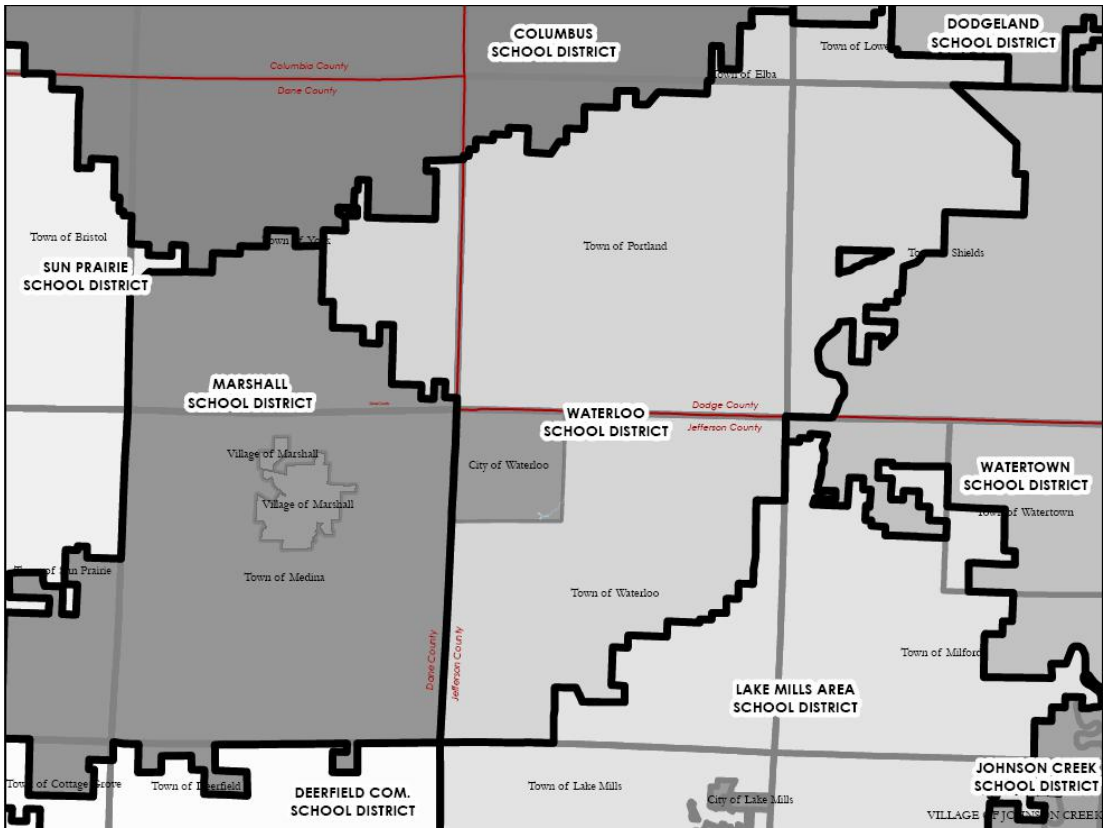


Figure 8.2: Waterloo School District Enrollment, 2001-2006

Name	Location	2001	2002	2003	2004	2005	2006
Waterloo Elementary	785 North Monroe Street	446	411	426	431	474	457
Waterloo Middle School	865 North Monroe Street	154	168	161	128	118	132
Waterloo High School	865 North Monroe Street	305	305	320	328	336	323

Source: Wisconsin Department of Public Instruction, 2006

9. Water Supply and Wastewater Treatment

The majority of properties located in the central, more densely developed portion of the City are served by municipal sewer and water. Properties located on the periphery of the City a served by private wells and individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields.

The City's wastewater treatment facility is located just east of Firemen's Park and discharges into the Maunesha River. The plant was constructed in 1986 and was expanded in 1995. The plant is designed to treat 450,000 gallons per day, and is currently operating at approximately 95 percent capacity. The plant treats household sewage and septage from on-site wastewater disposal systems. The Town of Portland's sewage also gets pumped to and treated at Waterloo's treatment plant. The City is considering the

construction of a holding tank for septage haulers. The City's urban service area, within which the City may extend sewer and water service, currently follows the existing municipal boundaries. Stormwater management in the City is currently managed by the Public Works Department.

Municipal water is drawn from three wells and is stored in a 1 million gallon water tower. The City also provides water to the Portland Sanitary District in Dodge County. The water utility is considering the construction of a taller water tower, which would mean that the City would no longer need some of its water booster stations. The City currently pumps about 550,000 gallons of water per day.

10. Solid Waste Disposal and Recycling

Garbage collection in the City is provided by Veolia Environmental Services. Garbage is collected on a weekly basis and hauled to a landfill located in the City of Delevan.

11. Telecommunications and Power Distribution

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

Electricity is provided by Waterloo Utilities, a member of Wisconsin Public Power, Inc. Waterloo Utilities is located at 122 South Monroe Street. No power facilities are located within the City. High voltage electric transmission lines are provided by the American Transmission Company.

WPPI supplies the power requirements of its members by generating power from its own plants, purchasing power from others and purchasing power from plants operated by three of its members

12. Cemeteries

Oak Hill Cemetery is located on Highway 89 on the east side of the City, St. Joseph's Catholic Cemetery is located toward the west side of the City, and the City of Waterloo cemetery is located in the center of the City.

B. Utilities and Community Facilities Goals, Objectives, and Policies

Goal:

Promote an effective and efficient supply of utilities, community facilities, and public services that meet the expectations of City residents and business owners.

Goal:

Coordinate utility and community facilities planning with land use, transportation, natural resource, and recreation planning.

Goal:

Ensure the provision of a sufficient number of parks, recreational facilities, and open space areas to enhance the health and welfare of City residents and visitors.

Objectives:

1. Discourage low-density, unsewered urban development in the unincorporated areas surrounding the City.
2. Coordinate utilities and community facilities planning with land use, transportation, natural resources, and recreation planning.
3. Encourage logical, cost-efficient expansion of public facilities to serve compact development patterns.
4. Ensure that basic public services such as adequate police and fire protection, street services, solid waste disposal, sanitary sewer services, and education are made available to all residents.
5. Provide quality accessible park, recreation, library, and open space facilities and services to meet the needs of all age groups in Waterloo.
6. Provide quality public outdoor recreation sites and adequate open space lands for each neighborhood in the City.

Policies:

1. Maximize the use of existing utilities and facilities (such as public water, sanitary sewer, and power lines), and plan for an orderly extension of municipal utilities.
2. Work to maintain high standards of excellence in the provision of public safety services, including police, fire, and EMS.
3. Provide quality accessible school and library facilities and services to meet the needs of all age groups the City.
4. Continue to improve and expand access to the Maunesha River, without impairing the river ecosystem.
5. Continue to charge impact fees, as appropriate, to help cover the public facility and utility costs of new development.
6. Require that all proposed residential developments dedicate land for public parks or pay a fee-in-lieu of land dedication.
7. Continue to require all new large-scale development in the City to make provisions for handling stormwater. Such facilities shall be constructed prior to the commencement of development.
8. Continue to cooperate with the private sector to provide access to exceptional health care and child care facilities.
9. Continue to invest in Firemen's Park, increase community-wide use of the Park for events, and identify ways to further capitalize on this significant community asset.
10. Increase connectivity between Firemen's Park and the downtown, including a trail in Youker Park.
11. Continue to increase accessibility to Garman Preserve.
12. Explore opportunities to establish a City park and recreation department.
13. Promote the extension of high-speed internet service (e.g. OC3 line) to and throughout Waterloo.
14. Explore opportunities to purchase and redevelop the old community center building in the downtown to provide an active downtown community center.
15. Support the School District in planning either new or upgraded school facilities, as needed.
16. Work with the School District to investigate ways to better utilize the school swimming pool.
17. Continue to update the City's Park and Open Space Plan every five years to ensure that an adequate number of parks and open spaces are provided to existing and new residents.

18. Ensure the proper ongoing maintenance of existing on-site wastewater treatment systems in the City, and require all future development in the City to connect to public sanitary sewer service.
19. Explore opportunities to construct a new water tower to alleviate some of the need for water booster stations.
20. Pursue the reorganization of City committees/commissions and their responsibilities, particularly in light of Plan recommendations to revitalize the Parks Committee and create a Community Development Authority.
21. Consider waste reduction education programs and promote recycling as a way to advance the City's goal of becoming a *Green and Healthy* community. Continue to contract with private waste disposal companies to provide reliable solid waste disposal and recycling services.
22. Make revisions to other ordinances and codes as necessary to implement the recommendations in this *Plan*, including City building codes, mechanical codes, housing codes, and sanitary codes.

C. Utilities and Community Facilities Programs and Recommendations

1. Implement a More Formalized Approach to Managing Parks and Recreation

Parks, bike paths and natural areas provide Waterloo residents and visitors with active and passive recreational opportunities, provide a connection to nature, serve as community focal points, increase surrounding property values, and enhance overall quality of life. They are the essence of a *Green and Healthy* Community.

Furthermore, public input during the comprehensive planning process revealed a significant interest in enhancing the City's parks and recreational facilities and activities. At the vision workshop held in October of 2006 (see the Issues and Opportunities chapter for details), participants identified opportunities and priorities for the future of the City. For example, at the October 2006 vision workshop, participants' list of top priorities for the City included promoting Firemen's Park, enhancing the City's trail network and connecting with regional trails, emphasizing the use of other City parks, establishing a City dog park, and increasing the number of youth recreation activities offered in the City. Focus group meetings and interviews also revealed support for City-run recreational programming as a way to better respond to community needs.

To address this interest and respond to the importance of parks and trails in the community, a more formalized system than currently exists is advisable. This new system would be responsible for directing and managing the ongoing provision, operation, and maintenance of all of public park and recreational facilities, organizing and coordinating community recreational programming, and planning for and implementing future parks, trails, and other recreational facilities. This may even include a future community center, advised for consideration elsewhere in this chapter. Working in conjunction with the School District, the Fire Department, and other potential partners, the City will consider a few options to create a more formalized park and recreation function. These options include:

- Establishment of a City Park and Recreation Department (perhaps just one staff coordinator) to administer the parks and recreation programming and coordinate volunteers, along with revitalization of the City's Park Commission to provide policy oversight.
- Another option is to consider working with the Waterloo School District to hire a joint recreation coordinator to manage parks and recreational facilities held by both the City and District. This would have the advantage of increased efficiency and greater coordination among the two main entities that own recreational facilities in Waterloo. The Sauk Prairie Area School District, in coordination with the affected local communities, recently hired a recreation coordinator based on this model.

- A third option would expand the partnership to not only include the Waterloo School District, but also the Village of Marshall and perhaps the Marshall School District. All four entities own and manage unique facilities. A joint coordinator would be able to organize more efficient use of the recreational facilities offered in both communities, perhaps reducing the need for redundant facilities or programs. For example, the Waterloo School District's swimming pool is currently a very valuable but underutilized recreational resource. A joint coordinator could help to promote the pool in both communities. Intercommunity facility ideas—such as a trail connecting the communities—could also be more easily advanced. This option was put forth in an intergovernmental meeting between the Village and City near the end of the comprehensive planning process.

The City intends to convene the various interested parties, under the auspices of the City's Park Commission, to discuss these and potentially other options.

2. Maintain an Up-to-Date Park and Open Space Plan

In order to remain eligible to receive federal and state grant monies, communities are required to prepare an updated Park and Open Space Plan every five years. At the time this Comprehensive Plan was being prepared, the City was in the process of drafting an update to its former Park and Open Space Plan. The City will complete and adopt the most recent draft of the Park and Open Space Plan, and continue to update the plan every five years to ensure that the information in the plan is complete and that it reflects the vision of the community.

A well prepared Park and Open Space Plan should address the park, recreation, and open space needs of all residents of the City. The plan should measure the supply of existing park facilities, project future parkland and park amenity needs, and create recommendations to meet the anticipated future demands for the community's park and open space system. City bike and recreational corridor plans should also be integrated into a Park and Open Space Plan to promote connectivity between parks and recreational facilities.

In Waterloo, an up-to-date Park and Open Space Plan will also help focus the mission and responsibilities of the revitalized Park Commission and define siting and programming ideas for new parks and trails. Ensuring the timely completion of a state-certified Park and Open Space Plan may be an appropriate task for a new Park and Recreation Department to manage, should the City decide to establish one (see #1 above).

3. Explore Opportunities to Continue to Utilize Firemen's Park as a Community Asset

Firemen's Park is often cited by residents as one of the City's strongest but most underutilized assets. This 60-acre, centrally-located park is an unusual amenity for a community of Waterloo's size, but is representative of the City's character, work ethic, and long-standing values.

During this comprehensive planning process, City residents expressed a desire to better utilize Firemen's Park. One approach to achieving this goal is to develop new and different facilities in the park. The City of Waterloo Riverwalk Plan, prepared in 2000, includes recommendations and illustrations for new and improved amenities in the Park, including playgrounds, nature trails, coordinated event areas, and dedicated picnic areas. As part of the preparation of an updated Park and Open Space Plan, it is

"Firemen's Park is just a great place to visit, even if one is by themselves. The lay of the land, trees, water coming over the dam, listening to the birds sing, it gives one a feeling of peace and freedom!"

--James Krause, a former resident of Waterloo remembering Firemen's Park in the early 1930's

recommended that the City facilitate one or more public participation events that focus on planning for the future of Firemen's Park. This event should involve both adults and youth and should provide an opportunity for the community to come together to support a project that will ultimately benefit everyone. It will also help residents take ownership of the park and its future, and will generate enthusiasm for the project. After all, the park's very existence is the result of the hard work and volunteer efforts of the residents of Waterloo. It only makes sense that the park's future should be the product of continued community action.

Because Firemen's Park is so large, it has the capacity to host a variety of activities. In addition to constructing new facilities and adding new equipment, use of the park could also be increased if the space was more frequently utilized for community events, such as those listed in the Cultural Resources chapter of this *Plan*. The Park has a long history of hosting community celebrations, the first taking place on the 4th of July, 1905! Over the years, many Waterloo residents can recall gathering in the park to dance and listen to bands play, to watch baseball games amidst the trees, and to socialize with their neighbors. By hosting events that not only draw City residents to the park, but also residents of surrounding communities, the City will continue to promote the park as a central and trademark feature of the community.

4. Continue to Create New Park Spaces

As new development occurs, the City will continue to ensure the logical siting and development of neighborhood parks, maximizing opportunities for developer land dedications and the strategic collection and expenditure of fees-in-lieu of land dedication, where appropriate. The City's goal should be to provide at least one park within a comfortable walking distance (¼ to ½ mile) of all homes, and to encourage pedestrian access to these parks via sidewalks, trails, or bicycle lanes. The City should particularly focus on providing additional park space south of Madison Street. Where ever possible, new park sites should incorporate both active and passive recreational opportunities.

Youker Park

Map 8 shows two community park study areas in the City: one in the southwest quadrant of the City, south of Deyoung Farm, and a second to the west of Indian Hills Park in the northwest quadrant of the City. The boundaries of these study areas are not intended to illustrate the size of the park. Rather, they are meant to show areas that may generally be appropriate for future community parks. Actual park boundaries and acreage will be determined upon further analysis of the areas. In the future, the City intends to provide one larger community park in each quadrant of the City where there is residential development. In the southwest quadrant of the City, the City should work with the school district to combine the development of a community park with future school facilities.

In addition, the City should also cultivate opportunities to provide smaller, more intimate public park spaces. Such places, when strategically positioned throughout the community can provide ideal locations

for residents to meet with friends, sit and relax, eat lunch, read a book, or rest during a jog or bike ride. Some existing but underused City-owned lands may serve this purpose.

5. Implement a Plan for the Old Mill Pond Area

The Waterloo Riverwalk Plan that was prepared in 2000 illustrated recommendations for the old Mill Pond area, which generally extends between the downtown and Firemen's Park. The Riverwalk Plan included designs for a boardwalk that would follow the River and connect the downtown to Firemen's Park. In 2007, the City prepared a similar but slightly modified design concept for this area. It is recommended that once the design is complete and adopted, the City should integrate these recommendations into its Park and Open Space Plan to be implemented in phases and as funds become available. Incorporating this plan into the Park and Open Space Plan will also allow the City to apply for state or federal grant monies to fund the project, which is especially important since this is the type of project that typically has a good chance at receiving such grants.

6. Continue to Include the School District in Future Planning Decisions

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

Although School District enrollment has remained relatively steady in recent years, it is likely that over the course of this planning period the District will need to consider the acquisition of land for a new elementary school. The City will work with the District to proactively identify an appropriate site for the school before land costs escalate and or other development occurs in the most desirable areas. Such a site would likely be located on the south side of the City. The City and school district may consider the development of a combination community park/school site, which may allow for efficiencies in construction and maintenance costs. The community park/school site study area shown on Map 8 would allow for access to Waterloo Road and Garman Preserve, and could directly serve development occurring on the south side of the City.

Waterloo School Campus from the air

7. Open a Community Center

Many participants in this planning process identified the need for a City community center that would serve a range of age groups and social organizational needs. Over the planning period, the City may actively work with local groups to identify potential sites for a community center, which would function as an indoor gathering place and entertainment destination. One opportunity may be to renovate the community hall building on South Monroe Street for this use.

8. Plan for a Board of Police and Fire Commissioners

When the City's population reaches 4,000 residents (projected to occur around 2020), the City will need to establish a board of police and fire commissioners consisting of five citizens, as required by Wisconsin Statutes.

9. Upgrade Public Utilities as Needed

Over the planning period, the following utility upgrades will need to be considered:

- Pursue the construction of a new water tower, likely on the existing site, as development demands. This will alleviate the need to some water booster stations, thereby increasing the operational efficiency of the utility system.
- Continue to explore options for better city-wide management of stormwater infiltration into sanitary sewer lines for the purposes of managing peak flows within treatment plant capacity. The City and the Waterloo Utility District intend to explore transferring management of the stormwater conveyance and treatment system from the City's Public Works Department to the Utility District."
- As opportunities arise, work to close loops in water mains.
- Continue program of replacement and enhancement of utility lines with street reconstruction projects and in areas of greatest need.
- Explore expansion of public utility services to include wired and wireless communications.

10. Development Impact Fees

In an era of diminishing municipal resources, many cities and villages are instituting impact fees on private developments as a way to pay for the off-site costs of community facilities and utilities that result from those developments. Impact fees for facilities like parks, roads, utilities, and planned public buildings are now standard in many communities across the State.

To assist with implementing the recommendations in this *Plan*, the City should continue to evaluate the need to for impact fees to help fund the following types of facilities: park lands, certain park improvements as allowed under current State Statutes, water treatment facilities, and any other public facilities for which future expansion may be likely.

Figure 8.3: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Solid Waste & Recycling Services	Ongoing	Consider waste reduction education programs and promote recycling as a way to advance the City's goal of becoming a *Green and Healthy* community.
Stormwater Management	Ongoing	Continue to explore options for better city-wide management of stormwater infiltration into sanitary sewer lines for the purposes of managing peak flows within treatment plant capacity. See Also Figure 11.1: Plan Implementation Program
City Hall	--	City Hall facilities are expected to be sufficient through the planning period.
Public Works	2009-2011	Upgrade the City's public works buildings.

Figure 8.3: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Police Station	Approx. 2020 (as population approaches 4,000)	When needed, establish a board of police and fire commissioners consisting of five citizens, as required by Wisconsin Statutes.
	Ongoing	Continue annual squad car replacement program.
	Ongoing	Update equipment (e.g. radios, computers) as needed.
Fire Department and EMS services	Approx. 2020	When needed, establish a board of police and fire commissioners consisting of five citizens, as required by Wisconsin Statutes.
Medical Facilities	Ongoing	Continue to cooperate with the private sector in providing these essential services.
Library	2008-2010	Coordinate with the library to enhance services, including becoming involved in the integrated library systems consortium.
Schools	2008-2010	Support School District on efforts to upgrade school facilities. See Also Figure 11.1: Plan Implementation Program
Park and Recreation Facilities	--	See Figure 11.1: Plan Implementation Program
Community Center	--	See Figure 11.1: Plan Implementation Program
Sanitary Sewer Service	Ongoing	Continue program of replacement and enhancement of utility lines with street reconstruction projects.
	Ongoing	Explore options for better city-wide management of stormwater infiltration into sanitary sewer lines for the purposes of managing peak flows within treatment plant capacity. Explore transferring management of the stormwater conveyance and treatment system from the City's Public Works Department to the Utility District."
On-Site Wastewater Treatment (Septic) Systems	Ongoing	Ensure the proper ongoing maintenance of existing on-site wastewater treatment systems in the City, do not allow additional systems for new development in the City.
Water	2008	Pursue the construction of a new water tower, likely on the existing site.
	Ongoing	Work to close loops in water mains.
	Ongoing	Continue program of replacement and enhancement of utility lines with street reconstruction projects.

Figure 8.3: Utilities and Community Facilities Timetable

Utility/Facility	Timetable	Comments
Telecommunications	2008-2010	Explore expansion of public utility services to include wired and wireless communications.
Power Plants/Transmission Lines	Ongoing	Continue to work with the American Transmission Company on issues related to the location or upgrade of transmission lines or power substations in and near the City.
Cemeteries	Ongoing	Private parties will provide cemetery capacity in and around the City as needed.
Child Care Facilities	Ongoing	Child care services and facilities are expected to meet demand through the planning period and will be handled through private parties.

Chapter Nine: Housing and Neighborhood Development

A community's housing stock and neighborhoods are its most significant long-term capital asset. As is typical in most communities, housing is the largest single land user in the developed portions of Waterloo (roughly 18 percent of the total land area). Housing not only provides shelter, but neighborhoods also help to establish a community's sense of place. This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City, along with high-quality neighborhoods.

Waterloo will become a Green and Healthy community by:

- Encouraging a blend of high-quality housing options for all current and prospective residents.
- Promoting unique housing choices for Waterloo—like cooperative housing, redeveloped/converted buildings for housing, and waterfront condominium developments.
- Advancing conservation neighborhood design techniques as a way to organize new neighborhoods that embrace nature, nurture greater human interaction, and create a sense of place.

A. Existing Housing Framework

From 1990 to 2000, the City's total housing stock increased nearly 19 percent, from 1,048 to 1,293 housing units. On average, the City added about 24 new housing units per year between 1990 and 2000. As shown in Figure 9.1, most housing units in Waterloo are single family homes. The percentage of multi-family units in the City increased moderately from 1990 to 2000, and few, if any, duplexes were constructed during this same time frame.

Figure 9.1: Housing Types, 1990-2000

Units per Structure	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family (detached and attached)	686	65.5%	861	66.5%
Two Family (Duplex)	131	12.5%	127	9.8%
Multi-Family	136	13.0%	211	16.3%
Mobile Home	78	7.4%	96	7.4%

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

Figure 9.2 compares other 2000 housing stock characteristics in Waterloo with surrounding communities and Jefferson County. In 2000, Waterloo had an average vacancy rate of 3.9 percent, lower than for all other nearby communities except the Village of Marshall and the Town of Medina. The percent of owner-occupied housing units in the City was 71.7 percent, which is slightly less than average for nearby communities, but equal to that of the County. The Average Equalized Value of residential property in

Waterloo in 2005 was lower than for all other surrounding communities, with the exception of the City of Ft. Atkinson and the Town of Portland. The City of Waterloo's median monthly rent was $581, which is slightly less than the average for nearby communities.

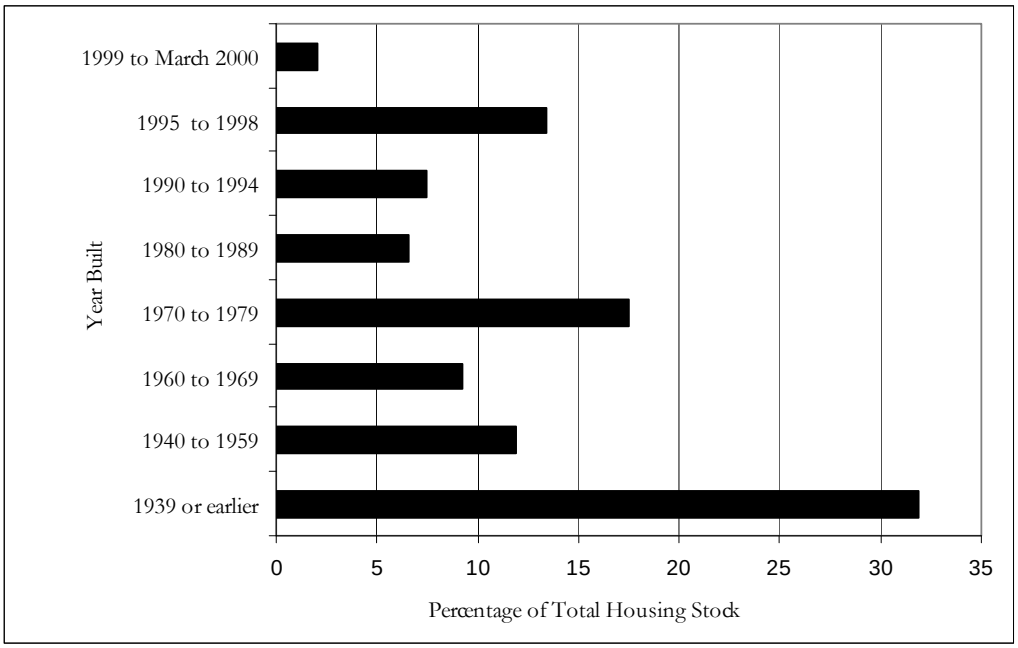
Figure 9.2: Household Characteristics Comparison

	Total Housing Units	Percent Vacant Housing	Percent Owner-Occupied Housing	Average Equalized Value of Residential Property 2005*	Median Rent
City of Waterloo	1,293	3.9%	71.7%	$141,994	$581
Town of Waterloo	312	4.2%	87.3%	$201,184	$675
Town of Aztalan	553	4.2%	88.5%	$179,953	$588
Town of Portland	421	5.9%	85.6%	$139,860	$571
Town of Medina	452	1.1%	84.3%	$210,749	$585
Village of Johnson Creek	659	5.3%	66.7%	$160,170	$683
Village of Marshall	1,312	3.5%	76.1%	$157,195	$648
City of Lake Mills	2,065	6.8%	68.9%	$176,834	$588
City of Jefferson	2,934	4.0%	60.8%	$146,523	$554
City of Fort Atkinson	4,983	4.5%	64.0%	$139,360	$549
Jefferson County	30,109	6.3%	71.7%	$163,097	$564

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

Figure 9.3 illustrates the age of the City's housing stock based on 2000 Census data. This characteristic is sometimes used as a measure of the general condition of the local housing supply. More than half of Waterloo's housing was built before 1969, and over 30 percent was built prior to 1940. About 23 percent of Waterloo's housing was constructed from 1990 to 2000. Given that Waterloo has roughly 150 years of history, it is not surprising that the majority of the housing stock was built before 1969. Nevertheless, a casual survey of the housing stock in the City reveals that housing is in generally good condition, regardless of age.

Figure 9.3: Age of Housing as a Percent of the Total 2000 Housing Stock



B. Housing Programs

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

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

C. Housing and Neighborhood Development Goals, Objectives, and Policies

Goal:

Provide a variety of housing types at a range of densities, arrangements, and costs to accommodate the needs and desires of existing and future residents.

Objectives:

1. Design neighborhoods that provide a range of housing types, densities, and costs, but that also maintain the predominately single-family character of the City.
2. Encourage the development of high-quality homes at all levels, including upscale homes.
3. Encourage mixed-use and conservation neighborhood development design.
4. Promote the maintenance and rehabilitation of the existing housing stock.

Policies:

1. Discourage the conversion of existing single-family housing to two-family or multi-family housing.
2. Based on the land demand analysis provided in this Plan and shown on the Future Land Use map, plan for a sufficient supply of developable land for housing for a variety of income levels, including low and moderate income residents.
3. Direct new City housing to areas that have convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
4. To encourage human interaction and to create a sense of place in the community, design new City neighborhoods in accordance with conservation neighborhood design principles, as described below.
5. Promote quality neighborhood design and layout in new residential areas, updating the subdivision ordinance as necessary.
6. Encourage initiatives that strengthen existing neighborhoods through the maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.
7. Require that the development of new neighborhoods matches the City's historic housing mix. In general, not less than 65 percent of all new housing units in any new neighborhood should be single-family detached homes.
8. Phase residential development in a manner consistent with public facility and service capacity.
9. Plan for multi-family housing in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity.
10. Require high-quality design for multi-family developments.
11. Explore options to establish a cooperative housing development in the City.
12. Ensure an adequate mix of housing colors, architecture, and garage placement to avoid monotony.

D. Housing and Neighborhood Development Programs and Recommendations

1. Support the Provision of Affordable Housing

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

- **Promote the maintenance of older neighborhoods:** The existing housing stock in Waterloo is an important component of the affordable housing supply, provided that housing is well maintained. Greater use of programs like CDBG would help fund rehabilitation grants and loans for existing housing. In addition, facilitating development proposals for senior housing also helps free up older homes for a new generation. A review of existing ordinances may also help facilitate proper

maintenance and upgrading of new homes. For example, the City intends to make sure that setback and other standards in zoning districts mapped over older sections do not unnecessarily stymie appropriate home improvements.

- **Support upper story housing downtown:** As part of ongoing downtown revitalization efforts, the City should emphasize the retention and conversion of upper story spaces into housing. This may require financial incentives for necessary building upgrades such as those identified in the Cultural Resources chapter.
- **Encourage smaller City lot sizes:** The City intends to adopt, utilize, and encourage residential zoning districts that allow lots smaller than 10,000 square feet, provided that house plans or design standards are provided that are suited for those sized lots and promote high-quality design. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. Lots as small as 7,000 square feet and as narrow as 50 feet are becoming increasingly common in southern Wisconsin.
- **Allow high-quality multiple family housing:** Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options. Too often, resistance to higher density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community, or are generally unattractive. The design standards discussed and illustrated later in this chapter are intended to address these issues. Another option is to support cooperative housing developments, which is explained in more detail below.

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

2. Support the Development of Cooperative Housing

As another affordable, diverse housing option, through its plans and ordinances the City will consider approval of cooperative housing options in appropriate locations and in formats that are compatible with the City's residential character. One possible site that a cooperative may be appropriate is the area on the east side of Jefferson Street across from the Antique Mall.

Residents of a housing cooperative (co-op) own a share in a corporation that owns or leases the buildings and/or land in which they live. All shareholders are entitled to live in a specific home or unit on the property and have a vote in the corporation. Shareholders pay for their proportionate share of the

amount it costs to run the cooperative, including underlying mortgage payments, property taxes, management and maintenance costs, insurance, utilities, and costs associated with any reserve funds. Although housing cooperatives can be comprised of any housing type, including townhouses, apartments, single-family homes, and senior housing units, the common thread among all co-ops is democratic control by all members of the cooperative. This is typically accomplished by maintaining volunteer boards of directors that are elected by all co-op members. Many co-ops also have committees that are responsible for overseeing things like activities and newsletters. Maintenance is either handled by co-op members or by a hired manager or management company.

There are also types of housing arrangements that are *similar* to housing cooperatives in that they are democratically run by residents, but they may or may not be cooperatively owned. These include co-housing. Co-housing offers residents a strong community environment. They often have extensive common amenities, such as a common house and common recreation areas. Co-housing developments are managed by the residents, but few are cooperatively owned. Rather, they are typically set up like condominiums or Planned Unit Developments.

Benefits of Cooperative Housing

Affordability: lower down payments and closing costs, economies of scale, and longer mortgage terms make co-ops more affordable. Unless taxes or operating costs go up, charges remain more stable over time.

Tax Deductions: For income tax purposes, a co-op member is usually considered a homeowner and can deduct their share of the real estate taxes and mortgage interest paid by the cooperative.

Equity: Certain co-ops provide for accumulation of individual member equity.

Limited Liability: Members have no personal liability for the co-op mortgage, which often makes it possible for persons whose income might not qualify them for an individual mortgage to buy a membership in a limited equity co-op.

Elimination of Outside Landlord: Co-ops offer control of one's living environment.

Community Control: As mutual owners, member residents participate at various levels in the decision-making process.

Cultural Diversity: Co-ops present opportunities for interaction with a diversity of people.

Extended Services: By working together, people are able to provide services for themselves that they would not otherwise be able to obtain independently. Examples include athletic teams, co-op preschools, credit unions, tutoring, food-buying clubs, arts and crafts, and senior health care and support services.

Shared Maintenance Responsibilities: Members generally have limited direct maintenance responsibilities. The cooperative association is responsible for major repairs, insurance, replacement of worn-out equipment, and upkeep of common grounds and facilities.

Vandalism and Security: Members protect their association's property. An important benefit of converting rental properties to co-op ownership is reduction in vandalism and abuse of property and improved and shared security arrangements. Recent studies indicate that the presence of co-ops in the neighborhood brings neighborhood crime down.

Source: National Association of Housing Cooperatives

3. Promote Conservation Neighborhood Design

For the purposes of future planning for areas designated as "Planned Neighborhoods" on the Future Land Use map, the City should promote what is often referred to as "Conservation Neighborhood Design." When correctly executed, the implementation of Conservation Neighborhood Design principles will help the City advance its goal to become a Green and Healthy community, including the following:

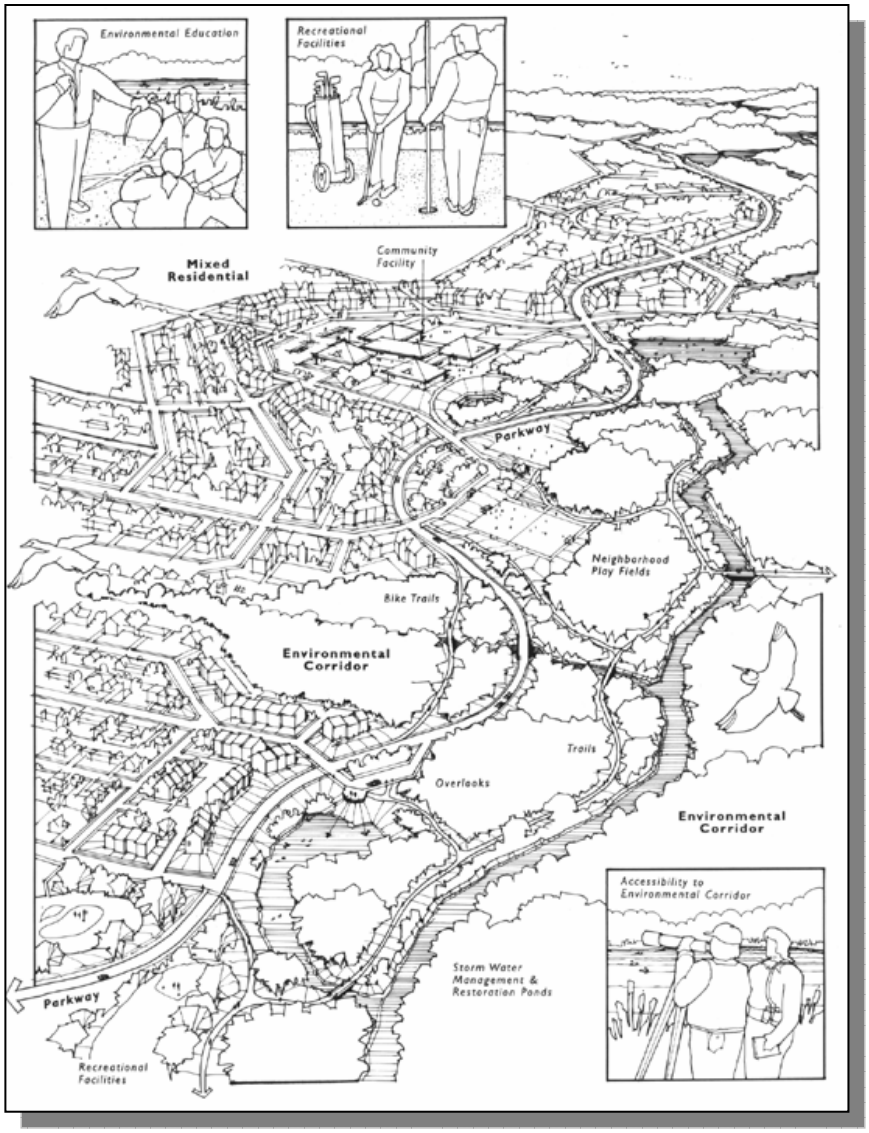
- Provide housing, parks, and schools within walking distance of shops, services, and/or jobs;
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk;
- Integrate a variety of high-quality housing types to accommodate a variety of lifestyles and age groups;
- Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods and communities.

Ultimately, conservation neighborhoods should succeed at using significantly less land for development than would be needed to develop conventional subdivisions. Where appropriate, much of this land can be preserved as permanent open space, enhancing the overall environmental and aesthetic integrity of the community. Based upon conservation neighborhood design principles, the following is a list of standards for new neighborhoods in the City (also see Figure 9.4).

- **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 Variety in Housing:** Incorporate a variety of housing types in a compact and interconnected form. Embrace development density, and cluster housing to preserve environmental features. When reviewing proposals for new residential development, attempt to retain the City's historic ratio of single family, two-family, and multiple family housing, as described under the policies and programs section for "planned neighborhoods" in the land use chapter.
- **Carefully 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).
- **Promote Walkability:** Design the neighborhood to facilitate pedestrian movement within the neighborhood and between the neighborhood and other nearby destinations (parks, schools, business districts).
- **Facilitate Walking:** Provide sidewalks and/or walking paths along all streets and throughout the neighborhood.
- **Promote Connectivity:** Interconnect streets (i.e. extend street grid pattern) both within the neighborhood and to existing and future adjoining neighborhoods. Minimize the creation of cul-de-sacs to where environmental features and odd property configurations require them.
- **Calm Traffic:** Accommodate on-street parking and promote narrower streets (maximum 32 feet for minor 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.
- **Grow Trees:** Require street trees to be planted along all new streets.
- **Face the Street:** Focus 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.

- **Place Less Emphasis on the Garage:** Set back garages from the main body of the house wherever possible.
- **Provide Buffers:** Provide adequate vegetated buffers between development and natural features.
- **Connect Natural Features:** Provide and restore connections within neighborhoods between fragmented natural features, such as through trails or greenways.
- **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.
- **Go Back to the Natives:** Incorporate native landscaping as a central theme in common areas and provide incentives for home owners to do the same on their properties.

Figure 9.4: Conservation Neighborhood Design

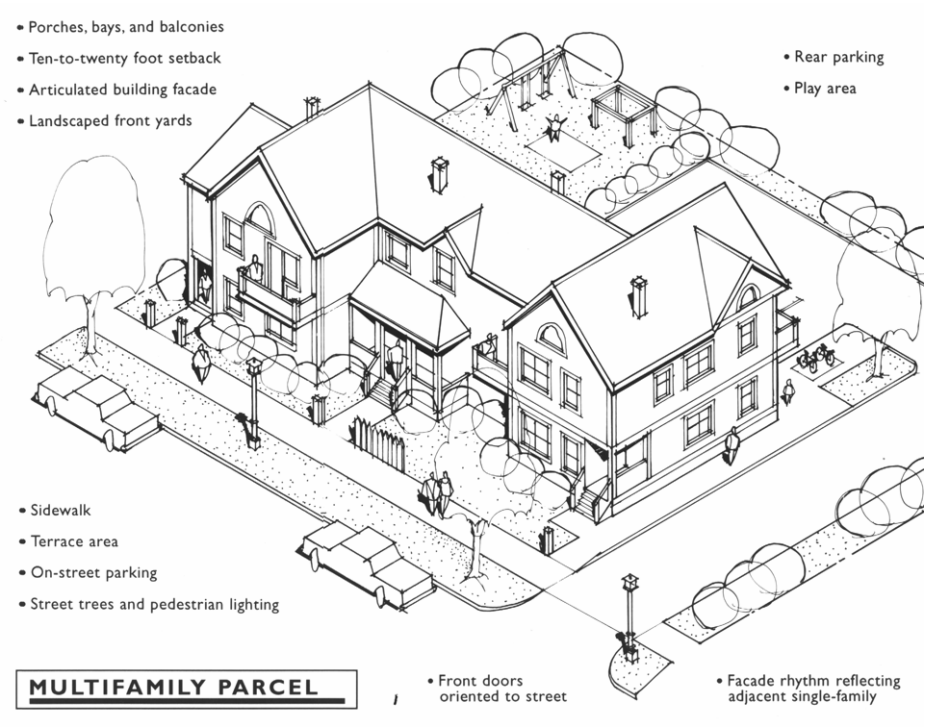


In order to implement these standards, the City should consider the following approaches:

- Modify zoning and subdivision ordinances to encourage the neighborhood development forms, densities, and use mixes described above.
- Adopt a revised Planned Unit Development (PUD) zoning district that permits greater flexibility in the design and density of new developments. Such a district should explicitly allow for the mixing of residential and commercial development, as long as development follows well-defined guidelines. The district should also permit increases in the density of residential development, when and where appropriate as determined by the Plan Commission.
- Consider anti-monotony and other design standards in the zoning ordinance for single-family subdivisions.
- Allow and encourage the provision of neighborhood parks, shopping, and services within ¼ mile of all residences in new neighborhoods. Locate shopping and services along busier roads to draw upon a broader market. Appropriately zone such lands in advance of single-family housing construction, which minimizes conflict later.
- Support the development of mixed use buildings and sites (e.g., first floor commercial, upstairs apartments) by allowing such uses as permitted-by-right in neighborhood commercial and multiple family zoning districts.
- Adopt design standards for multiple family housing in the zoning ordinance to ensure high-quality multi-family projects that complement the character of existing development in the City. Limit the scale of multiple family housing projects to be compatible with Waterloo's size. For example, require all projects with buildings containing 8-16 units to obtain a conditional use permit, and do not allow 17+ unit buildings, except under Planned Unit Development zoning.

52 percent of survey respondents indicated support for architectural standards for houses

Figure 9.5: Recommended Design Standards for Multi-Family Developments



4. Require Neighborhood Development Plans in Advance of Development

The Land Use chapter includes a description of the "Planned Neighborhood" future land use category, which is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. These areas are mapped on Map 7 for future development in different parts of the City.

Because of the complexity associated with developing well-thought-out "Planned Neighborhood" areas the City may consider the preparation of detailed neighborhood development plans to further guide development of these areas. A neighborhood development plan would be prepared by a developer, a group of property owners, or the City in advance of the approval of individual subdivision plats within the area it covers.

Neighborhood development plans specify characteristics such as land use mix, density, street layouts, open space, and stormwater management features in greater detail than is possible within this Comprehensive Plan. These plans also suggest important connections between individual property ownerships and future subdivision plats. Neighborhood development plans would ideally be adopted as a detailed component of the City's Comprehensive Plan once completed.

Figure 9.10: Sample Neighborhood Development Plan Map

Preparing Neighborhood Development Plans – A Recommended Process

The following planning process has a proven track record of success:

I. Analysis: A wide variety of site specific information must be collected about both existing and emerging conditions:

   A. Establish and confirm the full neighborhood design process, including the creation of an ad-hoc or blended oversight committee including and/or reporting to the Plan Commission and City Council;
   B. Collect existing map and plan data for the area and its surroundings related to parcels, topography, soils, land cover and uses, utilities, transportation, recreation, public services, plan recommendations, zoning and property ownership;
   C. Evaluate the existing and emerging real estate market;
   D. Employ meaningful public participation to help identify opportunities & constraints, and to help create a vision for the area; and,
   E. Conduct property owner, agency and stakeholder interviews.

II. Plan: Based on the results of the Analysis phase, prepare a detailed Neighborhood Development Plan as derived from the consideration of a Preliminary Concept Plan, Alternative Concept Plans where options are many, and a Refined Draft Neighborhood Plan:

   A. Refine and confirm the neighborhood vision;
   B. Draft and confirm a Preliminary Concept Plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian & bicycle networks, and the open space system. For more complex neighborhoods with a variety of options, produce and confirm one or more Alternative Concept Plans;
   C. Present Preliminary Concept Plan or Alternative Concept Plans for review by the public, stakeholders, agencies and the committee. An alternatives Open House with rating sheets is an excellent method to receive general public input;
   D. Produce and confirm a Draft Neighborhood Development Plan based on the responses to the Preliminary or Alternative Concept Plans.
   E. Refine and adopt the Neighborhood Development Plan, and ultimately integrate it into the *Comprehensive Plan* as an amendment.

III. Implementation: Following neighborhood development plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:

   A. Facilitate developments consistent with that plan;
   B. Establish zoning districts and boundaries in compliance with the plan;
   C. Review proposed land divisions, conditional use permits and planned developments based on conformance with the plan, including consideration of land use pattern, density/intensity, community character, and infrastructure recommendations.

Chapter Ten: Intergovernmental Cooperation

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

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

Waterloo will become a Green and Healthy community by:

- Participating in regional initiatives to coordinate and implement land use, trail, open space, and economic development planning.
- Engaging in intergovernmental discussions and possibly intergovernmental agreements to achieve mutually beneficial growth patterns and protect the City's interests.
- Collaborating with the Waterloo School District on joint educational, recreational, and facility use initiatives.

A. Regional Planning Framework

Map 1 shows the boundaries of Waterloo's neighboring or overlapping jurisdictions. Planning documents for these local, regional, and state jurisdictions were analyzed during the City's planning process to identify mutual planning issues or potential conflicts. The following is a summary of this analysis, including an analysis of potential conflicts between plans of adjoining and overlapping units of government and the City of Waterloo. Where conflicts are apparent or may occur, approaches to resolve them are proposed later in this chapter.

1. State Agencies

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

The Wisconsin Department of Natural Resources (WisDNR) provides service to all Jefferson County residents out of six South Central Wisconsin offices including Madison, Fitchburg, Janesville, Poynette, Dodgeville, and Horicon.

There are no known conflicts between the City's plans and the plans and actions of these State agencies, except that the City does not support the Midwest Regional Rail Initiative in its current form. This is because that initiative would route high-speed trains through Waterloo, including fencing and possible street closures, without a stop in Waterloo.

2. Regional Planning Commissions

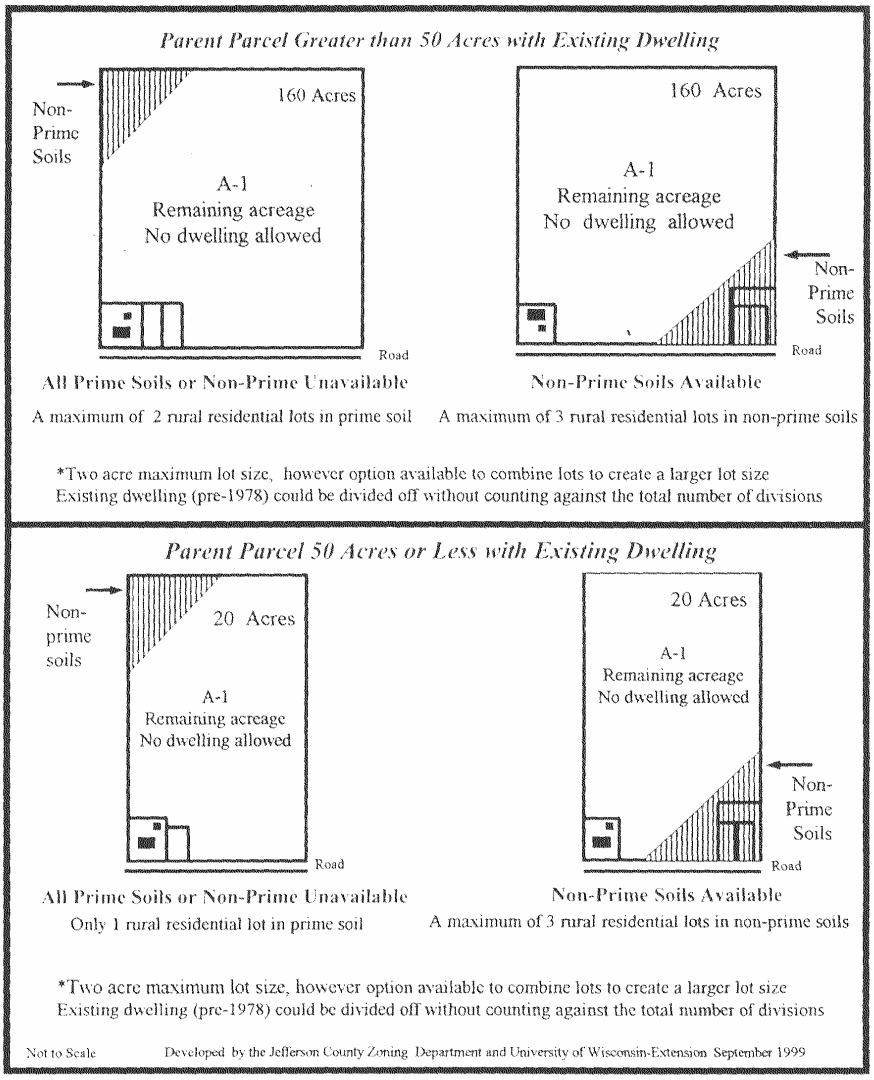
The City of Waterloo is not located within the jurisdiction of any regional planning commission or metropolitan planning organization.

3. Jefferson County

Being in the path of the Madison-Milwaukee development, Jefferson County is concerned about preserving its historic agricultural land use base and small community character. Planning and zoning decisions in the County are guided by the 1999 Jefferson County Agricultural Preservation and Land Use Plan and by County zoning, which is applicable in all unincorporated areas. The County's plan is considered a strong model for fostering agricultural preservation, environmental protection, and vibrant cities and villages. The County's plan advocates for long-term growth in the County's developed communities (mostly villages and cities) with urban infrastructure and services, with the intent of protecting and preserving farmland, natural resources, and rural character in the County's many undeveloped and pristine areas.

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

Figure 10.1: Development Options within Jefferson County Agricultural Preservation Areas



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

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

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

4. Town of Waterloo

The Town of Waterloo borders the City to the east and to the south, and in 2005 had an estimated population of 593 residents. The Jefferson County Agricultural Preservation and Land Use Plan effectively serves as the Town's comprehensive/land use plan. Within the County plan, Town lands immediately outside the City's boundaries are planned to remain agricultural, with significant areas designated as environmental corridor, such as the Waterloo Wildlife Area. The Town is also under Jefferson County zoning and land division ordinances. There has been little development pressure or interest in the Town of Waterloo.

There are no known conflicts between this *City of Waterloo Comprehensive Plan* and plans and zoning applicable in the Town of Waterloo. The City's *Plan* does identify portions of land south of Waterloo Road as a Long Range Neighborhood Growth Area.

5. Dane County

Dane County is located directly west of the City of Waterloo. In late 2007 or early 2008, Dane County is expected to adopt the Dane County Comprehensive Plan. That plan is focused on agricultural and natural area preservation in most rural parts (towns) in the County. It advises a continuation of exclusive agricultural zoning, very limited non-farm development in rural areas, and innovative techniques like transfer of development rights to manage growth and permanently preserve farmland.

The Dane County Parks and Open Space Plan 2006-2011 also contains recommendations relevant to the City of Waterloo and its planning. Specifically, the Plan recommends that a bicycle and pedestrian trail be extended between Riley-Deppe County Park, the Village of Marshall, and the City of Waterloo.

There are no known conflicts between this *City of Waterloo Comprehensive Plan* and Dane County's plans and policies. In fact, Waterloo supports the County's agricultural preservation and trail plans. Recently, the State Legislature passed a statute that prevents the City of Waterloo (and similarly situated communities) from annexing land into counties where they are not currently located, unless the affected town and county board both agree to the annexation. This statute was considered in the preparation of this *Plan*.

6. Town of Medina

The Town of Medina is located in Dane County and borders the City of Waterloo to the west. In 2005, the Town had an estimated population of 1,279 residents. The Town has had land use plans and zoning since the late 1970s that support agricultural preservation, allowing housing densities not exceeding one house per every 35 acres owned since that time. There has been limited development pressure in the Town.

The Town has some concerns with the City of Waterloo allowing future development along Waterloo Road, namely the effect it will have on traffic and maintenance of that town road. The Town has asked to be involved in future development proposals that take access to Waterloo Road.

There are no known conflicts between the City's *Plan* and the plans and policies of the Town of Medina.

7. Dodge County

In 2005, the Dodge County Board adopted the 2030 Dodge County Comprehensive Plan. That plan, prepared with participation from participating towns, identifies large areas in Sections 31 and 32 of the

Town of Portland, directly north of the City, for "single family residential" and "general residential" use. The general residential category includes mobile home and multiple family housing options. The Dodge County Plan is silent regarding within which jurisdiction (Portland or Waterloo) such development should occur.

Dodge County has a general county zoning ordinance, but it is not applicable in the Town of Portland, which has its own general zoning. Only County shoreland, wetland, and floodplain ordinances apply in Portland.

There are apparent conflicts or at least significant ambiguities between the Dodge County Comprehensive Plan and this *City of Waterloo Comprehensive Plan*. Namely, the City does not support significant rural residential development just north of its borders in the Town of Portland, for the following reasons:

- Residential development immediately outside of the City limits will use city services (e.g., mutual aid police calls) and infrastructure (e.g., city parks and roads) without paying City taxes.
- The City would have little to no control over the quality of development—including infrastructure standards and building design. This could have direct and negative impacts on the City, which is downstream from this area, including groundwater contamination and surface water runoff.
- A very low density "exurban" development pattern—necessitated by well and septic requirements—is not a sustainable land use pattern. It is inherently auto-dependent and uses multiple times more land to accommodate the same number of people as urban (city) development.
- Residential development in the Town would limit the long-term potential of this area for its more efficient development on public utilities, including a true mix of densities and land uses. This area is directly across Clarkson Road from the City limits, and would logically drain into the sewer system.
- Residential development in the Town would compete with already-approved residential developments in the City, making these projects even more difficult to fill in what was at time of writing a very soft housing market.

Proposed solutions to address this apparent difference between plans are addressed later in this chapter.

8. Town of Portland

The Town of Portland is located in Dodge County and borders Waterloo to the north. In 2005, the Town had an estimated population of 1,154 residents. Town planning is largely guided by the Dodge County Comprehensive Plan. The Town has its own general zoning ordinance. Despite the significant amount of land planned for residential development in Sections 31 and 32 of the Town, there has been limited development pressure in the Town. It is also unclear whether Town officials and residents support the level of additional residential development suggested in the Dodge County plan. Discussion of recommended intergovernmental discussions between the City and Town is provided later in this chapter.

9. Village of Marshall

The Village of Marshall is the closest city or village to Waterloo. It is located less than four miles west of Waterloo in Dane County. In 2005, the Village had an estimated population of 3,613 residents. Much of the traffic to and from Waterloo and the Madison area passes through Marshall, on Highways 19 and 73. The notion of a trail between the two communities and possibly joint coordination on recreational space and programming is discussed in other chapters of this *Plan*.

10. **Public Educational Districts**

For K-12 education, most Waterloo children added public schools managed by the Waterloo School District. The school campus, which contains all of the District's schools, is located on the City's north side. For technical education, the City is within the Madison Area Technical College District, with its main campus near the Dane County Regional Airport in Madison. There are no conflicts between the City's plans and those of these districts, with opportunities for greater coordination highlighted in other chapters of this *Plan*.

B. Intergovernmental Cooperation Goals, Objectives, and Policies

Goal:

Develop and maintain mutually beneficial relationships with adjacent and overlapping governments.

Objectives:

1. Work with surrounding towns and counties to encourage an orderly, efficient land use pattern in and around the City.
2. Work collaboratively with the Waterloo School District on joint recreational, space, and educational initiatives.
3. Grow relationships with nearby communities and counties to advance areas of mutual benefit.

Policies:

1. Provide a copy of this Plan to all surrounding local governments and districts, and continue to involve and update them on future changes to the Plan.
2. Work to resolve differences between the City of Waterloo Comprehensive Plan and the plans, policies, and ordinances of adjacent communities.
3. Actively monitor, participate in, and review and comment on pending and future comprehensive plans from nearby communities and counties.
4. Continue to cooperate with other units of government on issues related to land use, natural resources, recreation, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.
5. Pursue boundary agreements with adjacent towns where needed to create a more predicable future near the City's edges and reduce the need for the City to exercise its extraterritorial abilities.
6. Consider regionalization of public services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services, cost savings, or both.
7. Share capital improvement plans with nearby communities and the Waterloo School District to identify the potential for coordinating projects (e.g. parks), then coordinate bidding and construction of major infrastructure projects for improved efficiency.
8. Partner with the Waterloo School District to improve educational achievement, promote Waterloo Schools, pursue joint park and recreational programming, and enhance the economic health of the City (see also Utilities and Community Facilities chapter).
9. Participate in the Jefferson County Economic Development Consortium's preparation and implementation of a County-wide economic positioning initiative to capture the area's future potential given its unique assets and position.

10. Work with WisDOT and other applicable agencies on transforming the Midwest Regional Rail Initiative to something that would not negatively affect the Waterloo community.

C. Intergovernmental Cooperation Programs and Recommendations

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

1. Pursue Intergovernmental Discussions with the Town of Portland

One area in which this City *Comprehensive Plan*—particularly the Future Land Use map—differs from the surrounding town's plans is in the Town of Portland, north of Waterloo. The Dodge County Comprehensive Plan indicates a fairly large area just north of Clarkson Road as appropriate for residential development. However, through the City's *Plan*, Waterloo has identified a much smaller area in this vicinity for future development.

The City intends to engage the Town on further intergovernmental discussions regarding this difference between plans that affect the same area. It is possible that these discussions need only result in the two communities amending their plans (or recommending Dodge County amendment of its comprehensive plan) to bring them in closer alignment. It appears that the Town has not fully embraced the concept of significant residential development north of Clarkson Road.

It is also possible that the two communities may decide to formalize future land use plans and other boundary-related issues in a more formal intergovernmental agreement signed by both communities. Often, intergovernmental agreements are executed after a year or more of meetings, research, negotiations, writing, and legal review. Intergovernmental agreements typically address the following issues:

- **Municipal Boundary Changes:** Intergovernmental agreements between cities and towns frequently suggest limits to long-term annexation, generally in exchange for some compromises from the town. Such compromises may include the town's agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development in the possible future annexation area.
- **Utility Service Area Boundaries:** Some intergovernmental agreements include provisions that define where public sewer and/or water services may be extended and where they may not. These areas define where fairly intensive urban (publicly sewered) growth may occur in the future, but should also include existing rural development areas that might require sewer. Some agreements include provisions that do not allow further intensive development with on-site waste treatment systems in such designated utility service areas.

- **Future Land Use Recommendations:** Frequently, intergovernmental agreements address future land uses or development densities considered acceptable or unacceptable in areas that concern both communities. Some agreements also include provisions that the communities must amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or that they not amend their comprehensive plans in a manner that would be inconsistent with the agreement.
- **Agreement Term and Amendments:** An intergovernmental agreement should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2030), as this corresponds with the comprehensive plan time horizon. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in peoples' minds and allows adaptability as conditions change.

Intergovernmental Agreements Under Wisconsin Law

There are two main formats for intergovernmental agreements under Wisconsin Statutes.

The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. So, for example, attorneys sometimes do not recommend this agreement format when future municipal boundary changes are involved, because cities and towns do not have co-equal powers with respect to annexation.

Another format for an intergovernmental agreement is a "cooperative (boundary) plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but the "66.0307" approach does not have some of the limitations of the "66.0301" agreement format.

An increasingly common approach is for communities to first enter into a "66.0301" intergovernmental agreement, which in part directs the communities to then prepare a "66.0307" cooperative plan covering issues such as boundary changes.

Because it can take time to negotiate an intergovernmental agreement (or decide that actions short of an agreement are sufficient), in the interim the City intends to more effectively exercise its extraterritorial land division review powers, as described below, to assure that future development close to the City in Portland does not conflict with the City's *Comprehensive Plan*.

2. More Fully Exercise Extraterritorial Land Division Review Authority

Under Wisconsin Statutes, cities are granted the authority to plan for and influence development in unincorporated areas that are beyond their municipal limits but are reasonably related to the city's future growth. These areas are often called the city's "extraterritorial jurisdiction" or "ETJ." Under State statutes, Waterloo's ETJ extends 1½ miles from the City limits.

For lands within its ETJ, the City has the authority to prepare land use plans, and, to help enforce these plans, has the ability to review, approve, or deny land division proposals for such areas. With the exception of some limited areas in the Town of Portland north of the City, the majority of the lands outside the City's municipal limits that are not in environmental corridor have been indicated on the City's Future Land Use map (Map 7) as appropriate for long-term agricultural use.

The City intends to amend its subdivision ordinance to include clear standards for its review of land divisions (CSMs) and subdivisions (plats) within its 1½ mile extraterritorial jurisdiction to assure that

long-range City plans are not compromised, particularly in areas where this City *Comprehensive Plan* identifies future land use as "Agriculture/Rural." To the extent possible, the standards will reflect agricultural preservation policies that are currently in place in Dane and Jefferson Counties.

3. Remain Involved in Regional Initiatives

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

- Remaining involved in the Jefferson County Economic Positioning project: At the time this *Plan* was being prepared, the Jefferson County Economic Development Consortium (JCEDC) had just begun a project to advance economic development county-wide. The City will attempt to stay actively involved in this process and to generally take advantage of the services offered by the JCEDC.
- Staying involved in the Glacial Heritage Area Project: This project, administered by WisDNR, is described in the Natural Resources chapter of this Plan. Because Waterloo is located within the Project's primary study area, it will be important for the City to remain involved in the ongoing feasibility, study process.
- Collaborate with Waterloo School District, the Village of Marshall, and possibly the Marshall School District on joint recreational planning. This would ideally include making a trail between the two communities happen, and possible joint management of facilities and programming to maximize efficiency.

4. Coordinate with Adjoining Towns Regarding Planned Development in Southwest Waterloo

The City intends to give the Towns of Medina and Waterloo an opportunity to review and comment on those future development proposals on the southwest side of the City that would take access to Waterloo Road. More intense development in this area of the City will generate additional traffic along Waterloo Road. The towns are presently responsible for maintaining this roadway, and therefore should be involved in decisions that may significantly increase maintenance requirements on this route.

Chapter Eleven: Implementation

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter provides the City with a roadmap for these implementation actions.

A. Plan Adoption

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

B. 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*, described more fully in the Plan Amendments section that follows.

In fact, on January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*. Because the vision and recommendations of this *Comprehensive Plan* are not in line with the City's current subdivision and zoning ordinances and map, updates to these documents will be required. In addition to being required by law, complete updates to the City's subdivision and zoning ordinances and map will help the community achieve its desired character and land use pattern in ways the current ordinances cannot. Detail on the nature of the proposed updates is provided throughout the previous chapters of this *Plan*, most notably the Land Use chapter, and are summarized as follows:

<u>Zoning Ordinance Updates</u>: The following approaches will be strongly considered.

1. Incorporate standards for the protection of environmental corridors and key natural features such as champion trees.
2. Require site assessment checklist to be completed as part of development approval process to pre-identify key site features.
3. Incorporate standards for building, site, landscaping, signage, and lighting design in new developments.
4. Include smaller lot single-family, two-family townhouse, and multi-family residential zoning districts.
5. Modify the Planned Development zoning district to allow flexibility in density and mix of uses.
6. Create separate commercial zoning districts for downtown, neighborhood business areas, and larger-scale business areas.
7. Require conditional use permits for larger commercial buildings and multi-building developments.
8. Create an office/research or business park zoning district.
9. Incorporate design standards to maximize human interaction, promote a bike and pedestrian-friendly environment, and advance the principles of a Green and Healthy community.
10. Encourage conservation neighborhood design techniques.

11. Ensure that setbacks and other standards in older neighborhoods don't impede improvement projects.
12. Ensure that cooperative housing options are allowed.
13. Encourage development of mixed-use buildings and sites by allowing such uses as permitted-by-right in neighborhood commercial and multi-family zoning districts.
14. Create standards for home occupations that allow home-based businesses to start and flourish without negatively affecting the neighborhood environment.
15. Update zoning map to reflect new zoning districts and Future Land Use map.

Subdivision Ordinance Updates: The following approaches will be strongly considered.

1. Provide clear standards for review of land divisions and subdivisions in the City's extraterritorial jurisdiction.
2. Improve standards for protection of environmental corridors and other key natural features such as champion trees.
3. Include site assessment checklists to be completed as part of development approval process.
4. Revisit street standards to permit construction of and encourage narrower local roads, and to address street interconnections and the design and placement of new roads and paths.
5. Update parkland dedication and fee requirements.
6. Incorporate design standards to maximize human interaction, promote a bike and pedestrian-friendly environment, and advance the principles of a Green and Healthy community.
7. Require that neighborhood development plans be prepared and submitted in advance of platting.
8. Encourage conservation neighborhood design.

This *Plan* will only have value if it is used, understood, and supported by the community. It is critical that the City make concerted efforts to increase community awareness and education on this *Plan*, and on the notion of Waterloo's desire to become a Green and Healthy community. To this end, efforts may include:

- Prominently displaying the vision statement, community health description, Future Land Use map, and other *Plan* materials in City offices and community gathering places;
- Ensuring that attractive and up to date materials are easily accessible on the City's website;
- Speaking to community organizations and school groups about the *Plan* and the desire for Waterloo to become a Green and Healthy community;
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies;
- Incorporating *Plan* implementation steps in the annual budget process;
- Encouraging all City commissions and staff to become familiar with and use the *Plan* in their decision making.

1. Plan Administration

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

2. Annexations

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

3. Zoning

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

4. Land Division

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

5. Public Investments

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

recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

6. Intergovernmental Relations

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

C. 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).

As a growing community, the City is likely to receive and wish to entertain requests for *Plan* amendments over the planning period. The *Plan* should be evaluated for potential amendments regularly. However, frequent amendments only to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless.

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

The City may choose to 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 amendment procedures outlined below.

The state comprehensive planning law requires that the City use the same basic process to amend this *Comprehensive Plan* as is used to initially adopt the *Plan*. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed.

- Either the City 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 City 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 the resolution is 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 City 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). Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least 30 days to review and comment on the recommended Plan amendments.
- The City Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a City Council public hearing and containing information required under Section 66.1001(4)d.
- The City 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 City Council approves or denies the ordinance adopting the proposed Plan amendment(s). Adoption must be by a majority vote of all members. The City 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 nonmetallic 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.

D. Plan Updates

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

E. 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*.

F. Implementation Programs and Recommendations

Figure 11.1 provides a detailed list and timeline of the major actions that the City should complete to implement this *Plan*. Often, such actions will require substantial cooperation with others, including county and surrounding local governments, the School District, and local property owners. The table has four different columns of information, described as follows:

- **Implementation Step:** The first column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. This list does not generally include ongoing activities advised elsewhere in this Plan, but rather focuses on specific actions that may need to be separately budgeted or placed in a work program. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Chapter Reference:** The second column provides the chapter(s) of this *Plan* where the recommended implementation step is described in greater detail.
- **Recommended Implementation Timeframe:** The third column responds to the comprehensive planning statute, which requires implementation actions to be listed in a "stated sequence." The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2018.
- **"Completed":** The final column simply includes check boxes for City staff and officials to use when a particular implementation step has been completed. During the annual *Plan* evaluation process, this table should be reviewed for items that should be pursued in the upcoming year.

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CITY OF WATERLOO PLAN COMMISSION

PLAN COMMISSION RESOLUTION # 2008-A
RECOMMENDING THE COMPREHENSIVE PLAN FOR THE CITY OF WATERLOO IN JEFFERSON COUNTY, WISCONSIN

WHEREAS, section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the City of Waterloo Plan Commission has the authority to recommend that the City Council adopt a "comprehensive plan" under section 66.1001(4)(b); and

WHEREAS, the City has prepared the *City of Waterloo Comprehensive Plan*, containing all required maps and other descriptive materials, to be the comprehensive plan for the City under section 66.1001, Wisconsin Statutes.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Waterloo hereby recommends that the City Council adopt an ordinance to constitute official City approval of the attached *Comprehensive Plan* as the City's comprehensive plan under section 66.1001(4), Wisconsin Statutes.

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the attached *City of Waterloo Comprehensive Plan* to the City Council; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the City Council adopt an ordinance to constitute official City approval of the *City of Waterloo Comprehensive Plan* as the City's comprehensive plan under section 66.1001, Wisconsin Statutes.

ADOPTED this 22nd day of April, 2008.

Robert H. Thompson

Robert H. Thompson, Mayor

Attest:

Morton J. Hansen

Morton J. Hansen, Clerk/Treasurer

136 North Monroe Street, Waterloo, Wisconsin 53594-1198
Phone (920) 478-3025
Fax (920) 478-2021

ORDINANCE #2008-12

AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE CITY COUNCIL OF WATERLOO, WISCONSIN

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

SECTION 1: Pursuant to sections 62.23(2) and (3) of Wisconsin Statutes, the City of Waterloo is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes:

SECTION 2: The City Council of the City of Waterloo has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3: The Plan Commission of the City of Waterloo, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the City Council the adoption of the document entitled "CITY OF WATERLOO COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4: The City of Waterloo has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Common Council of the City of Waterloo, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "CITY OF WATERLOO COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6: This Ordinance shall take effect upon passage by a majority vote of the members-elect of the City Council and publication/posting as required by law.

Adopted at a regular meeting of the Common Council on August 7, 2008.

CITY OF WATERLOO

Signed: Robert H. Thompson
Robert H. Thompson, Mayor

Attest: Morton J. Hansen
Morton J. Hansen, Clerk/Treasurer

Date Adopted: August 7, 2008

Date Published: August 21, 2008